

Agriculture & Rural System

Discussion Paper



March 2019
Durham Region
Planning and Economic
Development Department

Agriculture & Rural System

About Durham Region

Durham Region is the eastern anchor of the Greater Toronto Area, in the Greater Golden Horseshoe area of Ontario. At over 2,590 square kilometres, Durham offers a variety of landscapes and communities, with a mix of rural, urban and natural areas. The southern lakeshore communities of Pickering, Ajax, Whitby, Oshawa and Clarington provide urban areas and a diverse employment base. The northern Townships of Scugog, Uxbridge and Brock are predominantly rural, with a thriving agricultural sector. The Region is the home of the Mississaugas of Scugog Island First Nation and spans a portion of the territories covered by the Williams Treaties of 1923.¹

Over 80 percent of the Region lies within the provincially-designated Greenbelt which also contains the environmentally significant Oak Ridges Moraine. With access to ample green space and lakes, rivers and urban amenities, Durham Region offers a high quality of life for both city and rural residents.

Today, Durham is home to just under 700,000 people. By the year 2041, our population is expected to grow to 1.2 million people, with over 430,000 jobs. Our vision is to create healthy and complete, sustainable communities, shaping Durham into a great place to live, work, play, grow and invest.

¹ The Williams Treaties include traditional territories of seven First Nations, including the Chippewas of Beausoleil, Georgina Island and Rama and the

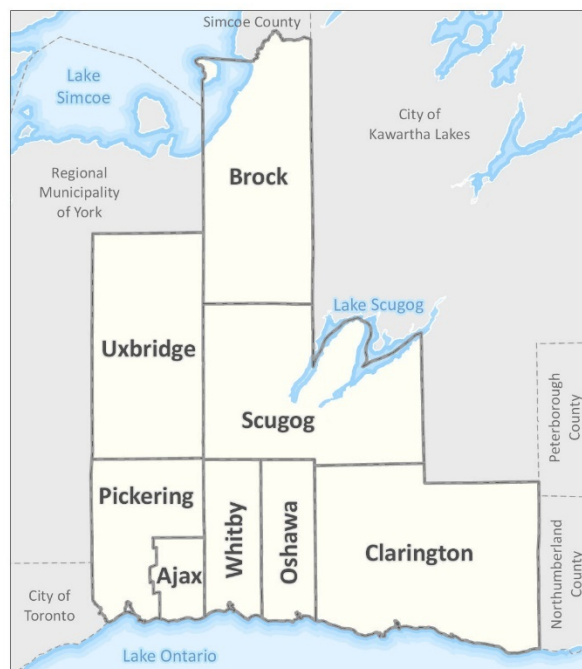


Figure 1: Map of the Region of Durham

About Envision Durham

Envision Durham, the Municipal Comprehensive Review (MCR) of the Regional Official Plan (ROP), is an opportunity to plan for fundamental change, by replacing the current ROP and establishing a progressive and forward-looking planning vision for the Region to 2041.

Over the next few years, the Region is undertaking Envision Durham to review:

- How and where our cities and towns may grow;
- How to use and protect our land and resources;

Mississaugas of Alderville, Curve Lake, Hiawatha, and Scugog Island.

- What housing types and job opportunities are needed for our residents;
- How people and goods move within, across and beyond our region.

We're planning for an attractive place to live, work, play, grow and invest – and we're asking for your help.

Why Review the Official Plan?

The ROP guides decisions on long-term growth, infrastructure investment and development – providing policies to ensure an improved quality of life – to secure the health, safety, convenience and well-being of present and future residents of Durham.

Under the Planning Act, there is a legislative requirement to review the existing ROP every five years. Since the approval of the last ROP update (January 2013), the Province has completed several significant Provincial policy initiatives, including the coordinated review and update to the following provincial plans:

- The Growth Plan for the Greater Golden Horseshoe, 2017 (Growth Plan), which is proposed to be further amended by Proposed Amendment 1, released on January 15, 2019;
- The Greenbelt Plan, 2017; and,
- The Oak Ridges Moraine Conservation Plan, 2017 (ORMCP).

The Planning Act requires the Region to complete a Provincial Plan conformity exercise to amend the ROP to ensure that it:

- Conforms with Provincial Plans or does not conflict with them;
- Has regard to matters of Provincial interest; and
- Is consistent with Provincial Policy Statements.

Envision Durham constitutes Durham's Provincial Plan conformity exercise and its five-year review of the ROP, satisfying these legislative requirements.

How to Get Involved

Public input is integral to the success of Envision Durham – we want to hear from you!

Please use this opportunity to share your vision for Durham – tell us your thoughts and opinions on the key Discussion Questions raised throughout this document (Appendix A).

Join the conversation by visiting durham.ca/EnvisionDurham to submit your comments.

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Executive Summary

This Paper is the first in a series of Discussion Papers that will be released as part of the Envision Durham exercise.

It provides an overview of Durham's Rural Area and the current Regional Official Plan (ROP) policy framework, identifies Provincial policy requirements and trends since the last ROP review, and identifies preliminary approaches and questions for discussion and feedback.

Durham's Rural Area (refer to Durham's Rural Area Map, page 24) comprises 84 percent of the Region's land base and houses approximately 8 percent of Durham's population (54,000 residents). Most of the rural area is planned for agricultural and open space uses, along with numerous scattered rural settlements.

Durham's Rural Area is characterized by:

- Large blocks of land for agriculture and food production;
- A continuous system of open spaces which support recreational opportunities, tourism, and environmental conservation;
- Rural settlements of varying sizes that provide rural residential housing and limited development;
- Rural and agricultural related businesses, as well as home-based businesses and home-based industries;
- Agri-tourism; and,
- The aggregate resource industry.

A number of factors affect planning for the Region's agricultural and rural areas, including, the modernization and diversification of farming; rural business growth; loss of rural land; changes to provincial policies and Provincial Plans; compatibility between urban and rural uses; urban agriculture; the effects of climate change; renewable energy; changes to Provincial Plans, including the introduction of the Provincial Agricultural System, and changes in the Region's Specific Policy Areas.

Issues which are relevant today include:

- Loss of productive agricultural land;
- Fragmentation of the agricultural land base;
- Rural consent/severance policies, including retirement lots and surplus farm dwellings;
- The need to strengthen and clarify the Region's rural settlement policies; and,
- Potential land use conflicts between rural and urban uses.

Through Envision Durham, the Region will review its agricultural and rural policies by:

- Updating goals and objectives for these areas, if necessary;
- Updating definitions (and associated policies) to reflect revised provincial policy;
- Broadening goals and policies to:
 - Permit all types, sizes and intensities of agricultural uses in Prime Agricultural Areas
 - Recognize normal farm practices;
 - Recognize the agri-food network;
 - Reference provincial guidance where appropriate;

- Require an Agricultural Impact Assessment where appropriate and necessary.
- Incorporating policy considerations to account for agriculture-related and on-farm diversified uses, urban agriculture, renewable energy, and the urban-rural land use interface (i.e. edge planning);
- Reviewing rural lot creation policies (including surplus farm dwelling severances);
- Reviewing Rural Settlement Area policies and designations;
- Considering revisions in keeping with the Province's Minimum Distance Separation Formulae and Guidelines;
- Updating Specific Policy Area policies and considering whether additional areas within Durham should also be identified;
- Reviewing 'Regional Nodes' that exist in the Rural Area; and,
- Updating aggregate resource policies in accordance with Provincial policies.

Envision Durham will also involve a review of the Land Use Schedules (mapping) in the ROP as it relates to agriculture and rural areas and will consider:

- Refining where necessary the Agricultural and Rural System to reflect Provincial Agricultural and Natural Heritage Systems;
- Refining the Major Open Space Areas designation;
- Delineating hamlet boundaries in accordance with provincial requirements;
- Considering whether to incorporate the Agri-Food System/Agri-food Asset Mapping;

- Updating aggregate resource mapping in the ROP to reflect the most current available data.

Many of Durham's area municipalities have also recently completed reviews and updates of their local official plans. The Region will be considering recent updates and resulting policy and mapping at the local level in the Envision Durham exercise, as well as tracking ongoing changes and proposed changes to land use planning policy at the Provincial level.

The intersection of rural and agricultural policies with other theme areas will be reviewed and considered holistically through Envision Durham and may be addressed in greater detail in other theme discussion papers including: Environment/Greenlands, Climate Change and Sustainability, Growth Management, Transportation, and Housing.

The Region is committed to working collaboratively with all stakeholders, including Durham's area municipalities, the Ontario Ministry of Agriculture, Food and Rural Affairs, the Ontario Ministry of Natural Resources and Forestry, the agricultural community, other key rural stakeholders, and the public, to develop policies that implement Provincial direction that is tailored to the local context of Durham's agricultural and rural areas.

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How to Get Involved

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Provincial Land Use Planning Policy Context

Ontario has a policy led land use planning system, governed by the Planning Act (and other legislation) with direction provided through a series of provincial land use planning policy documents. Land use policies from the Province are implemented by the Region in the ROP. Detailed area municipal official plans must then conform to the ROP.

The following Provincial Plans apply to lands within Durham (refer to Provincial Plan Areas in Durham Region Map, page 9):

- The Oak Ridges Moraine Conservation Plan, 2017 (ORMCP);
- The Greenbelt Plan, 2017;
- The Growth Plan for the Greater Golden Horseshoe, 2017 (Growth Plan);
- The Central Pickering Development Plan, 2006 (CPDP); and,
- Lake Simcoe Protection Plan, 2009 (LSPP).

In 2014, the Province released an updated Provincial Policy Statement and then undertook a coordinated review and update of provincial land use plans. In 2017, the Province updated the Growth Plan, the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan. Through the Envision Durham exercise the Region will implement the 2014 PPS and 2017 Provincial Plans, as well as other legislation and plans including Source Protection Plans for the protection of drinking water and the Lake Simcoe Protection Plan.



Figure 2: Planning Hierarchy (Source: Durham Region Planning and Economic Development Department)

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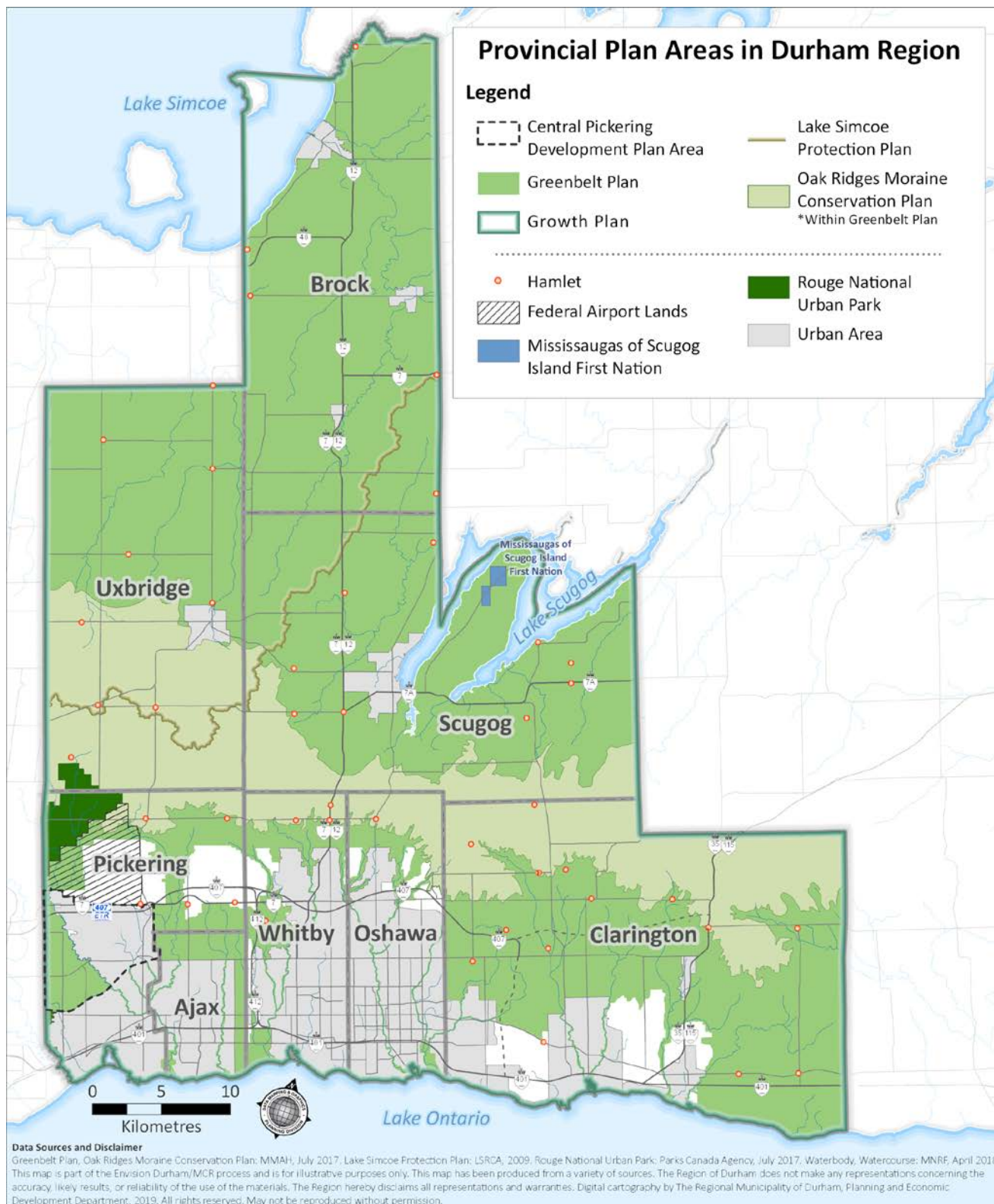


Figure 3: Provincial Plan Areas in Durham Region Map

To support the implementation of the Provincial Plans, the Province also released several guidance documents and resources to aid municipalities in the interpretation and implementation of provincial policy. Relevant guidance documentation and resources pertaining to the Agriculture/Rural theme include:

- [Guidelines on Permitted Uses in Ontario's Prime Agricultural Areas](#);
- [Implementation Procedures for the Agricultural System in Ontario's Greater Golden Horseshoe](#);
- [Ontario Ministry of Agriculture Food and Rural Affairs \(OMAFRA\) Agricultural System Portal](#); and,
- [2017 Minimum Distance Separation Formulae and Guidelines](#).

Guidance on Agricultural Impact Assessments (AIA) is anticipated in 2019, however, has yet to be released. Additionally, the ROP recognizes other relevant legislation including the Nutrient Management Act, 2002 and the Farming and Food Production Protection Act, 1998.

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Durham Region's Agricultural and Rural Focus

Since 2003, several plans and strategies have been implemented by the Region and others that have impacts for the agricultural and rural sector. Relevant plans and strategies include the following:

Region of Durham Agricultural Strategy

The [Region's Agricultural Strategy](#) was endorsed by Regional Council in 2013 and guides agricultural economic development within Durham. This strategy includes recognition of the importance of the agriculture and agri-food sector and promoting opportunities for agriculture to play a key role in the production of renewable energy, considering potential impacts of policies on agricultural viability, facilitating access to the services and infrastructure required for agriculture, supporting opportunities for diversification of agricultural operations, encouraging investment in food processing and value-added agriculture, and the undertaking of agri-food asset mapping for the Region. Outreach and education was also focused on achieving a greater level of understanding of normal farm practices by the non-farming population.

An update to the Region's Agricultural Strategy is currently underway.

Durham Agricultural Advisory Committee

In 2002, the Durham Agricultural Advisory Committee (DAAC) was established by Regional Council to provide advice on agricultural and related rural matters. This volunteer Citizen Advisory Committee is comprised of members appointed by Regional Council representing a diversity of agricultural expertise, experience and knowledge of agriculture and related rural issues.

Through this process, DAAC will be asked to participate by reviewing and providing input on proposed changes to the Region's agricultural and rural policies, mapping and by providing input more broadly on other topics.



Vibrant North Durham Plan

The [Vibrant North Durham Plan](#) was endorsed by Regional Council in 2013 and is an economic development strategy focused on Durham's northern municipalities of Brock, Scugog and Uxbridge. The four elements of the Plan are to: be open for business; inspire and support entrepreneurship; create a vibrant future for young adults; and build a stronger rural and small town identity. This Plan speaks to matters including rural employment areas, support for home-based businesses, and revitalization of rural downtowns.

An update to the Vibrant North Durham Plan will be undertaken in 2019.

The Right Choice for a Bright Future: 2017-2021 Economic Development Strategy and Action Plan

Durham's [Economic Development Strategy and Action Plan](#) was endorsed by Regional Council in 2017. The strategy is centred around four pillars of economic growth and states Durham Region will be:

- A supporter of business (support);
- A builder of jobs and the economy (develop);
- A highly effective collaborator and facilitator (partner); and,
- The choice location for business, investment and labour (market).

Agri-business and Tourism are among the key economic sectors in Durham and are influenced by and influence agriculture and rural policy.

Approximately three quarters of survey respondents (73.2%) think that maintaining a Rural System that supports agriculture as a key economic industry is “very” to “extremely important”.

(Based on the Envision Durham Public Opinion Survey responses received at the time of writing this paper, 123 of 123 respondents).

Durham Region Food Charter

The [Durham Region Food Charter](#) was endorsed by Regional Council in November 2009 as a community document. The Durham Region Food Charter is focused on food security and building a sustainable local food system as a foundation for a healthy population. The Charter outlines the following actions to achieve these goals, including:

- incorporating food security principles into key strategic regional and local policy documents;
- promoting the development of a local food system that supports agricultural production; and,
- advancing sustainable resource management and the protection of agricultural lands through land use planning.

Key elements of the Charter include: sustaining local agriculture; building community partnerships; and promoting health and well-being. The Food Charter provides the mandate and direction for the ongoing work of the Durham Food Policy Council. The Durham Food Policy Council is comprised of individuals who live, work or study in Durham Region that are interested in Durham's food system, food security and sustainable food production.

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Durham Community Climate Adaptation Plan

The [Durham Community Climate Adaptation Plan](#) (DCCAP) was endorsed by Regional Council in 2016 and contains 18 programs across seven sectoral areas including: cross-sectoral, building sector, electrical sector, flooding, human health, roads and the natural environment. These programs are intended to help the Region adapt to future climate conditions. The plan also recommends developing climate adaptation strategies to ensure food security and a viable agriculture sector in Durham Region.

