

# Digging for a Just and Sustainable Food System: A Scan of Municipal Policies Influencing Urban Agriculture Projects across Durham Region

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November 2016



***Digging for a Just and Sustainable Food System: A Scan of Municipal Policies Influencing Urban Agriculture Projects across Durham Region***

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*The efforts by municipal staff to locate, share and explain material were greatly appreciated. Any inaccuracies in the report, however, are the responsibilities of the authors.*

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***DIG (Durham Integrated Growers for a Sustainable Community)*** is a citizen-driven collaborative that supports local community food production and food security through shared resources, mentoring, education, and technical and developmental assistance.

***Durham Food Policy Council*** is a community-based organization working toward a just and sustainable food system in Durham region as mandated by the Durham Region Food Charter.

***The Centre for Sustainable Food Systems*** at Wilfred Laurier University in Waterloo addresses interconnected environmental, social, and economic challenges facing the global food system.

This research was supported by:



**Durham Food Policy Council**



**Centre for  
Sustainable  
Food Systems**



This research was supported by the Social Sciences and Humanities Research Council of Canada.



Social Sciences and Humanities  
Research Council of Canada

Conseil de recherches en  
sciences humaines du Canada

**Canada**

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# 1. INTRODUCTION

A resilient food system is important to Durham region<sup>1</sup>. The Regional Municipal government, through its endorsement of the Durham Region Food Charter, supports “[a] food secure Durham [r]egion [that] is financially sound, environmentally responsible and socially just, contributing to the future wellbeing of our region and its residents” (Durham Region Food Charter, p.1, Appendix A). Urban agriculture is an important component of attaining this vision, through its benefits to economies, communities, and environmental sustainability.

A group that has done significant work in urban agriculture in Hamilton describes the benefits of urban agriculture as: community engagement and inclusiveness; social enterprise and community economic development; improved food security and health through access to fresh, locally grown food; green infrastructure and greenspace; reduced greenhouse gas emissions; and education and skill-building (Urban Agriculture Working Group, 2013). Santo, Palmer and Kim (2016) note that urban agriculture’s “most significant benefits center around its ability to increase social capital, community well-being, and civic engagement with the food system” (p. 4).

This report focuses on urban agriculture policy in relation to the Durham region food system. The report uses a broad definition of “policy”, and includes a look at official plans, by-laws and regulations, strategies, and other municipally-approved planning documents that guide land use decisions. The purpose of this initiative was to identify policies that support or restrict elements of urban agriculture and also to look at gaps where effectively enacted policy would provide a more supportive environment for urban agriculture as part of a sustainable food system.

The objectives of this snapshot of the policy landscape in Durham region were to:

1. Gain a better understanding of policies involved in planning and implementing urban agriculture projects;
2. Provide municipal staff and policy-makers with an understanding of ways they do or could better support urban agriculture and food security within their own municipalities;
3. Raise the profile, understanding and role of Durham Integrated Growers for a Sustainable Community (DIG); and
4. Open dialogues at the municipal level about the role urban agriculture can play in Durham.

**Urban Agriculture:** Is defined slightly differently by cities and regions to reflect the activities that have evolved in those areas. It typically includes the growing, raising, processing and distribution of food and food-related products within towns, cities and urban centres (intra-urban) or around them (peri-urban) in an environmentally responsible manner. It often includes fruit and vegetable production but may also include the keeping of hens, bees and fish for the production of food. [*Adapted from Toronto Food Policy Council (2012) and Mougeot (1999)*].

**Food System:** Incorporates all aspects of food from growth to waste, including production, processing, distribution, consumption and waste management. A **food systems approach** integrates health, food security, economic, environmental, and community development goals.

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<sup>1</sup> Note that throughout this report, “Durham region” is used in reference to the geographic area, while the regional municipal government is referred to as “Durham Region”.

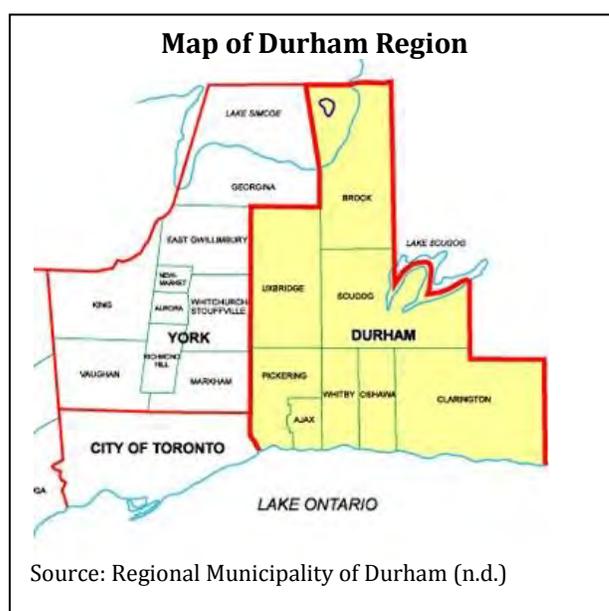
## 2. DURHAM REGION OVERVIEW

Durham region is a two-tiered municipality, with a regional government and eight municipalities, each with its own mayor and council. It is situated east of the City of Toronto, within the Greater Toronto Area (GTA) and the Greater Golden Horseshoe Region (an area that wraps around the western portion of Lake Ontario). Durham Region's 2014 Annual Report estimated the population at 656,055 people, spread over an area of 2,537 km<sup>2</sup> (Table 1). The population density is higher in the Lake Ontario shoreline urban centres in the south and more dispersed in the small towns, hamlets and villages farther inland extending north.

**Table 1: Local Area Municipalities and 2014 Population Estimates for Durham Region**  
(in order of decreasing population)

Local Area Municipality	Estimated Population	Geographic Area (km <sup>2</sup> )
City of Oshawa	159,690	146
Town of Whitby	132,345	148
Town of Ajax	120,540	68
City of Pickering	94,710	232
Municipality of Clarington	93,170	613
Township of Scugog	22,345	481
Township of Uxbridge	21,615	424
Township of Brock	11,640	425
<b>Durham Region Total</b>	<b>656,055</b>	<b>2,537</b>

Source: Regional Municipality of Durham (2014).



As a two-tiered municipality, certain services are delivered at the regional level, while others are the responsibility of local level governments. In Durham, the regional government is responsible for economic development, emergency management, long-term care facilities, public health, and strategic land use planning, among other functions. The eight local municipal governments address functions including local planning and development, building permits, local streets and sidewalks, animal control, and parks. In terms of land use planning, high level direction is provided at the regional level – for example through broad goals of food security, health and safety, environmental protection, and economic prosperity – while the details are implemented at the local level through policies such as zoning and by-laws.

### **3. RESEARCH APPROACH**

From January to March of 2016, a scan of policies that affect urban agriculture projects was conducted at both the regional level and at the level of the eight lower-tier municipalities. The policy scan was conducted through a combination of communication with municipal staff and web-based searches on available policies. A series of questions (Appendix B) was distributed to municipal staff primarily working in the areas of planning and sustainability. Over time, connections were made with staff members working in the offices of planning, policy, economic development, sustainability, parks and environmental services, municipal law enforcement, chief administrative officer and clerks.

Questions were asked about a variety of policies including those that: affect the development of various forms of urban agriculture; support or hinder urban agricultural entrepreneurship; reference the Durham Region Food Charter or food systems in general; promote local food procurement; promote neighbourhood food access; and integrate food and planning (and other) activities. Once the information was compiled, municipal staff were invited to review the tables that summarize the findings, and later the report itself, in order to identify errors or omissions. The list of municipal departments that contributed to this project can be found in Appendix C.

A variety of relevant policies were reviewed for this report, including two key policy types regulating land use in municipalities: official plans and zoning by-laws. Official plans outline broad policies on how land should be used and categorize land use (e.g. residential, agriculture, commercial). Zoning by-laws enact these broader official plan policies with specific regulations on uses permitted in zones within these land use categories, and details such as set-back distances, height allowances, and parking.

This report examines 11 forms of urban agriculture and aspects of Durham's food system. Each of these is addressed separately in Section 4, with easy reference tables illustrating the policies found in each municipality, boxes to highlight key points, and definitions as reference points for further discussion. Sections 5 and 6 summarize the findings and provide a look at broader issues in the Durham region food system. Recommendations for both levels of municipal government and for future research needs are provided in Section 7.

Despite efforts to ensure that the information provided is complete and accurate, we acknowledge that this report does not constitute a comprehensive source for municipal policies and approaches to urban agriculture. Time and space limitations, the complexity of relevant policies, their evolving nature, and gaps in municipal staff awareness all placed limits on the production of an exhaustive representation of the policy landscape for urban agriculture and food security in Durham region.

Overall, the process has promoted dialogue between municipalities, Durham Integrated Growers (DIG) and the Durham Food Policy Council (DFPC), and within municipalities themselves as staff have connected with each other, often traversing departments in their generous attempts to accommodate our requests for information.

## 4. URBAN AGRICULTURE AND FOOD SYSTEM POLICIES

### Community Gardens

Despite the emergence of various forms of urban agriculture, community gardens are most commonly associated with the term (Santo *et al.*, 2016). Community gardens first appeared in Durham region as victory gardens established during World Wars I and II to support the war effort. Initiatives began to resurge in Durham in the 1990's. Today there are at least 30 community gardens across the region.



Community gardens can be established on private land or municipally-owned public land. Specific needs which play a role in where they can be situated include water for irrigation, good sun exposure, safe soil, and accessibility to garden members. Mulch, fencing, public washrooms, signage, waste removal and space for the storage of tools and equipment may also be needed for effective operations.

Policies that support the establishment of community gardens facilitate their spread into all neighbourhoods, and support the health, social and ecological benefits gardens bring to their communities. Such policies include updating official plans and zoning by-laws to permit community gardens in a diversity of zones, thereby increasing opportunities for new gardens to be established and to improve underused urban spaces. Supportive policies could also include official municipal support for services such as water, compost, and liability insurance, which can greatly assist volunteer-based garden groups with limited resources. Agreements with gardens on public lands may help clarify roles and responsibilities of community members and municipal departments.

