

Niagara Escarpment Plan Review 2015

Discussion Paper: Addendum #3

July 15, 2015

Topic 3: Additions to the Niagara Escarpment Plan Area

ERRATA

1. Calculations for Upper and Lower-Tier Municipalities:

Following completion of the Addendum 3 report on Proposed Additions to the Niagara Escarpment Plan Area, staff prepared more accurate calculations of areas proposed for addition, including a break-down by lower-tier municipalities. Table 1 (attached) should replace the calculations included in the “Background” (page 2) and “Conclusion” (page 15) sections of the Discussion Paper.

2. Proposed Increase in NEP Area:

In Table 2, staff has also calculated, as a percentage, the total proposed increase in the NEP Area if all proposed additions are added to the NEP Area. These additions would result in a 23 percent increase in the NEP Area.

3. Revisions to Evaluated Area “D1” – Caledon Meltwater Channel: Town of Mono, County of Dufferin:

In the Discussion Paper, staff erroneously eliminated Evaluated Area “D1” from consideration as an addition to the NEP Area. However, Area met three of the six evaluation criteria that were endorsed by the Commission, and was included in the original Niagara Escarpment Planning Area. Staff has attached mapping (Figure 1) and a list of the evaluation criteria that D1 meets. Figure 2 is a corrected regional map of the County of Dufferin.

The statistics included in Tables 1 and 2 take the inclusion of D1 as a proposed addition into account.

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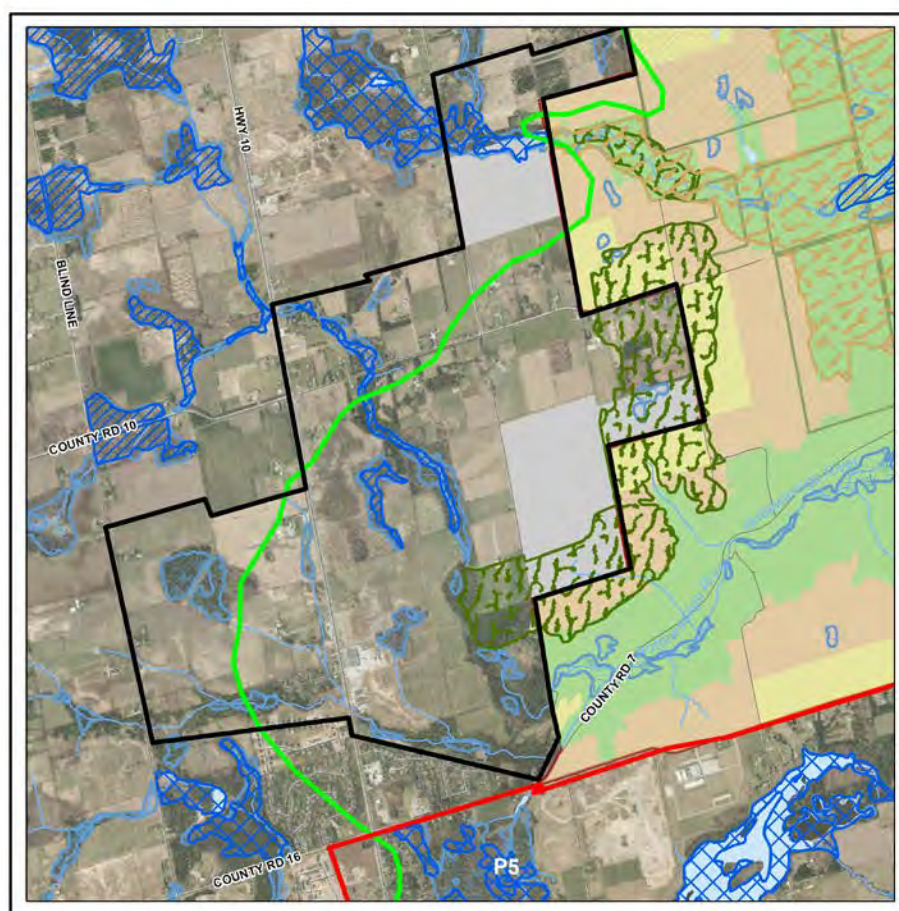
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Table 1: Proposed NEP Area Additions for Upper and Lower-Tier Municipalities in the Original Niagara Escarpment Planning Area

Region/County	Local Municipality	Evaluated Area (ha)	Total Area Recommended for Addition (ha)
Niagara Region	Niagara-on-the-Lake	364	-
	Niagara Falls	48	-
	St. Catharines	47	-
	Thorold	73	-
	Pelham	182	7
	Lincoln	269	-
	Grimsby	67	-
	TOTAL	1,050	7
City of Hamilton	Hamilton	2,407	-
	TOTAL	2,407	-
Halton Region	Halton Hills	1,313	-
	Milton	848	-
	TOTAL	2,162	-
Peel Region	Caledon	17,552	-
	TOTAL	17,552	-
Dufferin County	Mono	2,093	1,008
	Mulmur	6,988	5,656
	Melancthon	897	897
	TOTAL	9,978	7,561
Simcoe County	Clearview	4,312	4,312
	TOTAL	4,312	4,312
Grey County	Grey Highlands	4,429	2,358
	Blue Mountains	7,163	4,464
	Chatsworth	1,172	-
	Meaford	21,323	21,323
	Georgian Bluffs	5,527	4,279
	TOTAL	39,614	32,423
Bruce County	South Bruce	610	610
	Northern Bruce	6,430	765
	TOTAL	7,040	1,375
Planning Area	TOTALS	84,114	45,677

