

June 28, 2019

Ms. Kimberley Kitteringham  
City Clerk  
City of Markham  
101 Town Centre Boulevard  
Markham, ON L3R 9W3

Dear Ms. Kitteringham:

**Re: Planning for Agriculture Background Report**

On June 27, 2019 Regional Council adopted the following recommendations:

1. Council direct staff to proceed with consultation on the proposed agricultural system as outlined in this report as part of the Regional Municipal Comprehensive Review.
2. The Regional Clerk forward this report and attachments to the Agriculture and Agri-Food Advisory Committee, Ministry of Municipal Affairs and Housing, Ontario Ministry of Agriculture, Food and Rural Affairs and Clerks of the local municipalities.

The staff report is enclosed for your information.

Please contact Danielle De Fields, Manager, Policy and Environment at 1-877-464-9675 ext. 71525 if you have any questions with respect to this matter.

Sincerely,



Christopher Raynor  
Regional Clerk

Attachments



# The Regional Municipality of York

Committee of the Whole  
Planning and Economic Development  
June 13, 2019

Report of the Commissioner of Corporate Services and Chief Planner

## Planning for Agriculture Background Report

### 1. Recommendations

1. Council direct staff to proceed with consultation on the proposed agricultural system as outlined in this report as part of the Regional Municipal Comprehensive Review.
2. The Regional Clerk forward this report and attachments to the Agriculture and Agri-Food Advisory Committee, Ministry of Municipal Affairs and Housing, Ontario Ministry of Agriculture, Food and Rural Affairs and Clerks of the local municipalities.

### 2. Summary

A Province-wide agricultural system has been introduced as part of the updates to key provincial plans to be implemented by the Region through updated policies and mapping. This report and attachments includes background analysis and a proposed approach for implementation of the agricultural system as part of the Regional Municipal Comprehensive Review (MCR) to update the Regional Official Plan. Final agricultural mapping and policy directions and updates will be included in the draft Regional Official Plan anticipated in spring 2020.

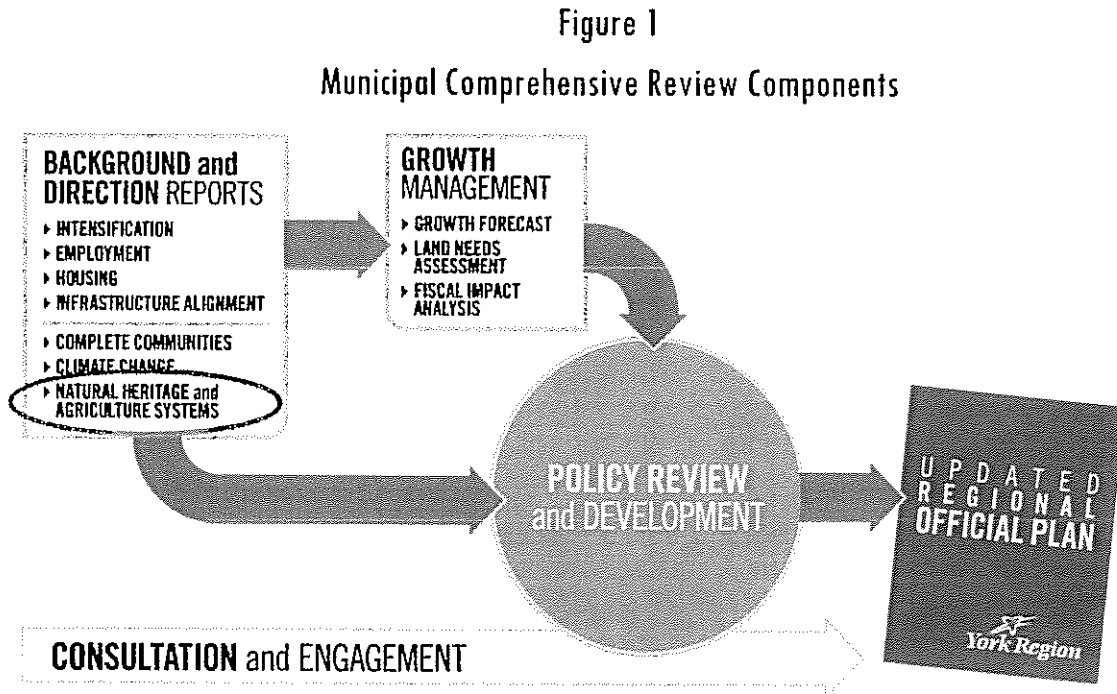
#### Key Points:

- Minor modifications to the agricultural land use designation in the Regional Official Plan are proposed including some areas of expansion into the rural area
- An approach to update the Official Plan is proposed to ensure conformity to provincial plans and the Provincial Policy Statement
- The Planning Advisory Committee was presented staff's proposed policy and mapping approach and is generally supportive of the direction
- Staff will continue to consult on the proposed mapping and policy changes consideration of for cemetery uses in the agricultural designation with impacted land owners, local municipalities, Agriculture and Agri-Food Advisory Committee (Agricultural Committee), MCR working groups, provincial staff and the public

### 3. Background

#### The Municipal Comprehensive Review includes implementation of the agricultural system

This report is one of a series of reports to support planning for sustainable growth through the MCR and Regional Official Plan update. Through the MCR, York Region will be updating agricultural policies and mapping in the Official Plan. Various reports and studies informing the MCR are shown in Figure 1.



