



February 1, 2018

Reference No. 086822

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Dear Sirs:

**Re: County of Simcoe Environmental Resource Recovery Centre
Applications to Amend the County of Simcoe and Township of Springwater Official Plans
Application to Amend Township of Springwater Zoning By-law 5000
Amended Planning Justification Report**

The County of Simcoe continues to pursue the development of the proposed Environmental Resource Recovery Centre (ERRC) at 2976 Horseshoe Valley Road West in the Township of Springwater. Required applications to amend the Official Plans of the County of Simcoe and Township of Springwater as well as an application to amend the Zoning By-Law were submitted in 2016. In support of the applications and as a requirement to establish complete applications, a number of supporting studies were submitted including a Planning Justification Report.

GHD are pleased to provide the attached amended Planning Justification Report. The report has been amended to address two matters. Firstly, the Province of Ontario approved a revised Growth Plan under the Places to Grow Act in 2017. All decisions made on or after July 1, 2017 that affect a planning matter must conform to the new plan. The original Planning Justification Report was completed prior to this date and addressed the previous Growth Plan adopted in 2006. The Planning Justification Report was amended to address the changed policies contained in the new Growth Plan. Secondly, some changes were made based on additional studies undertaken at the site and to address comments received from review agencies.

Should you require any additional information or clarification please do not hesitate to contact the undersigned.

Sincerely,

GHD

Steve Edwards, R.P.P.

SE

Encl.



Amended Planning Justification Report

Proposed Environmental Resource Recovery Centre
Township of Springwater, County of Simcoe, Ontario

County of Simcoe

GHD | 65 Sunray Street Whitby Ontario L1N 8Y3 Canada
086822 | Revised February 2018



Executive Summary

The County of Simcoe (County) adopted a Solid Waste Management Strategy (Strategy) in 2010 that provides the framework for the County's waste disposal options and diversion programs. Guided by the Strategy, and following further recommendations from County Council, the Strategy provides an emphasis on the diversion of waste. The intent is to improve diversion of existing waste generated in the County and to prepare for anticipated population growth and changing provincial waste policy.

A key driver for the need to review solid waste management in the County is the province's Bill 151, the Waste-Free Ontario Act and the accompanying Strategy for a Waste Free Ontario. The strategy identifies food and organic wastes as priorities, aiming to reduce the amount of these materials going to landfill. The need to address this strategy makes the consideration of managing and processing organics at a County facility appropriate. In addition, this facility will allow for secure transfer of garbage and recycling given the limited regional transfer options and the anticipated closure of County landfills.

The County initiated the siting process in 2014 to identify a site for the development of an Organics Processing Facility (OPF) for the long-term processing of source-separated organics (SSO). The siting process was subsequently expanded to also identify a site for the development of a Materials Management Facility (MMF) for the transfer of garbage, organics, and recycling and a potential Materials Recovery Facility (MRF) for the processing of recyclables. Collectively, these facilities are referred to as the Environmental Resource Recovery Centre (ERRC). Following the extensive siting and consultation process, the ERRC is proposed to be located at 2976 Horseshoe Valley Road West, Springwater (Study Area).

This Planning Justification Report assesses the proposed site location in the context of governing planning policy including the Provincial Policy Statement 2014 (PPS), the Growth Plan 2017 (GP) and the Official Plans of the County of Simcoe and Township of Springwater. It is noted that during the review a new Growth Plan came into effect as of July 2017. The proposed site was reviewed in the context of the new Growth Plan. Official Plan amendments are required to both of the upper-tier and lower-tier Official Plan documents. The key policy evaluation arises from these four documents.

The Planning Justification Report is part of the overall documentation/ information prepared for the proposed ERRC planning application. Therefore, this report should be read in conjunction with other supporting documents which are listed below and discussed elsewhere in this report.

- Agricultural Impact Assessment – AgPlan Ltd.
- Scoped Environmental Impact Study & Hazard Land Assessment – GHD
- Facility Characteristics Report – GHD
- Hydrogeological Report – GHD
- Stage 1, 2 & 3 Archaeological Assessment Reports – ASI
- Cultural Heritage Assessment Report – ASI
- Traffic Impact Study – MMM Group



In general, the supporting studies demonstrate that the proposed ERRC has been sited in an appropriate manner and where required, adequate mitigation and compensation measures have been put in place to address any potential impacts.

The overall property in which the ERRC facility is to be located is considered significant woodland. Negative impacts to the ecological function of the woodland can be avoided or mitigated to ensure that there is no degradation that threatens the ecological function of the woodland, as required by policy. There are also sensitive receptors in the form of dwellings within 500 metres of the proposed facility. Mitigation techniques can ensure there are no adverse impacts to these receptors associated with noise, odour, or other nuisance factors.

Considering the above, the development of the ERRC on the proposed site is able to conform to the policies provided for in the PPS, GP and Official Plans. This is subject to specific conditions related to the location of the ERRC within the overall site as well as the implementation of mitigation techniques to ensure no negative impact on natural heritage features and functions and the surrounding sensitive receptors.



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1. Introduction

1.1 Background

GHD Ltd. has been retained by Simcoe County (County) to complete a Planning Justification Report for the proposed co-located development of a Materials Management Facility (MMF), an Organics Processing Facility (OPF), and related support activities, which will collectively be referred to as the Environmental Resource Recovery Centre (ERRC). This report is prepared to assess the compliance with planning policy of the ERRC proposed by the County. The proposed location, determined through a site selection process as outlined in Section 2, is located on lands municipally known as 2976 Horseshoe Valley Road West in the Township of Springwater, see **Figure 1**.

The proposed ERRC would house the following waste management facilities and uses:

- Materials Management Facility
- Organics Processing Facility
- Materials Recovery Facility

Accessory Uses would include:

- Stormwater Management Facility
- Truck Servicing Facility
- Administrative Facility
- Public Education Area

The Materials Management Facility (MMF) is a facility for the consolidation and transfer of various waste streams such as garbage, recycling and organics. Material would be delivered in smaller loads and combined for more efficient and economical shipment to other disposal or processing sites.

The Organics Processing Facility (OPF) is a facility where green bin materials are processed under controlled conditions for conversion into other materials such as compost or fertilizer. Other materials such as leaf, yard and pet waste could be combined and processed with the green bin material.

The Materials Recovery Facility (MRF) is a location for the processing and separating of commingled recyclable material into its core components (e.g., paper, glass, metals, plastic) for marketing and shipping to end-user manufacturers.

The Truck Servicing Facility is a location for the servicing the County's fleet of Solid Waste Management vehicles and is anticipated to be no larger than 2-3 service bays.

The Administrative Facility is a location for administrative staff and resources including the administrative facility itself which includes offices, meeting spaces, washroom and change room facilities, a lunchroom/ kitchen, and potentially a public education area.



The Stormwater Management Facility is a location for proposed stormwater management controls that will mitigate the increase of surface runoff from the impervious areas, maintain existing water quality and quantity conditions and address the water balance deficit. Components of the facility include: vegetative filter strips, a vegetated swale, a stormwater management pond (SWMP), and a drainage ditch along the access road to convey any overflow from the SWMP.

Additional details of the proposed development are available in GHD's Facility Characteristics Report, provided under separate cover as part of the Planning Act applications.



2. Site Selection & Evaluation Overview

An extensive site evaluation process was undertaken which considered 502 candidate sites. The assessment of potential sites involved a detailed, comparative evaluation of sites supported by extensive stakeholder, Aboriginal, and public consultation. Of 502 sites evaluated, 7 sites were short listed for OPF and 5 sites were short listed for the MMF. It was found that 5 sites were also suitable to host a co-located facility.

Following consultation, the shortlisted sites were subjected to a net effects analysis and the preferred site was determined to be 2976 Horseshoe Valley Road West in the Township of Springwater.

The initial site selection methodology is provided below as a summary for context, however reference should be made to the original siting studies and background information.

2.1 Site Selection Overview

Siting work for the OPF and MMF was a comprehensive process in keeping with the Ontario Environmental Assessment (EA) Act. Although an EA is not required under the EA Act for either project component, the County chose to adopt elements of this process to ensure a robust and thorough evaluation of the sites was completed. Through a rigorous and comprehensive multi-step evaluation process, applying an array of environmental, technical, and social criteria, one preferred site was determined from the original list of 502 sites.

Through the evaluation process, it was determined that co-locating the facilities would be advantageous from a technical and financial perspective. For context purposes, the approximate footprint of the co-located facility was established by GHD during the evaluation process and was estimated at 4.5 hectares (ha). Further details on the site selection process and the site itself are provided in subsequent sections and in the following reports and available on the County's website:

- County of Simcoe Organics Processing Facility – Part 1 – Planning – Siting Methodology and Evaluation Criteria (Conestoga-Rovers & Associates, February 2015).
- County of Simcoe Materials Management Facility – Part 1 – Planning – Siting Methodology and Criteria (Conestoga-Rovers & Associates, February 2015)
- Report: County of Simcoe – Organics Processing Facility, Part 2 – Long List Evaluation (GHD, July 2015)
- Report: County of Simcoe – Materials Management Facility, Part 2 – Long List Evaluation (GHD, July 2015)
- County of Simcoe – Organics Processing Facility, Materials Management Facility, and Co-located Facility – Part 3 – Short List Evaluation (GHD, February 26, 2016)

2.2 Site Selection Methodology

The general approach to siting the County's OPF and MMF was modeled after the Ministry of Environment and Climate Change's (MOECC) Statement of Environmental Values (SEV), which is considered whenever decisions that might significantly affect the environment are made by the Ministry. The SEV outlines the MOECC's vision for an "*Ontario with clean and safe air, land and*



water that contributes to healthy communities, ecological protection, and environmentally sustainable development for present and future generations". In this regard, the siting and development of the OPF and MMF was based on the:

- Prevention, reduction, and elimination of impacts to the environment.
- Protection and conservation of natural resources and ecologically sensitive areas.
- Integration of social, economic, and other considerations.
- Provision of opportunities for an open and consultative process.

The siting process was completed in the following stages:

Part 1 Report – Planning – Siting Methodology and Evaluation Criteria

1. Define the search area.
2. Develop siting methodology and series of evaluation criteria (Screens 1, 2, and 3).
3. Public consultation.
4. Seek County Council approval on the siting process and criteria.

Part 2 Report – Long List Evaluation

1. Identify candidate sites.
2. Screen 1 – apply exclusionary criteria to the list of candidate sites to generate a long list of sites.
3. Screen 2 – apply further screening criteria to the long list of sites to generate a short list of sites.
4. Presentation of short-listed sites to County Council.
5. Stakeholder, Aboriginal, and public consultation.

Part 3 Report – Short List Evaluation

1. Refine details of short-listed sites and collect additional data as required.
2. Conduct a comparative evaluation of short-listed sites using all identified Screen 3 evaluation criteria.
3. Identify the potential impacts, mitigation measures, and net effects of each site.
4. Rank the sites and identify the preferred location.
5. Seek County Council direction on preferred location

A total of 502 candidate sites consisting of both County-owned and privately-owned properties were identified for consideration. Through a rigorous and comprehensive multi-step evaluation process, one preferred site was determined from the original list of 502 sites.



The comprehensive list of candidate sites was developed from three main sources:

- County-owned sites (such as open and closed landfills and County forest tracts)
- Privately-owned sites from willing vendors, sought through a search of the Multiple Listing Service (MLS) of the Canadian Real Estate Association (CREA)
- Privately-owned sites offered by landowners through a formal Request for Expressions of Interest (RFEI) process.

Once the candidate sites were identified, the site evaluation criteria established in the Part 1 Report, was then applied in a series of 3 separate screens. A description of each Screen follows:

Screen 1 was applied to all 502 sites that were generated. Sites that did not satisfy the Screen 1 criteria/indicators did not move forward. The Screen 1 criteria/indicators are provided as a minimum threshold or “exclusionary criteria” in order for a site to be considered further. These criteria can also be considered as “must pass”, which a given site must satisfy in order to be carried forward for further evaluation.

The exclusionary criteria were largely based on the technical requirements of the OPF/MMF facilities that meets the program needs set out by the County. If a site failed to meet all of the requirements set out in the exclusionary criteria, it was excluded from further consideration.

Application of the Screen 1 criteria resulted in a number of sites being carried forward to the long list for further evaluation (53 sites for the OPF, and 23 sites for the MMF).

Screen 2 was then applied to the long list of sites and contained additional criteria/indicators to add another threshold level to be met in order to be carried forward for further investigation. From this Screen, a Short List of sites was determined, and these sites will be comparatively evaluated as part of Screen 3. Application of the Screen 2 criteria resulted in a short list of 7 sites for the OPF, and 5 sites for the MMF/ co-located facilities for further evaluation.

Screen 3 was applied to the short list of sites in the form of a comparative evaluation. All criteria/indicators will be utilized for this Screen and the comparative evaluation considered the potential effects, mitigation measures and net effects for each of the criteria/indicators. The sites were then compared against one another and ranked as to whether they offered advantages or disadvantages to the environment. Ultimately, the preferred site was determined based on the appropriate balance of strengths (advantages) and weaknesses (disadvantages) and how well the site satisfies the goals and objectives of the project. Ultimately, the site that was selected represented the extensive evaluation efforts taken to ensure a site could be found that avoided a number of the criteria and indicators or “potential constraints” (i.e., environmentally sensitive lands, known archaeological sites, etc.).

As mentioned, the selected site, Site C136, located at 2976 Horseshoe Valley Road West, Springwater was put forward as the recommended site for both the OPF and MMF or “co-located facility”. For further information on the site selection methodology reference should be made to the original study and background information.



3. Planning Rationale

3.1 Planning Rationale - General

The Planning Justification Report specifically considers the recommended site and its proposed use from the perspective of the Provincial Policy Statement, the Growth Plan and the Official Plans of the County and Township. Amendments to the both the County and the Township Official Plan are required.

3.1.1 Site Description

The site is located at 2976 Horseshoe Valley Road West in the Township of Springwater legally described as Lot 2 Concession 1. It is located on the north side of Horseshoe Valley Road West approximately 3 kilometers west of Highway 400. The property is approximately 84 hectares in area.

The proposed ERRC would utilize approximately 4.5 hectares of land located more or less centrally within the property, see **Figure 1**. It is noted that the location was selected to address a number of considerations including:

- Separation from sensitive receptors
- Avoidance of key natural heritage features such as wetlands
- Location within planation area which would be harvested in the future
- Avoidance of the cultural heritage resource identified on site,
- Utilization of existing access roads.

Access to the facility would be from Horseshoe Valley Road West (County Road 22) with an emergency access road from Rainbow Valley Road East.

The site is owned by the County of Simcoe and is known as the Freele Tract of the County Forest system. As a County Forest, the property is a managed forest for the purposes of timber harvesting. The site is open to the public and used for seasonal recreation activities such as hiking, cycling, cross country skiing, and snowmobiling. A portion of the site has been reforested with a plantation of a variety of pine and spruce species. Other portions of the site are naturalized and contain other varieties of native tree species. The site has three areas comprising approximately half of the total area which contains Canada Land Inventory Soils Class 1-3.

3.1.2 Proposed Use

A general description of each sub-facility at the ERRC is provided below.

Primary Uses:

- Materials Management Facility (MMF) (also known as a transfer station) – a location for the consolidation of waste (garbage, recyclables, and organics) from multiple collection vehicles into larger, higher-volume transfer vehicles for more economical shipment to other disposal or processing locations. The MMF will likely be a multi-storey building approximately 10 to 15 m



high and consist of a pre-engineered steel frame structure with exterior walls constructed of concrete and steel sheeting.

- Organics Processing Facility (OPF) – a location where source-separated organics (i.e., green bin material) and potentially materials such as leaf and yard waste, pet waste, and diapers are processed under controlled conditions and converted into other valuable products, such as compost or fertilizer. The County's procurement process for the OPF will be open to all types of aerobic composting and anaerobic digestion technologies. Both are engineered biochemical conversion processes involving the decay of organic materials, but involve different conditions and produce different outputs.
- Materials Recovery Facility (MRF) – a location for the processing and separating of commingled recyclable material into its core components (e.g., paper, glass, metals, plastic) for marketing and shipping to end-user manufacturers.