Table 2: Potential Increase in NEP Area as a Result of Proposed Additions:

	Hectares	Acres
Existing NEP Area	195,047	481,972
Total Proposed Additions	45,677	112,871
Proposed Increase in NEP Area	23%	23%

Figure 1: Mapping of Evaluated Area D1 (Proposed for Addition)

D1
Caldeon Meltwater Deposits
Town of Mono
County of Dufferin

Evaluated Area
 (1182 ha)

Scale 1:30,000
 0 0.25 0.5 0.75 1
 Kilometers



Ontario



Legend
 Escarpment
 ANSI - Life Science
 Class Subtype Num, Ansl Significance
 Life Science, Provincial
 Life Science, Regional
 ANSI - Earth Science
 Class Subtype Num, Ansl Significance
 Earth Science, Provincial
 Earth Science, Regional
 Unevaluated Wetlands
 Evaluated Wetlands
 Wetland Significance
 Evaluated - Principally Significant
 Evaluated Other
 NEC_CODE
 Area of Development Control

Criteria Met:

1.. Lands are within the original NE Planning Area

2a. Escarpment brow

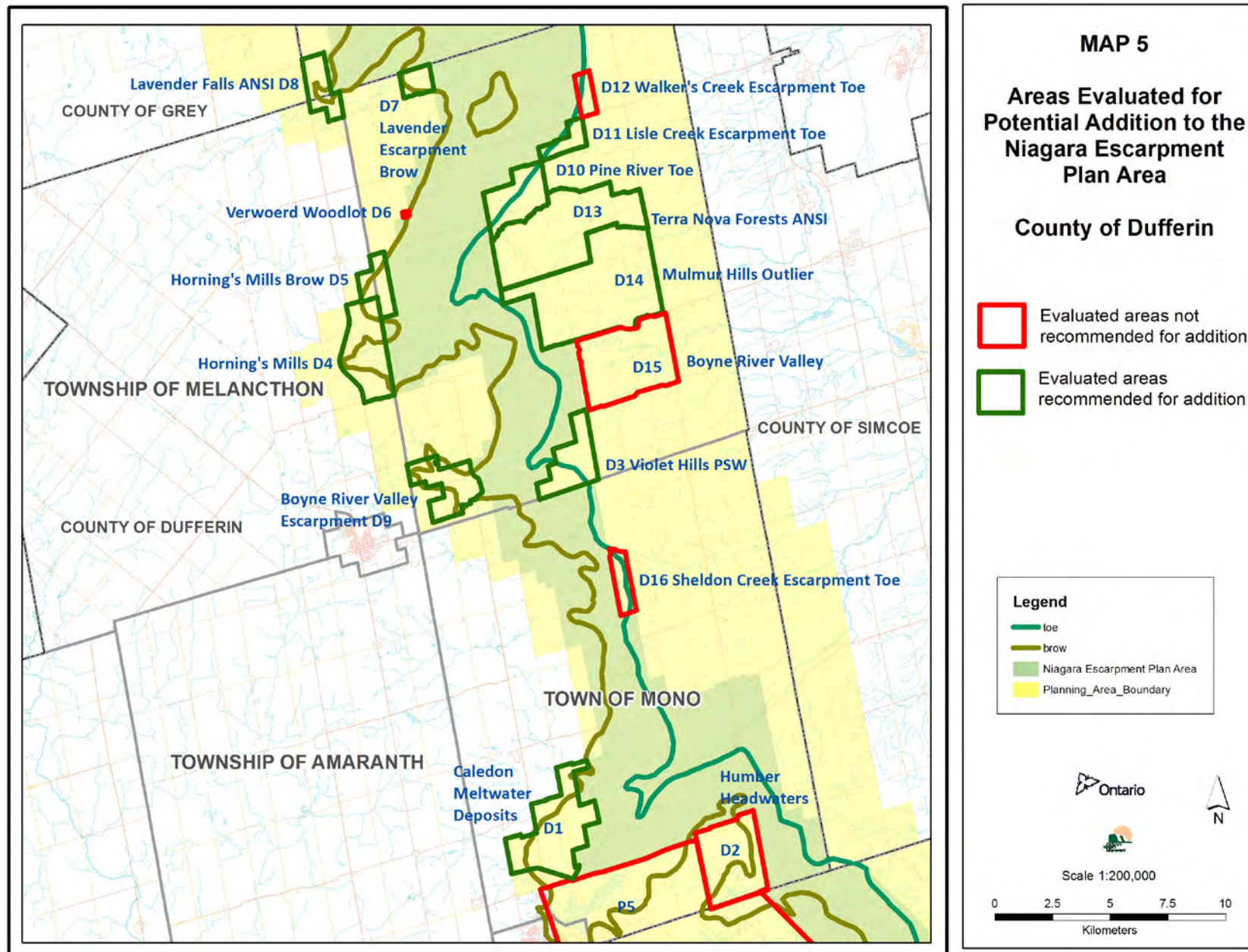
2b. Caledon Meltwater Deposits Earth Science ANSI

2d. Cardwell Wetland (LSW); headwaters of Nottawasaga River; unevaluated wetland >5 ha

2e. Attractive scenic ranking

NB: a portion of the lands are currently with NEC Development Control

Figure 2: Corrected Map of Evaluated Areas in the County of Dufferin



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This discussion paper contains background research and assesses existing Niagara Escarpment Plan policies for the consideration of the Niagara Escarpment Commission. Niagara Escarpment Plan Review discussion papers are working documents and should not be interpreted as approved NEC policy. Public and stakeholder consultation will be undertaken as part of the Co-ordinated Provincial Land Use Planning Review, which commenced on February 27, 2015. Opportunities for providing input on any proposed changes to the NEP will be provided as part of the Co-ordinated Review process. For further information regarding the review, please consult the NEC website at www.escarpment.org.

