COUNTRYSIDE PLANNING

A Pilot Study of Huron County

Prepared for the County of Huron and the Province of Ontario by James F. Maclaren Limited, Environmental Consultants, Toronto/London, Ontario

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Ontario

Ministry of Housing

PREFACE

"Countryside Planning," prepared by the consulting firm of James F. MacLaren Limited, is an attempt to develop a more rational approach for the planning of rural areas. The study was jointly sponsored by the County of Huron and the Local Planning Policy Branch of the Ministry of Housing.

The study was initiated as a result of a general feeling that the existing provincial policies on the control of urban development in rural areas (U.D.I.R.A.) were not perhaps as soundly based as they might have been and, further, did not have sufficient flexibility to permit their proper application in widely differing areas and circumstances. The consultants were therefore engaged and charged with the responsibilities of developing a planning methodology for use in rural areas and of analyzing as best they could the operation of the existing provincial U.D.I.R.A. policies. It was concluded that the case-study approach would likely be most rewarding and, because of its initial concern, Huron County was selected as the study area.

The study team produced a number of technical reports during the study, covering such matters as the physical environment, the existing policy

constraints, the agricultural economics and the social attitudes of the area. They provided the basis for the development and application of the "perspective" methodology which is fully outlined in this report.

It is felt that the approach has some potential for use and refinement, particularly in the many areas now engaged in or about to undertake planning programmes of regional scale, both in Ontario and perhaps elsewhere in Canada. Indeed, if the preliminary interest shown in the report is at all indicative, the techniques it espouses could become widely used.

We have therefore decided to make the report more widely available to planners and others interested in the rural planning process. Comments and constructive criticisms of the report would be welcomed from whatever quarter.

A note of caution to potential users should be made, however. The study is, at this time, no more than a pilot project with much work on refinement still to be done. Accordingly, neither the report nor the suggested policies within it at this time can be taken as being expressions of government policy of interpretations with any official status.

G. Keith Bain
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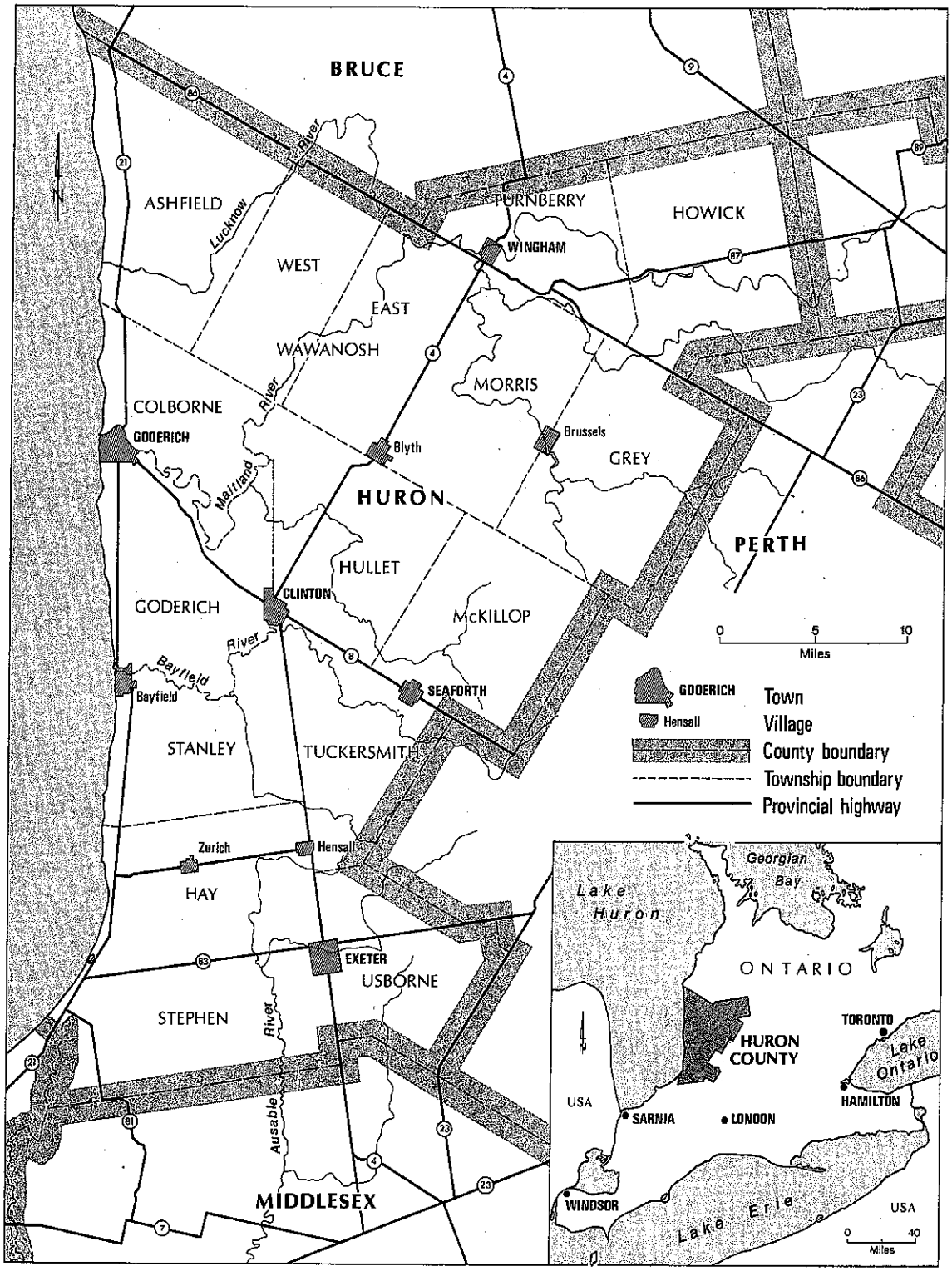

Map 1. Location of the Study Area

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THE CHALLENGE OF COUNTRYSIDE PLANNING 1

Rapid growth of most urban centers in southern Ontario during the last few decades has extended the influence of these centers far beyond their municipal boundaries. The mobility provided by the private automobile, extensive road systems, rural electrification, improved water supply systems and transportation of rural pupils to consolidated schools have all helped to erase the boundaries separating urban from rural areas.

It is now possible for many people to live on the farm and work in the city. Many rural farm residents do this to supplement their income, while many urbanites choose the rural residence as a preferred living environment. It is also possible to commute in the reverse direction. Most of the scenic areas of southern Ontario are within commuting distance from major urban areas such that the demand for seasonal residential property and recreation areas is strong wherever the amenities of nature are abundant.

A limited extent of urban-oriented development in rural areas will have little effect on the rural community, however, as urban development proliferates, the

consequences are cumulative. Without controls the repercussions are likely to be, in large part, undesirable.

Urban developments may gravitate to rural areas to escape the weight of urban municipal taxation and to avoid the high cost of urban land. As such, they often represent substandard uses of land, e.g. the house that the landowner builds for himself in stages, the cheaply constructed warehouse outlet or the small snack bar, pop or ice cream stand. Other urban developments may seek out the countryside to take advantage of its aesthetic appeal and the possibility of creating a living or working environment that is substantially different from that of urban areas. The popularity of "estate residential" development is an example of this type of demand on rural land. These uses, of course, represent high quality developments for the upper end of the income scale.

EFFECT OF RURAL DEVLP

Whether the quality of land use is poor or good, urban developments in rural areas have the effect of breaking up agricultural holdings and producing some reduction in the scale of rural land uses. As the number of such urban properties grows, the interspersing of urban and rural uses undermine future land use options for rural areas. Eventually the potential for the most desirable rural development or for good urban development is, alike, severely handicapped.

PROB. OF DEVLP

The demand for rural land for urban uses creates an (1) upward pressure on farm prices that can have serious consequences on the number of new entrants into farming and on (2) the desirable consolidation of farm operations into larger units. Furthermore, the farmer who accepts

(3) an attractive offer for his land may contribute to spiralling farm prices by his willingness to buy a replacement farm at an inflated price.

Urban inroads in rural areas may bring a variety of nuisances, e.g. noise, odours, litter. Rural roads become congested and damaged by heavy truck traffic for which they were not intended. The build-up of urban uses may lead to pollution of water courses and lakes.

As urban or non-farm related dwellers become established in rural areas, they bring increasing pressure on rural municipalities to improve services. Their appetite for improved services frequently outruns the extent of their tax contributions to the municipal treasury. In these circumstances, the rural municipality is subjected to financial strains both for capital improvements and current services.

WANT THEIR CAKE & EAT IT TOO!

Urban ownership of rural land can detract in a variety of ways from the rural people's enjoyment of their community. The urban person may act in socially unacceptable ways. He may cut fences to extend his snowmobiling activity, hunt on private land without permission and damage crops while trespassing. Even if he does none of these things, the urban dweller does not easily become a full participant in the rural community. The result is the dilution of rural community life by the dwindling number of rural people who take part in its activities.

Finally, there are the pressures of urban extension into the rural countryside that are too often synonymous

"RURAL LANDOWNER ETHIC"
OF RESPECT & CONSIDERATION

TOWNSEND IN NANTICOKE

with city or town growth. Land often lies fallow, misused in the wake of speculative holding with the net result that a fringe of disorder exists as an element of the urbanizing process.

BENEFITS

It would be misleading, however, to leave the implication that the consequences of urban development in rural areas are entirely negative. Rural estate housing may, for example, (1) provide a desirable form of development that yields more to the rural municipality in taxes than the cost it imposes for municipal services. As a further illustration, (2) the retirement in rural locations of a limited number of farm families may impose no financial burden on the municipalities concerned and may result in worthwhile social benefits.

CONSIDERATIONS

What is important to recognize is, firstly, that the ramifications of urban development in rural areas are much broader than the financial consequences to the municipalities concerned and, secondly, that such development is likely in the long run to prove predominantly detrimental if allowed to continue in an uncontrolled manner.

RESOURCE MANAGEMENT PROBLEM PRESENTED

The challenge of rural planning is one of resource utilization. Ontario has a finite amount of resources such as land of high agricultural capability, a farm population that has the commitment and "know-how" necessary for farming, land of high recreational value, mineral resources, sensitive natural environments and small town communities with their particular life-style. How do we utilize these resources wisely for the benefit of all people in the Province? That is the task in planning for our countryside.

It is an immense complex problem in our mobile, industrialized society and, in particular, where a (1) heritage of private land ownership and the (2) tradition of profit motive dominates. Indeed, property law evolution, the emergence of zoning ordinances and, more recently, the official or general plan have all served to identify and protect the rights of the landowner. As a natural outcome, the political system has tended to modify laws which have become too restrictive for broad public acceptance by relaxing controls for selected public groups to enable wider land sales.

With this private land owning heritage has come the rationale that all landowners must have the opportunity to an unfettered, best cash return on their land. In other words, there is widespread acknowledgement of the individual's right, under law, to move his land into a position of maximum cash return.

CRUX OF PROBLEM

In the dynamics of social interaction, however, each interest group perceives the priorities of land use return and resource allocation from a different viewpoint and each with built-in inconsistencies. The farmer would like to make a profitable income from his farm and maintain his life-style in an agricultural community. His stance, therefore, is usually against most forms of urban development. At the same time, he would like to maintain the freedom to sell his land for non-agricultural purposes if the price is right (and the price is always right in areas with development pressures). An urbanite will demand freedom to buy a rural residence, a cottage on a lake and a day in the campground. He will at the same time complain that food is too expensive, the countryside

CONFLICTS BETWEEN RURAL & URBAN

too urbanized, and he may even petition to stop further development once he has built his rural or wilderness retreat.

These types of conflicting demands on finite resources are the natural implications of growth and intense population mobility. In the absence of government policies and planning controls, the use of land resources is decided by a free market economy. Land uses with the highest economic return tend to replace those that are lower on the totem pole of direct cash value. Agricultural land, forests and the natural environment are the low men of this hierarchy and, as a consequence, are endangered without special land use policies.

FREE MARKET MECHANISM AS DETERMINANT

Land use planning in Ontario has evolved to meet the problems of urban areas but considerations of resource management and regional development have not long been part of its tradition. (1) Most official plans for rural areas have been prepared as if they were large urban areas using the same methodology, the same research orientation and the same land use classification. (2) Land use policies of these plans tend to concentrate more on issues of urban development than on utilization of rural resources.

CRITICISMS OF PREVIOUS PLANNING METHODS

(3) At the Provincial level there are explicit policies for urban or non-farm development in rural areas (U.D.I.R.A.) but none for rural development in rural areas. Even the U.D.I.R.A. policies evolved as an accumulation of "stop-gap" measures that were devised as quick, pragmatic answers to current development issues. These policies were not the result of in-depth research, nor were they

co-ordinated to form a comprehensive resource development strategy for the Ontario countryside.

These are the problems this study faced. This particular report is the final document of a study that was undertaken to provide an evaluation of the original provincial U.D.I.R.A. policies with particular emphasis on areas of southern Ontario lying below the "Shield". It was initiated in June, 1973 by the County of Huron and the Province of Ontario. The purpose of the study, as stated in the terms of reference, was:

> To determine the desirability and effects of non-farm development in rural areas. The methodology developed should be capable of being adopted to rural areas in other parts of the Province, but the study itself will be based on Huron County while drawing on experiences in other areas wherever possible. The findings should assist in the development of changes to the provincial policy on urban development in rural areas.
>
> (1) The study should look for objective answers to the advantages and disadvantages of urban development in rural areas from a rural point of view. (2) It should not be philosophically or methodologically based on values derived from urban planning. (3) Rural planning should be regarded as a positive element within the total planning framework and (4) not solely as a rear guard action against urban expansion or development.

PURPOSE OF STUDY

It would be wrong, however, to suggest that any study that deals with land use planning alone can solve the fundamental conflicts between the motivation of individual landowners and the collective rationale that is more commonly phrased "in the public interest". Nor can such a study solve the philosophical issues of

COROLLARIES

SEE PHILOSOPHY OF PLANNING ARTICLE

compensation for development rights or privileges taken.

Strong logic exists that successful planning of an agricultural area must be "tuned" to a wide spectrum of economic inducements that literally offset the tendency of the individual to dispose of land for non-productive activities and, in so doing, tends to diffuse the compensation issue. Such a position, however, is difficult to evolve in the case of forests, marshes or other environmentally sensitive areas exhibiting low economic returns and whose sustenance benefits a much broader public than the individual landowner.

THRUST

The thrust of this study, therefore, is towards the evolution of policy statements based on broad resource management principles that force public identification and acknowledgement of the best utilization of land resources. From a methodological standpoint, the approach must be compatible within the framework of accepted provincial planning processes. In this sense, the approach must build on traditional official plans and be identified with the implementation activities of specific governmental levels. The economic aspects of land resource use returns and the legal and legislative considerations, implicit in private versus public ownership questions, are not within the scope of this study.

PROCESS

ECON, LEGAL & LEGISLATIVE CONSIDERATIONS NOT CONSIDERED

REPORT ACCOMPLISHMENTS

This report contains the final recommendations of the study. It ① develops the conceptual framework for a rural planning methodology, ② outlines the resulting land use policies and ③ evaluates existing policies in light of the suggested methodology. In this respect, "Countryside Planning" is a complete free-standing report.

The total study, however, includes considerable background research. In March, 1974, the first phase of the study ended with the completion of five technical reports. The contents of these reports are summarized briefly below.

Technical Report 1 provides the information necessary for an understanding of the physical character and capability of the land in Huron County. The physiography, geological resources and hydrologic systems of the County are described as is the capability of the land for agriculture, forestry, wildlife and recreation. A survey and analysis of the County in terms of its visual appearance is also a part of this report.

A summary and general discussion of significant policies and programs influencing rural planning and development are provided in Technical Report 2. The basic information was supplied largely by ministries and agencies of the Province. The three chapters of the report deal with Federal, Provincial and local government policies, respectively.

Technical Report 3 essentially analyzes the changes in the land use, economic and social structure of the County. The first chapter examines land use, concentrating on those uses important to an agricultural area. Chapter 2 provides an update on the population characteristics, distribution and trends in the County. An extensive examination of agricultural economics and indications of possible changes are contained in Chapter 3 and, complementary to this, is an examination of economic competition between land uses through the use of

assessment data in Chapter 4. Chapter 5 summarizes interviews with one hundred (100) County residents. These interviews were conducted to provide an indication of the type of problems, assets and changes that the people of the County perceived to be important.

The methodology and major policy intent, that are fully elaborated on in this report, "Countryside Planning", is introduced in Technical Report 4. Further development of the methodology and public testing of its main ideas were continued through the summer and fall of 1974.

To aid in the evaluation of the policies initially proposed in Technical Report No. 2, a number of County residents, representative of those that would be most affected by the type of land use policies recommended by the study, were interviewed. Technical Report 5 provides a summation of these reactions for testing of the methodology.

In addition to the findings of the technical reports, the recommendations contained in "Countryside Planning" are the result of many study sessions and field trips by the Steering Committee, the provincial representatives, the County Planning Director and the consultants. The Table of Contents for each of the technical reports is included (Appendix I) as is a series of selected maps from Technical Reports 1 and 3 (Appendix II) to assist the reader of this final report in gaining an understanding of the overall study, its approach and finally, its findings.

THE PERSPECTIVE METHODOLOGY 2

2.1 THE NEED FOR A PERSPECTIVE

While searching for an effective method to analyze policies on urban development, difficulty was encountered in finding an effective evaluation technique. As the research proceeded, it became evident to the study team that this difficulty was caused by the fundamental orientation of the approach and, indeed, the terms of reference. Like most planners in Ontario we were, without consciously realizing it, still viewing rural problems from an urban perspective. We were, in essence, searching for policies to guide urban developments in rural areas without first preparing policies for the evolution of the rural areas.

APPROACH PROBLEM

Policies on urban development in rural areas could obviously only be evaluated in the light of positive strategies and policies for rural development itself. Approaching the planning of rural areas from the opposite end of the scale, i.e. the urban perspective, would undoubtedly have led to the same urban-oriented, rural planning approach that the study was originally designed to mitigate.

It seems inherently sensible for an area in which agriculture is, and probably will continue to be, the main source of livelihood and way of life, that all policies should be tailored to a policy framework benefiting agriculture. If this framework can be effectively established, then the implications of non-farm development can be tested against this base. Evaluation of all policies will then become meaningful in a total planning concept where management of the agricultural resource (land, people and a functioning economic system) is the guide for setting land use priorities. Management of other resource systems such as recreation, forestry, mineral extraction, natural environment and even man-created urban environments could similarily become the dominant objectives for planning other areas.

The key step in countryside planning should be the establishment of an overall viewpoint or perspective on the area's present and future dominant function. This perspective must be agreed on by the provincial, county/regional and municipal governments. Once agreement has been reached that a particular area, for example, is agricultural, then all other activities should be supportive or neutral to this central objective.

The all-embracing term "rural" unfortunately has often been used in the provincial-municipal planning context in a more descriptive and general sense. Under the term "urban", we recognize the existence of a hierarchy of land uses that can be related to the overall purpose or objective of an urban area. Under the term "rural", however, almost everything can take place ranging from

farms to mineral extraction to holding zones for urban expansion. This has caused considerable confusion in identifying an effective strategy for the planning of these non-urban spaces. The term "rural" must, therefore, be replaced in the planning process by a series of terms that indicate the functional objective of the designated area.

Evolution of strategies and resolution of conflicts between competing land uses in a rural area accordingly requires the setting of land use priorities just as priorities are set in an urban area. Portions of a typical urban environment, for example, are designated as "residential" areas and within these areas the residence has top priority and only supportive or complementary uses are permitted. Other areas are designated "industrial" with a different set of use restrictions. Cases of conflict are resolved in favour of the priority land use and the long-range urban goals.

In rural areas, however, clearly enunciated priorities are weak or even non-existent. A conflict between estate-residential, agriculture and recreational land uses, for instance, is very difficult to resolve without a framework of long-range priorities--a deficiency evident in most official plans. Without these priorities, the question of estate-residential or other urban developments in rural areas will always remain a dilemma, and one which can neither be satisfactorily monitored nor effectively resolved.

The lack of a stated or even implied objective for most rural areas has made the evaluation of non-farm development

almost impossible, and the results inconsistent wherever it has been attempted. To resolve this, the study team evolved a methodology based on the concept of "a dominant resource system". In the study, we have used the term "perspective" to refer to this concept.

Identification of a dominant or central resources use, or perspective, facilitates the establishment of land use priorities and development policies. This, in turn, provides the necessary frame of reference for resolving land use conflicts within the traditional official plan process. These traditional approaches to land use designations represent an "implementation level" to the perspective.

DEFINITION

A planning "perspective" expresses the dominant purpose of land use development and physical and economic activity within an area. It provides the viewpoint that is intended to underlie every planning decision for the area.

The "perspective" reflects the resources of the area and expresses the preferred purpose or function against which all uses of land will be evaluated and designated. A planning "perspective" is not a single use area and does not necessarily exclude any land use. The "perspective" provides a foundation for all policies governing the use of land.

PURPOSE

The purpose in designating a planning "perspective" is to make an explicit commitment to long-range physical, economic and social "expectations" so that land use conflicts may be resolved consistent with this commitment.

It provides a "benchmark" or reference value for assessing the needs and opportunities which are to be considered in all planning processes affecting specific uses of land and other resources.

SCALE	A planning "perspective" should cover ideally the largest possible area throughout which a common planning purpose is recognized as desirable and practical within the provincial-municipal planning process. This also permits the assembly within the "perspective" of mutually supportive functions. Although the size may vary and there will be exceptions (especially with urban areas), one square mile and a county (or region) can be taken to represent the lower and upper limits of the scale, respectively.
TIME FRAME	The planning "perspective" is a relatively long term commitment. Perspective areas should be established in order to achieve stability for the dominant planning purpose as far into the future as possible. A period of twenty-five (25) years should be the minimum time frame.
IMPLEMENTATION	The implementation of a "perspective", its delineation and designation, is a planning process. It is the end product of a long dialogue involving residents of the area and the governments responsible for its planning. The key level of government in this planning process is the county (or region), although involvement of local municipalities and the Province is essential. The final tool of implementation is the official plan and the supporting zoning by-law.

2.2 TYPES OF PERSPECTIVES

We believe that five resource systems should be considered as planning perspectives:

- Agriculture
- Recreation
- Urban
- Forestry
- Mineral

Perhaps conspicuous by its absence is the natural environment. We believe, for a number of reasons, that this resource system should be excluded from the perspective list and dealt with as a special case. This point, however, is elaborated on in the following section (Section 2.3).

THE AGRICULTURE "PERSPECTIVE"

The need for an agricultural perspective is justified by the following considerations:

a) Agriculture is highly important to the overall economy of the Province. Furthermore, a substantial benefit exists in maintaining a reasonable balance between consumer demand and production. The question of product access to markets offers not only an improvement in quality, variety and price, but also the intangible and very desirable social interrelationships that occur with agricultural fairs and farmers' markets;

b) Agriculture provides the choice of an alternative life-style;

c) Agriculture provides an open space alternative for an urbanizing region. As the trend to metropolitan scale continues and the range of privately-held recreation land diminishes, demand for "urban relief" will be increasingly felt in agricultural areas;

d) The price of land for non-farm related uses is traditionally higher in the free market place than is the price of land for agriculture. Consequently, agricultural land use planning has to be based on considerations other than price;

e) An agricultural community is more homogeneous and culturally integrated than most urban centers and historic origins are more apparent. Any intrusions may endanger its vitality because of the "closed" nature of the community;

f) Agricultural practices may conflict in an environmental sense with non-agricultural uses and ultimately be limited by this conflict. Therefore, care has to be taken to control these uses such that they will not become disruptive elements;

g) Cost-benefit considerations as they relate to municipal financial operations and individuals should not be permitted to undermine the development and maintenance of agriculture as the dominant activity in the area.

Agriculture is a complex resource system based on land capability; a "community" of people skilled in the practice of agriculture and devoted to its traditions and present life-style; a functioning system of food production and an enormous investment in land, buildings, machines and labour. It seems obvious that this resource should be carefully nurtured and its management approached in a comprehensive rather than piece-meal fashion. If areas with this resource can be identified, they should be planned with agriculture as the guide to all land use policy decisions. These areas, in the terms of this study, should have an AGRICULTURE PERSPECTIVE.

THE RECREATION "PERSPECTIVE"

With increasing urbanization, especially in southern Ontario, the demand for recreation is increasing dramatically. There is, however, a limited amount of land or resources that are attractive and suitable for the varied recreation demands of a diverse population. At the rate of present demand, the supply of lots on both the inland and Great Lakes' shorelines is dwindling rapidly.

Similarly, there are only a limited number of areas that are suitable for downhill skiing, regional parks or wilderness enclaves. Overdevelopment of these areas, moreover, can permanently ruin their attraction and usefulness for recreation.

The need for identifying and designating areas with a RECREATION PERSPECTIVE can be summarized as follows:

a) Substantial demand exists for a wide variety of recreational lands. This demand will undoubtedly rise with increased population in the Province together with the growth in the Great Lakes Basin that utilizes Ontario as a vacation land;

b) There is a limited supply of land suitable for recreation. Co-ordinated land use policies are therefore needed to insure that areas with recreation potential are not "overdeveloped" and

c) Potential conflicts may exist between recreation and other uses of land, necessitating an understanding of resource utilization.

THE URBAN "PERSPECTIVE"

Most of the population in Ontario lives in urban centers that represent extremely complex man-made systems offering residents a wide range of human opportunities. These centers are resources that have been created by man for man. The sustenance of a "liveable" urban environment is, therefore, a highly important objective. The special needs of each urban area should accordingly form its policy framework: the URBAN PERSPECTIVE.

An urban perspective is considered essential since:

a) Most people in Ontario live in an urban environment;

b) It is the environment with greatest intensity and interrelationship of uses;

c) The heritage of a great variety of "liveable" urban environments is an extremely valuable man-made resource;

d) In a spatial sense, urban areas have historically expanded. It is, therefore, important to define the limits of growth for effective planning not only of the urban area but also the surrounding countryside.

THE FORESTRY "PERSPECTIVE"

This perspective should be applied to an area in which the forest resource is the dominant socio-economic activity. This type of an area will include activities associated with wildlife resources (e.g. commercial fishing, trapping), as well as actual timber associated enterprises (e.g. sawmills, pulp and paper industries).

The scale and other requirements of a perspective area (Section 2.1), lead us to conclude that a forestry perspective is not applicable to southwestern and central Ontario. This study, because of its orientation to Huron County, therefore, does not develop the policies for a forestry perspective.

It should be noted, however, that a FORESTRY PERSPECTIVE will be applicable in the "Shield" areas of the Province.

THE MINERAL "PERSPECTIVE"

Like forestry, a perspective should be applied to an area in which the extraction and processing of mineral resources is the dominant socio-economic activity. Again, there are no areas in southwestern and central Ontario that warrant such a perspective designation. Even extensive gravel or limestone extraction areas or salt mines, such as those at Goderich, may be treated as specific land uses within some other perspective. Nowhere in this area of Ontario is the extractive industry of sufficient magnitude to warrant a mineral perspective. The Cobalt, Sudbury or Timmins areas, however, may be regarded as examples where a MINERAL PERSPECTIVE should be considered.

2.3 RESOLVING THE APPROACH TO NATURAL ENVIRONMENTAL RESOURCES

Environmentally unique and sensitive areas are obviously also a major resource, and land use policies must be developed for their protection. Initially, the proposed perspectives methodology included a "natural environment perspective". There are, however, major problems with this in the practical application of the methodology, and important reasons for a different treatment of environmental considerations exist, namely:

a) Environmental considerations introduce restraints and restrictions to all uses of the land. In this respect they differ from the concept of the perspective approach to most land use planning policies proposed in this report.

b) Systems of the natural environment always overlap the boundaries of municipal jurisdiction, and hence they

would be extremely difficult to include in the designated perspective.

c) Protection of the natural environment involves restriction and prohibition of land use. This is more likely to run counter to the interests of the local authority than to the interests of the Province.

d) In a practical working model, difficulty exists in differentiating between natural environment areas and recreation perspectives. Most natural environment areas have recreation potential. For instance, is Algonquin Park a recreation or natural environment perspective? If natural environment considerations are taken as constraints to any land use, then the definition of a recreation area becomes relatively easy.

For the preceding reasons, jurisdiction regarding environmental protection should lie mainly with the Province and certain environmental restraints (such as the Niagara Escarpment) should be non-negotiable items that are safeguarded for the benefit of the people of Ontario. If local input should desire greater restrictions or indicate additional areas of concern, this should be incorporated into the definitions and local policies for protection of sensitive areas. Lesser restrictions, however, should not be encouraged.

Instead of an environmental perspective, three forms of environment protection are, therefore, suggested:

a) general environmental standards which apply across the Province, such as the policies and regulations concerning pollution of air, land and water;

b) nature preserves which should be a land use which may be delineated in any perspective. The nature preserve involves total control of land use and is likely to require public ownership of the land and

c) environmental protection areas which "overlay" other land use designations where there is a need for such uniform protection of an area.

This latter protection should be a partial control of land use to preserve and protect sensitive natural assets and to protect private property from natural hazards. Examples of such areas include:

- aquifer recharge areas and ground water protection,
- floodplains,
- steep lands with erosion hazards,
- areas of high scenic values and
- wildfowl nesting areas.

2.4 DEFINITION AND DELINEATION OF A PLANNING PERSPECTIVE

The choice of a planning perspective that is appropriate for any particular area and the delineation of the actual boundaries should emerge as a result of a planning process involving the people of the area, the lower tier governments, the county (or regional) governments and the Province. Like all other aspects of planning, the process by which the conclusion is reached is as important as the techniques used in evolving the solution. The perspectives within a municipality and the boundaries of their areas cannot be arrived at by highly definitive and quantifiable criteria without public input, for ultimately they will affect their personal property.

The process of defining the boundaries of perspective areas should, therefore, be similar to all public planning activities. Some very helpful tools and techniques

exist which should be used. To effectively complete the task, however, requires interaction by public and political bodies to modify and temper the results obtained by the technician.

A general sequence of steps can be traced in order to delineate a perspective area.

STEP I Preliminary Identification of Potential Perspective Areas:

Based on a thorough review of the study, potential perspective areas and areas of conflict are identified.

STEP II Public Evaluation:

The tentative perspective designations and associated land use policies are subjected to public debate. Differing viewpoints may then be resolved through the normal vehicles of the planning process.

STEP III Preparation of the Official Plan or Development Strategy:

The perspectives and their final delineation are incorporated in all documents of planning policy. The normal process of review and approval by the Province is followed.

The county/regional official plan should identify the ranges of perspectives and the policies associated with each. At the local, secondary or subsidiary plan level, the traditional land use designation process would support the county/region perspective statements.

The study team believes that the information and planning/political mechanisms that are now in existence in southern Ontario can be effectively used to arrive at meaningful agreements on the appropriate planning perspectives. The focal point of perspective-type planning and responsibility logically lies at the county/regional level.

The Census of Population, the Census of Agriculture, the Ontario and Canada Land Inventories, the studies of sensitive environments and natural resources provide province-wide information. The "design for development" type of regional planning provides the provincial evaluation mechanisms, while the county/regional Official Plan and secondary planning requirements of area municipalities provide the local evaluation mechanisms.

Inherently, all plans have to be in conformity and the planning process under The Planning Act enforces this requirement. The concept of land use perspectives in planning will, however, only have value if it gains sufficient public acceptance to find expression in local planning controls, thereby exerting an influence on land use and development. For this to occur, full and comprehensive provincial-county/regional-municipal planning dialogue must become a reality. Although the initiation may formally rest at the county/regional level, the ultimate control and approval lies with the more senior authorities and the detailed implementation at the local level.

The factors which determine the potential perspective of an area and which subsequently determine the location of a perspective boundary are somewhat subjective in nature. Any criteria which are specified, regardless of their inherent validity, must be qualified in application to reflect relationships and values appropriate to the communities of the area. The procedure requires a thorough understanding of an area and how it is related to neighbouring areas. No simple check-list will ever describe how to carry out the tasks required.

In general, however, the preliminary identification of a potential perspective area should be based on the following major considerations:

- existing land use,
- community character,
- capability of the land,
- sensitivity of the land,
- visual character,
- location and accessibility,
- supply, demand and the need for alternative land uses,
- economic viability of alternative land uses and
- any other factors pertinent to the area.

Each of the preceding may have a special bearing on a particular perspective. Sensitivity of the land is a consideration which transcends all perspectives and land use considerations and, as a consequence, should be dealt with at the outset. In subsequent sections, a discussion of the approach to agriculture, recreation and urban perspectives is discussed in some detail. Later in Chapters 2, 3 and 4, land use policies relating to each perspective are developed in full. However, for the sequence of presentation, we have chosen to separate the following discussion on perspectives from the detailed chapters on policy development. As an alternative, the reader may wish to read each section in conjunction with the related perspective chapter.

2.5 SENSITIVITY OF THE LAND

Environmental sensitivities of the land resources and natural systems are a fundamental consideration in public policies for rural lands. This is one of the issues which falls outside the operation of economic markets for resources and products. It can be safeguarded only by means of public recognition and action. It is the responsibility of the planning process to thoroughly understand such interrelationships and sensitivities, and to draw the findings to the attention of the public and politician alike.

Natural systems in the area must be identified in terms of their major components and their relationships to current or future land use activities. Each system must also be examined to see how changes in one part will affect other parts and where critical points are reached--at which level changes become irreversible. Public values in the area and general scientific values must also be identified to determine those possible changes which are acceptable and those that are considered more or less destructive and, therefore, undesirable.

Although all natural systems are interdependent, some appear to be of particular importance in this context. One of the most important is the hydrologic system which connects precipitation, streams, lakes, ground-water storage and water table levels. The behavior of this system is influenced by vegetative cover, artificial drains, buildings, water pumping, waste disposal and other factors.

Natural systems should also be considered to determine where they interact with human systems of land use. Some animal and plant systems produce direct benefits to people, such as hunting and fishing or insect control. Others may be less tangible and important only to future generations.

A partial data base already exists for identification of natural systems and more information is being developed rapidly. The Conservation Authorities, the Ministry of the Environment and the Ministry of Natural Resources are the primary sources. Of particular interest is the newly initiated program of sensitive area definition by the Ministry of Natural Resources. This project will eventually identify sensitive areas on a province-wide basis. Generally, however, the review of information should consider the following items.

INFORMATION	SOURCE
woodland	Canada Land Inventory Conservation Authorities
hydrologic system (main water courses, wetlands, headwaters, aquifers)	Conservation Authorities Ministry of the Environment
aquatic biology	Ministry of the Environment Ministry of Natural Resources Conservation Authorities
wildlife habitats, migration routes	Ministry of Natural Resources International Biologist Program
hazard lands	Ministry of Natural Resources
flood plains	Conservation Authorities

2.6 IDENTIFYING AND DELINEATING AN AGRICULTURE "PERSPECTIVE"

2.6.1 Identification

In principle, the AGRICULTURE PERSPECTIVE should be applied to areas in which the present use and natural capability of the land (as well as socio-economic activities) center on the production of food. A considerable part of such an analysis was provided in the study "Planning for Agriculture in Southern Ontario" (A.R.D.A., 1972). Each county, however, must take this information to a further level of detail with the most recent data, before decisions on a perspective can be reached. The following criteria should be considered:

a) land capability for agriculture,
b) existing land use,
c) economic viability of agriculture in the area,
d) socio-economic character of the community and
e) impact of other uses.