**Community Garden:** Any piece of land (publicly or privately held) that is cultivated by a group of people rather than a single family or individual. Unlike public parks and other green spaces maintained by local governments, community gardens are generally managed and controlled by a group of unpaid individuals or volunteers – usually the gardeners themselves. There are many variations on the theme of community gardening. For instance, a community garden may:

- Have a closed or open gate policy, making it enclosed and private or open and public
- Have one large shared landscaping plan or individual plots for each gardener
- Develop policies for the use of chemicals (many are run organically)
- Incorporate a mix of food plantings and ornamental plantings
- Be located in urban, suburban, or rural neighbourhoods
- Be used for educational purposes with local communities and schools
- Have a greenhouse on site for cultivating seedlings; have an orchard
- House seed storage facilities for preserving heritage varieties of plants
- Incorporate other environmental programs (e.g. butterfly gardens, wildlife habitats)
- Be run democratically, by an elected board, a local church, or a land owner
- Produce food for individual consumption, donation, or sale of processed foods for fundraising activities.

*Source: Adapted from Ecolife (2011)*

The review of urban agriculture policies showed that community gardens have more organizational, social, and policy infrastructure than other forms of urban agriculture in Durham region (Tables 2, 3 and Box A). Reference to “community gardens” was found in policy from all municipalities except for Brock and Scugog. The most widespread policies regarding community gardens across the region were those promoting community gardens in general – for example in Official Plans and Sustainability Plans, primarily as a means of food security and sustainability – and those designating their use in specific zones.

## **Zoning**

Community gardens are more often mentioned in official plans than zoning by-laws. Zones where community gardens are allowed vary across the municipalities, but include open space, power transmission corridors (with approval of the power provider owning the land) and agriculture zones. Ajax’s Comprehensive Zoning By-Law Review (2015) has the largest diversity of zones where community gardens can be allowed: all zones except Environmental Protection designations and contaminated lands.

Technically, a community garden can only be established in a zone where it is allowed, and gardens on both private land (e.g. churches, long-term care facilities, etc.) and publicly owned or leased land (e.g. parks, hydro corridors) must adhere to the regulations for that zone (regarding setbacks, accessory buildings, etc.). However, in practice, municipalities in Durham that do not have zoning permission policies in place for community gardens typically review and approve garden projects on public lands on a case-by-case basis and many community gardens have been established in this manner (e.g. the Care and Share garden in Scugog).

## **Community Gardens on City-Owned Land**

Several municipalities have created detailed Community Garden Agreements between gardeners and the municipality for gardens on public land. For example, Clarington and Oshawa have detailed agreements that outline the responsibilities of both community garden groups and the municipality and requirements regarding issues such as accessibility, water consumption and liability (see boxes B and C). They require gardens to adhere to zoning and other municipal policies, but do not explicitly state what these by-laws and zoning requirements are within the agreements. Requirements for liability insurance are especially challenging for volunteer-run organizations with negligible operating budgets.

In Oshawa, for example, while not specifically outlined in the Community Garden guidelines, all urban agriculture projects must comply with zoning, boulevard, and lot maintenance standards, including not encroaching on sidewalks and not impacting sight lines<sup>2</sup>. Community groups must present a garden plan to City Council before being given approval. As this may be intimidating to some community members, the City of Oshawa refers interested community members to DIG for mentoring through the process.

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<sup>2</sup> M. Whitbread, City of Oshawa, personal communication, November 9, 2016.

**Table 2: Policies That Explicitly Demonstrate Support of Community Gardens (CGs)**

Durham Region	Ajax	Brock	Clarington	Oshawa	Pickering	Scugog	Uxbridge	Whitby
<p><b>Official Plan</b> (June 26, 2015) –Section 8.1.8 [food access through CGs in Urban Areas]</p> <p><b>Durham Community Climate Change Local Action Plan, 2012</b> – Urban Agriculture (p.25) &amp; Social Impacts (p.35) [promotes CGs and urban agriculture that include educational farming fields; enhancing local food production and food security as social impacts]</p>	<p><b>Official Plan</b> (Jan. 15, 2016) – Sections 2.1.1, 2.1.7, 7.1.2 b)x) [promotion of food growing; CG regulations; public benefit of CGs]</p> <p><b>Sustainability Plan</b> (June, 2013) – Section 9 [CGs a measure of progress]</p> <p><b>Zoning By-law Review</b> Sustainability Elements Discussion Paper(2015) – Section 3.1.3 (promotion, zoning and CG regulation)</p> <p><b>By-law 27-2009 (signs)</b>– Section 8.1 (l) (exemptions for signs where produce grown onsite)</p>	<p><i>No references found</i></p>	<p><b>Sustainable Clarington Report</b> (Sept., 2014) – pp. 2, 10 &amp; 17 [support for and establishment of CGs]</p> <p><b>License Agreement between Municipality and CG Collective</b> (2011) – see Box B</p> <p><b>Operations Department Report</b> #OPD-006-11 (June 27, 2011) [establishment of CGs]</p>	<p><b>CG procedure, Item CS-13-27</b>, attachment 4 [criteria, roles, restrictions for CGs – see Box C]</p> <p><b>Strategic Plan 2015-19</b> – Resilient Local Food System, 1. [promotion of CGs]</p> <p><b>Official Plan</b>, April 2016- Section 8.7.6.4.2 [CGs seen as important for “sustainability and neighbourhood cohesion”, permitted in certain zones]</p>	<p><b>Official Plan, Edition 6</b> – Section 13.7 [encourages community uses and activities, which may include CGs, in urban areas]</p> <p>Table 13 [permissible uses (may include CGs) in designated Potential Multi-Use Areas like Hydro corridors include public/private uses compatible with adjacent uses and that do not interfere with the utility]</p> <p><b>OPA 27</b> (subject to approval) [CGs permitted in certain zones]</p>	<p><i>No references found</i></p>	<p><b>Official Plan</b>, Jan. 2014 – Section 1.8.6 [support and zoning for CGs]</p>	<p><b>Official Plan</b> Proposed Draft Amendments: #1 – Section 3.2.13.1 [support for CGs for food access and sustainability]</p> <p>#3 – Sections 4.8.3.4; 8.2.2.3 [CGs as a use in specific zones]</p>

**Table 3: Zones of Possible Use for Community or Allotment Gardens**

<p><b>Ajax</b></p>	<ul style="list-style-type: none"> <li>• <b>Not permitted in Environmental Protection and previously contaminated land</b> (<i>Ajax Official Plan Consolidation, January 2016</i>).</li> </ul> <p>Note: There is no reference to “community” or “allotment” gardens in the current Zoning By-Law 95-2003(March 31, 2014). Zoning By-Law 95-2003 is under review to reflect the updated Official Plan; zones allowing community gardens may also be updated.</p>
<p><b>Brock</b></p>	<p>Note: No reference made to community gardens in Zoning By-Law Number 287-78-PL (2013) or the Township of Brock Official Plan (2014).</p>
<p><b>Clarington</b></p>	<ul style="list-style-type: none"> <li>• Market/allotment gardens allowed within <b>power transmission corridors</b> subject to approval of Hydro One (<i>Municipality of Clarington Official Plan Consolidated 2014, Section 21.2.6</i>).</li> </ul> <p>Note: There is no reference to community gardens or allotment gardens in Zoning By-law 84-63 (1984) or Zoning By-law 2005-109 (2010 revision).</p>
<p><b>Oshawa</b></p>	<ul style="list-style-type: none"> <li>• <b>Allotment gardens may be permitted in Open Space and Recreation</b> areas within and beyond the Major Urban Area (<i>Official Plan, April, 2016, Sections 2.6.1.3 and 2.6.1.4</i>) and <b>Open Space and Recreation- ORM Natural Linkage/Countryside</b> (<i>Section 2.6.5.3/ 2.6.6.3</i>). Community gardens potentially permitted in <b>Parkettes</b> in the Kendron Planning Area for sustainability and neighbourhood cohesion where there is local interest (<i>Official Plan, April, 2016, Section 8.7.6.4.2</i>).</li> </ul> <p>Note: There is no reference to community or allotment gardens in Zoning By-Law Number 60-94 (April 2016).</p>
<p><b>Pickering</b></p>	<p>The current Official Plan (<i>Edition 6, Consolidated February 2010</i>) does not mention community gardens or allotment gardens. The Official Plan is currently under review and <i>OPA 27</i> (subject to approval) allows community gardens in:</p> <ul style="list-style-type: none"> <li>• Open Space Systems; Prime Agricultural Areas; Urban Study Areas; Hamlet/Cluster/Country Residential; Hamlet Commercial; Mixed Use Areas; Urban Residential Area; Potential Multi-use Areas; Freeways and Major Utilities.</li> </ul>
<p><b>Scugog</b></p>	<ul style="list-style-type: none"> <li>• Market or allotment gardens within <b>power transmission corridors</b> subject to approval of electricity/energy providers (<i>Official Plan, Consolidation November, 2014, Section 8.10 e</i>).</li> </ul> <p>Note: No reference to community or allotment gardens in Zoning By-Law 14-14 (Office consolidation November 2014).</p>
<p><b>Uxbridge</b></p>	<p>“..any area of the Township where <b>agriculture operations</b> are permitted, provided they are outside of key natural heritage and hydrological features and related vegetative protection zones and any area which may have soil contamination. They shall also be permitted in the <b>hamlets and in the Uxbridge Urban Area</b>.” (<i>Official Plan, Jan. 2014, Section 1.8.6</i>).</p> <p>Note: No mention of community or allotment gardens in Zoning By-Law Number 81-19 (Office Consolidation, December 2015).</p>
<p><b>Whitby</b></p>	<ul style="list-style-type: none"> <li>• <b>Agriculture Zone</b> (<i>By-law 1784, Consolidated August 2015, Section 11, a ii</i>).</li> </ul> <p>Note: Proposed amendments to the Official Plan (<i>Proposed Draft Official Plan Amendment #3</i>) include Hydro Corridors, with approval of authority under jurisdiction (<i>Section 8.2.2.3</i>); Major Open Spaces, when consistent with the official plan and having minimal environmental impacts (<i>Section 4.8.3.4</i>); and Agriculture Zones identified as Future Urban Development Areas “... vacant lots of record shall be encouraged to be used for agricultural purposes until such time as development occurs.” (<i>Section 4.10.3.14</i>).</p>

## Community Gardens on Privately-Owned Land

While several municipalities in Durham require community garden agreements defining procedures on public land, only Ajax indicates how the municipality relates to community gardens on private lands or gardens established at institutions such as senior residences and group homes<sup>3</sup>. The Ajax Official Plan stipulates that community gardens on public *or* private land must enter into an agreement with the Town that outlines: the organizational structure of group co-ordinating the garden, concept sketch of the garden, source of water, agreement to prohibit lighting, maintenance plans, and indication that there will be no adverse affects on neighbours.