#### York Region provided input to the provincial plan review on the agricultural system

York Region has been continually engaged in the provincial plan review process and provided recommendations to the Province on the introduction of an agricultural system in September 2017. Council supported the collaborative and flexible provincial approach to finalize identification of the agricultural system through approval of the York Region Official Plan.

The Province introduced an agricultural systems approach to support the protection of farmland, and promoting economic development of the agri-food sector. The systems approach extends beyond protecting the agricultural land base and includes identifying support elements of the agri-food network. The York Region Official Plan will designate the agricultural system and including speciality crop areas (Holland Marsh in York Region), agricultural areas (prime agriculture) and rural lands where active agriculture and related uses are ongoing and link agricultural areas and support elements of the agri-food network.

The agri-food network consists of a broad range of elements including farm buildings, agricultural services, farm markets, primary processing, distributors as well as the infrastructure that connects them.

## 4. Analysis

### **York Region is well positioned to implement the provincial agricultural system**

The existing policy framework in the Regional Official Plan recognizes and supports the agricultural land base and its contribution to the agri-food network as a strong component to the Region's economy. In 2009, the Regional agricultural land base was established with a provincially approved LEAR (land evaluation and area review) which informed the agriculture and rural land use designations in the Official Plan. This work also provided the basis for strong policy direction in the 2010 Official Plan for the protection of agricultural lands. The new provincial agricultural system approach provides strong policy support to protect and enhance the agricultural community.

York Region's [Agriculture and Agri-Food Strategy](#), endorsed by Council in October 2017 reinforces the Region's commitment to this vital sector. Implementation of the agricultural system through the Official Plan will help to achieve the Strategy's goals to support the agri-food sector with integrated land use planning and economic development.

### **Required policy conformity exercise builds on the existing Official Plan framework**

Staff undertook a detailed review of the Provincial Policy Statement and three updated provincial plans related to the agricultural system and found that many of the Official Plan policies already reflect provincial policy direction. Staff proposes that the policy conformity approach build on the existing Official Plan policy framework. Consultation will continue with local municipalities, Agricultural Committee, Municipal Comprehensive Review working groups, provincial staff and the public to help inform updated draft Official Plan policies for Council consideration and input. Attachment 1 provides a summary of the policy conformity updates. Some of the more substantive updates that are anticipated include:

- Additional agricultural uses permitted in agricultural and rural area designations stemming from new definitions to support the agricultural system including agriculture-related uses, agri-tourism uses, on-farm diversified uses, prime agricultural area and rural area
- Requirement for an Agricultural Impact Assessment for new non-agriculture uses that may impact existing agricultural operations or agri-food network facilities to ensure that compatibility is achieved and where not, impacts are minimized and/or mitigated
- Inclusion of additional criteria for settlement boundary expansions into agricultural areas

- Stronger policy language to enhance the viability of the agri-food network such as support for healthy, local and affordable food options including urban agriculture
- New agricultural uses may occur in the buffer areas of key natural heritage and key hydrologic features subject to criteria and in some cases without the requirement of an environmental study

### **Differing Provincial and York Region LEAR approaches result in additional agriculture lands being identified by the Province for potential designation**

The Province has produced draft mapping for municipalities to use as the basis for identifying the agricultural system in official plans. No mapping changes are proposed to specialty crop areas. To develop the draft mapping, the Province undertook a LEAR using a different methodology than that used to inform the Regional Official Plan. The York Region LEAR used one additional criterion of 'conflicting land uses' and the unit size York Region used was 100 acre (40 ha) blocks; the Province used 25 acre (10 ha) blocks. These differences, in addition to the Province's limited capacity to consider exceptions and unique local circumstances, resulted in the identification of additional agricultural lands for consideration when updating [Map 8 of the Regional Official Plan](#).

### **41 study areas have been evaluated to potentially extend the agricultural designation**

To assist staff in updating the agricultural land based mapping, a consultant was retained to compare and assess differences between the proposed provincial mapping and the Region's current agricultural mapping. Forty-one refinement study areas identify where provincial agricultural areas overlap with York Region's rural areas as outlined in the [Region of York Agricultural Land Base Refinements report](#) and [appendix one](#). The technical analysis was based upon criteria described in Table 2 of the consultant's report and the Province's [Implementation Procedures for the Agricultural System in Ontario's Golden Horseshoe](#).