Accessory Uses:

- Truck Servicing Facility – a location for servicing the County's fleet of Solid Waste Management vehicles and anticipated to be 2-3 bays in size.
- Administrative Facility – a location for administrative staff and resources including administrative facility will include offices, meeting spaces, washroom and change room facilities, a lunchroom/kitchen, and potentially a public education area.
- Stormwater Management Facility – a location for proposed stormwater management controls that will mitigate the increase of surface runoff from the impervious areas, maintain existing water quality and quantity conditions, and address the water balance deficit. Components of the facility include: vegetative filter strips, a vegetated swale, a stormwater management pond (SWMP), and a drainage ditch along the access road to convey any overflow from the SWMP. These components are further discussed in Section 5.2.2.

Access to the area to be utilized would be from Horseshoe Valley Road West, which provides connections to other main transportation routes such as Highway 400 and County Road 27. The access from Horseshoe Valley Road West is anticipated to primarily follow the existing forest access road minimizing the disturbance required to provide an access road. An access road will extend to Rainbow Valley Road East and will act as an emergency access route for the facility.

Additional details of the proposed development are available in GHD's Facility Characteristics Report, provided under separate cover.



4. Provincial Policy Statement

The Provincial Policy Statement (PPS) which came into effect in 2014 provides direction on matters of Provincial interest related to land use planning and development. It is a key policy document for regulating the development and use of land. The Policy is intended to provide for appropriate development while protecting resources.

PPS policy with respect to waste management is limited. Beyond waste management provisions, the PPS has been reviewed to identify policy objectives that may influence the consideration of the site to host the proposed ERRC.

4.1 Part IV – Vision for Ontario’s Land Use Planning System

Part IV of the PPS document provides a vision for the planning system which indicates that wise use and management of a variety of resources (i.e., agricultural and mineral resources) is a key provincial interest. In general, the vision requires that the resources are managed in a sustainable way providing among other things for the production of food and fibre, and minimizing environmental and social impacts and meeting long-term needs.

The vision does not specifically reference waste management. However, the nature of the proposed facility as a resource recovery centre addresses aspects of the vision noted above. Waste is considered a resource to be utilized and properly managed with diversion reducing the environmental impact of disposal. With regards to the environmental and social impacts of the proposed facility, GHD had completed a comprehensive siting methodology and comparative evaluation process between late 2014 and early 2016. The preferred site, being the subject lands, is recommended based upon this process which evaluated the proposed facility’s degree of impact upon a range of criteria under the following domains:

- Environmental
- Social
- Cultural
- Legal
- Technical
- Economic

Finally, the wise management of waste is essential to address long-term needs of the County’s growing population. As noted in the County’s long-term Waste Management Strategy, the MMF will be developed in preparation for the closure of the County’s last landfill. With no new landfills developing within the County, transfer infrastructure will be imperative to manage long-term garbage export. In addition, development of the OPF is being furthered to securely prepare for the County’s long-term organics processing requirements – increasingly more important as the province seeks to encourage greater diversion of organic waste from disposal.



4.2 PPS 1.2.6 – Land Use Compatibility

This policy section indicates that major facilities (which include waste management systems) and sensitive lands uses (such as residential) should be planned to ensure that they are appropriately designed, buffered and separated. Adverse effects must be mitigated, risk to safety minimized and the long-term viability of the major facility ensured.

In the policy statement both major facilities and sensitive land uses are defined terms. Major facilities are those which require separation from sensitive uses and include waste management systems. This is further defined and includes recycling facilities, transfer stations, and processing sites.

Sensitive uses include buildings and outdoor areas where normal human activities could experience adverse effects if a major facility was located nearby.

Over 500 potential sites were considered in the site search and a key site selection criterion was the potential impact on neighbouring sensitive uses. It is noted that all sites within the short list of potential sites had sensitive land uses within 500 metres. Therefore for any potential short-listed site, consideration of potential impacts and means of mitigation of issues such as odour, noise and visual impact must be developed.

Given the nature of the facility, there are certain best management practices (BMP's) which would be applied regardless of the selected location. These must be applied in the case of the subject site and must be included in Environmental Compliance Approval to be issued by the Ministry of Environment and Climate Change.

The areas surrounding the site comprise a mix of land uses. Primary uses are agriculture and natural environment. There are also detached homes and residential estate subdivisions. A more detailed description of existing residential uses which are sensitive receptors is provided in Section 7 which discusses the Township of Springwater Official Plan.

There are 11 rural estate or farm homes lying within the 500 metres of the proposed ERRC site. The closest lies approximately 388 metres to the southeast of the site.

In terms of possible new sensitive uses developing within the area, it is noted that there are two existing lots of record near the site. One is adjacent to the west boundary of the study area and runs north from Horseshoe Valley Road West. The north limit of the lot aligns generally with the south limit of the proposed ERRC site. There is also an existing lot of record at the southeast corner of Horseshoe Valley Road West and Gill Road. As existing lots of record these properties would be able to support a single residential dwelling in the future.

There is also a multi-unit development proposed at the possible south extension of Fox Farm Road which has frontage on Old Second Road South. The proposed development is known as the Spring Lakes Development. It proposes 800 adult lifestyle condominium units. A number of approvals are still required in order to permit this development. It is noted that this proposed development site is over 2000 metres from the ERRC site further from the ERRC site.



Given the current governing policies in place established through Provincial policy and the County Official Plan new lot creation will be directed to settlement areas. Therefore, it is not anticipated that new multiple lot residential development will be created in close proximity to the proposed ERRC site.

Given that there are sensitive land uses adjacent the proposed site, a specific list of avoidance, mitigation, compensation and enhancement (AMCE) measures were developed. These measures indicate that the site can be developed with no or low net affects as considered by this policy section.

4.3 PPS 1.6 – Infrastructure and Public Service Facilities

Section 1.6 of the policy statement deals with infrastructure and public service facilities. Infrastructure is a defined term meaning physical structures that form the foundation for development and which includes waste management systems.

The PPS provides that planning for infrastructure must be coordinated with land use planning so that they are:

- i) financially viable over their lifecycle; and
- ii) viable to meet current and projected needs

The County has undertaken business case reviews of the proposed facility. This involved looking at financial implications of a number of options as well as updates as additional information became available. With respect to the Materials Management Facility, construction of a new facility yields the lowest cost for solid waste management over a 20 year horizon. A new facility also allows the County to control costs to manage waste in the long-term.

The facilities are being planned and designed to meet projected population growth in the County. Further with respect to projected needs the facility is being planned in consideration of the requirements which will arise of the Waste Free Ontario Act and the need to increase recycling and move toward a circular economy respecting waste. The facility would also address the anticipated direction from the Province that all organics must be removed from the waste stream and reutilized.

At a high level the two key components of the proposed facility address the following projected needs.

Organics Processing Facility (OPF)

- a local, long-term solution to managing the County's organic waste (both source-separated organics and leaf and yard waste) at one common facility;
- greater control over future processing costs and environmental impacts;
- reduction in greenhouse gas emissions by shortening haulage distances to processing;
- ensuring capacity for future growth and protecting against provincial processing capacity shortages;
- flexibility to add materials such as pet waste and/or potentially diapers in the long-term; and
- valuable end products such as compost or fertilizer to support local markets (inclusive of agriculture).



Materials Management Facility (MMF)

- protection from future increases to contracted transfer costs;
- utilization of secured funding from the Continuous Improvement Fund estimated at \$1.15 M (47% of the blue box-related project costs to a maximum funding limit of \$2,187,840);
- secure management of County material and greater control over operations;
- operational flexibility and the ability to adapt to changes in collections and/or processing arrangements; and
- ideal location to co-locate the Solid Waste Management truck servicing facility.

It is also noted that assessing the potential development of the new ERRC was recommended in the Solid Waste Strategy as a result of County Council's direction that no new landfills be developed. To attain this goal, diversion initiatives and transfer of waste for processing and/or disposal is necessary.

4.4 PPS 1.6.10 – Waste Management

Section 1.6.10 of the PPS addresses waste management systems which by definition include recycling facilities and transfer stations. A key consideration of this policy guidance is the requirement that waste management systems; “facilitate...reduction, reuse and recycling objectives”. The ERRC is a proposed facility to support diversion and reduce waste sent to landfill. Its need and function has been determined through development of the County of Simcoe's Solid Waste Management Strategy and confirmed in recent business cases for both the MMF and OPF presented to County Council in September 2017.

It should be noted that the Province has adopted transformational legislation with respect to the management of waste in Ontario and signaled a transition to be a “waste-free” province, as well as move to a more circular economy. Bill 151 – Waste-Free Ontario Act, has included goals for the Province as a whole to move to a circular economy, and focus on ways to divert more waste from disposal by:

- targeting areas for greater diversion by designating new materials, enhancing generator requirements and developing and implementing an proposed food and organic waste action plan to recover resources form food and organic waste and to reduce the volume of organics going into landfills;
- minimizing the need for landfills and ensure existing landfills are well managed.

Given the above, it is clear that the management and processing of organics at a facility within the County is appropriate. Presently there is a lack of infrastructure for transfer within the County and for organics processing overall in the Province. Development of a County facility would lead to better local management of the material, as well as a reduction in the long haul trips of organic material currently in place. Further, the government of Ontario has also enacted a Climate Change Action Plan as it relates to Greenhouse Gas (GHG) emissions. These emissions are typically associated with both vehicle (truck) movements as well as methane generated within landfills, mainly as a result of organic materials. As an example, the County currently exports approximately 11,000 tonnes/year of source separated organics to the City of Hamilton's Central Composting



Facility in transfer trailers. This represents a round-trip distance for the transfer trailers of approximately 450 km. At 30 tonnes of organics per transfer trailer, and a 100 L/100 km diesel consumption, this represents a total of 150,000 L of diesel consumption per year.

It is also expected that significant additional greenhouse gas savings could be achieved locally by using the organic waste as fertilizer on agricultural land in the County.

4.5 PPS 2.1 – Natural Heritage

In this section of the policy, development and site alternation shall not be permitted in areas which constitute significant woodlands or significant wildlife habitat unless it is demonstrated that there will be no negative impacts on the natural feature or their ecological function. Ecological function means the natural processes and products that living and non-living environments provide within ecosystems and landscapes and between species. A significant woodland is an area which is ecologically important due to features such as composition, species, age and history, functionally important to the broader landscape due to size and location. It may also be significant in terms of economic importance. Finally significant wildlife habitat would be that which is ecologically important in terms of features, representation, or amount and contributing to the quality and diversity of an area.

A scoped Environmental Impact Study (EIS) was undertaken of the entire property by GHD. Terms of Reference for the EIS were prepared in consultation with the County of Simcoe, Township of Springwater, Nottawasaga Valley Conservation Authority, and the Ministry of Natural Resources and Forestry and the study prepared with the assistance of and reviewed by these agencies. The EIS involved a secondary information source survey as well as a number of field investigations addressing overall site reconnaissance, ecological land classification, wetland delineation, species at risk, amphibian, bird and wildlife surveys and observations.

From the site work and surveys undertaken for the EIS it was concluded that significant woodland was present in the study area. While the ERRC site did not exhibit uncommon woodland characteristics, the overall study area did contain significant woodland. The condition in part would be temporary with respect to the ERRC proposed location as this is comprised of a managed plantation. However other older growth natural areas on the property provide interior forest habitat. The facility has been located outside of older growth natural areas.

The EIS also determined that the overall study area constitutes significant wildlife habitat. Several characteristics can meet established criteria including; use of the area as a bat nursery, available habitat for interior nesting birds and presence of amphibian breeding habitat.

Given this and considering the PPS, development is not permitted unless it is demonstrated there are no negative impacts. This would involve degradation which threatens the health and integrity of the natural features or ecological functions.

The EIS identifies a number of potential effects related to both vegetation and wildlife habitat. A List of mitigation techniques or actions is provided. A key mitigation technique involves afforestation efforts to replace the plantation forest area that would be lost. As wildlife habitat is related to the significant woodland characteristics, afforestation is considered a key mitigation technique related to



wildlife habitat as well. The EIS concludes, subject to implementing mitigation techniques, that there will be no negative impacts.

The development of the ERRC will not result in negative impacts as defined by the PPS. This is based upon the proposed location of the facility, the managed plantation condition of the site, and the implementation of the proposed mitigation techniques. With the inclusion of afforestation areas along with other forms of mitigation it is anticipated that there would be no net negative impact on the significant woodland and significant wildlife characteristics.

4.6 PPS 2.2 – Water

The PPS indicates that water quality and quantity is to be protected, improved or restored. Key to fulfilling this objective is ensuring development is not within vulnerable surface and groundwater features. The policy requires the use of stormwater management techniques to minimize storm volumes and contaminants.

Within the South Georgian Bay Lake Simcoe Source Protection Plan, the site does not include an identified Wellhead Protection Area, Intake Protection Zone or Highly Vulnerable Aquifer. The Source Protection Plan does not contain prohibitive protection policies with respect to ground water areas. The overall property contains areas of low to medium vulnerability for groundwater recharge vulnerability. The proposed ERRC facility is located within an area of low vulnerability. The facility location avoids the area of highest vulnerability which corresponds with the wetland.

Surface water from the facility impervious surfaces (i.e., roofs) will be collected within a storm pond for water treatment. Water from waste processing on site must be contained separately and not allowed to enter the local surface and groundwater systems. All water from processes on site must be contained within the buildings and processed on site or trucked for treatment elsewhere.

The AMCE measures also note that surface and groundwater must be protected during construction and therefore best management practices for construction practices, erosion and sedimentation control must be implemented.

It should be noted that as part of the Planning Act applications, a Hydrogeological Assessment was conducted and documented in a Hydrogeological Assessment Report. The objectives of the Hydrogeological Assessment were to:

- Assess current groundwater conditions, including quantification of potential impacts to the local groundwater regime (quality and quantity), and groundwater supply for the development.
- Identify hydrologically-sensitive features for recharge/discharge function protection (i.e., wetlands and/or watercourses).
- Develop a water balance analysis to estimate the groundwater recharge potential at the Site, under predevelopment and proposed post development conditions.
- Determine the requirement and options for groundwater control during construction and required approvals.



The Hydrogeological Assessment concluded that the development of the site is not anticipated to have an adverse impact on groundwater or surface water as appropriate stormwater and natural environment mitigation construction methods are proposed

4.7 PPS 2.3 – Agriculture

The proposed location of the ERRC is outside of the Prime Agricultural Area, however, GHD undertook a comprehensive review of the applicable policies within the PPS. Section 2.3.6 of the PPS deals with Non-Agricultural Uses in Prime Agricultural Areas. This section sets out 4 criteria to be considered for permitting non-agricultural uses, which are discussed in detail below.

1. The land does not comprise a specialty crop area;
2. The proposed use complies with the minimum distance separation formulae;
3. There is an identified need in the planning horizon provided for in Policy 1.1.2 for additional land to be designated to accommodate the proposed use; and
4. Alternative locations have been evaluated, and
 - i) There are no reasonable alternative locations which avoid prime agricultural areas; and
 - ii) There are no reasonable alternative locations in prime agricultural areas with lower priority agricultural lands.

Each of the four criteria is discussed in more detail below.

1. The land does not comprise a specialty crop area.

Specialty Crop Areas are defined in the PPS. The proposed site has not been included in the Province's Specialty Crop Area mapping. As previously mentioned the Site is a forested tract of land. The site's characteristics do not mirror those that are reflective of a specialty crop area. Rather, the entire site is treed with some areas of natural trees, although the majority of the site is mixed-species plantation. The soil type is not known to be suitable to produce specialty crops and the site is not subject to special climatic conditions. The topography is undulating with a slope from west to east across the central and southern portion of the site. Based on the above considerations, this site does not compromise a specialty crop area, as defined by the PPS 2014.

2. The proposed use complies with the minimum distance separation formulae.

The PPS requires new or expanding livestock facilities and new land uses including the creation of lots to comply with the Minimum Distance Separation (MDS) formulae. The objective of MDS formulae is to minimize nuisance complaints due to odour and reduce land use incompatibility as it relates to livestock operations.

On October 7, 2016, the Ministry of Agriculture, Food and Rural Affairs provided an opinion letter indicating that consideration of MDS setbacks do not apply to the proposed ERRC facility. The standards are intended as setbacks between new, existing and expanding developments (i.e., residential) and livestock facilities.



3. There is an identified need within the planning horizon provided for in policy 1.1.2 for additional land to be designated to accommodate the proposed use.