These are discussed below, in turn.

a) Land Capability for Agriculture

The basic resource for agricultural operations is obviously the capability of the land. The Canada Land Inventory (C.L.I.) provides this information on a consistent basis across southern Ontario and is currently being updated at a scale of 1:250,000 with finer detail in manuscript form at a 1:50,000 scale.

b) Existing Land Use

The existing fabric of active farms is the second most important and tangible evidence of an agricultural resource area. The Census of Agriculture indicates the amount of improved and unimproved farmland in each township and this provides comparative resource material. Since the perspective approach is designed for county/region application, it is possible to survey the areas in active farms. Similarily, areas in special crop operations are important indicators. This information will make it possible to delineate large areas (one square mile minimum) that are predominantly in farm use. The following outline provides a summary of appropriate survey information.

INFORMATION	SOURCE
area in farms (improved & unimproved)	Census of Agriculture
type, size and number of farms	Census of Agriculture
special crops	Census of Agriculture
mineral extractive operations	Canada Land Inventory (land use) Ministry of Natural Resources
number of non-farm rural residents	Interpolation from Census of Population and Census of Agriculture Ontario Hydro user records
number of seasonal residents	Ontario Hydro user records
population clusters (unincorporated hamlets)	Census of Population Canada Land Inventory (land use)
urban areas (incorporated places)	Census of Population Canada Land Inventory (land use)
transportation network	Ministry of Transportation and Communications
miscellaneous land uses	Canada Land Inventory (land use) area official plans assessment records

Some important land use data are not easily obtainable, and consequently accurate data can only be determined through field research. For instance, no actual count or statistical records on a province-wide basis exist for rural non-farm residential units, and only in a very few municipalities are any such data available. Similarly, agricultural industries and services are not recorded in any systematic fashion, nor are their service areas defined. Recent provincial studies such as the Northumberland Task Force study have developed an understanding of the interdependence of agriculture and its service industry and this provides a valuable starting point.

Generally speaking, however, scattered urban-related uses in rural areas are not reported consistently and uniformly by any provincial or local agency. Some accounting of these uses should be initiated by the Province in conjunction with the collection of assessment data. Alternatively, as county/regional resource management capability increases, broad rural land use records should be maintained on a consistent and time comparative basis such that land use shifts can be readily identified.

c) Economic Viability of Agriculture in the Area

In considering the economic viability of, and the demand for a land using activity, certain specific analyses are needed. These steps are applicable not only to agriculture but also to any economic activity based largely on private decision-making. With these economic activities, the demand factor is inseparable from the economic viability question (except where non-economic

values such as social or aesthetic "demands" are involved which then require some form of public testing).

In order to document the economic viability of agriculture in an area, data must be secured on the following:

- that economic returns to labour, capital and land in the activity are acceptable enough to attract new entrants;
- that future markets for products are reasonably assured by general demand/supply factors;
- that general government policy for the industry is favorable to its continued existence in the nation and the Province and
- most important, that this particular county/region has demonstrated ability to compete in these markets.

Clearly, these considerations are intended to apply on a county/regional scale and not at the level of the individual farm operation.

In order to judge the ability of an area to compete in an activity, especially a multi-component industry like agriculture, special analyses are needed. The essence of the test is whether the area is able to maintain or increase its share of the relevant markets against the competition from other producing regions. This is not a simple analysis in the case of the multi-component agricultural industry because a county's/region's total farming activity literally grows or shrinks according to how the output of each product grows or shrinks.

A form of economic analysis called "shift-share" analysis is especially valuable in understanding the overall changes of a complex set of activities. It

enables a quantitative evaluation of the extent to which an area has, on balance, displayed good economic performance and an ability to compete in the market. It separates the variable of a change in the particular advantages (or disadvantages) that an area has secured from the fact that it has specialized in certain products for which the markets are growing or shrinking over the country as a whole (Technical Research Report 3).

d) Socio-economic Character of the Community

One of the most important and often overlooked components of the agricultural resource is the agricultural community. In traditional agricultural areas, there is a strong sense of community and history that has evolved through many generations. Often these factors are influenced by the nature of the land, the relations of the people to the land, the conditions that have influenced where people have lived, and the kinds of towns and villages they have built. Without the use of detailed sociological and community of interest type surveys, it is difficult to establish an in-depth appreciation of these factors.

A pragmatic, operational short-cut is to use the criteria for defining a "farmer" developed by the Farm Classification Advisory Committee (initiated by the Ministry of Agriculture and Food, 1973). The criteria are essentially based on proportion of income that a farmer derives from his farm. Additionally, in an agricultural area in which this perspective is being tested, the following should be explored:

- age, sex, period in work force;

- land tenure and use;
- farm product characteristics and shift forecasts;
- off-farm work patterns;
- seasonal labor requirements;
- relative provincial-county/region-township market share;
- farm land sale/purchase experience;
- proportion and distribution of non-farm residents and
- community of interest patterns (e.g. work, recreation and shopping).

e) Impact of Other Uses

An area is a doubtful candidate for an agricultural perspective where the farmland is highly fragmented by non-farm uses and all trend indicators (such as severances, high price of agricultural land) are adverse to farming. Such areas may indeed be candidates for an urban or recreation perspective. No direct measures or thresholds of these factors have yet been developed for several reasons. The most important of these is the fact that change in the test county is extremely small and generally unrepresentative of areas of the Province undergoing rapid transition. Finally, trends must have a basis from which evaluation starts and this, in the study team's view, is a perspective. Such investigations, however, are the subject of current research at the University of Guelph, and have also been suggested as areas of investigation by the study team.

2.6.2 Description of the Delineation Procedure

The techniques proposed to draw a tentative boundary for an agricultural perspective must be put into the proper framework. The techniques stress, in their mechanical form, the more or less objective data of existing land use and soil capabilities. However, it must be emphasized that these steps would follow only after a general understanding had been arrived at that agriculture, in the area under study, had some recognized status or potential to be identified as a candidate for perspective designation. Delineation for other perspectives would follow a similar approach, being based on the objective criteria of the first tentative boundary analysis.

The general rule would be to include, within an agricultural perspective, all areas which have a Class 1, 2, 3 or 4 capability for agriculture, plus all established areas of specialized crops (e.g. horticulture and tobacco). In general, the areas which are classified within agriculture (or excluded) will be the areas of land units indicated on the capability maps by the capability rating.

The following procedures are suggested for delineation:

a) In a county/region, begin with the largest area of highest agricultural capability in which more than 50 per cent of Classes 1 to 3 of tillable land is in current use for food production or farm operations.

b) Continue adding to that area all contiguous land "units" of capability equal to, or better than, Class 4 (use a weighted average in "complex" capability areas) plus organic areas.

c) At least 50 per cent of the cleared and tillable land of agricultural capability Classes 1, 2 and 3 must be in current farm use for food production or farm operations. Otherwise, the area does not count toward the delineation of the AGRICULTURE area (unless there are extenuating short-run reasons for the low proportion being farmed, such as idleness due to speculation).

d) Where areas of poor agricultural capability (higher than 4) are encountered, include them in AGRICULTURE if they are less than two (2) miles in width (unless they form part of a linear or corridor landscape system with high recreation capability or environmental importance).

e) Smooth the edge of the AGRICULTURE area by a "headland" territorial waters approach, and thus include within the perspective area those minor intrusions from the adjacent perspective regardless of capability. (These minor intrusions will be adequately treated by policies within the perspective so as to permit reasonable uses of the land capabilities.)

f) In areas of heterogeneous capability for farming, with small landscape "units" (C.L.I.), if 50 per cent or more of the Class 4 land has a topographic limitation (T), the Class 4 land would be considered as Class 6 in calculating the average capability and delineating it for perspective purposes.

g) Areas with "complex" landscape units with a combined rating should have a weighted average calculated. Include these as AGRICULTURE if the weighted average is 4 or better and if the better soils do not have topographic limitations.

It is clear that these procedures will include within the tentative AGRICULTURE boundary, land areas which may have strong characteristics for another perspective. Each of the other perspective delineation procedures will resolve such cases, and decisions can then be made on the basis of relative dominance of current land use or on other criteria, i.e. environmental sensitivities or community objectives.

The tentative boundary will have outlined various areas of low capability for farming, plus built-up urban areas over 1,000 population. The sub-classes attached to the areas of low capability will be important evidence of the nature of the area, especially "W" for lands subject to wetness of some form and "T" for lands with steep slopes limiting the use of farm machinery. The large organic areas, "O", must be checked by field study, local information, air photos or other evidence as to actual or potential use for farm operations. They should be considered to be part of the agricultural land resource in southern Ontario, pending development and application of an accepted classification of organic soils.

Areas of low agricultural capability should be given a relatively smooth boundary as the boundary must be simple in order to be visualized and remembered by all concerned. These areas will later be examined to determine whether they form part of one of the other kinds of perspective. If they are small areas, they should be treated only as special areas within the agricultural perspective.

With the limits of an agricultural perspective now defined, albeit in a preliminary sense, some understanding should be reached on the dominant activity of this perspective, i.e. farming. For those who have studied the countryside of Ontario, it should be evident that farming is an economic, land based activity that exists with varying degrees of success across rural, urbanizing and indeed even urban areas of this Province. It is an activity which should and will exist in perspectives such as recreation or forestry which do not, in the long term, identify farming as the central resource

use. In the following section, a discussion is provided of farming and the issues it raises for policy development. This section is intended as a prelude to Chapter 3 on the agricultural perspective.

2.7 ISSUES IN POLICY OEVELOPMENT FOR FARMING ANO RURAL NON-FARM RESIOENTIAL USES

2.7.1 Farming from a Land Use Policy Development Standpoint

Initially, it is essential to stress that farming must be planned on an area basis, not in terms of individual farms and individual holdings. It is acknowledged, of course, that policies and decisions eventually must come down to specific boundaries in the case of secondary plans and by-laws, however, these must be set within an area context and a strategy for that area. Further, it is vital to stress that farming is in the biological system and does not exist independently of the so-called "useless" areas around the fences and in the valleys, forests and swamps. They are all, in an ecological sense, interrelated.

The policies for farming areas must be based on a number of considerations and, in particular, must reflect both:

- physical, economic and other social factors which affect the possibility that farming can be carried on in an area and
- all the numerous considerations in a regional planning and development strategy which influence the goals and objectives for an area, i.e. the targets set and the functions assigned to a given area of land or a given kind of activity.

The concepts or definitions used to delineate farming areas within a perspective, at the secondary plan level, will also be influenced by the expected kinds of policy for farming areas. It has been clearly established, in the research phases of this study, that long-term farming is essentially incompatible with residential land uses which have no supportive role in the agricultural system. Over the long run, non-farm related residences within a farming area will increasingly hinder farming activities and, in most areas, would eventually destroy the competitive position of farming. On this basis, an area should not be delineated for farming and residential development where a viable farming community was the long range objective.

An important basic question is whether different kinds of farming policies need to be distinguished on the basis of the level of economic return per acre of land used for farming? This question avoids the term "quality of farming", for this is too vague to be useful. It also refers to the level of returns per acre, not per "man-hour" or per "farm-family".

There is no policy reason or logic for differentiating farming areas on the basis of the single criterion of net returns per acre. It is often suggested, at least by implication, that land which yields relatively low economic rent per acre from farming should be treated as an area in which land uses incompatible to farming can be permitted. No logical basis exists for this distinction, not in the economics of agriculture nor in the goals and objectives of planning.

It is essential to refine what is being sought from a farm planning policy standpoint. Here one must clarify what goals have been or might be established by the community. What are the major functions which might be assigned to a farming area within an agricultural perspective? The answers to this question will help identify the kinds of categories of farming needed to distinguish the policy sets within the various perspectives.

Farming can serve several kinds of functions in a land-use planning framework, namely:

a) Farming for its Own Sake:

   as part of the agricultural industry and as part of the social/biological system of the countryside of Ontario ("pure" farming only and farming mixed with compatible uses on a permanent basis);

b) Farming as a Buffer:

   as a buffer, where some kind of farming is desired as a productive activity and also to keep other activities apart from each other (by filling up intervening space such as between a recreational area and a city area in a way which is compatible with neighbouring uses) and

c) Farming as a Transitional Land Reserve:

   as a transitional land reserve kept temporarily in farming until a future date when some other use will be permitted (over some transitional period which may be quite short or very long such as 10 to 20 years), which means a mixture of farming and other uses in a transition process.

Farming consistency, for its own sake, is permanent and under normal conditions requires that there be relatively little other land using activities mixed among the farms except for rural/farm supportive purposes. Some mixtures

can obviously be permitted if they remain stable, and especially if the area does not already include residential uses (non-farm, non-supportive). Generally excluded would be rapidly growing activities which use land on an extensive basis (such as non-farm industry).

Also in a), a similar position regarding farming holds true but certain other uses could be interspersed among farms and in sufficient numbers to modify the personality of the area. The area would be given a dual role, of providing farming and of providing some additional major activity without hindering the continuation of farming. Hence, there might be considered such combinations as:

- farming/agriculture plus recreation,
- farming/agriculture plus extraction (minerals) and
- farming/agriculture plus environment.

Farming as a buffer should in most policy situations be regarded largely as a nearly permanent land use area, i.e. areas of land should not be shifted into or out of buffer status. Buffer status implies restrictions of some sorts on farming practices.

Farming as a transitional land reserve presents the most difficult planning problems. This is the kind of area which inevitably will involve mixtures of land uses, often not fully compatible and facing ultimate change. It represents a phasing-out of agriculture in a dynamic manner over some more-or-less predictable period of time. This category has various sub-classes each of which has policy implications:

- farming/agriculture mixed with, and shifting to, recreation;
- farming/agriculture mixed with, and shifting to, urban and
- farming/agriculture mixed with, and shifting to (low density) residential.

In Category a), the conclusion has been reached that permanent farming and urban-oriented residential land uses are incompatible, especially given the nature of real estate values, market characteristics and the Agricultural Code of Practice. This conclusion is not based in any way on consideration of public service costs and tax revenues. Nor is this conclusion based on any consideration of the so-called "quality" of farming (i.e. the level of economic rent per acre from farming). It is based on the harsh observation that in over fifteen (15) of the very best farming counties in the Province, the addition over the past five years of one rural non-farm residence per 1,000 acres of land apparently forced out of production two per cent of the remaining farm land in these counties.[1] Examining this trend over longer time periods, the inescapable conclusion is reached that highly productive land is rapidly being removed in a permanent manner by rural non-farm housing.

One of the obvious techniques to lessen this trend would be to siphon off the non-farm residential/recreational demand and direct this into the areas within the various

[1]Preliminary results from a study now underway by R. S. Rodd, University of Guelph, for the Ontario Ministry of Agriculture and Food, on the subject of urban-oriented demand for rural land. Study is based on fifteen (15) agriculture-dominated counties well-removed from the urbanizing areas about Toronto.

perspectives where it causes the least harm. It seems clear that there should be such a policy area within the agricultural perspective to cover low-density residential/ recreational housing. This should be an area (perhaps currently farmed in a marginal sense) which has a high suitability for low-density housing, without adversely affecting environmental restraint areas. Such a policy area would be analogous to low-density housing in the urban-rural fringe (Chapter 5).

2.7.2 Farming Policy Areas

Given the preceding framework, the following four kinds of farming policy areas are proposed. (These are examined in greater detail in subsequent chapters on the perspectives).

a) Farming:

permanent farming, with no other new land uses except for small percentages of non-farm uses which are stable, rural-oriented and part of the rural bio-socio-economic system;

b) Farming (buffer):

permanent or semi-permanent, same as "Farming" except some restrictions on operations to maximize compatibility with adjacent policy areas;

c) Farming (permanent mixed):

permanent farming interspersed with other activities which are compatible with farming into the foreseeable future (excluding, however, rapid growth, urban-oriented activities such as residential) and

d) Farming (mixed transitional):

farming mixed with non-farm uses which are expected to grow and replace farming in the long run at a controlled rate and in a controlled pattern.

The purpose of designating "Farming" areas is not to force every acre into intensive use or to force farmers to farm in any particular way. The purpose is to permit the farming industry to continue to operate into the foreseeable future on a permanent basis, with room for a wide variety of farm operations.

Farming (permanent mixed) must not include the mixture of farming plus residential because of the long-run cumulative incompatibility between farming and non-farm, urban-oriented housing (including the incompatibility of these two real estate markets). Similarly, in most areas there should not be a mixture of recreation cottages and farming, although some such areas can be selected and designated. Any recreation perspective will, however, inescapably have some such mixed farming areas.

The only non-farm residential use which could be accepted in either a "Farming or Farming (permanent mixed)" area is the estate farm or hobby farm. By this, we mean the case where a farm or parcel over some minimum size is bought by a non-farmer (i.e. an urban-oriented person with a major source of his income elsewhere) whose main purpose may be a prestige rural home but who puts the land to some form of agricultural use.

The farming (mixed transition) kind of area is difficult to define. It involves dynamic changes over time and important planning problems must be solved to achieve the optimal rate and pattern of change as new land uses are permitted into the area to displace farming. The entire area must not be pre-zoned to its ultimate use, but a policy should exist which indicates to farmers and

agri-business that the area will, over an extended period, gradually shift away from farming.

2.8 IDENTIFYING AND DELINEATING A RECREATION "PERSPECTIVE"

The RECREATION PERSPECTIVE is much simpler than the agricultural perspective in that the supply and demand side of the resource equation is easier to predict as there is a more limited amount of land with recreational value in southern Ontario. The demand for this land, however, is increasing in a direct relationship to an increase in population growth and in mobility. Because of this demand, the recreation industry is on a strong and relatively steady financial footing which is not always the case with agriculture. The recreation perspective should, therefore, be applied to areas of high recreation capability that are or will be in high demand for recreation use. The purpose of the perspective is to ensure that these areas are used to optimum advantage, and that a balance is achieved between the resource, its sensitivities and the increases in demand associated with a growing, more affluent society.

The following criteria should be considered in designating a recreation perspective:

a) land capability for recreation,
b) existing recreational use patterns,
c) sensitivity of the land to recreational uses and
d) demand for recreational land use.

These are discussed below, in turn.

a) Land Capability for Recreation

As in the agricultural perspective, the capability or attraction of the landscape for recreation is the basic resource on which the recreation perspective is founded. Here again, the Canada Land Inventory provides a convenient starting point for identifying potential. Unlike agricultural ratings, however, the recreation potential is much more subjective and is related to national recreational resources. A rating of three (3) in British Columbia, where there is an abundance of Classes 1 and 2, can be regarded as a low rating. In Huron County, however, Class 3 is at the top of the list and is a valuable regional resource. In southern Ontario, C.L.I. areas in Class 3 and sometimes Class 4 can, therefore, be considered to be candidates for perspective designation in addition to Classes 1 and 2 lands.

While the C.L.I. rating is a convenient comparative starting point, more detail on the particular visual character of the county/region should be added. Consequently, a visual survey is recommended to supplement the general C.L.I. information. This study has developed a technique that is of sufficient detail, and yet relatively simple, to be used at a county/regional scale (Technical Report 1, page 1-36; "Environmental Character" and "Evaluation of Environmental Character", Appendix II).

b) Existing Recreational Use Patterns

Unlike agriculture, the existing pattern of recreational development is often more of a restraint than a useful resource base. The original ribbon developments along most of the lakeshores, for instance, minimize the

options for creative utilization of this resource. The existing pattern of recreational use is important, however, to indicate the constraints and the areas that are already committed to recreation. A combination of community interest surveys, occupancy and user-origin research, and detailed land use surveys provide the best type of information for this purpose. It is also useful to know the rate of development, the techniques of development, and the physical and social infrastructures that serve the recreation community.

c) Sensitivity of the Land to Recreation Uses

As suggested earlier, quite often land, for physical or ecological reasons, may possess sensitivities that curtail the degree of man's use. For example, a steep sloped highly erodable hill may be a desirable ski hill, but erosion sensitivity limits the clearing of popular unobstructed runs. Similarly, a remnant bog may be overly susceptible to heavy trespass and thus available, as a recreational resource, to only a limited few.

d) Demand for Recreational Land Use

Possibly one of the most contentious and difficult factors is the forecasting of future demand. Based on an understanding of "Capability of the Land for Recreation," reasonable estimates of user-origin can be developed to reflect rather simplistic forecasts assuming demand remains proportionate with growth of the centers of user origin. Recent studies explore the concepts of leisure time and its impact on the

recreation industry. With increased affluence and reduced working hours, traditional straight-line type projections no longer appear realistic.

2.9 IDENTIFYING AND DELINEATING AN URBAN "PERSPECTIVE"

The URBAN PERSPECTIVE is more difficult to define than the agricultural perspective. The potential variation in scale in an urban perspective is much greater due to the contrasting forms that development has assumed under conditions of advanced technology and high population mobility. At one extreme, there is the enormous and dynamic area of Metropolitan Toronto and at the other extreme are the small and static urban nodes of Huron County. For the Metro area and large urban centers, the justification for an urban perspective designation is fairly obvious. It is not obvious, however, just how many of the smaller centers should be recognized as urban perspective areas and whether or not they require the same policy approach as do the larger centers.

Turning to the broad issue, two purposes exist for an urban perspective. First, it must provide a geographic area within which an urban community can continue to grow and provide a liveable environment. Equally important, and perhaps even more so, is its second function of giving the adjacent perspective a long-term assurance that it will not be disrupted by continual and unplanned encroachment.

The issue of urban areas, in the context of this study, lies in how one considers the fringe or transition zone

located around the built-up or identifiable town or city. It is obvious that the fringe issue of Huron County is not the fringe issue of say, York Region or the Muskoka District. In Huron County, the fringe is a service area that satisfies limited urban residential sprawl but mostly serves as a domicile for agri-business, restaurants, auto service, golf courses and generally all other activities that satisfy a broad hinterland, both rural and urban. The lower the order of the urban node, the greater is the swing toward the agricultural community.

Fringe areas in Huron County are not urban fringes but rather agricultural fringes. These are fringes dependent largely upon the scale and complexity of the agricultural community. To appreciate the scale of such fringes, one must base one's viewpoint from the agricultural countryside and not from the urban center.

In urban growth-oriented areas of the Province, a totally different view of the fringe applies. In these situations, the extent of the fringe must be based on a rationalization of urban growth needs balanced against utilization of natural and environmental resources. This fringe is a transition zone in which the effects of the growth center are already being felt and which will ultimately become dominated in one way or another by urban activities. It should not, however, be concluded that all the land within an urban perspective will necessarily be occupied by residential, commercial or other types of development.

In these transition areas the questions relate primarily to urban form and future land uses, namely:

- optimization of environmentally sensitive areas as urban assets;
- resolution of fundamental site specific conflicts between highly productive agricultural land and urban development;
- interim to long-term planning of land uses in the conversion process from rural to urban such that the land's productive capability is fully utilized and
- sufficient land under a unified governmental structure to enable a rationalization of the location and scheduling of such urban growth catalysts as transportation networks and large employment generators.

A conceptual problem, however, exists. In the context of growth centers, the fringe is a dynamic, change-oriented area and one which, for all of the above, must be under the jurisdiction of a single governmental unit. In other words, the urban fringe is not a true fringe but rather an urbanizing area in the process of transition from rural to urban and, therefore, should be treated as part of the urban unit.

By taking such a stance, i.e. two strategies to the urban-rural interface, some of the fundamental difficulties in explaining this urban phenomena within the context of southern Ontario will be better understood. This stance:

- removes the artificial and inaccurate urban emphasis applied to small hamlets and towns that exhibit stable conditions;
- publicly and politically introduces the fringe as an integral part of long-term and eventually inevitable, urban development and
- provides a conceptual model for rapid growth areas that forces resolution of trade-offs in land resource use before such evaluation opportunities are lost to urban development.

The question now focuses on how to classify urban centers so that the two strategies respecting the fringe or transition zone can be operationalized. To answer the first part of this question, we propose three criteria that must be satisfied to qualify any settlement for urban perspective status:

a) an urban area should perform certain central place functions or be planned to perform these in the future;

b) an urban area should either be growing or maintaining its urban population, with or without external growth stimulation (provincial or federal government initiated) and

c) adequate community water and sewer services should be established or planned.

These are elaborated on below.

a) Central Place Functions

The urban perspective should, at a minimum, contain a secondary school, a hospital, specialized shopping facilities (such as a supermarket, a prescription drug store) and various specialty shops. It should also provide recognized professional and quasi-professional services such as medical, legal, insurance and real estate offices. Finally, it should contain local community services such as a public library, recreational parks and spectator sport facilities.

The report entitled, "Design for Development: Midwestern Ontario Region" (Ontario Department of Treasury and Economics: July, 1970) provides a useful classification of urban centers into a hierarchy of six types based on the extent of central place functions performed.

FUNCTIONAL TYPE OF CENTER

Type	Description	Generalized Population Ranges
1	Metropolitan Center	above 500,000
2	Supra-regional Center	250,000 to 500,000
3	Regional Center	42,000 to 300,000
4	Sub-regional Center	7,800 to 50,000
5	Full Convenience Center	800 to 9,000
6	Minimum Convenience Center	220 to 1,500

b) Sustained Growth

Under a provincial-municipal designation of urban perspective areas, new areas should qualify only if the county/region and provincial governments are committed at least to maintaining the extent of urban development already existing. If, for example, it is necessary to phase out a resource-based urban community (e.g. a mining center or a paper town), planning should be based on a different perspective in recognition of the intention to phase out the community. Conversely, a decision to develop a new town, for example, Townsend in the Haldimand-Norfolk Region, would qualify the area from the viewpoint of growth expectations for urban perspective status.

c) Community Services

Where existing water and sewer services are notably deficient or have extremely limited present capacity and/or future potential, an urban area may fail to qualify for urban perspective status. Until the advent of new technology, urban growth is inevitably tied to the provision of public water supply and sewage disposal

systems. These are the lead services which enable development to occur at full urban density and the limits of such services, in turn, set limits on urban growth in compliance with public health requirements.

A built-up urban area can form a nucleus, around which lower density suburban developments on individual services can cluster. Good planning dictates limitations on such low density urbanization and adequate preparation for the conversion of certain low density areas to full density development as urbanization proceeds. Thus, community water and sewer services remain the critical requirements controlling urban development.

The above three criteria are a simple and operational means of initially identifying centers that require an urban perspective designation in our proposed approach to countryside planning. All other settlements, we suggest, should be treated as essentially static urban hamlets posing few problems of the urban-rural interface and should not, therefore, be designated as an urban perspective.

The criteria for defining which areas qualify for an urban perspective status produces an extremely wide range of candidates. There is obviously an immense difference between Seaforth in Huron County and the Metro Toronto area. Seaforth is a Type "5" center with its population almost stable and little likelihood of growth. As a consequence, it has a minor impact on the surrounding agricultural area. Metropolitan Toronto, on the other hand, is a Type "1" center. Its population is growing rapidly and will

probably continue to grow. As a consequence, it is substantially impacting the surrounding rural area.

The issue, therefore, is the impact that size, density and rate of urban growth have on the surrounding rural area. While the smaller centers, with slow growth rates, tend to expand in relatively compact low density patterns around a nucleus; large, fast growing centers spin out "satellites" and urban-related uses far into the surrounding countryside that are often quite dense in themselves.

The urban-rural fringe, therefore, is a characteristic that becomes more critical with the increasing size, density, and growth rate of the urban center. This study has been handicapped by the fact that the study area, Huron County, does not have a large dynamic urban center with typical fringe development. The study research, therefore, did not produce empirical evidence against which a fringe model could be tested.

Based on our experience in other urban areas across this Province, we believe that fringe development becomes an important planning issue when the urban center reaches the size and complexity of a Type "4" center with a population of 25,000 or greater or a growth rate exceeding three percent per annum. (Appendix III ranks urban areas in Ontario according to their size, shows their growth rate and our preliminary judgements on the fringe.) Furthermore, the study team believes that the urban-rural fringe must be recognized and accommodated in a positive planning process. Consequently, we propose to divide urban centers into two categories.

TYPE "A" Large and/or Dynamic Urban Centers with Rural-Urban Transition Problems:

Criterion: Types 1 to 4 with a population greater than 25,000 or a growth rate exceeding three percent per annum.

TYPE "B" Small, Slow Growth Urban Centers Creating Minimal Rural-Urban Fringe Problems:

Criterion: Type 4 centers with a population less than 25,000 or a growth rate below three percent per annum.

The general approach to urban perspectives is summarized in Table 1. Urban Type "A" centers would have a fringe or transition area which would comprise part of the urban center under the jurisdiction of an urban municipality or, in the case of slightly smaller centers, an urban-rural county/region. Official plan implementation would be a county/region responsibility, probably with provincial initiative.

Conceptually, Type "A" centers exhibit an outward growth from a central core. Contrasting with this, the Type "B" centers tend to grow "inwardly" as a consequence of the service, retirement type functions they perform. In the case of hamlets or villages, the concept of the fringe is an integral part of the surrounding perspective.

2.9.1 Delineation of a Perspective Area for a Type "A" Urban Center

By definition, Huron County has only Type "B" centers. Consequently, a detailed examination of Type "A" centers was not possible within the scope of this study. We have, however, provided the following general considerations for this type of urban perspective.

Table 1. Examination of Urban Centers

PERSPECTIVE	SCALE OF CENTER[1]	CONCEPT OF FRINGE	PERSPECTIVE JURISDICTION	OFFICIAL PLAN IMPLEMENTATION	LEVEL OF SECONDARY PLAN
Urban Type "A"	Types 1-2 TEIGA (>125,000 Population)	• growth-oriented • allocation of agricultural land and environmentally sensitive zones • service optimization • politically responsive and representative • fringe forms part of urban municipality	Urban Region	• County/Region-Borough Area Municipality • Province	• Borough/ Area Municipality
	Types 3-4 TEIGA (< 25,000 population more than 3% growth per annum)	• growth-oriented • allocation of agricultural land and environmentally sensitive zones • politically responsive and representative • fringe forms part of urban municipality	Urban/Rural County or Region	• County/Region & Area Municipality • Province	• Borough/ Area Municipality
Urban Type "B"	Type 5 (< 25,000 population less than 3% growth per annum)	• responsive to service needs of surrounding perspective • low growth type activity • fringe very small and part of the surrounding perspective	Urban/Rural County or Region	• County/Region & Area Municipality	• Area Municipality
Non-Urban (i.e. agriculture recreation)	Type 6	• integral part of surrounding perspective • fringe non-existant	Urban/Rural County or Region	• County/Region	• Area Municipality

[1] *Based on Design for Development: Midwestern Ontario Region, Ontario Department of Treasury and Economics; July, 1970.*

A large dynamic urban center has a growth pattern for which the definition of a total perspective area is difficult to achieve. This is to be expected since most questions dealing with rapid growth of a large urban center are complex and difficult to answer. Nevertheless, larger centers tend to exhibit a growth pattern that has two distinct land use components:

a) an Urban Core and
b) an Urban-Rural Fringe.

The perspective area for a Type "A" center should project and delineate these two areas, both of which could be encompassed within the designated urban area.

a) The Urban Core

This is the area of contiguous urban development traditionally regarded as the "city" or the "urban area". It includes the parks and open space systems that are a part of the urban environment.

The delineation of the urban core component of a dynamic urban growth area is similar, although more difficult to that of a slow growth urban area (Section 2.9.2). Taking into account the growth rate, desirable density, nature of the terrain, land use patterns of the existing urban area and ease of servicing, an area should be delineated that will accommodate the expected urban growth within the planning period suggested (minimum 20 years).

b) The Urban-Rural Fringe

This is a large area surrounding the built-up urban core that tends to receive urban-related uses and satellite developments (e.g. riding schools, tree nurseries, golf

clubs, highway commercial uses). Although this is an area of urban-rural interface, it has some attributes of both. Some active agricultural operations will exist that will be specialized and economically viable.

In general, however, urbanizing pressures will have made the land ripe for development into some form of urban-related use. Many farms in these areas are held for speculative purposes. On the other hand, some farmers may be "holding on" with the hope that they can continue to farm at least for their lifetime. It is an area of transition from rural to semi-rural, and without doubt that the dominating force of change is urban growth. There would, of course, be different policies for land uses in the "urban core" from that of the "urban-rural fringe". Overall urban growth, however, would be recognized as the dominant force underlying changes occurring in both these areas.

The fringe should serve several purposes vital to the evolution of a desirable urban-rural interface.

- the fringe should encompass an area over which a single governmental unit should be able to provide long-term development and financial planning;
- within very strict locational criteria, the fringe should provide areas for small farm holdings and "back-to-nature" retreats. The sites should have low environment sensitivity and value for aesthetic and recreation purposes, and should be suited to individual water and sewer services. The sites should be accessible to other public services from the urban core at low public costs;
- the fringe area may also include existing or future satellites and built-up areas

- on partial or full services located on soils of low capability for agriculture (Class 3 or lower) and recreation (Class 5 or 6);
- areas of existing or future specialized agriculture (especially horticulture) should be delineated and included as a permanent feature (provided that acceptable returns could be earned by the farmers if the land were made available to them at agricultural use values);
- areas should be delineated within the fringe in which there is a high agricultural capability. These lands should be designated for general farming under restrictions to limit intensive animal units and manure storage and to prohibit dangerous practices such as aerial spraying. Portions of this area would be designated for possible urban development in the future but at a minimum forecast period of ten years. This would permit investment in agricultural buildings and a rational sequence from agriculture to urban and
- areas of scenic value and outdoor recreation capability (Class 5 or higher) within the fringe should be designated for recreational and conservation purposes or for compatible low density residential development.

Quite obviously, the most substantial liability of this concept of the urban-rural fringe lies in the fact that the limits, which would encompass both the fringe and the urban core would seldom fall under a single governmental unit essential for effective planning and development. Furthermore, given the complexity and mobility of today's society, the definition of the actual limits are an impossibility. Influence of large urban centers extends far into their surrounding

hinterlands. In the final analysis, the solution will undoubtedly lie in a compromise between land use, land use ownership and political realities.

A considerable amount of theoretical work on the subject of the urban-rural fringe does exist (Appendix IV). We recommend the Province consider undertaking the refinement of the suggested criteria and delineate the fringe areas for several Type "A" urban centers.

The policy concepts of the urban-rural fringe are advanced in Chapter 5 to assist in developing a comprehensive methodology which can be tested across the Province. As stated earlier, the study has not benefited from the opportunity of testing the concepts in an area of rapid urban growth. Consequently, the theories are advanced with the hope that the Province, and those centers exhibiting Type "A" characteristics, will undertake further research along the suggested lines.

2.9.2 Delineation of a Perspective Area for a Type "B" Urban Center

The major problem of establishing any urban perspective is the question of size. From the urban viewpoint, size should be as large as possible to ensure orderly development for urban needs. From the surrounding agricultural viewpoint, the urban perspective area should be kept to a minimum since agricultural operations within an urban perspective are bound to be hampered by some restrictions of one form or another.

Due to the slow growth rate and small size of Type "B" urban centers, there will be a limited tendency for

urban uses to "leap frog" into the surrounding countryside and, therefore, a compact urban area may be delineated. The delineation of a perspective area for stable, small scale urban centers is, therefore, relatively simple. The procedure is as follows:

- estimate the maximum expected population growth for the planning period (minimum 20 years);
- delineate an appropriate compact area that can accommodate this growth based on density assumptions, character of the terrain and ease of servicing and
- round out the area by adding a 2,000 foot buffer zone using man-made, natural or legal boundaries where appropriate.

2.10 IDENTIFYING AND DELINEATING THE FORESTRY AND MINERAL "PERSPECTIVES"

Huron County does not have any areas that would qualify for the designations of a FORESTRY or MINERAL PERSPECTIVE. As in the case of the urban perspective, we have prepared a list of criteria necessary for their identification. Since both the forestry and mineral perspectives are based on a strong natural resource base, their criteria are similar:

- land capability for forestry;
- inventory of the existing resource base (forestry and mineral deposits);
- existing land use in forestry operations or mineral extraction;
- economic viability of resource development (e.g. demand/supply, proximity to markets);
- population characteristics and
- labour force characteristics (e.g. classification, time in labour force, wage levels, unemployment factors).

