



Committee Report

To: Councillor Steve Hammell, Chair and
Members of the Planning and Development Committee

From: Derrick Thomson
Acting Director of Planning and Development

Date: September 15, 2022

Re: Bruce County Official Plan Amendment C-2022-009 (Saugeen Shores
Landfill)

Staff Recommendation:

That Bruce County Official Plan Amendment C-2022-009 be approved; and

That the By-law be forwarded to County Council for adoption.

Summary:

The purpose of the application is to amend a portion of the Agricultural and Rural Areas designations of the County Official Plan to permit the relocation of the front end of the Town of Saugeen Shores' landfill site (i.e., waste receiving and recycling) at 126 Concession 14. A related Zoning By-law Amendment (File Z-2022-066) will be considered by the Town on September 19, 2022. If approved, the amendments would allow a more efficient on-site operation.

Alignment with Guiding Principles:



GOOD GROWTH
To put growth in the
right locations with the
right services



AGRICULTURE
To support our key
economies, including
supporting a thriving
agriculture community



CONNECTING
To improve our ability to move
people, goods, and information
between communities



HOMES
To increase the supply
and mix of homes



BUSINESS
To create opportunities for a
diversity of businesses, jobs,
and employers



COMMUNITIES
To create wellbeing through
access to healthy complete
communities



HERITAGE
To identify and
manage our cultural
heritage resources



NATURAL LEGACY
To manage natural resources
wisely for future generations

- Not applicable
- Not aligned
- Aligned
- Strongly aligned

The proposal is aligned with the Good Growth guiding principle in that it makes efficient use of existing lands owned by the Town of Saugeen Shores, while keeping landfill and recycling operations within proximity of users but in an area that avoids potential land use conflicts.

The proposal is aligned with the Natural Legacy principle in that it facilitates ongoing landfill and recycling operations through an amended site layout, while applying avoidance and mitigation measures to address potential adverse environmental impacts.

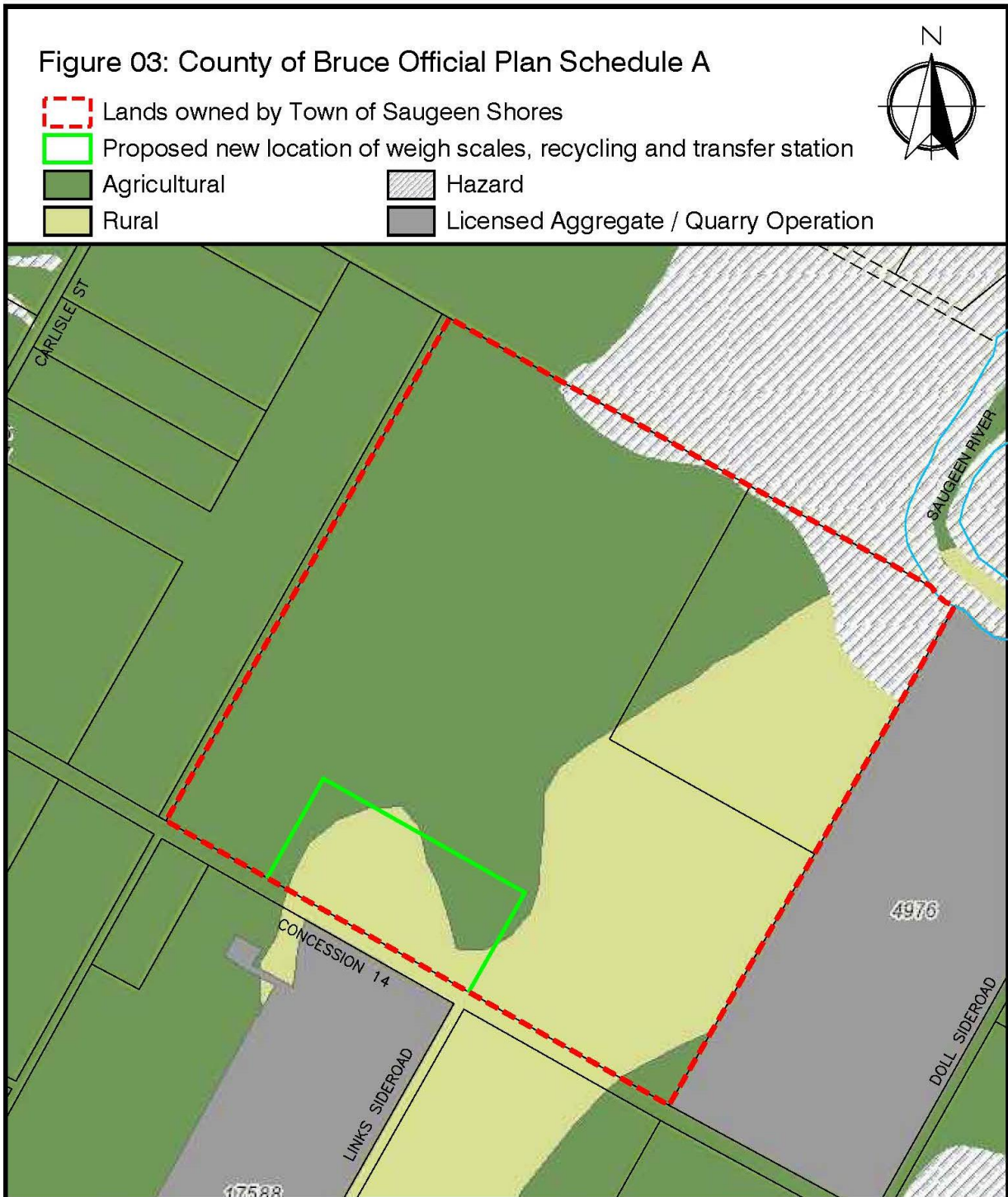
The proposal is aligned with the Heritage guiding principle as Archaeological Assessments have been completed on the subject lands. No archaeological resources were encountered. The Town will undertake additional assessments in areas not covered in the current reports should development and site alteration be proposed outside the current study limits.