Policy 1.1.2 states that:

Sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 20 years. However, where an alternate time period has been established for specific areas of the Province as a result of a provincial planning exercise or a provincial plan, that time frame may be used for municipalities within the area.

In terms of identification of “need” for this facility as noted previously the Province has identified a lack of capacity and facilities for the processing of organic waste. The County’s Solid Waste Management Strategy (Strategy) provides the framework for both short- and long-term waste disposal options and diversion programs for the next 20 years. Regarding processing of source-separated organics (SSO), the Strategy recommended that the County assess the development of a central composting facility (CCF) to meet long-term processing requirements. With respect to the transfer of garbage and recyclables, the Strategy outlined options based on the County’s existing system and identified new operations that may be required supporting future processing and/or disposal elements of the waste management system.

The County of Simcoe’s Solid Waste Management Strategy prioritizes the need to increase the overall diversion rate, reduce garbage, and securely manage transfer and processing capacity. The County will benefit from ownership and operation of its own facilities within its borders, both from sustainability and economic perspectives.

In addition, previous decisions by County Council have indicated that new landfills within the County should be avoided. As an alternative to developing new landfills within the County’s borders, these facilities will offer benefits including:

- A local, long-term solution to responsibly manage locally generated waste and divertible material at one common location.
- Reduction in greenhouse gas emissions by shortening haulage distances to processing (currently sent to a facility in Hamilton, Ontario).
- Greater security in regard to future transfer and processing costs, ensuring capacity for future growth and protecting against provincial processing capacity shortages.
- Production of valuable end products such as compost or fertilizer to support local markets (inclusive of agriculture) which, as an applied strategy, complements agricultural goals of locally grown, field to table experiences that make for healthier communities and stronger local economics.
- Flexibility to add materials to the County’s organics program such as pet waste and/or potentially diapers in the long-term.

Clearly, based on the foregoing there is an identified need for the proposed facility as established by the Waste Management Strategy.



4. Alternative locations have been evaluated, and i) there are no reasonable alternative locations which avoid prime agricultural areas; and ii) there are no reasonable alternative locations in prime agricultural areas with lower priority agricultural lands.

This criterion indicates that alternative sites must be considered to ensure that there are not sites of lower agricultural capability available. Within the short list of potential sites agriculture was a considered criterion under the environment component. The indicator considered whether the site was prime agricultural area, specialty crop area or comprised of Soils Class 1-3. The shortlisted sites varied from entirely designated as prime agriculture, to containing some areas of agricultural capability to adjoining areas with capability. While at least one site had no capability for agriculture, it is not appropriate to simply consider this an alternative to the proposed site based on agricultural capability. The reason is that the site selection process involved a number of environmental, social and technical indicators. These must be considered in the overall combined ranking of alternative locations.

The preferred property does contain areas which are not considered prime agricultural land. As such, it is possible to locate the facility outside of prime agricultural land which is the intent of this policy. Even though the site can be located outside of prime agricultural areas, a separate Agricultural Impact Assessment report was prepared for the site to assess the agricultural capabilities. This assessment provides extensive detail beyond the discussion above and reference should be made to the report. The report conclusion notes that given the agricultural characteristics of the site for the proposed ERRC, the proposed site is a reasonable location for a non-agricultural use. Development of the proposed site can meet the intent of the PPS and the official plans with respect to preserving agricultural land.



5. Places to Grow

5.1 Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe is intended as a framework for implementing the Government of Ontario's vision for building strong and prosperous communities in the Golden Horseshoe area. The Growth Plan (GP) provides a framework for better managing growth to achieve this goal. The first GP was introduced under the Places to Grow Act 2005 and came into effect in 2006, and last amended in 2013.

The original Planning Justification Report was completed in November of 2016. The report reviewed the application of policy found in the GP version set out in 2006. Since that time a new Growth Plan for the Greater Golden Horseshoe (2017) has been released by the Province. It was also issued under authority of the Places to Grow Act 2005. The 2017 Growth Plan came into effect July 1, 2017. It is noted that the new plan replaces the original Growth Plan 2006. Further, all decisions made after July 1, 2017 by any authority that affects planning matters must conform to the new GP. Therefore, the assessment of the 2006 policies contained in the November Planning Justification Report is no longer applicable.

This section addressing the new GP replaces the earlier version and reviews the new policy framework as it affects the proposed ERRC development.

The Growth Plan builds upon the overall policy directions of the Provincial Policy Statement (PPS). The Growth Plan is to be read in conjunction with the PPS. The policies of the GP take precedence over the policies of PPS to the extent of any conflict, except where relevant legislation provides otherwise. Where it relates to the natural environment, the direction that provides more protection prevails.

5.2 Section 3 - Infrastructure to Support Growth

Chapter 3 of the GP, Infrastructure to Support Growth, deals with planned infrastructure. The GP is aligned with the Infrastructure for Jobs and Prosperity Act 2015. In planning for infrastructure municipalities must consider certain principles as established under the Act such as demographic trends, fiscal plans, innovation, public disclosure, etc. Under the Act municipalities are required to prepare infrastructure asset management plans which require municipalities to ensure projects fit within a comprehensive management strategy plan. Planning for infrastructure is to be integrated with land use planning. It is noted that the County of Simcoe has a Council-approved Solid Waste Management Strategy (Strategy). It was originally approved in 2010 and updated in 2016. The Strategy establishes a number of objectives which support and or require the establishment of the ERRC. Reference should be made to the Strategy to view specific recommendations and targets. In addition, updated business case reports for both the OPF and MMF were presented to County Council in September 2017, addressing the principle of fiscal planning.

Section 3.2.1 of the GP provides direction on how infrastructure investment will be integrated with land use planning. The section notes that planning for new infrastructure will be supported by infrastructure management plans, environmental assessments and other relevant studies. In determining the need for the facility the County relied upon their Solid Waste Management Strategy.



The plan identified the need for the ERRC facilities to address existing waste management needs and the expected growth in population in the County.

5.3 Section 4 – Protecting What Is Valuable

A key section applying to the ERRC is Section 4 Protecting What is Valuable. This section is established to ensure that there are adequate controls in place to protect and manage key systems including water resources, natural heritage and agriculture.

It is noted in Section 4.2.2 that the GP requires that the Province map a natural heritage system for the Greater Golden Horseshoe. The natural heritage system is to be comprised of natural heritage features and areas, and linkages which provide connectivity. Until this mapping is issued by the Province the natural heritage systems currently identified in Official Plans will be governed by the Official Plan policies in effect. The provincial mapping has been released in draft form. Upon review of the draft Natural Heritage System map released for consultation, the entire study area site and the specific location of the proposed ERRC are located within the proposed Growth Plan Natural Heritage System as shown on **Figure 2**.

Given the foregoing, the governing policies of the Springwater and County of Simcoe Official Plans as they relate to natural heritage continue to apply. These policies are discussed in subsequent sections of this report.

Although the provincial Natural Heritage System map has not been issued by the Province, it is appropriate to address the application of the policy requirements as the mapping is anticipated to be adopted in the near future.

Section 4.2.3 addresses key natural heritage features and key hydrologic features. The policy indicates that outside settlement areas, development or site alteration is not permitted in key natural heritage features or key hydrologic features. There are a number of uses which are excepted from this provision including; “activities that create or maintain infrastructure authorized under and environmental assessment process”.

Key natural heritage features is a defined term which includes a variety of environmental features, including significant woodlands and significant wildlife habitat. It is noted that the EIS has identified that the proposed site of the ERRC exhibits attributes such that it can be considered to comprise significant woodlands and significant wildlife habitat. The existence of these two attributes determines that the site falls within the definition of key natural heritage features. The EIS indicates that the study area and ERRC site meets the minimum ecological functions related to interior forest size. The EIS does indicate that the condition as it relates specifically to the proposed ERRC location is temporary since forest harvesting is planned to occur in the future altering the interior forest condition.

The EIS also indicates the study area can meet criteria for significant wildlife habitat due to the potential for area sensitive birds, bat colonies, amphibian breeding and species of conservation concern.

Therefore the application of section 4.2.3.1 which restricts development subject to certain specific exceptions must be considered. The provisions of sub-section c) indicates that an exception applies



to; “activities that create or maintain infrastructure authorized under an environmental assessment process”. It has been determined in consultation with the provincial staff that the proposed facility is infrastructure authorized under an environmental assessment process. Therefore, the proposed ERRC is exempt from the prohibition provided by 4.2.3.1.

Section 4.2.6 of the GP addresses the agricultural system. As for the Natural Heritage System, the Province is required by the GP to identify an Agricultural system. The system has been mapped in draft form and areas surrounding the proposed site are designated Prime Agricultural Area and active Agricultural Area or areas with potential. The site lies outside of lands designated within the Agricultural Land Base as shown on **Figure 3**.

Section 4.2.9 is entitled A Culture of Conservation. It specifies that municipalities must develop policies to address a number of conservation objectives. Among the objectives is integrated waste management. This is to be accomplished through a number of objectives including;

- Enhanced waste reduction, composting and recycling,
- A comprehensive plan integrating approaches to waste management (recycling, reuse, composting, diversion, etc.),
- Considering waste management initiatives in the context of long-term regional planning.

The County has developed and updated their Solid Waste Management Strategy which represents a long-term plan for managing waste and increasing diversion. The actions identified in the County’s strategy are required to address the long-term population growth expected in the County as well as anticipated legislative changes affecting waste management. The proposed ERRC addresses these factors. As part of the County’s integrated waste management system, this facility will enhance waste reduction, promote diversion programs, and recycling – establishing a state-of-the-art waste management facility.

The Planning Justification Report required amending as there is additional policy established by the new GP that was not included in the earlier version. It is noted that many of the other supporting reports do not necessarily require updating due to the adoption of a new GP. The new GP notes that where studies are required to assist in decision making including matters in process, the policy direction of the GP may be addressed based upon existing, enhanced or new assessments (Section 5.2.8.1). This is provided these meet the GP objectives.



6. County of Simcoe Official Plan

The proposed use and site are governed by the provisions of the County of Simcoe (County) Official Plan (OP). There are several sections of the plan which are relevant to the proposal which will be discussed in detail below.

One important observation regarding the plan is the fact that the County's population is expected to grow by 53% to the year 2031. Clearly, such an increase in population is going to require supporting waste management infrastructure to facilitate waste collection and diversion programs.

There are also two terms that are defined in the Plan which are relevant to the discussion. Firstly, waste disposal site is defined to include land or buildings where waste is handled, stored or processed, as well as operations carried out to perform these tasks. Secondly, negative impacts are defined to mean degradation of natural heritage features. Degradation is a change such as to threaten the health and integrity of the natural feature or its ecological functions.

The need for the amendment to the Official Plan relates to Section 4.9.17 of the County OP, which requires a County Official Plan Amendment for new or expanded "*waste disposal site*". For clarification, the ERRC is considered a "*waste disposal site*" under applicable Provincial legislation (i.e., Environmental Protection Act, Ontario Regulation 347), even though it does not necessarily correspond with the conventional definition of *waste disposal* (i.e., landfill, incineration). Since the ERRC meets this broad definition of "*waste disposal site*", the Official Plan Amendment was deemed necessary.

In addition, the subject site is designated Greenlands on Schedule 5.1 Land Use Designations of the Official Plan, see **Figure 4**, as approved by the Ontario Municipal Board in 2016. As per the County Official Plan, infrastructure may be located within any designation in the County Official Plan as per Section 3.3.6., including Greenlands, subject to further analysis. The proposal does not specifically address the objectives set out for Greenlands by the policy.

6.1 County of Simcoe Official Plan – Greenlands Section 3.8

Objectives directed to preserving, maintaining or enhancing the natural environment are provided in provisions 3.8.1 to 3.8.8 of the section. The proposal must be considered in the light of minimizing the impacts as well as enhancing the Greenlands system in other ways (i.e., replacement). The permitted uses within Greenlands are listed under section 3.8.15 Development Control. As noted above the proposed use is not expressly designated under this section. However, infrastructure may be located within any designation in the County Official Plan as per Section 3.3.6.

Infrastructure is defined as "*physical structures (facilities and corridors) that form the foundation for development. Infrastructure includes: sewage and water systems, septage treatment systems, **waste management systems**, electric power generation and transmission, communications/telecommunications, transit and transportation corridors and facilities, oil and gas pipelines and associated facilities*". Based on this definition, the ERRC is considered to be *Infrastructure* as defined in the County OP.



The County OP indicates that infrastructure not covered by an Environmental Assessment process must address Section 3.3.15 of the Plan. Section 3.3.15 of the Plan addresses restrictions upon development within Natural Heritage features. The section follows the provisions provided for in the PPS Section 2.1 wherein development is prohibited within significant woodlands and significant wildlife habitat unless it is demonstrated that there will be no negative impacts upon the natural features or their ecological functions. Definitions for significant woodlots and significant wildlife habitat follow those of the PPS. Given that this follows the policy structure of the PPS, the considerations are the same as discussed in section 4.5 above of this report.

To recapture the main points as stated in Section 4.5 and the Scoped EIS, the development of the ERRC will not result in a negative impact, which is defined under the PPS as “degradation that threatens the health and integrity of the natural features or *ecological functions* for which an area is identified due to single, multiple or successive development or site alteration activities”. This is based on the proposed location of the ERRC, the plantation history of the Site, the actively managed nature of the Study Area and the implementation of the recommended mitigation measures, which adequately avoid, compensate and replace natural features (i.e., vegetation/ plantings) within the wider woodlot feature. The identified wetland and significant natural forest will be retained on the site.

6.2 County of Simcoe Official Plan – Resource Conservation Section 4.5

This section indicates that significant woodlands will be subject to the provision of 3.3.15 which is outlined above. There is also policy provision to encourage the overall increase in the quantity of woodlands in the County. On this latter point, it is recommended that at a minimum an area equivalent to the area to be cleared for the ERRC be planted as replacement so that the net quantity of woodlands is not reduced by the proposal.

6.3 County of Simcoe Official Plan – Transportation Section 4.8

The County road hierarchy is designated on Schedule 5.5.1 of the Official Plan. It is noted that the property fronts upon County Road 22 (Horseshoe Valley Road West) on the south. County Road 22 is identified as a Primary Arterials road on Table 5.4 of the SCOP. The proposed use should appropriately front County Road 22 (Horseshoe Valley Road West) and have direct access to an arterial road. Furthermore, a Traffic Impact Study has been prepared to both assess the impact of the ERRC on the existing and future road conditions, and to recommend any road improvements that may be necessary.

Further details are provided in the Traffic Impact Study under a separate cover.



6.4 County of Simcoe Official Plan – Waste Management Section 4.9

Importantly the Official Plan objectives for waste management include:

“To provide waste management systems that are of appropriate size and type to accommodate present and future requirements and to facilitate, encourage, and promote reduction, reuse, and recycling objectives.”

As previously indicated, the proposed facility by its nature and purpose is intended to address this objective. This infrastructure, was a primary recommendation in the County’s Solid Waste Management Strategy. It reflects a commitment to diversion, reducing garbage, and securely managing the County’s own transfer and processing capacity.

Section 4.9.3 notes that a County objective is to maximize waste diversion. The proposed facility is designed to assist in addressing this objective.



7. Township of Springwater Official Plan

The site is governed by the Township of Springwater Official Plan (OP). Under this plan, the site is designated Rural on Schedule A-2 Land Use, see **Figure 5**. The southwest corner of the site lies within an Agriculture classification which is part of a large Agriculture classification area lying to the west of the site.

On Schedule B Category 2 Lands there is also an indication of Natural Heritage (Environmental Protection) Category 2 lands. This affects the northeastern corner of the site which abuts a larger forest area to the north and east.

It is noted that the Plan at Section 3.30 indicates that new development should not be permitted in identified significant natural heritage areas, prime agricultural lands and mineral resource lands. As noted the southwest corner of the site is delineated as agricultural.

The proposed portion of the property to be utilized lies outside both the Category 2 lands and the agricultural delineation indicated in the Official Plan schedules.

It is noted that the County Official Plan in Section 4.10 regarding guidelines for local official plans requires under 4.10.12 that local municipalities shall identify waste disposal sites in their official plan and associated mapping.

7.1 Springwater Official Plan – Section 20, Waste Disposal Policies

The Springwater Official Plan contains Section 20 which specifically deals with the designation of waste disposal sites.