Both the resource industries and the Ministry of Natural Resources have conducted extensive studies that can produce substantial information on these criteria. Data on employment and population are available through sources such as Statistics Canada and Canada Manpower.

2.11 APPLICATION OF THE PERSPECTIVE METHODOLOGY

In the province-wide application of the methodology, we believe that three types of areas will be found.

First, there will be areas where one dominant resource will make a choice of the perspective, a simple straightforward matter. Huron County, with its strong agricultural base and few serious development pressures is an example. Debate will occur about the size of urban and recreational perspective areas, but there is no doubt that agriculture is the major perspective for that County. A strong agricultural resource base and remoteness from a dynamic urban growth center are the two characteristics of this condition.

The second type of application will be for areas that have many competing claims, e.g. recreation, urban and agriculture. The great temptation will be to introduce a multiple or mixed perspective in these areas, but this would defeat the whole purpose of the perspective approach. It must be remembered that a perspective designation does not exclude all or any other uses. A perspective gives guidance to policy formulation. It would be better to decrease the scale of perspective areas than to accept the principle of a "two-headed"

policy. If, indeed, a special type of environment is sought that does not fit any one of the suggested perspectives, this environment should be described and a corresponding perspective designation developed. A mix of two perspectives would open the door to a permanent mixing of all perspectives or resource use policies formulated to meet all eventualities. This would bring us full circle to the beginning in the search for policy priorities.

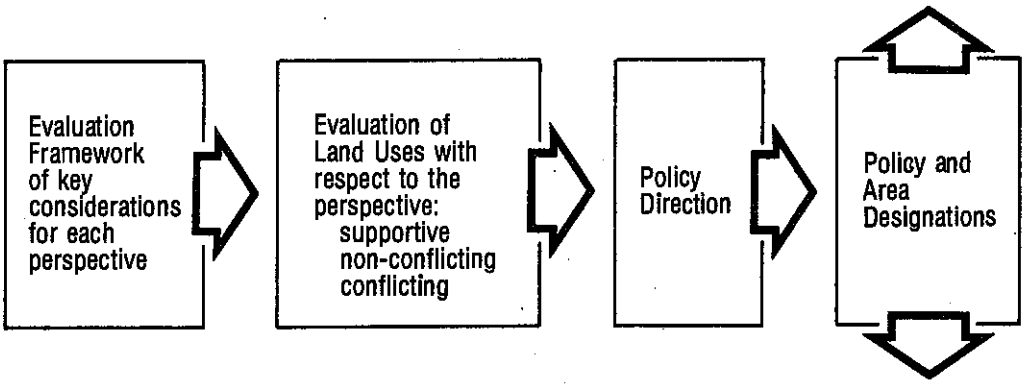
An area exhibiting strong competition between land uses is the hallmark of an urbanizing region. Land anywhere in the Toronto Centered Region will have these characteristics. Although decisions in this type of an area will be difficult and create acrimonious debate, the study team believes these decisions must be made. The perspective approach has been designed to cope with this type of setting but, as emphasized, requires further testing.

Finally, there will be areas where there is no dominant resource, no special demand and, in fact, no special features or trends of any kind. This is the "grey" area of countryside planning. These areas are usually far removed from the pressures of a dynamic growth center. Unless the area has some resource that may have a latent potential or unless an economic stimulation of the area is planned, there is no necessity to apply a rigorous perspective planning exercise. The perspective methodology is designed to optimize use of our resources in the face of rapid population growth. Areas with few resources and an absence of growth pressures or resource development do not require an intensive planning effort. This may, however, change with shifts in population or resource requirements.

The following three chapters will demonstrate how the designation of "perspective" areas can be used to structure land use policies. Three perspective prototypes will be used: agriculture, recreation and urban.

Diagram 1 outlines the structure of the policy discussion that will be followed for each of the perspectives. First, the evaluation framework is outlined. This is a series of key considerations that are essential for each perspective. Next, the specific land uses or land use systems for which policies have to be defined are evaluated in terms of these considerations as being supportive, non-conflicting or conflicting with the perspectives. The evaluation is then summarized in a policy direction statement that highlights the essential policy questions. Finally, a series of policies and area designations are suggested.

Diagram 1. Structure of Policy Discussion for Chapters 3, 4 and 5.



LAND USE POLICIES IN AN AGRICULTURE "PERSPECTIVE" 3

3.1 THE EVALUATION FRAMEWORK

Creation of an environment that is conducive to farming is, in essence, the purpose of the agricultural perspective. The central idea of the perspective is that by focusing on the requirements for a successful agricultural environment, a framework can be developed for evaluating which land uses are supportive, which neutral, and which conflicting or detrimental to this purpose (Diagram 2). These requirements relate essentially to:

a) functional characteristics,
b) resource utilization and
c) socio-economic factors.

The requirements for a successful AGRICULTURE PERSPECTIVE and the considerations these requirements raise in the evaluation of land uses are described below.

a) Functional Characteristics

An effective farming environment needs a large "mass" of functioning farms. It is much easier to maintain the operation of a farm in the milieu of an agricultural area that has developed a complex network of mutually

Diagram 2. Framework of Policy Intent in an Agriculture "Perspective".

DOMINANT USE	THE FARM UNIT The Prime Residence, Farm Buildings & Farm Land	
SUPPORTIVE USES Develop Supportive Policies with Locational Guidelines	AGRI-BUSINESS (small scale) HAMLET VILLAGE EXTRACTIVE INDUSTRY	***INCREASING SUPPORT***
CONFLICTING USES Develop Restrictive Policies and Strong Locational Controls	AGRI-BUSINESS (large scale) MAJOR RECREATION LAND USE NON-FARM RESIDENCE NON-AGRICULTURAL INDUSTRY	***INCREASING RESTRICTIONS***

supportive functions than in an area with few farms and few farm-related functions. This network of inter-relationships takes a long time to develop and usually requires a substantial farming area and number of farms. Once farming declines in importance and the system of supportive functions is disrupted, it is difficult to re-establish.

The farming area must also provide freedom for each farm operation to assemble or dissemble farmland into efficient units. Some farm operations produce obnoxious odours, or may require aerial spraying and other practices that may be nuisances to adjacent non-farm land uses. These operational practices are essential, however, to the well-being of the farm and any undue restrictions may have adverse consequences. If the land use fabric is complex and includes many non-farm uses, this important flexibility will be restricted. A close grained mixture of residential and farm uses may, for instance, completely eliminate intensive hog operations from an area due to a strict application of the Agricultural Code of Practice.

Considerations:

- Does the land use in question add to the network of supportive functions or does it diminish their viability?
- Is the land in question likely to restrict the operational freedom of the surrounding farms, due to fragmentation of the land pattern or potential environmental conflicts?

b) Resource Utilization

Sufficient good farmland must be available so that it is possible to increase or decrease areas under active cultivation.

Considerations:

- Does the land use in question eliminate good agricultural land from use?
- Can the same use be located in areas where the soil is poor for agriculture?

c) Socio-economic Factors

A sense of community and relative stability of the socio-economic structure is an important requirement for the positive development of an agricultural area. Rapid changes in the socio-economic structure brought about by rapid population growth of employment centers or by other means cause strains in the community. Changes should occur in pace with the ability of the community to adapt.

The economic viability of a farm depends largely upon the relatively low cost of agricultural land. Practically every urban use of land can afford to pay a higher price for land. Therefore, in a free market situation, agriculture will always lose when "urban" land uses start to compete for land with farming.

For successful agriculture, the land price structure should be relatively low and land uses leading to an upward pressure on land prices should be discouraged.

Considerations:

- Does the land use in question introduce or accelerate major changes in the existing social or economic structure that will tend to make farming an untenable occupation and the community a non-farm community?
- Will the land use in question tend to raise the price structure of agricultural land beyond the point where it is economically viable in a farm use?

3.2 EVALUATION OF LAND USES

All land uses or land use systems in the agricultural perspective area should be examined in relation to these considerations. An evaluation must be made whether each land use in question has a positive, negative or insignificant effect on maintaining a viable agricultural area. This judgement must be mainly qualitative and cannot be reduced to an all-inclusive equation or numerical threshold analysis. The study team believes there is no fixed type and amount of uses that are acceptable in each of the perspectives. Although there are some common denominators, each area will have significant differences. The present state of theoretical knowledge regarding the complexities of land use interactions is inadequate to produce definitive quantitative measures. For operational purposes, the framework for each perspective must be based on both quantitative and qualitative evidence, as well as pragmatic experience and common sense.

Research is being carried out on this subject at the University of Guelph. The study team has also suggested some additional indicators that could be examined. This study, however, has focused on the methodology and policies of countryside planning rather than the search for quantitative measurements and threshold limits. We believe that the methodology had to be developed first. Once this framework is refined, detailed measures can be much more easily researched.

The following land uses will be evaluated with respect to the agricultural perspective requirements and policy directions for each will be suggested:

- farming,
- agri-business (small scale),
- agri-business (large scale),
- the hamlet,
- the village (not an urban perspective),
- non-farm residential development,
- non-agricultural industry,
- extractive industry,
- major recreation activities and services and
- institutions.

3.2.1 Farming

a) Functional Characteristics:

The farm unit (the prime residence, farm buildings and land that forms a farm operation) is the building block of the farming area. It is the nucleus of activity around which the whole policy set is structured.

There must be an opportunity for each farm operation to acquire or dispose of land, change crops or operation techniques. A large area devoted to farming and containing a large number of varied size farms is a suitable environment for a flexible farm operation.

Evaluation:

> Large agricultural areas and a high number of farms are essential to the perspective.

b) Resource Utilization:

The farm unit should be free to seek out and use the areas of highest agricultural capability (C.L.I. Classes 1, 2, 3 and 4).

Evaluation:

- Essential to have high capability agricultural areas available.

c) Socio-economic Factors:

A large agricultural area with many farms creates a socio-economic environment that has traditionally been conducive to farming.

Evaluation:

- A large farming area with many farms is essential.

Policy Direction

The dominant land use in an agricultural perspective should be farming of a permanent nature. Where areas have been designated for this function, no other new land uses should be permitted except for a very limited number of rural-oriented establishments which form part of the total rural system. Adjacent to agriculturally-oriented hamlets or villages, farming (buffer) areas should be encouraged to ensure compatibility between farm and hamlet or village uses.

The farming policy area entitled "Farming (permanent mixed)" in Section 2.7.2 reflects an area in which a wide range of compatible non-competitive activities exist along with farming (e.g. sand and gravel

operations). Non-farm residential uses in this area should be excluded and the intrusion of more "non-competitive" uses carefully monitored to ensure the continued viability of farming.

Farming (mixed transitional) should not occur in an agricultural perspective. This term reflects transitional farm areas in a recreation or urban perspective.

3.2.2 Agri-business (Small Scale)

a) Functional Characteristics:

Outlets that sell commodities essential to farm operations (e.g. seeds, fertilizer, feed); the sales, repair and rental of farm equipment; the contracting operations that meet the farm needs (e.g. drain installations) and sample scale processing (e.g. corn drying) industries are all essential, supportive functions to farming.

Evaluation:

- Essential.

b) Resource Utilization:

The total area occupied by these uses in any agricultural area is minimal. Yet, to avoid the waste of any land of high agricultural capability, these uses should be located on poor agricultural soils (below Class 3) or in the urban perspective, fringe areas adjacent to an agricultural area.

Evaluation:

- Conflicting over a small area.

c) Socio-economic Factors:

Impacts on land prices due to the number of such uses that can be supported in any given area will be minimal. On the other hand, the benefits to the agricultural community outweigh the costs in terms of services provided. The employment and the people who make their livelihood serving the needs of the farming operation are an essential part of the farm community.

Evaluation:

- Supportive.

Policy Direction

The development of the essential agricultural supply and service uses should be supported by land use policies. In principle, these uses should not locate on the best agricultural land or develop in an extremely scattered fashion so as to cause the fracturing of viable farms and to create problems in their operation. Consideration should be given to the clustering of these establishments. Locations near a hamlet or village could be considered if environmental conflicts are not created by these processing activities. The all-important supportive role of these uses, however, precludes a rigid locational policy. (A more detailed discussion of agri-business is provided in Chapter 5 on the urban-rural fringe.)

3.2.3 Agri-business (Large Scale)

a) Functional Characteristics:

Large scale agricultural industries are an outgrowth of an area's farming resources. Once they reach a certain size, however, they become regional in scope. At this scale, their function is related to the farming area but not necessarily tied to an agricultural perspective. An urban location may be justified in some cases.

Evaluation:

- Neutral.

b) Resource Utilization:

A large scale industry could take a large area of good agricultural land and, as such, it would be disruptive.

Evaluation:

- Conflicting.

c) Socio-economic Factors:

A single agri-business operation may not raise land prices significantly, but the associated demand for residential and other service uses would.

Introduction of large scale agri-business in an agricultural area brings about significant changes in the farming community (e.g. more jobs, an influx of workers from adjacent communities, a spin-off of other commercial activities and demands for housing). There would probably be pressure to develop a water and sewage system. There would be more traffic and an improvement of roads required. The aggregate of changes would tend

to force the beginning of urbanization, thereby conflicting with the agricultural perspective. As it is an agriculturally-oriented urban use, the large scale agri-business is probably best suited for an urban fringe area close to an agricultural perspective.

Evaluation:

- Conflicting.

Policy Direction

The above evaluation seems to indicate that large scale agri-business does not naturally fit into an agricultural perspective. If very careful provisions are made for the control of the problems associated with the socio-economic impacts, perhaps such an industry could be located in a large area of poor land and few active farms. These controls, however, would have to be extremely rigid and, as a consequence, are impractical.

3.2.4 The Hamlet

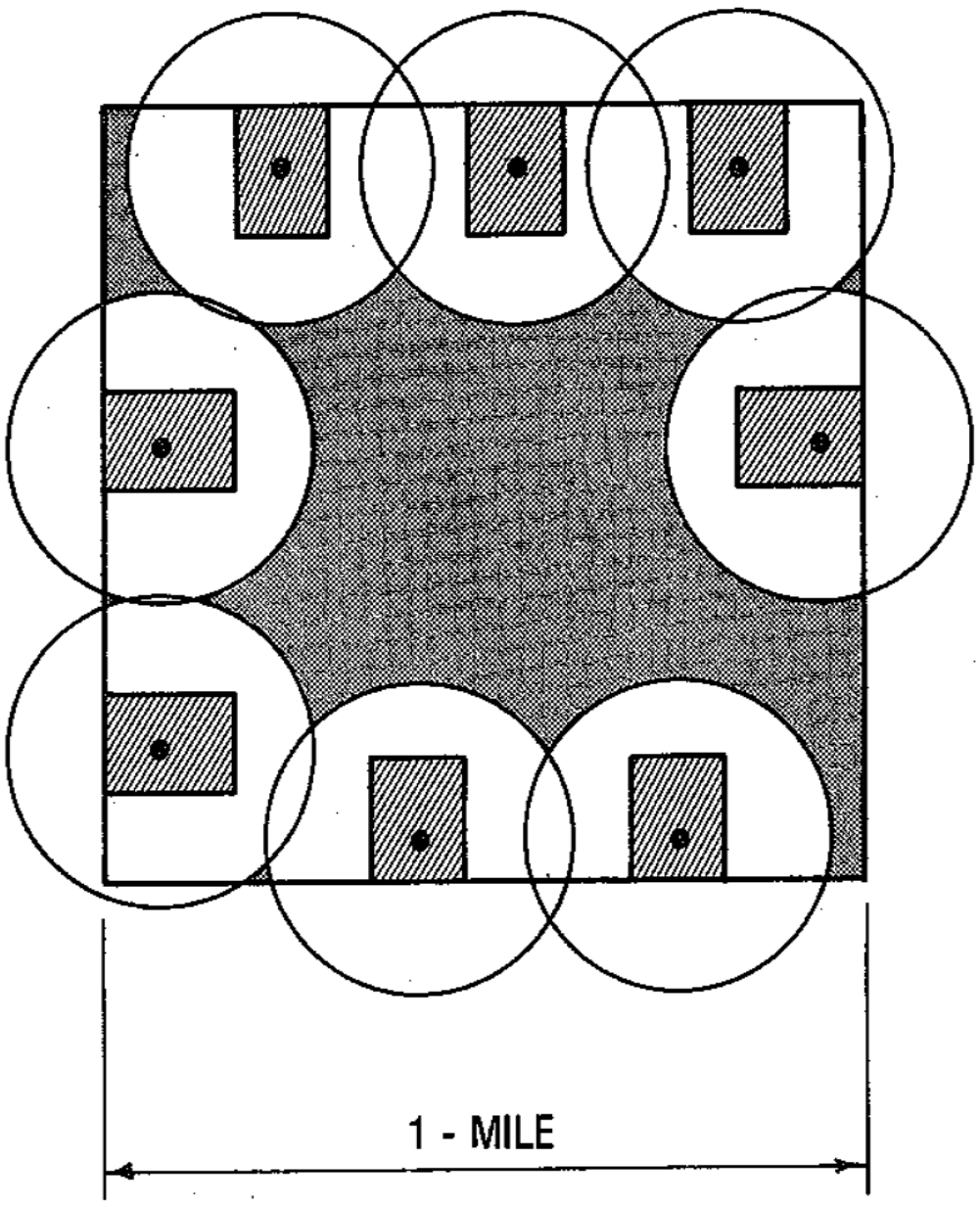
a) Functional Characteristics:

The hamlet has traditionally functioned as a residential cluster for people in an agricultural area who do not live on the farm. It contains invariably limited commercial and community services. This function is highly useful to the farm community and could be augmented to serve the residential needs of the farm and to absorb non-farm residential pressure. A cluster of residences preserves the flexibility of the farming area much better than does scattered development (Diagram 3).

Evaluation:

- Supportive.

Diagram 3. Scattered vs Clustered Non-farm Residential Development.



Scattered Non-Farm Residential

Circles indicate restrictive zone imposed by residential land use.

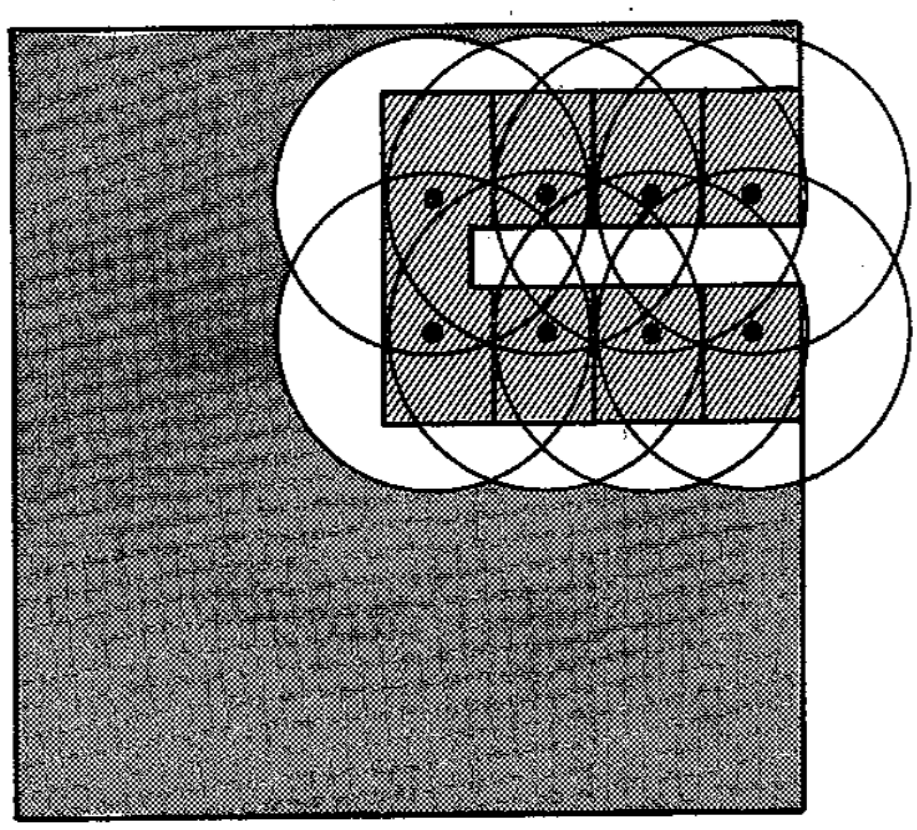
Residential lot

Agricultural use

Area of unrestricted use

1000 ft. radius

Area of restricted use



Clustered Non-Farm Residential

Larger area for unrestricted farming operation

b) Resource Utilization:

The clustering of residences in a hamlet preserves good agricultural land. If existing or new hamlets could absorb more of the non-farm residential pressure and be located on poor soils, it would preserve the agriculturally good soil to an even greater extent.

Evaluation:

- Supportive.

c) Socio-economic Factors:

The hamlet is a traditional node of the farm community. If it is built up slowly and to a limited size, it will continue to be a part of the community. Services like school busing and snow plowing are also easier to provide at more economic levels. New hamlets of an "estate residential" character may be less integrated into the social structure. If many new hamlets are created, some of the positive aspects of existing hamlets would decline. Development in hamlets or clusters would raise prices in the designated areas but keep the average prices of farmland stable.

Evaluation:

- Supportive (conditional).

Policy Direction

Land use policies should encourage non-farm residential and even farm-related residential development to locate in hamlets. Existing hamlets should be limited in size and new hamlets, limited in number, should be located only on poor agricultural soils.

3.2.5 The Village (not an urban perspective)

a) Functional Characteristics:

The village has traditionally been the nucleus of the agricultural community. While its importance is dwindling, it is still a service center. Its role is highly supportive to farming, just like that of the hamlet, but at a higher level of service.

Evaluation:

- Supportive.

Other considerations for the village are similar to those of the hamlet.

Policy Direction

Land use policies should encourage the retention of the village as a service center for farm needs. Small scale agri-businesses could be located in the villages. More residential development should also be located in villages, but the total growth of a particular village should not reach the point where it requires a high level of urban services.

3.2.6 Non-farm Residential

a) Functional Characteristics:

Residences that are not related to the farm are obviously not part of the farming function. Under the existing circumstances, even the farm-related dwelling can easily change to non-farm status by sale. Furthermore, a scattered development of residences throughout the countryside makes the operation of the farm unit highly vulnerable.

Evaluation:

- Conflicting.

b) Resource Utilization:

The single dwelling takes up little land, yet the potential of several hundred dwellings in an agricultural township has a serious impact.

Evaluation:

- Conflicting.

c) Socio-economic Factors:

Scattered development and the possibility of selling residential land to anyone has the potential of making farming untenable. Non-farm residential development tends to bring in people who are not part of the agricultural community. At some point in the development (farmers interviewed feel it is 5 percent), the farm community becomes diluted and may change in character. Moreover, the scattered form of development is costly to maintain for the municipality. The direct and hidden costs of this form of development exceed the benefits for an agricultural perspective.

Evaluation:

- Conflicting.

Policy Direction

Non-farm residential developments are basically conflicting with the farming function. Strict policies should, therefore, be developed for excluding the

scattered form of non-farm residential development from a farming area. Location in clusters on poor agricultural land is a possible alternative (Sections 3.2.4 and 3.2.5). Since farm-related residences, for farm hands or retired farmers, may so easily become non-farm residences, the policy of basic restrictions should apply universally.

3.2.7 Non-agricultural Industries

The evaluation of non-agricultural industry is similar to large scale agri-business, except there are even less functional or socio-economic reasons for allowing such industries to locate in the agricultural perspective area.

Policy Direction

Restrictions on industrial location in an agricultural perspective, and the rationalization of industrial assessment amongst municipalities to compensate them for the implied loss of income to the farming community should be developed.

3.2.8 Extractive Industries

a) Functional Characteristics:

Except for the construction and upkeep of roads, the sand and gravel industry has little relationship to the needs of the agricultural area. Similarly, other extractive resources usually serve a very wide market including distant urban centers.

The intrusion of extractive operations into a farming area will tend to disrupt the farm fabric. Since eskers and other similar deposits occur in a linear and often random fashion, a patchwork of properties will be taken

out of farm use impairing the flexibility of the farming area. This impact is mitigated, however, by the possibility of re-using the land after depletion of the resource.

Evaluation:

- Neutral.

b) Resource Utilization:

As is the case with agriculture, the extractive industry is tied to the capability of land resources and, therefore, its location is pre-determined. The question is whether these deposits should, or should not, be used in an agricultural perspective. From a strict resource optimization viewpoint, the resource that is the least abundant and in greatest need, should be given preference. In southern Ontario, the supply of gravel is rapidly becoming a scarce and costly commodity.

From the viewpoint of agriculture, the demand for gravel extraction is conflicting in a general sense due to the land removed from production. The good deposits of gravel (such as eskers), however, are usually not quality agricultural land (due to topographic and soil condition constraints). Furthermore, these deposits are often concentrated in relatively narrow bands. Due to these considerations, a compromise policy must be evolved.

Evaluation:

- Conflicting.

c) Socio-economic Factors:

Studies of costs and benefits have been prepared by proponents and opponents of extractive operations.

The results are inconclusive and depend upon the scale of reference. The benefits are probably distributed to a wider area and the costs born within narrower confines. The extractive industries do provide employment. If these industries, however, start to develop processing and other ancillary operations, then the impact would be major and conflicting with an agricultural perspective.

Since the value of the land is based directly on the resource beneath it, the land price will affect very specific areas only.

Evaluation:

- Neutral/competitive (if large scale and ancillary operations).

Policy Direction

The overriding consideration is the demand for the natural resource which may happen to be located in an agricultural area. Policies should allow this resource to be extracted from the area but provide stringent rules for controlling the number of operations, the ancillary functions and the eventual re-use of the land for agricultural purposes.

3.2.9 Major Recreation Activities and Recreation Services

a) Functional Characteristics:

Major recreational uses (e.g. ski areas, campgrounds, motels and restaurants) have no relationship to the agricultural function and they may be competitive with

the service functions of the agricultural hamlets and villages.

The recreational use of land in an agricultural area has major conflicts with agriculture by breaking up the land fabric and placing restrictions on farm operations. Large areas of poor soil could conceivably be developed as recreational clusters, containing their own buffer zone. These areas, however, would be candidates for a recreation perspective designation.

Evaluation:

- Conflicting.

b) Resource Utilization:

By the process of perspective designation, areas of quality recreational resources should have been allocated to a recreation perspective. If there are recreational resources or existing activities in the agricultural area, they may present a potential conflict area to agriculture as pressure develops for intensified use.

Evaluation:

- Conflicting.

c) Socio-economic Factors:

Economically and socially, the recreation community is completely different from a farming community. Large influxes of "outsiders" as a work force and/or as seasonal residents changes the character of the agricultural area. In addition, recreation and supportive

functions can command higher land prices and any major development tends to make farming untenable.

Evaluation:

- Conflicting.

Policy Direction

Major recreational developments of a regional or even county nature should not be part of an agricultural perspective.

3.2.10 Institutions

a) Functional Characteristics:

Institutions that provide for the needs of the agricultural community are, of course, supportive to the perspective. Many institutions, however, locate in the countryside to take advantage of "open space" and to serve a regional population.

Any use which takes out areas of farmland and imposes some operational restrictions is conflicting to some degree. Institutions are usually few in number and their impact small. The evaluation, therefore, varies.

Evaluation:

- Supportive/Neutral.

b) Resource Utilization:

Like all non-farm uses, institutions take up land which may be useful for agriculture.

Evaluation:

- Conflicting.

c) Socio-economic Factors:

Institutional uses that are related to the immediate agricultural area are part of the community and serve its needs. A scattered pattern of institutional development, however, is costly to service and does not create identifiable community centers.

Evaluation:

- Supportive.

Policy Direction

Institutions serving the community should be supported. However, they should be encouraged to locate in the hamlets and villages of the agricultural area and, if possible, to avoid the use of good agricultural land.

3.3 SUGGESTED POLICIES AND POLICY AREA DESIGNATIONS

The foregoing section developed the basic policy framework. In this particular section, suggestions are made as to a set of actual policies for the agricultural perspective. It must be borne in mind that this is only part of the total process. The suggestions are the initial steps of a dialogue that must take place among the public, the municipalities and the Province. The final result should be a modified official plan for the county/region and secondary plans for each area agreed on and endorsed by all levels of government.

To assist in relating the policies to their planning implementation, a hypothetical area of township size will be used as an illustration (Diagram 4). This area

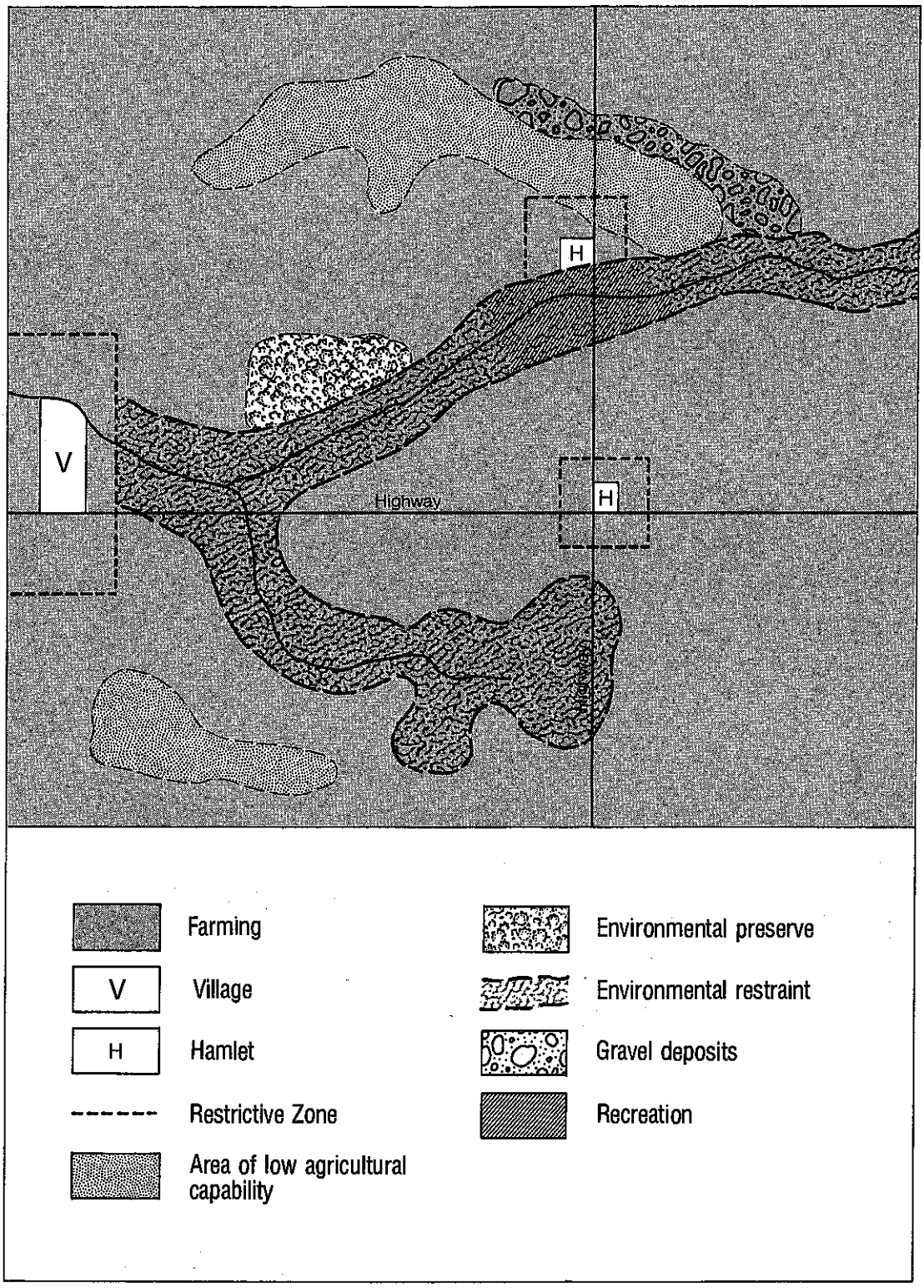


Diagram 4. Policy Areas in an Agriculture "Perspective"

is assumed to be an agricultural perspective. It has a village and two hamlets, a major river valley, a few areas of environmental significance, some gravel deposits in the form of eskers and some areas of poor agricultural soil. Otherwise, most of the township is a highly productive farming area and even the poorer soils are under cultivation. The policy area designations and the suggested policies are discussed in the following sections.

3.3.1 Farming Area

The farming designation has been chosen to indicate the areas selected for complete dedication and support of the farming operation. These will be the areas where all policies will support the activity of farming and be negative to all activities which would tend to cause problems for the farm operation. Within this area, a farmer can feel assured that his investments in a farming operation will be protected in the long run by the strongest policies land use planning can provide.

Since the whole "township" is in an agricultural perspective, farming should be optimized, excluding areas only where different uses have to dominate and where some restrictions will be placed on farming operations. The exclusions that will most commonly occur are:

- existing villages and the suggested buffer zones;
- existing hamlets and the suggested buffer zones;
- large areas of poor agricultural soil (Classes 4, 5, 6 and 7, except special crop);
- areas of potential aggregate or other mineral resources;

- environmental preserves or areas of restraint and
- areas in which "other uses" already exist in sufficient numbers and land use patterns to make the future of farming doubtful.

POLICY 1 The farming area is meant for the development and maintenance of viable farming operations. The farm unit is the basic use, by right, of this area.

POLICY 2 Every new use that is conflicting or non-supportive to the farming operation will be excluded from the farming area.

POLICY 3 In the farming area, the system of taxation and possibly grants and subsidies shall be designed to complement and reinforce the planning policies.[1]

POLICY 4 It is proposed that farm-related home industry and supportive uses which develop on a farm and which are tied to the farm operation be allowed, by right, in the farming area. These uses, however, must be secondary to the farm operation. If these secondary uses increase in scale, where they are more important than the farm unit, then the policies of farm supportive uses (Policy 5) will be applied.

POLICY 5 Farm supportive uses that are not part of a farm operation may be allowed to develop in

[1]A basis for effective direction of agricultural assistance programs is provided in the recommendations of the Farm Classification Advisory Committee (to the Ontario Ministry of Agriculture and Food) regarding assistance to farmers and producers and the establishment of Appeal Boards.

a farming area.[1] However, preference should be given to the following locations:

- the village,
- the hamlet and
- the major areas of poor agricultural soil (one square mile or more).

If these options are not feasible due to a lack of such areas or environmental restraints, consideration will be given to the establishment of an agricultural service area. This would be a compact cluster of agricultural service uses located on poor agricultural soil or in areas which would minimize disruption of existing viable farm operations. Development should proceed by plan of subdivision.

POLICY 6 In a farming area there shall be no non-farm housing except in newly designated clusters. These should

- be in areas of poor agricultural soil (Classes 5, 6 and 7) of sufficient size to provide a 2,000-foot buffer (from Classes 1, 2 or 3),
- be on land suited for building and individual services (soil capability, suitability for individual waste disposal systems),
- be created by plan of subdivision,

[1]The type of supportive uses will vary with the type of farming in the area, but a typical list, as found in Huron County, is as follows: (a) agricultural services, supplies and small scale processing, such as grain and seed storage, drying, cleaning; fertilizer sales, mixing; egg grading stations; implement and machinery sales and service; custom machinery operators, spraying; livestock breeding services; veterinary clinics and (b) general rural commercial, such as well drilling; trucking; welding and repairs; lumber and building materials; special buildings, sales and construction (silos, steel frames) and construction and excavation contractors.