## Sale of Garden Produce

Generally across Durham region where community garden policy exists, the sale of produce or value-added product for private profit is not permitted. For example, the Oshawa Community Garden Procedure states that community garden committees shall “not sell produce from community gardens although donations are encouraged”. Private profit is differentiated from the sale of garden produce/value-added product for fundraising purposes of churches and other volunteer-run not-for-profit community groups, which is typically allowed. One exception is the municipality of Ajax, where the Official Plan (Section 2.1.7) does not restrict the sale of produce from community gardens, but does promote market places for selling local food. Policy regarding sale of produce has an impact on the establishment of commercial urban farms, which will be discussed further in the next section.

## Other Policies and By-Laws

Other municipal by-laws affect the establishment and operations of community gardens depending on the municipality, for example: by-laws and regulations regarding fencing, signage, tree protection, liability, accessory structures, and water use, in addition to compliance with accessibility, and other regulations required with use of municipal properties (see Box A).

### Box A: Policies affecting Community Gardens

A wide range of policies affecting the establishment and operation of community gardens was found across Durham including policies regarding:

- general statements of support
- zoning regulations
- fencing
- location
- signage
- adverse effects on neighbouring properties
- water/irrigation
- washrooms
- lighting
- organizational structure of garden committees
- insurance
- operations
- accessibility
- fees
- inclusivity
- waste removal
- pesticide use
- hours
- drainage
- maintenance of the gardens and areas around them
- sheds/accessory buildings
- initial site preparation

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<sup>3</sup> These latter two types of gardens represent the majority of gardens currently in Durham.

### **Community Garden Policies in Durham Region – Key Points**

- There are a large number of policies that affect community gardens on publicly-owned land scattered throughout different municipal departments. As they are difficult to navigate, it can act as a barrier to the initiation of citizen-driven projects.
- Most municipalities limit community gardens to one or two zones, notably open space, agriculture and power transmission corridors. However, this is changing as local municipalities update their official plans.
- Locating gardens in power transmission corridors requires permission of the electricity company and may come with other restrictions.
- Community garden agreements are only just being formulated in some communities and consist of detailed responsibilities of both the municipality and community garden collective.
- Sale of produce from community gardens for purposes other than fundraising is generally not permitted.

### **Box B: Clarington License Agreement between the Municipality of Clarington and the Community Garden Collective (2011) (On City-Owned Lands)**

The following summarizes some of the responsibilities outlined in this agreement:

#### ***The Municipality will:***

- help with the establishment of the garden only for the first year which could include ground cover removal, plowing and/or tilling
- use its website to promote the community garden
- hold a public information meeting to allow people to set up a garden collective

#### ***The Garden Collective will:***

- develop and maintain the garden and keep the premises in good repair with no direct cost to the Municipality
- make minimal use of municipal resources
- not sell the garden's produce for private profit
- erect only municipally approved signs
- clean up the premises by October 26 each year
- not use chemical pesticides
- maintain liability insurance
- provide seeds, fertilizer, tools and the use of portable washrooms to gardeners
- privilege Clarington residents as users
- sign an agreement indemnifying the Municipality
- keep updated contact information of members
- enter into a lease with the Municipality, including rent of \$1/year

The complete document is an attachment to Clarington Report OPD-006-11, which can be found at <http://www.weblink.clarington.net/WebLink/Browse.aspx>

**Box C: Growing Our Future – Oshawa Community Garden Procedure  
Item CS-13-27, Attachment 4 (On City-Owned Lands)**

*This extensive document includes the application form (which requires explanation of the garden vision and mission), examples of constitutions, and consent forms. Some of the details included in this Agreement include:*

**Municipal Responsibilities:**

- assist with the establishment of the garden including staking out the garden area, grading it and applying compost and wood mulch, when available
- maintain the grass on the premises
- assist with ensuring access to water and washrooms

**Community Garden Committee Responsibilities:**

- ensure community gardens are “inclusive to all members of our community and meet the Oshawa Accessibility Design Standards.” (p. 3)
- not sell produce from community gardens although donations are encouraged
- not rely on the City for waste removal
- “manage, develop and maintain the garden at no cost to the City.” (p. 7)
- pay the City for water consumption
- see GOF document re: committee requirements, application, constitution, etc.
- see GOF document p. 3-4, re: drainage, pesticides/fertilizers, prohibited plants, hours, changes to garden area

**Preferred Criteria for Garden Sites:**

- are located next to multi-residential and single detached dwelling units, especially in areas with little land ownership/access
- have access to water, shelter, parking, walkways, public transit and public washrooms
- avoid interference with drainage, other site uses and maintenance
- have adequate soil, slope and drainage
- are distributed around Oshawa
- meet local community demand and support

For the complete policy document see: *Growing our Future: Community Garden Procedures City of Oshawa.*

## Urban Farms

Policies that support the establishment of urban or peri-urban farms support the health and environmental benefits they offer by closing the distance between where food is grown and where food is consumed. As a relatively new concept, there are several definitions of urban farms in the literature (see box). Policies that could encourage the establishment of urban farms in urban or peri-urban areas include permitting urban farms in areas zoned for use other than agricultural and allowing the sale of produce by urban farm entrepreneurs on-site.



**Urban Farms:** Urban farms are generally distinguished using one or both of the following factors: 1) size and 2) sale of produce. Definitions of urban farms using size as a qualifier generally set a threshold size above which a piece of land is declared an urban farm. Other definitions define an urban farm as a farm that is a for-profit enterprise. The City of Detroit defines an urban farm as: *“A zoning lot ... over one acre, used to grow and harvest food crops and non-food crops for personal or group use. An orchard or tree farm that is a principal use is considered an urban farm. An urban farm may be divided into plots for cultivation by one or more individuals and/or groups or may be cultivated by groups collectively. The products of an urban farm may or may not be for commercial purposes”.* (City of Detroit, 2013, p.3)

Looking at the definitions above, urban farms can be distinguished from community gardens by one or both factors of scale/size and commercial sale of produce. In the policy review, only one mention of urban farms was found – plans for educational farming fields on public and residential sites noted in the 2012 Durham Community Climate Change Local Action Plan. Despite the lack of recognition in regional and local policies, there are several existing initiatives that could already be considered an urban farm based on size, including the following projects on public and privately-leased land:

- The Whitby-Ajax Garden Project (five acres, privately-leased land, donates 8,000 to 10,000 pounds of fresh produce annually, sells value-added product on-site for fundraising);
- The Nourish and Develop Foundation projects in Cannington (garden, orchard, Maple Tree Garden and the Nourish Community Hub);
- The Canadian Victory Garden Project in Oshawa (greenhouse, beehive, solar panel, power/self-sufficiency engineering project);
- Valley Plentiful Community Garden, Pickering (one acre); and
- St. Andrew’s Community Garden, Ajax (garden, orchard, pollinator garden)

Separate policy may not be needed for community gardens above a certain threshold size. However, policy regarding if and where produce from an urban farm can be sold can have an impact on urban farms set up as a commercial enterprise. Also, while the large community gardens listed above are primarily dedicated to donation of produce, personal consumption, and minimal fundraising, sale of produce on-site or locally is an option that could help recoup costs and support other project activities.

### Urban Farm Policy in Durham Region – Key Points

- There is a lack of policy references to urban farms in Durham region; this may be in part due to the ambiguity around how to define an urban farm.
- The number of initiatives that could be classified as urban farms are increasing in Durham, despite the lack of policy.

## Rooftop Gardens

Municipalities in Durham were found to encourage green roofs for the various benefits of storm water management (Oshawa), improved air quality (Ajax), energy efficiency (Whitby), reduction of heat island effects (Ajax), improvements to visual barriers (Ajax), and food production (Ajax).

While *green roofs* encompass a variety of plant types on rooftops and often involve growing plants in mediums applied to the surface of roofs, *rooftop gardens* apply specifically here to the growing of food on roofs. Policy that supports rooftop gardens for growing food can increase the amount of locally grown food by expanding location options for gardens and engage building residents in community gardening, especially where land space is not available.



Only four municipalities referenced any type of green roofs, and of those, only one, Ajax, referenced rooftop growing for food production (Table 4). References to rooftop gardens and green roofs were general and lacked specific procedures. In some cases, rooftop gardens and any access features or additional structures are exempted from building height measurements, therefore not discouraging builders who need to meet height allowances. It is possible that fewer flat roofs and more land available for growing may account for less attention to rooftop gardening in rural areas in Durham region.

### Rooftop Garden Policies in Durham Region – Key Points

- There is more emphasis in Durham region on green roofs in general than on the specific focus on rooftop gardening for food.
- There is a lack of specific rooftop garden procedures.
- In some cases, the benefits of green roofs are encouraged by municipalities by allowing developers to construct buildings that are higher or denser than would normally be permitted.