Section 20.1.2 indicates that the predominant use of lands in such areas shall be for waste disposal. This Section goes on to define waste disposal as follows;

“...means any land upon, into, in or through which, or building or structure in which, waste is deposited, disposed, of, handled, stored, transferred, treated or processed and any operation carried out or machinery or equipment used in connection with the depositing, disposal, handling, storage transfer, treatment or processing referred to above.”

Based on the breadth of this definition, the ERRC would be considered a use requiring a waste management designation. In addition, Section 20.2.4 of the OP indicates that the establishment of new waste disposal sites shall require an amendment to the Official Plan. Therefore, establishment of the ERRC at the proposed site would require an Official Plan amendment setting out the designation of the lands to be used by the ERRC as waste management.

The Official Plan also sets out in Section 20.2.6 planning criteria for the consideration of applications to establish new sites.

20.2.6.1 Locations of poor agricultural potential.

Agricultural capability throughout the site varies based upon the nature of the soils. Canada Land Inventory Soils Class 1-3 having the highest capability for agriculture lie across the north end of the site and in the southwest and southeast corners. Soils of lesser capability lie in a band through the



middle of the site and crossing its entire width in the northern half. Therefore, a key consideration is determining how the facility location may be placed to avoid the high capability soils. The specific location of the facility is planned to be located outside areas where Soils Class 1-3 exists.

20.2.6.2 Locations removed from proposed or existing built up areas.

While the term “built up areas” is not a defined term in the Township Official Plan, it is assumed built up areas would apply to settlements, estate developments, hamlets, etc.

There is not a prescribed setback or area of sensitive receptors for this type of facility. For the purposes of the review of sensitive receptors a 500 metre zone was established. The size was established based upon experience, best practices and the general geography of the area. It is noted that the Ministry of the Environment has a guideline for compatibility between industrial and sensitive land use which can be applied to land use planning. The proposed ERRC is a type of use to which the guideline applies a 300 metre area of influence. The selected 500 metre zone exceeds this guideline.

There are 11 rural estate and farm homes nearby the site and lying within the 500 metre zone. The closest of these is 388 metres to the edge of the proposed facility location. Two of the dwellings have direct frontage upon Horseshoe Valley Road West which would be the vehicular access to the site. They are situated 350 and 630 metres from the proposed site access location along Horseshoe Valley Road West, see **Figure 6**.

With respect to areas that might be considered built up areas, the following is noted. There is an estate residential development of 32 homes located approximately 860 metres east of the site access. This settlement is located south of County Road 22 (Horseshoe Valley Road West) and is accessed by way of Fox Farm Road. There are two other estate developments south of the site off of Gill Road. One development of 15 lots is accessed from Gill Road by way of Gallagher Crescent. There are some vacant lots in the development which remain to be constructed upon. This site is 1,400 metres from the site driveway by way of road. There is also an estate development fronting Gill Road and accessed from Hillview Crescent. This development appears to be fully built out and contains approximately 100 homes. This site is over 2,000 metres from the proposed ERRC facility.

The built-up areas (rural estate type development) mentioned above lie outside the 500 metre zone except for two homes within the development accessed by Fox Farm Road and one home accessed off Gallagher Crescent. These homes are included in the total of 11 within the 500 metre zone.

With respect to the Policy 20.2.6.2, the term “removed from” is neither defined nor explained. The term refers to location and it is assumed that the inference of removed from built up areas implies that there would be limited impacts on built up areas. The intent of the provision could be addressed in part with facility location and in part with mitigation.

The potential impacts on surrounding sensitive uses must be considered in order to address of the intent of the policy. As mentioned above a series of avoidance, mitigation, compensation and enhancement (AMCE) measures have been prepared and must be applied to the development and operation of the ERRC in order to have no or negligible impact on the surrounding built areas. Providing for this minimal impact would satisfy the intent of this policy.



It is also noted that approval for the ERRC is ultimately required from MOECC in the form of an Environmental Compliance Approval. The approval will set out the required parameters to be incorporated into the design and operation of the facility and establish conditions to be met in this regard. This approval will establish specific noise and odour limits which must be met during operation of the facility.

20.2.6.3 The adequacy of access on roads of suitable construction and the nature of the roads relative to the type and volume of traffic anticipated.

As noted the site access would be from County Road 22 an existing paved Regional road. The road is constructed to a County Road standard. It is comprised of two lanes paved across this frontage of the site with gravel shoulders. The Highway 400 interchange with Horseshoe Valley Road West is 2.75 kilometers to the east, providing easy access.

A detailed Traffic Impact Study was undertaken to review the traffic impacts of the proposed development at the proposed site. The study concludes that the potential site traffic has minimal impacts upon the boundary road network. This is because the site generated traffic contributes only a small portion of the expected traffic on County Road 22. The study does recommend certain specific road improvements or further review subsequent to development in order to ensure the safe and efficient operation of County Road 22 and the site access.

Rainbow Valley Road forms the northern limit of the overall site and the existing cart path/trail bisecting the site connects to it. Given this Rainbow Valley Road is proposed to provide a secondary emergency access to the ERRC site. This access would not be used for regular operational activities for the facility.

20.2.6.4 Locations generally not exposed to public view and the capability of adequate buffer areas to preserve the scenic beauty and amenity of an area.

The proposed area to be actually used for the ERRC would be located within the plantation area of the site. Extending out from the area to be utilized, there will be existing plantation and natural forest retained to provide a visual buffer to the site and its structures. This will protect the scenic quality of the area.

20.2.6.5 The use and character of the surrounding lands and the potential for compatibility of both the landfill and the proposed final use.

The use does not include landfill however the character of surrounding lands is still a consideration. The surrounding lands are characterized as rural in nature including both actively farmed lands as well as forested areas. As noted there are a number of housing developments near the site. The character of the surrounding area should not be altered to any extent, subject to the location of the facility on site, and the implementation of the mitigation measures. In particular, the measures must address and are designed to address; views, light pollution, odour, and noise in such a fashion to have no impact on the surrounding land uses. There will be an increase in truck traffic on Horseshoe Valley Road however as a County road this road is intended and identified to accommodate this form of traffic.



The proposed site lies internal to the plantation. Views to the facility will be generally restricted by the surrounding vegetation and topography. Some locations may have views of the structure depending upon its final design and height.

With respect to noise, noise from activity on the site both stationary and moving (trucks) will be below MOECC sound limits at receptors. However, this assessment must be revisited following selection of actual process equipment.

Finally with respect to heritage, a Stage 1 and 2 Archeological Assessment was conducted on the site in the area of the proposed facility. One location with Euro-Canadian artefacts was found within the originally proposed facility site area. This location was concluded to have further cultural heritage value and therefore a Stage 3 Archeological Assessment was recommended by the study. In order to leave the Euro-Canadian artefacts in place, the facility location was adjusted to be removed from the area of recommended further study.

20.2.6.6 The potential for negative effect to the environment including ground and surface water, soils and air subject to the proposed control and mitigation of such effects.

Surface and groundwater within the balance of the site and on adjoining properties must not be impacted. Stormwater from impervious surfaces on the facility will be controlled. A stormwater management pond will be constructed to address both the quantity and quality aspects of the site stormwater. Waste process water will not be introduced into the surface or groundwater of the site such that it may affect adjoining properties. Waste water would be treated on site or trucked off-site for treatment and use.

With respect to odour, the standard which must be used is that there is no impact on offsite receptors. While site size does provide mitigation in this regard, the facility must be designed to contain odours (i.e., operate under negative air pressure, filtration) to ensure that odours are contained or eliminated. The precise design of the mitigation techniques must be adjusted to the final facility and process design.

The EIS prepared for the site has indicated that subject to the location of the facility and the provision of certain mitigation techniques, there will be no negative impacts on the natural features or ecological functions. The identified wetland and natural forest area will be preserved on site. There is sufficient setback to the wetland to ensure there is no impact.

20.2.6.7 The potential for effect on other land use planning objectives of the Township which may be relevant.

This provision requires consideration of the impact of the use on other land use policies and objectives of the Township. The purpose would be to determine if the proposed designation is at odds with other requirements.

The property is located within and adjacent to lands which are designated Rural and Agriculture and which contain natural heritage features. Therefore the policy objectives of the Rural and Agricultural sections of the Official Plan are relevant.



7.2 Springwater Official Plan – Section 18, Rural Land Use Policies

Lands designated Rural are intended for use as natural areas and for agricultural and forestry. Also all the uses permitted by the Agriculture Policies of Section 17 are permitted on Rural designated lands. The predominant use specified by the Agricultural Policies is general and specialized agriculture uses along with appurtenant buildings and structures.

The Rural Policies at 18.3.4 permit minor non-agricultural uses such as light industry and public uses. Section 18.4.6 also specifies what the term minor may be interpreted to represent. Uses having low traffic generation, no nuisance effects on the surrounding uses, a scale, consistent with existing uses, and no significant environmental impact.

A waste management facility is not directly permitted under this policy as a public use as the Official Plan requires an amendment for new facilities.

Section 18 also provides some further direction on considering uses in the Rural Land Use designation. At 18.4.3 it is indicated that when considering other uses, the Town will establish that the uses are not located on good agricultural lands. Given this policy direction development of the ERRC should be located within the site by avoiding areas with good soils capability for agriculture. These areas would be identified within the agriculture delineation line or as identified by other means such as the Canada Land Inventory mapping.

7.3 Springwater Official Plan – Section 16, Natural Heritage

The Plan identifies two types of Natural Heritage lands and these are classed as Category 1 and Category 2 lands.

The most sensitive are classed as Category 1 lands. These are lands where development will not be permitted. There are no Category 1 lands within or abutting the subject site.

Category 2 lands are lands where development may be permitted if it can be demonstrated that it will not negatively impact the natural features and functions of the area.

There are Category 2 lands within the northeast corner of the subject site. Category 2 lands cover areas which include woodlots. It appears that the indication on Schedule B of the plan denotes a wetland and related natural forest occurring in the north east corner of the site. Site lands south and west of the indication where the facility is proposed to be located include an area which has been altered by forestry practices and is primarily comprised of plantation trees.

Permitted uses on lands indicated as Category 2 are those of the underlying land use designation, which is Rural as described above. Development in lands delineated Category 2 Lands may be permitted if it can be demonstrated, to the satisfaction of the municipality in consultation with applicable agencies that negative impacts on the ecological features or functions of the components of the lands will not occur. The anticipated impact of development may be demonstrated by a proponent through the completion of an Environmental Impact Assessment (EIA).

As noted previously, a scoped EIS has been prepared for the property addressing the proposed facility. The Category 2 lands on the site correspond to the wetlands in the northeast corner. As identified in the EIS, the facility development is located more than 120 metres away from the



mapped wetland boundary. Therefore, no direct loss of wetland is anticipated. However, it is important to note that stormwater and waste water from the facility site must be appropriately managed so as not to have any impact on the wetland. Proposed means of dealing with storm and waste water will not impact the wetland as this water will not be discharged to the wetland and there will be no negative affect on the wetland.

Section 16.2.1.4.2 of the plan provides policies for consideration in dealing with Category 2 lands.

Subsection (c) (i) addresses forests and woodlots. The policies note that significant forest may be determined by the Township based on a number of characteristics. Forest area on the site corresponding to the Category 2 land indication lies within the northeast corner.

The policies also note that development may be permitted within 50 metres (164 feet) of and in significant forests subject to the completion of an EIA to the satisfaction of the Township and applicable approval agencies. The EIA shall demonstrate that the proposal will not negatively impact the forest area and the values for which it is identified.

7.4 Springwater Official Plan – Section 17, Agriculture

As noted a portion of the site lies within the Agricultural classification of the Springwater Official Plan. However, the proposed location of the ERRC is not within this area. Notwithstanding this, there are a couple of policies which should be mentioned.

Agricultural Policies Section 17.4.1 indicates that it is the policy of the plan to protect and preserve potentially productive agricultural land. The proposed site area to be used by the ERRC is not currently used for agriculture. Further due to conditions on the site it is not considered to be prime land for future agricultural use.

Section 17.4.2 indicates that policies relating to “Agriculture” and “Rural” designations are generally based on differentiation between good and marginally productive lands. The ERRC site is located in an area designated Rural and from site review it is generally confirmed to be less capable for agriculture than other portions of the site and consistent with the Rural designation.



8. Township of Springwater Zoning By-Law 5000-038

The subject property is zoned “A” Agriculture by Springwater By-law 5000-038, see **Figure 7**. The Agricultural zone does not permit the proposed use. As such an amendment is required to the by-law to permit the use.

In addition, to prescribing the use, certain performance standards should be included within the proposed by-law amendment to address the building characteristics such as location. As has been discussed, location of the proposed facility is dictated by a variety of constraints including soil capability and natural areas. For this reason it is appropriate to provide by way of zone mapping the location to be utilized for the facility. The balance of the site should remain within the “A” Agriculture zone to ensure it is not used for resource recovery activities without further consideration by way of the zoning and other planning approval processes including the required public consultation processes.

Further the zoning by-law can be used to more precisely define the activities permitted at the site. Especially important is the need to provide assurances that waste disposal is not permitted at the property.



9. Nottawasaga Valley Conservation Authority

The Nottawasaga Conservation Authority NVCA is a commenting agency on all of the subject applications for this proposal. The NVCA has a service agreement with the Township wherein they will provide the Township with plan review services. The scope of the services is quite broad encompassing delineating natural heritage and environmental protection areas, surface water issues such as flooding and groundwater quality and woodlands and habitat.

The NVCA will be commenting on the applications addressing their agreement and mandate with the Township. However there is one item which will be raised in this report regarding the NVCA mapping.

NVCA maintains Regulated Area mapping and enforces Regulation 172/06 which is intended to minimize hazards such as development in floodplains and to protect the natural benefits of watercourses, among other matters. Development in such areas is prohibited unless the NVCA grants permission for development.

Within the mapping regulated areas are shown on the subject site in the northeast corner of the site. This area would be associated with wetlands in that vicinity. The mapping also shows a narrow band of regulated area running east west along the southern quarter of the site. Given the narrow linear shape, it is felt that this indication was to correspond with a small watercourse. However it is noted that during field visits to develop the EIS that no such feature was found.

The proposed location for the development of the ERRC is outside the regulated area. The access road crosses the narrow band shown in the south but as mentioned no feature was found which corresponded to this indication on the southern part of the site.



10. Additional Supporting Studies

In support of the Planning applications submitted for the Official Plan Amendments and the Zoning By-Law Amendment, a series of supporting reports were prepared, including this Planning Justification Report. The studies listed below were completed in support of the applications. It is noted that all of the studies were reviewed by relevant agencies and where appropriate additional work or review undertaken and updates provide to the reports.

- Agricultural Impact Assessment – AgPlan Ltd.
- Scoped Environmental Impact Study & Hazard Land Assessment – GHD
- Facility Characteristics Report – GHD
- Hydrogeological Report – GHD
- Stage 1, 2 & 3 Archaeological Assessment Reports – ASI
- Cultural Heritage Assessment Report – ASI
- Traffic Impact Study – MMM Group

Throughout the Planning Justification Report, key elements of these studies have been identified as they relate to specific policies. This section of the Planning Justification Report provides a general overview and summary of each of the reports, along with key findings with respect to the development of the ERRC. In general, the supporting studies demonstrate that the proposed ERRC has been sited in an appropriate manner and where required, adequate mitigation and compensation measures have been put in place to address any potential impacts.

10.1 Agricultural Impact Assessment

The Agricultural Impact Assessment was undertaken to determine whether amendments to Simcoe County's Official Plan and to the Township of Springwater's Official Plan and Zoning By-law can be supported considering impacts on agricultural land.

The general findings of the report are summarized in the following:

Specialty Crop Area - There are no specialty crops grown on the proposed Simcoe ERRC site or property. The Simcoe ERRC Property, site and the surrounding area are not a specialty crop area as defined in the PPS (2005).

Specialty Crop Capability/Suitability/Potential - The Simcoe ERRC property has very limited soil potential for a restricted range of specialty crop (fruit and vegetable) production. The crops that could be grown on the site and property could be grown on similar sandy soils (where those similar sandy soils have lower slope gradients than those slopes present on the site) throughout Simcoe County.

Common Field Crop Capability - The Simcoe ERRC property has an agricultural capability for common field crops ranging from classes 1 - 7. The average productivity index for the Simcoe ERRC property has a value that lies between the productivity index for soil capability class 3 and



soil capability Class 4. The site has an average productivity index of 0.24 equivalent to soil capability Class 6.