. have a minimum and maximum lot size requirement for each type of housing (i.e. single family, estate, mobile home, seasonal residence) and

. have minimum building by-law requirements.

POLICY 7 In the farming area there shall be no farm-related housing except:

. by complying with the policy for non-farm housing (Policy 6 above),

. as exceptions by approval from a local review body.[1] Review of each case should provide an affirmative answer to:

- is the dwelling in question and its proposed location absolutely essential to satisfy the labour requirements for successful operation of the farm or farm industry?

- is the dwelling in question likely to remain as part of the farm or farm service industry?

POLICY 8 One primary residence associated with each agricultural service industry will be allowed to locate in a farming area provided that the assessed value of the dwelling does not exceed the assessed value of the business property. Exceptions to this policy will be granted with the same procedure and criteria outlined for farm-related housing.

[1] At the county/region level, the approval body could be the Committee of Adjustment, the Land Division Committee or the Planning Board.

3.3.2 Environmental Preserve and Restraint Areas

POLICY 1 Areas of natural flora or fauna that are unique or considered to be significant (provincially or locally) shall be designated, acquired and managed by the Province, county/region or local governments.

POLICY 2 Areas that are important environmentally (especially the system of rivers, river headwaters, recharge areas and marshes) shall be protected with appropriate provincial policies.[1]

3.3.3 Areas with Low Soil Capability for Agriculture

Large areas of low capability for agriculture represent an opportunity for absorbing some of the development not allowed in the farming area.[2]

POLICY 1 Large areas (approximately one square mile) of poor agricultural land (Classes 4, 5, 6 and 7) shall be considered as resources for the location of uses that are not suitable to a farming designation. These uses include:

- farm-related residential development,

[1]The policies should include guidelines for the extent to which artificial drainage systems may be allowed and the amount of tree cutting that is permissible. These environmental restraints are, in fact, restrictions on the farming area.

[2]The implications of delineating areas of poor agricultural capability are that these areas will probably receive development pressures and that the existing farming will probably be displaced. These areas are, in fact, transitional areas that will evolve into some other form of land use which cannot always be determined at the time of their designation.

- non-farm residential development,
- agri-business,
- locally-oriented recreation and
- other uses that are non-conflicting with farming if they are isolated and contained on poor agricultural soil.

POLICY 2 The above uses shall be developed in clusters according to an overall plan, such that environmental conflicts are minimized. The clusters shall be developed so as to avoid placing restrictions on the surrounding farmland (contain their own 2,000-foot buffer required by the Agricultural Code of Practice).

3.3.4 Recreation Areas

Designations for recreation, within an agricultural area, should only be made after careful study of the impact that this use of the area will have on the surrounding agricultural land. In principle, recreation uses that are low in intensity, and local rather than regional in scale, are more compatible with an agricultural area.

POLICY 1 Areas that have a high recreation potential (Classes 1 to 4) but relatively low farming potential (Classes 4 to 7) may be designated for small scale local recreation purposes. These areas shall be of limited size.

3.3.5 Settlement Nodes: Villages and Hamlets

Although they are urban in character, the designation of a cluster of buildings and uses as a village or hamlet should not be planned to grow to urban perspective proportions. Such villages or hamlets should,

therefore, remain as residential and service nodes to the agricultural area. Their growth should be limited to avoid a change in this role and an increase in size that can cause conflicts with the surrounding agricultural area. Alternatively, if a town or village is set apart as an urban perspective area, this area will be encouraged to grow so that its function and influence reaches beyond the agricultural area around it.

A variety of residential opportunities should be created in the villages and hamlets to make them satisfactory living places for the retiring farmer, the farm worker and the rural non-farm resident.

POLICY 1 Villages and hamlets shall not be major growth centers and an ultimate size for each will be established.

POLICY 2 No major allotments of land for industrial growth or other incentives of rapid development shall be made.

POLICY 3 Sewage treatment and water supply facilities shall be of a standard sufficient to avoid pollution and to provide for moderate growth. Large increases in capacity shall not be contemplated.

POLICY 4 Hamlets are to be treated as small concentrations of residential development with some minor commercial services. The main purpose of the hamlets is to provide an alternative location to satisfy the demands for rural residences.

POLICY 5 If the demand for housing (farm-related or non-farm) cannot be met by infilling and moderate growth of villages and hamlets, then new areas may be designated. Designation

of new areas shall be of a scale, number and location such that they will not produce adverse economic, environmental or social impacts on the surrounding farm operations. (The locational criteria have already been discussed in connection with non-farm housing.)

3.3.6 Fringe Areas: Villages and Hamlets

Each village and hamlet should have a fringe area that, in essence, is a buffer zone between it and the surrounding area. The fringe area, in fact, is a restricted farming area. Since the village and hamlet will be intended to have only limited expansion, their limits will be fairly easily delineated (unlike boundaries of large urban centers).

POLICY 1 The fringe area shall be an envelope around the boundaries of the maximum planned village or hamlet limits. The fringe shall be large enough to limit the negative effects of dust, noise and odour created by the surrounding uses. (For practical purposes, this should be a minimum of 2,000 feet to comply with the Agricultural Code of Practice.)

POLICY 2 Within the fringe area, the allowable uses shall be limited farming, small scale outdoor recreation and natural environment.

3.3.7 Extractive Resources

Sand and gravel resources are vitally needed for construction and industry. Like agriculture, the potential for aggregate extraction is dictated by the nature of the land. Sand and gravel deposits do occur within prime agricultural areas and, therefore, demands to use these

deposits are justifiable, even though they conflict with agricultural operations.

POLICY 1 Areas that can be specifically identified to have significant deposits of extractive resources (sand and gravel) shall be protected for possible extraction.

POLICY 2 Areas shall be designated similar to the environmental restraint zone. The building of permanent structures shall not be allowed in these areas.

POLICY 3 Strict regulations on operational practices will be established and enforced. Provisions shall be made for reclaiming the site for agricultural purposes.

LAND USE POLICIES IN A RECREATION "PERSPECTIVE" 4

4.1 THE EVALUATION FRAMEWORK

The RECREATION PERSPECTIVE reflects the focus of an area in which recreation is the dominant activity. At least two different and distinct recreation areas exist in describing this perspective.

First, there is the area in which intensive recreational uses are concentrated in a relatively well-defined location. Among these are the water-oriented seasonal recreation areas where swimming, sailing, water skiing, fishing or other water sports provide the prime attraction. Another example is the ski resort areas. Associated with each of these intensive recreation experiences are service commercial activities that serve to complement the basic recreational attraction. A less intensive recreational area, but still concentrated in relatively well-defined locations, is characterized by seasonal properties of low density which are usually well removed from the shoreline or hill areas. These areas may be found nestled in the quiet countryside as "retreats".

The second type of recreational area is basically non-residential and also non-intensive from a recreation

activity standpoint. These areas include wilderness areas and nature preserves. Here recreational activities are of a passive variety, e.g. camping, canoeing, hiking and nature study.

Contrasted with these highly identifiable recreational areas are smaller recreational areas found within agricultural or urban areas. These may include neighbourhood and regional parks, zoological gardens and non-intensive open space. To a large extent these land uses serve to support or improve the life style of the dominant perspective but, in themselves, do not dictate or guide the overall function of the area in which they are located.

In light of the above, it is felt that the recreational perspective should be separated into two separate types:

a) Active recreation:
   - seasonal, water- or land-oriented vacation areas and
   - intensive, outdoor recreation areas.

b) Passive recreation:
   - wilderness areas,
   - game preserves,
   - hunting and fishing preserves and
   - hiking and canoeing trails.

The evaluation framework for a recreation perspective parallels that for the agricultural and urban perspectives, with the distinction that the evaluation focuses on recreation and that the physical or natural resources (i.e. the land form and its vegetation and wildlife

systems, or the water body and its shoreline) dominate. Identification, maintenance and protection of the basic physical resource in a condition appropriate to the recreational use, therefore, is the essence of the recreation perspective. All other land uses within this perspective must be sensitive to this theme, and the policies which guide their functions carefully defined. The central considerations to evaluate land uses in a recreation perspective are:

a) the recreational resource,
b) functional characteristics,
c) land use conflicts and
d) aesthetics.

a) The Recreational Resource

At the perspective level, recreation depends upon a natural resource for its definition. This resource, must be safeguarded in a manner consistent with the demands or requirements of the primary recreational activities. If the resource is altered by extensive conflicting developments, its function, in a recreational sense, will be disrupted and very likely in a permanent fashion.

Considerations:

- Does the recreation area focus on a distinguishable natural resource such as a body of water, a system of lakes or an alpine area?
- What is this resource, its uniqueness and its relationship to man, now and in the future?
- How sensitive is the resource to development?

b) Functional Characteristics

Certain recreation perspective areas exhibit a direct relationship between the basic natural resource and the supportive land uses. For example, the Niagara Escarpment near Collingwood and the commercial ski lifts, hostels and chalets dependent on it in maintaining the viability of the area as an active recreational area.

Consideration:

- Does the land use in question add to the network of supportive functions, or does it diminish the central objective of the recreation perspective?

c) Land Use Conflicts

Due to the sensitivity of the recreation resource, land uses within a recreation perspective area must be evaluated on environmental, socio-economic and even philosophical grounds. For example, a river or lake system must be monitored to determine levels of nutrient enrichment and the implications of additional development. Similarly, the introduction of industrial activities into the midst of a seasonal recreational area must be evaluated to identify the magnitude of the broad environmental impacts and the probability of significant socio-economic shifts in the resident population.

In those areas identified as passive recreation areas, man's perception or concept of the wilderness guides the extent to which his intrusion should be permitted. To some extent, this judgement is based on the sensitivity of the indigenous forest and wildlife systems, but it is also based on man's perception of what a wilderness should be.

Consideration:

- Is the land use in question likely to degrade the natural or physical system that forms the basic resource for the recreation perspective?

d) Aesthetics

To a considerable extent, the aesthetic or visual amenities of the recreational area form one of its dominant characteristics. Often the image remembered by the user or viewer of the recreational area is his underlying reason for returning. It is the pleasantness of the undisturbed forest or the seclusion of the vacation cottage, and the images associated with these natural settings, which provides a key ingredient to a recreation perspective.

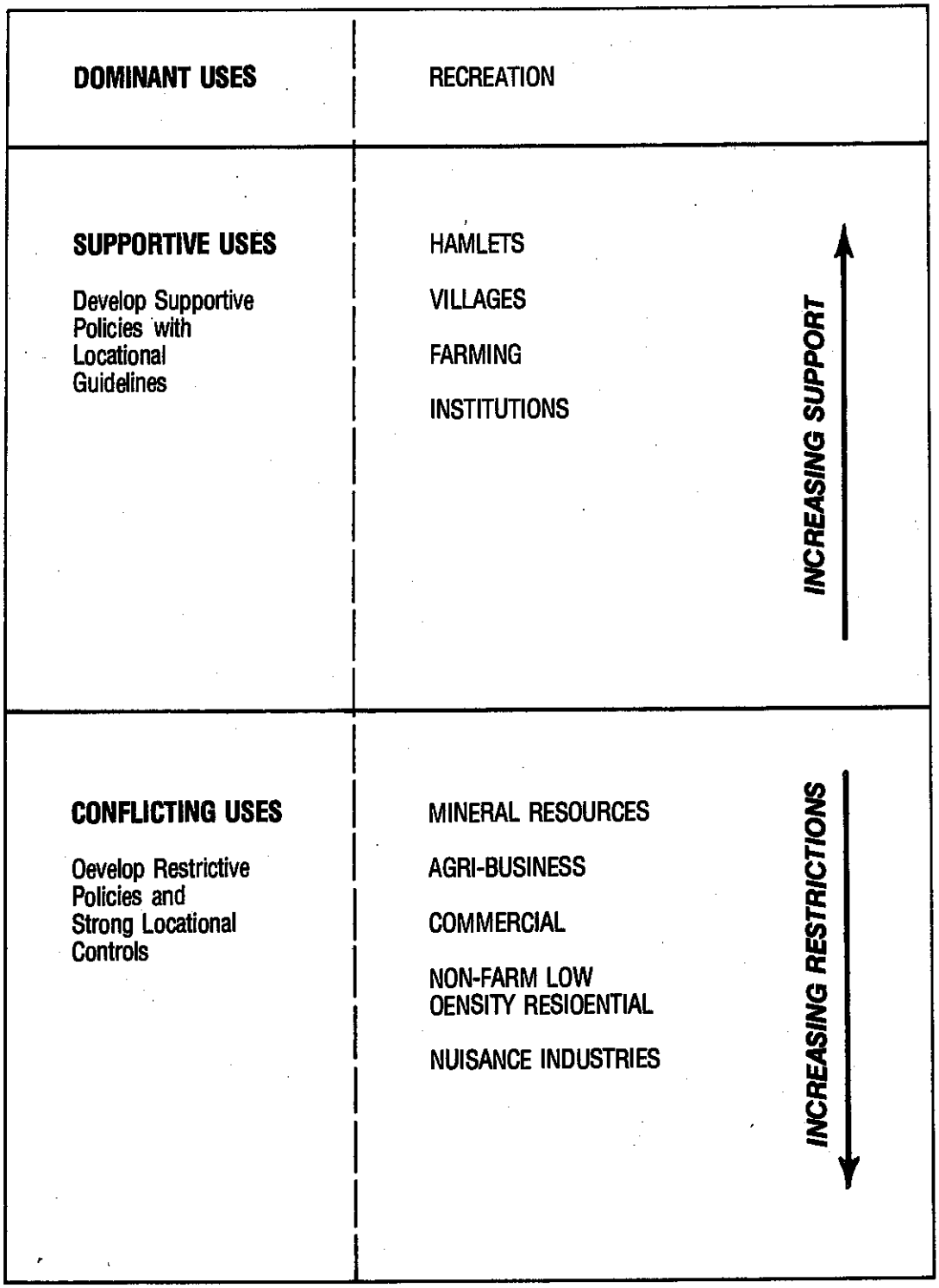
Consideration:

- Will the aesthetic impacts of the proposed use alter the character of the recreation perspective?

4.2 EVALUATION OF LAND USES

The land uses evaluated in the subsequent sections would commonly occur in an "active" recreation perspective area. They are evaluated below in terms of the recreational resource, functional characteristics, land use conflicts and finally aesthetics. The policy direction (Diagram 5) implied by the evaluation of each use is also described.

Diagram 5. Framework of Policy Intent in a Recreation "Perspective".



4.2.1 Villages and Hamlets

a) The Recreational Resource

Within the recreation perspective, urban nodes possess a secondary relationship, as they do not constitute the primary recreation focus. Rather, they provide the social and service requirements that augment the basic recreation resource. Consequently, the urban community's scale, function and its overall environmental impacts cannot be permitted to adversely disrupt or threaten the central recreation resource.

Evaluation:

- Essential to the perspective but subject to control guidelines.

b) Functional Characteristics

The smaller urban nodes provide a nucleus about which services necessary to the recreation resource can be assembled. In the case of a beach-oriented resort area, these nodes can provide a range of amusements and activities, together with necessary community and personal services. Bayfield is an example of a village in Huron County that already performs these functions.

Evaluation:

- Supportive (Subject to control guidelines)

c) Land Use Conflicts

Land use conflicts are possible and, therefore, are subject to the same considerations as those pertaining to the recreational resource.

Evaluation:

- Subject to control guidelines.

d) Aesthetics

In principle, the visual qualities of the urban node should be in harmony with the recreation resource. Design considerations must, therefore, guide new developments.

Evaluation:

- Supportive (Subject to control guidelines)

Policy Direction

Villages and hamlets should be supported as forms of development in a recreation perspective. Design considerations should play an important role in their planning and development.

4.2.2 Non-farm Residential[1]

a) The Recreational Resource

Non-farm residential development that spreads out into areas which have a high recreation capability may take this resource away from all forms of intensive recreation use. (Its impact on farming has already been discussed.) In Huron County, this land use could potentially cover most of the high capability shoreline and remove it from public recreational use.

Evaluation:

- Conflicting.

[1]Excluding recreational residential development which are dealt with in a separate section.

b) Functional Characteristics

Non-farm residential development does not generally support the recreation perspective functions. The small number of residences that are associated specifically with the recreation industry are special cases and should be treated in the same way as residences associated with agri-businesses.

Evaluation:

- Neutral.

c) Land Use Conflicts

The scattered or random pattern of non-farm residential development is in conflict with the requirements of recreation open space, especially in areas of environmental sensitivity and in areas where a wilderness character is sought.

Evaluation:

- Conflicting.

d) Aesthetics

Scattered development can be very displeasing visually, especially if it occurs in sufficient numbers and in areas of scenic quality.

Evaluation:

- Conflicting.

Policy Direction

Random non-farm residential development should be restricted.

4.2.3 Commercial Services

a) The Recreational Resource

Commercial services that support the prime recreation activity can become detrimental if they are allowed to infringe to a significant extent on high capability recreational land. A similar position may be taken with highway commercial development which can aggravate accessibility as well as create other land use problems.

Evaluation:

- Conflicting (if uncontrolled).

b) Functional Characteristics

The commercial services that develop around recreation areas are usually supportive to the recreational use. Most intensive (and sometimes even extensive) recreation activities require these supportive uses. In fact, these uses may become important resources in themselves (e.g. a resort village).

Evaluation:

- Supportive.

c) Land Use Conflicts

The paradox of these uses is that, although they are functionally supportive and even necessary, they may also conflict with the original intent of the area (e.g. motels and souvenir stands obstructing a scenic view or surrounding a wilderness area).

Evaluation:

- Conflicting (if uncontrolled).

d) Aesthetics

A scattered development pattern of commercial service is bound to be detrimental to the visual character of a scenic area.

Evaluation:

- Conflicting.

Policy Direction

Although functionally supportive, the service commercial uses have many negative characteristics. These uses, therefore, should be allowed only under strict design criteria, and directed into the hamlet or village areas which serve the recreation perspective area.

4.2.4 Nuisance Industries and Services

Land uses which exhibit severe environmental and/or visual impacts (e.g. auto wrecking yards, unregulated solid waste disposal sites, heavy industries) must be carefully evaluated. These uses generally have a negative impact and should not be located in a recreation perspective area. Exceptions will exist, such as sewage treatment works, which may be essential to the hamlet, village or recreation residential areas. These uses will require specific control requirements.

4.2.5 Farming

a) The Recreational Resource

Usually, land with a high capability for recreation has a low capability for agriculture. Consequently, use of "recreation land" for agricultural purposes does not often

Evaluation:

- Conflicting.

b) Functional Characteristics

There is little relationship between recreation uses and agri-businesses.

Evaluation:

- Neutral.

c) Land Use Conflicts

Agri-businesses, particularly large scale operations, conflict with recreation uses from an environmental standpoint.

Evaluation:

- Conflicting.

d) Aesthetics

Agri-businesses are seldom a visual asset. While in a farming area this may be acceptable, in a recreation area the visual impacts make these uses unwelcome.

Evaluation:

- Conflicting.

Policy Direction

Agri-businesses are basically conflicting with the recreation perspective and should be restricted except in areas that will remain in agriculture for a long period of time. Smaller scale operations should be directed towards villages or hamlets.

4.2.8 Institutions

The evaluation of institutions in a recreation perspective is similar to the review in Section 3.2.10. This land use, subject to locational considerations, offers no severe impacts to the active recreation area. Questions may arise, particularly in seasonal recreation areas, as to the need for the institutional use relative to the requirements of other areas. This use, however, does not adversely affect the recreation area unless the scale and function of the institution are totally out of character to the area (i.e. a major psychiatric hospital in a small, recreation-oriented village).

The evaluation for an institutional use is considered to be neutral and the policy direction should be positive, subject to the location and scale of the development.

4.3 SUGGESTED POLICIES AND POLICY AREA DESIGNATIONS

As in the case of the agricultural perspective, a hypothetical area within a recreation perspective area is presented (Diagram 6). It describes the shoreline of a major lake with the recreation perspective encompassing part of the shore. Along the lake there is cottage strip development and a recreation village. The village is at the mouth of a river which extends through an environmentally sensitive valley system into the interior of the county.

The basic use, by prior right, in a recreation perspective area is recreation. Within the recreation

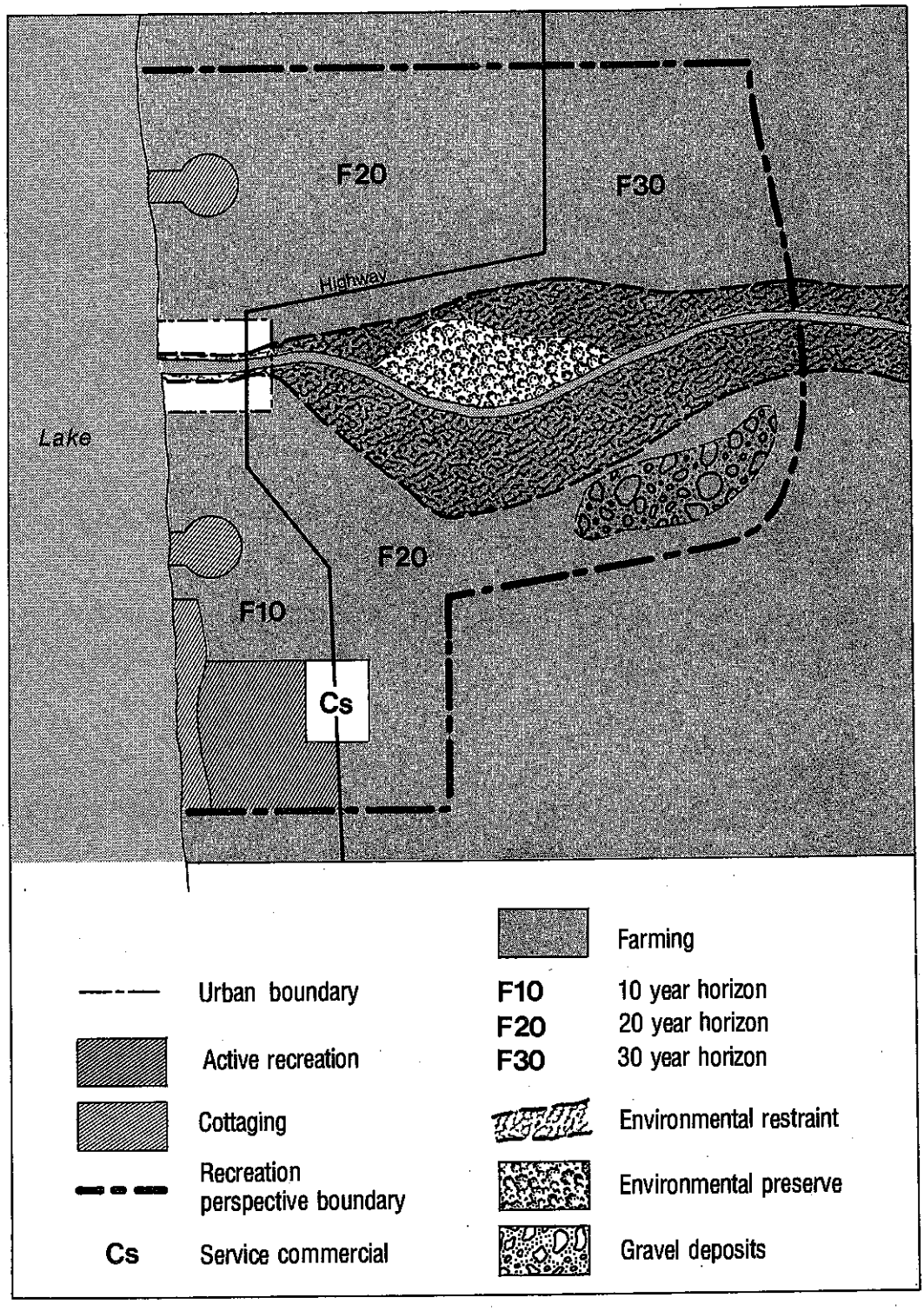


Diagram 6. Policy Areas in a Recreation "Perspective".

perspective area, agricultural areas also exist. These are expected to do so for a relatively long period of time. The policies for these farming areas are outlined in more detail in Section 3.3.1.

Within the recreation perspective area, three major areas have been identified:

a) Active recreation areas:

Activities include golf courses and tennis courts, amusement parks, camping and beach areas, snowmobile trails and skiing facilities.

b) Cottage areas:

These are essentially intensive use areas of recreation-oriented residential development. Included in these areas are retail and service establishments and amusement areas, together with cottage clusters.

c) Environment preserve or restraint areas:

As in other perspectives, these areas and their sensitivities to development are identified for control or protective purposes.

A terrain analysis should form the basis for designating these three recreation areas. Generally, they may be described as Classes 1 to 4 (sometimes Class 5) of the C.L.I. for recreation. However, this should be supplemented by more detailed information on visual quality, capability to support individual waste disposal systems and environmental sensitivities. This analysis should be the basic information for evaluating specific capability areas and supporting policies. Suggested policies are described below.

POLICY 1 New cottage areas along the shoreline shall be developed in clusters allowing public open space to penetrate to the shore.

POLICY 2 Cottage developments shall be prepared by plan of subdivision, by a professional competent in site planning (e.g. landscape architect, planner or architect). Special consideration shall be given to the nature of the terrain, environmental sensitivities and visual appearance of the resulting development.

POLICY 3 Cottages shall be set back from the shoreline such that they will not be endangered by shore erosion in a thirty (30) year period. The historic rate of erosion and the nature of the shore shall be the basis of the calculation which should be made by a professional competent in this field.

POLICY 4 Areas that are to remain in farming shall be designated as 10, 20 or 30 year zones. These are designations of the minimum time horizon in which farming will remain a use by right. Buffer zones shall be established between cottage recreational areas and these agricultural areas.[1]

POLICY 5 Commercial uses that serve the recreation activities may be developed in the recreation perspective area provided that:

- they are not located on land of high recreation capability or in a way that will prevent the full development of this land;
- they are developed by plan of subdivision and

[1]Farm uses in these areas are discussed in Section 2.7.2 as farming (buffer).

- the plan of subdivision has been developed by a person competent in site planning, taking into consideration the character of the terrain and the visual sensitivity of the area.

4.4 "PASSIVE" RECREATION AREAS

In Huron County, a passive recreation area with an absence of development and an emphasis on natural systems does not exist. For this reason, a detailed investigation of a typical passive recreation perspective was not possible and instead a general review of land uses was undertaken.

In Chapter 2, the natural environment question is explored and the terms 'preserve' and 'constraint' used to identify, for special consideration, sensitive areas within the urban, agricultural or recreation perspectives. By adopting policies within these perspectives for the protection of sensitive areas, the need for a separate environmental perspective disappears. With this, however, arises the need to identify a passive (non-intensive) recreational area.

The dominant theme of a passive (non-intensive) recreation area is suggested by the range of land uses outlined earlier, e.g. wilderness and game preserves, and related activities such as canoeing and hunting. Exploring this further, it becomes evident that the problems revealed in Section 2.3 which led to the abandonment of a "natural environment perspective"

are critical to this perspective. If, for example, Algonquin Park is designated as a passive recreation perspective, then the continuance of lumbering operations would have to be evaluated in the context of a recreation dominance. The issue in this example (which is still unanswered) is whether the future of the Park is recreation, resource development or an environmental preserve. It was this interplay which led to the decision on the natural environment perspective.

Resource identification, land use sensitivity, preserves and constraints, are all key elements in assessing the extent of an area which may be designated a passive recreation perspective area. Once established, public goals and management objectives must set the guiding land use policies.

The above are the considerations which governments must move through in setting the basic land use policies for a passive recreation perspective area. Quite obviously, the range of land use possibilities can be established; firstly, by agreement on the control policy which leads to the establishment and maintenance of the perspective area and secondly, by understanding the nature of the natural resource and its sensitivities to change and development.

The 1967 provincial park classification (Ontario Department of Lands and Forests, 1967) provides good basic criteria for land use policy development in a passive recreation perspective area.

Primitive Park: natural wild park used for outdoor knowledge and recreation experience.

Wild River Park: similar to a primitive park but with additional river/lake significance.

Natural Environment Park: semi-wilderness area used for extensive recreational activities, e.g. hiking, nature observation, canoe trips.

Recreation Park: areas of substantial development for intensive or moderately intensive recreational use.

Nature Reserve: parks in which unique natural areas are preserved for scientific and educational purposes.

Within these areas, zones may be identified for different levels of use and activity.

The park classification scheme is currently undergoing review by the Province. Upon completion of this review, it is probable that a greater emphasis on preserve areas and educational opportunities will be advanced. The approach developed and the resultant implications to policy development may be a realistic basis for application, by lower and upper tier governments, in controlling passive recreation areas under their respective jurisdictions.

LAND USE POLICIES IN THE URBAN-RURAL FRINGE

5

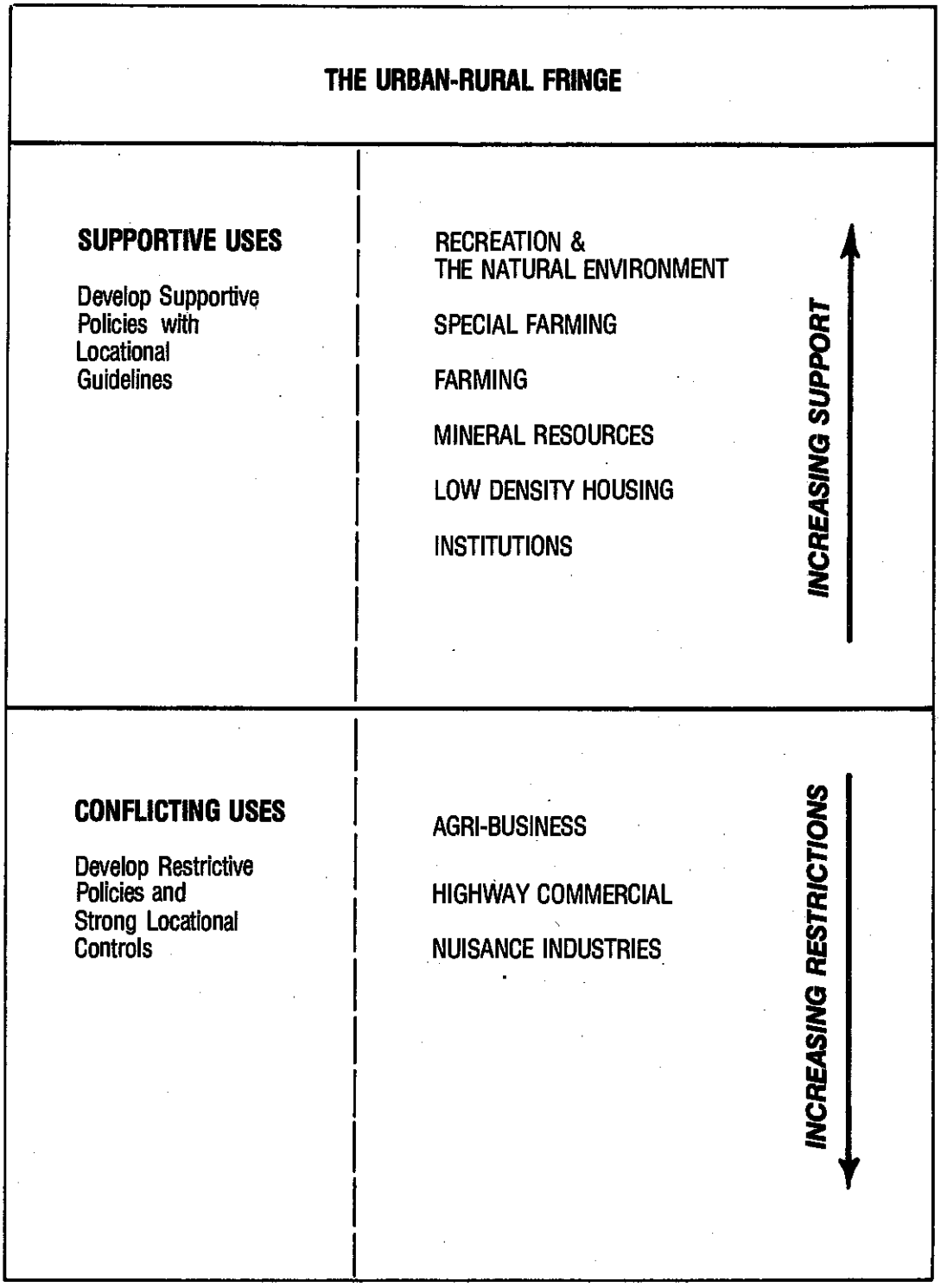
5.1 THE EVALUATION FRAMEWORK

While the development of policies for an urban area is not the thrust of this study, the problems and opportunities of the urban-rural fringe are part of the countryside planning issue. As noted previously, Huron County does not have any rapid growing major urban centers (Type "A") that create major fringe problems. Nevertheless, we believe that this issue is extremely important in any application of the countryside planning methodology. The following discussion is based on our experience with dynamic urban centers elsewhere.

The structure of the evaluation and policy framework are developed in a manner similar to the agricultural and recreation perspectives (Diagram 7). It should again be emphasized that the urban-rural fringe is an integral part of the urban unit, and should, accordingly, be recognized as "urban".

The type of activities considered acceptable and the development of policies for various land uses should be defined in relation to the objectives for the fringe.

Diagram 7. Framework of Policy Intent in an Urban "Perspective".



Essentially three considerations exist to evaluate land uses in the urban-rural fringe, namely:

a) functional characteristics,
b) resource utilization and
c) socio-economic factors.

a) Functional Characteristics

The urban-rural fringe serves the needs of both urban and rural areas. As such, it has to be treated as an area with complex, but specific functional characteristics rather than as a depository of miscellaneous land use 'misfits'. The fringe should thus satisfy the demands for urban-oriented land uses which need an open space setting at a relatively low density. The fringe should also satisfy the needs of the surrounding non-urban perspective areas for some urban-related uses. Finally, the fringe should be an area that can accommodate change without adversely impacting the urban core and the adjacent perspective area.

b) Resource Utilization

The urban-rural fringe may comprise areas of good agricultural land, mineral deposits, recreation potential and other resources. The urban center should utilize these resources to the optimum benefit of the urban perspective.

Considerations:

- Does the land use in question optimize the use of the area's resources?
- Could the use be located in other, more suitable, areas?

c) Socio-economic Factors

The social structure of the fringe will be a hybrid between urban and rural with an overall domination by the urban center. The fringe will not possess a closely knit rural society, but rather a highly diverse and mobile one, using the whole urban area as a locus of interaction. The fringe should, therefore, provide alternatives to residential development and, to a limited degree, job opportunities for different socio-economic levels of the urban area population. It should also respect the continued existence of farming operations extending from an agricultural perspective into the urban center.

The costs of all types of fringe developments would escalate if urban services were required. Fringe development should, therefore, not imply public water and sewer services or any other type of urban hard service (e.g. sidewalks, street lighting).

Consideration:

- Does the land use in question complement the urban area without creating adverse economic or social impacts to either the rural or urban community?

5.2 EVALUATION OF LAND USES

The land uses evaluated in the subsequent sections are commonly found within an urban-rural fringe.

5.2.1 Recreation and Natural Environment

a) Functional Characteristics

Outdoor recreation is a vital need of the urban environment. In view of its space requirements, it is a prime use for the fringe area. Furthermore, recreation areas of various types (ranging from active sports to passive, near wilderness areas) are excellent for preserving an open space character for the fringe. Combined with natural environment preserves and restraint areas, recreation uses can form a major permanent open space network within the fringe.

