Grand River Conservation Authority

Wetlands Policy

Appendix

Grand River Conservation Authority

March 28, 2003

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THE GRAND - A Canadian Heritage River
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Background

The Watershed Context

The Grand River watershed is the largest in Southern Ontario, stretching from Dundalk in the north to Lake Erie in the south. Covering 7,000 square kilometres (2,600 square miles), the watershed consists of all the land that drains into the Grand River through tributaries, creeks and rivers such as the Conestogo, Speed, Eramosa and Nith. The Grand River is the largest Canadian river system emptying into Lake Erie and contributes about 10% of the drainage to the lake.

The watershed is also one of the richest agricultural regions in Canada. Agriculture and rural land uses extend across 93% of the land. It is expected that agricultural growth and intensification will continue in the future. Urban uses are concentrated in the central portion of the watershed where 81% of the population lives on 7% of the land base. Most of the basin’s 800,000 people live in the cities of Kitchener, Waterloo, Cambridge, Guelph and Brantford.

The Grand River watershed is one of the fastest growing areas in the Province of Ontario. The population is expected to grow by 37% over the next 20 years. There are several key watershed-wide resource management concerns including:

- the ability of the river and groundwater system to meet the growing demand for water.
- the maintenance of river water quality and health.
- the capacity of the Grand River to receive wastewater.
- the protection of groundwater resources and sensitive wildlife habitats under the stresses of urbanization.

To deal with these critical issues, the Grand River Conservation Authority is spearheading a watershed management process called “The Grand Strategy”. This process identifies problems, develops creative solutions, pools resources, implements action, monitors results and evaluates progress on an ongoing basis. It is a collaborative effort that includes participation from federal and provincial governments, upper and lower tier municipalities, First Nations, business, organisations, educational institutions and the general public. The GRCA acts as the facilitator/catalyst to engage partners and provides the forum for them to make cross-boundary plans and decisions to manage development so that the natural environment is sustained.
Some of the watershed goals identified include:

- surface and groundwater will be used wisely to ensure that there is sufficient water to meet future needs (domestic, industrial, agricultural, recreational, and natural environment).
- watershed residents will value water and protect the quality of water.
- water quality will support a healthy natural aquatic and terrestrial resource.
- the entire Grand River system will support a healthy, self-sustaining fishery.
- habitats will support viable self-sustaining populations of naturally occurring species. We will protect indigenous species.
- growth will be managed so that it benefits future generations by integrating economic growth, social development and environmental protection.
- landowners will value natural areas and understand the management needs of resources on their lands.
- flood damages will be reduced.
- the quality of life and sense of place will be enhanced.
- tourism based on heritage and recreational resources will provide significant economic benefits for rural and urban communities.

Wetlands play a critical role in determining how the natural environment functions and reacts to land use changes and thus contribute directly towards the goals outlined above.

**Wetland Functions and Benefits**

Wetlands influence the water cycle within the watershed in positive ways and support an array of beneficial ecological functions. Hydrological benefits include flood reduction, groundwater recharge and flow augmentation, water quality improvements and erosion reduction. Wetlands are essential to maintaining to protect many of our drinking water sources (Ducks Unlimited Canada, 2001). Ecological benefits include nutrient storage, biological diversity and critical habitat for fish and wildlife. Carbon, a primary component of the most significant greenhouse gases that contribute to climate change, is sequestered (or stored) in wetlands soils and vegetation.

Wetlands also provide a variety of social benefits including education, research, aesthetics, recreation and cultural heritage. They contribute directly to the local economy by supporting hunting, fishing, eco-tourism and renewable resource products.
Perception of Wetlands

Historically, wetlands were viewed as nuisances, wastelands, hazards, and obstructions to orderly growth and settlement of landscapes. Wetlands were also considered to be threats to public health because of mosquito-borne pathogens, including malaria outbreaks during European settlement. Early settlers systematically drained, cleared and filled wetlands in an attempt to make them more useful for agriculture. About 70% of the historic loss of wetlands in Southern Ontario can be attributed to the turn-of-the-century conversion to agriculture (Natural Resources Canada, The National Atlas of Canada Wetlands). This was so extensive that the wetlands existing today largely represent the “residue” that could not be easily converted such as valley lands, floodplains and valuable woodlots.