Agricultural Land Uses - None of the proposed Simcoe ERRC property and site is currently used for common field crop agricultural use. Good agricultural land is only present on the west side of the ERRC property and site.

Non-Agricultural Land Uses - The proposed Simcoe ERRC property and site are located in an extensive forested/woodlot area.

Climate - The Simcoe ERRC property has no special climate that would allow for the production of tender fruit crops.

Minimum Distance Separation (MDS) - MDS measurements are not required because the proposed Simcoe ERRC is infrastructure exempt from MDS.

Infrastructure - Agricultural infrastructure and improvement on the Simcoe ERRC property is not present.

Economics - The proposed ERRC property and site is in public ownership and as a result, no owned and actively used agricultural land was purchased. The ERRC lands are forested and are not available as leased land for agricultural purposes. Therefore, the availability of leased agricultural land and agricultural land for purchase will not be affected by the proposed ERRC use.

The PPS (2014) has a requirement in section 2.3.6.2 for the mitigation of impacts of non-agricultural uses on agricultural operations and lands. However, this requirement is part of section 2.3.6 related to “Non-Agricultural Uses in Prime Agricultural Areas” and the proposed ERRC site is not located in a prime agricultural area. Thus, it can reasonably be interpreted that mitigation to the extent feasible is not required. Regardless, impacts to agriculture have been minimized by:

- choosing a site that is not designated for agriculture,
- choosing a site that has poor soil quality as characterized by soil capability and soil potential,
- placing the site away from the boundary of the ERRC property thereby providing vegetative screening and distance between the proposed use and the agricultural uses to the west.

Therefore, impacts to agriculture have been mitigated to the extent feasible.

In summary, given the agricultural characteristics of the Simcoe ERRC property as well as the physical and sociocultural characteristics of the adjacent lands and surrounding area, the proposed Simcoe ERRC is a reasonable location for non-agricultural development. The development can be accomplished in a way that the intent and purpose of the Provincial Policy Statement, the Growth Plan, the County of Simcoe Official Plan, the Springwater Official Plan and The Corporation of the Township of Springwater Comprehensive Zoning Bylaw 5000 will be maintained.

Further details are provided in the Agricultural Impact Assessment Report.



10.2 Scoped Environmental Impact Study & Hazard Land Assessment

The scoped Environmental Impact Study (EIS) were prepared in consultation with Simcoe County (County), Township of Springwater, Nottawasaga Valley Conservation Authority (NVCA), and the Ministry of Natural Resources and Forestry (MNR). The Scoped EIS was completed in accordance with the requirements of the Simcoe County Official Plan (OP) as approved in 2016 by the Ontario Municipal Board (OMB).

As discussed above in Section 4 pertaining to the PPS, the EIS identified that the study area exhibited characteristics such that it could be considered significant woodland and significant wildlife habitat. Based upon implementation of mitigation techniques no net negative impacts were expected to the broader woodland area on the site.

Mitigation measures are recommended during construction and ongoing operation of the proposed facility. The list of recommended mitigation techniques is contained within the EIS report.

A key recommendation is the replacement of plantation forest area with afforestation of at least equivalent area. It is noted that replacement forest area would be native natural forest, not managed plantation.

Further details are provided in the Scoped EIS Report.

10.3 Facility Characteristics Report

The Facility Characteristics Report (FCR) summarizes the findings of the following key items:

- Conceptual Site Plan
- Functional Servicing Study
- Stormwater Management Study
- Noise Assessment
- Odour Assessment
- Fire Protection Plan

The report provides details surrounding the siting and sizing of the ERRC footprint, components, proposed layout, and the provision of Site servicing. An overall Development Strategy is also presented, outlining the anticipated approach and staging/timing of procurement, Site Plan approval, building permits, construction, and operations. A conceptual facility layout is shown on **Figure 8**.

Preliminary details have also been provided on how the ERRC will obtain Environmental Compliance Approval (ECA) from the Ministry of the Environment and Climate Change (MOECC), and how regulations surrounding the management of stormwater, noise, and odour will be met.

The FCR report demonstrates how the development of the proposed ERRC at 2976 Horseshoe Valley Road West is a suitable use for the Site, and how the proposed facilities will be able to



satisfy applicable guidelines and regulations through careful design, operation, and the implementation of best management practices.

Further details are provided in the FCR.

10.4 Hydrogeological Assessment

The objective of this assessment was to:

- Assess current groundwater conditions, including quantification of potential impacts to the local groundwater regime (quality and quantity), and groundwater supply for the development.
- Identify hydrologically-sensitive features for recharge/discharge function protection (i.e., wetlands and/or watercourses).
- Develop a water balance analysis to estimate the groundwater recharge potential at the Site, under predevelopment and proposed post development conditions.
- Determine the requirement and options for groundwater control during construction and required approvals.

Construction activities are not anticipated to require groundwater takings based on the deep water table. It is anticipated that the excavations would be relatively small, such that, a construction management plan for groundwater seepage and stormwater management would not be required.

The ERRC facility will require a water supply well for maintenance and washroom facilities, and it is expected that the water usage would be much less than the amount that would require a Ministry of the Environment and Climate Change (MOECC) Permit To Take Water (PTTW) of 50,000 Litres per day (L/day). The water supply well is not anticipated to interfere with private wells in the area, based on the low takings and because the area of influence would be small and close to the supply well.

The amount of impervious surfaces (roofs, roads) is anticipated to increase from the existing predevelopment condition to the post development condition. Based on the water balance, it is anticipated that there will be a net increase of the Site runoff with an annual water surplus of approximately 14,700 m³. The deep water table, and the presence of sandy soils, which have moderate to high infiltration potential will facilitate the infiltration of collected water post development.

Development of the Site is not anticipated to have an adverse impact on groundwater or surfacewater, given appropriate stormwater and natural environment mitigation construction methods are implemented.

Further details are provided in the Hydrogeological Assessment Report.

10.5 Archaeological Assessments – Stage 1, 2 & 3

ASI completed the required archaeological assessments, in order to ensure avoidance of any archaeological finds. A Stage 1 and 2 Archaeological Assessment identified a particular area in close proximity to the proposed ERRC and therefore, a Stage 3 Site Specific Assessment was undertaken.



The site was subject to the excavation of one meter square test units over the locations of positive Stage 2 test pits. Test unit excavation began September 12, 2016 and continued until September 16, 2016. Thirty-two one-metre test units were excavated over an area approximately 40 metres East-West by 40 metres North-South. A total of 1,726 Euro-Canadian historical artifacts was recovered during the Stage 3 assessment of this site. One potential feature was documented.

Archival research supported by the recovered artifact assemblage and excavation indicates that the Gribbin site represents a mid-nineteenth century Euro-Canadian archaeological resource with cultural heritage value or interest. The County has demonstrated that they are willing to protect the Gribbin site from further impacts. The County did so by shifting the ERRC footprint to avoid the Gribbin site altogether.

Further details are provided in the Stage 1, 2 & 3 Archaeological Assessment Reports. These reports have been accepted by the Ministry of Tourism Culture and Sport.

10.6 Cultural Heritage Resource Assessment

The results of background historical research and a review of secondary source material, including historical mapping, revealed a study area with both institutional and rural land use history dating back to the mid-nineteenth century. A total of one built heritage resource and three cultural heritage landscapes were identified within or adjacent to the ERRC study area. Based on the location of the proposed facility footprint, no impacts to identified cultural heritage resources are expected.

Further details are provided in the Cultural Heritage Assessment Report.

10.7 Traffic Impact Assessment

A Traffic Impact Study (TIS) was undertaken to determine the impact of the proposed facility upon the surroundings road network. A key aspect was determining the location of the site access on Horseshoe Valley Road West as well as the lane configurations for site access.

The study found that the site generated traffic would have minimal impact on the adjacent road network. The road network is anticipated to become busier due to growth in background traffic beyond 2026.

The study recommended an eastbound turn lane entering the site as well as a truck climbing lane in order to increase traffic movement efficiency through the area of the proposed intersection. A signal was not warranted at the intersection however the TIS recommended installing the underground facilities to support a signal so that it can readily be installed in the future, if required.



11. Recommendations Arising out of Planning Rationale

Draft wording for the proposed amendments to the County of Simcoe and Township of Springwater Official Plans and the Township Zoning By-law are included herein as **Figures 9, 10, and 11** respectively.

Typically, recommendations such as specific conditions are prepared following the approval authority's review of the applications. However, given the nature of the proposed uses, the need to minimize impacts and considerations raised by the planning rationale, the following recommendations are made and should be addressed in the consideration of the approvals for the required applications.

1. Tree replacement/compensation

While the treed area to be removed is comprised of plantation, it would be beneficial to replace the area to be cleared in at least a one to one proportion or more. It is recommended that the replacement area should comprise naturalized vegetation as opposed to plantation. Replacement should be located on lands under public ownership and, if possible, be located in the forest band running between Minesing Wetlands Conservation Area and Copeland Forest. The site of the ERRC lies within this band.

2. Ecological salvage

While plantations can be relatively sterile environments, the age of the plantation may be such that there have been some native plants moving back into the area. Prior to disturbance the area should be checked to determine whether there are any plant materials which should be salvaged and transplanted to other locations. This is related to wildflowers, native plants and shrubs. The trees within the site should be harvested and utilized as appropriate in accordance with regular County Forest management protocol.

3. Access road

Where possible the access route to the facility should utilize the forest access route on site. This will help reduce the amount of disturbance to forest areas outside of the ERRC footprint.

4. Waste disposal

The proposed facility is for the purposes of waste consolidation and transfer and processing of green bin materials. No final disposal or incineration of waste would be permitted on site and this stipulation should be included in the official plan and zoning amendments and any development or operating agreement.



5. Continued use of site for recreation

The overall property is currently used for recreation purposes. As the ERRC will utilize such a small portion of the overall property, recreation uses should be permitted to continue in designated areas. It is noted that routing of access and trails and the areas to be utilized may have to change from existing. The County should review this matter and make the necessary adjustments to permit recreation to continue.

6. Ensuring Mitigation

As noted in the discussion mitigation techniques are required to be applied to the facility during construction and operation. A number of these items are required in order to ensure no negative impacts on the environment or the adjoining sensitive uses. Many of these items will be addressed in the MOECC Environmental Compliance Approval (ECA). The approval will set out the required parameters to be incorporated into the design and operation of the facility and establish conditions to be met in this regard. In order to further strengthen the need to implement mitigation it is recommended that a development and/or site plan agreement be entered into between the County and the Township which in part can address mitigation.



12. Conclusions

The County is proposing the development of a co-located Materials Management Facility (MMF), an Organics Processing Facility (OPF), possible future Materials Recovery Facility (MRF) and related support activities, which is collectively referred to as the Environmental Resource Recovery Centre (ERRC). The proposed ERRC is located at 2976 Horseshoe Valley Road West in the Township of Springwater within Lot 2 Concession 1. It is located on the north side of Horseshoe Valley Road West approximately 3 kilometres west of Highway 400. The property within which the proposed site is situated is approximately 84 hectares in area total. The approximate footprint of the co-located facility was established by GHD during detailed study of the site and was estimated at 4.5 hectares (ha). The subject Site is designated Greenlands on Schedule 5.1 of the County Official Plan, designated as Rural on Schedule A-2 Land Use within the Township of Springwater Official Plan and zoned "A" Agriculture by Springwater By-law 5000-038. The development of the ERRC requires an amendment to both Official Plans (County and Township) as well as a local municipal zoning by-law amendment. It is my opinion that the proposed amendments required to permit the development:

1. Are consistent with the Provincial Policy Statement 2014
2. Are in conformity with the Growth Plan for the Greater Golden Horseshoe 2017
3. Complies with the County of Simcoe Official Plan, particularly those policies related to new or expanded waste disposal sites and the development within Greenlands
4. Complies with the Township of Springwater Official Plan by meeting requirements for consideration of new waste sites set out in the Plan

In addition, the proposed ERRC facilitates the County's direction that no new landfills be developed. To attain this goal, diversion initiatives and transfer of waste for processing and or disposal is necessary. The proposed ERRC will provide the County with waste management infrastructure which is a long-term solution to managing the County's material at one common facility, offering greater control over future processing costs and environmental impacts. In addition, there would be a reduction in greenhouse gas emissions by shortening haulage distances to processing. Finally, the County would ensure capacity is available for future growth and assist in protecting against provincial processing capacity shortages.

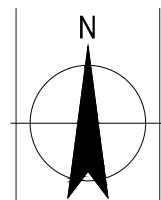
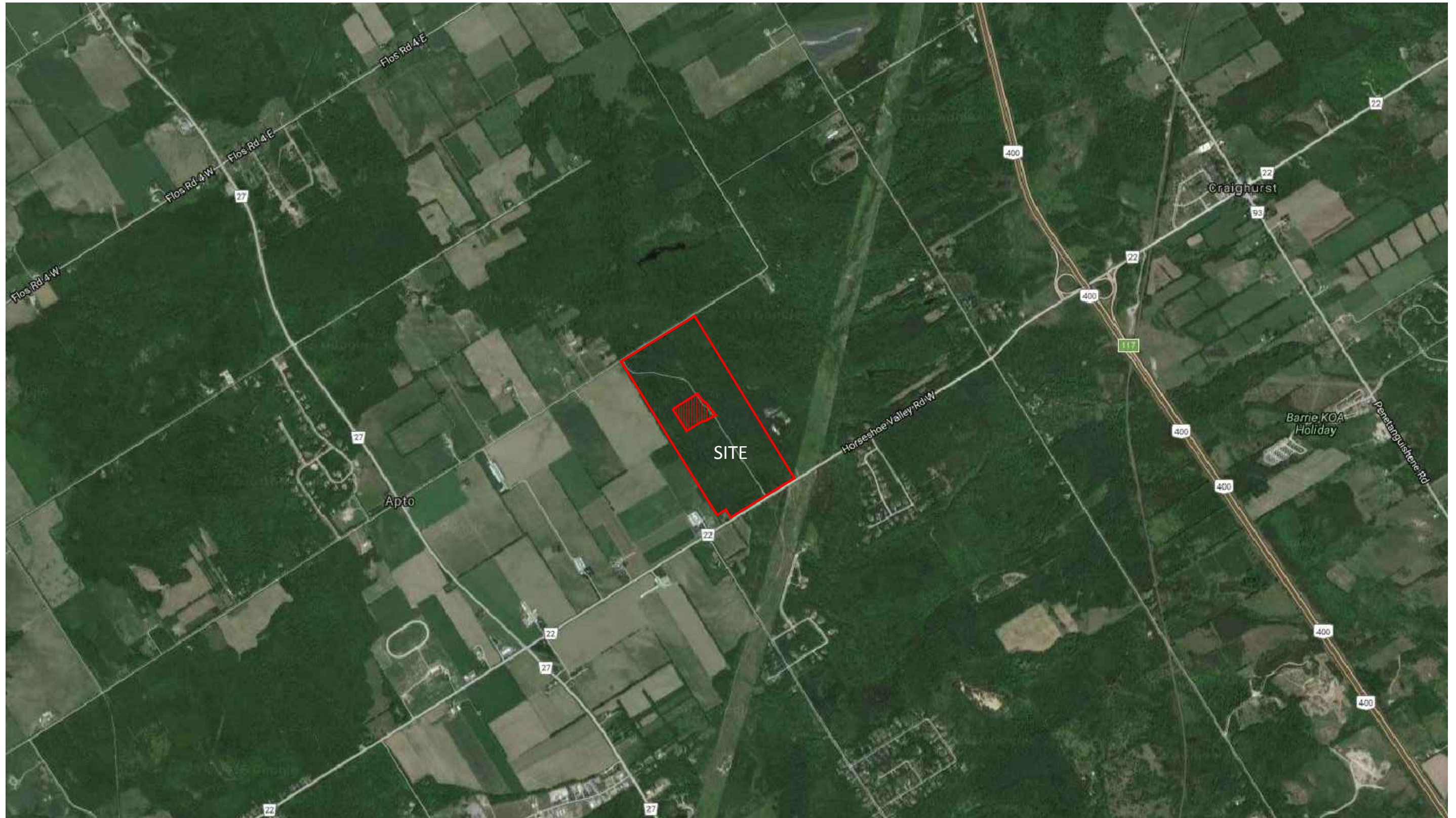
The supporting studies demonstrate that the proposed ERRC has been sited in an appropriate manner. Subject to the development of the ERRC as noted, implementation of all mitigation measures and adoption of the Official Plan and zoning amendments in the form recommended, the ERRC may be located on the selected site in compliance with governing policy.