Evaluation:

- Essential.

b) Resource Utilization

Outdoor recreation areas, especially passive nature areas, provide excellent buffers between otherwise conflicting uses. This type of development should logically occur on lands possessing high recreation capability.

Evaluation:

- Supportive.

c) Socio-economic Factors

Recreation opportunities in the fringe represent a resource to both urban and rural people.

Evaluation:

- Supportive.

Policy Direction

The development of recreation activities and open space networks in fringe areas on lands of low agricultural capability and high recreation capability should be encouraged.

5.2.2 Non-farm Residential

a) Functional Characteristics

Low density housing serves a basic need for urban and rural areas. A well-planned development within the fringe can, therefore, be supportive to this need. In addition, this type of housing can preserve the essential open space character desired in the fringe, provided that strict guidelines are developed with respect to location and site design. It is important that housing developments be clustered wherever possible with some form of open space between the clusters. Sensitive adaption to topography, and preservation of woodlands and good agricultural lands are vital. If such precautions are not implemented, low density housing will be detrimental to the open space character and incompatible with the continuance of agricultural activities.

Evaluation:

- Supportive (conditional).

b) Resource Utilization

The key objectives of the fringe areas are to maximize the land resources and, at the same time, to remain compatible over time with the growth requirements of the urban core. Residential areas, although desirable, may conflict with other fringe uses such as farming and

its service industries, or environmentally sensitive areas. Conflicts can only be resolved by detailed site planning and the general acceptance of life expectancy forecasts for farming areas.

Evaluation:

- Neutral.

c) Socio-economic Factors

Fringe residential areas provide an excellent opportunity for the development of a diversity of low density housing. Low land costs and large lot holdings are benefits often found in the fringe area; offsetting the disadvantages of reduced access to public and private services. As a result, the fringe area could provide housing flexibility for a wide spectrum of the urban population.

Pressures for urban services are almost inevitable in the fringe areas. If, therefore, housing is to be permitted in the fringe, policies must be adopted which can effectively recognize and control the provision of a lower level of urban services.

Evaluation:

- Supportive (conditional).

Policy Direction

Low density development with strict locational and site controls should be encouraged as should (within these limits) a variety of residential types.

5.2.3 Highway Commercial

This designation includes the typical commercial uses that are located in strips along the approaches to an urban center (e.g. restaurants, service stations, motels, commercial recreation establishments, miscellaneous sales outlets, truck terminals and small industries). These uses either cannot afford or are not attracted to high cost sites in built-up areas.

a) Functional Characteristics

Highway commercial areas do meet the legitimate needs of certain activities. The invariable result, however, is the creation of an extremely unsightly environment of strip commercial development as a gateway to the urban center. This inhibits the meeting of demands for open space and an aesthetically pleasing contrast to the dense urban environment.

Evaluation:

- Conflicting (in its present form).

b) Resource Utilization

The major conflict highway commercial uses impose is on the road network. Without controls, strip commercial development can become a substantial impediment to traffic flows, in addition to creating safety hazards. There may also be serious conflicts between individual highway commercial uses. If adequate consideration is not given to land capability, these uses can adversely affect farmland as well.

Evaluation:

- Conflicting.

c) Socio-economic Factors

Commercial strip development meets some needs but creates significant costs in terms of traffic congestion, safety and, above all, visual quality.

Evaluation:

- Conflicting (in its present form).

Policy Direction

The development of highway commercial uses should be strictly controlled in form and type. While design and locational criteria are extremely important, the overall principle should be to limit this type of development.

5.2.4 Nuisance Industries and Services

There are uses (e.g. auto wrecking yards) that have severe environmental impacts or "nuisance" characteristics but whose existence must be recognized and suitable locations selected. From all considerations, these uses have a negative evaluation except for the fact that they often provide an essential service to an urban center, although they cannot be feasibly located in the urban core.

Policy Direction

These uses should be treated on the merits of each individual case with environmental impacts determined and control requirements enforced.

5.2.5 Farming

a) Functional Characteristics

Initially, farming areas within the fringe provide the bulk of what is generally referred to as "open space". Eventually, these areas may be replaced by other uses subject to the demands of urban growth. Farming near a small urban center can be maintained almost indefinitely if the center's growth rates are moderate. Near a large center, however, the nature of farming changes as a result of influences from the center. Some of the more important influences will be the demand of the urban center for non-food products such as fertilizers, gardening equipment, flowers, nursery plants, sod and other goods. Demand will also exist for farm-related leisure activities including riding stables and recreation farms. Thus, it is not only possible but desirable that there be farming production close to each urban center.

Evaluation:

- Supportive (to urban uses and an important functional element of the fringe).

b) Resource Utilization

The land capability requirements and the operational flexibility of a farming area have been described in the agricultural perspective (Chapter 3). In the fringe, varying degrees of conflict with other land uses are to be expected and control standards (to regulate odours, aerial spraying) are necessary, depending upon adjacent and neighbouring land uses.

Evaluation:

- Conflicting (with some uses control policies necessary).

c) Socio-economic Factors

Farmland in the fringe will be under various forms of pressure. Pressures will exist to shift this land use activity (and the associated returns on investment) into higher yield situations. In contradiction, will be the demands of a wider based society to preserve good agricultural land and to ensure its productive use. The nature of these conflicts must be recognized not only in land use policies but also in government programs of farm assistance. Given that the issues of land use conflicts and economic return can be resolved, farming can provide a rational and effective method of utilizing land in the fringe without adversely affecting the growth patterns of the urban core.

Evaluation:

- Supportive (however, problems of change and the rate of change require resolution).

Policy Direction

The maintenance of various types of farming within the fringe area should be encouraged. If, on the other hand, farming is to give way to other uses due to urban growth pressures, the period of transition should be established to lessen the risk of long-term farm building and equipment investments. Taxation policies and special assistance programs (including public land ownership) should be developed to help maintain farming close to the urban core.

5.2.6 Specialized Farming

Specialized farming refers to agricultural activities such as horticulture, fruits and tobacco--all of which usually require special soil or climatic conditions that are relatively scarce in this Province. Presently, these activities are not adequately considered in the agriculture soil capability rating system. If certain areas near an urban center have special soil characteristics or if special crops are already in production, efforts should be made to designate these areas as "special farming" to reflect this scarce resource. The designation of special farming areas should be regarded as fixed over the long-term, with the direction of urban expansion designed to avoid these areas.

Policy Direction

Strong guidelines for support and preservation.

5.2.7 Mineral Resources

Sand and gravel and other vital resources should not be precluded by haphazard development. Thus resource preservation for eventual extraction should be adequately safeguarded by effective planning. Such planning must establish not only the resource (its extent and life expectancy) but also the use to which the resource site will be put following its depletion.

Policy Direction

Strong guidelines to preserve for future extraction, as well as guidelines for re-use of the land on resource depletion, should form the basis of policy development.

5.2.8 Agri-businesses

Agri-businesses and rural supplies and services are not oriented to urban households directly, but rather serve farm households and food processing industries. Two sub-classes of activities are evident here. Agricultural services and supplies relate directly to farms, while general rural commercial services may serve other kinds of consumers, in addition to farms.[1] Nevertheless, both classes of activity are relatively similar in the nature of their markets and locational needs.

a) Functional Characteristics

Agricultural services and supplies must have convenient access on good roads to a broad agricultural region. This dictates that many of these activities should be permitted to locate in the fringe area of the urban perspective rather than being forced into an urban core industrial zone. However, some activities may prefer, or be best located in industrial zones, especially if

[1]Agricultural services and supplies include food processing (e.g. cheese and butter, milk processing and collection points, fruit and vegetable canning and freezing, poultry and livestock processing); feed mills; grain and seed storage, drying and cleaning; livestock assembly points, stockyards and sales barns; implement and machinery sales and service; custom machinery operators and spraying; farm organizations and offices; livestock breeding services; veterinary clinics and research laboratories. General rural commercial services include trucking, well drilling, welding and repairs, fuels and lubricant storage and sales, lumber and building materials, special buildings sales and construction (e.g. silos, steel buildings) and construction and excavation contractors (including drainage).

they require major public services and have a large work force. On the other hand, labour, with farm experience, is more readily available and attracted to rural locations than urban core industrial zones.

General rural commercial services are functionally related to an urban center surrounded by an agricultural perspective. They may not contribute to the aesthetic character or open space appeal that may be one of the desired objectives of the fringe. The location and siting of these activities must, therefore, be carefully controlled with every attempt being made to integrate them with the urban center wherever possible.

Evaluation:

- Supportive (to agricultural uses but in potential conflict with the overall character of the fringe area).

b) Resource Utilization

The range of activities considered within the agricultural services and supplies class are heterogeneous in their land needs, labour requirements and level of potential conflict with other land uses. Some of these activities are land intensive, some require rail and highway access, while others are simple sales or service offices. Many of these businesses require a relatively small labour force and operate essentially from a home base. Others draw their labour requirements of various skills from a wide area. At the "home occupation" level, agri-businesses are compatible with the fringe. However, as the scale of the enterprise increases, so does the likelihood of conflict with other less tolerant land uses.

Evaluation:

Potential conflict with other fringe uses. As a result, careful locational and operational controls are mandatory to avoid adverse impact on surrounding land uses, high quality soil areas or environmentally sensitive areas.

c) Socio-economic Factors

These activities are part of the agricultural environment meeting both its functional and economic needs. In small urban centers, these activities provide benefits that outweigh their costs. In the fringe of a major urban center, these uses probably represent more adverse impacts relative to their functional and economic benefits.

Policy Direction

In urban perspectives that essentially serve an agricultural area, agri-businesses should be permitted with strict regulations. Otherwise, these uses should be restricted.

5.2.9 Institutions

Institutions (such as hospitals, senior citizens homes, colleges and universities) are uses that sometimes seek out locations in a rural setting. The fringe is a generally acceptable location, subject to considerations similar to those applied to non-farm residential (Section 5.2.2).

a) Functional Characteristics

Institutional uses usually serve a large area and, therefore, relate to urban as well as rural areas. As a consequence, they are consistent with the functions of the urban-rural interface. Although they do not always contribute to an open space character, they can easily be blended into it.

Evaluation:

- Neutral.

b) Resource Utilization

These uses do not, in general, have severe environmental or other adverse impacts. Adjacent uses and high quality soil areas can be recognized and avoided through locational controls.

Evaluation:

- Neutral.

c) Socio-economic Factors

Institutions, of the type described, serve the broad community with their benefits outweighing their costs.

Evaluation:

- Supportive.

Policy Direction

Institutions should be encouraged to locate in the fringe.

5.3 SUGGESTED POLICIES AND POLICY AREA DESIGNATIONS

5.3.1 General Fringe Policies

A hypothetical area is presented of an urban-rural fringe (Oiagram 8). The entire urban area, however, must be planned as a whole, with regard to the available land resources suitable for accommodating both urban-oriented rural land uses and the demands of the urban center for low density activities of a rural character. This suggests the first general policy:

POLICY 1 The urban core and the urban-rural fringe serving the needs of the core shall be designated as urban such that both areas will be able to absorb their respective types of development over the next 30 years, based on the best information available.

Initially the fringe will be rural, dominated by farming uses. As the urban core expands, however, more uses will tend to locate in the fringe and conversion of farmland to other uses will occur. In the free market system, this conversion may often be unpredictable. Fringe planning policies should, therefore, designate the time frame for continuance of existing farm operations. Areas of extremely high agricultural value should be given long-range assurance of continued existence as far into the foreseeable future as possible. Lands so designated should be the recipient of agricultural assistance programs such that substantial inducements will exist to actively farm these lands. Conversely, lands in the fringe which are not so designated and may be converted to other uses should not be eligible for agricultural assistance.

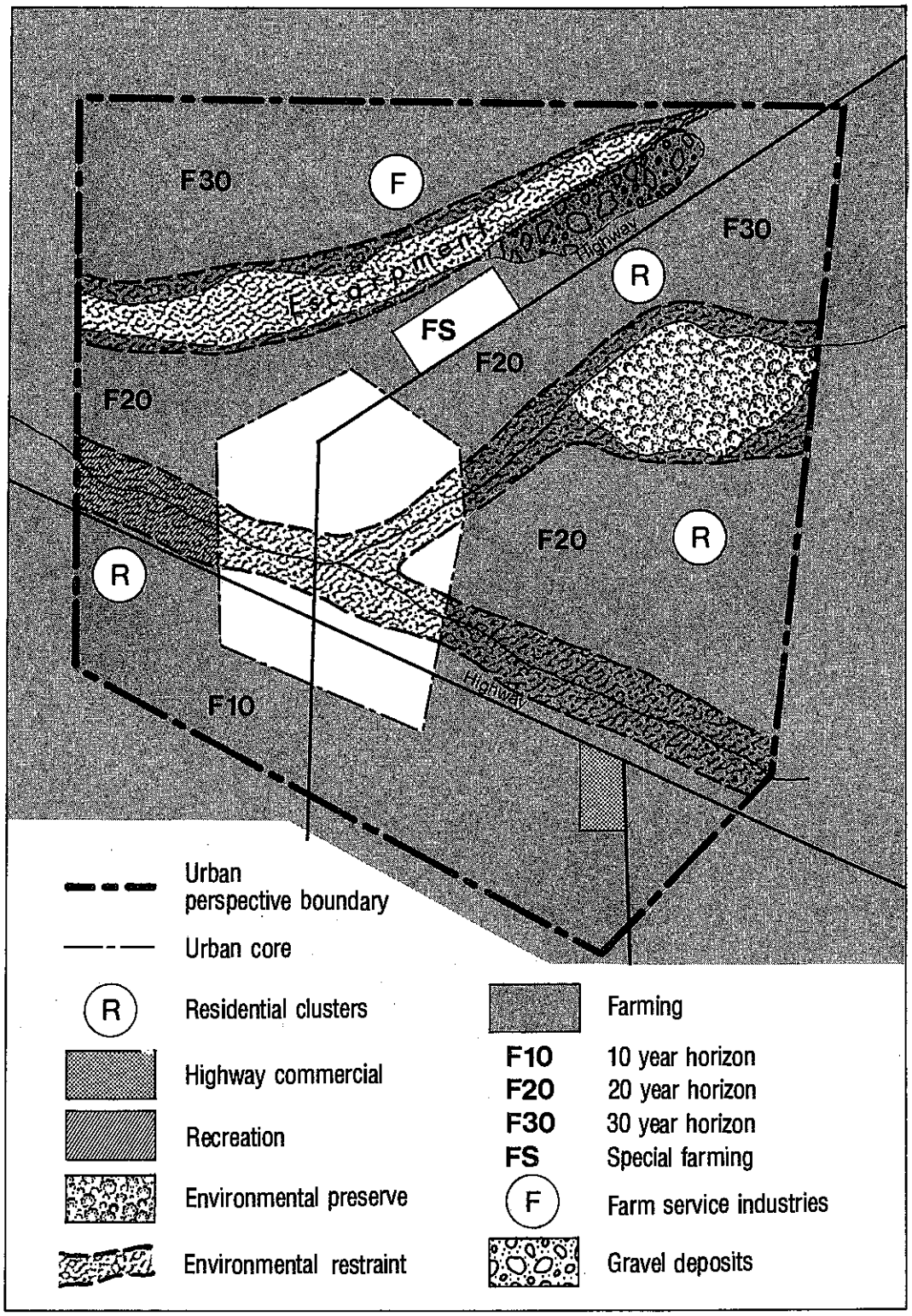


Diagram 8. Policy Areas in an Urban "Perspective"

The principle of long-term certainty must also apply to non-farm uses within the fringe. One of the fundamental precepts of planning is to recognize the appropriate role of each use and to identify their location within the broad objective of optimizing land resources. As an example, if an area in the fringe is designated for low density housing, it should remain in this use until a change is warranted from not only the residential standpoint but also from the standpoint of surrounding uses. In the fringe, more so than in the developed urban core, caution must be exercised to ensure that land use changes do not exceed the capacity of the surrounding, more sensitive, resource-related uses to accommodate the change.

POLICY 2 A minimum time frame for the continuation of farming shall be designated for the fringe.

POLICY 3 Non-farm uses shall be designated with precision for long life expectancy rather than in a transitional or flexible time frame.

POLICY 4 Road frontages in the fringe shall not be converted to strip development. Access off main traffic arteries into the urban center shall be limited, being restricted to well-defined, centralized points. Current residential access restrictions shall be maintained and enforced.

5.3.2 Natural Environment Areas

An important function of the fringe is its open space quality. In addition to environmental restraint and protection areas, safeguards should exist for the protection of scenic areas.

POLICY 1 Scenic areas shall be protected and enhanced by special designations and policies. These designations and supporting policies shall serve to protect woodlots for their scenic quality, scenic vistas and open space links.

POLICY 2 Areas vital to the preservation of scenic quality shall be purchased, in part, by public authority either by fee simple or scenic easement development rights (similar to corresponding legislation in Great Britain).

5.3.3 Recreation Areas

Within the fringe there must be recreation lands available, both in public and private ownership, to provide for recreational requirements lying between the local or neighbourhood level and the county/regional level. Most of these requirements would include provincial parks and recreational areas already identified and protected. Recreation needs at the local level are of the fairly intensive type (such as field activities, water-based activities, cycling). These areas may be under private ownership but could eventually be acquired by local or county/regional governments.[1]

[1] A full public policy for recreation and open space needs should be developed for urban perspective areas using the analytical techniques and policy tools proposed in a current study for the Province of Ontario (J.R. Wright, R.R. Forester, and W.M. Braithwaite, Ministry of Treasury, Economics and Intergovernmental Affairs).

POLICY 1 Areas with a recreational capability of Classes 1 to 4 (C.L.I.) shall be preserved by public ownership for recreational or open space use. Exceptions will exist, depending upon the amount of recreational land available. Certain areas of Classes 3 and 4 land, for example, shall be made available for residential purposes if a surplus does exist.

POLICY 2 Recreation in the fringe shall be predominantly-oriented to public uses. Private cottage development shall be restricted.

5.3.4 Low Density Housing Areas

POLICY 1 Low density housing required by urban and adjacent rural populations shall be encouraged to locate in the fringe.

POLICY 2 The following criteria shall be considered with respect to low density housing.

- As a general policy, low density housing shall be restricted in areas of good agricultural land (Classes 1 and 2, C.L.I.).
- Individual lots shall be suitable for wells and sanitary waste disposal systems. Wells may be individual private systems or municipally operated 'communal' type systems subject to the site and design characteristics of each housing cluster.
- Service roads shall be constructed to a rural standard with gravel or oil-treated surfaces but with no curbs, gutters or sidewalks. Road access directly off major arteries shall not be permitted.

  Housing areas shall be designed in clusters with intervening open space links.
- Development plans shall be prepared for the siting of each cluster to preserve the maximum amount of mature vegetation and to be in harmony with the natural topographic features.

the holding of estate farms, in a partial or non-productive manner, would become a costly, unattractive venture.

Within the fringe, and indeed even in an agricultural perspective, the use of land cannot be regulated to the point of being forced into agricultural production. All that can be achieved is to ensure high quality land areas are kept free of adverse development and inducements are made to stimulate the optimal productivity of land use, in accordance with its capability.

5.3.6 Highway Commercial Areas

POLICY 1 Highway commercial uses shall be restricted to compact designated areas. These areas shall be designed so that through traffic is separated from local traffic using the commercial area. Strict design guidelines shall be developed for control of the visual impacts of the development.

5.3.7 Nuisance Industries

POLICY 1 Industries or any other uses that exhibit severe or adverse environment impacts associated with their operations shall be examined on an individual basis. An environmental assessment evaluation shall be conducted for each application and based on such an analysis, a decision made on restriction or regulation.

POLICY 2 In principle, nuisance industries shall have no adverse effect on the natural environment, shall not be adjacent to a residential area and shall not present an adverse visual impact to major highway uses or area residents.

5.3.8 Farming Areas

The general principles regarding change from farm uses to non-farm uses have already been outlined (Section 3.3.1). In essence, farming areas should not be mere holding zones to be converted to development by application for a re-zoning or an official plan amendment. Other areas should be designated for development such as low density housing and recreation, within which there would be a gradual conversion from the existing farm use to the "developed" use. In some areas, however, there can be no assurance of "permanence", as the approximate life expectancy may be dictated by urban or other, non-farm demands.

POLICY 1 Farming areas shall be given preference on Classes 1 and 2 soils (C.L.I.) similar to considerations given to special farming. These farming areas are intended to be functional parts of the urban perspective area, not simply holding zones. Farming shall thus be given prime sites just as shopping centers are given prime sites for their location.

POLICY 2 Consistent with identifying prime farm sites for urban-rural fringe farming areas, protection from property taxation influenced by non-farm considerations shall be given. The property tax payable each year shall reflect the flow of agricultural income annually in that particular farm use. Assessment shall be at value for farm use, with no other use values considered. For areas designated less than a ten-year commitment to farming, a second assessment shall consider full "market value", but the tax difference from the farm value assessment shall be deferred until development is permitted and the land use designation removed.

POLICY 3 Farming operations near areas used for housing shall be restricted in order to be compatible with these developments. An urban viewpoint dominates in the urban perspective area and hence restrictions are needed. The main concern is to limit livestock and poultry production, unless facilities are designed to prevent abnoxious odours. Other farm operations which offer some inconvenience to the urban center shall be limited (such as spraying by aircraft). Night machinery and other noisy operations shall also be restricted in close proximity to housing areas. Maintenance standards shall be required, particularly with respect to fences, weed control and derelict buildings and equipment.

POLICY 4 Fringe areas with permanent farming designations, or with a commitment for more than twenty years, shall be purchased outright by the local or Provincial Government (as has been done by the Province in North Pickering and the Townsend new town site). The aim shall be to attract or to develop over a period of years a group of farmers whose production and personal interests were focused on the kinds of farming which are in sympathy with, and complementary to, urban needs and the environment.

POLICY 5 If certain areas near an urban center have special soils or special crops already in production, " special farming" areas shall be designated. Designation of special farming areas shall be regarded as fixed for the foreseeable future. Adjacent areas shall be planned to minimize adverse environmental impacts.

POLICY 6 Urban centers that mainly serve the surrounding agricultural area shall be planned to receive agri-business uses. The location of most of these uses, however, shall be kept away from land uses with which there is an

incompatibility from an operational or environmental viewpoint. The locational criteria for agri-businesses shall be:

- near the outer edges of the fringe that lies adjacent to the agricultural perspective,
- in a long-term farming area (20 to 30 year time period),
- at least 2,000 feet away from any non-farm or estate housing clusters,
- near a paved road,

  designated in clusters,
- in areas where no water and sewage servicing beyond immediate demands is contemplated and
- in areas which do not exhibit a high agricultural capability (Classes 1 and 2, C.L.I.) or a high recreation capability (Classes 1 to 4, C.L.I.).

5.3.9 Sand and Gravel Resource Areas

POLICY 1 Sand and gravel deposits and other vital resources shall be designated for future extraction.

POLICY 2 New land uses shall be planned around these areas so as to avoid environmental conflicts. These uses shall be compatible in the short-term with the extractive operation and, in the long-term, with the rehabilitation plans for the extractive site.

5.4 CONCLUSIONS

The urban-rural fringe policies proposed in this chapter provide a strategy for rural lands adjacent to centers quite different from traditional approaches. The basic

difference is the concept of the rural land resource. Urban growth, and its resultant land use requirements, are not directly related to rural lands, the natural environment or to agriculture and its particular needs. Rather, urban requirements are identified and provided for within a spatial and policy framework developed out of the relationships amongst different (and essentially urban) land uses. These relationships provide the rationale for the provision of services and the extension of the urban community.

The requirements of agricultural lands are in contrast to current urban-oriented policies which provide no finite constraints or explicit limits to the development and spatial extent of large urban centers. Existing agricultural land use policies have often failed because the urban center has no observable or precise limits. Instead, urban centers are allowed to extend indiscriminately into the countryside, with little differentiation being made between agricultural and rural lands. 'Centripetal', or inward forces, from the countryside into the urban center does not occur as development continues as an overwhelmingly 'centrifugal' or outward moving force from the urban core.

The suggested perspective policies for the fringe can provide a firm basis by which these land use pressures can be effectively controlled. The boundary between an urban perspective area and an agricultural perspective area (or other adjacent perspectives) should be an actual line. This "policy" line should provide space and time on both sides within which the complex nature

of urban growth can be shaped and matured. At the same time, and in conjunction with the support policies, a rational use of the land for productive purposes can be achieved.

The proposed land use designations and policies for the urban-rural fringe are presented only in general terms. The central principles must be applied to each urban center, as an individual case, and the details designed to suit specific economic and physical circumstances. The urban center's rural land uses requirements must be identified, analyzed and forecasted. All of this must be related to the natural resources base. The policies adopted should recognize the valid needs of the urban center for both rural lands and related uses. This should be undertaken in a systematic way, balanced with the fundamental objectives of respecting the environment and natural resources of the urban-rural fringe.

6.1 THE AGRICULTURE PERSPECTIVE

It is evident to anyone living in Huron County, or to anyone who has studied the County, that it is an agricultural area. All of the information collected and analyzed to date further confirms that the dominant perspective for the County should be agriculture. For example:

a) Land Capability

Eighty-nine percent of the County's land resource base exhibits (C.L.I.) Classes 1 and 2 capability for agriculture. Only a few large areas exist where organic and poorer soils are concentrated. ("Soil Capability for Agriculture" and "Soil Capability Class Distribution by Township", Appendix II; Technical Report 1).

b) Existing Land Use

Eighty-eight percent of the County is in active farmland ("Improved and Unimproved Farmland, 1971", Appendix II; Technical Report 3).

c) Economic Viability

The economic base of the County is heavily dependent upon agriculture and agricultural operations are highly competitive with operations in other areas of the Province. The returns to farming in the County are relatively high on the average with farmers showing successful adjustment to changing markets and new technologies. A substantial portion of the County's gross farm income is derived from agricultural activities which the region is generally increasing its share of provincial output (Technical Report 3).

d) Socio-economic Factors

Historically, the County has been an agricultural area for one hundred years and, as a consequence, this way of life, together with all the ensuing socio-economic implications, is the overriding characteristic of residents of the County. Only in the case of the lake-shore and seasonal resident are significant exceptions to this characteristic evident (Distribution of Rural Farm and Rural Non-farm Population, 1971" and "Population Distribution, 1971", Appendix II; Technical Report 3 and Technical Report 5).

In light of the above, our perspective designation for Huron County is "agriculture". Areas of the County for which a different perspective can be justified, however, should be removed from this perspective designation.

6.2 URBAN PERSPECTIVE AREAS

The first obvious and necessary deletions from the agricultural perspective are the urban areas. As stated earlier (Section 2.9), urban perspective status should be considered only if the area, in question:

- performs or is planned to perform a central place function and is currently of a minimum population size;
- is growing, maintaining its size or is designated as a future growth center and
- has, or is planned to have, a community water supply and sewerage system that can accommodate future growth.

Only five centers in Huron County approach these criteria, namely Goderich, Exeter, Clinton, Wingham and Seaforth. All of these centers (with the possible exception of Goderich which appears capable of accommodating significant additional growth) are experiencing problems with their present sewerage systems. Installations of new, or expanded, systems are limited due to the limited capacities of receiving streams to assimilate sewage effluent.

Of the five centers, only Goderich and Exeter have shown consistent growth trends in the last decade (1961 to 1971) with the increasing size and functions of Goderich enabling it to approach the role of a sub-regional center. The remaining centers do not extend beyond the role of full convenience centers. When compared with larger centers of the Province, none of the urban centers exhibit any significant fringe development problems.

Analysis of the five major urban centers of Huron County is summarized in Table 2. These centers should have an urban perspective designation in order to facilitate their orderly development and to protect the surrounding agricultural areas.

To illustrate the perspective methodology, it is assumed that Goderich will accelerate its growth to become a strong regional sub-center by doubling its size during the planning period of the perspective

Table 2. Analysis of 5 Major Urban Centers in Huron County

		GOOERICH	EXETER	CLINTON	WINGHAM	SEAFORTH
PRESENT	Population (1971)	6813	3354	3154	2913	2134
	Growth (1961-71)	+6.3%	+10.1%	-9.6%	-0.3%	-5.4%
	Function	Approaching Sub-regional Center	Full Convenience Center	Convenience Center	Convenience Center	Convenience Center
	Servicing (Water and Sewerage)	Limitations with present system. Potential for new system.	Limitations with present system. Limitations for new systems.	Limitations with present system. Limitations for new systems.	Limitations with present system. Limitations for new systems.	Limitations with present system. Limitations for new systems.
	Classification	Type 5	Type 5	Partially Type 5	Partially Type 5	Partially Type 5
LONG RANGE	Population	10-15,000	5,000	3-6,000	3-6,000	3-4,000
	Growth	Accelerated growth rate	Maintain growth rate	Stabilize & begin slow increase	Stabilize & begin slow increase	Stabilize & begin slow increase
	Function	Sub-regional Center	Full Convenience	Full Convenience	Full Convenience	Full Convenience
	Servicing	New system	Major improvement to existing system	Major improvement to existing system	Major improvement to existing system	Major improvement to existing system
	Classification	Type 4 Urban Type "B" slow growth no fringe	Type 5 Urban Type "B" slow growth no fringe	Type 5 Urban Type "B" slow growth no fringe	Type 5 Urban Type "B" slow growth no fringe	Type 5 Urban Type "B" slow growth no fringe

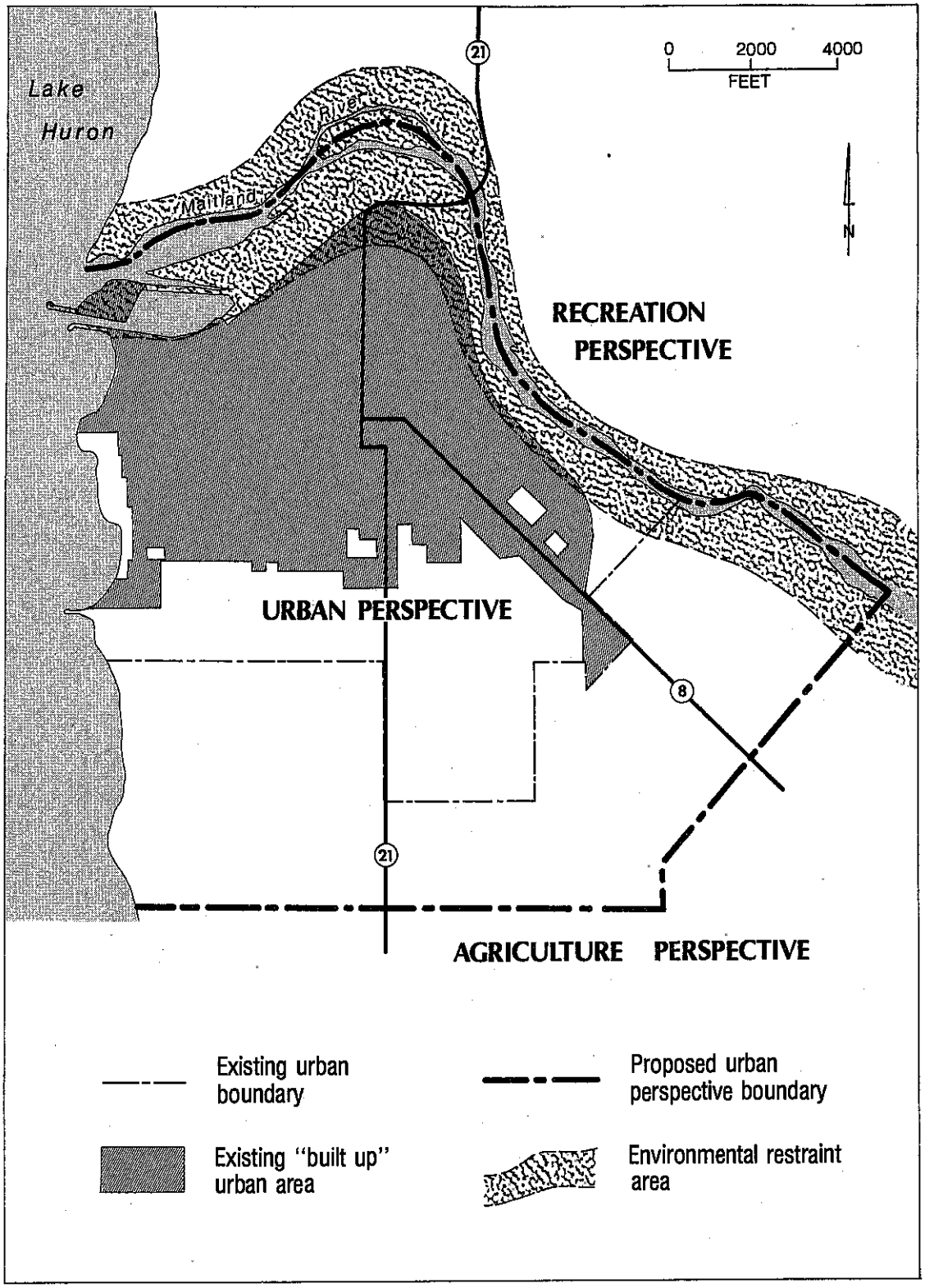
(+25 years).[1] The remaining four centers are also assumed to approach a doubling in population size during the planning period. This would appear to be the ultimate limit for these centers due to the existing constraints of providing adequate sewage treatment. All centers are Type "B", without a designated fringe area. These and other assumptions are also summarized in Table 2.

Delineation of the urban core involves detailed study of each center based on the criteria previously developed (Section 2.9). To do this adequately is beyond the scope of this study. The following suggestions are made based on available county-wide information, official plan background studies and our own research and observations of these centers.

a) Goderich

The present built-up area of Goderich is approximately three square miles (Map 2). The designated urban perspective should allow for a doubling of the town's population. If the same density is approximately maintained, the urban area would embrace five square miles assuming a density of approximately four persons per acre (by comparison Metro Toronto exhibits a density of ten persons per acre). From a servicing and physical planning standpoint, it is advantageous for the town to

[1]It must be borne in mind that the perspective designations are different from traditional official plan projections. The perspective has a longer time horizon and its area includes a buffer zone that should remain as open space.