On balance, this proposal is aligned with the Guiding Principles and the Vision of a healthy, diverse and thriving future.

Airphoto



Context Plan

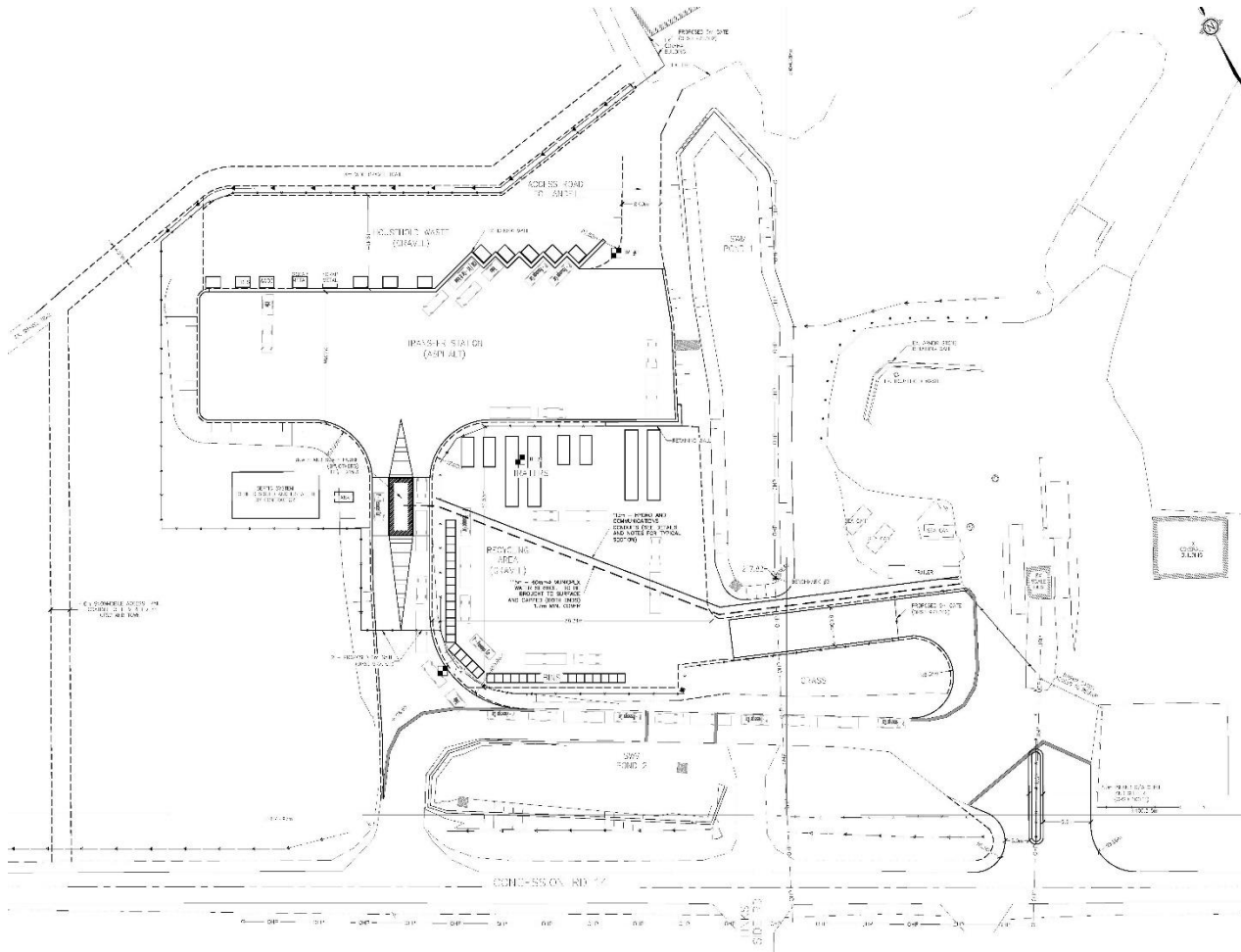


Town of Saugeen Shores
Proposed Relocation of Landfill Site "Front End"

RD **RON DAVIDSON**
LAND USE PLANNING CONSULTANT INC
OWEN SOUND, ONTARIO

SCALE 1:9000

Site Plan (*For Representation Only - Full Site Plan attached separately)



Planning Analysis:

The following section provides an overview of the planning considerations that were factored into the staff recommendation for this application, including relevant agency comments (attached) and planning policy sections.

Waste Management

The Bruce County Official Plan supports the provision and operation of a broad range of services and utilities including waste management facilities. The policies seek to ensure such services are provided in a comprehensive and cost-effective manner while minimizing land use conflicts and negative impacts on the natural environment. As such, the responsible planning, construction, and maintenance of such services is supported.

The Southampton Landfill site is located east of Southampton, in the Town of Saugeen Shores. The Town owns approximately 100 ha of land in this area which are designated Agricultural Areas, Rural Areas and Hazard Land Areas in the County Official Plan. The landfill occupies approximately 20 ha of the total lands.

The Town is seeking an amendment to the Official Plan to allow for the reconfiguration of the front end of the site to allow for more efficient waste receiving and recycling. This would shift the existing weigh scales, scale house, and recycling area from their current location further to the west. The remainder of the landfill operations and the lands identified for landfill purposes will remain unchanged. There will also be no change to the existing access points from Concession 14. However, the internal site reconfiguration will provide additional space for waste diversion purposes and improve traffic movements thereby reducing vehicle queuing and associated impacts on the local road.