Today, wetlands are still viewed as a constraint to development but one that can be surmounted using the latest engineering technologies. Peat extraction, urban development, rural residential development, transportation infrastructure, golf courses, changes to drainage patterns, and conversion to agricultural cropland continue to degrade or destroy the watershed’s remaining wetlands. The existence of an array of planning and management tools for wetland protection and restoration has provided some relief from direct loss but continued development on adjacent lands has resulted in progressive, large-scale wetland losses through disruption of the water pathways that sustain wetlands.

There is growing recognition of the importance of wetlands in relation to maintaining the hydrology of an area, improving water quality, maintaining fish and wildlife habitat, and supporting a healthy ecosystem. Many hunters and naturalists groups value wetlands and are contributing to wetland habitat enhancement projects in the watershed. Many developers are incorporating natural features into their development designs as an amenity for landowners.

Although wetland loss is not occurring at the rate it has in the past, it nonetheless continues. The impact of ongoing loss of wetland form and functions, has not been quantified. Given the historical loss of 65% of wetlands within the watershed, the loss of additional wetland area is a concern.

Planning and Management Tools

Provincial

Provincial Policy Statement

Wetland policy in Ontario has evolved since the 1980s. In 1981, the Ministry of Natural Resources released a discussion paper titled “Towards a Wetland Policy for Ontario”. This paper contained estimates of wetland loss in southern Ontario and discussed the value of wetlands. Public response overwhelmingly supported the development of a provincial policy to protect and conserve wetlands.

In 1992, the Minister of Municipal Affairs and the Minister of Natural Resources under Section 3 of the Planning Act released a Provincial Wetlands Policy. This Policy gave direction to municipalities, planning boards, public agencies, the private sector and others for the protection of wetlands. The policy goals were to ensure that wetlands were identified and protected through the land use planning process and that there was no loss of Provincially Significant Wetlands in southern Ontario. The policy also encouraged the conservation of other wetlands. Many regarded this as a strong policy statement and yet wetland loss continued.

In 1996, the Province issued a new Provincial Policy Statement that consolidated all provincial policies under Section 3 of the Planning Act. Policies related to wetlands are dealt with under the title “Natural Heritage” (Section 2.3). While the revised policy states that natural heritage features and areas will be protected from incompatible development, in practice only Provincially Significant Wetlands are considered when the policy indicates that development and site alteration will not be permitted in these areas. Compatible development and site...
alteration may be permitted in “fish habitat”, “significant woodlands”, “significant valleylands”, “significant wildlife habitat”, “significant areas of natural and scientific interest” and on “lands adjacent to wetlands” if it has been demonstrated that there will be no negative impacts on the natural features or the ecological functions of the area. This Policy statement also encourages maintaining and improving natural connections between natural features. It does not limit the ability of agricultural uses to continue.

The Provincial Policy Statement also deals with Public Health and Safety under the title “Natural Hazards” (Section 3.1). This Policy states that development will be generally directed to areas outside of hazardous sites. Hazardous sites include lands that may be unsafe for development due to naturally occurring hazards, including organic soils.

While wetlands that have not been classified and/or evaluated as Provincially Significant may be considered under natural hazards policies and/or water quality and quantity policies under the Provincial Policy Statement, they are typically not protected from development to the same extent. Projects including pipelines, wastewater and water supply facilities, and roads may be authorized in any wetland under the Environmental Assessment Act, the Ontario Energy Board Act, and the Ontario Water Resources Act. Although GRCA staff participate in external study team activities and provide input and comments for environmental assessments, wetland issues are not always given priority by the provincial decision-makers when weighed against other needs such as agriculture and social-economic aspects. These factors often result in tradeoffs and wetland losses.

**Wetland Evaluation and Classification**

In 1983-84, an “Evaluation System for Wetlands South of the Canadian Shield” was developed by the Ministry of Natural Resources and Environment Canada, on the basis of wetland form and functions. In addition to the evaluation system, the Ministry of Natural Resources developed a classification system based upon the Wetland Evaluation System point scores. Class I was considered the most significant while Class VII was the least significant. Initially, only Class I and Class II wetlands were considered provincially significant but after a consultation process, Class III was added. In 1992, the Provincial Wetlands Policy formally indicated that Class I, II and III wetlands would be considered provincially significant. No guidance was provided for what classes constituted regionally or locally significant wetlands.