The exercise resulted in portions of 19 of the refinement study areas that could be considered by Council for inclusion into the agricultural area designation, being located in East Gwillimbury, Georgina, King, Richmond Hill, Vaughan and Whitchurch-Stouffville. The detailed mapping for each of the areas proposed to be changed is found in Attachment 2. Although the Province identified larger areas than what the consultant is recommending, based upon the evaluation process carried out staff is supportive of proceeding to land owner and stakeholder engagement on the proposed mapping and policy directions.

### **Land owners will be consulted on the areas identified to be considered for re-designation from Rural to Agriculture**

In partnership with local municipal staff, York Region will consult with potentially impacted land owners informing them of a proposed change in the land use designation of their properties. Agricultural Committee members and provincial staff will be encouraged to

attend. This feedback this will help inform updated mapping of the agricultural system in the Official Plan.

### **Agricultural and Natural Heritage systems complement each other providing environmental benefits and protection**

The Greenbelt Plan holds both the Natural Heritage System (NHS) and agricultural system in high regard with complementary policy protection. The NHS is an overlay on top of the agricultural system; the two systems support one another and maintain connections to the broader systems. Both contain natural resources and support recreational and tourism uses and support a vibrant agricultural economy. Together the stewardship of these systems facilitates environmental benefits and agricultural protection.

### **The agricultural designation of river valleys located in predominantly urban areas is being assessed**

There are a number of river valleys reaching south in the Protected Countryside of the Greenbelt Plan that resemble 'green fingers' extending into the Markham and Vaughan urban areas. These river valleys are protected by both the NHS and agricultural systems. They provide an environmental buffer to the watercourses and Official Plan policies protect these lands from any substantial urban development.

Given that these areas are surrounded by or planned for urban development, staff is working with the consultant to assess the appropriateness of the agricultural designation. Through consultation with local municipal, conservation authority and provincial staff in addition to the public, staff may make recommendations for a different policy and land use designation approach for these areas while maintaining protection of the features. Land use designations that may be considered for the river valleys that run through new urban areas include rural or related natural heritage system/protected countryside designation.

### **Staff are seeking input on principles for considering cemeteries on agricultural lands**

The 2016 [York Region Cemetery Needs Analysis and Policy Framework](#) (Cemetery Needs Analysis) was undertaken to provide an understanding of York Region's cemetery industry, existing cemetery land supply and future demand for cemetery uses. The Cemetery Needs Analysis also meets the provincial requirement to demonstrate need during the planning horizon in the event that agricultural lands are required to meet the Region's cemetery needs.

Currently, the Regional Official Plan is silent on where cemeteries are permitted. The Cemetery Needs Analysis provided recommendations to consider permitting new or expanded cemeteries in the agricultural designation subject to criteria. It is intended that rural designated lands will be explored and evaluated first before considering cemeteries on

agricultural lands. Consultation will be initiated to assess a potential policy framework on the following principles:

- Anticipated need for interments consistent with the findings of the Cemetery Needs Analysis
- Acknowledge the long term presence of cemeteries
- Respect interment and memorialization traditions of all residents
- Acknowledge the diversity of cemetery services and service providers
- Promote innovative options to deliver cemetery uses
- Recognize the value of cemeteries as part of a complete, sustainable community
- Optimize the environmental and social value of cemeteries
- Locating cemeteries within reasonable distance to population centres
- Locate and design cemeteries to meet multiple land use planning and environmental objectives (e.g. groundwater protection, natural heritage linkages, and passive recreation)

### **Staff are reviewing policies for existing rural commercial uses on agricultural lands currently with limited opportunity to expand or change use**

Council as part of the provincial plan review recommended that a method be developed to recognize and permit existing non-agricultural uses within the agricultural designation to allow for limited redevelopment of land subject to criteria. Considerations for removing lands from the agricultural to the rural designation will not be contemplated as part of this potential policy approach. Many of these existing non-agricultural uses such as outdoor storage facilities, automotive repair shops and antique shops have limited or no opportunity to be redeveloped, potentially to a more compatible use, under the Greenbelt Plan policy framework. Consultation with local municipal planning staff is being initiated. Any proposed policy will need to take into consideration maintaining the integrity of this agricultural system. Staff will report back to Council as part of the draft Official Plan.

## **5. Financial**

Background work for the implementation of the agricultural system has been undertaken within the existing staff complement and budget of the Planning and Economic Development Branch which included retaining an agricultural consultant to carry out the agricultural land assessment.

The agri-food sector in York Region includes everything from farms to processors, food



retailers and restaurants, and provides approximately 57,000 jobs and generates \$2.7 billion in GDP (gross domestic product) for York Region. Agriculture in York Region is a strong contributor to the economy and it is important to support this growing and vibrant industry.