1. BACKGROUND

Staff presented an initial Discussion Paper that proposed criteria for adding lands to the Niagara Escarpment Plan Area (NEP) Area at the April 2013 Policy Meeting. A second Paper on NEP Area additions was presented at the May 2013 NEC meeting. The second Paper included a set of revised criteria, but the Commission was not prepared to endorse these criteria without identifying a process that would ensure municipalities, landowners, and other agencies would be consulted. In March 2014, staff returned to the Commission and requested that the Commission endorse the revised criteria so that staff could proceed with evaluating potential additions to the NEP Area. The Commission endorsed the criteria.

Since that time, the province has set out a process to guide consultations for the 2015 Co-ordinated Review of the four provincial land use plans, including the NEP. The first phase of consultation, which began on February 27th, is structured around a Co-ordinated Review Discussion Document, [Our Region, Our Community, Our Home](#). This document contained multiple discussion questions, which were intended to solicit stakeholder and public feedback and focus discussion on the goals of the Co-ordinated Review. One such question was:

Where are the opportunities to expand the Greenbelt both within urban areas, such as urban river valleys, and in rural areas beyond the Greater Toronto Area?

Since the NEP Area is also part of the Greenbelt, additions to the NEP Area are within the scope of the 2015 Co-ordinated Review.

With the closing of the first phase of consultation on May 28, 2015, staff will review any comments on proposed Greenbelt additions. Staff is aware that there were multiple submissions from stakeholder groups and the general public that supported growing the Greenbelt. While the review of these comments is ongoing, staff has completed its evaluation of 83,783 hectares of the original Niagara Escarpment Planning Area, using the criteria endorsed at the March 2014 Commission meeting. Of these 83,783 hectares, staff is recommended that 44,196 hectares be considered for addition to the NEP. The total recommended NEP Area additions are summarized in a table in Section 6, on page 15.

Subject to the Commission recommendations and the decisions at the provincial level, the additions proposed in this Paper could be put forward for consultation during the second phase of consultation, which is planned for late 2015 or early 2016. During this phase, Aboriginal communities, municipalities, landowners, the public, and stakeholders will have an opportunity to comment on these proposed additions.

2. REVISED CRITERIA

At the March 2014 Commission meeting, the Commission endorsed the following criteria for the evaluation of potential additions to the NEP Area:

1. Lands must be included in the Niagara Escarpment Planning Area and abut the existing the Niagara Escarpment Plan (NEP) Area.
2. The proposed NEP Area addition must conform to **three or more** of the following attributes:
 - a. The proposed addition contains Escarpment brow, toe, slope, secondary scarp, or outlier;
 - b. The proposed addition contains a significant Escarpment-related landform, as defined in the NEP;
 - c. The proposed addition constitutes part of a Provincial Park, nature preserve, Conservation Area or similar public holding that is only partially within the NEP Area;
 - d. The proposed addition includes portions of Escarpment-related natural heritage features that are partially outside of the NEP boundary, and are essential to

- maintaining the ecological integrity of the entire natural heritage feature. These lands would include Provincial and Regional Life Science Areas of Natural and Scientific Interest (ANSIs), Significant Woodlands, Provincially or Locally Significant Wetlands (PSW or LSW), headwaters, waterfalls and environmentally sensitive areas (ESA);
- e. The lands have been assigned a high scenic value (i.e., those ranked as attractive, very attractive, or outstanding) in the Niagara Escarpment Landscape Evaluation Studies;
 - f. The lands contain an Escarpment-related cultural heritage feature, as defined in the NEP.

3. EVALUATION METHODS

3.1 Elimination of Built-up Areas

Based on comments made by Commissioners in discussing these criteria, staff did not proceed with detailed evaluation of built-up areas within existing municipal urban boundaries. For example, the first Discussion Paper on this topic offered Calaguiro Estates (City of Niagara Falls) and the General Motors Woodlands (City of St. Catharines) as examples of possible additions. Since both of these areas are within their respective municipalities' urban boundaries, staff did not proceed with evaluating them against the approved criteria. These areas are still shown on the mapping in Appendix 1 for reference purposes.

Staff also did not evaluate areas that could be considered as potential new Minor Urban Centres if they were located at the periphery of Escarpment features. For example, the Village of Creemore (Simcoe County) was not included in the evaluation, although adjacent lands including the Creemore (Ten Hill) outlier and the Avening Escarpment were evaluated. In other cases, villages like Horning's Mills and Terra Nova (Dufferin County), and Ravenna and Redwing (Grey County) were included in evaluated areas because they lay within rather than on the periphery of Escarpment features.

3.2 Greenbelt (Protected Countryside) and Oak Ridges Moraine Plan Areas

Although staff did evaluate areas that overlap with the Greenbelt Plan and Oak Ridges Moraine Conservation Plan (ORMCP), staff is not recommending these areas as NEP additions, even if they exhibited Escarpment-related features. Areas within the Protected Countryside of the Greenbelt Plan or the Natural Core Areas, Natural Linkage Areas, and Countryside Areas of the ORMCP are already protected from urban development in accordance with the provisions in these plans. For this reason, there are no proposed additions in the City of Hamilton, and Halton and Peel Regions. In Niagara Region, there is one proposed addition (Lathrop Nature Preserve) that is currently classified as "Settlement Area outside the Greenbelt" that is being recommended for addition to the NEP.