Work on food security is underway through the DCCAP and a regional strategy to address climate adaptation in the agricultural sector is also being developed and is expected to be released this year.

Results and outcomes of the above-noted studies and strategies will be considered through Envision Durham and relevant supporting policies will be recommended, where appropriate.

Additionally, some of the Region's area municipalities have recently updated their local Official Plans. Significant efforts including preparation of studies and extensive public consultation went into these processes. Adopted local approaches to agriculture and rural policies and mapping will be reviewed and considered through the Envision Durham exercise. For reference purposes, Official Plans can be found on the websites of each of the area municipalities.

Durham's Rural Area

Durham's Rural Area comprises 84 percent of the Region's land base and houses approximately 8 percent of Durham's population (54,000 residents). Most of the rural area is planned for agricultural and open space uses, interspersed with rural settlements. The predominance of good soils, proximity to markets, and a relatively long growing season supports a prosperous agricultural industry.

Durham's Rural Area plays a significant role in supporting:

- Large blocks of land for agriculture and food production;
- A continuous system of open spaces which supports recreation opportunities, tourism, and environmental conservation;
- Rural settlements of varying sizes that provide rural residential housing and limited development;
- Rural and agricultural related businesses, as well as home-based businesses and home-based industries;
- Agri-tourism; and,
- The aggregate resource industry.

Although the number of farms and the quantity of farmland has declined, Durham continues to lead the Greater Toronto Area (GTA) in the number of farms, the amount of farmland and gross farm receipts. The majority of the Rural Area in Durham is farmland (refer to Assessed Farm Parcel Map, page 15).

In addition to prime agricultural lands, there is a continuous system of open space lands,

woven through the Region's Rural Area. This system also supports environmental conservation, major recreational uses including golf courses and ski hills, and other rural and agricultural land uses. The Region's Rural Area also contains a significant amount of aggregate resources. Durham is the leading producer of aggregates in the GTA.

From 2001 to 2017, the proportion of building permits issued for construction of residential units within Durham's Rural Area has been relatively consistent, accommodating between 1 and 4 per cent of all permits issued and averaging 121 new units/year. Between 2001 and 2017, approximately 2,062 new residential units were built in the Rural Area.

It is estimated that there is the potential for approximately 2,245 additional residential dwellings in the Rural Area. The majority of vacant lots (nearly 1,800) which could accommodate a new dwelling are located outside of rural settlement areas. This would represent an additional population of approximately 6,800 in Durham's Rural Area.

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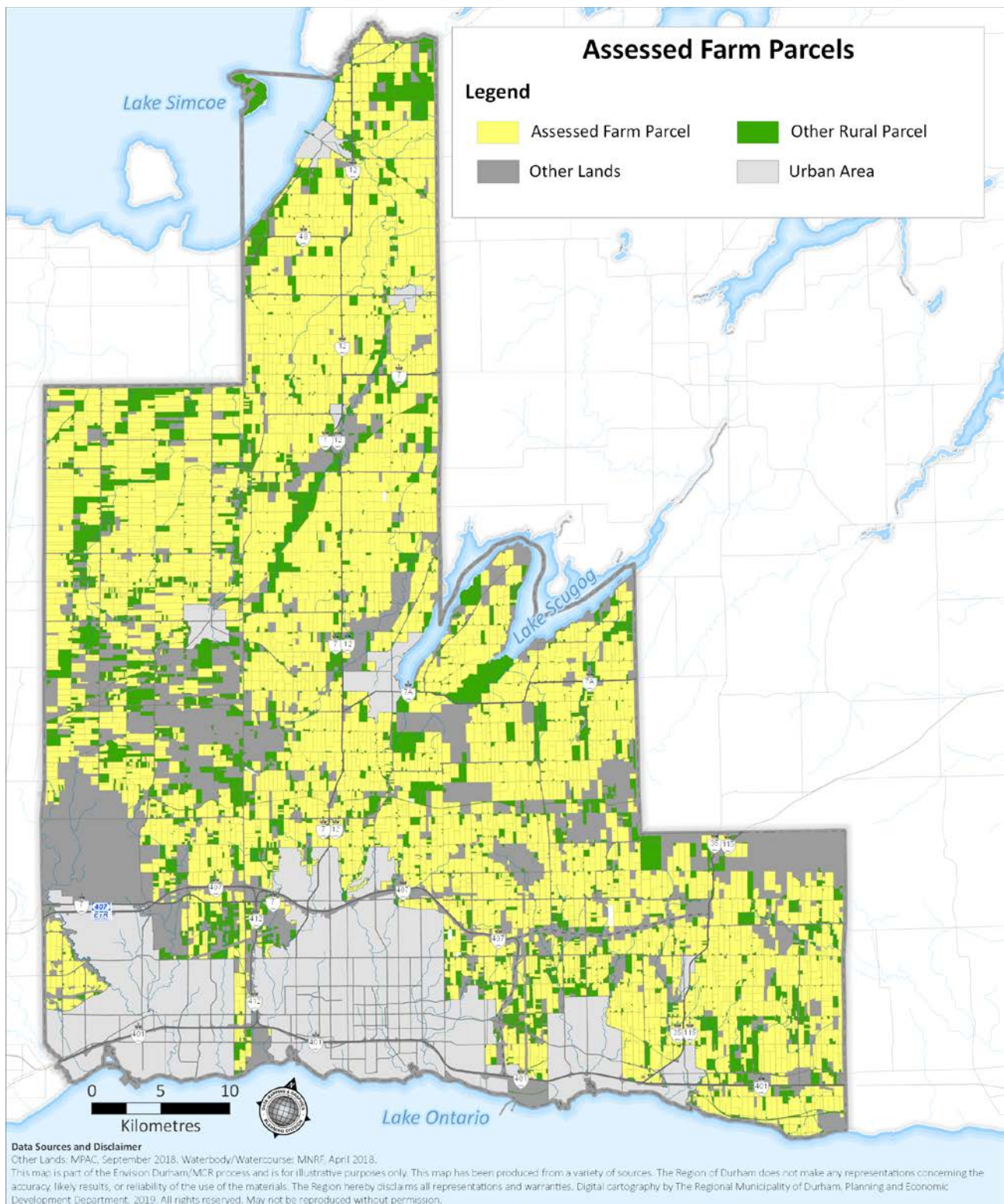


Figure 4: Assessed Farm Parcel Map

Observations on Agriculture and Rural Areas in Durham

The following are recent trends affecting the Region's agricultural and rural areas.

Modernization and diversification of farming

Based on the 2016 Census of Agriculture, there were 1,323 farms in Durham. This represents a decrease from 1,709 farms in 2000. Today's average farm size is 29 hectares (approximately 72 acres). The total number of farms and total farmland has declined, in line with historical trends of declining number of farms and land in the Greater Golden Horseshoe and the Province. Durham continues to lead the GTA in the number of farms, amount of farmland and gross farm receipts, behind only Niagara Region in the broader GGH.

Farms and farmland

There were 5,604 farms within the GGH in the 2016 Agricultural Census. Niagara Region had the greatest proportion of farms (32.6 percent), followed by Durham (23.6 percent). Durham Region had the greatest proportion of land area (29.4 percent) and area of land in crops (31.2 percent), followed by Niagara (24.8 percent and 23.2 percent respectively) (refer to Farms in the GGH Graphs, page 17).

Approximately \$2 billion in gross farm receipts were reported in the GGH, representing 13 percent of the provincial total. Niagara Region reported \$838 million (42.6 percent) in gross farm receipts, followed by Durham (\$322 million or 16.4

percent) and Hamilton (\$260 million or 13.2 percent). Total market capitalization (value including land and assets) of all farms in the GGH was \$16.5 billion (refer to Farms in the GGH Graphs, page 17).

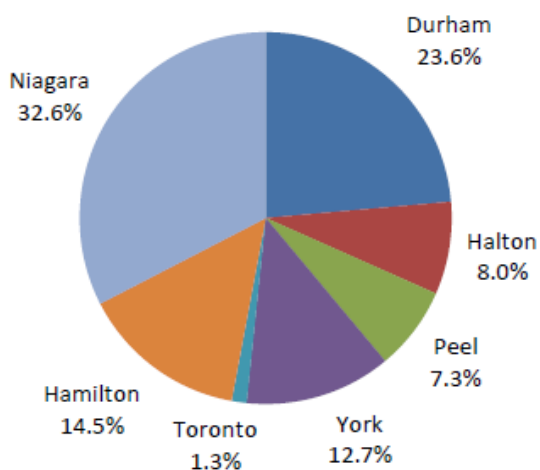


Photo 1: Durham's Rural Area - Aerial View (Source: Durham Region Planning and Economic Development Department)

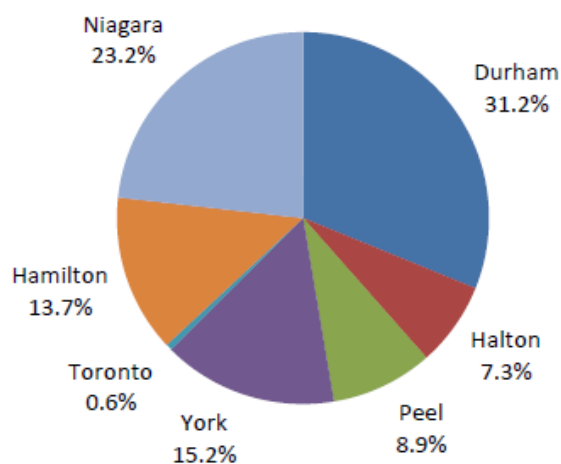
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Farms in the Greater Golden Horseshoe (GGH)

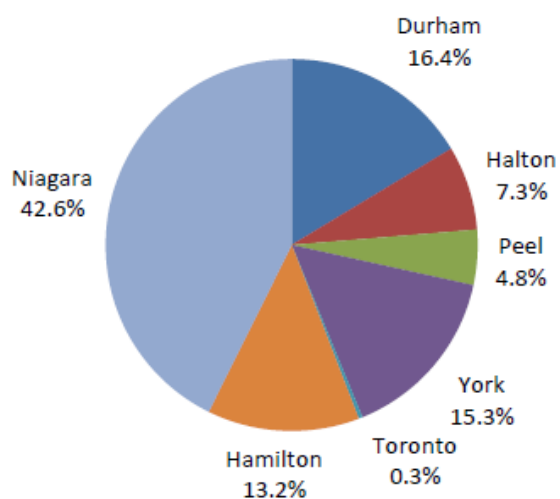
Total Number of Farms



Total Land Area of Farms



Gross Farm Receipts



Market Capitalization

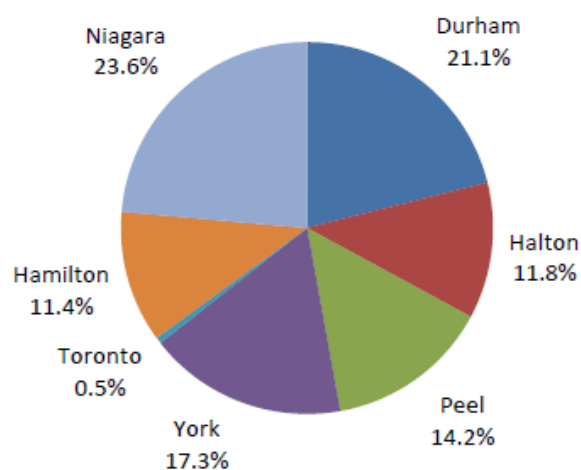


Figure 5: Farms in the Greater Golden Horseshoe (Source: Durham Region Planning and Economic Development Department, 2016 Agricultural Census)

The average size of farms in Durham Region has increased over time. Economies of scale and better farming practices have led to a consolidation of smaller farms within the Region which has been a common trend in Ontario and across the GGH (refer to Average Farm Size Graph). Over a third of farms in Durham Region are 53 hectares (130 acres) and larger (35.4 percent), with over 13.2 percent of all farms being at least 162 hectares (400 acres). The majority of farms are between 4 and 52 hectares (10 to 129 acres) (58.3 percent) (refer to Farm size in Durham infographic). Similar patterns for

farm size can be seen at the Provincial and Regional level.

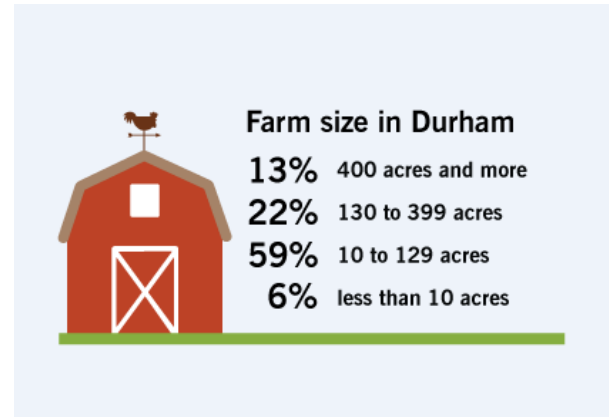


Figure 6: Farm Size in Durham (Source: Durham Region Planning and Economic Development Department, Statistics Canada Census)

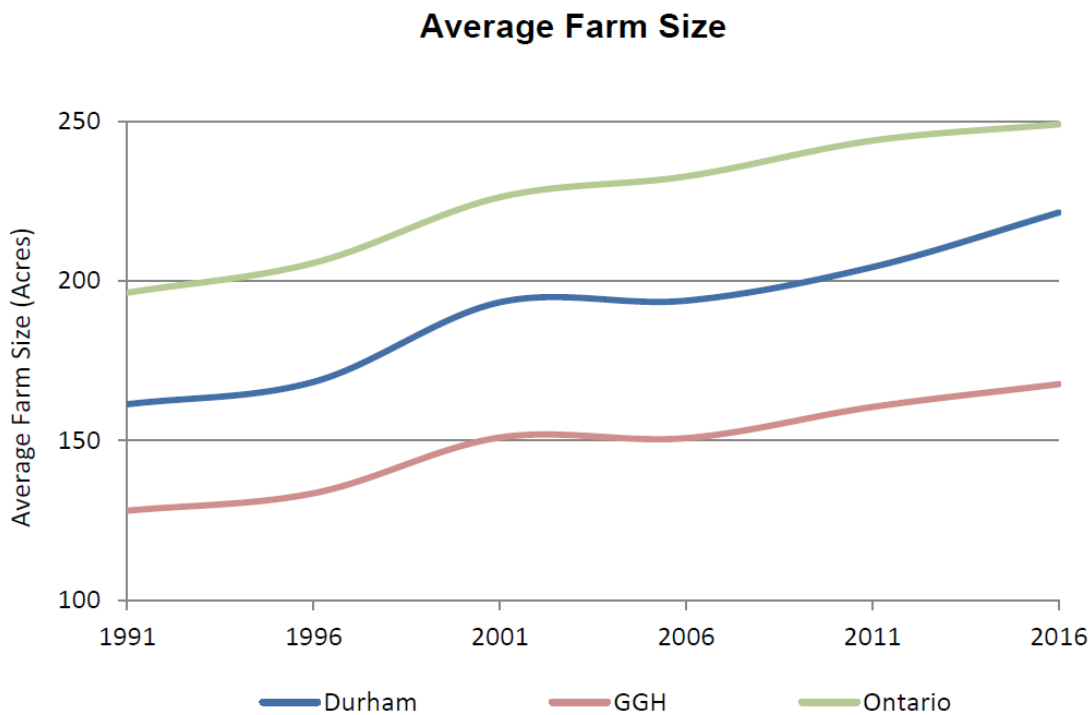


Figure 7: Average Farm Size (Source: Durham Region Planning and Economic Development Department, Statistics Canada Census)

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In Durham, the proportion of agricultural land that is owned by farm operators (68 percent) is much higher than throughout the GGH (51 percent). Durham has similar rates of ownership as the provincial (67.8 percent) and national (72 percent) averages. The remaining farm lands are crop shared, used for non-agricultural purposes, or leased to farmers by government and other residents and businesses that do not actively farm. The share of land in Durham that is leased (26.9 percent) is comparable to the provincial (21.2 percent) and national (26.2 percent) averages. Within the other Regions of the GGH, the percentage of land that is leased was significantly higher (41.8 percent).

Farm industries

Within Durham Region's agricultural sector, oilseed and grain farming (21 percent) and cattle ranching and farming (20 percent) are the predominant industry groups (refer to Farms in Durham Infographic). The cattle industry makes up nearly half of all animal

producing farms (41.8 percent), while oilseed and grain farming represents over a third of all crop farms (40.2 percent) in Durham Region. The following are other observations:

- The greenhouse, nursery and floriculture production industry represents a much larger share of farms in Durham (7.6 percent) when compared to the province as a whole (4.1 percent);
- Beef cattle represents over two thirds of all cattle farms (69.3 percent). Dairy cattle and milk production is also important, as 81 farms are dedicated to this industry;
- Horse and equestrian production is represents 28.2 percent of all animal farms.
- Within the oilseed and grain farming industry group, corn (34.2 percent) and soybeans (24.5 percent) are the dominant crops in the Region. Among other crops, hay farming also represents a significant proportion of all farms in Durham (19.8 percent).

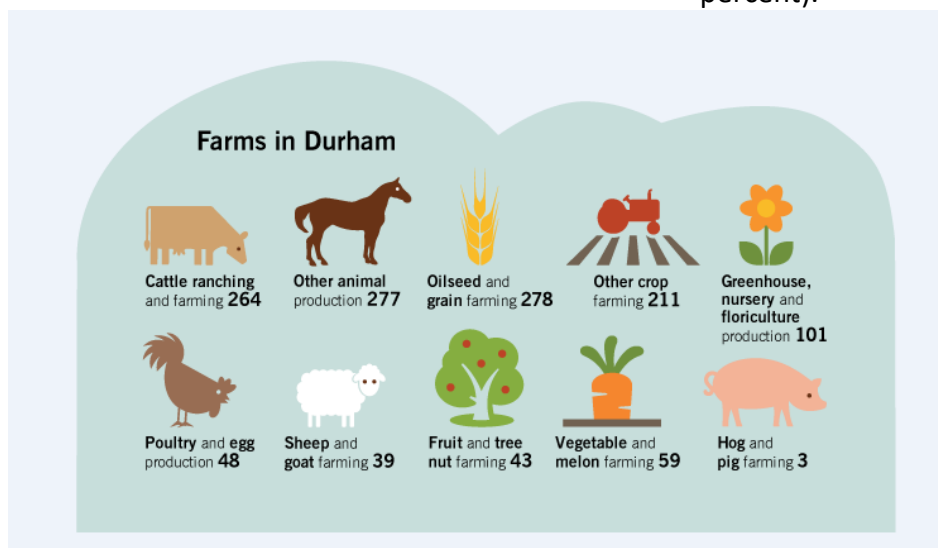


Figure 8: Farms in Durham (Source: Durham Region Planning and Economic Development Department, 2016 Agricultural Census)

Post-secondary educational programs

Local post-secondary institutions have established programming related to agriculture and food. The W. Galen Weston Centre for Food at Durham College was established in 2013 and offers programs in horticulture including horticulture technician and food and farming programs, as well as other programs. Trent University also recently established a Sustainable Agriculture and Food Systems Program. University of Ontario Institute of Technology offers programs in sciences and engineering.