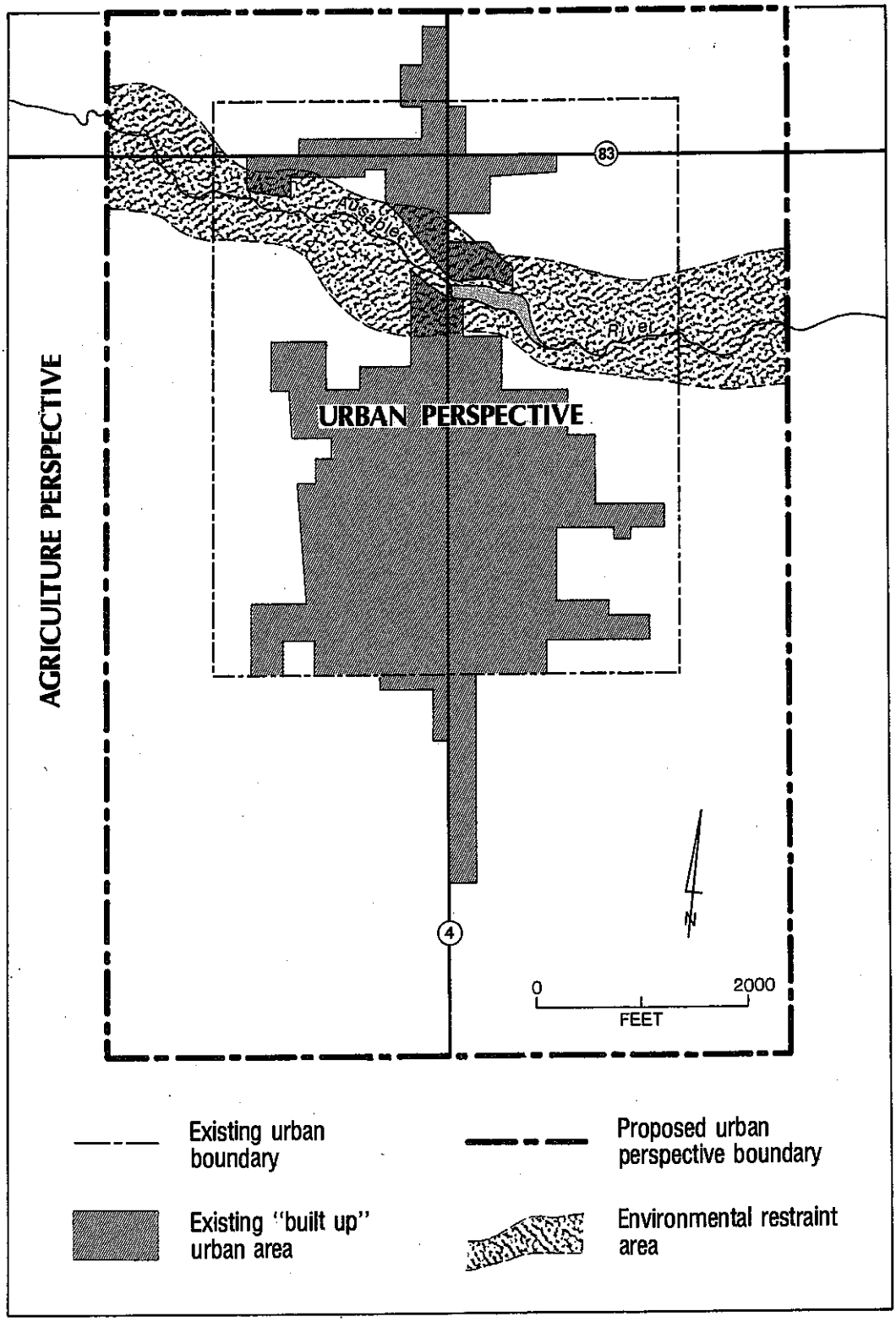
Map 2. Goderich Urban "Perspective"

expand in a southerly direction away from the Maitland River watershed. This is also desired from an environmental viewpoint.

Assuming, therefore, that any major expansion takes place between the lakeshore and west of Highway #8, the urban perspective boundary (including a 2,000-foot buffer zone) should extend approximately one-half mile south of the present town limits. On the north, the boundary should remain as is, since this area is not advantageous for urban development and should be part of a recreation perspective. An environmental restraint area should be designated to safeguard the valley of the Maitland River.

b) Exeter

The present area of Exeter approaches two square miles (Map 3). Taking into account the same considerations applied in Goderich, the future urban area should be approximately four square miles. Exeter is divided by the Ausable River, with its commercial core and most of its residential areas located south of the river. Expansion of the town would appear to be naturally oriented in this direction. As is the case with Goderich, this expansion would impact onto good agricultural land; however, there is no feasible alternative if significant growth for Exeter is to be encouraged. The perspective boundaries would extend approximately three quarters of a mile south and one quarter of a mile east, west and north of the present town boundary. Again, a major area of environmental constraint should be imposed to protect the valley of the Ausable River.



Map 3. Exeter Urban "Perspective"

c) Clinton

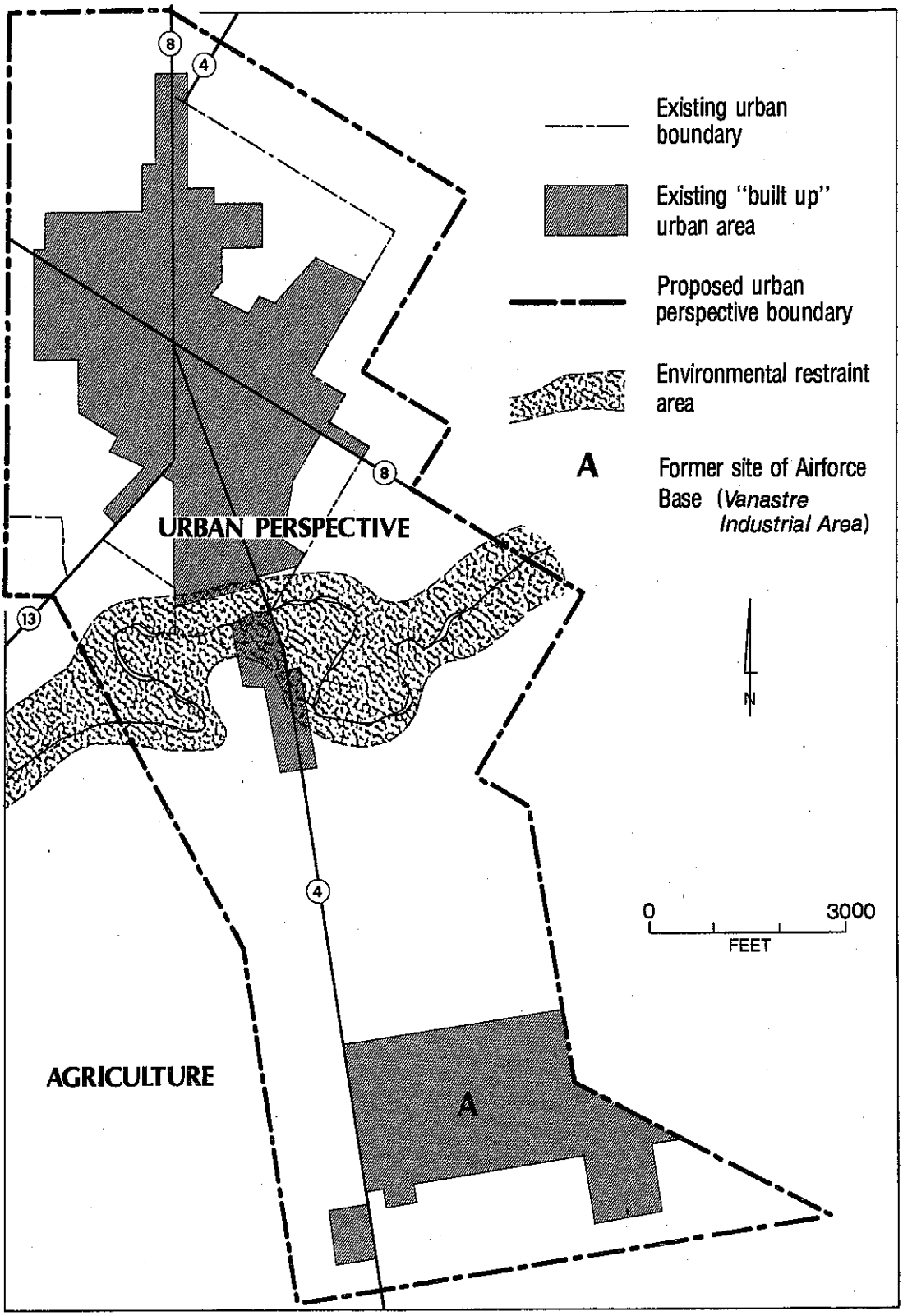
Clinton's area requirements are similar to those of Exeter with the exception that Clinton's urban pattern and environmental constraints are more complex (Map 4). Its commercial core area is located at the intersection of four major roads. A major extension southward along Highway #4 to incorporate the former air force base would be advantageous from the point of view of urban structure. It may, however, adversely impact the Bayfield watershed and present servicing problems. Extensions along Highway #8 would similarly impact the Bayfield watershed.[1] Notwithstanding this, a southerly extension to embrace the former air force base is considered justified.

The urban perspective delineation should also include an extension of the urban area northwest along Highway #8 (approximately one half mile) and a rationalizing of boundaries to the north. The southern boundary, on Highways #4 and #8, should be protected by environmental constraint policies.

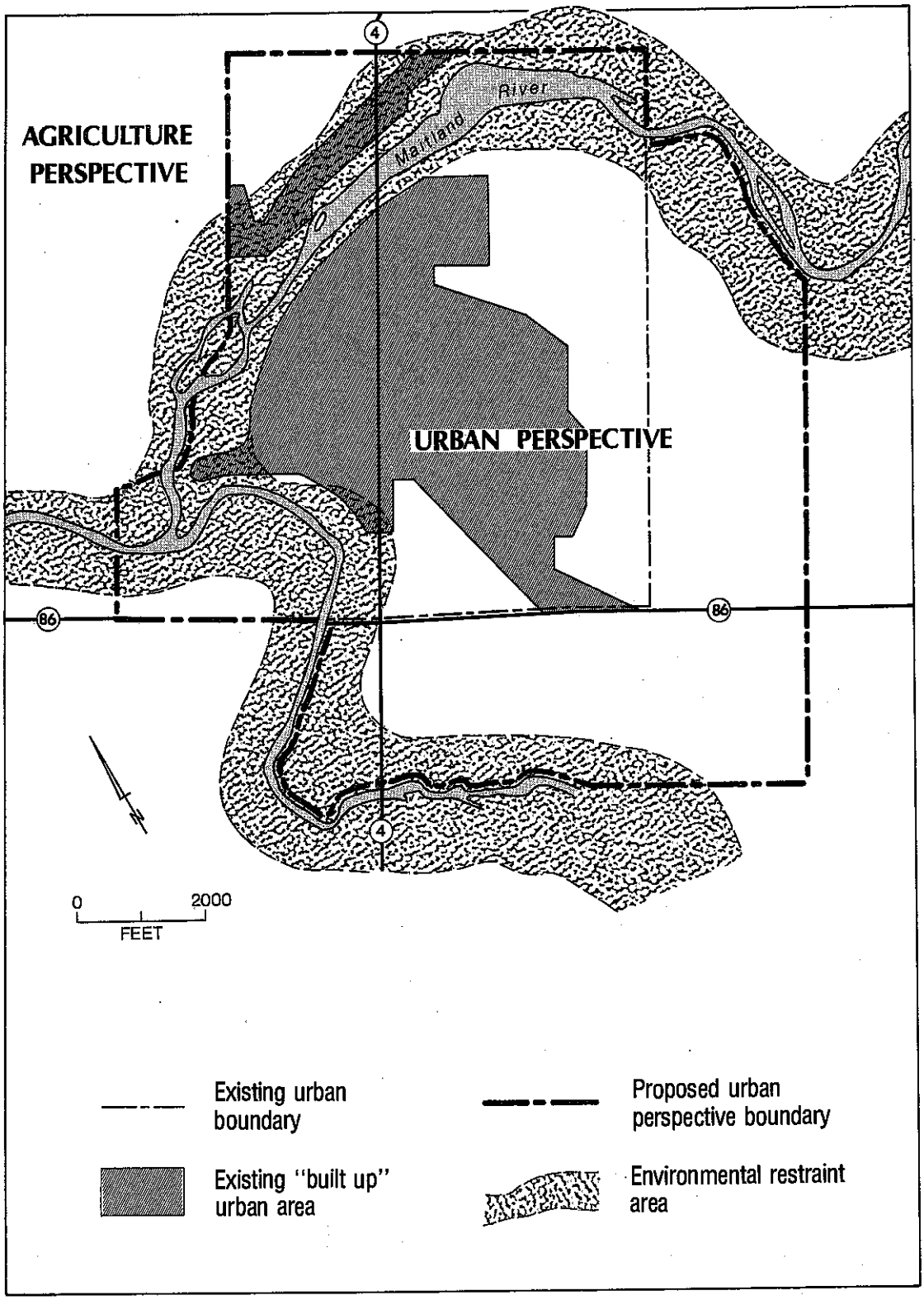
d) Wingham

Located at the confluence of two branches of the Maitland River, Wingham is faced with significant environmental and servicing constraints to development (Map 5). The area most affected should be examined in much greater detail than is possible here. At our level of overview, it appears that the area best

[1]These are potential problems which only careful study can resolve.



Map 4. Clinton Urban "Perspective"



Map 5. Wingham Urban "Perspective"

suited for expansion is the plateau east of the confluence, thereby respecting the environmental constraints imposed by the river. Since Wingham's area requirements are less than those for the previous two towns, a one quarter mile extension will be sufficient to encompass the perspective area.

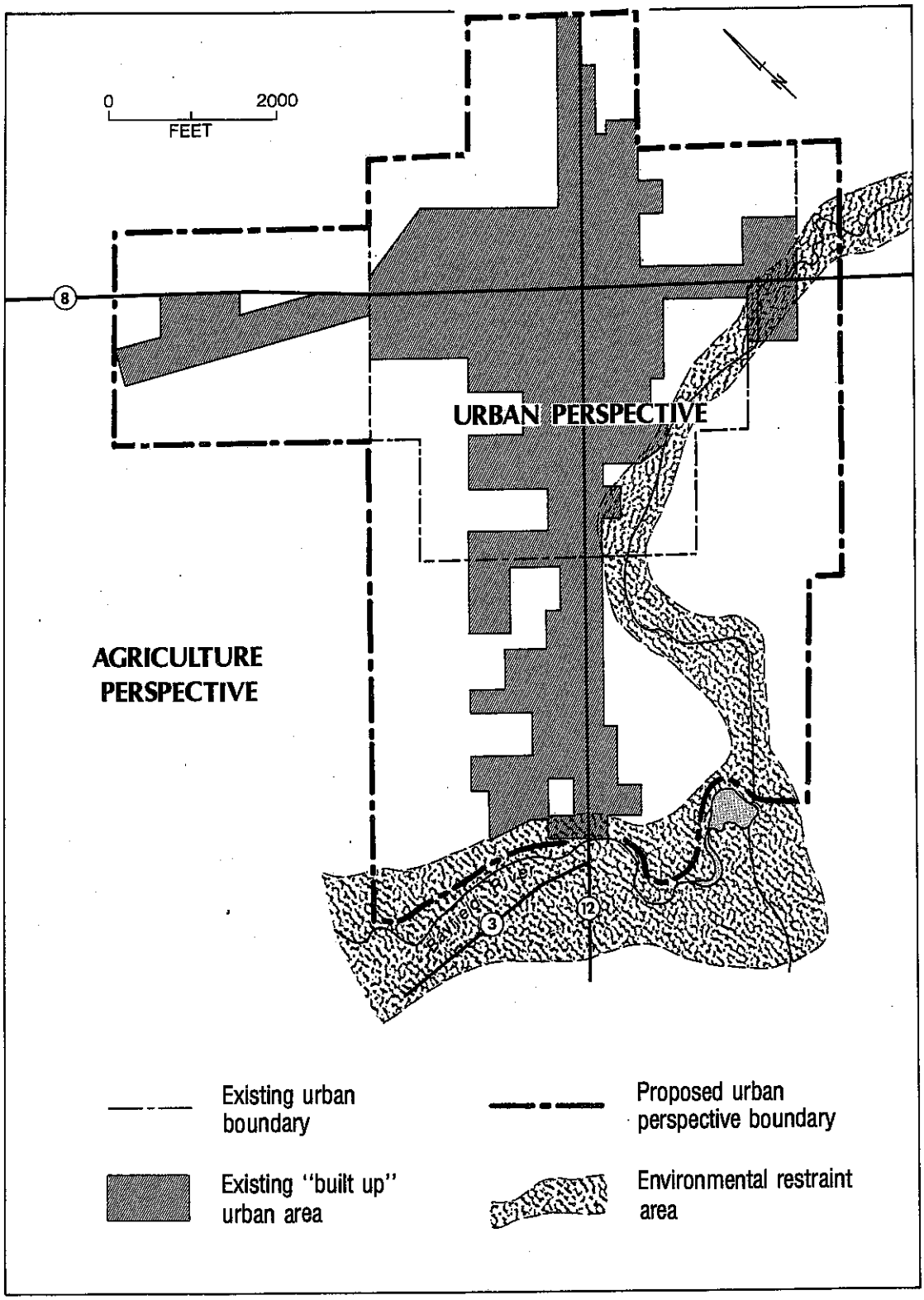
e) Seaforth

The smallest of the urban centers of the County, Seaforth has developed a major axis perpendicular to Highway #8 (Map 6). To accommodate and provide an area for growth consistent with its urban perspective designation, it is only necessary to round out and provide depth to the linear development form. A one quarter to one half mile extension on either side of the axis would provide sufficient space for Seaforth's future land use requirements. It is highly desirable, however, to include the hamlet of Harporey within the urban perspective.

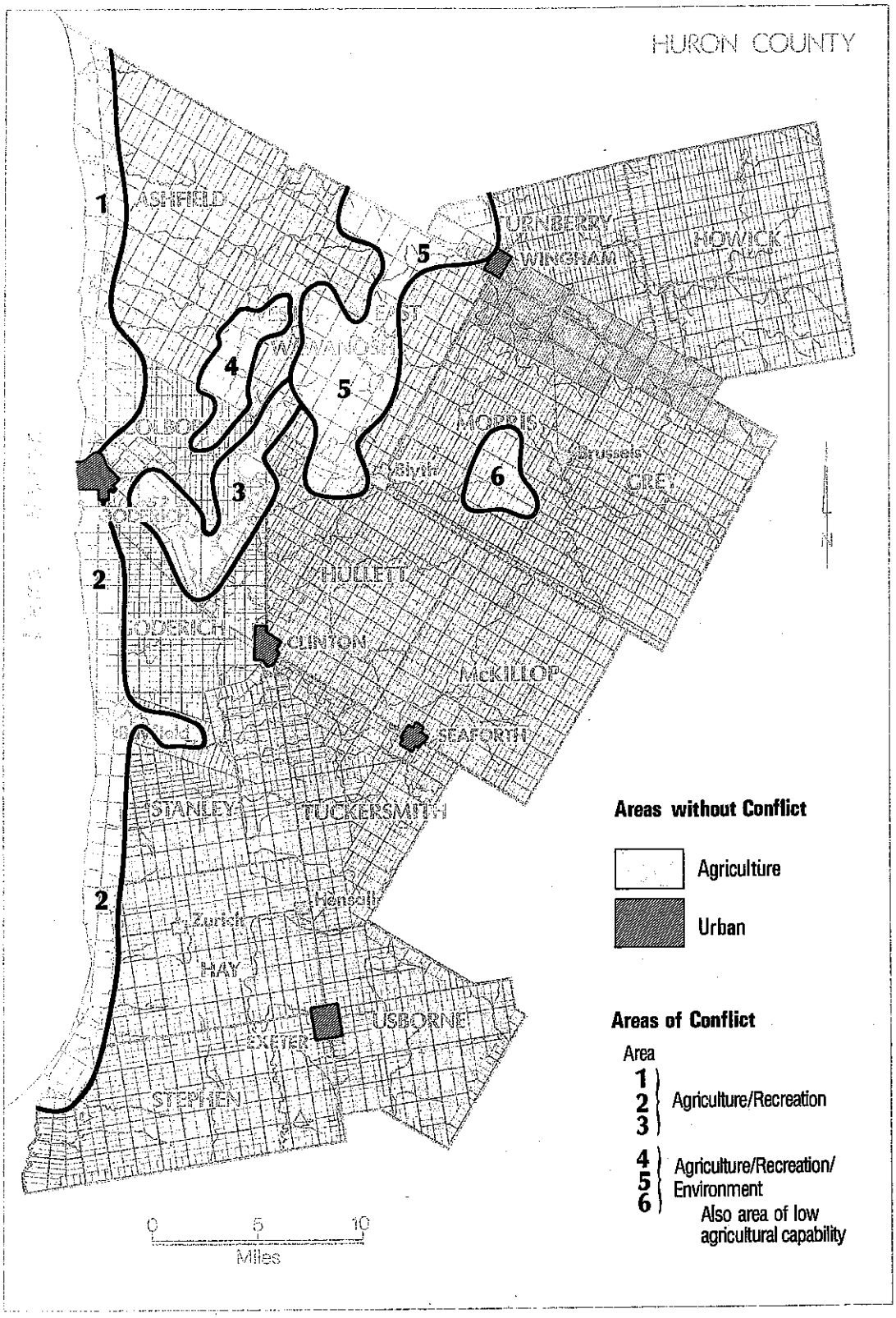
The urban perspective delineations of the five centers are generalized on Map 7. They represent the first deletions from the agricultural perspective and thereby indicate areas where urban-oriented land use policies would dominate.

6.3 RECREATION PERSPECTIVE AREAS

The second deletion from the agricultural perspective of Huron County would be recreation. In the County, good recreation land is relatively scarce, yet all of the criteria for a recreation perspective indicates



Map 6. Seaforth Urban "Perspective"



Map 7. Potential "Perspective" Areas

policy, we take the presumed viewpoint of the County, since it is the County that undertakes the initial perspective designations. The recreation perspective has, therefore, been reserved for the portions of the lakeshore (and some areas away from the shore) where one or more of the following conditions exist:

- significant sections of the shoreline (one mile or more) with a (C.L.I.) recreation capability rating of Classes 1, 2 or 3;
- where a river valley or some other recreation resource of (C.L.I.) recreation capability Classes 1 to 4 extends the recreation potential further inland and
- where there is an existing or proposed recreation use other than seasonal residential.

Using information on recreation capability, woodlots ("Land Capability for Recreation" and "Existing Woodlots", Appendix II; C.L.I.) and land use, three areas have been identified and delineated for recreation perspective designations (Map 9).

a) Stephen Township Shore

This area, in the northwest corner of Stephen Township, is a candidate for a recreation perspective based on the following considerations:

- one mile of its shoreline has a (C.L.I.) recreation capability class rating of one;
- within the area is located a golf course, a major forested area (as well as several conservation authority forests) and a small airport suitable for pleasure craft and
- it borders on the Ausable River and the Grand Bend recreation area.

The delineation of the perspective area follows concession road allowances and township lot lines.

b) Bayfield Area

This area, focused on a recreation-oriented settlement on the lakeshore, includes a number of resources which make it a potential recreation perspective area:

- one mile of shoreline having a (C.L.I.) recreation capability class rating of one;
- the Bayfield River which extends into the hinterland and which is a major scenic feature;
- the village of Bayfield being both a tourist attraction and service center. The village has a strong urban form and many historic buildings. It also has well developed marina facilities and services for pleasure craft;
- several campgrounds and a golf course located north of the village and
- a major forest area covering the Bayfield valley and extending north along Highway #21.

The major consideration here is whether the recreation perspective should extend into the County along the Bayfield valley. We believe this resource should be earmarked for recreation because of its relationship to the village of Bayfield and to recreation activities associated with the river. The type of recreation that would be allowed in this area should, of course, be rigidly controlled. Non-intensive recreation activities such as hiking trails and nature study would be an excellent counterbalance to the relatively commercial and intensive recreation activity at the water's edge.

c) Goderich Area

Situated on the Maitland River and adjacent to the major town of the County is a potential recreation

perspective area. This area is envisaged more as a recreation amenity for Goderich and residents of the County than as a resource for the region. The reasons for this area being suggested as a recreation perspective are:

- the lower part of the Maitland River, and its estuary, is a highly scenic area (C.L.I. Class 3 and Class 4) containing a waterfall, a conservation area, heavily forested slopes and a recently developed recreation facility in the hamlet of Benmiller;
- two stretches of high capability shoreline (C.L.I. Class 3), an airport and a provincial park and
- the town of Goderich being both a tourist attraction and service center. Goderich has a unique urban form, historic buildings, a large natural habour and numerous points of scenic interest. Even more so than in Bayfield, the Maitland valley provides a superb natural setting to the urban environment.

As in the case of Bayfield, justification exists for extending the recreation perspective area inland.

In addition to the three above areas, two areas (one at St. Joseph and the other at Pt. Albert) might be considered as potential candidates for a recreation perspective. Both areas have a high capability shoreline and supporting recreational uses. These areas, however, are much smaller in size and are not considered to have the recreation potential of the previously described areas. We believe they should remain within the agricultural perspective but with specific recreation land use designations.

The designation of the three areas should ensure that the County and regional needs for recreation will be satisfied over the planning period. At the same time, a disruption to the farm community should be minimized. Even within a recreation perspective, it should be possible to continue farming operations well into the future. On the other hand, limited recreation uses should be permitted within the shoreline area designated as an agricultural perspective.

6.4 OTHER PERSPECTIVE AREAS

In addition to the urban and recreation perspective areas identified, there are several areas that should be resolved in terms of the perspective methodology. Area 1, Area 2 and part of Area 3 (Map 7) have been previously dealt with. The remaining areas of the Maitland River valley have not been evaluated.

The middle reaches of the Maitland River are scenic, with a (C.L.I.) recreation capability rating of Class 5. Designation of this part of the river as a recreation perspective would, in our opinion, bring potential conflicts deep into the agricultural hinterland. Accordingly, this part of the river should remain in the agricultural perspective with environmental restraint policies developed to preserve its scenic character.

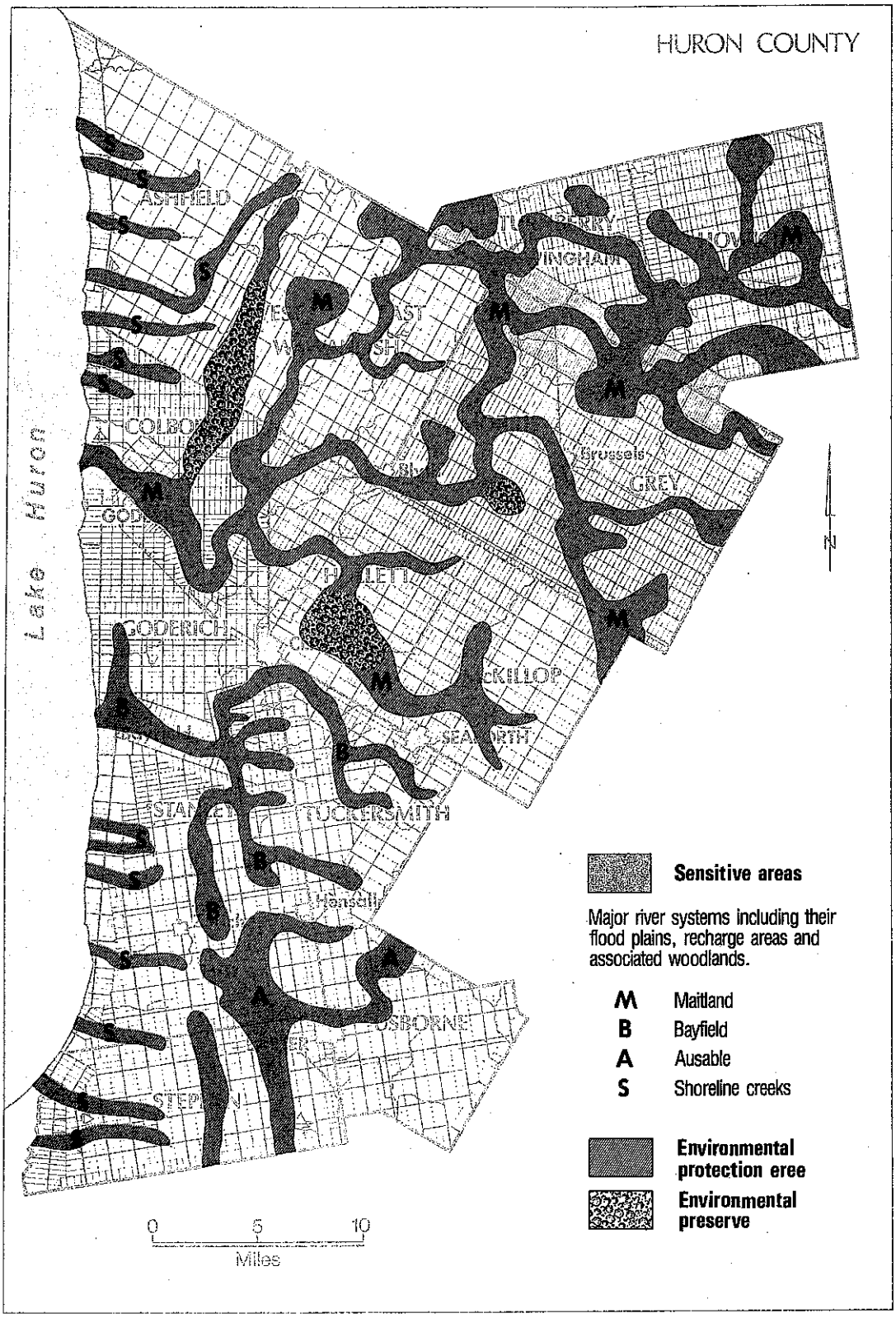
Areas 4, 5 and 6 (Map 7) have similar characteristics. All of these areas have some recreation potential ("Land Capability for Recreation", Appendix II) and most are part of natural environmental systems and are sensitive to change. In addition, all are characterized

by low agricultural capability ("Soil Capability for Agriculture", Appendix II) representing areas for recreation where even other non-farm uses could be introduced. Because of the prevailing desire to support agriculture, however, it is considered wise to keep these areas in the agricultural perspective. "Environmental preserves" and "restraint policies" should ensure preservation of their environmental sensitivities. Smaller areas of poor agricultural soil, that are not environmentally sensitive, could be used to cluster non-farm housing or other non-farm uses (Section 3.2).

6.5 NATURE PRESERVES AND ENVIRONMENTAL PROTECTION AREAS

As discussed in Chapter 2, an area that is highly sensitive and valuable from a natural environmental viewpoint, needs to be protected by public land ownership. A few of these areas within the County have already been designated by the County and the Province, including the Hullett Swamp and the county forests. Based on this study, the "Saratoga Swamp" should also be given the status of a nature preserve.

In addition to the nature preserves, environmental protection areas should be delineated where restraining land use policies are to be applied (Map 8). These areas should include the major river systems, floodplains, recharge areas and associated woodlands ("Geological Resources", "Land Capability for Wildlife", "Surface Water System", "Land Capability for Forestry", Appendix II). Identifying these areas is the final modification to the dominant agricultural perspective.



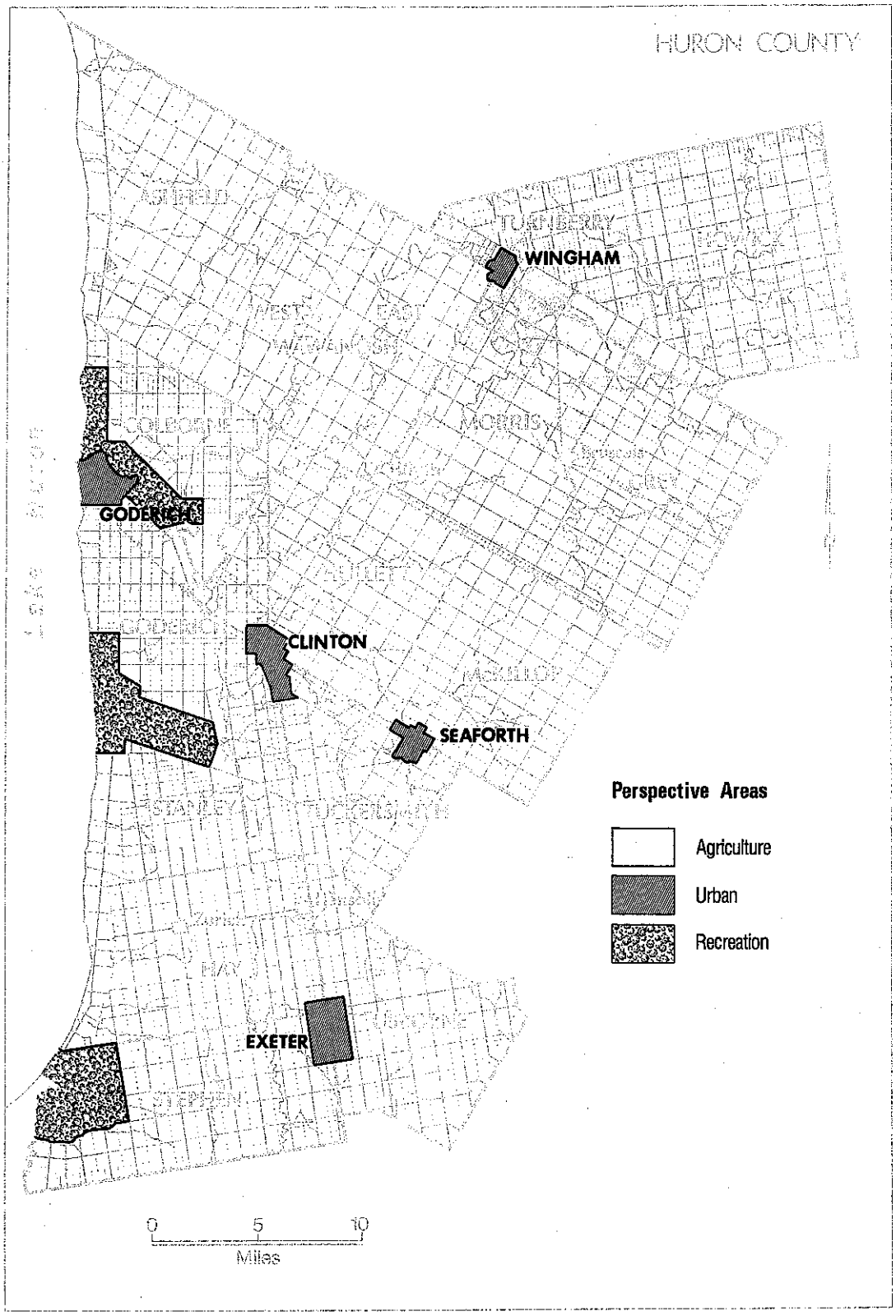
Map 8. Environmentally Sensitive Areas.

6.6 SUMMARY

Our delineations of perspectives for Huron County are illustrated on Map 9. It must be emphasized that this initial designation is only a beginning and that ensuing public debate and citizen participation could, and probably would, modify the final (or adopted) delineations.

The delineations result in approximately ninety percent of the County being designated an agricultural perspective. As described in previous chapters, this is not meant to imply that only farming should occur in these areas. Likewise, it does not mean that farming should be excluded from the recreation perspectives or outer edges of the urban perspectives. What it does mean is there will be different policies for non-farm residential development, the severance of land, agri-businesses, estate residential, recreation and other uses within each of these delineated areas.

The next step in this planning process would be to examine each perspective area and delineate specific policy areas and land use designations for incorporation into official and secondary plans. These must be based on detailed knowledge of local conditions including areas in active farming, agri-businesses, non-farm residential development, service centers, resource extraction areas and other uses of the land. Also required are analyses of environmentally sensitive areas, micro-hydrology systems, woodlots, recharge aquifers, wildlife habitats, and natural terrain. Areas of mineral resource potential must be identified as well.



Map 9. Suggested "Perspective" Designations.

The level of detail required is clearly beyond the scope of this study. Moreover, in implementing the perspective methodology, this responsibility would, we suggest, rest with the area municipalities and be equivalent to the preparation of secondary plans.[1] A secondary plan for Grey Township in Huron County has already been developed with this type of approach. While the terminology and some of the detail varies somewhat from this study, the plan is a good example of perspective planning at the local level.

[1]The type of policy area designations and accompanying policies that would result for hypothetical areas has been undertaken in previous chapters.

SUMMARY AND CONCLUSIONS 7

The "perspective" methodology developed in this study is essentially a long-range rural development priority explicitly stated and endorsed by both provincial and lower levels of government. The methodology is designed to be implemented at the county/regional level within existing legislative and planning processes. Thus, the methodology provides an evaluation framework within which public policy, at all levels of government, affecting rural areas can be formulated and co-ordinated. In light of present realities, it is incumbent on the Province to assume a major co-ordinating role with respect to federal policies and programs and the perspectives designated for a particular county/region.