The Official Plan states that County Council will continue to support and promote reduction, re-use, and recycling of waste in Municipal, industrial, commercial and institutional operations and the location of associated facilities throughout the County. However, the County Official Plan does not expressly identify waste management as a permitted use in any of the Plan designations. As such, the Town is seeking an amendment to the Official Plan to permit waste receiving and recycling in the Agricultural Areas and Rural Areas designations. The existing 20 ha landfill is already in these designations. This amendment would apply to an additional area approximately 8 ha in size west of the landfill within the lands owned by the Town. It should be noted that the amendment will not facilitate the expansion of the landfill, only the relocation of the waste receiving and recycling area.

[Agricultural Areas and Rural Areas](#)

Most of the existing landfill and the area subject to the proposed amendment are in the Rural Areas designation. The intent of the Rural Areas designation is to balance rural development pressures with the need to preserve and protect the rural landscape. Economic activities in the Rural designation shall be those that take advantage of the natural attributes of the rural area but, at the same time, conserve and protect the rural landscape. The Town's operations are sited so that they are close to expected users but in an area where land use conflicts can be minimized (i.e., the site is large and screened from adjacent properties by landscaped buffers and natural features).

The remaining portion of the landfill and the reconfigured front end are in the Agricultural Areas designation. The planning consultant noted that approximately 30% of the expansion site is within a prime agricultural area. The Official Plan policies protect Agricultural Areas from the intrusion of land uses that are not compatible with agricultural operations. The preference would be to locate the waste management facility entirely on the rural lands, however, the Provincial Policy Statement (PPS) states:

2.3.6.1 Planning authorities may permit non-agricultural uses in prime agricultural areas for:

- a) extraction of minerals, petroleum resources and mineral aggregate resources; or*
- b) limited non-residential uses, provided that all of the following are demonstrated:*
 - 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 within the planning horizon provided for in policy 1.1.2 for additional land 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.*

2.3.6.2 Impacts from any new or expanding non-agricultural uses on surrounding agricultural operations and lands are to be mitigated to the extent feasible.