**Table 4. Policies Concerning Rooftop Gardens and Green Roofs**

<b>Durham Region</b>	<b>Ajax</b>	<b>Brock</b>	<b>Clarington</b>	<b>Oshawa</b>	<b>Pickering</b>	<b>Scugog</b>	<b>Uxbridge</b>	<b>Whitby</b>
<p><b>Durham Region Official Plan (June 26, 2015) – Section 2.3.51 l) [encourages municipalities to support green roofs for energy efficiency ]</b></p>	<p><b>Official Plan, Jan. 15, 2016 – Sections 2.1.3; 2.1.7; 3.2.3.10; 3.2.4.3 c) iv) [encourages green roofs; promotes rooftop gardens for urban agriculture; height restriction exemptions for access to rooftop gardens in Village Centre]</b></p>	<p><i>No reference found</i></p>	<p><i>No reference found</i></p>	<p><b>Official Plan, April, 2016 Sections 8.7.7.3.6; 8.7.12.4.3 [encourages green roofs for storm water management and sustainability in the Kedron Planning Area]</b></p>	<p><b>Official Plan Amendment 23 – Section 1.13 [addition of policy 13.10 o) to include installation of green and white roofs for green development]</b></p>	<p><i>No reference found</i></p>	<p><i>No reference found</i></p>	<p><b>Proposed Draft Official Plan Amendment #3 – Sections 6.2.3.20.1 and [encourages green roofs in new developments]</b></p>

## Greenhouses

By permitting and supporting greenhouses, municipalities can allow growers to extend their productive season and can add to the safe growing potential of suboptimal lands such as brownfields (Urban Agriculture Working Group, 2013).

Greenhouses were mentioned in Ajax, Brock, Oshawa and Whitby policies (Table 5). Only Ajax specifically promoted them in terms of food production while Oshawa included them as an agricultural use in zoning. For the most part, greenhouses would likely fall within regulations regarding accessory agricultural buildings.

Currently there are few greenhouses within urban areas in Durham region involved in urban agriculture-related activities except those associated with educational institutions, such as: G. L. Roberts Collegiate and Vocational Institute, Anderson Collegiate, and Durham College in association with the Food and Farming Program. Food-producing greenhouses seem to be located in the peri-urban and rural areas of Durham, for example, the Canadian Victory Garden Project in Oshawa and Link Greenhouses in Bowmanville.



### Greenhouse Policies in Durham Region – Key Points

- There are few municipal policies related to greenhouses and only one municipality mentioned greenhouses for food production.
- For most lower-tier municipalities, greenhouses fall under regulations around accessory buildings and structures.

**Table 5. Policies Concerning Greenhouses**

<b>Durham Region</b>	<b>Ajax</b>	<b>Brock</b>	<b>Clarington</b>	<b>Oshawa</b>	<b>Pickering</b>	<b>Scugog</b>	<b>Uxbridge</b>	<b>Whitby</b>
<i>No reference found</i>	<b>Official Plan</b> , Jan. 15, 2016 – Section 2.1.7 g) <i>[promotion of greenhouse food growing]</i>	<b>Zoning By-law 287-78-PL</b> – Plate B <i>[commercial greenhouses only permitted in zones C3 (Special Purpose Commercial) and C4 (Highway Commercial)]</i>  <b>Section 10.1</b> <i>[accessory buildings and structures regulations]</i>	<b>Zoning By-law 84-63</b> – Section 3.1 <i>[regulations for accessory buildings and structures]</i>	<b>Zoning By-law 60-94</b> – Section 2.1 Definitions <i>[Agricultural Use includes erection and use of greenhouses and is permitted in Urban Open Space Zone, Rural Open Space, Hazard Lands, Agricultural Zones, Airport Zones, Mineral Aggregate Zones, Urban Reserve Zones]</i>  <i>[any related outbuildings must comply with zoning regulations, and there would be restrictions on retail and storage of materials and produce]</i>	<i>No reference found</i>	<b>Zoning By-law 14-14</b> – Section 4.1 <i>[regulations for accessory buildings and structures]</i>	<b>Zoning By-law 81-19</b> – Section 5.1 <i>[regulations for accessory buildings and structures]</i>	<b>Restricted Area (Zoning) By-law 2585</b> – Section 6(2) <i>[regulations for accessory uses]</i>  <b>Section 24 (1) b)</b> <i>[greenhouses permitted in development zones]</i>

Unless otherwise stated, greenhouses per se were not mentioned in the policies listed here.



## Apiculture (Urban Beekeeping)

Beekeeping in urban and peri-urban areas can provide honey, beeswax, and other products, as well as the important service of plant pollination in surrounding areas. It can also be an income-generator for urban entrepreneurs, supporting local economic development.

Beekeeping is subject to regulations under the *Ontario Bees Act (1990)*, which specifies setback distances from residential, parkland or other public spaces when locating hives. Municipalities can then provide their own supportive policies regarding beekeeping that are compliant with this Act. For example, the Municipality of Meaford permits “hobby beekeeping” to a maximum of four hives in community gardens and residential lots with some restrictions, while simultaneously stipulating compliance with the provisions of the *Ontario Bees Act (1990)* (Municipality of Meaford, 2014).

For the most part across Durham, municipal and zoning by-laws regarding the keeping of animals restrict the keeping of insects in general or certain insects specifically, including bees, in urban areas (Table 6).

A report by Berquist *et al.* (2012) commissioned by Sustain Ontario, entitled *Towards a New Approach to Beekeeping Policy in Urban Ontario*, provides insight on issues concerning beekeeping within the urban environment and solutions for addressing these. While the *Ontario Bees Act* strives to protect the health of Ontario bees and residents, it does not reflect the growing existence of apiculture projects in urban and peri-urban locations. It also does not acknowledge the supportive role apiculture plays in urban agriculture in municipalities. Currently, the provincial government seems best positioned to deal with issues such as bee health, registration for inspection, bee transport and rights of inspectors. However, the existence of apiculture projects within urban and peri-urban areas indicates that policy considerations such as distance from adjacent property, appropriate locations, number of hives, and flight path might best be developed at the municipal level closer to where projects are being established.

### Beekeeping Policy in Durham Region – Key Points

- Beekeeping is widely prohibited in urban areas in Durham region.
- Beekeeping is permitted in a range of non-urban spaces.
- The requirement to locate hives more than 30 metres from public spaces legislated through the Ontario Bees Act could be a barrier for beekeeping in urban spaces.
- There is a disconnect between existing apiculture within urban and peri-urban locations and current legislation.

**Table 6. Policies Concerning the Keeping of Bees**

<b>Durham Region</b>	<b>Ajax</b>	<b>Brock</b>	<b>Clarington</b>	<b>Oshawa</b>	<b>Pickering</b>	<b>Scugog</b>	<b>Uxbridge</b>	<b>Whitby</b>
<i>No reference found</i>	<i>No reference found</i>	<i>No reference found</i>	<b>By-law 2012-045</b> (keeping of certain animals) - Part II: Prohibitions: General: 10 [no insect keeping permitted]	<b>Zoning by-law 60-94</b> [beekeeping considered an agricultural use and therefore restricted to Urban Open Space Zone, Rural Open Space, Hazard Lands, Agricultural Zones, Airport Zones, Mineral Aggregate Zones, Urban Reserve Zone]	<b>By-law 7110-11</b> (exotic animals and livestock) - [beekeeping prohibited in the City of Pickering]	<b>By-Law Number 13-15</b> , (Prohibiting or Otherwise Regulating the Keeping of Animals) - Schedule "A" Prohibited Animals [beekeeping permitted only in Rural Area zones]	<b>Zoning By-Law Number 81-19</b> , Dec. 2015 - 1. Definitions 1.5 Farm [farms (and therefore beekeeping) permitted in zones: Environmental Protection, Recreational Open Space, Rural, Residential Holding (existing farms only), Rural Resource, Aggregate Processing]	<b>Restricted Area (Zoning) By-law 2585</b> - Sections 23 and 24 [apiaries permitted in Flood Zones and Development Zones]

## Backyard Hens

Backyard hens are kept for egg production as well as for the benefits of pest control and fertilizer generation for backyard vegetable gardens. The Food and Agriculture Organization (FAO) asserts that, through egg consumption, "[b]ackyard poultry is an excellent way to enhance the availability of and access to micronutrients and protein-rich foods" (FAO, 2016). Interior Health, a health authority in British Columbia, also notes that households have regular access to eggs with backyard chickens, and that these eggs are of a higher nutritional value than eggs from non-free range chickens (Interior Health, n.d.). There are both benefits and potential concerns regarding backyard chickens in urban areas (see for example a policy review report done by Clark Consulting Services, 2011). However by making an important protein source accessible in urban areas, well-designed policies that support backyard hens can also contribute to supporting food security.



Several large and small urban centres across Canada have created policy to allow backyard hens including Vancouver, Montreal and the Ontario cities of Guelph, Waterloo, Brampton, Quinte West and Niagara Falls (Levenston, 2016). For example, the City of Vancouver stipulates a maximum of four hens can be kept, meat and eggs cannot be sold for commercial purposes, and residents must register through their Backyard Hen program, among other regulations (City of Vancouver, 2016).

In Durham, the keeping of backyard hens is widely prohibited in urban areas through: 1) by-laws specific to the keeping of livestock/certain animals, and, 2) zoning by-laws that categorize the keeping of backyard hens as an agricultural activity prohibited in urban zones (Table 7). Also, the sale of eggs is regulated and restricted by the *Ontario Health Protection and Promotion Act (1990)*, which states that "[n]o operator of a food premise shall store, handle, serve, process, prepare, display, distribute, transport, offer for sale or sell ungraded or Grade 'C' eggs (Reg. 562, s. 54 (1))".

### Backyard Hen Policy in Durham Region – Key Points

- The keeping of hens is prohibited in urban areas across Durham region although permitted in a range of non-urban spaces.