In 1993, the Province updated the Wetland Evaluation System and evolved the class system to one that allowed the Ministry of Natural Resources to simply identify wetlands as Provincially Significant based on the evaluation point score.

Since 1984, the wetland evaluation has gone through three iterations. The Ministry of Natural Resources is responsible for evaluating wetlands. To date, about 70% of the wetlands in the watershed have been evaluated. Only 30% have been evaluated using the most recent evaluation criteria. GRCA staff estimate that about half of the unevaluated wetlands are provincially significant and that about 20% of the watershed wetlands could be included in evaluated provincially significant complexes and should be re-evaluated.
In 1998, the Province introduced an Ecological Land Classification (ELC) methodology for use in southern Ontario. This standardized method of land classification establishes a framework for the descriptions of ecosystems and comprehensive and consistent approaches for inventories, interpretations and mapping of land and water units. The GRCA and other resource management agencies have begun implementing the ELC methodology in order to build an understanding of the types of habitats that are present in the watershed. In addition to determining vegetation cover, this methodology integrates soils and the overall moisture regime of an area into the determination of landscape units and patterns. The Wetland Evaluation System and the Ecological Land Classification are complementary tools.

**Municipal**

**Municipal Land Use Planning**

Most upper tier municipalities within the Grand River watershed have Official Plans. Some Official Plans are currently being developed or reviewed as a result of municipal restructuring. All recent Official Plans incorporate policies protecting Provincially Significant Wetlands and some offer a measure of protection to all wetlands. This is typically provided through hazard land or environmental protection designations and zoning by-laws. The effectiveness of the hazard land zoning in protecting wetlands depends largely on the availability of high quality mapping and on the approach of the municipality. For instance, where municipalities have identified wetlands as restricted use areas in their Official Plans and zoned them as agricultural use areas or open space in their implementing Zoning By-laws, wetland loss has frequently occurred. This is because agricultural use expansion, peat extraction, and active recreational uses including golf courses, are often permitted in these zones.

The lower tier municipalities have Official Plans, but some are quite old and predate the Provincial Wetland Policy. Many of these municipalities are in the process of updating their municipal documents under the Planning Act. These revised Official Plans and accompanying zoning by-laws must conform to the upper tier Official Plans.

Advances in wetland protection through designation in Official Plans and protective zoning has been gradual over the past 25 years as policies have been incorporated into the municipal documents during regular updates and revisions.

**Subwatershed Plans**

Prior to approving subdivisions and land use changes in many small subwatersheds, some municipalities have undertaken subwatershed planning with input from the Grand River Conservation Authority and the Ontario Ministry of Natural Resources. Plans such as the Torrance Creek Subwatershed Plan provide a comprehensive approach for identifying wetlands, their significance and the probable impact of development on existing wetland form and function. These studies help guide appropriate municipal land use decisions under the Planning Act and encourage private land stewardship to protect and enhance the environment.
Grand River Conservation Authority

Policy Development


In 1990, the Authority began work on a draft wetland policy statement for protecting watershed wetlands. It was circulated widely for comment and peer review. In June 1992, an Interim Wetland Buffer Policy was adopted for use until the GRCA comprehensive policy was approved (Res. No. 169-92). With the passing of the Provincial Wetlands Policy in 1992, the Conservation Authority abandoned its own wetlands policy and received and adopted the Provincial Wetlands Policy (Res. No. 176-92).

Mapping

The Grand River Conservation Authority is currently mapping all wetlands regardless of whether or not they are provincially or locally significant, or evaluated or unevaluated.

This mapping is available to watershed municipalities to assist in updating their Official Plans and Zoning By-laws and is being used by the GRCA for administering the Fill, Construction and Alteration to Waterways Regulation and for providing plan input and review. This mapping is new and it will be some time before the distribution of the mapping is complete and the wetland information incorporated into municipal documents.

Regulations

The Grand River Conservation Authority currently regulates “construction in or on a pond or swamp or any area susceptible to flooding” and the “placement of fill” in areas that have been defined in schedules and registered with the Province (Scheduled Areas).