We respectfully request that the proposed Official Plan Amendments and Zoning by-law amendments be recommended for approval.

All of Which is Respectfully Submitted,

GHD

Steven Edwards, MCIP, RPP



- Site
- Facility

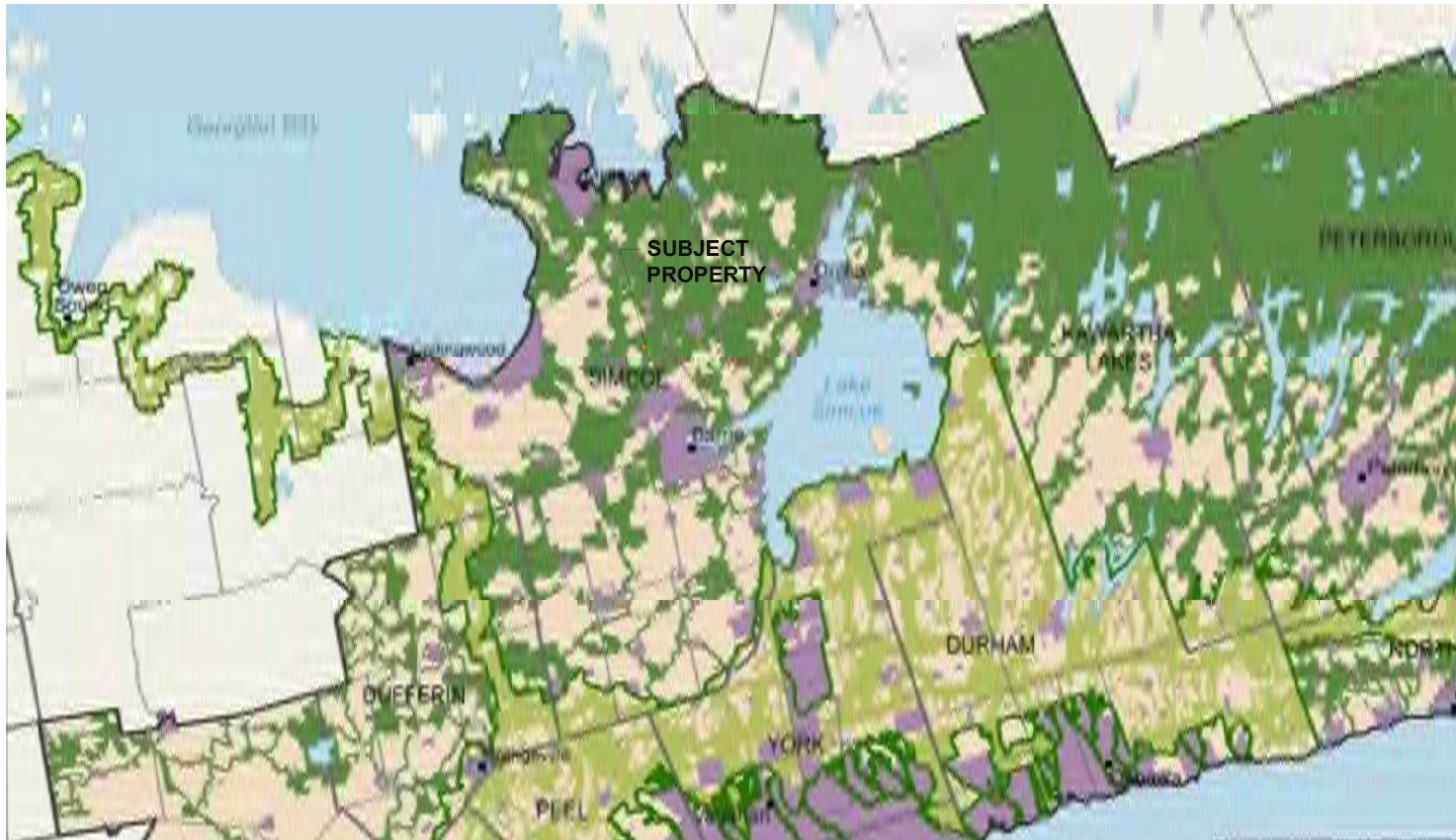


Township of Springwater
 Environmental Resource Recovery Centre
 2976 Horseshoe Valley Road

Job Number PROMO
 Revision A
 Date NOV 2016

LOCATION PLAN

Figure 01

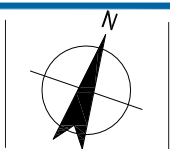


	Proposed Growth Plan Natural Heritage System		Greenbelt Plan Area Boundary
	Existing Greenbelt Plan Area Natural Heritage System		OP Settlement Designations
	Greater Golden Horseshoe Growth Plan Area		Upper Tier Municipal Boundary
			Lower/Single Tier Municipal Boundary

Data sources and production by the Ministry of Natural Resources and Forestry and the Ministry of Municipal Affairs.

Notes: The information displayed on this map has been compiled from various sources. While every effort has been made to accurately depict the information, this map should not be relied on as being a precise indicator of locations of features or roads nor as a guide to navigation.

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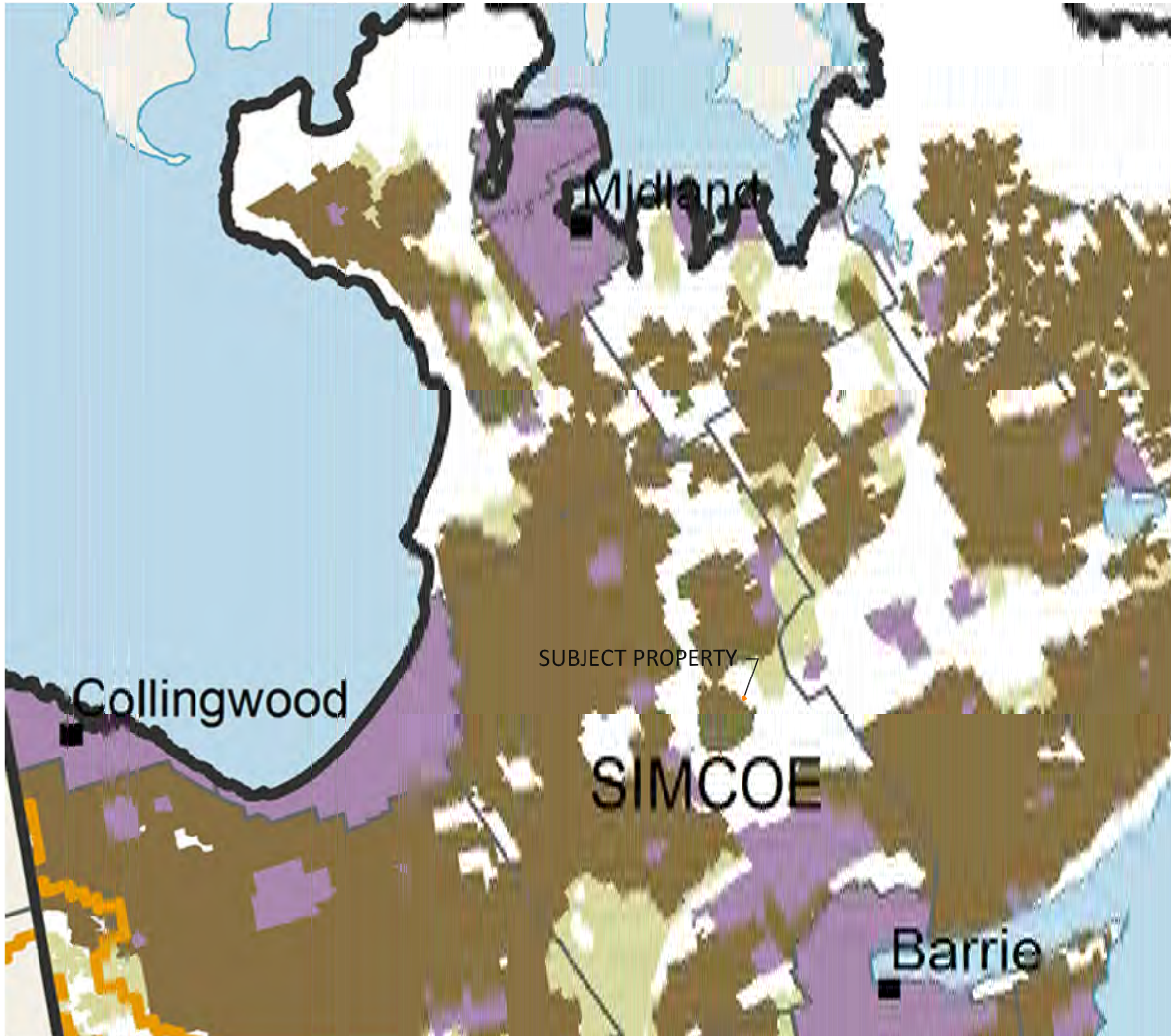
Township of Springwater
 Environmental Resource Recovery Centre
 2976 Horseshoe Valley Road

**PROPOSED NATURAL HERITAGE SYSTEM
 PLACES TO GROW**

Job Number	PROMO
Revision	A
Date	NOV 2016



Figure 02

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Agricultural Land Base







Prime Agricultural Areas

-  Specialty Crop Area
 - Niagara Tender Fruit and Grape Lands
 - Holland Marsh
-  Prime Agricultural Areas designated in municipal official plans or identified by OMAFRA

Candidate Areas for the Agricultural Land Base (could be added to prime agricultural areas or rural lands that are part of the agricultural land base)

-  Areas in active agriculture plus areas identified by OMAFRA as having agricultural potential

Other

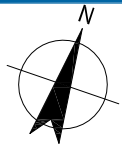
-  Greater Golden Horseshoe Growth Plan Area
-  Greenbelt Plan Area Boundary
-  Settlement Areas
-  Hamlet
-  Upper Tier Municipal Boundary
-  Lower/Single Tier Municipal Boundary

Data sources and production by the Ministry of Agriculture and Food and Rural Affairs, Ministry of Municipal Affairs and the Ministry of Natural Resources and Forestry,

Notes: The information displayed on this map has been compiled from various sources. While every effort has been made to accurately depict the information, this map should not be relied on as being a precise indicator of locations of features or roads nor as a guide to navigation.

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Projection: NAD 1983 UTM Zone 17N

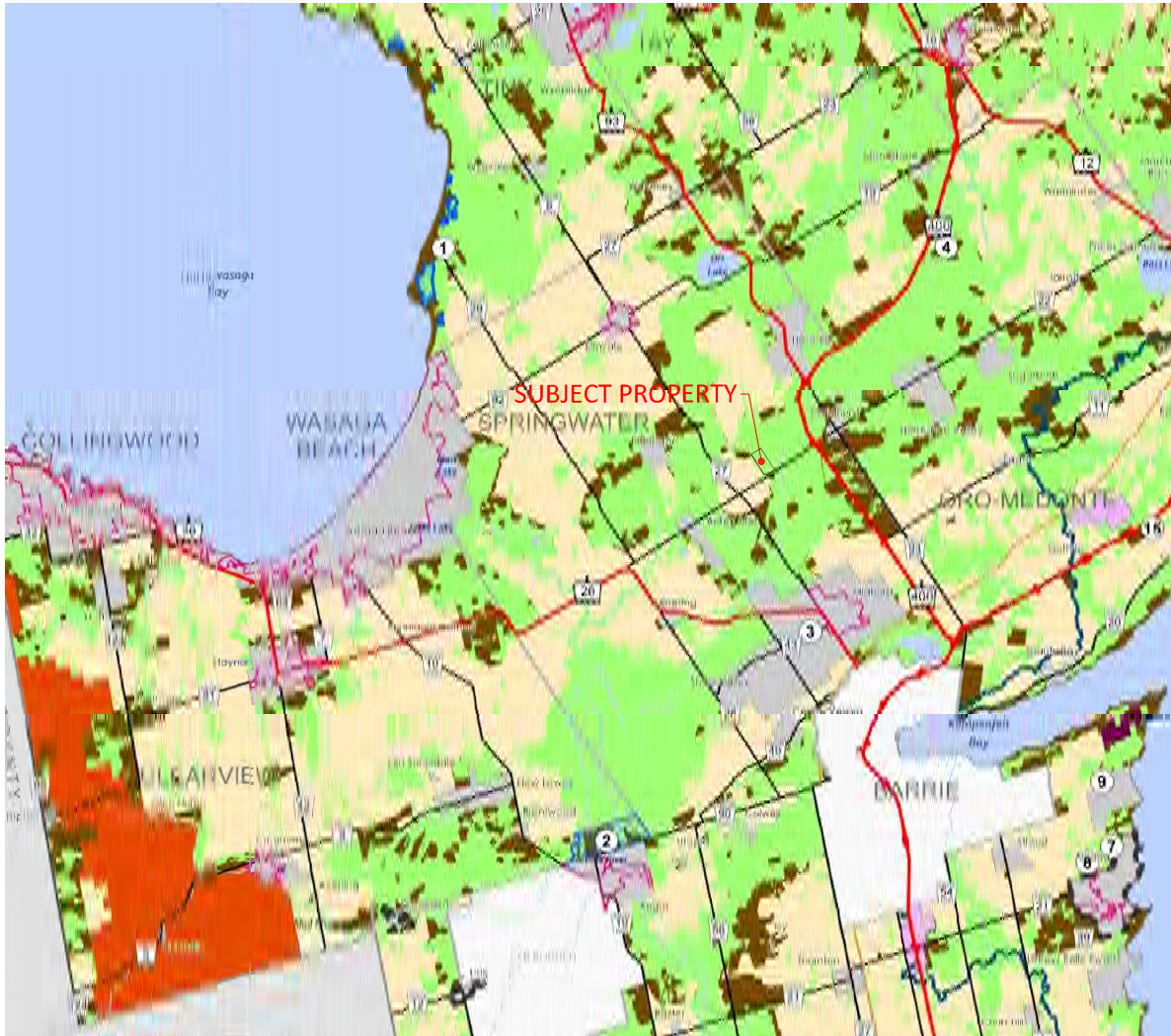
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Township of Springwater
Environmental Resource Recovery Centre
2976 Horseshoe Valley Road
**DRAFT AGRICULTURE LAND BASE
PLACES TO GROW**

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Revision | A
Date | NOV 2016
Figure 03

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COUNTY OF SIMCOE
For the Greater Good

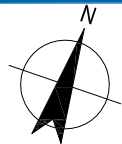
SCHEDULE 5.1

To the County of Simcoe Official Plan
LAND USE DESIGNATIONS

<p>Designations</p> <ul style="list-style-type: none"> Settlements Greenlands Agricultural Rural Strategic Settlement Employment Areas and Economic Employment Districts Lands not subject to this plan Settlement Area Boundary Under Appeal Portion of Settlement Boundary Area Under Appeal 1 General Location of Site-Specific Appeals Lands Subject to Non-Decision 	<p>Reference Data</p> <ul style="list-style-type: none"> Settlement Area Boundary Built Boundaries Special Development Area: Big Bay Point Greenbelt Plan - Protected Countryside (Refer to Schedule 6.1 For Details) Niagara Escarpment Plan Area (Refer to Schedule 6.1 For Details) Oak Ridges-Midland Conservation Plan Area (Refer to Schedule 6.2 For Details) Provincial Highway County Road Trans Canada Pipeline Lake Simcoe Protection Plan Watershed Boundary
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* Greenbelt Plan – Protected Countryside Oak Ridges-Midland Conservation Plan Area and Niagara Escarpment Plan Area are included within the Greenbelt Plan Area

This schedule must be referred to in conjunction with the text of the County of Simcoe Official Plan. • Revised November 15, 2008 Printed: 2016/09/28