**Table 7. Policies Regarding the Keeping of Hens**

Durham Region	Ajax	Brock	Clarington	Oshawa	Pickering	Scugog	Uxbridge	Whitby
<i>No reference found</i>	<b>Official Plan, Jan. 15, 2016</b> – Section 2.1.7 <i>[urban agriculture excludes raising of chickens]</i>	<b>By-law 2402-2012-PP</b> (prohibiting and regulating the keeping of certain animals) – Section II <i>[no livestock to be kept in the Township]</i>	<b>By-law 2012-045</b> (keeping of certain animals) - Part II: Prohibitions: General: 11 <i>[livestock including chickens only permitted in agricultural zones]</i>	<b>By-law 14-2010 To Regulate the Care and Control of Animals</b> - Schedule “A” <i>[chickens prohibited, exception: Normal Farm Practices where permitted as noted in Zoning By-law 60-94]</i>  <b>Zoning By-law 60-94</b> <i>[keeping of hens considered an agricultural use and therefore restricted to Urban Open Space Zone, Rural Open Space, Hazard Lands, Agricultural Zones, Airport Zones, Mineral Aggregate Zones, Urban Reserve Zone]</i>	<b>Official Plan Edition 6</b> - Table 12 <i>[livestock only permitted in Agricultural Areas and Oak Ridges Moraine Countryside Areas]</i>	<b>By-Law 13-15</b> , (Prohibiting or Otherwise Regulating the Keeping of Animals...) - Section 2.3 and Section 1(8) <i>[chickens only permitted in rural zones]</i>  <b>Zoning By-law 14-14</b> , Nov. 2014 – Section 4.10 <i>[livestock only permitted in Agricultural and Rural Residential zones with some exceptions]</i>	<b>Zoning By-Law 81-19</b> , Dec. 2015 – Section 1.5 (definition of farm includes chickens) and Section 4 <i>[Farms (and therefore chickens) permitted in zones: Environmental Protection, Recreational Open Space, Rural, Residential Holding (existing farms only), Rural Resource, Aggregate Processing]</i>	<b>By-Law 3436-94</b> (keeping of certain animals) <i>[chickens not permitted within the Town of Whitby in areas set out in Schedules “C,” “D” and “E”]</i>

## Edible Landscapes

Edible landscaping is rooted in the concept that food can be grown not only in backyard vegetable gardens, but also in the front yard gardens of houses in residential areas, thereby increasing amounts of locally grown food (Oregon State University Extension Services, n.d). It has also been incorporated into discussions of ways that municipalities can use municipally-owned land (i.e. landscapes around municipal buildings) to help address food security.



Guerilla gardening, a variation on edible landscapes, takes growing to the streets in urban areas, planting food and flowers in abandoned lots, boulevards and unusual spaces. Toronto Guerilla Gardeners initiate several plantings per season beautifying the urban space (Toronto's Guerilla Gardeners, 2013). Anecdotal reports of individual groups guerilla gardening in Durham have been provided to DIG members, though there does not seem to be the organization seen in centres such as Toronto.

The only known municipality found to have implemented edible landscaping is Oshawa, which ran a project growing plants for food in public spaces and donated the produce to charity. No reference to edible landscapes was found in the policies of any Durham municipality except for Oshawa which has recently amended its Boulevard By-law. Although not recommending boulevard vegetable gardening, the by-law amendment allows for exemptions under certain criteria for homeowners who want to grow vegetables on their boulevards and agree to a set of terms and conditions.<sup>4</sup> In general, edible landscapes in Durham region are primarily influenced by by-laws that concern matters such as the obstruction of sidewalks and sightlines (see page 8).

**Edible Landscaping:** The practice of incorporating food-producing plants in the landscape. Fruit and nut trees, vegetables, herbs, edible flowers and shrubs with berries can be combined to create an attractive design that produces fruits and vegetables for home consumption. In addition to including food plants in the landscape, residents may wish to dedicate an entire section of the yard to a vegetable garden. *Source: Rutgers (2011)*

### Edible Landscaping Policy in Durham Region – Key Points

- Edible landscaping is a relatively new urban agriculture concept in Durham region.
- Only Oshawa currently has policy related to edible landscaping.

<sup>4</sup> For these criteria, see 5.3.2 Option 2: Boulevard Garden Exemption in City of Oshawa in Report CS-16-63 (June 17, 2016) regarding proposed amendments to Boulevard By-law 136-2006.

## Entrepreneurship: Producing Food for Sale

Regulations that allow sale of locally grown/produced food on-site and by small-scale home-based businesses can increase access to local food and support local economies. In Durham region, sale of food items falls under a complex mix of local, regional and provincial health jurisdictions. Relevant regulations at the regional and provincial level include:

- Durham Region Health Department, under the Ministry of Health and Long Term Care (MOHLTC) and through the *Health Protection and Promotion Act (1990)* and the *Food Premises Regulations 562*, has the authority to inspect food premises (e.g. stores, home-based food businesses, restaurants, markets) selling prepared food.
- Unprepared foods such as fruits and vegetables, and meat processing plants are under the jurisdiction of Ontario Ministry of Agriculture, Food and Rural Affairs (OMAFRA). The Durham Region Health Department has jurisdiction over food-borne illness investigations and food recalls that may involve unprepared foods.
- Durham Region requires those setting up food premises to comply with the *Food Premises Regulation 562* under the *Health Protection and Promotion Act (1990)* and to notify municipal building, fire, licensing, planning and plumbing departments (Durham Region Health Department, n.d). It should be noted that the Durham Region Health Department will honour municipal zoning by-laws – should zoning not allow a home-based business, Durham Health will abide by that by-law<sup>5</sup>.
- Separation between sleeping quarters and where food is produced for consumption or sale is required under the *Ontario Building Code Act (1992)* which is under the jurisdiction of the Ontario Ministry of Municipal Affairs and Housing. The *Food Premises Regulation 562* only stipulates that food cannot be stored, prepared, or processed in any area that is used for sleeping purposes.



While there is high level support for food system entrepreneurship at the regional level, at the local level by-laws around the operation of small, home-based food preparation businesses are inconsistent. Some municipalities exclude food preparation and others allow it as long as the home-based business abides by provincial regulations for food premises and food safety (Table 8). For example, Scugog allows urban agriculture projects in peri-urban areas zoned agricultural to sell produce and value-added products from that property; however products such as baking and preserves must be prepared in Health Department inspected food premises.

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<sup>5</sup> M. Vortisch, Durham Region Health Department, personal communication, March 17, 2016.

Overall the complex set of local, regional and provincial policies do not permit an individual to bake and sell a few dozen cookies out of their home before scaling up their business. Many U.S. states have simplified the process through Cottage Food Laws (see Harvard Food Law and Policy Clinic, 2013), which provide a streamlined framework for citizens to supplement income and contribute to growing the economy through foods designated safe to process within their residences. This model could be looked at further for its applicability in Durham.

#### **Entrepreneurship Policies (Producing Food for Sale) in Durham Region – Key Points**

- For the most part, food is not mentioned in descriptions of home industries/businesses/occupations in Durham region.
- There seems to be more overt support for food entrepreneurship at the regional level than at the level of lower-tiered municipalities.

### **Local Food Procurement**

Local food procurement refers to the purchasing and use of local produce and food by municipalities, public institutions, and businesses. Regional and local municipalities are in an optimal position to serve as an example of supporting local food in their public institutions and facilities that serve food to thousands of individuals (e.g. long-term care facilities, municipal cafeterias, community centres, recreational facilities, regional hospitals, etc.). Policies that allow procurement (or purchase) of local food, or encourage purchasing a set percentage of local food, increase public access to fresh, local food, reduce the environmental impacts of greater food miles and support local grower producers and local economies. Food procurement policy also provides opportunities and support for commercial urban farms.

Local food procurement is promoted at the regional level in Durham and in Pickering (Table 9), however the ability of other municipalities to choose local food suppliers in purchasing is constrained or prohibited. Ajax, Brock and Clarington all require that other qualifications – such as lowest price – be considered in bids over and above local sourcing. Oshawa does not permit the preferencing of local suppliers. No specific local food procurement policies were found at the regional or local levels at the time of this study.

The primary rationale given for not being able to choose local suppliers was the need to adhere to legislation such as the *Ontario Discriminatory Business Practices Act (1990)* and/or the *Agreement of Internal Trade (2011)*. The *Ontario Discriminatory Business Practices Act (1990)* is meant “to prevent discrimination in Ontario on the ground of [...] place of origin, [...] or geographical location of persons employed in or engaging in business (c. D.12, s. 2)”. The *Agreement of Internal Trade (2011)* states that municipalities are not permitted to privilege local goods over those from other provinces or territories – this applies in Ontario to procurement by municipalities, municipal organizations, school boards, and publicly-funded academic, health and social service agencies.

Durham Region has recently become part of a project with the Golden Horseshoe Food and Farming Alliance to increase local food procurement in its Regional office cafeterias and long-term care facilities (see GHFFA, 2016). The goal of this project is to increase the amount of local food used in

the facilities by 5% by 2018. The project will also look at opportunities for new language in food contracts and tenders that makes it easier to source local food.

While enacting food procurement policy within institutions is challenging, there has been success in other communities. Bell-Pasht (2012) found the following strategies made local procurement possible and not subject to non-discrimination policies: 1) putting technical specifications in food tenders that stipulate local food (e.g. requiring food that is 'seasonal', 'fresh', 'local', 'sustainably certified'); 2) splitting larger contracts (given that institutions require larger, consistent volumes of food) into smaller ones to be more accessible to local small-scale farmers; and 3) linking food tenders to a culturally important geographic area based on special classification.

The City of Toronto adopted a local food procurement policy on July 12, 2011 with a purchasing target of 51% local food<sup>6</sup>. Toronto has also set a goal of increasing production of its commercial vegetable need within the city, supporting local demand and reducing greenhouse gas emissions (City of Toronto, 2012a, b; Toronto Food Policy Council, 2012; Nsar, MacRae and Kuhns, 2010).

#### **Local Food Procurement Policy in Durham Region – Key Points**

- Although local food procurement is promoted at the regional level, there are currently no mechanisms in place to allow it at the municipal level.
- Local food procurement is hindered by varied interpretations and applications of provincial and federal legislation pertaining to preference of local purchasing. In several cases, preference must go to the lowest bid, over and above location.
- The Regional government is currently involved in a project investigating opportunities to increase the procurement of local food in Regional office cafeterias and long-term care facilities.