## **6. Local Impact**

Regional staff has met regularly with local municipal planning and economic development staff to discuss the implementation of the agricultural system. The Local Municipal MCR Working Group as well as individual meetings with the consultant on the proposed mapping has included local municipal staff as an integral part of the dialogue. In March 2019, the Planning Advisory Committee was provided the proposed policy and mapping approach and is generally supportive of staff's direction. Several local municipal staff members also attend the Agricultural Committee meetings where the implementation of the agricultural system has been discussed over the past year. Continued consultation with local municipal staff and the Planning Advisory Committee will occur as the policy and mapping work is completed through the MCR process. Local municipalities are key partners in the support to protect and enhance the agricultural system.

## **7. Conclusion**

The provincial plans require the Region to implement the agricultural system through updated policy and mapping. Continued engagement will occur with the next steps of meeting directly with potentially impacted land owners to discuss proposed mapping changes as well as the cemetery industry to consider cemetery uses in the agricultural designation. The agriculture and the agri-food sector have a strong presence in York Region and the implementation of the provincial agricultural system will help to further support its prosperity. Staff will undertake the next phase in the implementation of the agricultural system and the mapping and policy updates will be presented in the draft Official Plan in spring 2020.

For more information on this report, please contact Danielle De Fields, Manager, Policy and Environment at 1-877-464-9675 ext. 71525. Accessible formats or communication supports are available upon request.

Recommended by: **Paul Freeman, MCIP, RPP**  
Chief Planner

**Dino Basso**  
Commissioner of Corporate Services

Approved for Submission: **Bruce Macgregor**  
Chief Administrative Officer

May 30, 2019  
Attachments (2)  
eDOCS #9238334

## Agricultural System Regional Official Plan Provincial Policy Conformity

### List of Provincial Policy Documents Reviewed

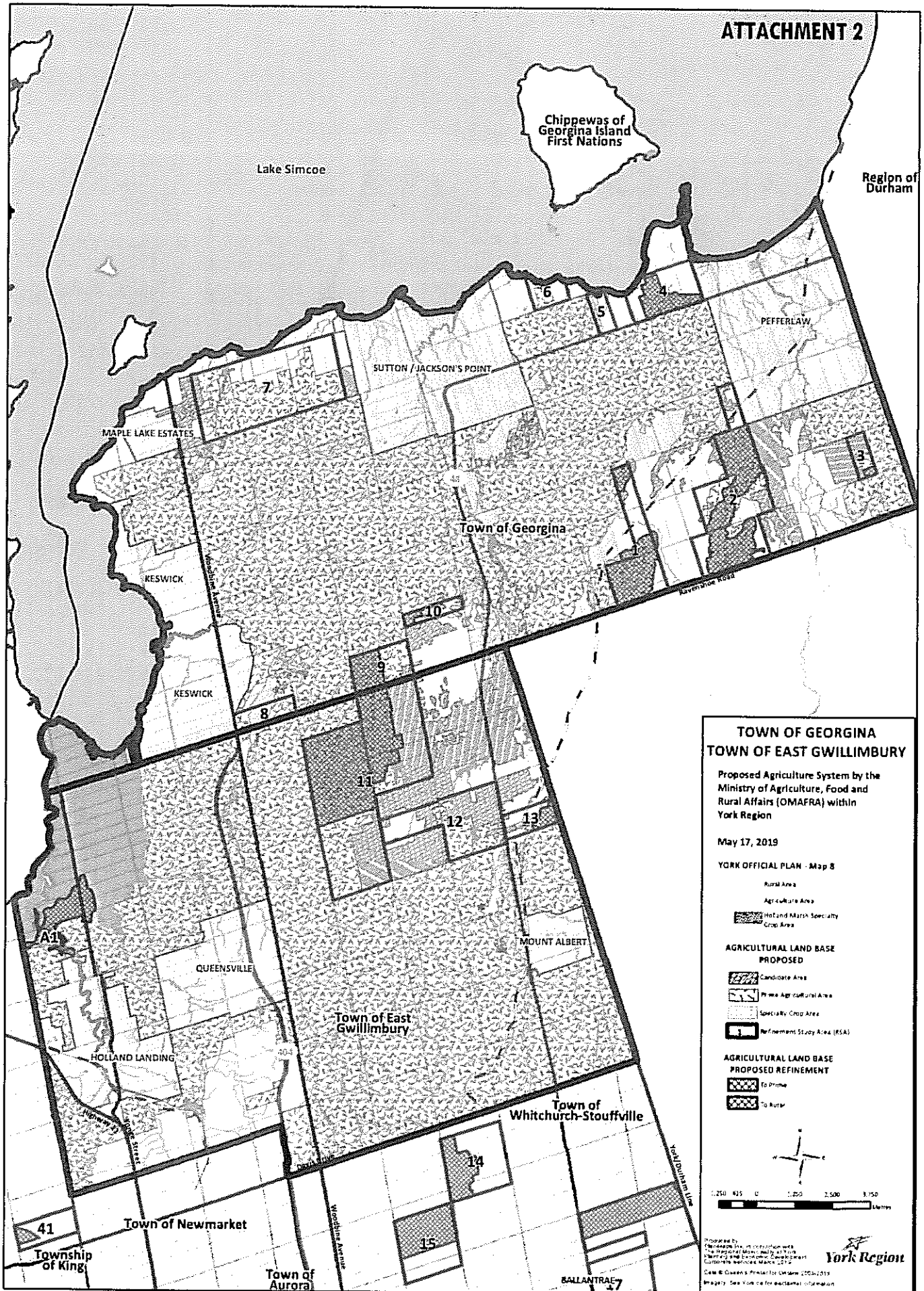
- PPS - Provincial Policy Statement
- GBP - Greenbelt Plan
- ORMCP - Oak Ridges Moraine Conservation Plan
- GP – A Place to Grow: Growth Plan for the Greater Golden Horseshoe