7.1 THE PERSPECTIVE METHODOLOGY AND U.D.I.R.A.

The provincial U.D.I.R.A. policies (and their subsequent refinements and elaborations) which led to the decision to undertake this study, have been based on what can only be described as an extremely broad and generalized development strategy for rural lands throughout the Province. Because of their general nature, these policies when applied are insensitive to regional differences

in priorities for resource utilization and resource optimization. Rather, rural lands are, with few exceptions, regarded as a uniform area oriented essentially towards the development and maintenance of a viable agricultural economy--an orientation which became nurtured and fostered at the expense of all non-farm, non-resource related development.

By attempting to influence, in a restrictive sense, the influx of all non-farm, non-resource related development in rural areas, the U.D.I.R.A. policies do so without an explicit policy direction on the optimum use of the land resource. Thus, instead of approaching rural development from a positive viewpoint, the approach is restrictive, i.e. focusing on the limitation of non-farm related development as opposed to positive steps to strengthen, or altering along more desired lines, the existing resource base. Furthermore, in their rigid application, the policies fail to achieve the range of distinction which exists between those activities which relate to the resource base and those which do not.

From their inception in 1966 the U.D.I.R.A. policies, and provincial planning, have undergone an encouraging evolutionary process which, nevertheless, is still faced with the same fundamental weaknesses, i.e. a lack of motivation or willingness to implement, in a consistent and effective way, regional planning strategies. As originally expressed, the central thrust of the policies are to direct all year-round non-farm related residential development to urban areas where a full complement of community services are available

and a well-equipped administrative capability exists to cope with such growth (Appendix V). Exceptions are made with regard to estate residential development, "in-filling" or "fill-in" types of development and developments which are provided for in an official plan.

Since 1966, the evolution of the U.D.I.R.A. policies, and provincial policies and programs which have a bearing on this study, resulted or led to the following general sequence of events:

- design for development alternatives (or regional development strategies) embracing large rural areas but never implemented consistently or effectively;
- the formulation of provincial guidelines on land severances and estate residential development in rural areas and their subsequent incorporation into many official plans and implementing zoning by-laws affecting rural planning areas;
- a uniform application of the policies (and their subsequent refinements and elaborations) to eventually include all forms of non-farm, non-resource related development in rural areas across the Province, without due regard or distinction made between urbanizing and stable or declining rural areas. Whether the policies were being implemented by the Province, the municipalities or their agencies (in particular, land division committees and committees of adjustment), they were seldom applied consistently, being more often used indiscriminately as convenience warranted, and otherwise disregarded or ignored;
- subdivision control being placed over the entire Province;

- plans of subdivisions becoming identified with orderly, preferred residential development and land severances with random, haphazard residential development;

- establishment of regional governments, restructured counties and county planning boards with specific planning responsibilities for large rural areas;

- primary responsibility for interpretation and implementation of broadly based provincial consent guidelines being vested in land division committees and committees of adjustment with limited or non-existent professional staff assistance and with jurisdiction for only specific areas of the Province and

- provincial pressure on counties/regions to adopt interim severance policies in the absence of more comprehensive official plan policies.

A legislative basis for full-fledged provincial-county/region-municipal planning, with an implied commitment to broad resource management, first emerged as recently as mid-1973 with the passage of The Ontario Planning and Development Act. A primary purpose of this legislation was to give effect to the responsibilities being assumed by the Province in taking the lead in regional and resource development planning. By providing a vehicle through which provincial and municipal governments could co-operate in conducting and implementing regional planning studies, The Ontario Planning and Development Act could be utilized as a means of introducing the perspective approach to planning. A major concern which municipalities would invariably have about relying on this legislation for the introduction of the perspective methodology, is the

extent to which the Act gives the initiative and leadership in the provincial-county/region-municipal planning process to the Province. One obvious advantage of such initiative, however, is the presumed strength of the provincial commitment that would emerge and the expected long-term stability of all subsequent provincial planning decisions taken in this framework. Such long-term stability is consistent with the notion of perspectives as a commitment to rural and resource development, in a particular area, well into the foreseeable future.

Thus far, the state of rural planning in the Province has not reached the point where the broad philosophical goals of official plans for the optimal use of agricultural lands, woodlands or shorelands are effectively realized. The traditional implementing tools, i.e. zoning by-laws and land severances, have not been capable of dealing directly with the resource use. Whether the zoning by-law can fully respond to the challenge of countryside planning is extremely doubtful. A critical conclusion of this study is in the absence of broader, more effective implementing tools, zoning by-laws (where they are in effect) and severance policies (and the interpretative function performed by land division committees and committees of adjustment) have become the "real-life", recognized instruments of rural land use planning in the Province.

For many reasons this has been an unfortunate development. Resource management strategies on an area-wide basis have generally not existed up to the

present time which could provide for the effective direction for implementation of land severance policies. Thus, current provincial initiatives in the formulation of county/region severance policies run the risk of a continuation of this "headless horse" approach to rural areas. Land division committees and committees of adjustment are rarely, if ever, equipped to fully evaluate the consequences of their decisions and the planning function inherent over time in the decision-making process of these bodies, is not clearly visible. The review mechanism through appeals is not only fragmented and time-consuming, but is also inconsistent with the philosophy of long-range planning. The action of "granted or not granted" to individual applications does not, in itself, provide for the implemention of regional strategies.

Resource management strategies or perspectives can provide the framework or focal point around which severance-type policies could be formulated. Without such a framework, the formulation of these policies and their subsequent implementation become an arduous, and oftentimes indiscriminate task.

7.2 IMPLEMENTATING THE PERSPECTIVE METHODOLOGY

Throughout the course of this study, concern has been expressed on the subject of implementation. While explored in Section 2.4 and partially tested in Chapter 6, until the perspective methodology is applied to a "real-life" situation, no firm conclusions

can be drawn. We shall, however, express some general observations which we feel to be appropriate.

On the use of the methodology, there appears to be substantial discord amongst and between provincial and municipal governments and their agencies. There is little doubt that it has been the Province which has taken the lead responsibility for broad regional planning initiative (e.g. Toronto-Centered Region; Simcoe-Georgian Bay, Northumberland). Although problems have been encountered in evolving a regional consensus (except only at the most general levels of goal and policy formulation) more significant problems relate to the implementation of these regional strategies which, to date, have proven ineffectual.

On the other hand, are the parochial fears of local and county/regional governments that planning initiated from the Province usurps local responsibilities. Similarly, overtones by neighbouring municipalities are viewed with suspicion and, as a consequence, co-ordinating efforts are invariably stifled.

Problems of intergovernmental suspicions are not, if ever, going to disappear. Nor will the fact that a hierarchical distinction in policy formulation and institutional responsibility exists. Many of our current regional planning problems, we feel, are institutional, i.e. the fact that counties, in general, have long ceased to be a realistic forum for linking local municipalities or for initiating and having major area-wide planning responsibilities. At this time, only

in the case of the regions and restructured counties, does any real potential exist for a meaningful implementation of an area-wide planning strategy (be it based on the "perspective" methodology or not). Such a planning effort to be successful must, in our view, be undertaken by a county/region. Furthermore, it must be responsive to county/region planning objectives with major implementation responsibilities being vested with the county/region.

It is conceivable that small scale planning areas could undertake the perspective approach to planning. From a practical standpoint, without a duly constituted political forum with the responsibility and ability to resolve land use conflicts, the effective use of the perspective methodology and its subsequent implementation would be difficult, if not impossible, to achieve.

The success of the perspective methodology depends firstly upon a large and viable geographical area in which to identify perspectives and delineate policy areas; and secondly, the presence of an institutional structure both capable and motivated to this level of planning. The perspective methodology should, therefore, be clearly identified as a county/regional planning methodology to be initiated by them, with or without prompting of the Province and/or the area municipalities.

Over a long period of time, considerable provincial and federal funding has been earmarked for urban planning including urban renewal, public housing,

neighbourhood and home improvement and housing studies. An historic lack of commitment to rural resource management, compared with the substantial commitment and urban-oriented funding programs of senior levels of government, continues to frustrate translation of vague federal and provincial policies on the preservation of good agricultural land and other food production issues into viable regional strategies. The processes of identifying and evaluating the resources of the countryside and developing policies in support of a designated perspective are no less a priority, in our view, than are urban issues and problems. Agriculture and the preservation of farmland are as vital to the Province as the problems and issues facing its large urban centers.

We have concluded, therefore, that the following actions, by senior levels of government, would facilitate implementation of a perspective methodology:

- establishment of federal-provincial land use priorities;
- strengthening of county levels (in both a professional and political sense) with clearly defined responsibilities for area-wide planning (including resource management and regional development) and its effective implementation and
- providing financial assistance to counties (and particularly to those which are rural-oriented) for planning purposes.

Application of the perspective methodology assumes the official plan will remain as the central document which sets forth county/regional planning strategies in the Province. If the persepctive methodology is adopted by a county/region, the official plan, at that level, should at a minimum:

- describe and appraise, in a comprehensive manner, the resource base of the planning area;
- identify and resolve the function and scale of urban centers within the planning area and
- identify the perspective(s) considered appropriate, delineate the policy areas and formulate the necessary accompanying policies.

Within the broad policy structure of the county/ regional plan, secondary or area plans should:

- evaluate the spatial and supportive/ non-supportive relationships of specific land uses in the policy areas delineated in the county/regional plan;
- resolve the agricultural interface for centers with urban perspective designations by delineating the urban-rural fringe and formulating the supporting land use policies and
- identify and resolve the function and scale of villages and hamlets which are not designated as urban perspectives in the county/regional plan.

The perspective methodology, besides providing the framework for policy development in support of the perspective designated, provides the basis for a

"yardstick" by which change could be evaluated and monitored against. In addition, existing provincial guidelines on estate residential development, in-filling and consents in rural areas can be readily adopted (and defined) including such matters as location, scale, site suitability and design, once the perspective has been clearly identified and the policy areas delineated.

7.3 THE PERSPECTIVE METHODOLOGY AND INTERIM PLANNING POLICIES

A number of studies leading to county/regional official plan address the task of formulating interim planning policies to control development during the time-consuming process of official plan preparation and official plan approval. Needless to say, county/regional studies utilizing the perspective methodology would invariably be faced with the same concerns. In the earlier reviews of the methodology, observations were expressed that reliance of the methodology on a vast array of resource data would require an equal or greater time-consuming process prior to the evolution of policies and their subsequent implementation. We believe, however, that land use policies (including those that deal with severance) based on the perspective methodology could be advanced to the level of county/regional council prior to the approval of a county/regional official plan. These policies would relate to a resource or perspective designation which could be the interim resource management positions taken by and enunciated by council.

Interim land severance policies, requested by the Minister of Housing for late in 1975, could thus be evolved on the basis of interim perspective designations. More precisely, county/regional governments would adopt land severance policies for implementation by land division committees or committees of adjustment without being publically tested. The perspectives would undoubtedly represent technical and political value judgements that could be contradictory to public opinion.

A practical solution, we feel, is to draft preliminary perspective statements and broad land use designations to support the interim planning policies. Severance policies based on these statements and the land use designations could then be formulated, adopted by the county/region and subsequently endorsed by the Province. Implementation of the policies through the land division committee or committees of adjustment in accordance with the interim perspective statements would then follow.

Undoubtedly, land use policies and the decisions of the consent granting authorities will be challenged. In these instances, council may be required to justify its interim resource management position or perspective before the Ontario Municipal Board. This process, in itself, would provide a measure of the validity of the perspective which would assist in its eventual refinement.

7.4 FURTHER RESEARCH

In this study, Huron County was selected as the test area. It soon, however, became evident that the County exhibits only some (or particular) problems and issues facing the rural areas of the Province. The County's location in the Province (being far removed from those areas experiencing rapid growth pressures), the strength of its agricultural base, the lack of significant forestry and mineral resources and the absence of a growing urban center, all serve to make Huron County somewhat atypical when compared with other rural areas of southern Ontario. As a consequence, the perspective methodology which is based on our research of the County, may require some adjustments for it to be readily applicable to rural areas across the Province. At least two areas of further research are considered appropriate:

a) application of the methodology in widely different rural areas and

b) land use change.

a) In Huron County, the agricultural perspective appears to be the most appropriate designation. Urban and recreation perspectives are significantly less dominant and certainly not representative of rural areas of the Province experiencing considerable pressures of urban (e.g. York Region) or recreation (e.g. Muskoka District) development. Applications of the methodology should be undertaken in areas of the Province which better exhibit these and other development pressures (e.g. forestry, mining).

b) Concern has been raised that this study has not resulted in a series of measures or indicators capable of quantifying the degree and impacts of land use change in rural areas. In light of the characteristics of the study area, undertaking this task has not been possible for the reason that significant changes are not occurring in the resource base of the County. Nevertheless, such indicators (in particular, in agricultural areas) could be feasibly developed.

For example, an examination of the relationships between the degree and density of non-farm related development and land values, and the relationships between the impact of shifts in farming operations and activity as a result of changing land values may prove useful. If significant relationships exist, prediction of probable future socio-economic shifts in a farming area, in advance of their occurring, may be possible. Remedial action, necessary to minimize any adverse compacts, could possibly then be identified and taken, thereby potentially alleviating the need for broader, more costly action. It might also be possible to express changes in rural land values and rates of loss of farmland in terms of thresholds which, once surpassed, would inevitably bring about a change in farming operations (including investment, production, sale, abandonment) and/or an inevitable collapse of the farm economy in the absence of major public intervention.

Cost-benefit analyses (and similar techniques) of non-farm development in rural areas may also prove enlightening and worthwhile. Quantification of all

relevant variables would no doubt be extremely difficult, if not impossible. For example, it is obvious that farming areas possess communities that have a direct relationship to that economic activity. Likewise, there is a long recognized, but little understood, adverse impact on a farming area of the non-farm related population. Just what the saturation points are is not certain; however, our research in Huron County indicates that the perceived limit is in the neighbourhood of five percent of the total rural population of the County.

7.5 CONCLUDING REMARKS

The perspective methodology has evolved in direct response to the dire need for a rationale basis to examine and evaluate the wide range of public policies pertaining to rural lands. Some of these policies have been solely concerned with man's activities on the land, while others have attempted to identify and minimize adverse impacts on sensitive natural resource areas. In any case, the range of policies affecting rural lands are substantial and rapidly expanding.

Much of the policy research and development that has occurred has been reflected in official plans or incorporated into them in the review process associated with their approval and monitoring. Nevertheless, there is an obvious and recognized need for reforms to the entire official plan process and the enabling legislative and implementing institutional authorities. Widespread disagreement, for example, exists on the policy

responsibilities of county/regional official plans and secondary or area official plans. This has led to confusion and often an unsuccessful approach to area-wide planning. Traditional official plans have also proven incapable of implementing resource management strategies. As a result, in some instances, these strategies have necessitated new legislative and institutional frameworks (e.g. The Niagara Escarpment Act and The Niagara Escarpment Commission) for effective implementation.

The findings of this study have centered on the concepts of resource management and the need to reach accordance on a resource management strategy or perspective at the county/regional level. The approach respects and strengthens the traditional official plan process, and in this respect does not represent a radical departure from convention. In implementation, the methodology offers a practical approach to resolving the confusion in policy responsibility between a county/region and its area municipalities.

Finally, the methodology focuses public recognition on the resource itself, whether it be agriculture, recreation, urban, forestry or mineral. By so doing, all land use activities may be evaluated in the light of the inherent strengths and sensitivities of the resource and meaningful policies implemented to this end. Thus, the "Countryside Planning" methodology offers a rational approach, within the traditional Ontario planning process, to the management of the Province's natural resources.

APPENDICES

APPENDIX I. TABLE OF CONTENTS OF TECHNICAL REPORTS 1, 2, 3, 4 AND 5.

TECHNICAL REPORT 1

TECHNICAL REPORT 2

TECHNICAL REPORT 3

TECHNICAL REPORT 4

TECHNICAL REPORT 5

APPENDIX II MAPS SELECTED FROM TECHNICAL REPORTS 1 AND 3.