<sup>6</sup> An amendment of this policy, however, compromises the amount of local produce actually purchased with the addition of the phrase “when all factors, including costs, quality and availability are equal” (City of Toronto, 2011)

**Table 8. Policies Concerning the Sale of Food from Urban Agriculture Enterprises**

Durham Region	Ajax	Brock	Clarington	Oshawa	Pickering	Scugog	Uxbridge	Whitby
<p><b>Durham Community Climate Change Local Action Plan, 2012</b> - Food System Theme, p. 24 [development of a local food hub that provides small farmers a market and provides “public-health inspected kitchens” (p. 24) for food processing]</p>	<p><b>Official Plan, Jan. 15, 2016</b> – Section 2.1.7 h) [promotion of marketplaces for locally grown/preserved food]</p> <p>Section 3.4.4 [Home Based Businesses permitted where residential uses are permitted, need to comply with provincial food preparation regulations]</p>	<p><b>Zoning By-law 287-78-PL</b> - Section 10.11 [Home Occupation (does not include eating establishments; other regulations)]</p>	<p><b>License Agreement Between The Corporation of the Municipality of Clarington and The Community Garden Collective, 2011</b> - Article VIII Operations 29 [community gardens not to sell produce for private profit]</p> <p><b>Draft Official Plan, 2016</b> - Section 7.3.2 i) [“permit a variety of home-based occupations” (food production/processing not mentioned)]</p>	<p><b>Zoning By-law 60-94</b> [food preparation services <u>not</u> permitted as a home occupation]</p>	<p><b>Official Plan</b> - p. 102 [links home occupations to incubator businesses and reduced commuting]</p> <p>Section 5.3 i) [home occupations to be permitted in all residential zones]</p> <p><b>Official Plan Amendment 27</b> (subject to approval) - revision of 5.3 f) [permits home occupations in all Prime Agricultural areas and Rural Settlements]</p> <p><b>Measuring Sustainability Report</b> – p.61 [supports home-based businesses]</p>	<p><b>Official Plan, Nov. 2014</b> – Section 2.7 c) [encourages home-based businesses]</p> <p><b>By-law 19-15</b> Section 6.1 c) [produce growers may sell produce on their own property without a licence. Regulations for sales]</p> <p><b>Zoning By-law 14-14</b> Sections 4.8, 8.1 and 9.2 [supports home-based food processing; businesses under 25% gross floor area are exempt from the need for commercial zoning].</p>	<p><b>Zoning By-Law 81-19</b> – Section 5.3. [Home Industry (regulations)]</p>	<p><b>Restricted Area (Zoning) By-Law 2585</b> - Section 6 (33) [Home Based Business (regulations)]</p>

Except where food is mentioned in this table, definitions/regulations of home industries/ businesses/occupations do not mention food.

**Table 9. Policies Regulating Local Procurement**

Durham Region	Ajax	Brock	Clarington	Oshawa	Pickering	Scugog	Uxbridge	Whitby
<p><b>Region of Durham Agricultural Strategy 2013-2018</b> -4.3 Action Plan, Action 7 [<i>“Work with the local food service sector and the public sector to build a strong network and infrastructure to support local food procurment”</i> (p.21)]</p> <p><b>Durham Community Climate Change Local Action Plan, 2012</b> - General Theme: G1: Durham Green Procurement Guide, p. 29 [<i>development of green procurement criteria to source local food</i>]</p>	<p><b>By-law 8-2013 (Purchasing)</b> - 9. Local Preference [<i>local preference prohibited because of Discriminatory Business Practices Act and Agreement of Internal Trade; local, then regional preference can be made with otherwise identical bids</i>]</p>	<p><b>By-law 1912-2004-FI (Procurement)</b> - Section 8 [<i>lowest bid supersedes local interests</i>]</p>	<p><b>Purchasing By-Law 2015-022</b> - Part 3, Bid Types and Limits: Local Preference 69 (2) and (3) [<i>privileging local, then regional only when multiple bids are equal</i>]</p>	<p><b>By-Law 17-2010 (Purchasing)</b> - Article 11 Prohibitions 11.08 Preference for Local Suppliers [<i>preferencing local suppliers not permitted</i>]</p>	<p><b>Official Plan Amendment 27</b> (subject to approval) - Revision of 5.3 f) iii) [<i>promote procurement of local food</i>]</p>	<p><i>No reference found</i></p>	<p><b>By-law 2004-209 (Purchasing)</b> – Section 5 (10) [<i>national and international trade agreements take precedence where there is a conflict with the by-law</i>]</p>	<p><i>No reference found</i></p>

## Planning for Neighbourhood Food Access

Access to food includes both *physical access*, for example the close proximity of local fresh food options, as well as *financial access*, that healthy food options are affordable for all citizens. Improved access to food in neighbourhoods can enhance health and food security while promoting social connections and building community. In towns and cities, access to local, healthy food can be strengthened through the use of community gardens, rooftop gardens, edible landscapes, backyard hens, gleaning programs, good food box programs, farmers' markets and mobile markets.

While neighbourhood food access relies heavily on residents' proximity to sources of healthy food, distance is only one factor. Walkability helps ensure that residents are not reliant on private vehicles or public transportation. Routes also need to be amenable to the use of strollers, carts, wheelchairs and walkers. They need to be well-lit and safe. Food access also means that food sources need to meet residents' needs around type as well as affordability (e.g. from community gardens, farmers' markets, affordable stores, food banks/programs).

Reference to food access was found in all jurisdictions in Durham except Brock, Scugog and Uxbridge (Table 10). Food access was most commonly addressed through the development of neighbourhoods that allowed residents easier access to food retailers or other, unspecified food sources. Whitby specifically mentioned community gardens as a means of food access. In addition to gardens and shopping access, Ajax also pointed to good food boxes and school food programs as a means to food access and set spending on local food as a measure of progress. No mention was found of public transportation in Durham region as a contributor to food access.

Ensuring good food access in communities also supports a community's resilience to climate change. Durham Region's Proposed Community Climate Adaptation Plan (Sept 2016), however, cites food only in the context of emergency response planning and does not fully recognize this link.

**Food Security:** A situation in which all community residents are able to 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. *Source: Durham Region (2009).*

### Neighbourhood Food Access Policy in Durham Region – Key Points

- Neighbourhood food access in Durham region is primarily addressed through 1) limiting distance and expanding walkability for residents to food retail options; and 2) encouragement of (community) gardens.
- Neighbourhood food access is seen primarily as a means to sustainability and food security but not as a means to community development.
- There is a lack of specific goals regarding non-retail and economically accessible neighbourhood food sources or public transit that could help allow for their access.
- The needs of women, children and people with mobility challenges regarding wide sidewalks, safe, well-lit routes and opportunities for social inclusion are not identified in existing policies.

**Table 10. Policies Supporting Neighbourhood Food Access**

Durham Region	Ajax	Brock	Clarington	Oshawa	Pickering	Scugog	Uxbridge	Whitby
<p><b>Durham Regional Official Plan</b>, June 26, 2015 – Section 1.3.1 [e] "healthy and complete, sustainable communities" g) people oriented urban areas i) "supporting food security for all residents" Section 9.1.2 [support of "community food security" in Rural System]</p> <p><b>Durham Community Climate Change Local Action Plan</b>, 2012 – p. 24 [local food access as a means to implementing Food Charter; local food production and food security positive social impacts of plan]</p>	<p><b>Official Plan</b>, Jan. 15, 2016 – Section 2.1.1 e) [shopping close to residences]</p> <p><b>Integrated Community Sustainability Plan</b>, June 2013 – p. 46, 47 [% households spending on local food as a measure of progress; strategy to increase access to local, healthy food, e.g. in schools, through a local Good Food Box program, food gardens, etc.]</p>	<p>No reference found</p>	<p><b>Sustainable Clarington Community Advisory Committee Report</b> September, 2014 - Section 1Aii) [accessible, non-automobile-dependent services and activities]</p> <p><b>Draft Official Plan 2016</b> – Section 9.2.2 [walkable neighbourhoods]</p>	<p><b>Official Plan, Sept., 2015, Section 2.1.1.1</b> ["Central Areas shall provide an integrated array of shopping (including opportunities for food stores and convenient access to healthy food)..."]</p> <p><b>Section 2.1.5.1</b> [supportive structure of corridors within the Major Urban Area that promote connections for convenient access to healthy food."]</p> <p><b>Section 2.2.1.4</b> [inclusion of retail stores in commercial lands for convenient access to healthy food"]</p> <p><b>Section 2.3.3.6</b> [residential development in areas that have access to healthy food]</p> <p><b>Section 2.8.1.1</b> [support of community food security through agricultural lands, operations and economy. Protection of Prime Agricultural Lands "as a secure source of food and for long-term use for agriculture."]</p>	<p><b>Official Plan Amendment 27</b> (subject to approval) - Revision of 5.3 f) [i] promotion of local food availability; iii) food security]</p> <p><b>Measuring Sustainability Report - Live-Work Opportunities</b> [zoning for live-work opportunities]</p>	<p>No reference found</p>	<p>No reference found</p>	<p><b>Planning for Healthy and Complete Communities</b>, Draft Policy Discussion Paper, Nov. 2011 – p. 12 [importance of shopping near housing]</p> <p><b>Official Plan Proposed Draft Amendments: Amendments #1 Healthy and Complete Communities/ Heritage/ Sustainability</b> – Section 3.2.13.1 [support for establishment of community gardens for local food access and reductions in energy, emissions and transportation]</p>

## The Durham Food Charter and Food Systems

According to *Best Practices in Local Food: A Guide for Municipalities* (Deloitte, 2013), the development of a food charter constitutes a best practice for municipalities with regard to local food. The report explains (p. 17): “A food charter plays an important role in guiding the local food strategy, as it creates a unified vision for the various government departments, increases the presence of food policy across the municipality, facilitates collaboration between departments as well as community members, and helps solidify municipal commitments to local food system development.”

The Durham Region Food Charter (Appendix A) developed under the Durham Food Charter Task Force and endorsed by the Region of Durham in 2009, reflects the community’s vision for a food secure Durham region. It is focused toward building a just and sustainable local food system as a foundation for population health. It supports a food system approach, integrating production, processing, distribution, access, consumption, and waste management to address issues of human health, food security, and environmental and economic sustainability.



Although the Charter has been endorsed at the regional level, it has not been endorsed by most of the lower-tiered municipal governments. The regional government and Pickering are the only municipalities found to have policy references to the Food Charter, and in Pickering this reference is made in relation to agricultural areas as opposed to urban areas (Table 11). Only Durham, Ajax and Oshawa were found to explicitly mention “food systems.”