Diversification and value-added agriculture

Today, farming is more diverse. The Region's recent Local Food Business Retention and Expansion Study found that many farms are diversifying to take advantage of widening market opportunities within the GGH. This includes farm experiences such as u-pick operations, corn mazes and the cultivation of agricultural products catering to the tastes of ethnic populations. The study also identified gaps and challenges such as a lack of food hubs, distribution networks, and processing facilities (including abattoirs and cold storage facilities).

Rural business growth

Since the last review, the shift toward a more knowledge-based economy has resulted in changes in the Rural Area. The Vibrant North Durham study found that Durham's Rural Area is experiencing growth in several industries including agriculture, manufacturing, arts and culture and professional businesses. These enterprises

are scattered across the region and contribute to the growing rural economy.



Photo 2: Tyrone Mill, Clarington (Source: Durham Region Planning and Economic Development Department)

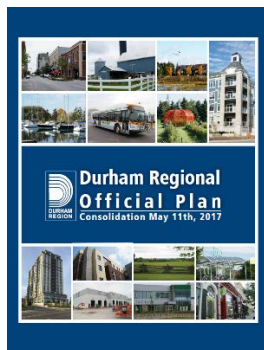
There has been a renewed interest in rural and agricultural tourism. Proximity to rapidly growing markets in the GTA have provided opportunity for growth in these sectors, as well as home-based businesses and opportunities for residents to work from home. However, some rural businesses have had a difficult time transitioning due to several factors, including lack of access to reliable broadband in rural areas and lack of serviced employment lands.

Loss of rural land

In 2003, Durham's Rural Area encompassed 214,200 hectares (529,300 acres) or approximately 85 percent of the Region's total land area. Since then, approximately 2,080 hectares (5,140 acres) of land were added to the urban areas of Whitby, Oshawa, and Clarington to allow for settlement area expansions to accommodate urban growth. Currently, the Rural Area is approximately 212,120 hectares (524,150 acres) or approximately 84 percent of Durham's total land area.

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Current Durham Regional Official Plan



The current ROP establishes broad land use goals and directions. Some of the directions that support agriculture and Durham's Rural Area include:

- Recognizing the distinction between Urban Areas and areas where agriculture and open space predominate;
- Encouraging developments that utilize land efficiently;
- Protecting agricultural lands;
- Supporting food security for all residents of the Region;
- Encouraging stewardship of land;
- Coordinating and managing the development of the Region in a manner that is consistent with provincial planning policies;
- Identifying and protecting resources in the Region; and,
- Limiting rural population growth.

The ROP also sets out goals specifically for the Rural System, which support:

- agriculture and aggregate extraction as key economic industries;

- existing rural settlements which support residential, social and commercial functions for the surrounding area; and,
- community food security.

Food Security:

Means a situation in which all community residents obtain a safe, culturally acceptable, nutritionally adequate diet through a sustainable food system that maximizes community self-reliance and social justice, and the ability of the agricultural community to support this system. (ROP, 2017)

The majority of survey respondents (52.9%) think that supporting local food security is "extremely important".

(Based on the Envision Durham Public Opinion Survey responses received at the time of writing this paper, 123 of 123 respondents).

Additional goals are also set out for the different designations (e.g. prime agricultural areas, rural settlement areas, etc.). The goals of the ROP are achieved through structural policies that provide direction on development within the rural land use designations. Through this review, these goals will be evaluated, and input on policies and approaches will be requested to lend greater support for rural businesses.

Discussion Question:

Are the current goals and directions for the Agricultural/Rural System still relevant/appropriate?

Since 2003, the Region received 65 applications to amend the ROP pertaining to lands in the Rural Area which can be classified as follows:

- 35 applications proposed the consolidation of non-abutting farm parcels, and allowed for the severance of a dwelling rendered surplus to a farm operation;
- 6 applications dealt with aggregate operations (5 expansions, 1 new);
- 3 applications were related to golf courses/driving ranges; and,
- other applications including for commercial or landscaping uses in the Rural Area.

The majority of these applications are approved; however, a few were closed or withdrawn by the applicant, and one was denied approval. Applications for site specific Regional official plan amendments in the Rural Area filed between 2003 and 2018 are shown on Rural Area ROPA Map, page 23.

Rural Area Land Use Designations

Durham's Rural Area includes all lands outside the Region's designated Urban Areas, and are covered by the following land use designations (refer to Durham's Rural Area, page 24):

- Prime Agricultural Areas;
- Major Open Space, Oak Ridges Moraine, and Waterfront;
- Rural Settlements, including Hamlets, Country Residential Subdivisions, Rural Employment Areas and Shoreline Residential Areas;
- Regional Nodes;
- Aggregate Resource Extraction areas; and,
- Various Specific Policy Areas, the Darlington Nuclear Station and the Federal Airport Lands.

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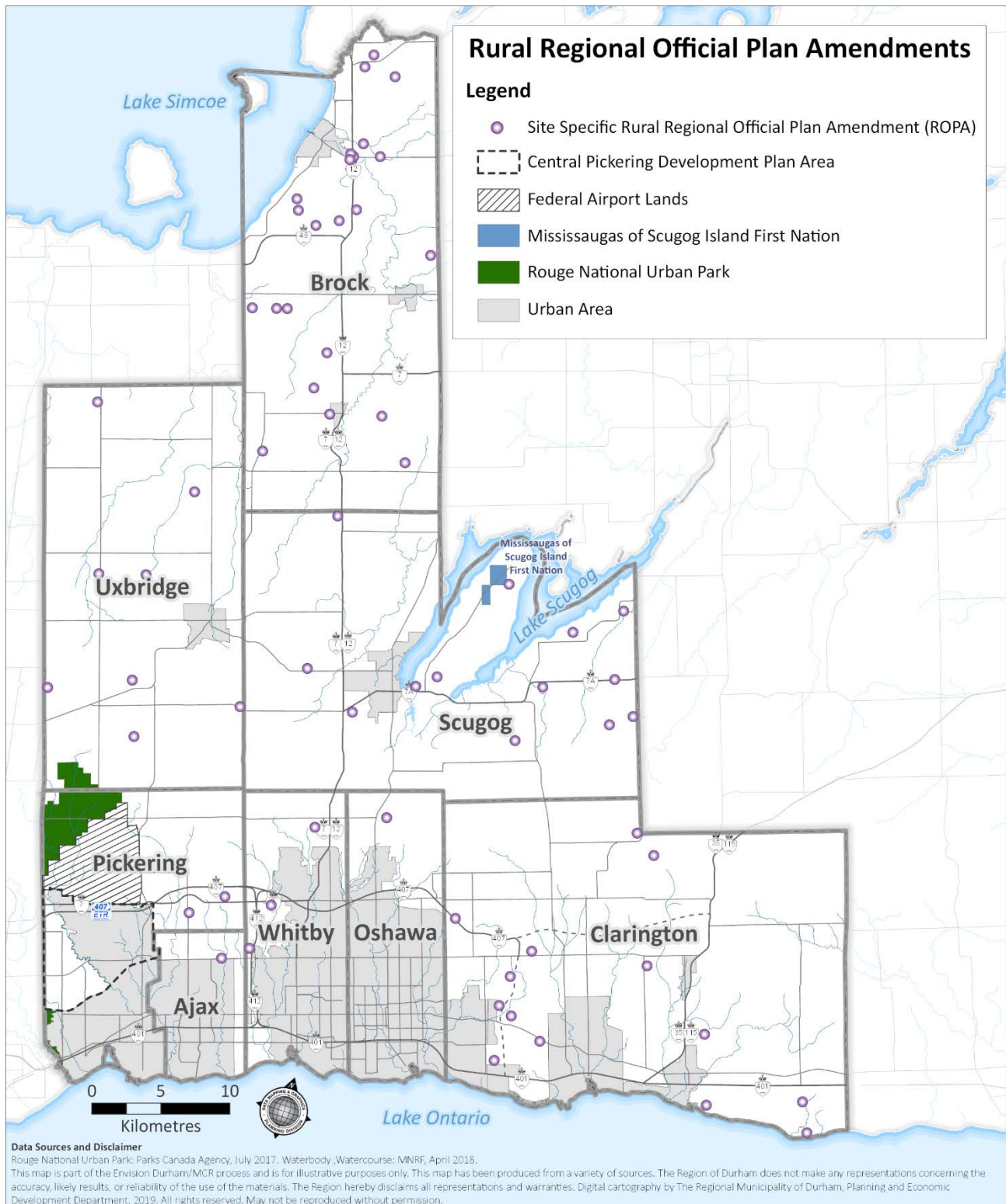


Figure 9: Rural Regional Official Plan Amendment Map

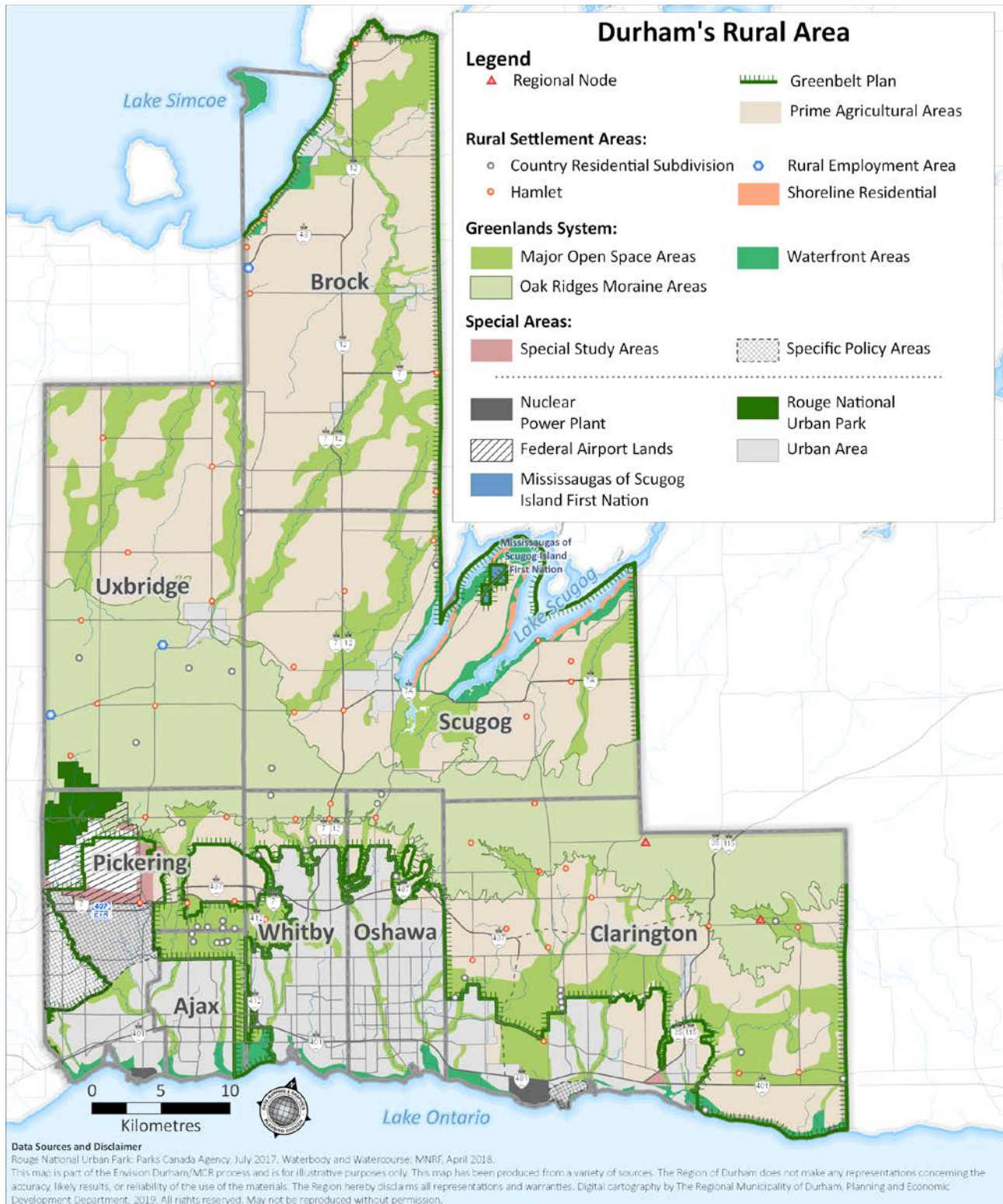


Figure 10: Durham's Rural Area

Agriculture & Rural System

The following table shows a breakdown of the components of the Region's Land Base:

Table 1: Region's Land Base

Description / ROP Designation	Estimated Area (hectares)	Estimated Area (acres)	Percentage of Total Region
Urban Area*	41,500	102,500	16.36
Rural Area	212,120	524,150	83.64
Prime Agricultural Areas	101,400	250,600	39.98
Major Open Space System	48,000	118,600	18.93
- Major Open Space**	43,100	106,500	16.99
- Shoreline Residential	700	1,700	0.28
- Waterfront Areas**	4,200	10,400	1.66
Oak Ridges Moraine	51,800	128,000	20.42
Rural Settlement Areas	3,900	9,600	1.54
- Hamlets	2,900	7,200	1.14
- Country Estate Residential Subdivisions	900	2,200	0.36
- Rural Employment Areas	100	200	0.04
Special Areas	7,020	17,350	2.77
- Special Study Areas	1,200	3,000	0.47
- Specific Policy Areas (A, C):	-	-	-
A – Duffins/Rouge Agricultural Preserve	2,100	5,200	0.83
C – Port Granby	20	50	0.01

Description / ROP Designation	Estimated Area (hectares)	Estimated Area (acres)	Percentage of Total Region
- Darlington Nuclear Plant	500	1,200	0.20
- Federal Airport Lands	3,200	7,900	1.26
<i>Aggregate Resource Extraction Areas***</i>	<i>3,800</i>	<i>9,400</i>	-
Regional Total	253,620	626,650	100

Source: Durham Region Planning and Economic Development Department

Note: numbers and percentages may not add due to rounding / area conversion

* Urban Area includes Columbus (ROP Deferral 12), parts of Orono (ROP Deferral 4), the Seaton portion of Specific Policy Area 'A', St. Mary's Cement Specific Policy Area 'B', and Special Study Areas 3, 4, 5, and 6. It also includes the Waterfront Areas and Major Open Space which fall within the Urban Area.

** Excludes areas already captured by the Urban Area

*** Aggregate Resource Extraction Areas are excluded from the overall land count, as the underlying designation captures these areas. The area totals have been calculated using Table 'E1' of the Regional Municipality of Durham's Official Plan, 2017.

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Policy Considerations

The following are some of the policy considerations which will be considered for agricultural and rural areas as part of Envision Durham.

Updates to Provincial Minimum Distance Separation Formulae and Guidelines

The Minimum Distance Separation (MDS) Formulae were developed by the Province to separate uses and to reduce incompatibility concerns stemming from odour impacts from livestock facilities. The formulae are based on:

- The type of livestock housed;
- Potential number of livestock housed;
- Percentage increase in the size of the operation;
- Type of manure system and storage; and,
- Type of encroaching land use.

The MDS Formulae and Guidelines were updated in 2017. There are various approaches that the Region can undertake to achieve consistency with the PPS, including:

- Adopting the entire MDS Document as a schedule or appendix;
- Adopting only the definitions (Section 3), Implementation Guidelines (Section 4), and Factor tables (Section 5) in a schedule or appendix; or
- Including a text reference to this MDS Document in official plan policies or zoning by-law provisions, including clauses such “as amended by the Province from time to time”.

The Region currently addresses MDS in line with the last approach noted above. Preliminary discussions with the area municipalities indicate a staff preference for flexibility to implement MDS at the local level. Through the MCR, the Region will continue to consult to determine whether any policy refinements may be needed.

While the MDS formulae is an important tool for reducing impact of odour between the agricultural uses and sensitive receptors, it does not account for other potential issues related to operations including noise, dust, trespass, harassment of livestock, conflicts around use of farm machinery, bio-security, invasive plants, liability, litter, vandalism, privacy, or the safety of future residents.

Changes to the MDS Formulae and Guidelines in 2017 included minor changes to definitions, technical revisions that affect when and how the MDS Formulae are applied and from where they are measured; and, implementation guidelines for municipalities to address matters including setbacks for building permits on existing lots, setbacks and lot creation for a residence surplus to a farming operation, setbacks for secondary on-farm and agriculture-related uses, and setbacks for cemeteries.

Discussion Question:

Are there aspects of Minimum Distance Separation or other considerations that you would like to see addressed in greater detail in the ROP?

The urban/rural interface



Photo 3: Farmer's Field Next to Subdivision (Source: Durham Region Planning and Economic Development Department)

The interface between urban/rural uses, as well as fragmentation of agricultural land continue to be concerns. Growth of settlement areas, an increase in non-farm rural residents, and the intensification and diversification of agricultural operations generate unique challenges where these diverse land uses come together. The 2014 PPS directs that agricultural uses, agriculture-related uses, on-farm diversified uses and normal farm practices should be promoted and protected in accordance with provincial standards.



Photo 4: Farm Operation Next to Subdivision (Source: Durham Region Planning and Economic Development Department)

Preventing land use conflicts in these areas requires proactive policy measures. Some municipalities have adopted edge planning guidelines. The Region has undertaken a preliminary scan of other jurisdictions ranging from the Province of British Columbia, City of London, and Region of Waterloo, as well as the approaches being undertaken by other Regional Municipalities in the GTA.