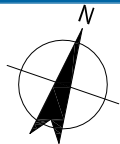
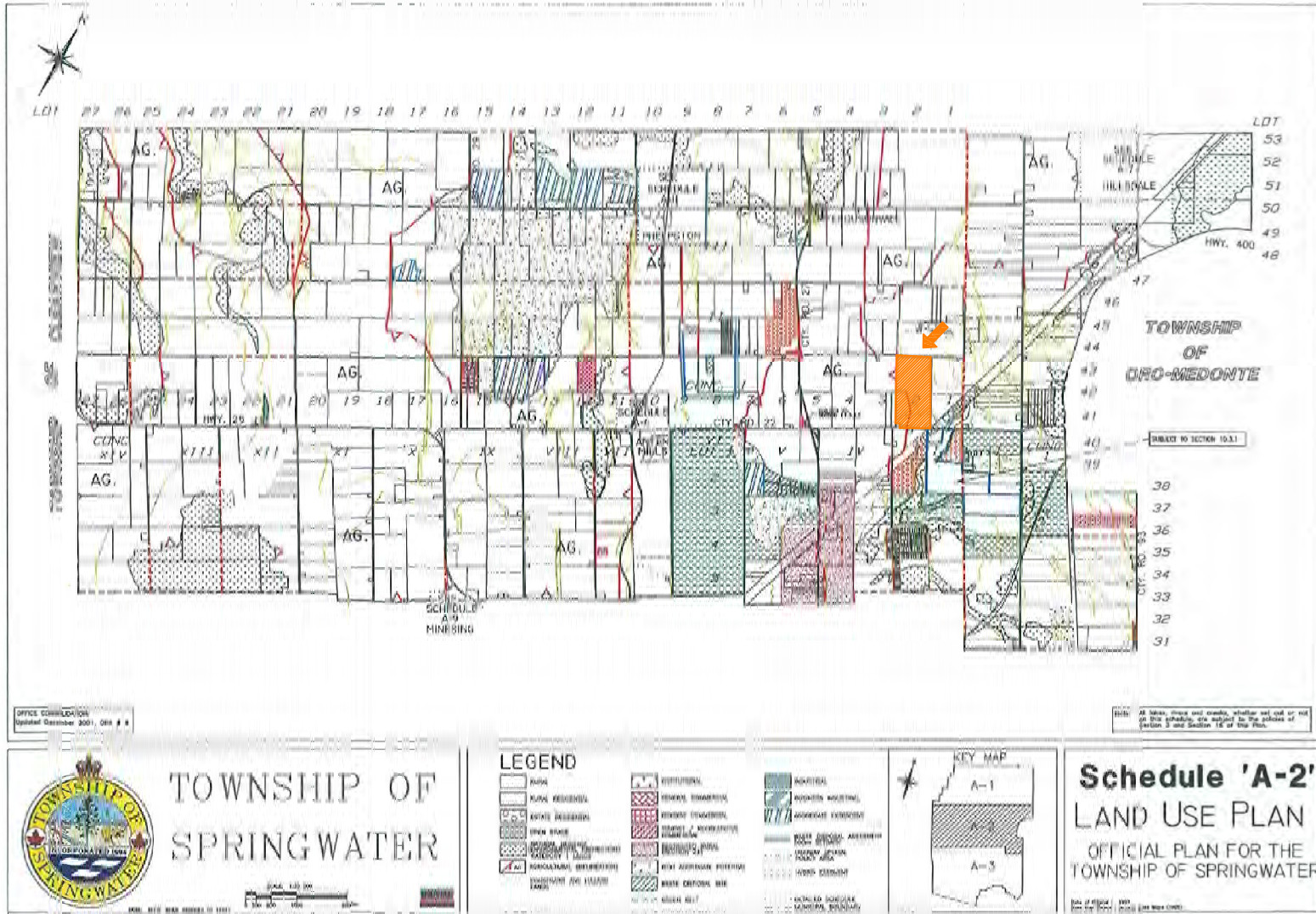


Township of Springwater
Environmental Resource Recovery Centre
2976 Horseshoe Valley Road

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SCHEDULE 5.1

Figure 04



Site



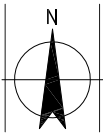
Township of Springwater
Environmental Resource Recovery Centre
2976 Horseshoe Valley Road

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Revision | A
Date | NOV 2016

SITE PLAN
OFFICIAL PLAN FOR SPRINGWATER

Figure 05

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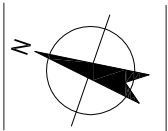
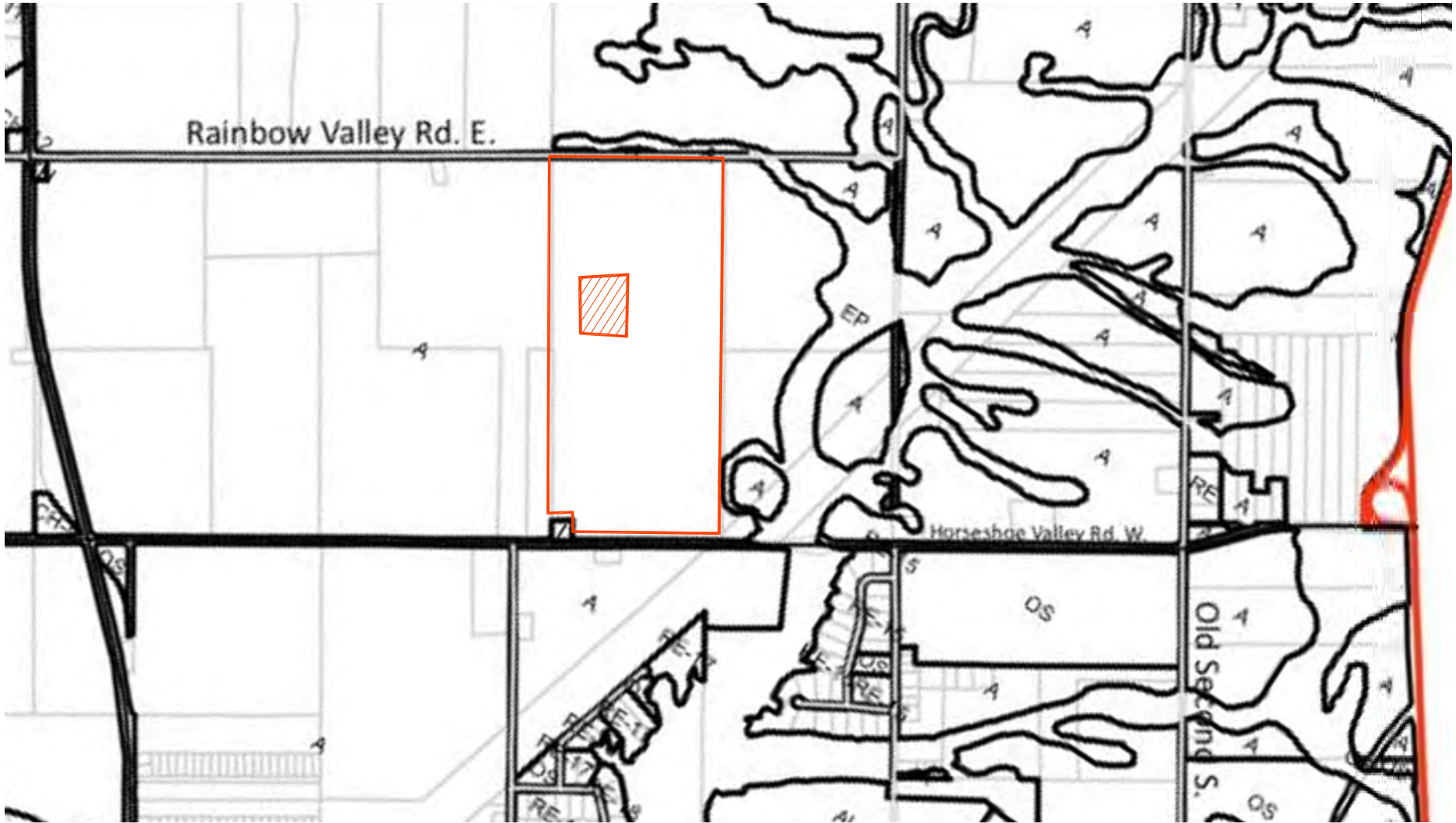
Township of Springwater
 Environmental Resource Recovery Centre
 2976 Horseshoe Valley Road

DISTANCES TO SENSITIVE RECEPTORS & SETTLEMENTS

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 Revision | A
 Date | NOV 2016

Figure 06

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Site



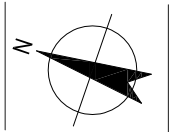
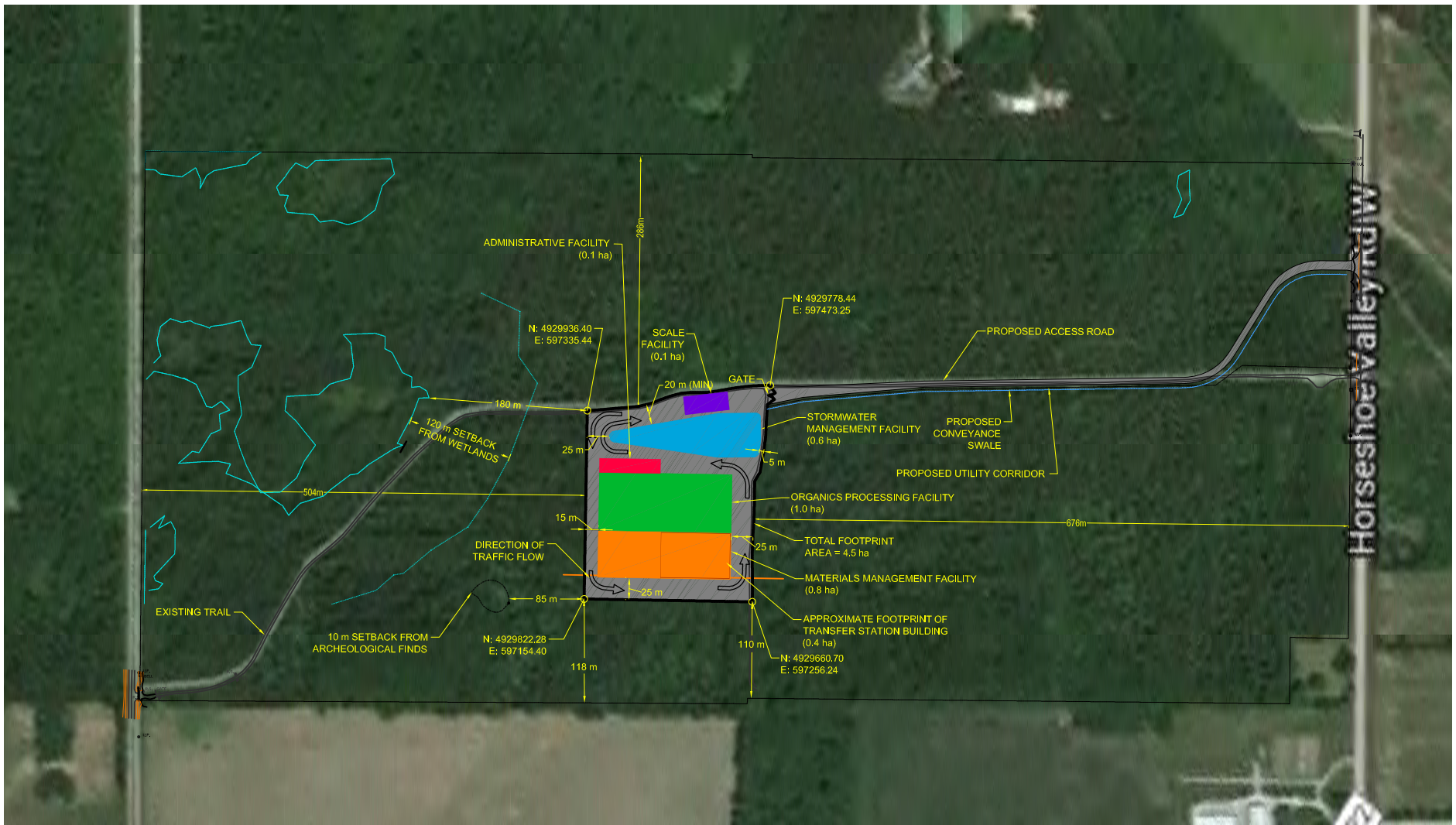
Township of Springwater
 Environmental Resource Recovery Centre
 2976 Horseshoe Valley Road

SITE LOCATION
SPRINGWATER BY-LAW 5000-038

Job Number | PROMO
 Revision | A
 Date | NOV 2016

Figure 07

65 Sunray Street, Whitby Ontario L1N 8Y3 T 1 905 686 6402 F 1 905 432 7877 E Info@ghdcanada.com W www.ghd.com



Township of Springwater
 Environmental Resource Recovery Centre
 2976 Horseshoe Valley Road
**FACILITY LOCATION
 AND LAYOUT**

Job Number | PROMO
 Revision | A
 Date | NOV 2016
Figure 08

Figure 9

Draft Amendment to the County of Simcoe Official Plan

INTRODUCTION

This document has two components; the Preamble (Part I), and the Official Plan Amendment (Part II).

a) Part I: The Preamble establishes the general context within which the Amendment has been prepared and does not constitute part of the Amendment.

b) Part II: The Official Plan Amendment amends the relevant sections of the Official Plan for the County of Simcoe in order to allow the development and use of an Environmental Resource Recovery Centre and associated uses.

PART I - THE PREAMBLE

Purpose

This Amendment proposes to rename Schedule 5.6.2 from “County Waste Disposal Sites” to “County Waste Management System” to recognize new and expanded types of operations in waste management facilities. The amendment would also add Environmental Resource Recovery Centre to the legend of Schedule 5.6.2 to introduce the specific use. The amendment also adds a symbol for Environmental Resource Recovery Centre to the Schedule within Part of Lot 2 Concession 1 Springwater Township, the site of the proposed Environmental Resource Recovery Centre.

The amendment further amends Section 4.9 of the Official Plan by providing a site specific land use exception 4.9.18 specific to the Environmental Resource Recovery Centre. The exception describes the permitted uses which can be undertaken at the Environmental Resource Recovery Centre. It also clearly states that the temporary storage of waste is permitted on the lands and that no permanent disposal of waste materials or landfilling of any kind is permitted within the lands subject to the exception.

Location

The lands subject of Official Plan Amendment NO. X encompasses a portion of the site owned by the County of Simcoe and situated at 2976 Horseshoe Valley Road, Lot 2 Concession 1 in the Township of Springwater.

The lands subject of Official Plan Amendment No. 7 encompass approximately 4.5 hectares (11.12 acres) within the total site of 84 hectares (207.56 acres). The total site has 614 metres of frontage on Horseshoe Valley Road on the south side and 623

metres of frontage on Rainbow Valley Road on the north. The proposed facility would be located internal to the site and accessed by a driveway of approximately 700 metres length connecting the facility site to Horseshoe Valley Road.

Basis

The need for this Amendment arises from the conclusion of the County of Simcoe's siting process for a proposed Organics Processing Facility and Materials Management Facility, which was completed between December 2014 and early 2016. The subject lands were identified as the preferred site for these facilities among a list of 502 candidate sites reviewed. This Amendment will enable a portion of the subject lands to be used for, the aforementioned facilities and associated ancillary uses, subject to the appropriate zoning of these lands.

The amendment also adds a specific exception to Section 4.0 of the Official Plan. This exception provides a more precise description of the types of activities which may occur at the Environmental Resource Recovery Centre. The exception also clearly indicates that the temporary storage of waste is permitted at the site while the permanent disposal or landfilling of waste is not permitted.

The proposed site was assessed in terms of governing planning policy as provided by the Provincial Policy Statement 2014, Places to Grow – Growth Plan for the Greater Golden Horseshoe, The County of Simcoe Official Plan and the Township of Springwater Official Plan. The proposed facility conforms with and implements the planning guidance provided by these policy documents.

Certain conditions must be placed on the construction and operation of the facility to ensure that there are no impacts on the natural environment and nearby sensitive areas. In addition a number of specific studies addressing archaeology, noise, transportation and environment were prepared in support of the proposed Official Plan amendment. Development of the facility must follow the policy guidance and findings of the supporting studies in order to ensure no adverse impacts. These requirements will be included as appropriate in the Ministry of Environment and Climate Change Environmental Compliance Approval, development agreements between the County and Township and the site plan.

PART II - THE OFFICIAL PLAN AMENDMENT

1.0 Introduction

All of this part of the document entitled "Part II - The Amendment", which consists of the following text and attached schedules, constitutes Amendment No. X to the Official Plan for the County of Simcoe.