Types of Policies	Brief Description of Provincial Policy Change	Provincial Policy Documents	Potential Impact to York Region Official Plan
<b>Designating agricultural land uses</b>	Requirement to designate prime agricultural and specialty crop areas in official plans	PPS GBP	Areas already designated in Official Plan on Map 8, however there may be revisions based on the Agricultural mapping proposed by the Province
<b>Permitted uses in prime agricultural areas</b>	Variety of agricultural uses, agriculture-related uses and on-farm diversified uses permitted in prime agricultural areas	PPS	New uses to be added to the agricultural land use designation
<b>General policy language update for Prime Agricultural Area</b>	Several policies to be updated to reflect new policy wording: <ul style="list-style-type: none"> <li>• agricultural uses and normal farm practices being promoted in prime agricultural areas</li> <li>• lot creation and lot adjustments</li> <li>• added specialty crop area protection</li> <li>• maintaining and enhancing the agricultural land base and agri-food network</li> <li>• implementing regional agri-food strategies</li> <li>• supporting local food initiatives</li> <li>• existing lots of records to be used for agricultural uses</li> </ul>	PPS GBP ORMCP GP	Update language in the Official Plan to improve consistency and alignment with provincial policy
<b>General Policy language update for Rural Area</b>	Several policies to be updated to reflect new policy wording: <ul style="list-style-type: none"> <li>• permitted uses in the</li> </ul>	GBP GP	Update language in the Official Plan to improve consistency and alignment with provincial policy

	<p>rural area</p> <ul style="list-style-type: none"> <li>• new rural uses need to be compatible to existing agricultural operations</li> <li>• lot creation</li> <li>• introduction of community hubs</li> </ul>		
<b>Settlement boundary expansions</b>	Settlement boundary expansions permitted into agricultural and rural areas subject to criteria including the requirement of an Agricultural Impact Assessment	PPS GBP GP	New policy subsection to be added to the current settlement boundary criteria in the Official Plan
<b>Non-agricultural uses in prime agricultural areas</b>	Policies related to the limited types of non-agricultural uses permitted in prime agriculture	PPS GBP GP	Update policy in the Official Plan to include limited types of non-agricultural uses permitted in prime agriculture
<b>Impacts of non-agricultural uses</b>	New policy section requiring any impacts from non-agricultural uses including new or expanded planned corridors, small scale commercial, industrial or institutional uses on surrounding agricultural lands and natural heritage system to be mitigated as part of an Agricultural Impact Assessment	PPS GBP ORMCP GP	New policy section to be added to the Official Plan to require an Agricultural Impact Assessment subject to Peer Review demonstrating how impacts to agricultural land and natural heritage system from non-agricultural uses are mitigated
<b>Definitions</b>	<p>New definitions:</p> <ul style="list-style-type: none"> <li>• Agricultural uses</li> <li>• Agricultural system</li> <li>• Agricultural condition</li> <li>• Agri-food network</li> <li>• Agri-tourism uses</li> <li>• Agriculture-related uses</li> <li>• On-farm diversified uses</li> <li>• Prime agricultural area</li> <li>• Prime agricultural land</li> <li>• Rural lands</li> <li>• Agricultural Impact Assessment</li> </ul> <p>Existing definitions to be updated:</p> <ul style="list-style-type: none"> <li>• Specialty Crop Areas</li> </ul>	PPS GBP ORMCP GP	Updated and new definitions in the Official Plan to improve consistency and alignment with provincial policy
<b>Agri-food network</b>	<p>Policies to maintain and enhance the agri-food network related to:</p> <ul style="list-style-type: none"> <li>• planning for growth</li> <li>• strategies to implement</li> </ul>	GBP	Update policy in the Official Plan to reflect stronger policy support for the agri-food network