3.3 Double Counting of Evaluation Criteria

In some cases, it was found that an evaluated area had multiple features that fell within a criterion. For example, many evaluated areas had multiple natural heritage features covered under criterion #2d, e.g., PSW, Life Science ANSI, and headwater drainage features. In these cases, staff only counted these multiple features as meeting criterion #2d once, rather than three times. Therefore, to be considered for addition, the evaluated area still had to meet at least two other evaluation criteria, i.e., 2a, 2b, 2c, 2e, or 2f.

The field and desktop survey notes in Appendix 3 reflect this approach.

3.4 Unevaluated Wetlands

Criterion #2d is intended to identify and include in the NEP Area “Escarpment-related natural heritage features that are partially outside of the NEP boundary, and are essential to maintaining the ecological integrity of the entire natural heritage feature.” In reviewing current NEP boundaries, many instances of unevaluated wetlands were found to be adjacent to or partially within the NEP Area. Unevaluated wetlands have not been assessed using the Ontario Wetland Evaluation System (OWES), which is used to determine the relative importance of a wetland’s functions and its societal value. Thus, the relative importance of unevaluated wetlands is not known.

In the Minister of Natural Resources and Forestry’s 2014 mandate letter, the Premier directed the Minister to strengthen wetland policies and stop the net loss of wetlands. By proposing the addition of unevaluated wetlands with linkages to the NEP Area, the NEC would be helping to achieve this goal, and would be exercising the precautionary principle by providing additional protection to unevaluated wetlands.

In the Discussion Papers on revised NEP Designation Criteria, the Commission conditionally approved a criterion for Escarpment Natural Area that all wetlands or wetland complexes greater than five hectares in size should be included in Escarpment Natural Area. Although this Discussion Paper does not attempt to designate potential NEP Area additions, staff has used this five-hectare criterion to assess whether an unevaluated wetland should count towards criterion #2d. Since unevaluated wetlands have not been assessed as potential components of wetland complexes, only individual or contiguous unevaluated wetlands that are five hectares or greater have been considered as meeting criterion #2d.

3.5 Significant Woodlands

Evaluating Significant Woodlands as a consideration for criterion #2d could not be done consistently across all evaluated areas. In northern portions of the Niagara Escarpment Planning Area, the size criterion for identifying Significant Woodlands is much larger than in the southern Planning Area. For example, Grey County considers woodlands that are

greater than or equal to 40 hectares in size outside of settlement areas to be significant, and those greater than or equal to four hectares in size to be significant within settlement areas. Woodlands can also be considered significant regardless of size, if they meet other criteria.

In Bruce County, municipalities with less than 30 percent forest cover, woodlots of 40 hectares or greater are considered significant. For municipalities with greater than 30 percent forest cover, forest protection measures are considered on a site-specific basis.

In contrast, Niagara Region considers woodlands to be significant if they are greater than or equal to two hectares in settlement areas, greater than or equal to four hectares north of the Niagara Escarpment, or greater than or equal to ten hectares south of the Niagara Escarpment.

Dufferin County did not have an official plan until recently, and still does not have criteria for identifying Significant Woodlands. As a result, the Dufferin County Official Plan identifies woodlands, but is silent on their significance.

Given the difference in approach between municipalities, staff did not use Significant Woodlands as a criterion for evaluating areas for inclusion in the NEP Area. However, as a next step, Significant Woodlands can be used to determine the appropriate NEP Designation, in accordance with the proposals in the Designation Criteria Discussion Paper (Topic #2).

3.6 Cultural Heritage Features

Criterion #2f addresses Escarpment-related cultural heritage features, as defined in the NEP. The current NEP definition is “human-made features of the landscape.” This definition is broad and does not reflect current approaches to the identification and conservation of cultural heritage resources. In the Discussion Paper on NEP Cultural Heritage Policies, staff proposed a new definition for cultural heritage resources, as follows:

Cultural heritage resources – includes structures, buildings, sites, artifacts, and traditions that are indicative of an area’s history, and are valued by a community. These include, but are not limited to cultural heritage landscapes, archaeological resources, scenic resources, built heritage resources, monuments, heritage cemeteries, and heritage traditions (e.g., food, celebrations, art).

Although the Commission has not adopted the Cultural Heritage Resources Discussion Paper in its entirety, Commission members have not raised any concerns regarding this definition at either of the two meetings at which the Discussion Paper was discussed. As a result, staff has used this definition for guidance and has reviewed evaluated areas with this definition in mind. However, in conducting the review, staff found that heritage cemeteries were so common in all of the evaluated areas that they should not be used to determine if an evaluated area should be included in the NEP Area. Additionally, criterion

#2f specifies *Escarpment-related* cultural heritage features. Therefore, staff has focused on cultural heritage resources that are in place because of the topography or natural heritage features and systems that relate directly to the unique Escarpment landscape.

As previously discussed with the Commission, the Provincial Policy Statement requires land use planning authorities to protect significant cultural heritage and archaeological resources.¹ All such resources, if present within the current NEP Area, are therefore given consideration when the impact of proposed development is assessed. In terms of considering addition of lands to the NEP, staff has limited its consideration to cultural heritage resources that are directly related to the Escarpment landscape. Examples include dams, lime kilns, and mills.

Archaeological resources were also excluded from consideration. Information on the location of significant archaeological resources is considered to be sensitive data, and is therefore not widely available. Although the spiritual value of archaeological resources can be tied to location, for the purposes of the current exercise, it was impractical for staff to do sufficient research to justify the addition of lands because of archaeological resources and their relationship to the Escarpment landscape.