2.0 Details of the Amendment

County of Simcoe OPA #X

The Official Plan for the County of Simcoe Section 4.9 is hereby amended by:

- a) Modifying Schedule 5.6.1 as illustrated on Schedule "A", by a) renaming Schedule 5.6.1 "County Waste Disposal Sites" to Schedule 5.6.1 "County Waste Management System", b) adding Environmental Resource Recovery Centre to the legend, and c) adding a symbol for Environmental Resource Recover Centre to the Schedule within Part of Lot 2 Concession 1 Springwater Township.

And

- b) the addition of the following Section and Text after Section 4.9.17;

"Section 4.9.18, Environmental Resource Recovery Centre

Part of Lot 2, Concession 1, Springwater (2976 Horseshoe Valley Road)

Permitted uses on a portion of Part of Lot 2, Concession 1, Springwater Township (2976 Horseshoe Valley Road) as identified on Schedule 5.6.1 as Environmental Resource Recovery Centre shall include facilities for the purpose of the consolidation and transfer of various waste streams such as organics, recyclable materials and non-hazardous household garbage, processing of organic green bin materials under controlled conditions for conversion into other materials. Other ancillary uses would include a public education area, truck maintenance and servicing area and facility administration area. The temporary storage of waste is permitted on the lands but no permanent disposal of waste materials or landfilling of any kind is permitted within the lands subject to Section 4.9.18.

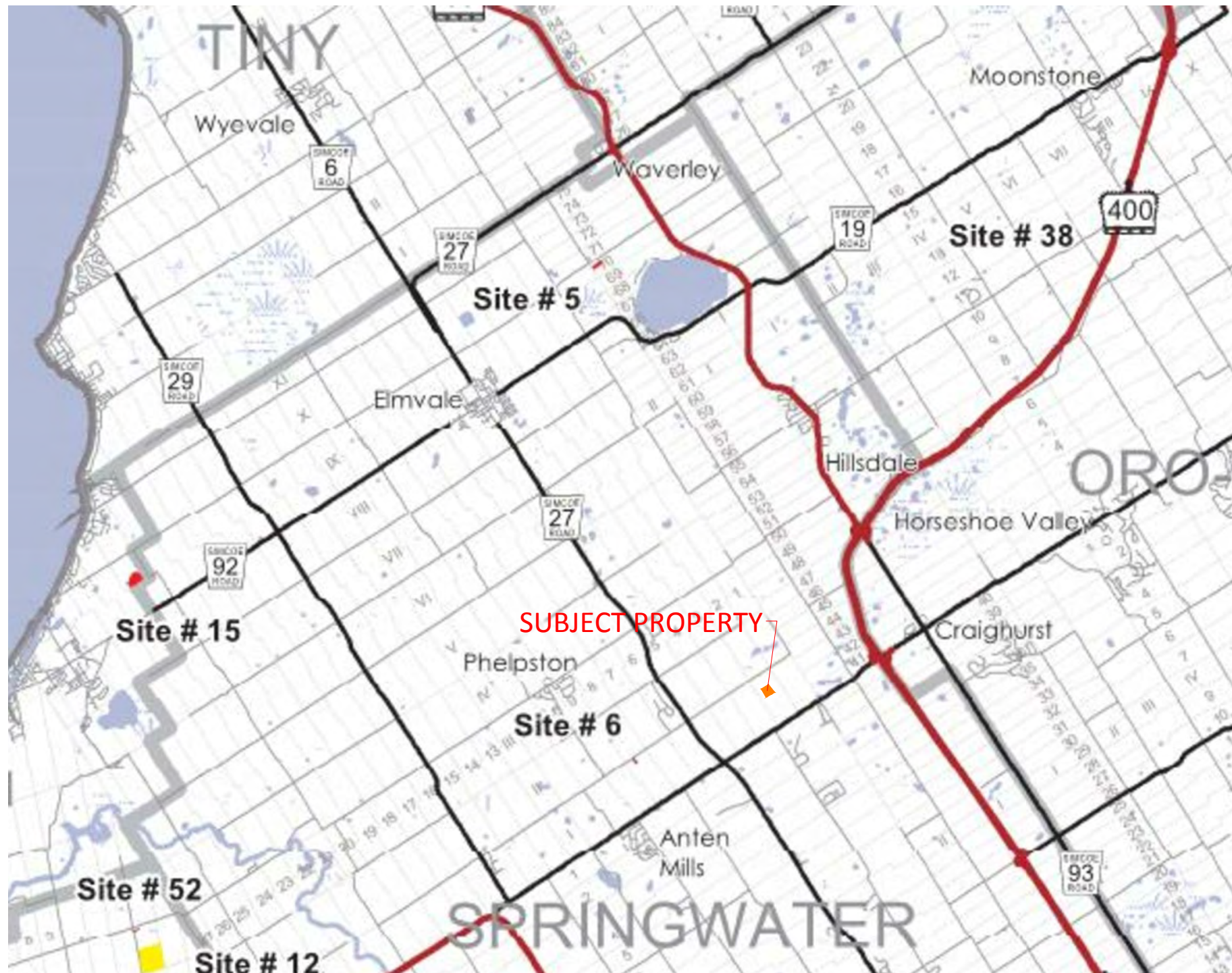
3.0 Implementation

The provisions of the Official Plan regarding the implementation of that Plan shall also apply to this amendment.

4.0 Interpretation

The provisions of the Official Plan for the Corporation of the County of Simcoe, as amended from time to time, shall apply to this Amendment.

Schedule 'B' to Proposed Official Plan Amendment _____ to the Simcoe County Official Plan
 Part of Lot 2 Concession 1, Township of Springwater



SCHEDULE 5.6.1
 To the County of Simcoe Official Plan
 County Waste Management System

Closed Facilities

- Closed Landfill Site
- Closed Stump Dump

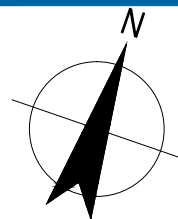
Open Facilities

- Open Landfill Site
- Open Stump Dump
- Under Development Landfill Site
- Lands not subject to this plan
- Environmental Resource Recovery Centre

This schedule must be referred to in conjunction with the text of the County of Simcoe Official Plan. - November 25, 2008

Approved by the OMB on July 10th, 2015

Printed: 2015/07/15



Township of Springwater
 Environmental Resource Recovery Centre
 2976 Horseshoe Valley Road
 OPA SCHEDULES
 COUNTY OF SIMCOE

Job Number | PROMO
 Revision | A
 Date | NOV 2016
Schedule 'A'

Figure 10

Draft Amendment to the Township of Springwater Official Plan

1. Purpose

The purpose of this amendment is to amend the Township of Springwater Official Plan by re-designating a portion of the subject lands from 'Rural' to 'Waste Disposal Site', and to provide site specific policies to the Official Plan to permit said portion to be used as an Organics Processing Facility, Materials Management Facility, and associated ancillary uses. The predominant designation of the subject lands is 'Rural', with the northeast corner also designated 'Natural Heritage Environmental Protection Category 2' and the southwest corner designated 'Agricultural'.

2. Location

This Amendment applies to those lands located in Lot 2, Concession 1. It is municipally known as 2976 Horseshoe Valley Road. A portion of the site has been reforested with a plantation of a variety of pine and spruce species. Other portions of the site are naturalized and contain other varieties of native tree species.

3. Basis

This Amendment proposes to add a site specific policy under Section 20.2, Waste Disposal Policies of the Official Plan, and modify Schedule "A-2" to the Township's Official Plan to designate a portion of the subject lands as 'Waste Disposal Site'.

The need for this Amendment arise from the conclusion of the County of Simcoe's siting process for a proposed Organics Processing Facility and Materials Management Facility, which was completed between December 2014 and early 2016. The subject lands were identified as the preferred site for these facilities among a list of 502 candidate sites reviewed. This Amendment will enable a portion of the subject lands to be used for, the aforementioned facilities and associated ancillary uses, subject to the appropriate zoning of these lands.

The proposed site was assessed in terms of governing planning policy as provided by the Provincial Policy Statement 2014, Places to Grow – Growth Plan for the Greater Golden Horseshoe, The County of Simcoe Official Plan and the Township of Springwater Official Plan. The proposed facility conforms with and implements the planning guidance provided by these policy documents.

Certain conditions must be placed on the construction and operation of the facility to ensure that there are no impacts on the natural environment and nearby sensitive areas. In addition a number of specific studies addressing archaeology, noise, transportation and environment were prepared in support of the proposed Official Plan amendment.

Implementation of the facility must follow the policy guidance and findings of the supporting studies in order to ensure no adverse impacts. These requirements will be included as appropriate in the Ministry of Environment and Climate Change Environmental Compliance Approval, development agreements between the County and Township and the site plan.

4. Actual Amendment

The Official Plan of the Township of Springwater is amended as follows:

1. Schedule “A-2” Land Use Plan

Schedule “A-2” of the Official Plan is amended by changing the map designation on a portion of the subject site to Waste Disposal Site as shown on Exhibit “A” hereto.

2. Section 20.2 Waste Disposal Policies

Section 20.2 is amended by adding the following subsections;

20.2.13 Exceptions

10.2.13.1 2976 Horseshoe Valley Road - Lot 2 Concession 1

In accordance with the policies under Section 10.2 of the Official Plan, permitted uses on Part of Lot 2, Concession 1 as designated on Schedule “A-2” shall include an Environmental Resource Recovery Centre including facilities for the purpose of the consolidation and transfer of various waste streams such as organics, recyclable materials and non-hazardous household garbage, processing of organic green bin materials under controlled conditions for conversion into other materials. Other ancillary uses would include a public education area, truck maintenance and servicing area and facility administration area. The temporary storage of waste is permitted on the lands shown on Schedule “A-2”. No permanent disposal of waste materials or landfilling of any kind is permitted within the lands shown on Schedule “A-2”.

5. Implementation

This Amendment shall be implemented in accordance with Section 6, Implementation of the Official Plan of the Township of Springwater.

6. Interpretation

This Amendment shall be interpreted in accordance with Section 7, Implementation of the Official Plan of the Township of Springwater.



TOWNSHIP OF SPRINGWATER

INCORPORATED 1994

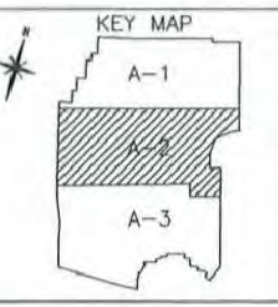
SCALE 1:55 000

0 200 500 1000 2000m

NOTE: N.T.S. WHEN REDUCED TO 1:11217

LEGEND

RURAL	INSTITUTIONAL	INDUSTRIAL
RURAL RESIDENTIAL	GENERAL COMMERCIAL	BUSINESS INDUSTRIAL
ESTATE RESIDENTIAL	HIGHWAY COMMERCIAL	AGGREGATE EXTRACTIVE
OPEN SPACE	TOURIST / RECREATIONAL COMMERCIAL	WASTE DISPOSAL ASSESSMENT 500m SETBACK
NATURAL HERITAGE (ENVIRONMENTAL PROTECTION) CATEGORY 1 LANDS	RESTRICTED RURAL (SECTION 24)	HIGHWAY SPECIAL POLICY AREA
AGRICULTURAL (DELINEATION)	HIGH AGGREGATE POTENTIAL	HYDRO EASEMENT
CONSTRAINT AND HAZARD LANDS	WASTE DISPOSAL SITE	DETAILED SCHEDULE
	GREEN BELT	MUNICIPAL BOUNDARY

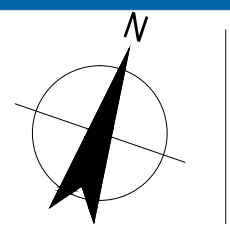


Schedule 'A-2'

LAND USE PLAN

OFFICIAL PLAN FOR THE TOWNSHIP OF SPRINGWATER

Date of Original: 1997
Base Map Source: Ontario Base Maps (1995)



Township of Springwater
Environmental Resource Recovery Centre
2976 Horseshoe Valley Road

Job Number: PROMO
Revision: A
Date: NOV 2016

Exhibit 'A'
OFFICIAL PLAN FOR SPRINGWATER

Figure 11

Draft Amendment to the Springwater Zoning By-law 5000

2976 Horseshoe Valley Road - Lot 2 Concession 1

Lot 2 Concession 1

By-law Amendment No. XX-X

1. That the schedule to By-law 5000 Township of Springwater Zoning Consolidation October 2014 is hereby amended by changing that portion of 2976 Horseshoe Valley Road as shown on Schedule A-1 to this by-law from "A" Agricultural Zone to "WD" Waste Disposal Zone Exception.

2. That section 29.4 ZONE EXCEPTIONS Waste Disposal (WD) Zone of Zoning By-law 5000 is hereby amended by adding the following exception.

Part Lot 2 Concession 1

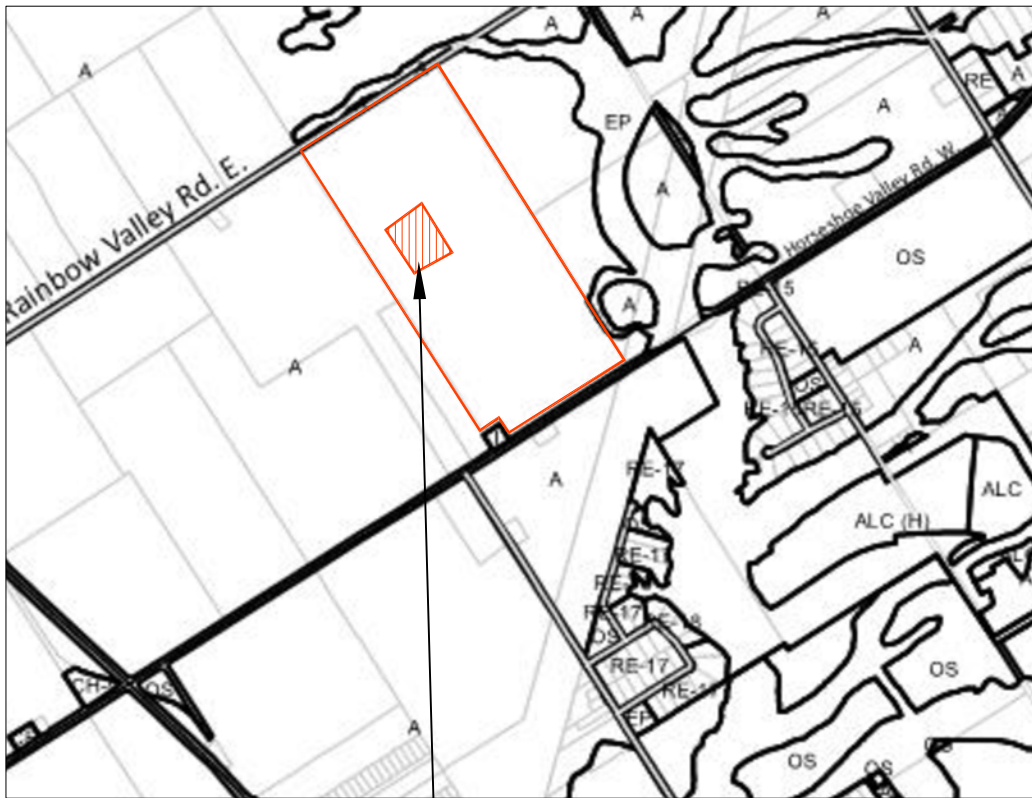
2976 Horseshoe Valley Road - Lot 2 Concession 1

The following shall be permitted in lands subject to this exception, an environmental resource recovery centre comprising the following uses; a materials management facility for the consolidation and transfer of various waste streams, an organics processing facility where green bin materials are processed and ancillary uses including receiving area, administration building, environmental control facilities, truck servicing area and public education area. Notwithstanding any other provisions of Section 29, the temporary storage of waste materials is permitted however the permanent disposal of waste or landfilling of any kind is not permitted within the lands subject to this exception.

In addition the following provisions shall apply to such uses;

- a) Minimum front yard 660 metres
- b) Minimum rear yard 500 metres
- c) Minimum interior side yard 110 metres to the western property line and 259 metres to the eastern property line

Schedule 'A' to By-law Amendment 27 of By-law 5000-038 Township of Springwater



CHANGE FROM:
"A" AGRICULTURAL ZONE

TO: "WD" WASTE DISPOSAL ZONE