Normal Farm Practices:

Means a practice, as defined in the Farming and Food Production Protection Act, 1998, that is conducted in a manner consistent with proper and acceptable customs and standards as established and followed by similar agricultural operations under similar circumstances; or makes use of innovative technology in a manner consistent with the Nutrient Management Act, 2002, and regulations made under that Act.

Through Envision Durham, the Region will continue to review and consider best practices such as requiring agricultural impact assessments, providing adequate distance separation, setbacks, or how to incorporate appropriate intervening land uses between urban and rural land uses; natural buffers; landscaping; and education for property owners including resources provided through OMAFRA. Working closely with the area municipalities, the Region will determine how these approaches might best be applied at the regional and local levels through policy, or whether the development of edge planning guidelines similar to those developed or are under development (within



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Peel and York Regions for example) should be established.

Discussion Question:

In what ways do you believe the Region should address the potential for land use conflicts arising between urban and rural uses?

Urban Agriculture



Photo 5: St. Andrews Garden, Ajax (Source: Town of Ajax)

Urban agriculture generally refers to the production, processing, and distribution of food in urban areas, typically in smaller spaces and different scales than traditional agriculture. Urban agriculture can take place within many contexts including, urban, near-urban, rural, and rural settlement areas. Common aspects of urban agriculture include:

- community gardens;
- urban farms;
- rooftop gardens;
- greenhouses or vertical farming;
- aquaponics;
- beekeeping; and,
- the keeping of backyard chickens.

Since 2003, there has been an emergence of urban agriculture in Durham. Both public and private community gardens have been established, as well as other urban agriculture projects, led largely by community groups and efforts, however, urban agriculture can be volunteer or for-

profit.



Photo 6: Hebron Community Garden, Whitby (Source: Durham Integrated Growers)

The benefits of urban agriculture also extend into the realms of public health, food security, environmental sustainability, community development, and the economy. Ensuring that food production can flourish in both rural and urban areas can open untapped food supply chains, diversify sources from which food products are grown and obtained, and increase access to local, sustainable food. The province also recommends that urban agriculture be recognized as part of the Region's Agricultural System.



Photo 7: Mary Street Community Garden, Oshawa (Source: Durham Integrated Growers)

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A policy scan was undertaken by the Durham Integrated Growers for a Sustainable Community in 2016, entitled “Digging for a Just and Sustainable Food System: A Scan of Municipal Policies Influencing Urban Agriculture Projects across Durham Region”.² A subsequent workshop was held with municipal staff from across the Region and a summary document was prepared entitled, “Cultivating the Conversation: Urban Agriculture Policy Workshop Summary Report”.³ Some of the local policy challenges and barriers identified included:

- Lack of existing policy framework - few policies in place for forms of urban agriculture other than community gardens, including greenhouses, rooftop gardens, and urban farms;
- The keeping of bees and hens within urban areas is prohibited across the region;
- Approaches to urban agriculture and food system policy in Durham region are divided along urban/rural lines;
- Variable or lack of municipal staff knowledge regarding urban agriculture;
- Urban agriculture policy development is in an infant stage compared to urban agriculture project development; and,
- Existing or older policies and by-laws create barriers to the establishment of urban agriculture uses.

The Region can provide policy support for urban agriculture through a variety of measures, including:

- Clearly defining urban agriculture and expanding the agricultural focus to recognize urban agriculture as being a part of the Region’s Agricultural System;
- Providing high-level policy support within the ROP (goals and objectives) to:
 - Urban Agriculture;
 - Food Security; and
 - Durham Food Charter.
- Incorporating permissions for the establishment of urban agriculture uses within appropriate land use designations;
- Encouraging the use and/or interim use of marginal, excess, or underutilized private and public lands for urban agricultural purposes;
- Encouraging area municipalities to support urban agriculture through policies and mapping as suggested by the Province’s guidance documentation.

²Digging for a Just and Sustainable Food System: A Scan of Municipal Policies Influencing Urban Agriculture Projects across Durham Region <https://static1.squarespace.com/static/555e0f61e4b0d488441001b4/t/58863a1fff7c505d7c16d6a9/1485191762061/DIG+-FINAL+Urban+Ag+Policy+Scan+%28Nov+17+2016%29.pdf>

³ Durham Integrated Growers. Cultivating the Conversation: Urban Agriculture Policy Workshop Summary Report, <https://static1.squarespace.com/static/555e0f61e4b0d488441001b4/t/5a771e5953450ac9095fa7ee/1517756000485/Cultivating+the+Conversation+UA+Policy+Workshop+Summary+Report+%28Nov+2017%29+%28003%29.pdf>



Photo 8: Whitby/Ajax Community Garden (Source: Durham Integrated Growers)

Through Envision Durham, the Region will engage in further discussion with area municipalities to ensure that any unnecessary policies that could impede urban agriculture are minimized.

Discussion Question:

What measures can the Region take to support urban agriculture through policy in the ROP?



Photo 9: We Grow Food, Cordova Neighbourhood Garden, Oshawa (Source: City of Oshawa)

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Renewable Energy



Photo 10: Ganaraska Windfarm (Source: Jason Liebrechts Metroland)

The Green Energy Act came into effect in 2009 and in response to that legislation, Durham Region became home to several renewable energy projects in the Rural Area. These projects support the Region's overall renewable energy objectives, including solar and wind projects in Brock, Clarington, Scugog, and Uxbridge.

Recently, the Green Energy Act was repealed, including the feed-in-tariff program which supported the financial viability of these projects. The repeal of the feed-in tariff program could have a range of implications for Durham's rural communities and the agricultural industry. Many farmers in Durham utilized financial incentives associated with hosting a renewable energy project offered under the former Green Energy Act to support their farm operations. Upon the expiry or cancellation of the associated electricity contracts, property owners who host these projects will have to find other sources of revenue.

Because of the Act's repeal, municipalities may now need to consider and develop local criteria for the siting of renewable energy projects. Regarding the siting of renewable

energy projects in rural areas, considerations could include mandating the avoidance of prime agricultural lands as was previously required in the Province's siting considerations, or that applications require an AIA.

Through the MCR process and the development and implementation of the Durham Community Energy Plan, the Region will continue to work with area municipalities and the community to explore this matter. Renewable energy will also be discussed in further detail in the Climate Change and Sustainability Discussion Paper.

Rouge National Urban Park



Photo 11: Farming in the Rouge National Urban Park (Credit: Scott Munn/©Parks Canada / Rouge National Urban Park)

In 2011, the Federal Government committed to work towards the establishment of the Rouge National Urban Park (RNUP). Once completed, the Park will be the largest urban park in North America. Numerous successive land transfers/agreements from all levels of government as well as the Toronto and Region Conservation Authority have taken place since the announcement, with approximately two-thirds of the Park currently under Parks Canada administration.

The RNUP spans the jurisdictions of the City of Toronto, the City of Markham within York Region, and the City of Pickering, and the Township of Uxbridge within Durham Region. Once all land transfers are completed, the Park will encompass an area of approximately 79 square kilometres of which approximately 22 square kilometers are located within Durham Region.

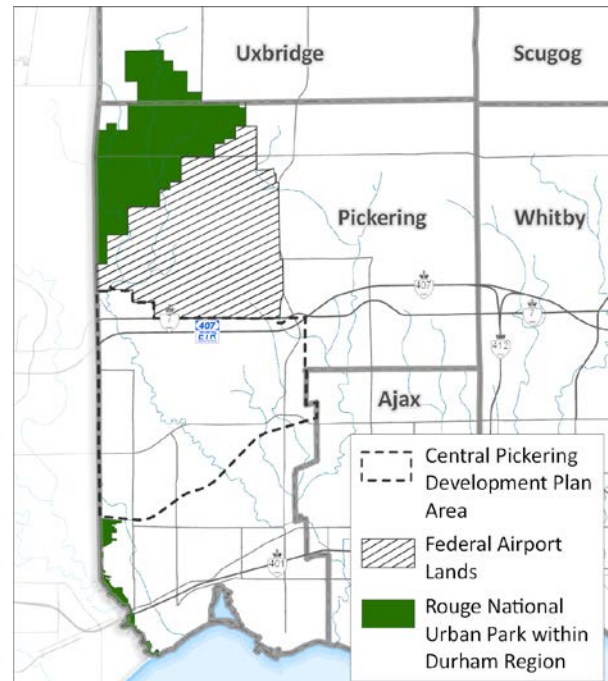


Figure 11: Map of Rouge National Urban Park Boundary in Durham Region (Source: Regional Municipality of Durham)

The Park is comprised of environmental lands, agricultural landscapes, and cultural resources. Agricultural lands within the Park are leased for farming. Some of the farmers and their families in the Park have been farming in the Rouge Valley since 1799.⁴

A draft Management Plan was developed in 2014. The Management Plan will provide guidance on how the lands are to be managed by Parks Canada for a 10-year period. The Plan was finalized in early 2019 and is currently awaiting final approval from the Federal Government.

Through Envision Durham, the ROP will be updated to recognize the RNUP, including whether planning for the lands surrounding

⁴ Parks Canada, <https://www.pc.gc.ca/en/pn-np/on/rouge/info/jalons-milestones>



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RNUP should consider the Management Plan, account for connections to and through the Park, and how it can support agriculture both within and surrounding the RNUP.

Specific Policy Areas

There are Specific Policy Areas in the ROP that apply to unique areas in the Region (refer to Durham's Rural Area Map, page 24). These Areas are described below.

Specific Policy Area A - Duffins/Rouge Agricultural Preserve and Seaton

Specific Policy Area A includes the Duffins/Rouge Agricultural Preserve and Seaton which are located within the City of Pickering.

Lands east of Duffins Creek represent the new community of Seaton and are within the Urban Area, which is not the subject of this Discussion Paper. The lands to the west of Duffins Creek are in the Rural Area and within

the Greenbelt, representing the Duffins/Rouge Agricultural Preserve. On April 17, 2003, the Minister of Municipal Affairs and Housing signed an order under the Ontario Planning and Development Act, 1994 establishing a Development Planning Area covering the Pickering portion of the Duffins Rouge Agricultural Preserve and the Seaton lands. On May 3, 2006, the Province released the CPDP for this area (refer to Provincial Plan Areas in Durham Region Map, page 9).

Policies within the ROP for Specific Policy Area A were intended to support the protection of the Duffins/Rouge Agricultural Preserve in accordance with the CPDP. The Greenbelt Plan prohibits consideration of urban area expansion into the Duffins/Rouge Agricultural Preserve.

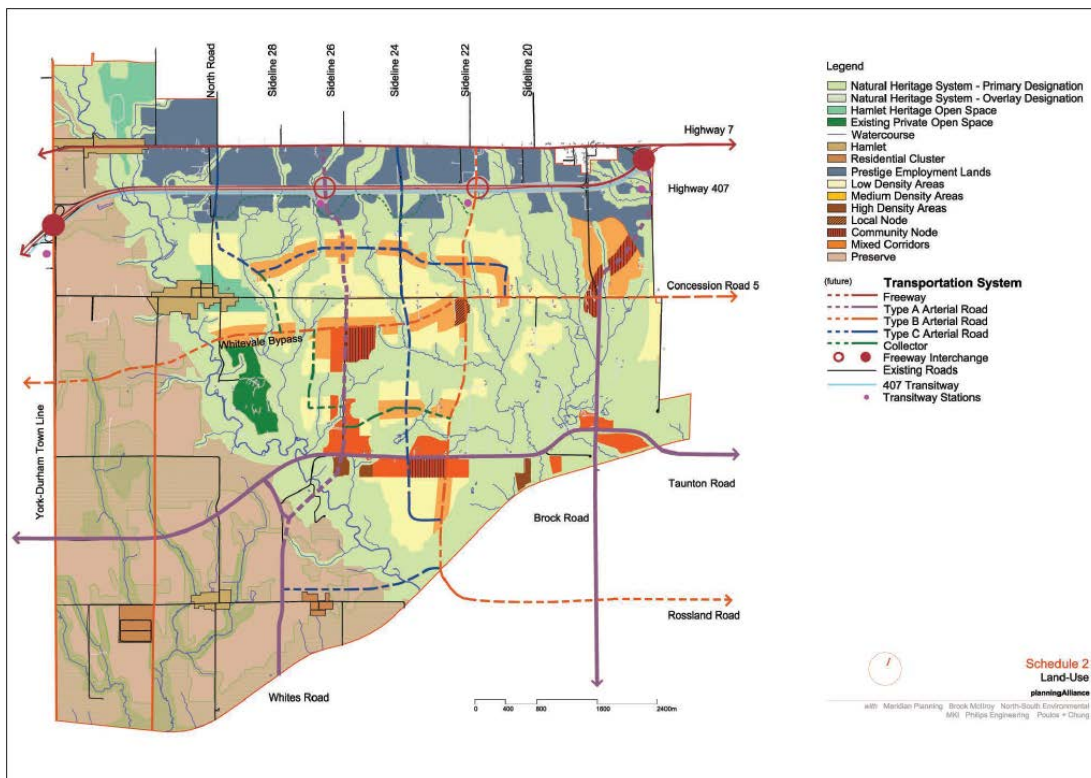


Figure 12: Land Use Schedule, Central Pickering Development Plan

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Specific Policy Area B – St. Marys Cement

Specific Policy Area B applies to the licensed aggregate extraction area and the cement manufacturing facility operated by St. Marys Cement located on the Lake Ontario waterfront in the community of Bowmanville in the Municipality of Clarington. This is the only aggregate extraction site located within in the Urban Area and addressed as a Specific Policy Area. Policies in the ROP permit the aggregate operation and speak to waterfront planning, future rehabilitation, and possible future establishment of a harbour at this location.

In 1991 this Specific Policy Area was appealed to the Ontario Municipal Board by the Port Darlington Community Association. In 1997 a resolution was passed by the Municipality of Clarington approving a “Principle of Understanding” between the municipality and the aggregate company. In 2001, Durham Regional Council recommended that the modified deferral be approved based on agreement from all involved groups, except for one portion of the policy related to the expansion of the dock facility. Through Envision Durham, the Region will be investigating this deferral further as part of the review of Specific Policy Areas, as well as how aggregate extraction areas are depicted in the ROP.

Specific Policy Area C – Port Granby

Specific Policy Area C applies to lands containing a historic waste management facility, licensed by the federal government for low-level radioactive waste. The site is located on 270 hectares (667 acres) of

federally owned lands in the southeastern corner of the Municipality of Clarington, of which 251 hectares (620 acres) are in Clarington.

Since 2016, the Federal Government has undertaken a substantial clean-up initiative intends to relocate the low-level radioactive waste and contaminated soils from the Port Granby Waste Management facility (shown on ROP Schedule ‘A’) to a new, long term waste management facility, located 1 km north of the existing site.

Construction of the new facility began in 2016 and is expected to be completed in 2021. The Municipalities of Clarington and Port Hope, together with the Ganaraska Region Conservation Authority (GRCA) are seeking to establish a nature reserve on the lands surplus to the Port Granby waste facilities. In 2015, the Port Granby Nature Reserve Alliance Working Group, made up of the Municipalities of Clarington and Port Hope, along with the GRCA and the South East Clarington Ratepayers Association developed a Management Plan for the Port Granby Nature Reserve entitled “Nature Reserve: Realizing the Vision” which was endorsed by the Municipal Councils and the GRCA Board and was submitted to the Federal Government for consideration.

Through Envision Durham, the Region will review and update the Specific Policy Area policies and mapping where necessary, to reflect changes in these areas and local official plan policies and will consider whether other supportive policies and approaches should be included.

Discussion Question:

Are there additional areas we should consider identifying as Specific Policy Areas?

Planning Considerations

The following are considerations specific to Agricultural Areas which will be considered through the Envision Durham exercise.

Prime Agricultural Areas

The existing Prime Agricultural Areas designation in the ROP consists of areas where prime agricultural lands predominate, comprising the highest quality of soil classification, identified under the Canada Land Inventory (CLI) as Classes 1 to 3 soils. These areas also include soils of lesser agricultural significance (CLI Classes 4 to 7) and areas where there are local concentrations of farms which exhibit characteristics of ongoing agriculture. Prime Agricultural Areas are shown as a designation in the ROP (refer to Durham's Rural Area Map, page 24) and comprise approximately 40 percent of the total land base of the Region.

The ROP established the following goals for Prime Agricultural Areas:

- To protect and maintain agricultural land for future generations; and,
- To support a healthy and productive agricultural industry as an important element to the Region's heritage, identity and its economic base.

Permitted uses within Prime Agricultural Areas include a full range of agricultural, agricultural-related and secondary uses. The establishment of non-agricultural uses in Prime Agricultural Areas are currently limited to forest, fish and wildlife management, conservation, infrastructure, aggregate extraction, existing uses, in accordance with the policies of the ROP, and the Oak Ridges Moraine Conservation Plan and Greenbelt Plan, where applicable.

The 2017 Growth Plan, Greenbelt Plan, and Oak Ridges Moraine Conservation Plan introduced policy requirements for Agricultural Impact Assessments (AIAs) that provide support for the long-term prosperity of agriculture. AIAs are required for certain types of development including, settlement area boundary expansions, infrastructure, and mineral aggregate operations within prime agricultural areas. Where AIAs are not required by the provincial plans, they are encouraged as a tool to identify and evaluate the potential impacts of non-agricultural development on agriculture and suggest recommendations to avoid or mitigate impacts to agriculture.

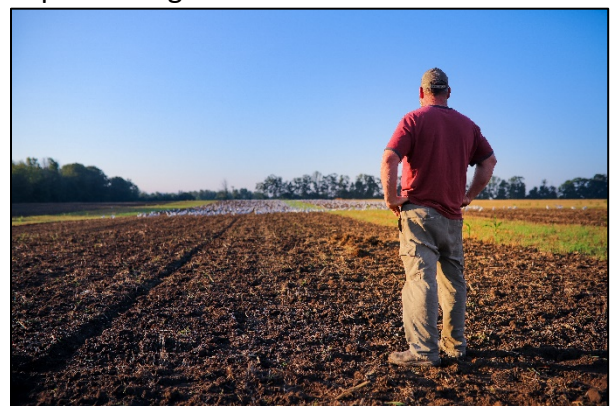


Photo 12: A farmer standing in his field (Source: Durham Region Planning and Economic Development Department)

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Staff's review of the changes to Provincial policy have revealed that changes are likely to be required to address Prime Agricultural Areas. This includes:

- A broadening of goals and policies to:
 - Permit all types, sizes and intensities of agricultural uses;
 - Recognize normal farm practices;
 - Recognize the agri-food network;
 - Reference provincial guidance where appropriate;
 - Discourage non-agricultural uses;
 - Further address compatibility by requiring AIAs where appropriate and necessary;
 - Eliminate the requirement for agricultural products to be sourced from the farm unit upon which a farm stand is situated.