The definition proposed for cultural heritage resources does not specifically mention recreational resources. Referring back to the 1975 *Features and Conditions Survey*, recreational features and areas were assessed as cultural features that could have either a positive or negative impact on the character of the original Planning Area. Staff has therefore included within criterion #2f recreational areas and features that allow the public to interact with the Escarpment environment in a positive manner. Examples of such features include the Bruce Trail.

3.7 Headwater Drainage Features

Ontario conservation authorities define headwater drainage features as “non-permanently flowing drainage features that may not have defined bed or banks; they are first-order and zero-order intermittent and ephemeral channels, swales and connected headwater wetlands, but do not include rills or furrows.”²

As with other natural heritage features included in this evaluation, staff did not undertake any fieldwork or apply any evaluation protocols to determine the significance of headwater features. Orthophotography and mapping from conservation authorities and the Ministry of Natural Resources and Forestry were used to determine the presence of natural heritage features, including headwater drainage features. Although source protection considerations were not included in the formal evaluation criteria, staff considered the presence of vulnerable aquifers or significant areas of groundwater recharge as important factors to consider alongside headwater features.

¹ See Section 2.6 Cultural Heritage and Archaeology in the Provincial Policy Statement, 2014.

² Toronto and Region Conservation Authority and Credit Valley Conservation, 2014. *Evaluation, Classification and Management of Headwater Drainage Feature Guideline*, p. 6.

3.8 Escarpment-related Landforms

Criterion #2b is intended to include significant Escarpment-related landforms in the NEP. The NEP defines Escarpment-related landform as "the physical features of the land associated with the Escarpment and created by erosion, sedimentation and glaciation, often including such features as moraines, lakes, river valleys, beach ridges, drumlins, and kames."

There are many moraines and other features of glaciation located in proximity to the Escarpment, and extend beyond the current boundaries of the NEP Area. Examples include the Fonthill Kame Delta in Niagara Region, and the Orangeville and Singhampton Moraines in Dufferin and Simcoe Counties. These features can be considered Escarpment-related because they formed as a result of pre- and post-glacial processes that buried Escarpment slopes. These features often extend beyond the Escarpment slopes, and including all such areas in NEP has the potential to add thousands of hectares of land to the NEP Area. To further refine this criterion, staff has included only those features that are defined as significant, i.e., provincially or regionally significant Earth Science ANSIs.

Earth Science ANSIs consist of some of the most significant representative examples of the bedrock, fossil and landforms in Ontario and include examples of ongoing geological processes. ANSIs are located on both public and private lands, and receive protection under the Provincial Policy Statement.³

4. EVALUATION SUMMARY

To support the desktop and field surveys conducted by staff, the following documentation is included in this report:

1) Overview Mapping (Appendix 1):

Eight maps provide overviews of all the areas that were evaluated as part of this study. Red polygons demarcate areas that were evaluated, but are not recommended as proposed additions. Green polygons indicate areas that are recommended for consideration as proposed additions. Each polygon has been provided with a label for ease of reference (e.g., "N" indicates the municipality—Niagara, with "W" used for Hamilton to avoid duplication).

2) Detailed Mapping and Justification for Proposed Additions (Appendix 2):

Detailed maps indicating natural heritage features, Escarpment geological features, or other significant features have been prepared for each of the areas being recommended for consideration as proposed additions. For each area, the evaluation criteria that are met are listed, as well as a general description of the area. In June 2015, site visits were made to each area proposed for addition.

³ See Section 2.1 Natural Heritage in the Provincial Policy Statement, 2014.

Photographs are included to provide a general sense of the landscape character, including natural heritage, cultural heritage and geologic features.

3) Desktop and Field Survey Notes (Appendix 3):

These are provided in table format, giving a point-form summary of each area evaluated as part of this study. Red font indicates areas that are not being recommended as proposed additions, and black font indicates areas that are being recommended for consideration.

In addition, the sections below provide summaries of the considerations for each mapping area.

4.1 Niagara Region (Map 1)

Within Niagara Region, staff evaluated a total of 1050 hectares, within only 6.9 hectares being proposed for addition to the NEP: lands that are part of the Lathrop Nature Preserve (N8) near the village of Fontill. In addition, a small piece of the Balls Falls Conservation Area (N12) was found to lie outside of the NEP Area; however, staff recommends that this be treated as a boundary adjustment since it amounts to only 0.2 hectares, rather than treating it as an addition of lands to the NEP Area. The proposed addition is mapped and described in detail in Appendix 2. All areas that were evaluated in Niagara Region are shown on Map 1.

As mentioned above, staff did not carry out detailed assessment of lands within municipal urban boundaries. This eliminated several areas from consideration that were identified in the April 2013 Discussion Paper as having connections to the Escarpment. These areas are shown on Map 1, but they were not evaluated in detail. These include:

- Calaguiro Estates (City of Niagara Falls) – N2;
- Glendale/York Road (Town of Niagara-on-the-Lake) – N3;
- Sea Haulage Road Woodlands (City of St. Catharines) – N4;
- St. David's Road East (City of Thorold) – N5;
- Power Glen Heritage Conservation District (City of St. Catharines) – N6;
- Beamsville Escarpment Toe (Town of Lincoln) – N14.