	agri-food network		
<b>Agricultural uses within the Natural Heritage System</b>	New policy to ensure that any expansion or alteration to agricultural uses and agricultural buildings within key features within the natural heritage system are permitted subject to criteria	GBP ORMCP GP	New policy in the Official Plan to provide exception for agricultural uses within the natural heritage system subject to criteria
<b>Specific agricultural policies within the ORMCP</b>	Changes in the ORMCP with respect to where agricultural uses are permitted within the land use designations	ORMCP	Maintain existing policies specific to the ORMCP identifying agricultural uses permitted within certain land use designations
<b>Agricultural uses within wellhead protection areas and areas of high aquifer vulnerability within the ORMCP</b>	Agricultural uses permitted in some of the wellhead protection and areas of high aquifer vulnerability areas subject to criteria	ORMCP	Maintain existing policies specific to the ORMCP that allow for an exception for agricultural uses within wellhead protection areas and areas of high aquifer vulnerability subject to criteria
<b>Changes to boundaries outside of a Municipal Comprehensive Review</b>	Minor adjustments to boundaries of rural settlements and mapping of the agriculture land base can be made outside of the timing of a Municipal Comprehensive Review	GP	Changes to boundaries outside of the Municipal Comprehensive Review can lead to challenges associated with population and employment growth forecasts
<b>Planning for Growth</b>	When planning for growth consider opportunities to support and enhance the Agricultural System including goods movement and transportation planning	GP	New policies to ensure alignment between transportation planning and agriculture
<b>Mineral Aggregates</b>	Agricultural Impact Assessment required for new operations and rehabilitation of older sites in the agricultural areas	GP	New policy section to be added to the Official Plan to require an Agricultural Impact Assessment subject to Peer Review demonstrating how impacts to agricultural land from mineral aggregate operations are mitigated





**TOWN OF GEORGINA  
TOWN OF EAST GWILLIMBURY**

Proposed Agriculture System by the  
Ministry of Agriculture, Food and  
Rural Affairs (OMAFRA) within  
York Region

May 17, 2019

YORK OFFICIAL PLAN - Map 8

Rural Area  
Agriculture Area  
Holland Marsh Specialty  
Crop Area

**AGRICULTURAL LAND BASE  
PROPOSED**

Candidate Area  
Prime Agricultural Area  
Specialty Crop Area  
Refinement Study Area (RSA)

**AGRICULTURAL LAND BASE  
PROPOSED REFINEMENT**

To Prime  
To Rural

0 1,250 2,500 3,750  
Metres

Prepared by:  
The Planning Department with  
the Municipal Planning Staff of York  
Region and the Planning Department  
of the Ministry of Agriculture, Food and  
Rural Affairs (OMAFRA) (2019)

Date: © Queen's Printer for Ontario (2019-2018)

Image: See York.ca for detailed information

**York Region**

**TOWN OF WHITCHURCH-STOUFFILLE  
CITY OF MARKHAM**

Proposed Agriculture System by the  
Ministry of Agriculture, Food and  
Rural Affairs (OMAFRA) within  
York Region

May 17, 2019

YORK OFFICIAL PLAN - Map B

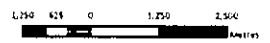
- Rural Area
- Agriculture Area
- Wetland Marsh Specialty  
Crop Area