There are also a series of definitions such as: Agricultural uses, Agriculture-related uses, On-farm diversified uses, Agri-business, Agri-tourism, and Secondary uses which need to be introduced, removed, or refined.

The PPS defines Agriculture-related uses as those farm-related commercial and farm-related industrial uses that are directly related to farm operations in the area, support agriculture, benefit from being in close proximity to farm operations and provide direct products and/or services to farm operations as a primary activity.



Photo 13: Farm produce stand (Source: Durham Region Planning and Economic Development Department)

Since 2003, there have been proposals for new Agriculture-related uses in Durham which include: proposals for a dry grain processing mill, an on-farm brewery/cidery, and retail sales of food grown/raised on the farm.

Agricultural uses: means the growing of crops, including nursery, biomass, and horticultural crops; raising of livestock; raising of other animals for food, fur or fibre, including poultry and fish; aquaculture; apiaries; agro-forestry; maple syrup production; and associated on-farm buildings and structures, including, but not limited to livestock facilities, manure storages, value-retaining facilities, and accommodation for full-time farm labour when the size and nature of the operation requires additional employment. (PPS, 2014)

The PPS defines On-farm diversified uses as uses that are secondary to the principal agricultural use of the property and are limited in area. On-farm diversified uses include, but are not limited to, home occupations, home industries, agri-tourism uses, and uses that produce value-added agricultural products.



Photo 14: Apple orchard in Durham (Source: Durham Region Planning and Economic Development Department)

Proposals for new on-farm diversified uses in Durham since 2003 include: an on-farm restaurant, overnight accommodation, spa, educational tours, and weddings and other special events.

Managing the scale (i.e. size) of on-farm diversified uses, as well as ensuring these uses remain secondary to the primary agricultural function of the property, has become challenging as some uses can generate increased traffic, noise, and other impacts to adjacent agricultural operations and rural residences.

There has also been increased interest in other types of activities such as aquaponics (fish farming). In addition, development of cannabis production operations have

occurred in the wake of recent legalization in Canada. These types of uses may be considered as agricultural or agricultural-related uses and permitted as of right within prime agricultural areas, however, they also pose unique challenges related to size and scale of the operations, water usage and proximity to residential uses.

Agricultural Impact Assessment (AIA):

An Agricultural Impact Assessment is a study that evaluates the potential impacts of non-agricultural development on agricultural operations, and the Agricultural System and recommends ways to avoid or, if avoidance is not possible, minimize and mitigate adverse impacts. (Greenbelt Plan, 2017)

Discussion Question:

Is there criteria that should be considered when siting “new” types of agricultural-related and on-farm diversified uses?

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Major Open Space Areas

The existing ROP includes a Major Open Space (MOS) System as a continuous system of open space lands woven through the Region. It serves to define the boundaries of distinct urban areas, supports the ecological health of the Region, and protects environmental areas and their functions.



Photo 15: Recreational activities (Source: Durham Region Planning and Economic Development Department)

Within this designation, the following uses are permitted: conservation uses and a full range of agricultural, agricultural-related and secondary uses. In addition, the establishment of non-agricultural uses, including agri-business, cemeteries, major recreational uses, commercial kennels and landscape industry uses may be considered subject to the policies of this Plan, and the Greenbelt Plan. Area municipal official plans may further distinguish between non-agricultural uses which are compatible with the character of the Major Open Space Areas in urban and rural areas.

Lands designated as open space in the Rural Area are intended to be the focus for agricultural uses, environmental stewardship

and conservation, and recreation opportunities of a passive nature. These open space areas support the Regional structure envisaged by the Plan, by providing undeveloped land between urban areas (urban separators) and supporting an ongoing fundamental planning principle of clearly distinguishing between urban and rural areas.

In contrast, designated open space areas in urban areas are intended to focus on both active and passive recreational uses and environmental protection, and do not function as urban separators.

Much of the Region's Major Open Space designation has been identified as Prime Agricultural Land in the Province's recently released Agricultural System. Consequently, it is anticipated that the Region's Major Open Space designation could be significantly reduced. The Province has also indicated a preference for lands within the Rural Area that are not considered to be prime agricultural lands to be referred to as "rural lands".

The Major Open Space System and designation form part of the Region's Greenlands System which will be discussed further in the Environment/Greenlands Discussion Paper. This Paper is scheduled to be released later in 2019. There is significant overlap between areas where Major Open Space predominates and the Agricultural/Rural System (refer to Durham's Rural Area Map, page 24) Approximately 19 percent of the total land base of the Region is designated Major Open Space Areas.



Photo 16: Recreational activities (Source: Durham Region Planning and Economic Development Department)

Through Envision Durham, the Region will consider whether to have a “Rural Lands” designation in the Rural Area and a separate environmental designation, or a Rural Lands designation with environmental policies.

Agriculture & Rural System

Provincial Agricultural System

In 2018, the Province released a Provincial Agricultural System (refer to Provincial Agricultural System Maps, pages 47 and 48). The Agricultural System is defined as the system mapped and issued by the Province, comprised of a group of inter-connected elements that collectively create a viable, thriving agricultural sector. It has two components:

- a) an agricultural land base comprised of prime agricultural areas, including specialty crop areas, and rural lands that together create a continuous, productive land base for agriculture; and
- b) an agri-food network, which includes infrastructure, services and assets important to the viability of the agri-food sector.

The Provincial Agricultural System is comprised of Prime Agricultural Lands (CLI Classes 1 to 3) plus other associated Classes 4 to 7 lands and additional areas where there is a local concentration of farms with characteristics of ongoing agriculture.

For the purposes of the agricultural land base mapping, the Ontario Ministry of Agriculture, Food and Rural Affairs (OMAFRA) undertook a Land Evaluation Area Review (LEAR) and identified:

- 1) Areas already designated as prime agricultural areas in approved official plans;

- 2) Additional areas identified by OMAFRA as meeting the definition of prime agricultural areas; and,
- 3) Candidate areas for the agricultural land base that were equal to or larger than 250 hectares (617 acres) that are in agricultural production and received medium LEAR scores.

There are considerable differences between the Province's Agricultural System mapping and the Prime Agricultural Areas designation in the current ROP. Many of the lands currently designated as Major Open Space Areas in the ROP have been identified by the Province as Prime Agricultural Areas or as candidate lands for adding to the Agricultural System.

The Province's Agricultural System mapping is intended to be reviewed and refined by single and upper-tier municipalities during the MCR process.

Agri-Food Network

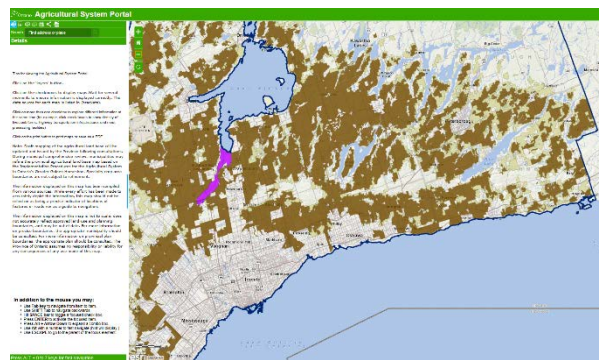


Photo 17: Screenshot of OMAFRA Agricultural Portal

The Greenbelt and Growth Plan encourage municipalities to plan for the success of the agri-food sector, by recognizing and supporting the agri-food network. The Agri-Food Network is defined as:

“A network that includes elements important to the viability of the agri-food sector such as regional infrastructure and transportation networks; on-farm buildings and infrastructure; agricultural services, farm markets, distributors and primary processing; and vibrant, agriculture-supportive communities.”

Elements of the agri-food network are not limited to Prime Agricultural Areas. Urban agriculture may also form part of the Agricultural System which can be mapped by municipalities, and their link to the broader Agricultural System recognized. The Province has recommended that Rural lands (i.e. those designated as Major Open Space Areas in the ROP) include policies that specify all areas in agricultural production and areas that support elements of the agri-food network be defined as being part of the Agricultural System.

The Province’s implementation procedures also suggest that OMAFRA’s Agricultural System Portal or other local Agri-Food Asset Mapping be included as an appendix to an Official Plan and/or as part of an accompanying economic development strategy. The Durham Region Economic Development Division, partnered with the Greater Golden Horseshoe Food and Farming Alliance (GGHFFA) and several other municipalities, to develop agri-food asset mapping. Hosted through an online portal controlled by the GGHFFA. The focus of this mapping was primarily for economic development purposes. An update to this mapping is planned for the Spring of 2019 and will consider the use of agri-food asset mapping more broadly. The Region also conducts an annual Business Count which can

be referenced in the development of agri-food asset mapping.

As part of Envision Durham, consideration to whether to incorporate the agri-food network into the ROP. Some of the proposed changes could include:

- Recognizing the agri-food network as part of the Agricultural System;
- Encouraging area municipalities to recognize urban agriculture as part of the Agricultural System and mapping urban agriculture in local Official Plans as recommended by the Province; and,
- Including Agri-food Asset Mapping as an Appendix to the ROP.

Refinement of the Agricultural/Rural Land Base

The Region will rely on the Province’s LEAR for the purposes of this MCR. Through Envision Durham, the Region will evaluate and refine, where appropriate, the Provincial Agricultural System based on the following general approaches:

- Lands which are currently designated in the ROP as “Prime Agricultural Areas” and which are identified as Prime Agricultural Areas in the Provincial Agricultural System would not be changed (refer to Provincial Agricultural System Maps, pages 47 and 48);
- Lands designated as Prime Agricultural Areas in the ROP but have not been identified in the Provincial Agricultural System will be reviewed to determine whether they should remain designated as Prime Agricultural Areas, or whether

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- they should be re-designated as Major Open Space Areas or Rural Lands; and,
- Refinements to Prime Agricultural Areas mapped in OMAFRA's land base map will be considered against the Province's criteria for refinement as outlined in their Implementation Procedures.

Candidate Lands

Through the MCR process, the Region will work closely with area municipalities to consider Provincially identified Candidate Lands (identified on Provincial Agricultural System Mapping, pages 49 and 50) and other lands should be included as prime agricultural areas. These candidate areas could be added to Prime Agricultural Areas or designated as Rural Lands (Major Open Space Areas).

OMAFRA identified candidate areas for the agricultural land base as areas that are equal to or larger than 250 hectares (617 acres) which received medium LEAR scores and are in agricultural production (based on Agriculture and Agri-Food Canada's Annual Crop Inventory).

The following considerations will be given to Candidate Lands:

- Where these lands are included in an agricultural designation in the area municipal official plan, these lands could be included as Prime Agricultural Areas in the ROP, subject to consultations with the area municipality;
- Candidate lands not included within an agricultural designation in the area municipal official plan will be reviewed and considered based on:
 - Whether the land is currently being used for agriculture;
 - Natural Heritage/Hydrologic Features and System Mapping – certain lands containing environmental features may be more appropriately designated or left as Major Open Space/Rural Lands;
 - Provincial LEAR information; and,
 - Soil Data.

Other matters for consideration

As a best practice, the Province has recommended that existing non-agricultural uses within the prime agricultural area be designated as a prime agricultural area with a site-specific exemption policy permitting the existing non-agricultural use. The Region will review existing site-specific exemptions to determine how best to treat such uses in light of the Province's recommended approach.

The Implementation Procedures indicates that existing approved but undeveloped employment areas in prime agricultural areas be assessed at the time of development, for impacts to the Agricultural System. The Procedures indicate that where non-agricultural uses cease, or where it is determined the lands are not required, the prime agricultural areas designation should apply.

The Province's Agricultural System identifies lands in the Town of Whitby and the City of Oshawa (currently under appeal and subject to ROP Policy 14.13.7), as well as the East Orono Employment Area in the Municipality of Clarington as Prime Agricultural Areas. These lands will be reviewed, and any

refinements would reflect a future decision of the Local Planning Appeal Tribunal.

Finally, the Region will undertake an edge mapping exercise for the Prime Agricultural Areas designation to evaluate whether the Durham's current Major Open Space Areas designation should be adjusted, or if a new Rural Lands designation should be established.

Discussion Question:

Are there any additional considerations the Region should have regard for in the refinement of the Agricultural System mapping?

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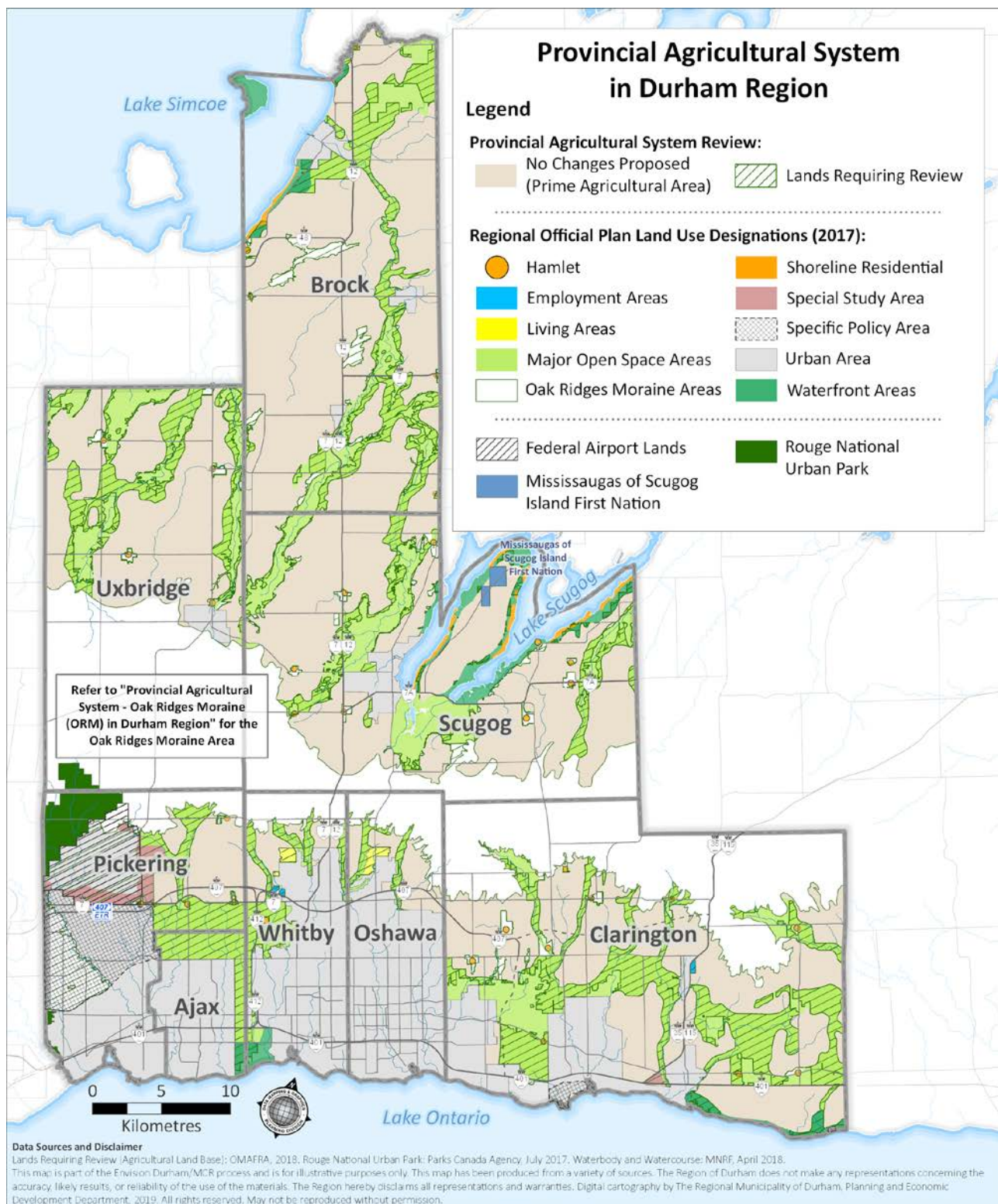