Despite the lack of official recognition and promotion of the Food Charter, many projects on the ground in the eight municipalities and at the regional level are already contributing to the Food Charter goals and vision through education on preparing food, promotion of local food, and other activities. Urban agriculture supports all four Durham Region Food Charter pillars: Essential Foundations to Build On, Sustaining Local Agriculture, Community Partnership and Health and Well Being. The Food Charter serves as the mandate for the Durham Region Food Policy Council (DFPC) which advocates for a just and sustainable food system. Furthermore, DIG supports Charter goals in urban agriculture and food related projects through consultation, mentoring, education, sharing resources, technical assistance, partnerships, and promoting urban agriculture initiatives in Durham region.

### Endorsement of the Durham Food Charter and Food Systems Perspective – Key Points

- The Durham Food Charter has been endorsed at the regional level but not at the local municipal level across the region.
- Elements of a food system approach are evident at the regional level, and in some municipal practices, but for the most part are not explicitly recognized in lower-tier municipal policy documents.

**Table 11. Policies Referring to “Food Charter” or “Food Systems”**

Durham Region	Ajax	Brock	Clarington	Oshawa	Pickering	Scugog	Uxbridge	Whitby
<p><b>Durham Region Agricultural Strategy 2013-18</b> – p.8 <i>[Region endorses the Food Charter and summarizes it here]</i></p> <p><b>Official Plan, June 26, 2015</b> – Section 1.3.1 <i>[i) goals of food security for all residents and supporting community food security]</i></p> <p><b>Strategic Plan, 2015-19</b> - Economic Growth, Diversification and Local Employment A.4 <i>[promotes food system security]</i></p> <p><b>Durham Community Climate Change Local Action Plan, 2012</b> - Food System Theme, p. 24 <i>[supports food system practices for emissions reduction; promotes local food access as a means to implementing Food Charter objectives ; goal to develop a local food hub as a way to make use of the Food Charter]</i></p>	<p><b>Integrated Community Sustainability Plan, June 2013</b> – Section 9 <i>["robust regional food system"]</i></p>	<p><i>No reference found</i></p>	<p><i>No reference found</i></p>	<p><b>Strategic Plan, 2015-19</b> – Section 4.4. <i>[considers a resilient local food system as a strategic goal]</i></p>	<p><b>Official Plan Amendment 27</b> (subject to approval) - Revision of 5.3 f) iii) <i>[Food Charter (esp. around food security and local food procurement) in the context of job creation through economic development in agricultural areas ]</i></p>	<p><i>No reference found</i></p>	<p><i>No reference found</i></p>	<p><i>No reference found</i></p>

## 5. OVERVIEW OF FINDINGS

A summary of key observations from the policy review includes the following:

- **The policy environment regarding urban agriculture in Durham region is complex.** Urban agriculture and food policies in Durham are affected by policies at the local, regional, provincial and federal level (see Box D).

### Box D: Examples of Policies that Affect Urban Agriculture in Durham Region

1. National: *Canadian Agreement on Internal Trade*.
2. Provincial: *Ontario Bees Act (1990)*, *Ontario Health Promotion and Protection Act (1990)*, *Food Premises Regulations 562 (1990)*, *Ontario Building Code Act (1992)*, *Ontario Discriminatory Business Practices Act (1990)*, *Places to Grow Act (2005)*, *Ontario Planning Act (1990)*, *Ontario Local Food Act (2013)*, *The Greenbelt Plan (2005)*, *Growth Plan for the Greater Golden Horseshoe (2006)*.
3. Regional: *Durham Region Agricultural Strategy*, *Durham Region Official Plan*, *Durham Region Climate Change Local Action Plan*, *Durham Region Food Charter*.
4. Local/Municipal: official plans, strategic plans, sustainability plans, by-laws (especially zoning), community garden agreements.

- **Community gardens have received the most policy attention of any form of urban agriculture in Durham region.** Community gardens have by far the most policies at both the municipal and regional level. There are few policies in place for greenhouses and rooftop gardens. There is no policy that covers gardens fitting under the urban farm definition or larger food projects, especially regarding selling on-site and zoning.
- **Raising hens or bees in urban areas is prohibited across the region.** The keeping of bees and hens in urban areas is prohibited in urban spaces across Durham, but permitted in a range of non-urban spaces (i.e. permitted in agricultural zones).
- **Approaches to urban agriculture and food system policy in Durham region are divided along urban/rural lines.** Generally speaking, more attention was shown by cities and larger towns than rural centres on forms of urban agriculture. There was a perception among some municipal staff that forms of urban agriculture are not necessary in agricultural municipalities. This perception may be disconnected from what residents actually need or are already doing. More attention is needed on factors contributing to this disparity between urban and rural areas with respect to urban agriculture.

- **Awareness about urban agriculture policies in municipal departments is variable.** During the research, a lack of broad knowledge on the part of municipal staff about relevant policies resulted in the need to go to a variety of people, often in different departments, to find the information. Because the knowledge resides in a variety of documents housed in different departments, finding this information was not always straightforward. Also, in conversations with municipal staff, there was sometimes a question of which level – regional government or local-level government – was responsible for urban agriculture policies.
- **Urban agriculture policies are not always publicly accessible.** The accessibility of policies varied widely. Some policies could not be accessed on-line whereas others provided user-friendly summaries such as the permitted uses chart for Brock Township zoning. Also of issue is the complexity of language and terms used in the policies, making them inaccessible to a general public audience.

## 6. BROADER ISSUES IN FOOD SYSTEM POLICIES IN DURHAM REGION

The following broader issues were observed in the research regarding policies for urban agriculture and food systems in Durham region:

- **Urban agriculture *policy* development is in its infant stage compared to urban agriculture *project* development.** There is a strong disconnect between community-based projects occurring “from the bottom up” in Durham region and policy coming “from the top down” to support their development. It was found that, in some cases, there were few or no active restrictions on urban agriculture but also few or no supportive policies in place yet. In several cases, however, communications with municipal staff revealed that the development of policies that would accommodate urban agriculture or food access is underway.
- **The rate of developing and enacting policy related to urban agriculture in Durham region is slow compared to the rapid rate at which primarily citizen-driven urban agriculture initiatives are evolving on the ground.** Developing and enacting municipal policies take time – especially in a two-tiered region where many policies must be approved at both the local and regional levels. While municipalities or private parties may initiate updates to official plans and zoning by-laws at any time (including consideration regarding urban agriculture initiatives), the *Ontario Planning Act* only requires municipalities to conduct an official plan review at least once every five years. A new official plan can delay this review until 10 years after it takes effect (Aird and Berlis, 2015). Given that urban agriculture projects are happening in real time, the lack of real-time policy support can hinder the establishment of many urban agriculture projects that could benefit communities and may leave established projects vulnerable to conflicts with their municipalities.

- **There is a disconnect between support of urban agriculture promoted by local and regional governments and policies that hinder rather than support these initiatives.** This can be seen especially when looking at the case of community gardens. At a conceptual level, community gardens are promoted for food access and poverty reduction and are supported at the regional level under broad goals of food security, health and safety. In theory, community gardens and many urban agriculture initiatives could occur in greenspace systems at the local level. However at the local level, establishment of community gardens across the region is hindered by restrictive zoning and other policy such as those related to signs, liability, structures, drainage, accessibility, water, insurance, and sale of product. There is also a lack of direction in policy to guide the relationship between municipalities and public gardens on private land, or resident-only gardens on private lands such as senior’s residences and group homes.
  
- **More attention is needed on the contribution of urban agriculture to building community resilience to adapt to climate change.** Durham Region’s Community Local Action Plan (2012) includes several urban agriculture initiatives that have yet to be acted upon. In contrast, the Proposed Durham Community Climate Adaptation Plan (Sept 2016)<sup>7</sup> includes food provision in the emergency cases of extreme weather, but does not address the long-term benefits and community resilience that urban agriculture could provide. The connection between adaptation to climate change and sustainable food systems, including the importance of urban agriculture initiatives, needs to be better recognized at local and regional levels.
  
- **Recognition of the interdisciplinary nature of food is increasing.** Where support for urban agriculture is provided, food is recognized as multidimensional and urban agriculture and local food as benefiting the environmental sustainability, economy and food security. The multidimensional nature of food and food systems allows for the engagement of more people, more departments, and more perspectives, creating both a vibrant and complex terrain. Recognizing this complexity provides a great opportunity for the future of urban agriculture and a sustainable food system in Durham region. Clear channels of communication between regional and municipal governments and the organizations and residents who implement/support urban agriculture in Durham is essential to long-term health of urban agriculture in Durham.

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<sup>7</sup> Durham’s *Proposed Community Climate Adaptation Plan* was submitted to the Durham Region Roundtable on Climate Change (DRRCC) on September 9, 2016 for “approval in principle” after a three year development process. Once approved by DRRCC, the recommendation is to forward to Durham Region’s Council for approval.

## 7. RECOMMENDATIONS

Fostering a sustainable food system in Durham region will require changes to the current policy context in order to ensure that policies are supportive of different elements of urban agriculture. This will involve a weighing and balancing of priorities including food security, health and safety, keeping public disturbances to a minimum, environmental protection, and economic concerns. Creating this strong policy structure will require the sharing of expertise within and between municipal departments at the local and regional levels, drawing on best practice experience of other jurisdictions with similar characteristics to Durham region, and learning from the wealth of experience held by community organizations and residents engaged in urban agriculture. To start this process, each municipality should engage in a review of its own policies to determine how they might best support urban agriculture and a just and sustainable food system.

### Recommendations: Municipalities Should....

1. Work with Durham Integrated Growers and Durham Food Policy Council to share knowledge and expertise on urban agriculture and food system policies across the region.
2. Review current zoning designations to consider expanding allowance for urban agriculture elements (e.g. community gardens, rooftop gardens, etc.) in a broader range of zones, in order to better support an integrated sustainable food system across the region.
3. Designate a central person within each municipality to maintain a comprehensive understanding of the policies affecting urban agriculture and community food security so that this person can facilitate the internal and external flow knowledge.
4. Endorse the Durham Region Food Charter and ensure that staff working in all areas related to food security/systems are familiar with the Charter. Use the Food Charter as a guide in making policy and decisions that affect urban agriculture and food systems.
5. Prepare an easy-to-read public-friendly framework outlining how to work through the existing municipal and regional policies related to setting up new urban agriculture initiatives such as community gardens or urban farms.
6. Have municipal staff available to walk through relevant agreements/policies – such as the ones in existence for community gardens – with community members who wish to start up an urban agriculture project to facilitate the process.