**AGRICULTURAL LAND BASE  
PROPOSED**

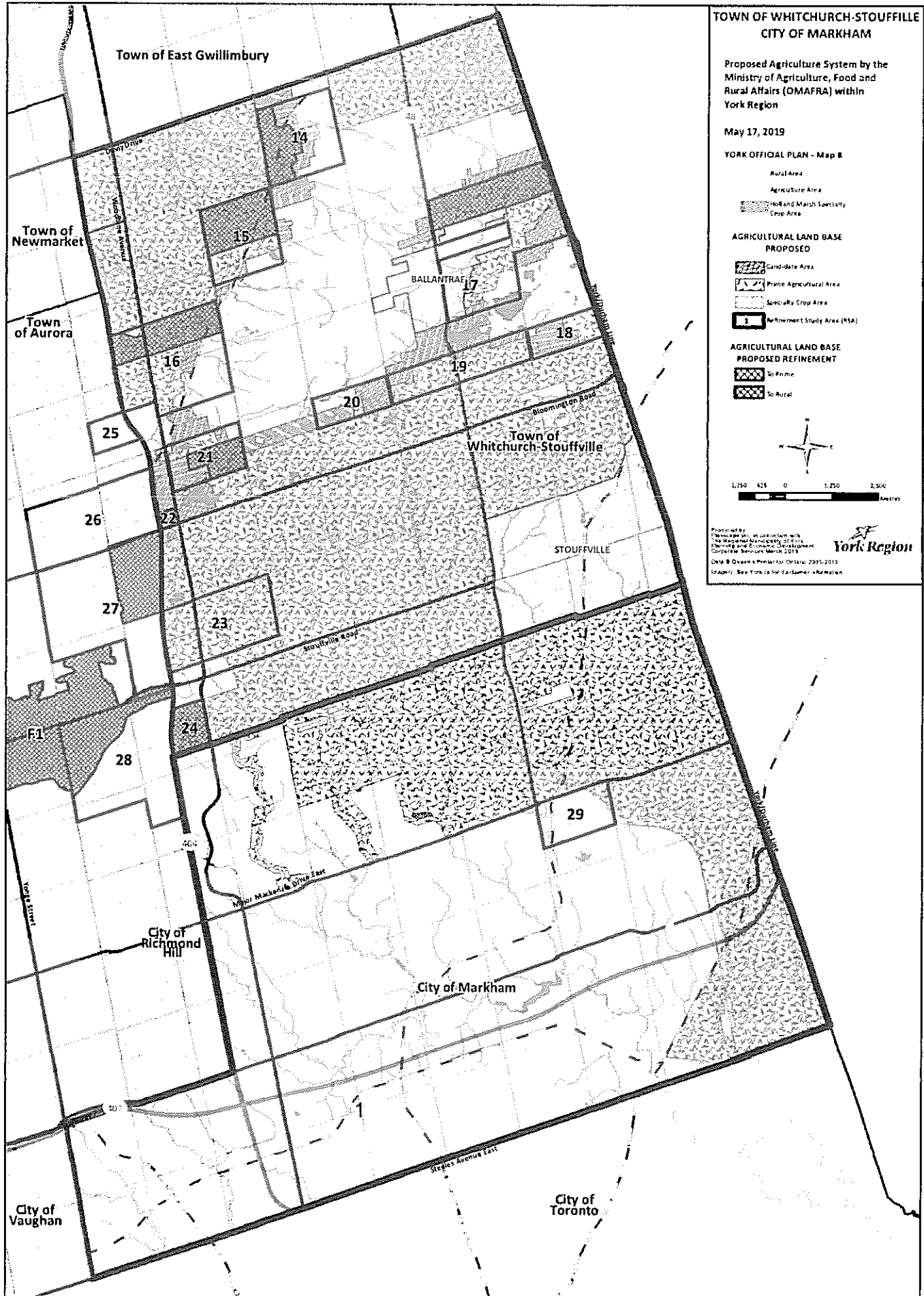
- Candidate Area
- Prime Agricultural Area
- Specialty Crop Area
- Refinement Study Area (RSA)

**AGRICULTURAL LAND BASE  
PROPOSED REFINEMENT**

- To Prime
- To Rural



Prepared by:  
The Corporation in collaboration with  
The Regional Municipality of York  
Planning and Economic Development  
Corporate Services March 2019  
Data © Queen's Printer for Ontario 2015-2019  
Map © See York.ca for data sources and details





Town of Newmarket

**TOWN OF AURORA  
CITY OF RICHMOND HILL**

Proposed Agriculture System by the  
Ministry of Agriculture, Food and  
Rural Affairs (OMAFRA) within  
York Region

May 17, 2019

YORK OFFICIAL PLAN - Map B

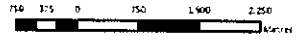
- Rural Area
- Agriculture Area
- Wetland Marsh Specialty  
Crop Area

**AGRICULTURAL LAND BASE  
PROPOSED**


- Candidate Area
- Prime Agricultural Area
- Specialty Crop Area
- Refinement Study Area (RSA)

**AGRICULTURAL LAND BASE  
PROPOSED REFINEMENT**

- to Prime
- to Rural



Prepared by:  
The Corporation in cooperation with  
The Incorporated Municipalities of York  
Planning and Economic Development  
and the Services Branch 2019  
Date: 8 Queen's Printer for Ontario 2009-2019  
Images: See York.ca for full name of the map