Figure 13: Map of Provincial Agricultural System in Durham Region

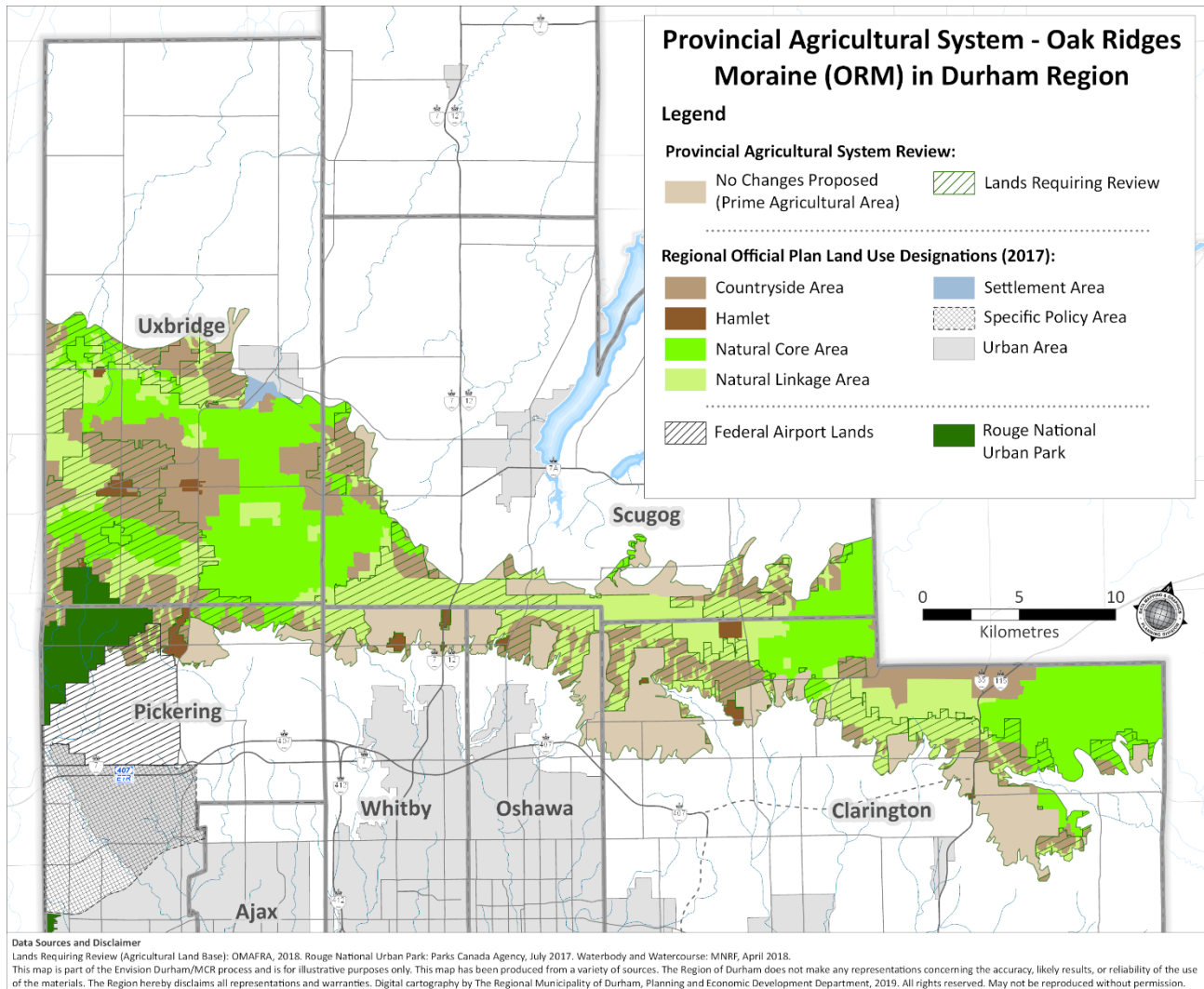


Figure 14: Provincial Agricultural System - Oak Ridges Moraine in Durham Region

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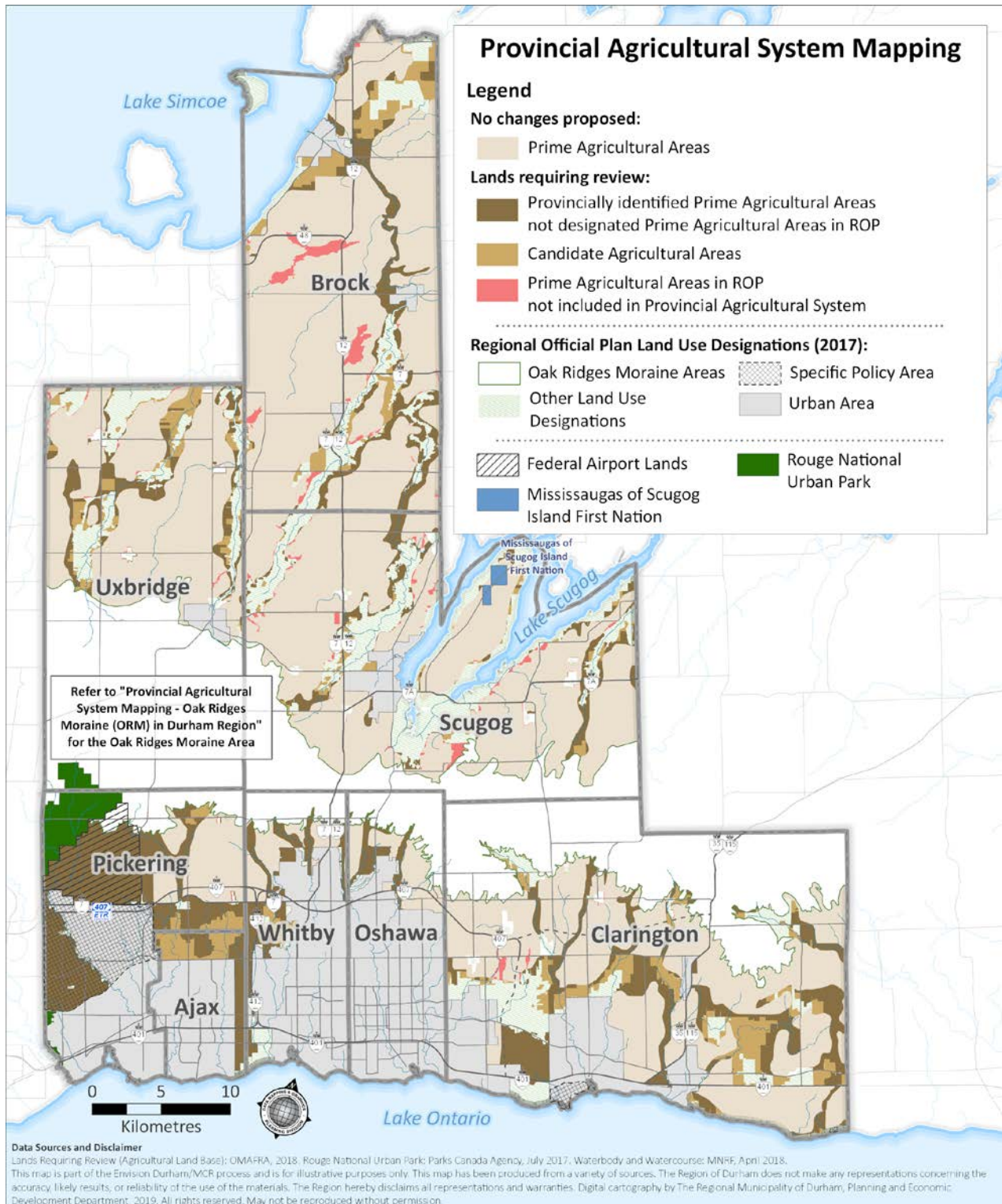


Figure 15: Provincial Agricultural System Mapping

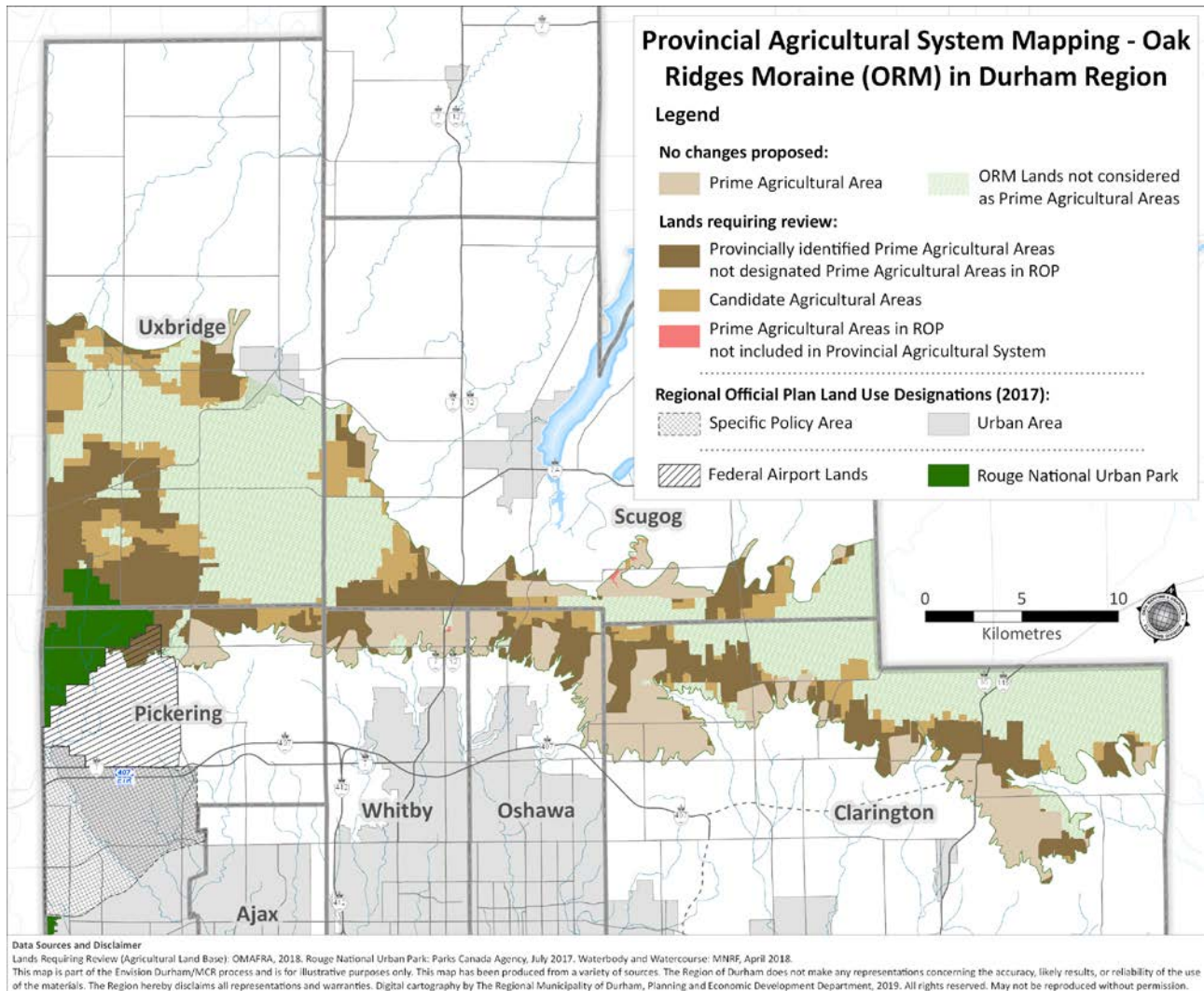


Figure 16: Provincial Agricultural System Mapping - Oak Ridges Moraine in Durham Region

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Rural Lot Creation

There has been a significant decline in the number of rural parcels created in Durham through the consent process since the Greenbelt Plan came into effect in 2005, from 715 during the period 1991 – 2004 to 246 during the period 2005 - 2018 (refer to Consent Application Tables, page 54 and 55).

The PPS 2014 contains language discouraging lot creation in Prime Agricultural Areas except for agricultural and agriculture-related uses, where it permits a residence surplus to a farming operation as a result of farm consolidation, infrastructure, and lot adjustments, subject to criteria.

The Greenbelt Plan, 2017 and ORMCP, 2017 include language discouraging lot creation. Policies permit lot creation only for the uses specified in the PPS. The Greenbelt Plan, 2017 and ORMCP policies which will need to be considered include:

- Permitting lot creation for agricultural uses and agriculture-related uses, subject to criteria;
- Permitting lot creation for the acquisition of land for infrastructure purposes;
- Permitting lot creation to facilitate conveyances to public bodies or non-profit entities for natural heritage conservation, provided it does not create a separate lot for a residential dwelling in prime agricultural areas; and,
- Permitting second dwelling units within a single dwelling or existing accessory structures on the same lot, provided the lot is outside of the Greenbelt Natural Heritage System.

In addition, the ORMCP, 2017 does not allow secondary dwellings to be a temporary, mobile or portable unit.

The Provincial Guidelines on Permitted Uses in Ontario's Prime Agricultural Areas provides guidance related to agricultural and associated uses. This includes best practices for farmers to consider alternatives to building a new, separate, permanent dwelling for farm help, with three alternative examples listed, including:

- A second dwelling unit within an existing building on the farm;
- A temporary structure, such as a trailer or other portable dwelling unit; and
- An existing dwelling on a parcel of land that is part of the extended farm operation or located in a nearby settlement area or on a rural lot.

In Durham, the guiding principles related to lot creation in Rural Areas include:

- Allowing for limited infilling opportunity in rural settlement areas;
- Protecting and maintaining agricultural land for future generations;
- Supporting a healthy and productive agricultural industry;
- Discouraging the fragmentation of the agricultural land base;
- Encouraging the consolidation of agricultural parcels of land; and
- Complying with the Minimum Distance Separation formulae.

However, rural lot creation may present issues including the following:

- Fragmentation of the agricultural land base;
- Creation of vacant (potentially undersized) agricultural parcels, zoned to prohibit the construction of a dwelling in perpetuity;
- Smaller parcels can reduce the flexibility and viability of adequately sized parcels of land for future generations of farmers;
- Potential for compatibility issues through the introduction of more non-farm residents to the Rural Area; and
- For non-abutting surplus farm dwellings specifically, the long-term effectiveness of zoning retained parcels to restrict the construction of new residential dwellings.

However, this additional lot creation allows land owners, particularly agricultural land owners, to:

- Avoid being a landlord;
- Use the revenue from the sale of a surplus dwelling to purchase land and/or farm equipment;
- Plan for business, estate, retirement, or other purposes; and
- Have housing options in the Rural Area; and,
- For non-abutting surplus farm dwellings specifically, the restrictive zoning on the retained lands helps to moderate the cost of agricultural parcels.

An analysis of rural parcel size (refer to Rural Parcel Size Map, page 53) and assessed farm parcels (refer to Assessed Farm Parcel Map, page) indicates that the larger the parcel of land, the more likely it is to be an assessed farm parcel. While there are about 6,500 rural parcels less than 2 hectares (5 acres) in

size, only approximately three percent of these are parcels assessed as farms by the Municipal Property Assessment Corporation (MPAC). In contrast, while there are a little more than 1,000 rural parcels greater than 40 hectares (100 acres) in size in Durham, nearly 80 percent of these larger parcels are assessed farm parcels. Other lands include aggregate operations and government owned properties including conservation lands.

Discussion Question:

Should the ROP be more or less restrictive in terms of lot creation in the Rural Area? What criteria should be considered?

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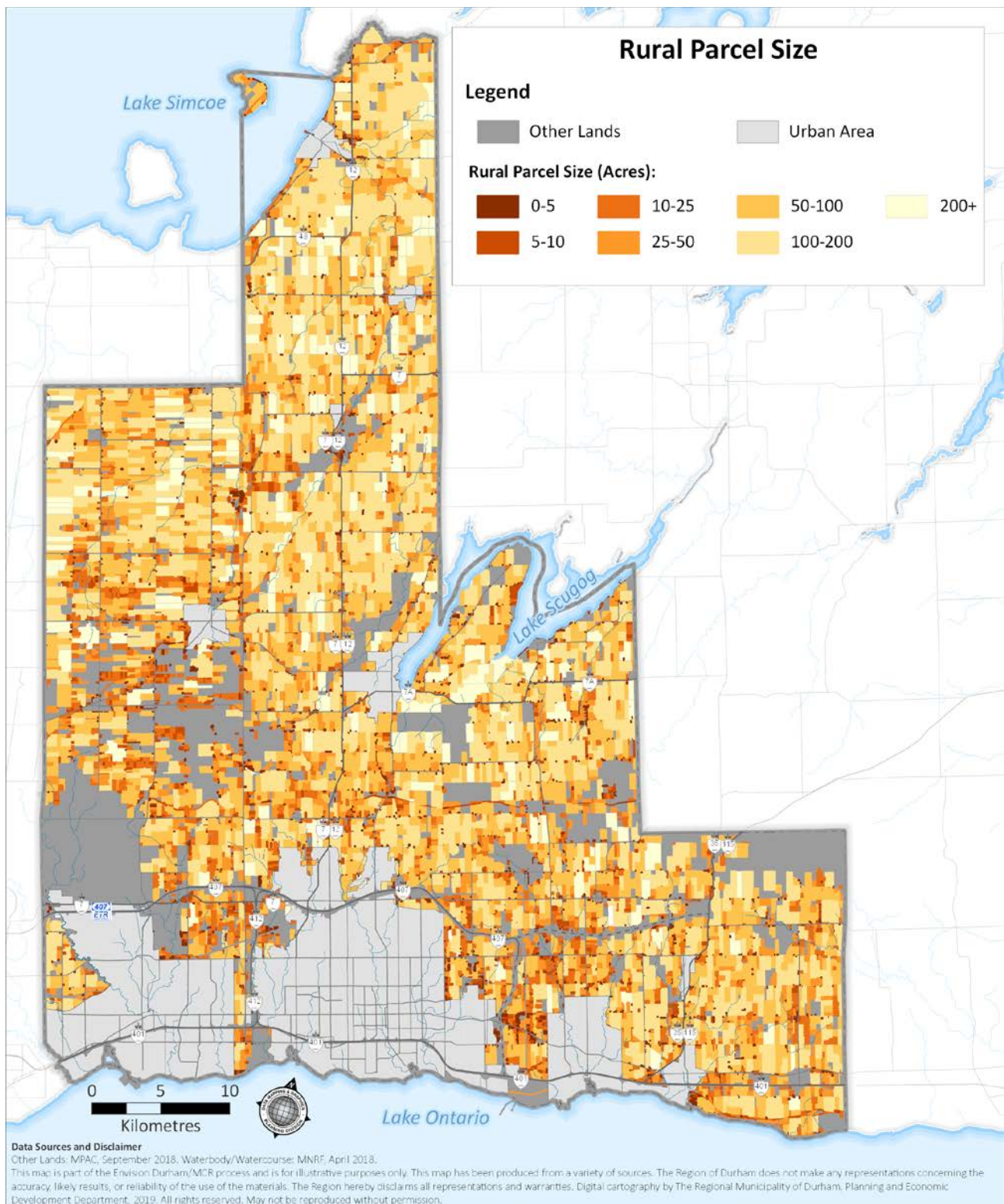


Figure 17: Rural Parcel Size

Table 2: Rural Consent, Deeds Stamped in Durham's Rural Area, 1991 – 2004

Existing Use of Proposed Severed Parcel	Number of New Lots Created (Residential and Non-Residential)	Number of Residential Lots Created
Agricultural	372	137
Commercial	13	0
Farm Related Rural Residential	6	6
Industrial	37	0
Non-Farm Related Rural Residential	123	121
Rural Cluster	30	30
Rural Hamlet	128	128
Seasonal Residential	6	6
Totals	715	428

Source: LDO and Durham Region Planning Division.