The GRCA has 23 Scheduled Areas that are delineated by “fill lines” on maps. These areas include wetlands and adjacent features, steep slopes, springs, poorly drained soils and floodplains. Low lying lands contiguous to wetlands have also been included in Scheduled Areas where high water table and poor drainage conditions persist. While many major source areas such as Roseville Swamp, Beverly Swamp and the Oakland Source Area are included in Scheduled Areas, it is estimated that only about 40% of the Provincially Significant Wetlands in the central portion of the watershed are protected in this way. Unless a wetland is included in a Scheduled Area, the Authority cannot regulate fill placement, only construction.
Construction and/or fill placement have been permitted in wetlands regulated by the GRCA only where it has been demonstrated that the ecological and hydrological impacts are insignificant.

The regulation does not protect a wetland from excavation, peat extraction, or drainage works under the municipal Drainage Act.

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**Watershed Plans**

The Grand River Conservation Authority is spearheading a watershed management plan (*The Grand Strategy*) for the Grand River watershed. The Forest Management and Water Management components were initiated in 2000. Both of these components will in part, address wetlands and their protection.

Subwatershed plans have been completed for many tributaries, particularly along the east side of the watershed and around the urban centres. The GRCA co-ordinates the plan where a subwatershed crosses municipal boundaries. Some of these plans have included comprehensive wetland inventories and functional analysis, but many of the early subwatershed plans do not. This type of study is essential for identifying the significance of wetlands and determining the probable effects of land use change on the natural environment and can be used to make land use decisions and other efforts in support of the protection and enhancement of wetlands.

**Municipal Plan Input and Review**

The GRCA, through its plan input and review functions, encourages watershed municipalities to adopt strong wetland policies and provides maps of wetlands, source areas, floodplains, and valley lands for incorporation into Official Plans and Zoning By-Laws.

The Authority’s role in reviewing development applications for the municipal land use planning process has become key in recent years with the Province’s delegation of many land use planning responsibilities to the municipalities. The Authority has signed Memoranda of
Agreement with each of the upper tier municipalities in the watershed to provide technical comments and advice on development applications with respect to Provincial Planning Policies, including the Provincial Wetlands Policy.

**Land Securement**

Since the 1950s, many significant wetlands and source areas have been acquired and managed by the GRCA. These include Luther Marsh, the Keldon and Amaranth source areas, Puslinch Lake properties, Bannister-Wrigley Lakes complex and the Dunnville Marshes.

Of the 19,000 hectares the GRCA currently owns, about 5,850 are Provincially Significant Wetlands.

**Environmental Assessments and Municipal Drains**

The GRCA provides input and comments for Environmental Assessment Act proposals by participating in external study team activities. Through this process, the Conservation Authority provides comments consistent with the current GRCA policy and is sometimes successful in persuading agencies to revise proposals that reduce or minimise activities that will result in wetland loss or degradation.

The GRCA also provides comments to municipalities on proposed drain clean outs and new drains being proposed. These drainage works have a potential to impact on wetlands when located in or near wetlands. Comments consistent with GRCA policy are provided although there is limited opportunity to influence the design of the drainage works.

**Stewardship/Restoration/Enhancement**

Advice on wetland habitat enhancement projects is provided to landowners in the watershed by GRCA staff on a site-by-site basis. Some watershed studies have identified wetland enhancement as a priority and the Conservation Authority works with other groups such as Ducks Unlimited and the Wetland Habitat Fund to co-ordinate and implement land stewardship programs. These may include a public education or landowner contact component (examples include Torrance Creek and Mill Creek).
**Wetland Research**

To further our understanding of wetland functions, significance and natural heritage values, the GRCA facilitates and participates in wetland research. For example, the GRCA has entered into an agreement with the University of Waterloo Wetlands Research Centre to facilitate collaborative wetland research. While wetlands owned by the GRCA and located at Guelph Lake, Puslinch Lake and Grass Lake (near Glen Morris) have been designated and posted as long-term research areas, additional research is required throughout the watershed.

**New Directions**

In 1998, the Conservation Authorities Act was amended (Bill 25) to enable Conservation Authorities to broaden their regulatory powers to include prohibiting development along shorelines, adjacent to steep slopes and within floodplains, valley lands and wetlands. Development includes grading, construction and fill placement. A new Regulation has been developed by Conservation Ontario and is awaiting provincial approval. It is expected that approval will be granted effective sometime in 2003. Once approved, Conservation Authorities will have two years to prepare their own regulation in compliance with the approved new Regulation.