Township of King

Town of Aurora

City of Richmond Hill

City of Vaughan

City of Markham

16

25

21

26

22

27

F1

24

28

30

404

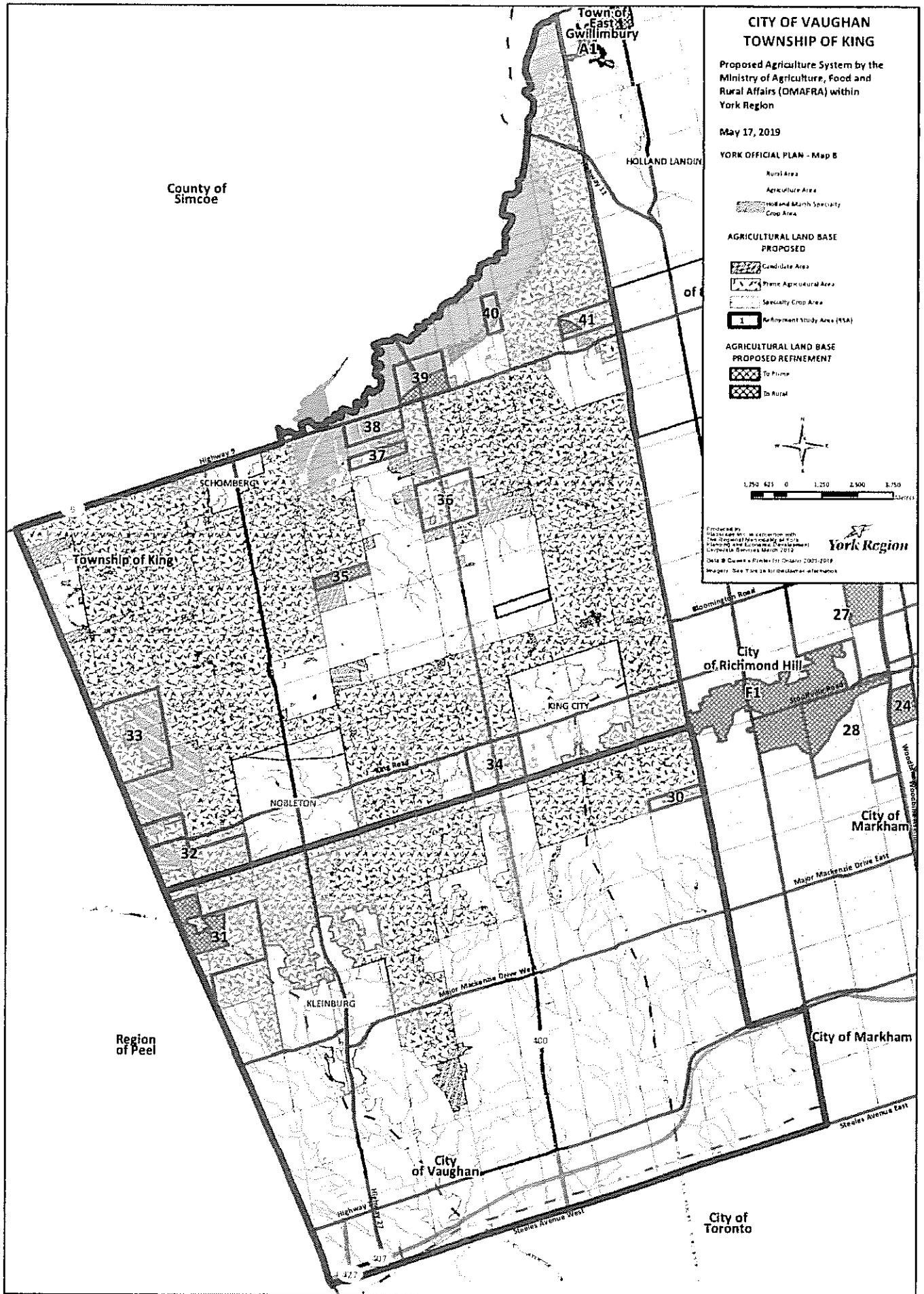
407

Brimington Road

King Road

Major Mackenzie Drive West

Major Mackenzie Drive East



**CITY OF VAUGHAN  
TOWNSHIP OF KING**

Proposed Agriculture System by the  
Ministry of Agriculture, Food and  
Rural Affairs (DMAFRA) within  
York Region

May 17, 2019

YORK OFFICIAL PLAN - Map B

- Rural Area
- Agriculture Area
- Woodland Marsh Specialty  
Crop Area

**AGRICULTURAL LAND BASE  
PROPOSED**

- Candidate Area
- Prime Agricultural Area
- Specialty Crop Area
- Refinement Study Area (RSA)

**AGRICULTURAL LAND BASE  
PROPOSED REFINEMENT**

- To Prime
- To Rural



Prepared by:  
Maple Leaf Systems in cooperation with  
The Regional Municipality of York  
Planning and Economic Development  
Corporate Services March 2019  
Data © Crown & Premier (© Ontario 2019-2018)  
Inventory: See York.ca for details and information  
**York Region**

County of Simcoe

Town of East Gwillimbury

HOLLAND LAND

Township of King

Highway 2

SCHOMBERG

33

32

31

KLEINBURG

NOBLETON

34

RING CITY

30

City of Vaughan

Highway 7

327

Region of Peel

City of Toronto

Woolington Road

City of Richmond Hill

F1

27

28

24

City of Markham

Major Mackenzie Drive East

City of Markham

Steeles Avenue East

Steeles Avenue West

400