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Table 3: Rural Consent, Deeds Stamped in Durham's Rural Area, 2005 – 2018

Existing Use of Proposed Severed Parcel	Number of New Lots Created (Residential and Non-Residential)	Number of Residential Lots Created
Agricultural	107	45
Commercial	1	0
Farm Related Rural Residential	18	17
Industrial	0	0
Non-Farm Related Rural Residential	35	32
Other	18	3
Rural Cluster	11	11
Rural Hamlet	54	45
Seasonal Residential	2	2
Totals	246	155

Source: LDO and Durham Region Planning Division.

Rural Settlements

Rural Settlements include Hamlets, Country Residential Subdivisions, Shoreline Residential Areas and Rural Employment Areas that are currently designated on Schedule 'A' of the ROP (refer to Figure 10, "Durham's Rural Area", Page 24). Rural Settlements also include residential clusters and 4 hectare (10 acre) lots. Rural settlements comprise approximately one and a half percent of the Region's total land base.

The current ROP established the following goals for Rural Settlements:

- To strengthen, preserve and foster the cultural attributes and historic heritage of Rural Settlements;
- To recognize existing Rural Settlements, and support their function of providing for the limited residential, social and commercial needs of the Rural System; and,
- To establish a firm limit to Hamlet development.

Hamlets

Hamlets are concentrations of development within the Rural Area. Hamlets are currently shown as symbols on Schedule 'A' of the ROP and are further delineated in area municipal official plans. There are 53 hamlets in Durham Region, ranging from 7 lots to nearly 400 lots. The median hamlet size is 63 lots. Since 2003, the number of residential units within hamlets has increased by approximately 16 percent, with the largest increases in the Township of Uxbridge. The ROP directs hamlets to be the predominant location for residential and social,

commercial and employment development serving the needs of the surrounding area, and that limited growth will occur only in those hamlets that are determined to be suitable for further development, subject to criteria.

The PPS, Growth Plan and ORMCP all refer to hamlets only as a type of rural settlement area while the Greenbelt Plan goes further to state that, since hamlet lots are privately serviced, they are not locations to which growth should be directed. A review of rural residential development potential undertaken by the Region in 2018 indicated that there are approximately 132 existing vacant residential lots remaining within hamlets across the region.

Direction from the updated Growth Plan has indicated that all Settlement Area boundaries are to be delineated in official plans, including hamlets. This process will include proposed delineation of hamlet boundaries. Related ROP policies regarding the delineation of hamlets could then be removed or revised.

Residential Clusters

The ROP recognizes that there are distinct clusters of non-farm residential development that exist in the Region's Rural Area that have been identified in area municipal official plans and/or zoning by-laws. The ROP does not designate clusters but permits residential infill development within the boundary of such recognized clusters, subject to criteria.

Residential clusters should possess the following characteristics:

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- It is a definable separate entity and is of a size so as not to be considered as scattered or strip development;
- It is identified in the local official plan and/or zoning by-law and once defined, no further extensions may be permitted;
- Dwellings are on lots generally less than 3 hectares (7.4 acres) in size; and
- Any development within the cluster is privately serviced, compatible with surrounding uses, and conforms with MDS and agricultural best practices.

Clusters range in size with the median size being 16 lots. Larger clusters include “Cherrywood West” in Pickering and “Blackwater” in Brock. The size of these larger clusters approach or exceed the median number of residences in Hamlets, which is 68. Between 2005 and 2018, 11 severances were granted for rural cluster development (infilling), which averages 0.8 new lots per year. This is down significantly from 47 severances between 1991 and 2000.

The PPS and the Provincial Plans are silent on residential or rural clusters; however, the PPS definition of Settlement Areas includes lands which have been designated in an official plan for development over the long-term planning horizon of up to 20 years. The Growth Plan contains a definition with similar language.

Through Envision Durham, the Region will be undertaking a review of rural residential clusters and associated ROP policies.

4 Hectare Lots

The ROP recognizes concentrations of abutting rural non-farm residential lots, predominantly 4 hectares (about 10 acres) in size located within the Rural and Greenlands Systems and prohibits the creation of new rural residential lots within or adjacent to these concentrations.

The PPS and relevant Provincial Plans are all silent on 4 hectare (about 10 acres) lots as an entity. This policy could potentially be removed from the ROP since the restriction of severances within these areas is already addressed in other areas of the Plan. This matter will be explored in conjunction with the residential clusters review.

Country Residential Subdivisions

Country Residential Subdivisions are large lot residential subdivisions, with single detached dwellings, predominantly serviced by individual private wells and septic systems, and typically with their own internal road system.

The Greenbelt Plan prohibits the establishment of new Country Residential Subdivisions and the creation of additional lots within existing approved country residential subdivisions.

The ROP identifies 36 Country Residential Subdivisions, approved prior to the Greenbelt Plan coming into effect in 2005, with a maximum total of 901 permitted units. Of those subdivisions, 6 subdivisions have not yet been developed. In total, there exists potential for the further development of approximately 176 additional units within developed and undeveloped Country Residential Subdivisions. On average, approximately 12 units/year have been constructed since 2001 which is consistent with the period of 1991-2000.

Shoreline Residential Areas

The ROP designates Shoreline Residential Areas adjacent to Lakes Ontario, Simcoe and Scugog, where seasonal and permanent residential uses predominate.

The ROP does not permit new Shoreline Residential Areas, and limits development within existing areas to minor rounding out, infill development, redevelopment and resort development, subject to criteria. A review of rural residential development potential

undertaken by the Region in 2018 indicated that there are approximately 139 existing vacant shoreline residential lots remaining in the municipalities of Brock and Scugog.

In the area subject to the Lake Simcoe Protection Plan (LSPP) criteria have been established for development or alteration within Shoreline Built-Up Areas which establishes detailed criteria with respect to development or site alteration within these areas. The Growth Plan also includes policy related to these areas.

Through Envision Durham, the Region will consider the need to add a definition for Shoreline Residential Areas and consider the establishment of criteria or appropriateness of adopting similar policy language as is included in the LSPP and the Growth Plan.

Rural Employment Areas

Currently, the ROP designates three Rural Employment Areas. Two are located in the Township of Uxbridge and one in the Township of Brock (refer to Durham's Rural Area Map, page 24). Based on the most recent analysis, 49 percent of lands designated as Rural Employment Areas were vacant and 23 percent of those lands were available for development with private water and sewer services, representing 53 hectares (140 acres) and 12 hectares (29.6 acres) respectively. 77 percent (41 hectares/ 101 acres) of the vacant lands were potentially serviceable with private water only (refer to Rural Employment Areas Table). It should be noted that vacant land is not necessarily available for sale or lease.



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Generally, Rural Employment Areas are to contain industries of a dry nature (do not require significant amounts of treated water), be of a high-quality design, and are to be individually serviced with privately drilled wells and private sewage disposal systems. The general intent of the ROP is to encourage the concentration of employment uses within urban areas. The ROP does not permit the creation of new rural employment areas.

Section 2.2.9.5 of the Growth Plan states that existing employment areas outside of settlement areas on rural lands that were designated for employment uses in an official plan that was approved and in effect as of June 16, 2006 may continue to be permitted. All three of the current Rural Employment Areas were in existence prior to this date.

The Growth Plan also states that expansions to these existing employment areas may be permitted only if necessary to support the immediate needs of existing businesses and if compatible with the surrounding uses.

The Region is undertaking a review of all employment lands in Durham as part of Envision Durham. Employment lands will be further discussed in detail through growth management discussion paper(s) scheduled to be released later in 2019.

Table 2: Rural Employment Lands in Durham

Rural Employment Area Number	Location	Size (hectares)	Occupied (hectares)	Vacant (hectares)
1	Part Lot 26, Con 5, Uxbridge	18.7	8.8	9.9
2	Part Lots 13, 14 & 15, Con 1, Uxbridge	80.5	23.9	53.9
3	Part Lot 1, Con 12 & 13, Brock	8.7	3.8	4.9
Totals	Not applicable	107.9	36.5	68.7

Source: Durham Region Planning Division.

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Considerations

To implement Provincial policy, there is a need to enhance ROP goals and policies to:

- Include reference to building on local diversity and rural character;
- Recognize and allow for appropriate additional housing opportunities such as secondary suites and/or garden suites; and,
- Encourage community hubs/complete communities.

Over 90% of survey respondents think that protecting the character of Durham's existing rural settlements is "somewhat" to "extremely important".

(Based on Envision Durham Public Opinion Survey responses received at the time of writing this paper, 122 of 123 respondents).

The Region will also consider the following:

- Addressing policies for rounding out of hamlets and shoreline residential areas
- Delineating hamlet boundaries; and,
- Treatment of existing policy exceptions.

Rural Settlements are typically served by private water supply (wells) and private sanitary sewage systems. However, there have been some cases where poor water quality has arisen in certain locations. In this regard, the Greenbelt Plan provides for the extension of municipal or private communal sewage or water services outside of a settlement area boundary in the case of health issues or to service existing uses and the expansion thereof adjacent to the

settlement area. If municipal water services exist outside of a settlement area, existing uses may be connected to the service if included in the service boundary for the environmental assessment.

The ROP contains policies related to health concerns to conform to the 2005 Greenbelt Plan. These policies will be examined through this review to consider if amendments are needed to conform to the 2017 Greenbelt Plan.

The ROP contains policies related to addressing the reasons for contamination of wells in Rural Settlements, above providing new and/or expanded.

Regional Nodes

Currently the ROP identifies Kirby Ski Area (now known as Brimacombe) and Mosport Park (now known as Canadian Tire Motorsport Park) as Regional Nodes (refer to Durham's Rural Area Map, page 24).

Regional Nodes are intended to recognize existing Regional scale areas of major recreational activities, such as centres of tourist activity and specialized recreational facilities, within the Region's Rural System, and to provide for their continued function.

Regional Nodes are to be developed in a manner that will attract other compatible non-residential uses and incorporate high quality designs and visual standards. Typically, they are under single ownership and are serviced with private, on-site systems in the Rural Area.

Through Envision Durham, a review will be undertaken to examine whether Regional Nodes should continue to be designated and/or whether a new policy approach is appropriate.

Discussion Question:

Is there value in continuing to identify Regional Nodes in the ROP? If so, what Regional Nodes, (or areas exhibiting these characteristics), should be considered?



Photo 18: Brimacombe Ski Area - Clarington (Source: Durham Region Planning and Economic Development Department)



Photo 19: Canadian Tire Motorsports Park (Source: Durham Region Planning and Economic Development Department)

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Aggregate Resources



Photo 20: Aggregate Operation, Clarington (Source: Durham Region Planning and Economic Development Department)

Aggregate Resources, such as sand, gravel, bedrock, and clay, are used for road building and construction. Durham contains significant aggregate resources with the majority of aggregate resources concentrated in Uxbridge, Scugog, Brock, and north Clarington (refer to Aggregates Map, page 67). Sites where sand and gravel, or other loosed material is extracted are classified as pits. Sites where solid material such as bedrock is extracted are classified as quarries.

It is estimated that the Region contains 35,000 hectares (86,500 acres) of land with significant aggregate resource potential. The Region contains 3,755 hectares (9,279 acres) under license for aggregate extraction, which is down from 4,258 hectares (10,521 acres) in 2003. Additionally, there are currently 67 active licences for aggregate extraction in

Durham, down from 86 active licences in 2003 (Refer to Aggregates Table, page 66).

The current ROP established the following goals for Aggregate Resource Extraction Areas:

- To provide opportunities for the extraction of aggregate resources for local and Regional needs, as well as to contribute to Provincial needs, while protecting significant features of the Region's natural environment and minimizing financial and social impacts on residents, the area municipalities and the Region; and,
- To protect high potential aggregate resource areas from incompatible land uses.

The ROP's Resource Extraction Areas policies aim to manage mineral aggregate extraction activities to minimize impacts on the natural heritage and socio-cultural environments. The ROP also aims to protect high potential resource areas from incompatible land uses. Mineral aggregate extraction refers to the removal of aggregate resources in licensed pits and quarries.

Approved Resource Extraction Areas are currently shown on Schedule 'A' of the ROP. In addition, Schedule 'E' – Table 'E1' of the ROP includes a description of each resource extraction area, including its location and its licensed area. Once an area is no longer licensed, the symbol on Schedule 'A' and the description on Schedule 'E' – Table 'E1' may be removed without amendment.

New Resource Extraction Areas or expansions to existing areas may be considered by

amendment to the ROP. Since 2003, there have been 6 applications for amendment to the ROP for aggregate uses, 5 for expansions of existing sites and 1 application for a new site.

Applications to amend the ROP for the establishment of a new operation, or an expansion of an existing operation, must be accompanied by prescribed background information, including a hydrogeological study to address potential impacts on water resources, and an assessment of potential impacts of the operation on the natural and socio-cultural environments.

Aggregate-related industrial uses, outside of designated Employment Areas, such as asphalt plants, ready-mix concrete plants and aggregate transfer stations, may be considered by amendment to the ROP, as exceptions. Such aggregate-related industrial uses that have been approved are listed on Schedule 'E' – Table 4 of the ROP.

Portable asphalt plants are permitted without amendment for a temporary period in any ROP designation, except within environmentally sensitive areas and residential areas. Wayside pits and quarries are also permitted without amendment to official plans or zoning by-laws, except in locations in and around environmentally sensitive areas, Urban Areas and Rural Settlements.

The ROP also identifies areas of high potential aggregate resources on Schedule 'D', in accordance with geological information that was available during the last ROP review. The high potential areas shown on Schedule 'D' are not land use

designations, but rather provide information on the location of the significant aggregate resources.

Aggregate licensing and regulation are governed by the Aggregate Resource Act and is administered by the Ministry of Natural Resources and Forestry (MNRF). MNRF oversees the rules governing aggregate management, issues licenses, permits and changes to existing approvals, inspects aggregate operations and responds to complaints, enforces compliance and ensures rehabilitation is carried out on sites.

Other ministries such as the Ministry of the Environment, Conservation and Parks and the Ministry of Municipal Affairs and Housing are also involved in regulation. Other legislation that regulates aggregates include:

- Environmental Protection Act;
- Environmental Assessment Act;
- Ontario Water Resources Act;
- Endangered Species Act; Conservation
- Authorities Act;
- Planning Act;
- Oak Ridges Moraine Conservation Act; and,
- Greenbelt Act.

The 2014 PPS includes policies modernizing the regulation of aggregates. There are key aspects of the PPS that must be addressed in the ROP including:

- Identifying deposits of mineral aggregate material to the relevant ROP schedules;
- Providing policy direction on accessory aggregate recycling;
- Adding policies on comprehensive rehabilitation;

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- Adding policies requiring rehabilitation of extraction areas back to agricultural condition; and,
- Adding various definitions for consistency with the PPS.
- The identification of tertiary aggregate resources is not being proposed, nor is there an intent to depict aggregate resources within the existing approved urban area boundaries.

In addition, to achieve conformity with Provincial Plans, the following changes would be required:

- Incorporating aggregate policies from the Growth Plan into the ROP;
- Reflecting changes to application criteria in Greenbelt Natural Heritage System and Oak Ridges Moraine Natural Linkage Areas;
- Addition of new policy on Agricultural Impact Studies; and,
- Addition of requirement for rehabilitation to an agricultural condition.

Over three quarters of survey respondents (77.3%) think that providing opportunities for the extraction of aggregate resources are “somewhat” to “not at all important”.

(Based on Envision Durham Public Opinion Survey responses received at the time of writing this paper, 122 of 123 respondents).

Rehabilitation of Pits and Quarries

The ROP policies encourage the rehabilitation of all abandoned pits and quarries and promotes the progressive rehabilitation of all operating pits and quarries, in a manner compatible with the surrounding land uses and landscape.

In the ROP, area municipalities have been encouraged by the Region to pursue the rehabilitation of abandoned pits and quarries through participating in the Management of Abandoned Aggregate Properties (MAAP), which is administered through the Ontario Aggregate Resource Corporation (TOARC).

The ROP also supports site-by-site rehabilitation programs, and the development of an overall rehabilitation program to ensure the comprehensive rehabilitation of all operations in the Region.

The PPS 2014 includes a policy requiring rehabilitation back to agricultural condition in prime agricultural areas which will need to be reflected in the ROP.

Table 3: Aggregate Resource Extraction Areas in Durham, 2018**Pits**

Municipality	Licensed Pits (#)	Licensed Pits (%)	Licensed Area (Hectares)	Licensed Area (%)	Yearly Tonnage Limit (Millions)	Yearly Tonnage Limit (%)
Brock	8	12.1	709.6	20.1	4.3	12.75
Clarington	15	22.7	639.5	18.1	9.5	28.36
Oshawa	1	1.5	21.4	0.6	0.03	0.1
Scugog	11	16.7	356.7	10.1	2.0	6
Uxbridge	31	47.0	1,803.1	51.1	17.7	52.8
Whitby	0	0	0	0	0	0
Pickering	0	0	0	0	0	0
Ajax	0	0	0	0	0	0
Total	66	100	3,530.3	100	33.5	100

Quarries

Municipality	Licensed Quarries (#)	Licensed Quarries (%)	Licensed Area (Hectares)	Licensed Area (%)	Yearly Tonnage Limit (Millions)	Yearly Tonnage Limit (%)
Clarington	1	100	225	100	4.5	100
Total	1	100	227	100	4.5	100

Source: Ministry of Natural Resources Aggregate Pits and Quarries Online Data, 2018 and Region of Durham Planning and Economic Development Department Records.