### Recommendations: The Regional Government Should...

7. Create a centralized information source at the regional level (e.g. an on-line clearinghouse) of local and regional policies from multiple departments regarding urban agriculture and food security for ease of access online. This complements previous recommendations for compiling information sources in the Durham Region Climate Change Local Action Plan (p.25) and the Durham Food Policy Council Environmental Scan (p. 34).
8. Bring the eight local municipalities together regularly to continue the conversation about policy that can support urban agriculture across the region, thereby supporting Durham Region goals and endorsement of the Durham Region Food Charter.

## Identified Research Needs

1. *Study of best and emerging practices* in urban agriculture policy in jurisdictions comparable to Durham region to serve as examples for municipal staff and decision-makers. The study should look at long-term policies that have indicated positive results as well as the process of negotiation and approval of policies at municipal and regional levels.
2. *Showcase of existing urban agriculture initiatives* in Durham region, illustrating the diverse and innovative projects that are already in place. This piece should examine the challenges projects have or are currently facing in setting up and running the project, as well as factors of success. The communication product should be engaging and innovative (e.g. video storytelling, web-site, written piece with photos and graphics, etc.).
3. *Participatory and collaborative Community Food Assessment* for Durham region. A community food assessment informs decision-making by documenting community members' perspectives, priorities and vision related to the food system, as well as existing assets, resources, and gaps. The process needs to be participatory and engaging.
4. *Impact of food security and urban agriculture projects* on Durham region's community, especially vulnerable community members. This should include an in-depth and comprehensive study of the qualitative and quantitative benefits the collection of projects in Durham Region have had on community members.
5. *Study on the link between urban agriculture and climate change adaptation* by exploring how urban agriculture initiatives can help build community resilience to climate change in Durham region.

## 8. NEXT STEPS

This scan of policies that affect urban agriculture initiatives is part of a broader process to better understand Durham's food system and take the steps necessary to achieve a just and sustainable food system across the region.

The immediate next step planned is to bring together municipal staff from all eight municipalities and the Region into a workshop setting to share findings, identify missing information, and to start a conversation about solutions to barriers and policy gaps around urban agriculture. Sharing successes and challenges and working together to identify constructive steps forward will help strengthen the linkages between the municipalities on food issues; especially the links between communities in the largely rural north and the more urban south.

Durham Integrated Growers (DIG), the Durham Food Policy Council (DFPC), and their partners will continue to work together on initiatives that inform supportive food system policy specific to Durham region. Specific priorities where attention will be placed in the short to medium term include:

- A report on best practices in urban agriculture and other food system policy, that analyses success factors and suggests practices that would be most suitable to the context of Durham region;
- Creatively documenting the stories of local food system projects across the region, raising awareness of the work already being done to support a sustainable food system across the region; and
- A region-wide food system report card/checklist to assess and communicate change in Durham's food system, including urban agriculture and food security. The report card would include carefully considered indicators, achievements, and other factors that illustrate change, thereby providing a means to assess progress towards a more sustainable and just food system.

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## **Appendix A - Durham Food Charter**

# Food Charter

## “Planning Food Into Our Future”

*The Durham Region Food Charter reflects the community’s vision for a food secure Durham Region focused toward building a just and sustainable local food system as a foundation for population health.*

*Based on community participation a sustainable local food system will improve the economic viability of Durham Region’s food industry, work in harmony with natural heritage systems as well as the built environment, and promote overall health.*

*“Food Security: means a situation in which all community residents are able to 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.”*

*(Growing Durham Regional Official Plan Amendment No. 128 (2009))*

*A food secure Durham Region is financially sound, environmentally responsible and socially just, contributing to the future well being of our region and its residents.*

## Essential Foundations To Build Upon

*A just and sustainable local food system will be resilient when supported by comprehensive and integrated mechanisms. These will incorporate physical elements with sound economic, environmental, social, and political policies to ensure a secure food supply.*

- Establish a citizen based advisory committee which would oversee the principles of the Food Charter with quantifiable benchmarks and set goals.
- Calculate the food needs for anticipated population growth and establish a baseline to work towards self-reliance in food security.
- Incorporate food security principles into key strategic regional and local policy documents as an integral part of creating sustainable and complete communities.
- Promote the development of a local food system that supports local agricultural production.
- Establish an educated consumer base that understands and supports the local agricultural sector.
- Encourage establishment of institutional, industrial and commercial local food procurement policies.
- Influence sustainable resource management through water conservation, protection of natural heritage systems, reduction of greenhouse gas emissions, responsible waste management and protect agricultural land for production by minimizing encroachment through responsive land-use planning.
- Identify potential impacts to farmers and food production attributing from climate change and include in mitigation and adaptation strategies.
- Develop Durham’s local food economy as a key economic driver for the Region.
- Measure Regional Food Security annually to assess effectiveness of multi-sector initiatives.

## Sustaining Local Agriculture

*Cultivation of a sustainable local agriculture will enhance Durham Region’s urban and rural economic development, create employment, secure a regional food supply, encourage a culture of environmental stewardship and conserve resources.*

### Build Capacity through Local Food Production

- Protect agricultural lands for production.
- Promote the agricultural industry as a viable career option.
- Extend local education and training opportunities.
- Develop local food processing capacity.
- Encourage the diversification of the local agricultural sector.
- Support networks that provide information about local food choices and availability.

## **Environmental Stewardship**

- Acknowledge and promote sustainable urban and rural agricultural practices.
- Recognize the sustainable food system cycle from production to responsible waste resource management.
- Value the rural community's role in providing environmental services to the general public.
- "Protect the long-term ecological function, connectivity and biodiversity of natural heritage systems"  
(*Provincial Policy Statement, 2005*).
- Ensure the supply and the quality of water for local agriculture.

## **Facilitate Access to Locally Produced Food**

- Produce foods locally to support regional self-reliance and food security.
- Ensure the availability of local foods within neighbourhoods.

(*Examples: Community supported agriculture, Farm Gate, Farmer's Markets, Retail and Wholesaling. Urban food production in parks, residential and school yards, "green" building design including rooftop gardens, community and market gardens...*)

## **Community Partnership**

***A just and sustainable food system will be supported by a regional community where residents are connected participants working in partnership with each other and with all levels of government. It acknowledges the importance of its interconnection with other food systems.***

- Nurture and improve communication between the community, food producers, and key stakeholders in developing regional food system solutions.
- Engage the broader community in research and development of local initiatives that improve regional food security.
- Encourage community participation in the decision making process.
- Foster social cohesion by embracing cultural diversity and food traditions.

## **Health and Well Being**

***A just and sustainable food system will be equitable and respect human dignity. It is a system in which all residents will have access to safe, nutritious, affordable, culturally appropriate food.***

### **Accessibility and Social Equity**

- Advocate for social equity  
(*Example: Sufficient social assistance and disability benefits, jobs at living wages, adequate transportation and affordable housing to enable individuals and families to afford Durham's Nutritious Food Basket*)
- Support access to nourishing food to meet the lifelong nutritional needs of all Durham Region residents.

### **Education**

- Develop educational tools to inform residents about the connections between health, nutrition, food choices and disease prevention in homes, schools, and other institutions.
- Build food skills and food safety knowledge.
- Initiate social marketing to raise awareness and encourage consumers to purchase locally produced and processed food.
- Support community food programs and planning that reduce the need to access emergency food resources.
- Encourage individual and communal self-reliance.

### **Culture of Food**

- Enhance the dignity and joy of growing, preparing and eating food.

**"Planning food into our future ensures healthier people and healthy communities"**

## **Appendix B: Municipal Staff Questionnaire**

### **Durham Integrated Growers/ Durham Food Policy Council Policy Analysis Questions January, 2016**

#### **1. Urban agriculture policies**

What policies exist:

- a) on the development or operation (e.g. zoning, selling produce/products from private and public land?) of:
  - community gardens?
  - urban farms?
  - rooftop gardens?
  - greenhouses?
  - backyard hens and bees within urban areas?
  - frontyard vegetable growing?
  - edible landscapes in urban areas? (e.g. Oshawa has planted some garden beds around city buildings with vegetables) Are there health policies around this? Policies on how the vegetables are used?
  - other, innovative urban agriculture projects not listed here?
- b) on how municipalities can or cannot support public urban agriculture projects on private lands?
- c) that encourage or hinder urban agriculture entrepreneurship, for example, Community Supported Agriculture (CSAs), farmgates or using backyards, or other urban locations to grow and sell food fresh or micro-processed into jams/salsas/etc. within an urban area?

#### **2. Awareness of Food Charter and Food Systems**

- a) Are the terms "Durham Region Food Charter" or "Food Systems" referenced in any broad policy documents at the Regional or Municipal Level?
- b) Are you aware that Durham Region has a Food Charter and what it entails?

#### **3. Food procurement policy**

Are there any policies at the municipal or Regional level specifying the attainment of local food for municipal/Regional cafeterias, catering, events, etc.? What do these include and how do they differ across the municipalities/Region?

#### **4. Food access**

Are there any policies regarding increasing food access in planning neighbourhoods, e.g. specifications for distance of houses/neighbourhoods to food stores, requirements for mixed-use spaces, number of markets per population size, etc.

#### **5. Integration of Food and Planning**

Is there a body/mechanism for integrating food and planning activities (one that recognizes food issues encompass many departments including economic development, health, poverty reduction, environment, etc.)?

## **Appendix C: List of Departments that Contributed to the Scan**

### **Durham Region**

Health Department

Office of Regional Chair and CAO

Planning and Economic Development Department

### **Ajax**

Operations and Environmental Services Department

Planning and Development Services Department

### **Brock**

Chief Administrative Officer and Municipal Clerk's office

### **Clarington**

Planning Services Department

### **Oshawa**

Municipal Law Enforcement and Licensing Services

Parks and Environmental Services

Planning Services

### **Pickering**

City Development Department

### **Scugog**

Planning Department

### **Uxbridge**

Clerk's Department

Development Services Department

### **Whitby**

Planning and Development Department

### **Other Contributors**

Durham Region Beekeepers' Association