In this case, the subject lands are not in a specialty crop area. There are no existing livestock facilities or anaerobic digesters within close proximity of the site. The Province's Minimum Distance Separation (MDS) document also states that certain uses, like landfills, do not require an MDS I setback as they are not expected to be impacted by existing livestock facilities or anaerobic digesters. Therefore, there are no MDS formulae issues.

The Town has also identified a need for the use on the subject lands, as relocating the front end of the landfill site further to the west will benefit site operations and minimize impacts on the local road.

There are no alternative locations outside of prime agricultural areas because the waste receiving and recycling must be located on the same lands as the landfill site. Relocation of the whole facility would be impractical as the landfill has not reached its full capacity. The encroachment in the Agricultural Areas is also considered minor as most of the front end uses will be within the Rural Areas designation. It should also be noted that these lands have been identified as a "potential" prime agricultural area on the Draft Land Evaluation and Area Review Map completed as part of the County's Official Plan update. These lands may or may not continue to be designated Agricultural Areas moving forward.

Other than improved traffic movement on the local road, there are no anticipated impacts on surrounding agricultural operations and lands.

Compatibility

Adjacent land uses consist of non-farm residential lots, agriculture, and aggregate extraction. Most of the adjacent uses are separated from the Town lands by a vegetated buffer, including traffic travelling along Concession 14. The amended waste receiving and recycling area will utilize existing access points and will be situated no closer to the road than the existing area used for these purposes. Loading and unloading activities will occur further from the road, as will the recycling area.

There will also be no increase in service level at the site. The reconfiguration of the on-site operations is intended to improve efficiency and allow for vehicular queuing on the property instead of on the Town road. The amount of traffic accessing the property will not change.

As such, there are no anticipated compatibility issues associated with the amendment.

Natural Hazards

The subject property is affected by natural hazards associated with low-lying wetlands and a watercourse in the northern portion of the site. The property is also impacted by the flood and erosion hazards of the Saugeen River, which flows to the northeast. Saugeen Valley Conservation Authority (SVCA) staff confirmed the proposed waste receiving and recycling area will be located outside the hazardous lands and, therefore, operations should not be impacted by flooding and erosion. The applications are in conformance with the natural hazard policies of the Province and the Bruce County Official Plan.

SVCA staff also noted that the Hazard Land Areas mapping in the County Official Plan and Environmental Protection (EP) zone in the Town's Zoning By-law will need to be updated as part of the next comprehensive review of these documents. The updates are needed to reflect the more detailed assessment completed by Natural Resource Solutions Inc. as part of the Environmental Impact Study for the site. These updates will include the wetlands and ephemeral watercourse. SVCA staff have advised that an update to the mapping is not required as part of the current applications.

Natural Heritage

The natural heritage features identified on and adjacent to the site include significant woodlands, potential significant wildlife habitat, adjacent lands to fish habitat, wetlands, and potential habitat of endangered and threatened species. The Bruce County Official Plan generally prohibits development within the natural heritage features and their adjacent lands unless it has been demonstrated that there will be no negative impacts to the natural features or their ecological functions.

An Environmental Impact Study was prepared for the project. The report concluded that with implementation of certain measures to avoid, minimize or mitigate impacts to the natural heritage features, the development is not expected to negatively impact those features or their ecological functions. Those measures include the provision of setbacks, installation of construction or tree protection fencing, compensation for the removal of wooded areas, limiting vegetation removals to certain times of the year, implementing dust suppression, limiting construction activities to certain times of the day, developing and implementing an erosion and sediment control plan and a restoration planting plan, and ongoing monitoring before, during and after development.

The report was generally found to be acceptable by SVCA staff, who provide natural heritage review comments on behalf of the County. SVCA staff noted that the applications would be acceptable provided the recommendations in the Environmental Impact Study are undertaken by the Town. The SVCA also asked to be provided the opportunity to review the stormwater management plan for the site once prepared.

Staff are working the SVCA and the Town to ensure these comments can be effectively implemented and will address this with the applicant through the Zoning By-law Amendment process.

Archaeology

The County Official Plan identifies that development on lands containing possible archaeological resources or areas of archaeological potential, should occur in such a manner as to avoid destruction or alteration of these resources. Where this is not possible, the development proponent shall conserve the resources through removal and documentation in accordance with the Ontario Heritage Act.

On the subject lands, Stage 1 and 2 Archaeological Assessments were prepared in support of the subject applications. The Stage 2 property survey was specific to the proposed waste receiving and recycling area. No archaeological resources were encountered during the Stage 2 survey. Approximately 2% of the study area was impacted by seasonal flooding at the time of the survey. These lands will require further assessment should development or site alteration be proposed in those areas.