Legal counsel has recommended that Conservation Authorities map regulated areas. The maps become part of the individual Conservation Authority Regulation that is approved by the Minister of Natural Resources. The Grand River Conservation Authority has been proactive in mapping natural hazards through GIS (Geographical Information Systems). These maps have been field checked across the watershed. With this change in the Conservation Authority’s ability to regulate development in wetlands, comes the need to be clear on the Authority’s policies with respect to development within and adjacent to all wetlands.

Other provincial initiatives that are currently underway, which may influence how wetlands are addressed include:

1. *Five-year review of the Provincial Policy Statement (PPS)*. Changes to the PPS may be made on matters related to section 2.3 Natural Heritage and section 2.4 Water Quality and Quantity.

2. *Provincial Smart Growth Initiative*. Now underway, this initiative, with a made-in-Ontario vision for fostering and managing growth, based on principles of a strong economy, strong communities and a clean, healthy environment may provide opportunities for inclusion of reference to wetlands as an important component.

3. *New Municipal Act, Bill 111*. This legislation received Royal Assent on December 12, 2001. It comes into effect on January 1, 2003. This legislation may provide legislative opportunities for municipalities to undertake their land use responsibilities in different ways, as it affects wetlands.

4. *The Nutrient Management Act, Bill 81*. This proposed legislation received first reading on June 13, 2001. Its purpose is to regulate the disposal of farm land-applied nutrients.
including livestock manure, commercial fertilizers, municipal biosolids, septage and industrial pulp and paper sludge. Once enacted, this Act may further the protection of groundwater, rural watercourses and wetlands.

The Current Status of Wetland Protection

Ambiguity and gaps in the GRCA’s current wetland policies and the Provincial Wetlands Policy and inconsistencies in applying them have resulted in degradation and loss of wetlands. This is particularly true for non-provincially significant wetlands and unevaluated wetlands.

GRCA resource planners, biologists and extension staff perceive the greatest threats to wetlands over the next five years to be:

- Loss of unevaluated wetlands to land development because of a lack of information and bigger picture context for these wetlands.
  
  Unevaluated wetlands are often generally interpreted to be unprotected under the Provincial Policy Statement. The GRCA has staff trained in wetland evaluation and classification. In July 2000, the Conservation Authority passed a Resolution to ask the Ontario Ministry of Natural Resources to partner with the Conservation Authority in order to complete the evaluation of wetlands within the watershed. A formal response is pending.

- Lack of protection for the riparian and upland areas adjacent to wetlands that have direct impacts on the function and performance of the wetlands.
  
  Wetlands require a buffer from adjacent development in order to sustain their present functions.

- Sedimentation of non-provincially significant and unevaluated wetlands from stormwater management facilities.

- Clearing and draining for new agricultural initiatives.
  
  Wetlands are dynamic - their appearance changes over years and seasons as do their habitats. Some ephemeral wetlands may be present only in wetter years or seasons. During the drought of 1998-2000, many of these lands were lost to agriculture because portions of wetlands dried up.

- Peat mining, particularly in Dufferin and North Wellington.

- Infrastructure demand to support urbanization, particularly in Dufferin, Central and South Wellington, Guelph, Regional Municipality of Waterloo, Brantford and the County of Brant.
Updated Position Statement Concerning Wetland Conservation and Management, May, 1995

The updated position statement concerning wetland conservation and management and the Wetland Resource Program of the Authority were approved by the Water Management Advisory Board (25/6/85) and the Executive Committee (Res. No. 269-85).

1. The Authority recognizes the Ministry of Natural Resources as the lead agency in wetland conservation and management. Leadership and increased emphasis on wetland management at the provincial level will benefit the Authority’s program.

2. Authority staff will maintain their liaison with the Ministry of Agriculture and Food and increase communication regarding wetland conservation and drainage.

3. Effective wetland conservation and management require more intensive investigation of drainage problems, benefits and impacts of drains and effective water management in association with improved drainage at local or resource management level. The Authority programs, with respect to the above, would benefit from changes to the Drainage Act and/or improved guidelines for land drainage.