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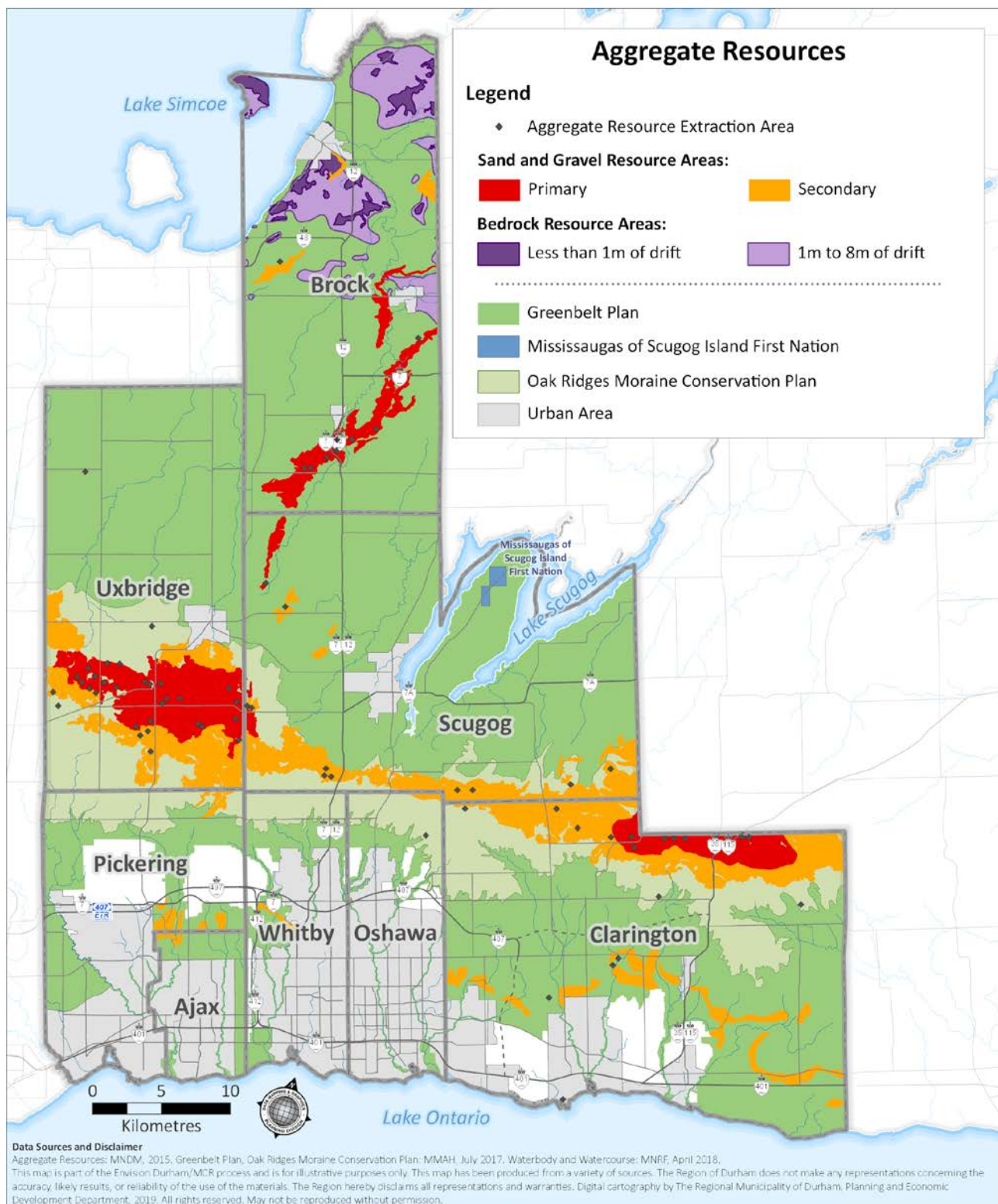


Figure 18: Aggregate Resources

Non-Agricultural Uses

Certain non-agricultural uses exist within the Rural Area. These include golf courses, landscape industry uses, commercial kennels, and cemeteries. These uses are described below.

Golf Courses



Figure 19: Royal Ashburn Golf Course (Source: Durham Region Planning and Economic Development Department)

The Region currently has 57 existing, approved or proposed golf courses, the majority of which are located in the rural area. Since 2003, there have been 3 ROP amendment applications proposing a total of 4 new golf courses within the Region. Of those applications, 2 have been approved and one has been built in the Rural Area of Pickering.

Golf courses may be considered in the Major Open Space and Waterfront designations, either by amendment to the ROP or the area municipal official plan, where detailed policies would be included to guide development. The criteria specified in the ROP to be considered in assessing an official plan amendment application to permit a golf

course, requires the proponent to address hydrogeological issues, best management practices, traffic, the application of pesticides and fertilizers, water use, impacts on the environment and agriculture, and servicing.

New golf courses, or expansions to existing courses may also be considered by amendment to the ROP within “Countryside Areas” of the Oak Ridges Moraine Area designation of the ROP, subject to specified criteria.

The golf courses that have been approved by amendment to the ROP are described in the text of the Plan; however, the locations are not identified in any of the ROP schedules.

Accessory uses on golf courses may have the potential to create land use conflicts in the Rural Area. For example, if the scale and function of clubhouse facilities is similar to banquet or convention facilities found in Urban Areas, which accommodate year-round use; generate increased traffic on a more regular basis throughout the year; and provide a use that may no longer be considered as a secondary use of the property, the potential for off-site impacts increases. The scale of clubhouses and associated golf course uses in rural areas are limited through the local official plan, to ensure such that they will be clearly secondary to the primary use of the golf course.

Landscape Industry Uses

Landscape industry uses generally refer to businesses associated with horticulture but may include the manufacture, storage, sale and distribution of other hard landscaping

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materials such as stonework or materials used for the construction of walkways, patios, and decks. They may also include equipment storage and assembly areas (contractors yards).

The ROP encourages landscape industry uses to locate in Employment Areas; however, provided they are small in scale, such uses may be permitted on existing lots of record in the Major Open Space designation and in the Countryside Area, outside of Prime Agricultural Areas in the Oak Ridges Moraine Conservation Plan subject to various criteria, provided that:

- the use does not require large-scale modification of terrain, vegetation or both, or large-scale buildings and structures;
- the buildings and structures will be planned, designed and constructed so as not to adversely affect the rural character of the area; and
- there are no negative impacts on the ecological integrity of the area.

Severances for small-scale landscape industry uses are not permitted, and the ROP directs that area municipal official plans provide additional criteria to address potential land use compatibility impacts to guide the consideration of these uses.

Large-scale landscaping operations, which may entail the mixing of paper bio- solids or sewage sludge for the purposes of manufacturing a product, the manufacturing of garden supplies, on site retailing, large-scale modification of terrain, vegetation or both, or large-scale buildings and structures, are to be directed to Employment Areas;

however, they may be considered within the Major Open Space designation by amendment to the ROP.

The current approach appears to be consistent with Provincial Guidelines on Permitted Uses in Ontario's Prime Agricultural Areas, where such uses would not be considered as agricultural, agriculture-related, nor on-farm diversified uses.

Commercial Kennels

Commercial Kennels generally refer to businesses which care for domestic animals. This includes both day programs and/or overnight boarding for pets.

The ROP permits commercial kennels on existing lots of record within the Major Open Space designation and in the Countryside Area outside of Prime Agricultural Areas on the Oak Ridges Moraine, subject to various requirements. Severances for commercial kennels are not permitted. The ROP includes policies that area municipal official plans provide additional criteria to address land use compatibility impacts to guide the consideration of commercial kennels.

The Guidelines on Permitted Uses in Ontario's Prime Agricultural Areas indicate that kennels may be another example of an on-farm diversified use, the evaluation of which will form part of this exercise

Cemeteries

There are many existing licenced active cemeteries in the Rural Area of the Region, as well as inactive cemeteries that no longer have an active licence for burials. Inactive cemeteries include historic cemeteries that

may have been associated with rural churches which are no longer in operation or existence, family plots located on private farms, and indigenous burial sites. Cemeteries cannot be re-used for other purposes.

With the rising cost and decreased availability of land in urban areas, there has been increased interest in the establishment of cemeteries in the Rural Area. With the designation of Prime Agricultural Areas also expected to increase, less rural land is expected to be available in the Region for the siting of new cemeteries or expansions to existing cemeteries within the Rural Area.

The ROP recognizes cemeteries as necessary and essential community facilities and that they may vary in scale, depending upon the location and needs of the population to be served.

Cemeteries are recognized as permitted uses in the ROP and may be permitted to expand to the limits of the license issued under the Cemeteries Act or the Funeral, Burial and Cremation Services Act, 2002, provided that they comply with the respective area municipal zoning by-law and intent of the ROP.

The ROP indicates that the establishment of new cemeteries, and expansions to existing cemeteries, may be permitted by amendment to the respective area municipal official plan and provides criteria for proposals, as follows:

- That the proposal meets the general intent of the ROP;

- Has no adverse traffic, parking and visual impacts on the surrounding land uses and residents;
- Is situated on lands suitable to be developed as a cemetery;
- Has no adverse impacts on the natural environment; and,
- Has made provision for future roads.

The uses associated with active cemeteries (including reception areas and parking lots, which may generate traffic and cause disruptions to surrounding uses) are matters to be addressed by the area municipality in their consideration of an amendment to local official plans to permit a new or expanded cemetery.

The PPS does not allow for the establishment of new cemeteries within Prime Agricultural Areas. In addition, within the Oak Ridges Moraine, the establishment of cemeteries may only be permitted in the Countryside and Settlement Areas, subject to the provisions of the ORMCP. Within the Greenbelt Protected Countryside, rural lands of the Protected Countryside are intended to continue to accommodate a range of commercial, industrial and institutional (including cemetery) uses serving the rural resource and agricultural sectors.

How cemeteries are currently accommodated, and whether any changes need to be considered, will be addressed through this process.

Existing Non-Conforming Uses

The ROP currently permits Councils of area municipalities, at their sole discretion, to zone lands to permit the continuation,

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expansion or enlargement of legal, non-conforming existing uses, or the variations to similar uses, based on specific criteria. This is a discretionary policy that is intended to acknowledge that there are land uses that local municipalities may view as desirable and wish to continue. Generally, non-conforming uses would be expected to cease over time.

The PPS appears to be silent on existing legal non-conforming uses; however, the Growth Plan, Greenbelt Plan and ORMCP all address this matter. How these uses are currently accommodated, and whether any changes need to be considered, will be addressed through this process.

Discussion Question:

Have we missed any trends that you feel should be reviewed and considered in the agriculture/rural context as part of the MCR?

Next Steps

This Discussion Paper is the first in a series of Discussion Papers being released over the course of 2019. These Discussion Papers provide an overview and background on theme-based land use planning matters and pose various questions in order to gather opinions and to help shape future policy.

Your feedback is important to us. The Regional Planning Division appreciates your interest and encourages your participation throughout the Envision Durham process. To submit your comments, please visit durham.ca/EnvisionDurham.

Following the release of these Discussion Papers, interested parties will also have opportunities to provide feedback on theme-based policy proposals and, a future draft Regional Official Plan.

To stay up-to-date on Envision Durham, please visit durham.ca/EnvisionDurham and subscribe to receive email updates.

Appendix A: Discussion Questions Workbook

Discussion questions are posed throughout the Agriculture and Rural Discussion Paper. We are interested in hearing from you on these topics or any others that are important to you which have not been addressed. The following is a summary of the questions contained within this discussion paper:

1. **Are the current goals and directions for the Agricultural/Rural System still relevant/appropriate? (Page 21)**

2. **Are there aspects of Minimum Distance Separation that you would like to see addressed in greater detail in the ROP? (Page 27)**

3. **In what ways do you believe the Region should address land use conflicts arising between urban and rural land uses? (Page 29)**

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4. How can the Region support urban agriculture through policy in the ROP? (Page 32)

5. Are there additional areas we should consider identifying as Specific Policy Areas? (Page 38)

6. Is there criteria that should be considered when siting “new” types of agricultural-related and on-farm diversified uses? (Page 40)

7. Are there any additional considerations the Region should have regard for in the refinement of the Agricultural System Mapping? (Page 46)

- 8. Should the ROP be more or less restrictive in terms of lot creation in the Rural Area? What criteria should be considered? (Page 52)**

- 9. Is there value in continuing to identify Regional Nodes in the ROP? If so, what Regional Nodes, (or areas exhibiting these characteristics), should be considered? (Page 62)**

- 10. Have we missed any trends that you feel should be reviewed and considered in the agriculture/rural context as part of the MCR? (Page 71)**

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Appendix B: Glossary

Agricultural condition:

Means:

- a) in regard to *specialty crop areas*, a condition in which substantially the same areas and same average soil capability for agriculture are restored, the same range and productivity of specialty crops common in the area can be achieved, and, where applicable, the microclimate on which the site and surrounding area may be dependent for specialty crop production shall be maintained or restored; and
- b) in regard to *prime agricultural land* outside of *specialty crop areas*, a condition in which substantially the same areas and same average soil capability for agriculture are restored (PPS, 2014).

Agri-food network: Means within the *Agricultural System*, a network that includes elements important to the viability of the agri-food sector such as regional *infrastructure* and transportation networks; on-farm buildings and infrastructure; agricultural services, farm markets, distributors and primary processing; and vibrant, agriculture-supportive communities. (Greenbelt Plan, 2017)

Agricultural impact assessment (AIA): A study that evaluates the potential impacts of non-agricultural development on agricultural operations, and the Agricultural System and recommends ways to avoid or, if avoidance is not possible, minimize and mitigate adverse impacts. (Greenbelt Plan, 2017)

Agricultural System

Means the system mapped and issued by the

Province, comprised of a group of inter-connected elements that collectively create a viable, thriving agricultural sector. It has two components:

- a) an agricultural land base comprised of *prime agricultural areas*, including *specialty crop areas*, and *rural lands* that together create a continuous, productive land base for agriculture; and
- b) an *agri-food network*, which includes *infrastructure*, services and assets important to the viability of the agri-food sector. (Greenbelt Plan, 2017)

Agricultural uses: means the growing of crops, including nursery, biomass, and horticultural crops, raising of livestock; raising of other animals for food, fur or fibre, including poultry and fish; aquaculture; apiaries; agro-forestry; maple syrup production; and associated on-farm buildings and structures including, but not limited to livestock facilities, manure storages, value-retaining facilities, and accommodation for full-time farm labour when the size and nature of the operation requires additional employment. (PPS, 2014)

Agricultural-related uses: means those farm-related commercial and farm-related industrial uses that are directly related to farm operations in the area, support agriculture, benefit from being in close proximity to farm operations, and provide direct products and/or services to farm operations as a primary activity. (PPS, 2014)

Community hubs: make it easier for local residents to access the health, social, cultural, recreational and other resources they need together in one spot. It can be

located in a physical building or accessed through a digital service.

Community hubs serve as a central access point, which:

- offer services in collaboration with different community agencies and service providers
- reduce administrative duplication
- improve services for residents and are responsive to the needs of their communities

Whether in a high-density urban neighbourhood or an isolated rural community, each hub is as unique as the community it serves and is defined by local needs, services and resources. (Ministry of Municipal Affairs and Housing website)

Complete communities: are places such as mixed-use neighbourhoods or other areas within cities, towns, and settlement areas that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living, including an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. Complete communities are age-friendly and may take different shapes and forms appropriate to their contexts. (Growth Plan, 2017)

Contaminate Management Plan: means a nutrient management strategy or plan if and as required by the Nutrient Management Act, 2002, or a municipal nutrient management by-law, or a comparable management and contingency plan for the management of contaminants stored on or discharged from

the subject lands and that are not nutrients as defined by the Nutrient Management Act, 2002. (ROP, 2017)

Food Security: means a situation in which all community residents obtain a safe, culturally acceptable, nutritionally adequate diet through a sustainable food system that maximizes community self-reliance and social justice, and the ability of the agricultural community to support this system. (ROP, 2017)

Mineral aggregate operation:

Means:

- a) lands under license or permit, other than for wayside pits and quarries, issued in accordance with the *Aggregate Resources Act*;
- b) for lands not designated under the *Aggregate Resources Act*, established pits and quarries that are not in contravention of municipal zoning by-laws and including adjacent land under agreement with or owned by the operator, to permit continuation of the operation; and
- c) associated facilities used in extraction, transport, beneficiation, processing or recycling of mineral aggregate resources and derived products such as asphalt and concrete, or the production of secondary related products (PPS, 2014).

Minimum Distance Separation Formulae:

means formulae and guidelines developed by the Province, as amended from time to time, to separate uses so as to reduce incompatibility concerns about odour from livestock facilities. (PPS, 2014)

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Normal Farm Practices: means a practice, as defined in the Farming and Food Production Protection Act, 1998, that is conducted in a manner consistent with proper and acceptable customs and standards as established and followed by similar agricultural operations under similar circumstances; or makes use of innovative technology in a manner consistent with the Nutrient Management Act, 2002, and regulations made under that Act. (PPS, 2014)

On-farm diversified uses: means uses that are secondary to the principal agricultural use of the property and are limited in area. On-farm diversified uses include, but are not limited to, home occupations, home industries, agri-tourism uses, and uses that produce value-added agricultural products. (PPS, 2014)

Prime agricultural area: Means an area where *prime agricultural lands* predominate. This includes areas of *prime agricultural lands* and associated Canada Land Inventory Class 4 through 7 lands, and additional areas where there is a local concentration of farms which exhibit characteristics of ongoing agriculture. *Prime agricultural areas* are to be identified by the Ontario Ministry of Agriculture, Food and Rural Affairs using guidelines developed by the Province, as amended from time to time. (Greenbelt Plan, 2017)

Prime agricultural land: Means *specialty crop areas* and/or Canada Land Inventory Class 1, 2, and 3 lands, as amended from time to time, in this order of priority for protection (PPS, 2014).

Residence surplus to a farm operation
Means an existing habitable farm residence

that is rendered surplus as a result of farm consolidation (the acquisition of additional farm parcels to be operated as one farm operation) (PPS, 2014).

Rural lands: Means lands which are located outside *settlement areas* and which are outside *prime agricultural areas* (PPS, 2014).

Settlement areas: Means urban areas and rural *settlement areas* within municipalities (such as cities, towns, villages and hamlets) that are:

- a) built-up areas where development is concentrated and which have a mix of land uses; and
- b) lands which have been designated in an official plan for development in accordance with the policies in the Growth Plan. Where there are no lands that have been designated for development, the settlement area may be no larger than the area where development is concentrated (Growth Plan, 2017).

Specialty crop areas: Means areas designated using guidelines developed by the Province, as amended from time to time. In these areas, specialty crops are predominantly grown such as tender fruits (peaches, cherries, plums), grapes, other fruit crops, vegetable crops, greenhouse crops, and crops from agriculturally developed organic soil, usually resulting from:

- a) soils that have suitability to produce specialty crops, or lands that are subject to special climatic conditions, or a combination of both;
- b) farmers skilled in the production of specialty crops; and

- c) a long-term investment of capital in areas such as crops, drainage, *infrastructure* and related facilities and services to produce, store, or process specialty crops (PPS, 2014).



The Regional Municipality of Durham
605 Rossland Rd. E., Whitby, ON L1N 6A3
905-668-7711 or 1-800-372-1102
www.durham.ca