Several areas outside of municipal urban boundaries were identified as meeting some of the evaluation criteria, but they were included in the Greenbelt Protected Countryside or Greenbelt Natural Heritage System when the Greenbelt Plan boundaries were finalized in 2005. Therefore, they are not being proposed for addition to the NEP. These are shown on Map 1, and include:

- Laurent Wetland Complex (Town of Niagara-on-the-Lake) – N1;
- DeCew Falls ESA (City of St. Catharines) – N7;
- Fonthill Kame Delta Earth Science ANSI (Town of Pelham) – N9;
- Short Hills/St. James ESA (Town of Pelham) – N11;
- Jordan Harbour/Balls Falls ESA (Town of Lincoln) – N13;

- Grimsby Woodlot PSW (Town of Grimsby) – N15.

The lands associated with the Lathrop Nature Preserve consist of three parcels totaling 6.9 hectares. These lands are technically within the Town of Pelham urban boundary, but they also fall within the Fonthill Kame Delta Provincial Earth Science ANSI and the Short Hills/St. James ESA. One of the 3 parcels is part of the property owned by the Nature Conservancy of Canada. A second parcel is owned by the Town of Pelham, and is part of the Marlene Stewart Streit Park. A third parcel is privately owned. Given the significance of the natural and geologic features in this area, staff recommends that the three parcels be added to the NEP Area. A detailed map of the proposed addition is included in Appendix 2.

4.2 City of Hamilton (Map 2)

No lands are proposed for addition to the NEP Area within the boundaries of the City of Hamilton. However, the following parcels were reviewed:

- Vineland Moraine – W1;
- Eramosa Karst – W2;
- Red Hill Creek Valley ESA – W3;
- Jerseyville Road Woodlot – W4;
- Copetown Ballpark Woodlot – W5;
- Christie Stream Valley ESA – W6;
- Logies Creek/Parkside Drive PSW – W7;
- Lake Medad Valley PSW – W8;
- Flamborough Centre PSW – W9;
- North Progreston Swamp – W10.

None of the above parcels met more than two of the evaluation criteria. In addition, the Jerseyville Woodlot is partially outside of the original Niagara Escarpment Planning Area, and the Eramosa Karst is not contiguous with the existing NEP Area. Most of the evaluated areas, with the exception of the Eramosa Karst and the Red Hill Creek Escarpment Valley ESA, also fell under the protection of the Greenbelt Plan and therefore were not proposed for addition to the NEP.

4.3 Halton Region (Map 3)

No lands are proposed for addition to the NEP Area within the boundaries of Halton Region. However, the following parcels were reviewed:

- Mountsberg PSW/North Progreston Swamp – H1;
- Guelph Junction Woodlands ESA/PSW – H2;
- Hilton Falls ESA – H3;
- Halton Escarpment PSW – H4;
- Acton Swamp ESA – H5;
- 5th Line/ No. 15 Sideroad – H6;

- 6th Line/No. 20 Sideroad – H7;
- Henderson's Corners – H8;
- Worden View/Highway 7 – H9;
- Clayhill Road – H10.

All parcels evaluated in Halton Region are already part of the Greenbelt Plan. Even so, only one parcel, the Clayhill Road area, met three of the six evaluation criteria. However, as noted, these lands already fall under the protection of the Greenbelt Plan.

4.4 Peel Region (Map 4)

No lands are proposed for addition to the NEP Area within the boundaries of Peel Region (Town of Caledon). However, the following parcels were reviewed:

- Grange Woods ESA – P1;
- Credit Forks/Devil's Pulpit ESA – P2;
- Credit River (Erin Branch) – P3;
- Caledon Meltwater Deposits (Peel) – P4;
- Caledon/Alton Outlier and Credit River Escarpment – P5;
- Little Credit River PSW/Oak Ridges – P6.

All identified parcels are already protected as part of the Greenbelt Plan, with the exception of the Little Credit River PSW/Oak Ridges, which is part of the ORMCP. Only one area met three of the six criteria under criterion #2: the Alton Outlier, a major Escarpment feature, consisting of more than 15,000 hectares, that was not included in the NEP Area, and includes multiple PSW complexes and a scenic ranking of "very attractive" in some areas. The Alton Outlier is included in the Greenbelt Plan.

4.5 County of Dufferin (Map 5)

North of Highway 9, the Escarpment landscape is primary natural or agricultural in character, and is not as affected by the urban development associated with Niagara, Hamilton, Halton, and Peel.

The areas evaluated in Dufferin include:

- Caledon Meltwater Deposits (Dufferin) – D1;
- Humber River Headwaters – D2;
- Violet Hills PSW – D3;
- Horning's Mills Village and Waterfall – D4;
- Horning's Mills Escarpment Brow – D5;
- Verwoerd Woodlot – D6;
- Lavender Escarpment Brow – D7;
- Lavender Falls Life Science ANSI – D8;
- Boyne River Valley Escarpment – D9;

- Pine River Escarpment Toe – D10;
- Lisle Creek Escarpment Toe – D11;
- Walker’s Creek Escarpment Toe – D12;
- Terra Nova Forests ANSI – D13;
- Mulmur Hills Outlier – D14;
- Boyne River Valley – D15;
- Sheldon Creek Escarpment Toe – D16.

Along the existing eastern boundary of the NEP Area, the Escarpment landscape is complex and difficult to interpret. The Escarpment brow is buried in many locations, and Escarpment-related features resulting from glaciation are sometimes difficult to distinguish from the main Escarpment feature by visual inspection only. The only prominent Escarpment cliff in Dufferin County is found in Mono Cliffs Provincial Park. The most heavily travelled corridor, and therefore the most common vantage point for viewing the Escarpment along the eastern edge of the NEP boundary, is Airport Road. Views to the east across the Nottawasaga plain are expansive. Below the Escarpment toe, significant moraines, e.g., the Mulmur Hills, were deposited during glacier retreat.