4. The Authority will continue to promote reductions in property values in assessments applied to all managed wetland for tax purposes.

5. Through the Authority’s municipal plan review and hazard land mapping processes, wetlands will be protected. Authority staff will provide comments on proposed technical planning actions that may have implications for wetland development.

6. The Authority will continue its Fill Line Mapping program under its Fill, Construction and Alteration to Waterways Regulation. It is the Authority’s objective to prevent reduction in the natural storage capacity of wetlands and degradation of ground and surface water quality through wetland regulation.

7. The Ministry of Natural Resources’ Guidelines for Wetlands Management and the Evaluation System for Wetlands will be used by the Authority in conjunction with its wetland resources inventory in implementing its land acquisition program. The Authority will continue to regulate and acquire other wetlands of concern where agencies have not provided enough protection from development through planning controls.
Guidelines to Regulate Development Proposals for Wetland Areas

These guidelines were approved by the Grand River Conservation Authority Executive Committee (Res. No. 521-88)

1.0 General Information

The following guidelines to regulate development proposals in wetland areas have been prepared to aid in the enforcement of the Authority’s flood and fill regulations and to aid in the advice provided to Municipalities during plan input and review.

2.0 General Guidelines

2.1 In Provincially Significant Wetland Classes 1 and 2, no construction development or filling in of the wetland will be permitted, unless a technical review has been carried out to show any such development will not affect the control of flooding or pollution or the conservation of land.

In non-scheduled wetland area classes 1 and 2, no construction of buildings or structures will be permitted unless a technical review has been carried out to show any such development will not affect the control of flooding or pollution or the conservation of land.

2.2 For other Wetland Classes 3-7, scheduled areas construction or infilling may only be permitted provided that either;

a) the wetland is not of concern to the GRCA or local municipality, or,

b) a technical review has been carried out to show any such development will not affect the control of flooding or pollution or the conservation of land.

Similarly for non-scheduled areas the same guidelines apply to construction of buildings or structures in the wetland.

Further criteria for permitting roads, ponds, and drainage in wetlands classified as 3-7 are given below. Applications to scheduled and non-scheduled area are noted.

2.2.1 Roads

Temporary and/or access roads may only be permitted, provided that drainage is adequate to maintain existing flows, levels and storage. This applies to both scheduled and non-scheduled areas.

2.2.2 Ponds

For scheduled areas, ponds may only be permitted provided that spoil is removed from the wetland, restoration is done when works are complete, and
erosion and sedimentation controls, if necessary, are implemented during construction. Outlets for ponds will not be permitted unless the outlet will enhance the wetland.

This guideline also applies to non-scheduled areas where ponds are near the existing channel of a stream, creek or watercourse passing through the wetland.

2.2.3 Drainage

Drains may only be constructed provided that appropriate technical reviews have been conducted and impacts are acceptable; further guidance may be provided in the Provincial Wetland Policy (now being developed).
Interim Wetland Buffer Policy

This policy was approved by the Grand River Conservation Authority Executive Committee (Res. No. 169-92)

Staff discussed the need for an interim policy to deal with wetland buffers.

It was agreed that on an interim basis staff would apply the following criteria when reviewing new development proposals:

1) A 30 m buffer will be applied to all wetlands, Classes 1 through 7

   It may be possible to provide some flexibility to this buffer if an Environmental Impact Statement is completed to the satisfaction of Authority staff.

2) The rear lot lines of any new lots should end at the edge of the buffer (i.e. 30 m from the wetland edge). This is certainly the case where wetland is part of some corridor, or connected system, and there is a desire for public ownership.

   Where the wetland is isolated, there may be some flexibility in potential ownership. Options such as condominium ownership or conservation easements could then be considered.

3) This 30 m buffer criteria should also be used by staff when developing hazard and fill lines.

4) In the absence of registered fill lines, it is understood that our Fill, Construction and Alteration to Waterways Regulation ends at the wetland edge.

   The 30 m buffer will be a planning tool in most instances.
References


Government of Ontario, Ontario Regulation 149 as amended by 69/93, 669/94 and 142/98 Fill, Construction and Alternation to Waterways Regulation.


Ontario Ministry of Natural Resources, Ecological Land Classification System, 1994..