Financial/Staffing/Legal/IT Considerations:

Potential Appeal to the Ontario Land Tribunal.

Report Author:

Coreena Smith
Senior Development Planner

Departmental Approval:

Derrick Thomson
Acting Director, Planning and Development

Approved for Submission:

Derrick Thomson
Chief Administrative Officer

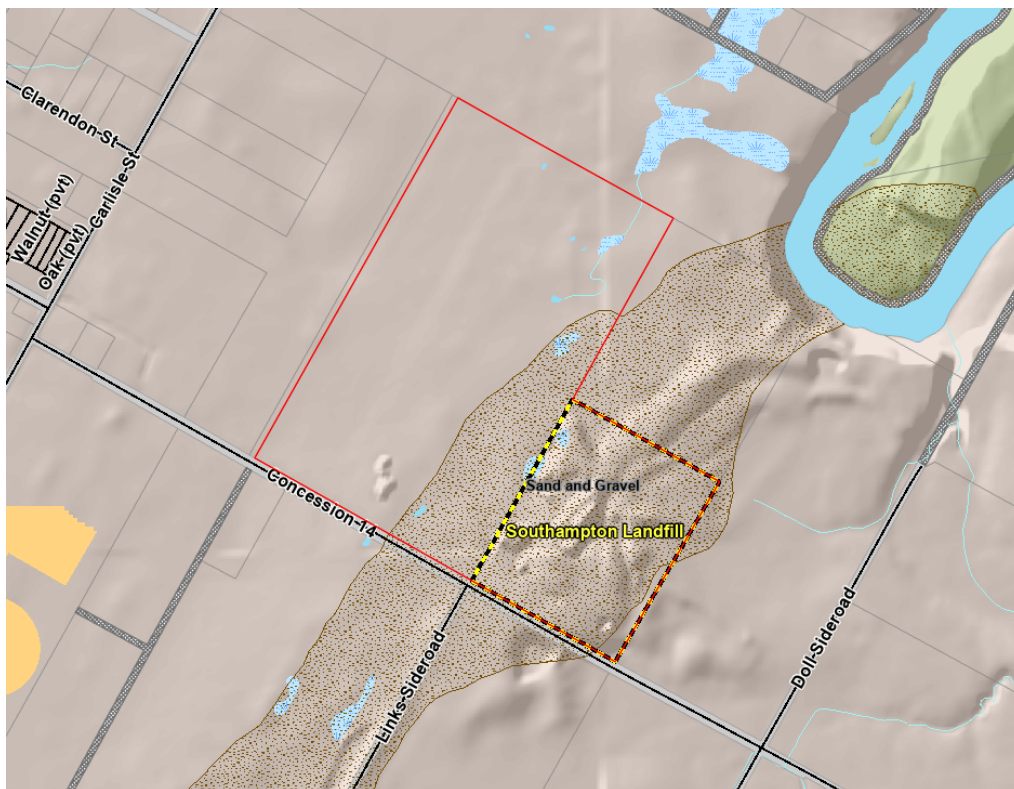
Appendices

- County Official Plan Maps
- Local Zoning Map
- List of Supporting Documents and Studies
- Agency Comments
- Site Plan
- Public Notice
- Decision Sheet
- Draft By-law and Schedule

County Official Plan Map (Designated Agricultural Areas, Rural Areas and Hazard Land Areas)



County Official Plan Map - Constraints (Sand and Gravel and Southampton Landfill)



Local Zoning Map (Zoned A - Agricultural, EP - Environmental Protection, WD - Waste Disposal, WD-1 - Waste Disposal Special)



List of Supporting Documents and Studies

- Site Plans (Existing Conditions and Removals Plan; Site Plan; Grading, Drainage and Servicing Plan; Signage Plan; Details and Notes)
- Figures
- Planning Justification Report
- Archaeological Assessment
- Environmental Impact Study
- Plan of Development and Operations Addendum
- Ministry of the Environment Conservation and Parks Amended Environmental Compliance Assessment

Agency Comments

Ministry of Municipal Affairs and Housing: No concerns.

Historic Saugeen Métis (HSM): The HSM Lands, Resources and Consultation Department has reviewed the relevant documents and have no objection or opposition to the proposed County Official Plan and Zoning By-law Amendments as presented.

Bruce-Grey Catholic District School Board: No comments.

Saugeen Valley Conservation Authority (SVCA): SVCA staff find the applications acceptable, provided the recommendations located within the “Environmental Impact Assessment Recommendations” section of their letter are met (full letter attached). The

recommendations are derived from the Environmental Impact Study submitted by Natural Resource Solutions Inc. (NRSI) dated May 2022.