The western edge of the existing NEP Area boundary is characterized by farmland, hedgerows, and woodlots. The high elevation associated with these tablelands makes them ideal for wind-generated electricity. In 2014, as a result of the Dufferin Wind Power Project, six wind turbines were built on lands approximately one kilometer from the current NEP Area boundary. These turbines skyline above the Escarpment brow, and are visible below the Escarpment near Banda, a hamlet on Airport Road. In proximity to the Escarpment brow (which is buried in most locations), the Escarpment slopes are incised with the re-entrant valleys associated with the Noisy, Boyne and Pine Rivers and their tributaries.

The southern-most evaluated areas in Dufferin County, i.e., the Caledon Meltwater Deposits and the Humber River Headwaters are already included in the Greenbelt Plan, and are therefore not being proposed for addition to the NEP.

4.6 County of Simcoe (Map 6)

The most prominent Escarpment feature not currently included in the NEP Area in the County of Simcoe is the Creemore or “Ten Hill” Outlier. This is a fully detached outlier that is separated from the main Escarpment by the Mad River valley. The slopes of the outlier, in combination with the slopes of the main Escarpment, enclose the Village of Creemore in a valley, adding to its quaint rural character and charm. However, as noted above, the Village of Creemore was not evaluated for addition to the NEP Area since it is located at the periphery of Escarpment-related lands.

From the top of the Creemore Outlier, views both to Georgian Bay and across the Nottawaga plain towards Barrie and Lake Simcoe are expansive.

Three areas were evaluated in Simcoe County:

- Avening Escarpment Toe – S1;
- Creemore (Ten Hill) Outlier – S2;
- Duntroon Escarpment Toe – S3.

Due to their strong visual and topographic connection to the Escarpment, all three areas are being proposed for addition to the NEP.

4.7 County of Grey (Map 7)

Like Simcoe and Dufferin Counties, views to and from the Escarpment in Grey County, especially in the Town of the Blue Mountains, are impressive. Across Grey County, the main Escarpment is very well defined, and is accompanied by many well-defined Escarpment-related landforms. Many of these Escarpment-related landforms were omitted from the NEP Area in 1985.

The areas being proposed for addition to the NEP in Grey County are, in many cases, very large. This is in keeping with the open landscape character of area, including both natural and agricultural areas. The agricultural landscape is dominated by apple orchards in the Town of the Blue Mountains and the Municipality of Meaford. The “Apple Pie Trail” was established to promote culinary tourism in the region, and even includes a winery.

The federal Department of National Defence operates a training facility in the Municipality of Meaford. The lands occupied by the training centre have a strong Escarpment association, especially the Tank Range Outlier. Areas under the jurisdiction of the federal government were not evaluated; however, a portion of the outlier lies outside of the federal lands, and has been included in this analysis.

North of Owen Sound, the Township of Georgian Bluffs landscape is dominated by natural heritage features, although some agriculture is present. Here, multiple scarps were created by ancient shorelines associated with Lake Algonquin. The present-day shoreline consists of cobble and pebble beaches, and is almost fully built out with cottage development.

The areas evaluated for inclusion are:

- Rob Roy PSW – G1;
- Rob Roy Escarpment Brow – G2;
- Ravenna, Redwing, Mill Creek Escarpment Toe – G3;
- Bighead Valley & St. Vincent Outlier – G4;
- Bighead Valley Escarpment Toe & Slope – G5;
- Meaford Tank Range Outlier – G6;
- Coffin Hill & Silcote Outliers – G7;
- Presqu’île Road Secondary Scarp – G8;
- Keppel Secondary Scarp – G9;
- Big Bay & Cape Commodore – G10;
- Georgian Bay Islands – G11;
- Oxenden Gap – G12;

- Walter's Creek/Oak Forest Life Science ANSI – G13;
- Little Germany PSW – G14;
- Banks Moraine – G15;
- Gibraltar Moraine – G16.

A number of these are proposed for addition to the NEP Area.

4.8 County of Bruce (Map 8)

When the original Planning Area was identified in 1973, the entire Bruce Peninsula was included. In its entirety, the Bruce Peninsula is an excellent representation of a classic cuesta landform, with well-defined scarp and tablelands that slope away from the scarp. Other than the shoreline cliffs, talus slopes, and cobble beaches, the scenic rankings of NEP lands on the Bruce Peninsula are generally average or low because of the flat topography and unbroken forest cover.

Although they were included in the Planning Area studies of the 1970s, the Neyaashiinigmiing (Cape Croker) Indian Reserve No. 27 and the hunting grounds farther north on the peninsula have not been evaluated as part of this study.

In order to better provide for a continuous natural environment, there are gaps in the NEP Area in Bruce County that should be brought in to the NEP Area. In these areas, the Bruce Trail is also outside of the NEP Area. A 50-hectare island off the coast of Cape Dundas known as Barrier Island has been included as a proposed addition. It is a Provincial Life Science ANSI, and is uninhabited. Although it is not formally identified as an outlier, orthophotography reveals a similar underwater structure as other island outliers, and its bedrock is consistent with Escarpment cap rock.

The areas evaluated in Bruce County are:

- Barrier Island Life Science ANSI – B1;
- Hope Bay Forest Life Science ANSI – B2;
- Forty Hills – B3;
- Smokey Head/White Bluff Life Science ANSI – B4;
- Otter Lake PSW – B5;
- Britain Lake Wetlands – B6;
- Gillies Lake Gap – B7;
- Cabot Head Life Science ANSI – B8;
- Highway 6 Public Lands – B9;
- Northern National Park Lands – B10.

Several of these are proposed for addition to the NEP.

5. CONSULTATION WITH MUNICIPALITIES, STAKEHOLDERS AND LANDOWNERS

The initial Discussion Paper and Addenda 1 and 2 were prepared prior to MMAH and MNRF determining what the consultation process would be for the 2015 Co-ordinated Review. The first phase of consultations has now closed, and NEC, MNRF, and MMAH are reviewing comments and submissions made in writing and at the Town Hall meetings. In keeping with the high-level nature of the issues being considered during the first phase of the review, direct consultation on proposed additions has not occurred. The proposals contained in this Paper may, if endorsed by the Commission and the Minister of Natural Resources and Forestry, be included as proposed amendments that will be consulted on during the second phase of consultation.

Based on informal discussions and some comments formally submitted during the first phase of the review, some municipalities are concerned about proposals to add lands to the Greenbelt Plans, including the NEP. Concerns likely relate to the loss of decision-making control over lands within their boundaries, and the administrative burden of interpreting and/or implementing provincial plans. Within the NEP Area, they may also be concerned about loss of property tax revenues if significant quantities of newly added lands are included in Escarpment Natural Area and thereby become eligible for the Conservation Lands Tax Incentive Program.

There may also be benefits for municipalities if lands are added to the NEP. For example, the stringent policies of the NEP can facilitate the protection of prime agricultural lands, natural heritage features and systems, and cultural heritage landscapes. NEC Development Control in new areas could also avail more municipal resources to be directed towards managing and focusing development in designated growth areas within their municipal boundaries.

Comments and submissions from private landowners during the first phase of the review revealed that there are two opposite perspectives on expanding the NEP or Greenbelt Area. Landowners with strong economic interests in their lands, e.g., developers, farmers, business owners, are concerned about further restrictions on their property rights and the burden created by additional layers of land use planning control. Landowners near the periphery of the existing NEP or Greenbelt Plan areas, with interests in protecting the natural and/or cultural character of their properties may support enlargement of the Plans' areas to add additional protection from incompatible development. With regard to the NEP Area, environmentally-minded stakeholders and landowners also value the association with the UNESCO World Biosphere Reserve and embrace the Greenbelt concept of land protection.

As stated in the first section of this Paper, the province has asked for direction on where the Greenbelt might be expanded. NEC staff's response to this is included in this Paper, and is being offered for the consideration of Commission. If the Commission endorses all or part of this Paper, the proposals will be forwarded to the Minister for his consideration.

Ultimately, it is the Minister who decides what amendments, including proposed NEP Area additions, will be considered by and Aboriginal communities, stakeholders, the public, and municipalities during the second phase of the Co-ordinated Review. It is anticipated that consultation during the second phase will be conducted in a manner similar to the first phase: a formal process will be coordinated through MMAH and MNRF. NEC staff will continue to make itself available to municipalities and stakeholders that request separate meetings, as it did during the first phase of the Co-ordinated Review.

6. CONCLUSIONS

In total, NEC staff evaluated 83,783 hectares of land in the original NEP Planning Area to determine if, 30 years after the approval of the NEP, there were areas that should be re-considered for inclusion in the NEP Area. Of these 83,783 hectares, staff is proposing that 44,196 hectares be included in the NEP Area. In summary, the regional distribution of evaluated areas is:

Region/County	Total Area Evaluated (Hectares)	Total Area Recommended for Addition to NEP	Percentage of Proposed Additions
Niagara Region	1050	7	0.02%
City of Hamilton	2407	0	0
Halton Region	2162	0	0
Peel Region	17,552	0	0
Dufferin County	10,302	6736	15.2%
Simcoe County	4129	4129	9.3%
Grey County	39,751	32,559	73.7%
Bruce County	6430	765	1.7%
TOTAL	83,783	44,196	100%

This Discussion Paper has not addressed the implications for the NEC's Development Control and Development Permit Regulations (Ontario Regulations 826/90 and 828/90). The continued applicability of zoning by-laws and the development permitting process can be addressed outside of the 2015 Co-ordinated Review. These Regulations should be seen as tools for implementing the NEP and the NEPDA, and should therefore be addressed once the Co-ordinated Review is completed, and can be considered in light of any new policy directions that may result from the Co-ordinated Review.

The NEP Designation Criteria will eventually need to be applied to the NEP Area additions that are endorsed by the NEC. This can occur, in draft form, once the Commission has selected a preferred scenario for revisions to Designation Criteria. Four possible scenarios were set out in the Discussion Papers on Designation Criteria and Land Use Designation Mapping.

Should these lands eventually be included in the NEP Area, affected municipalities will need to ensure their official plan policies for these areas are consistent with the NEP. As mentioned in the section above, municipalities may have concerns related to the inclusion of additional lands in the NEP Area. However, staff has applied a methodology using consistent and defensible evaluation criteria and has determined that the areas proposed

for addition contain Escarpment features that are of provincial significance due to their contribution to Ontario's scenery and natural, cultural, or geologic heritage. For these reasons, staff maintains that the proposed additions merit protection in a provincial land use plan: the NEP.

7. RECOMMENDATIONS

- That the Commission consider the areas proposed in this report for addition to the NEP Area;
- That the Commission direct staff to apply the revised Designation Criteria to the proposed additions that are endorsed by the Commission, once the Commission has identified its preferred land use mapping scenario; and
- That the Commission forward its recommendations to the Minister of Natural Resources and Forestry along with other proposed amendments that the Commission has endorsed.

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Sources

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