TECHNICAL REPORT I

PHYSIOGRAPHY

GEOLOGICAL RESOURCES

SURFACE WATER SYSTEM

SOIL CAPABILITY FOR AGRICULTURE

SOIL CAPABILITY CLASS DISTRIBUTION BY TOWNSHIP

LAND CAPABILITY FOR FORESTRY

LAND CAPABILITY FOR WILDLIFE

LAND CAPABILITY FOR RECREATION

ENVIRONMENTAL CHARACTER

EVALUATION OF ENVIRONMENTAL CHARACTER

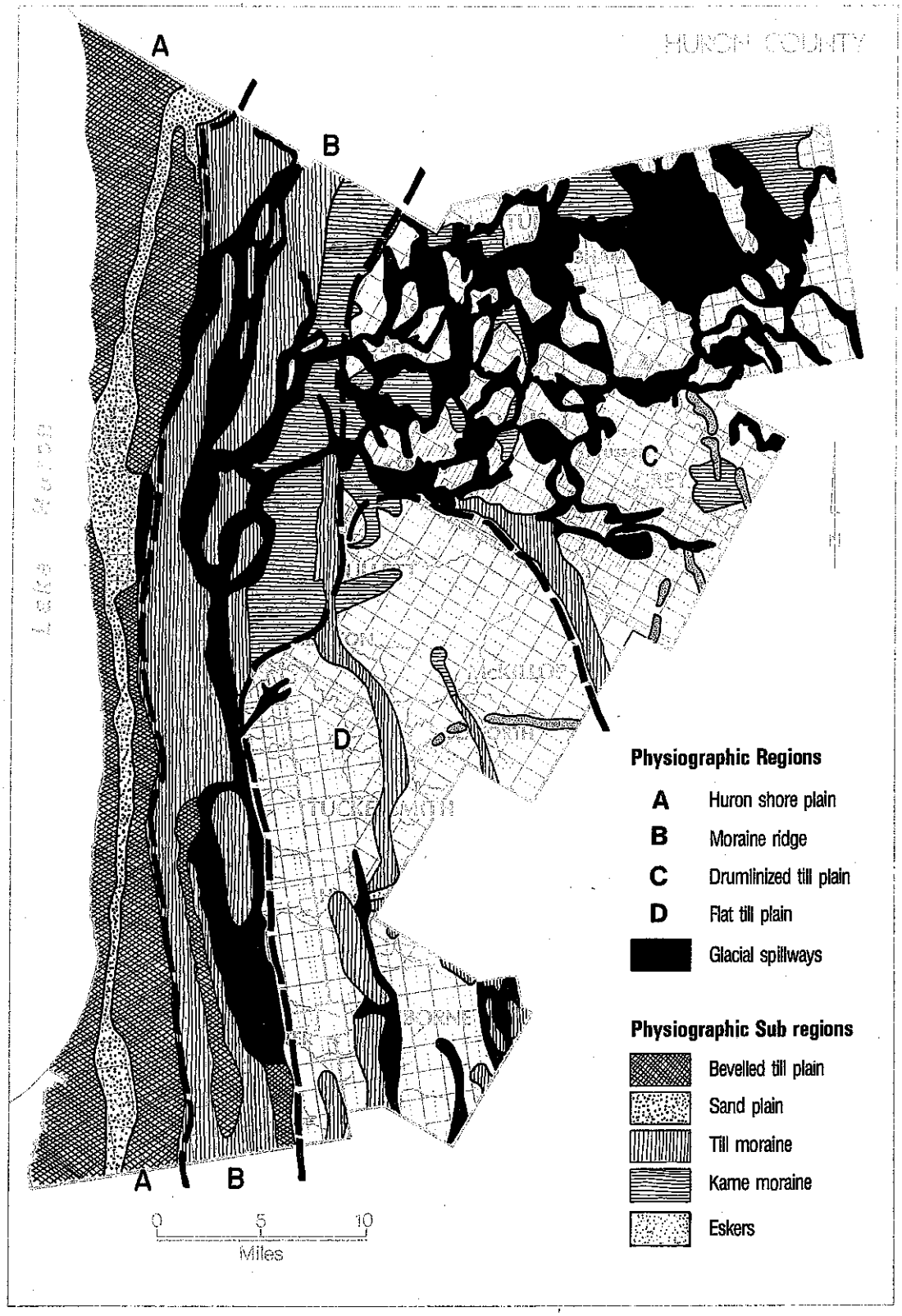
TECHNICAL REPORT 3

IMPROVED AND UNIMPROVED FARMLAND, 1971

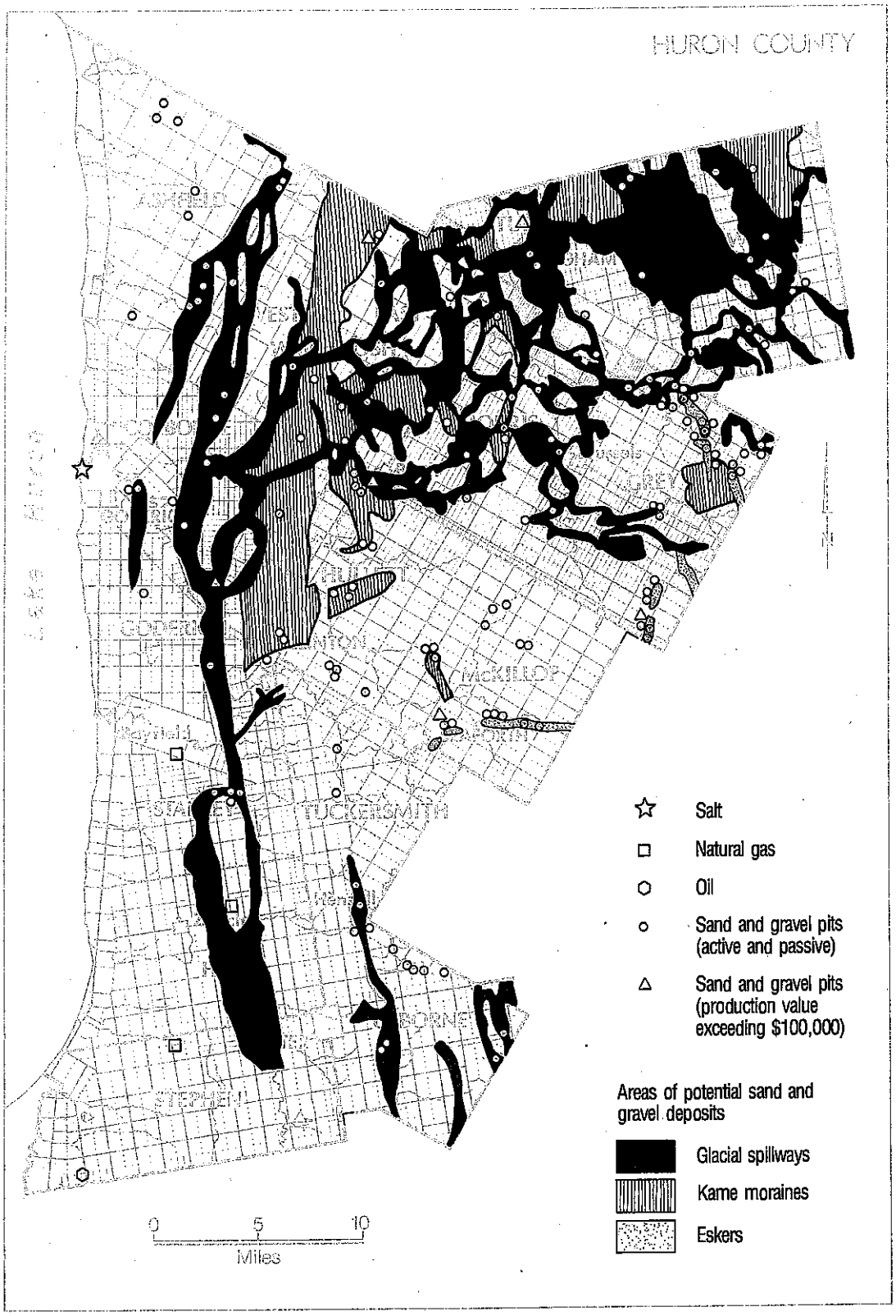
EXISTING WOODLOTS

POPULATION DISTRIBUTION, 1971

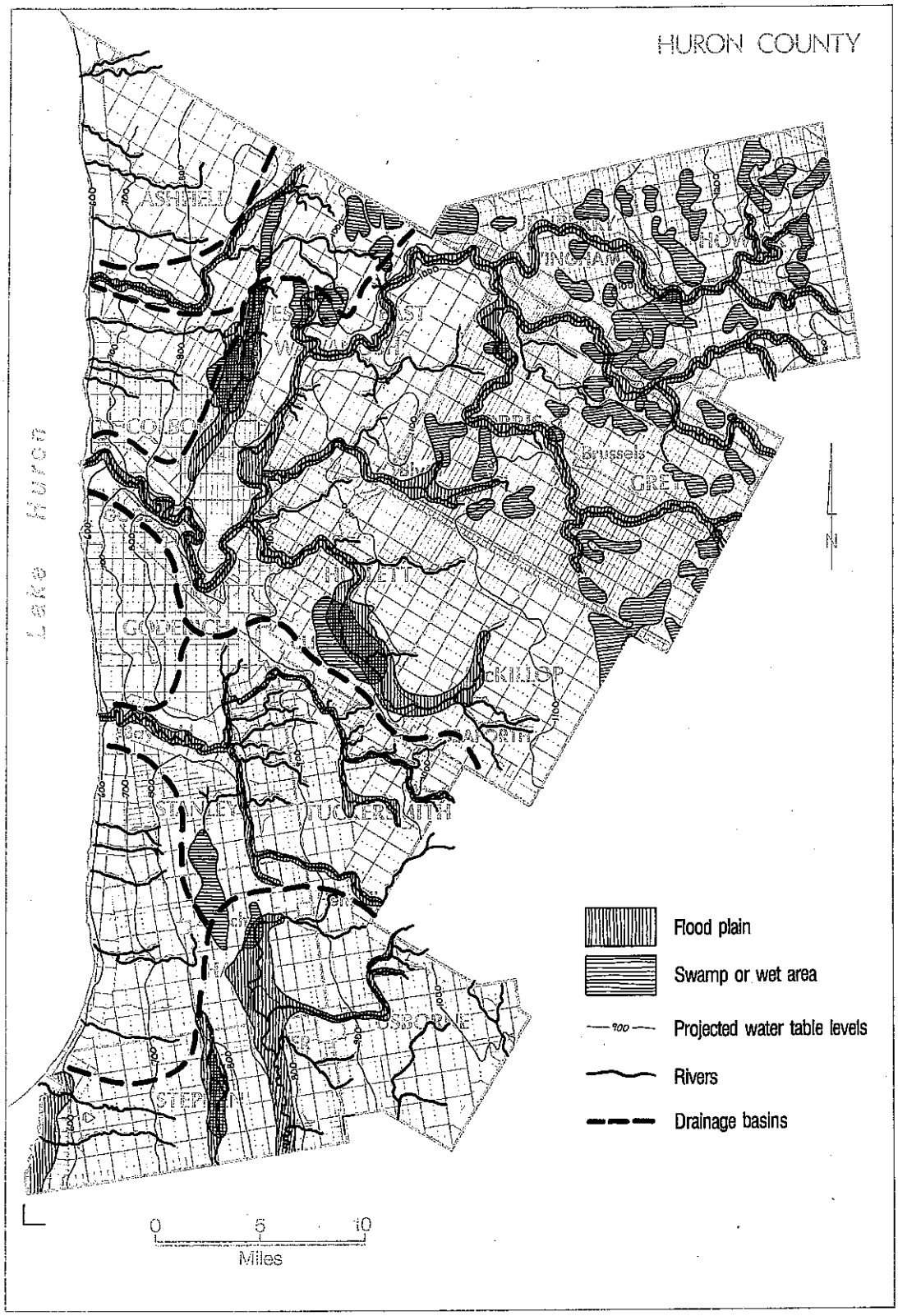
DISTRIBUTION OF RURAL FARM AND RURAL NON-FARM POPULATION, 1971



Physiography

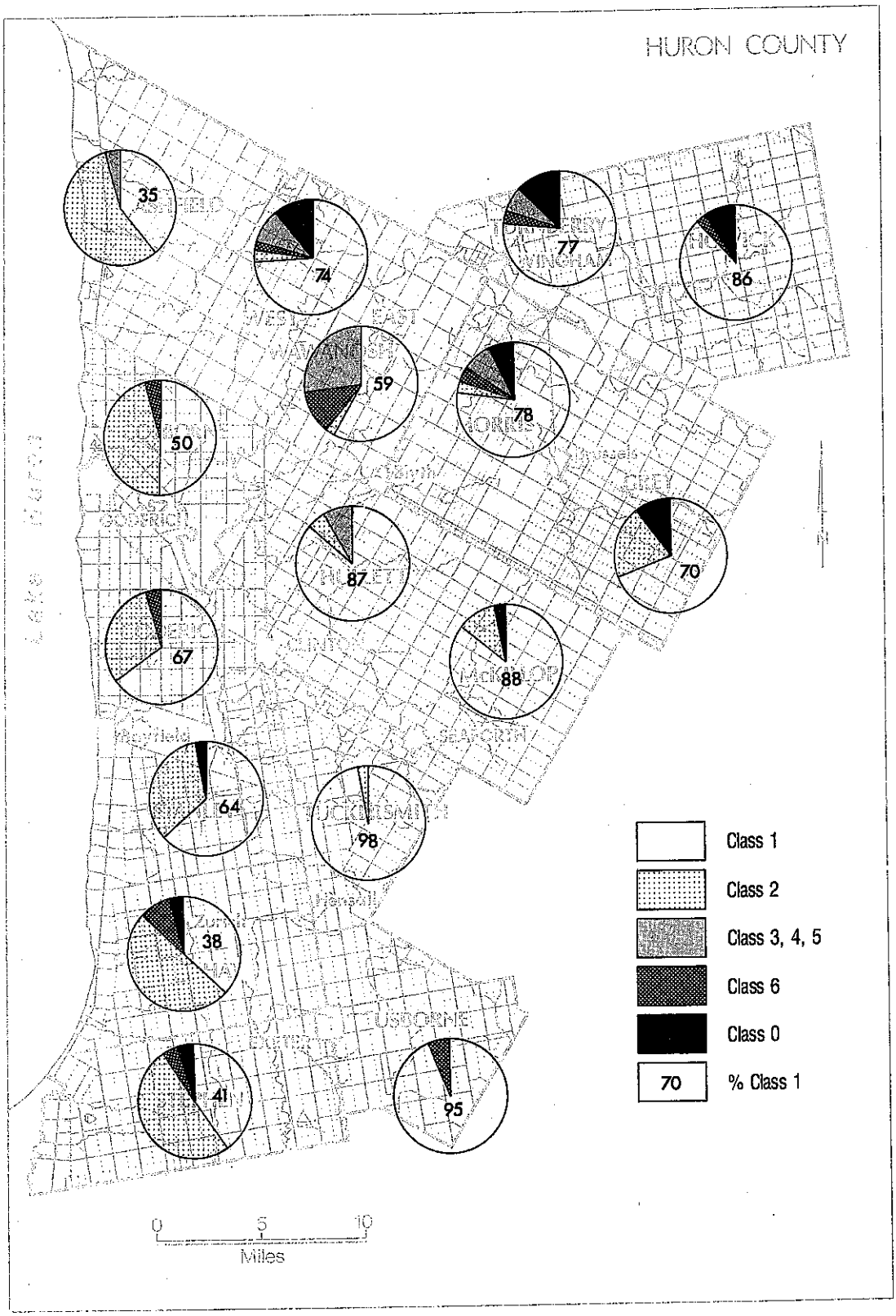


Geological Resources

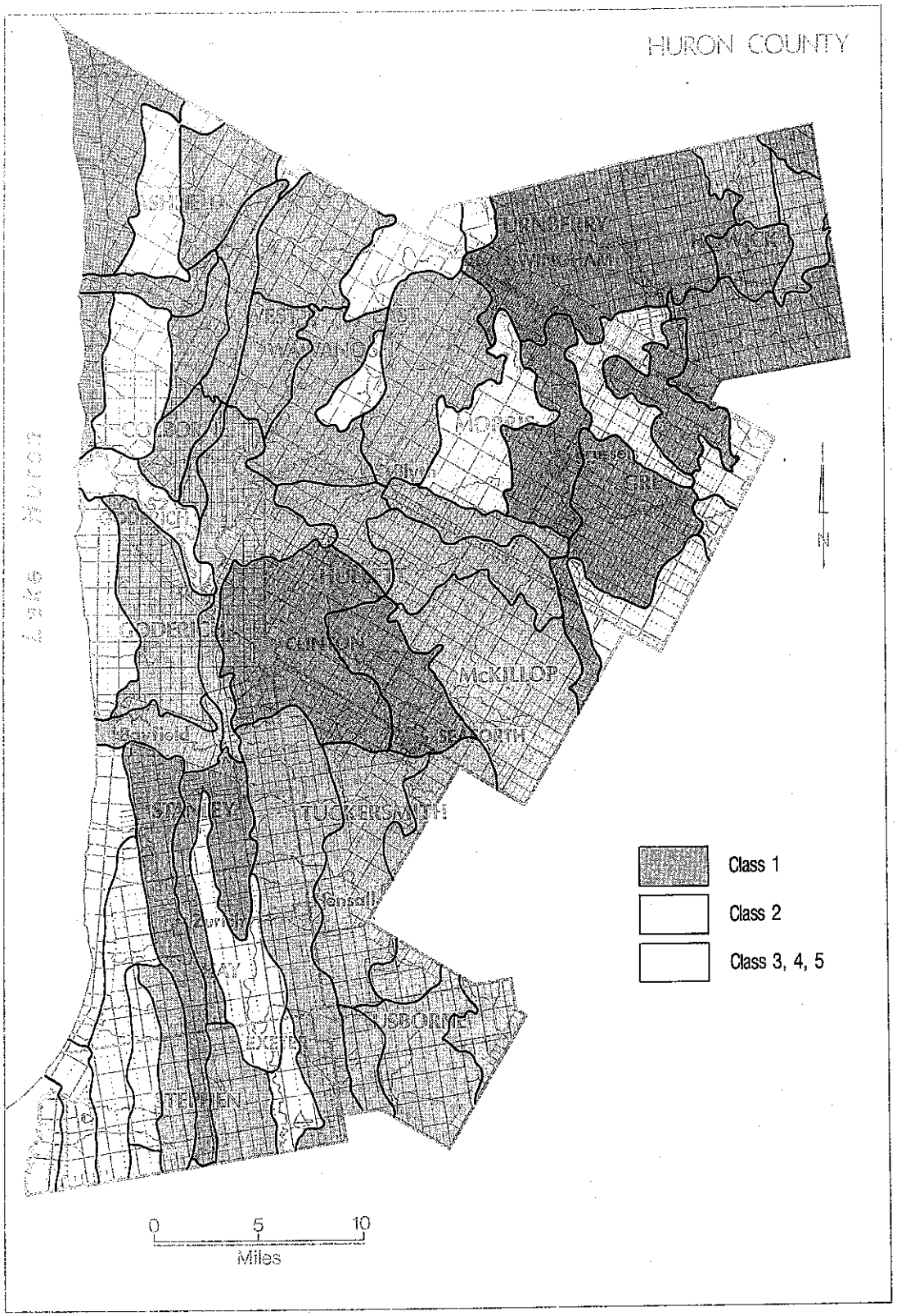


Surface Water System

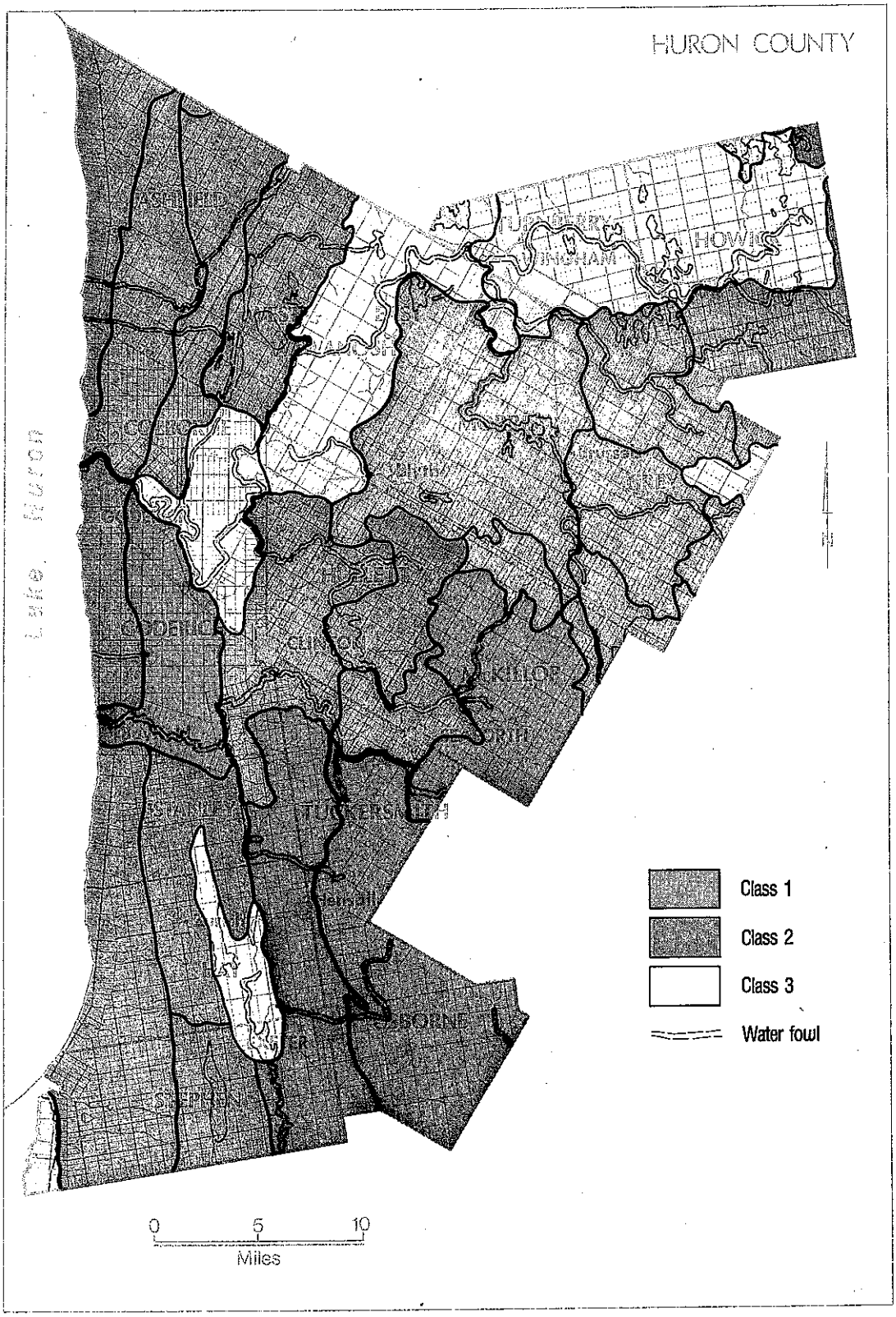
Soil Capability for Agriculture



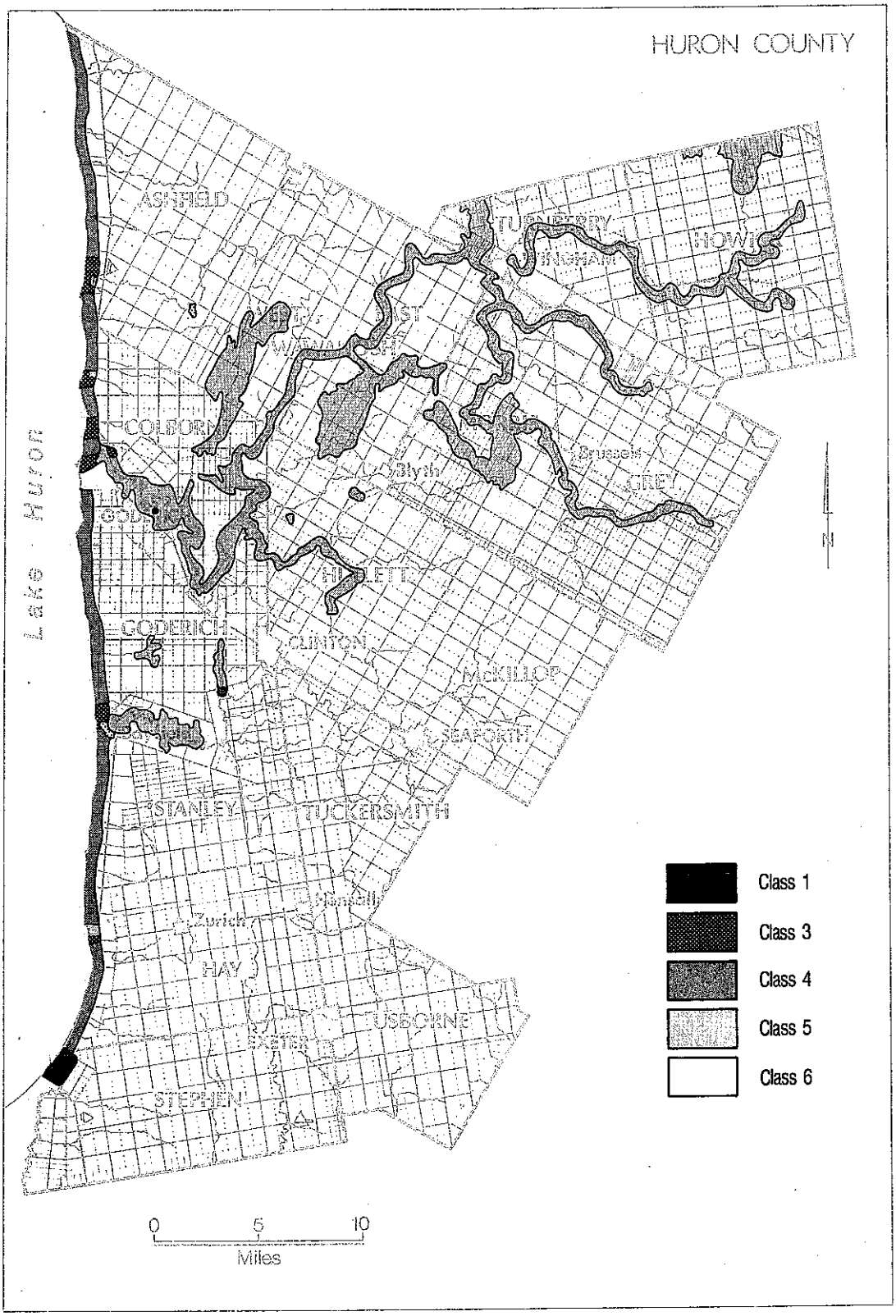
Soil Capability Class Distribution by Township



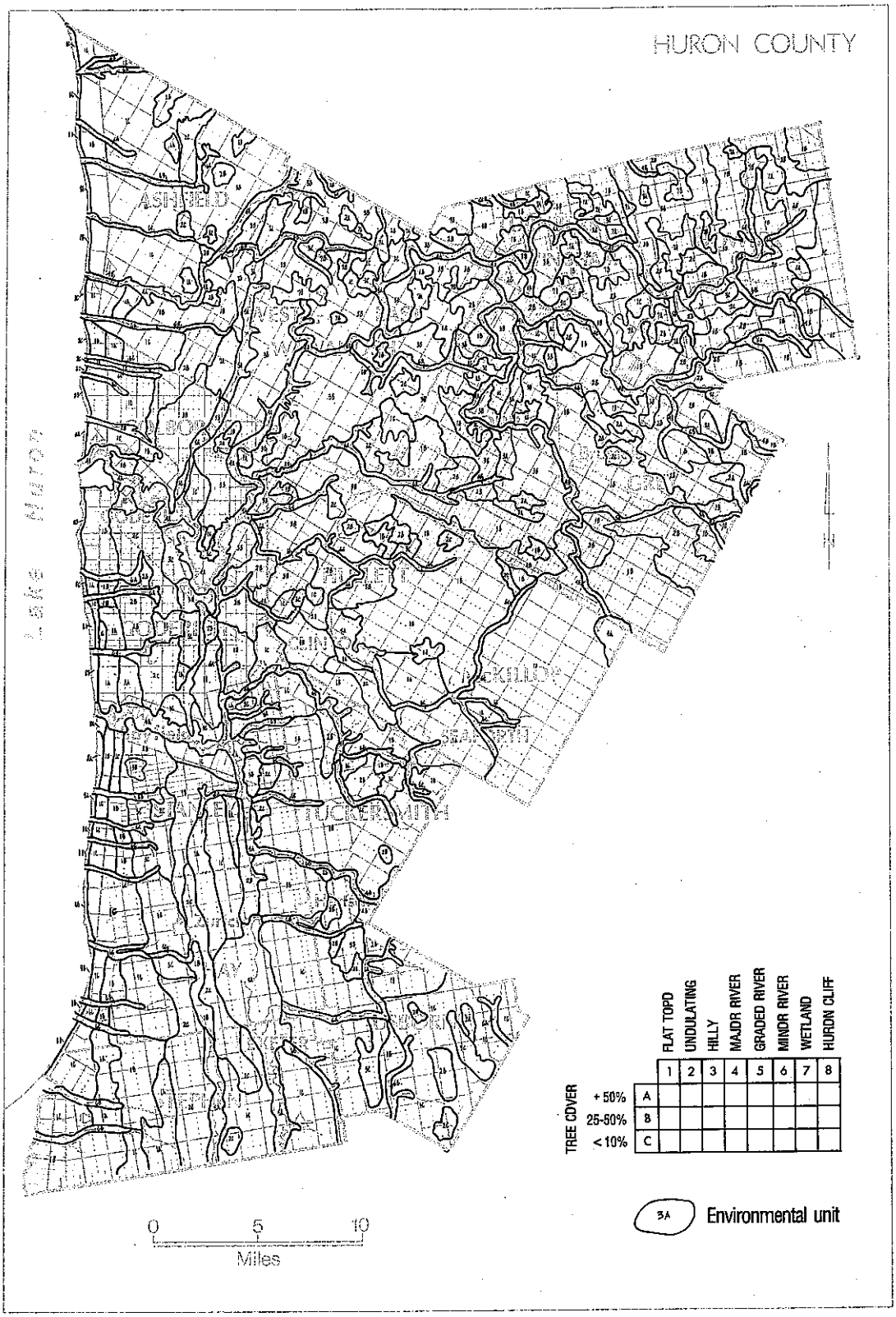
Land Capability for Forestry



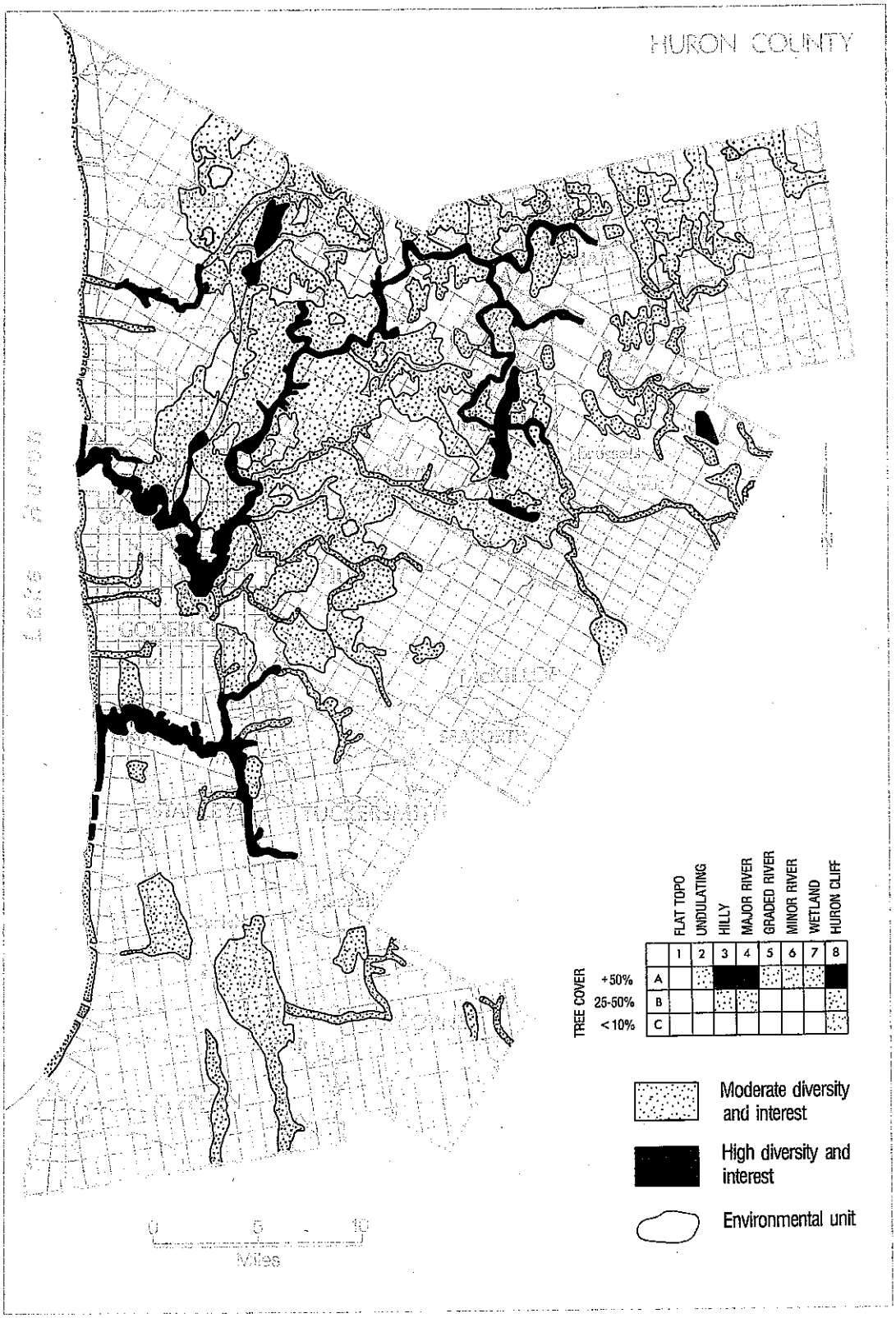
Land Capability for Wildlife



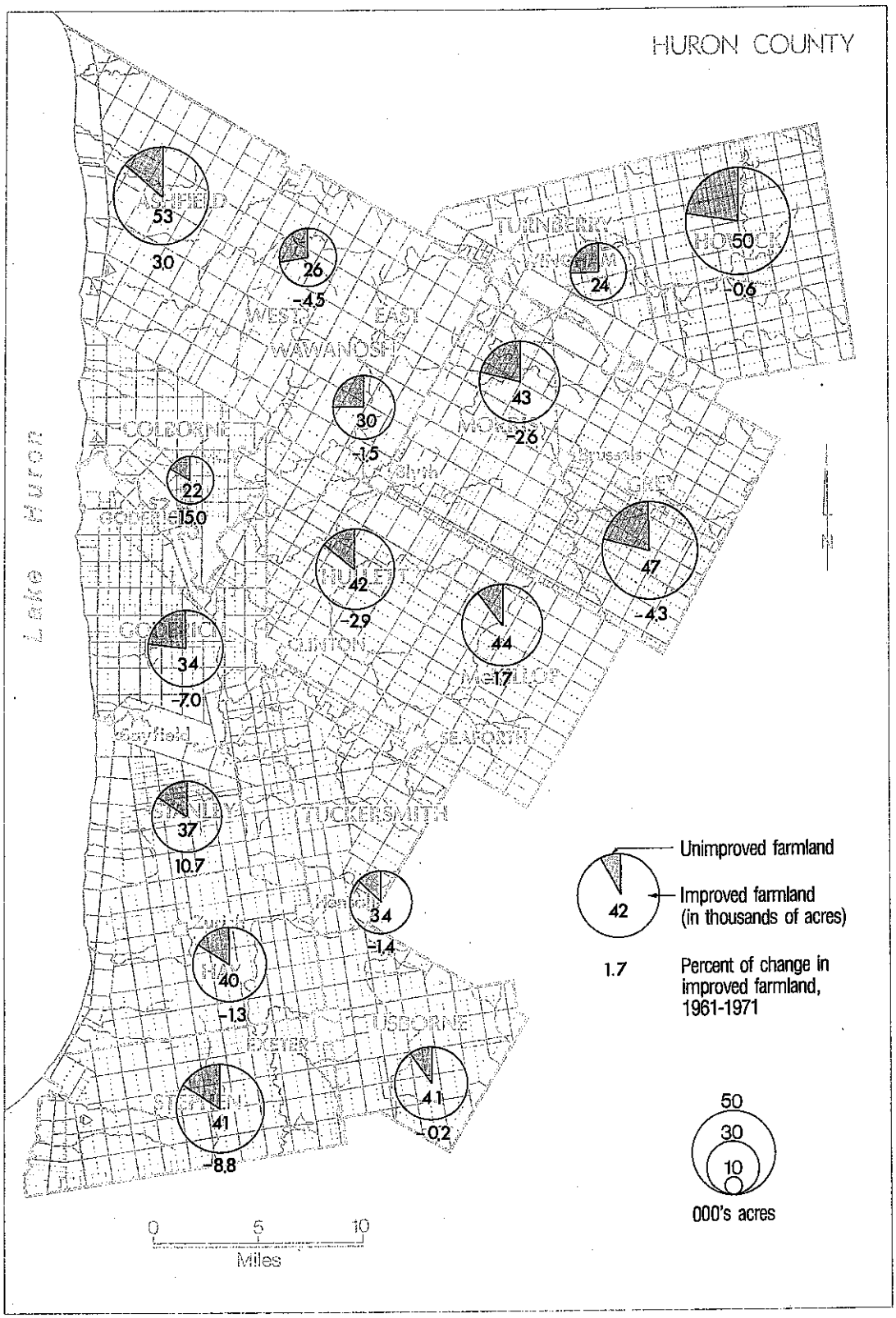
Land Capability for Recreation



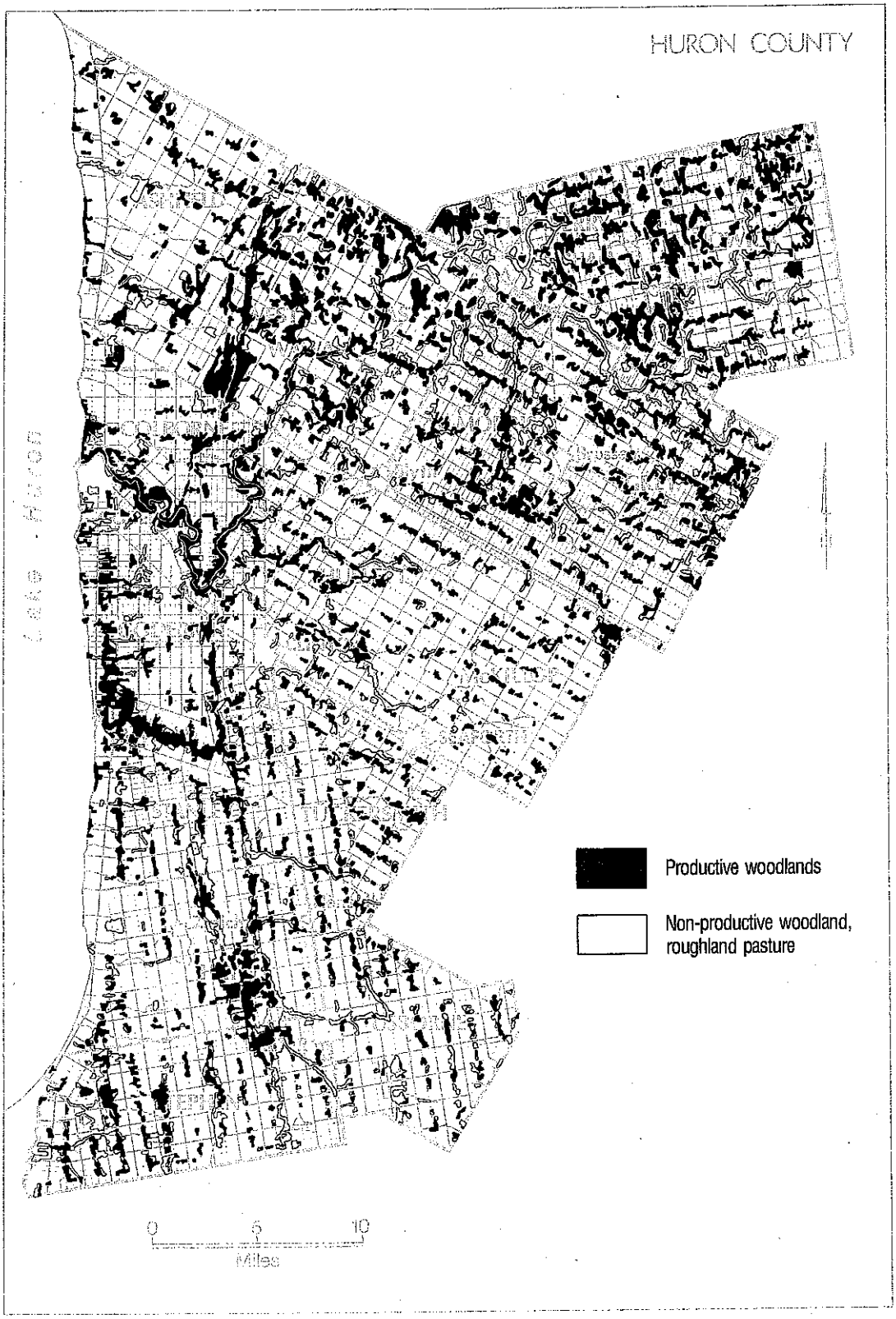
Environmental Character



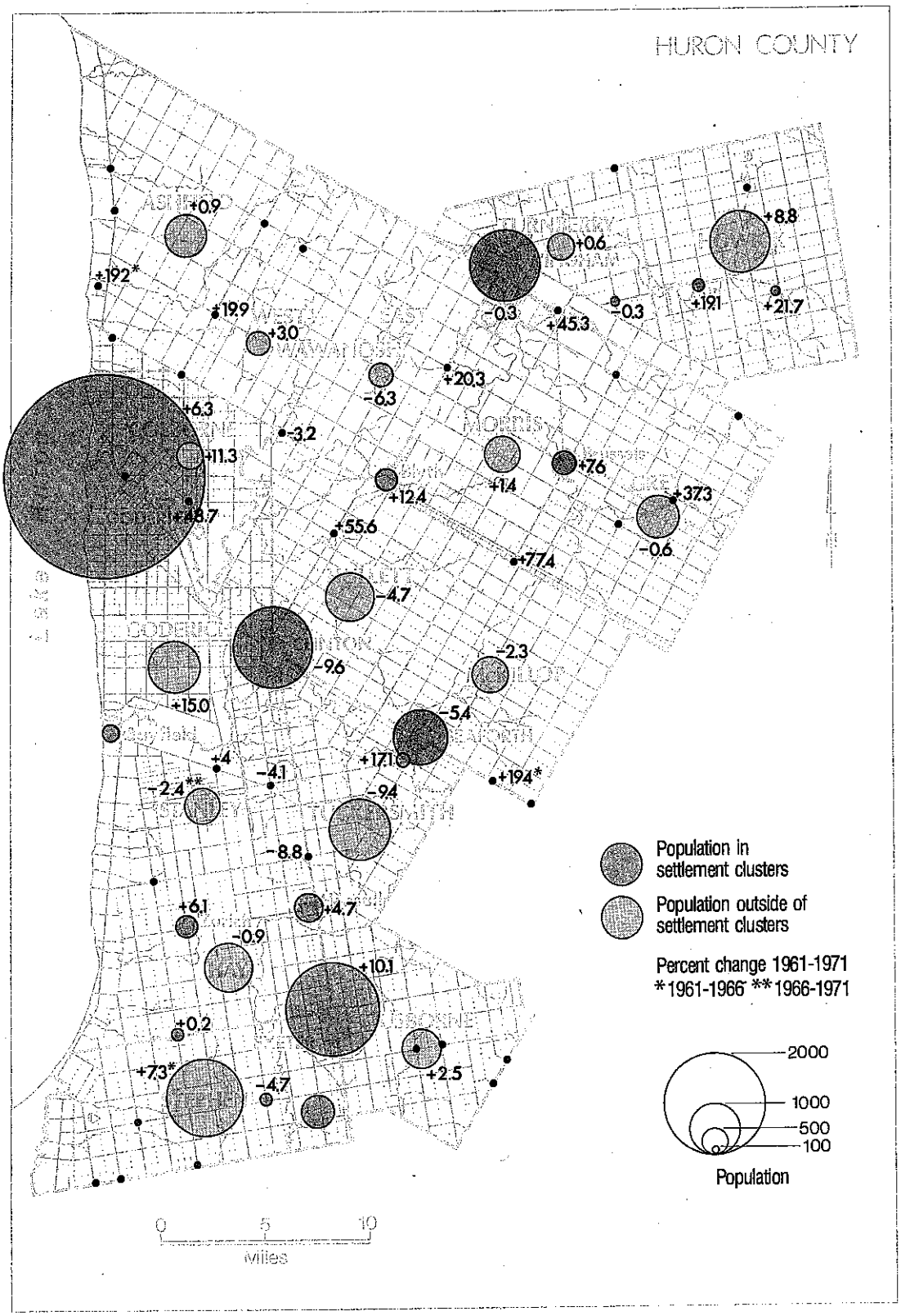
Evaluation of Environmental Character



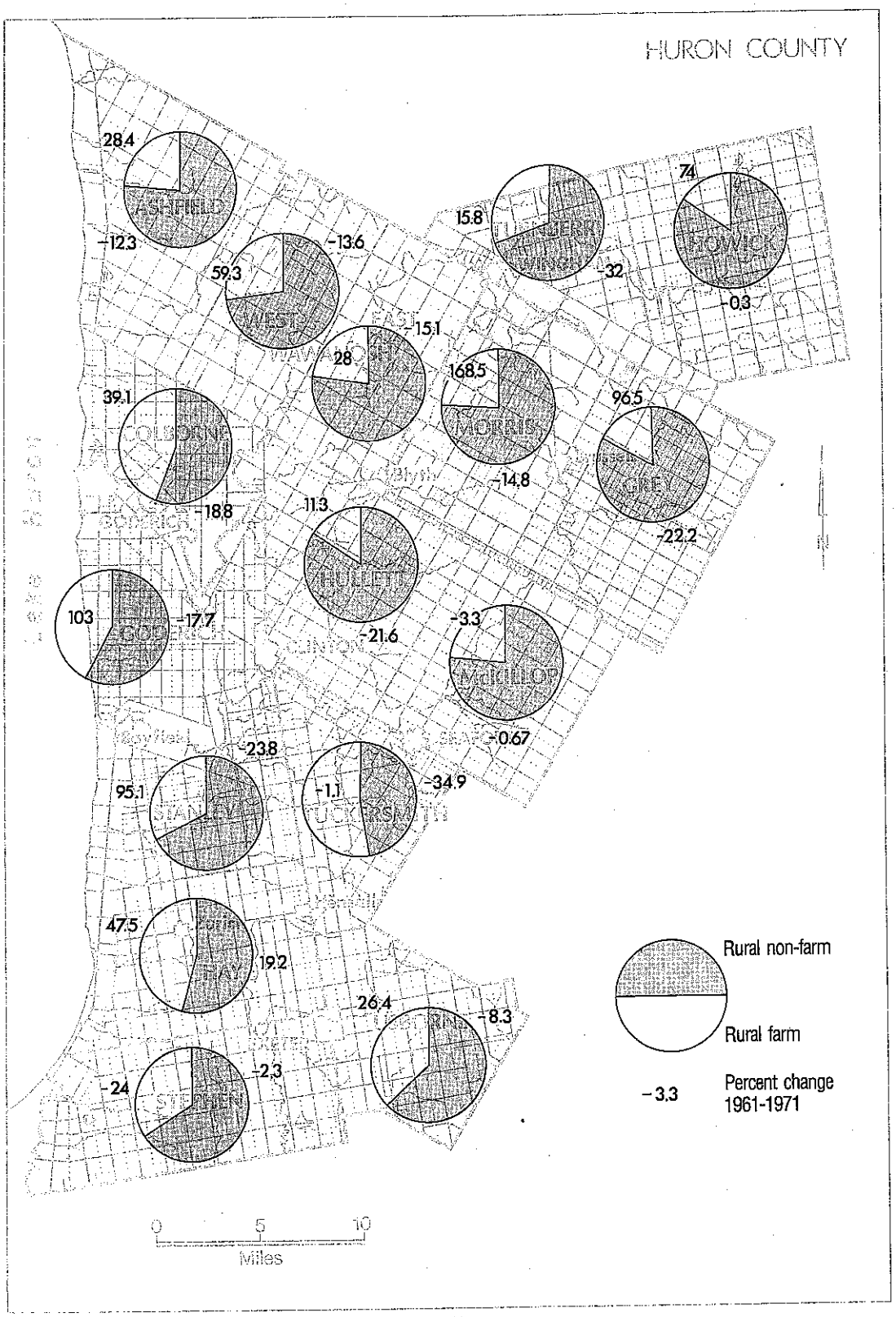
Improved and Unimproved Farmland, 1971



Existing Woodlots



Population Distribution, 1971



Distribution of Rural Farm and Rural Non-Farm Population, 1971

APPENDIX III URBAN CENTERS OF ONTARIO: SELECTED CHARACTERISTICS.

URBAN CENTER	POPULATION*	% GROWTH**	FRINGE AREA % POP.*	FRINGE AREA % GROWTH**	REMARKS
TYPE 1 (approximate)					
METROPOLITAN TORONTO	2.628.043	2.9	10.2	4.9	Extensive growth of fringe. structuring of fringe being tackled by "new towns" parkway belts.
OTTAWA-HULL	602.510	0.7	11.0	8.7	Strong pressure for fringe growth. a long history of planning controls is helping to guide this growth.
HAMILTON	498.523	1.8	11.5	2.3	Major growth of fringe. Regional government is studying controls.
Type 2 (approximate)					
ST. CATHARINES-NIAGARA	303.429	1.2	59.9	0.9	Major pressure on fruitland in fringe area. Regional government must act quickly on strong policies.
LONDON	286.011	2.5	22.0	1.1	Very rapid growth of fringe. strong policies required.
WINDSOR	258.643	1.7	16.4	4.4	Major pressures for development in fringe especially along lake fronts.
KITCHENER	226,846	3.6	33.5	3.1	Extreme growth of core & fringe. Plans for control of development in effect.
Type 3 (approximate)					
OSHAWA	120.318	2.6	7.4	2.4	Rapid growth of core & fringe. Growth guidelines required.
KINGSTON	85.877	0.9	14.3	3.0	Growth of urban area slow, but pressure on the fringe is accelerating.
SAULT STE. MARIE	81.270	1.5	0.8	-1.1	Some fringe development. but not extensive.
BRANTFORD	80.284	1.3	17.0	0.8	Some fringe development. growth of core
SARNIA	78,444	1.1	9.9	0.4	Growth of urban core and fringe along lake front and St. Clair River.
PETERBOROUGH	63.531	0.1	6.6	0.8	Slow Growth of core. fringe developing.
GUELPH	62.659	3.3	4.1	2.3	Rapid Growth of Core. fringe developing.
NORTH BAY	49.187	21.6	–	–	
CORNWALL	47.116	0.5	–	–	
Type 4 (approxiroxte)					
TIMMINS	41.473	-0.3	20.5	0.2	
BARRIE	38.176	3.9	24.4	6.74	Rapid growth rate and fringe development. Influence of Toronto for recreation resources.
CHATHAM	35.317	1.7	–	–	Limited fringe development. with growth being mainly as an extension of the core.
BELLEVILLE	35.128	1.7	–	–	
TRENTON	28.650	0.9	30.0	1.7	
WOODSTOCK	26.173	1.7	–	–	
STRATFORD	24.508	1.2	–	–	Limited fringe development.
ORILLIA	24.040	11.4	–	–	
BROCKVILLE	19.765	0.5	–	–	
OWEN SOUND	18,469	0.7	–	–	
PEMBROKE	16.544	0.1	–	–	
LINDSAY	12.746	1.0	–	–	
COBOURG	11.282	-0.4	–	–	Growth mainly contiguous with core. Fringe pressures increasing.
MIDLAND	10.992	1.7	–	–	Growth mainly contiguous with core.
SIMCOE	10.743	1.7	–	–	Growth mainly contiguous with core.
WALLACEBURG	10.550	-0.2	–	–	Growth mainly contiguous with core.
LEAMINGTON	10.435	1.8	–	–	Growth mainly contiguous with core.
HUNTSVILLE	9.784	38.5	–	–	Amalgamation
SMITH FALLS	9.585	-0.5	–	–	Amalgamation.
BOWMANVILLE	8.947	1.0	–	–	Amalgamation.
PORT HOPE	8.872	0.5	–	–	Limited fringe pressures.
ORANGEVILLE	8.074	8.9	–	–	
Type 5 (approxiroxte)					
INGERSOLL	7.783	1.4	–	–	Limited fringe pressures.
GRAVENHURST	7.133	23.8	–	–	Amalgamation.
BRACEBRIDGE	6.903	25.3	–	–	Amalgamation.
GODERICH	6.813	0.3	–	–	Limited fringe pressures. growth contiguous with core.
TILLSONBURG	6.608	0.2	–	–	
STRATHROY	6.592	2.7	–	–	
DUNNVILLE	5.576	0.6	–	–	
FERGUS	5.433	4.8	–	–	
AMHERSTBURG	5.169	2.2	–	–	
HANOVER	5.063	1.7	–	–	
AYLMER	4.755	1.1	–	–	
ELMIRA	4,730	3.3	–	–	
ST. MARY'S	4.650	-0.4	–	–	No fringe development.
WALKERTON	4.479	0.4	–	–	No fringe development.
MEAFORD	4.045	0.9	–	–	No fringe development.
PETROLIA	4.044	0.5	–	–	No fringe development.
DELHI	3.984	2.2	–	–	No fringe development.
TILBURY	3.580	1.6	–	–	No fringe development.
PORT DOVER	3.407	1.1	–	–	No fringe development.
EXETER	3.354	0.8	–	–	No fringe development.
NEW HAMBURG	3.008	4.6	–	–	No fringe development.

Census of Canada, 1971.

** Per Annum. based on Census of Canada, 1966-71.*

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APPENDIX V. THE U.D.I.R.A. POLICIES.

(as contained in the address of the Hon. J. W. Spooner, Minister of Municipal Affairs to the 1966 Annual Conference of the Association of Ontario Mayors and Reeves, Sarnia, June 27, 1966)

POLICIES:

1. Year-round, urban residential development should take place in municipalities that have adequate administrative organization to cope with urban problems; that are equipped for and are otherwise capable of providing and maintaining necessary urban services, including piped water, sanitary and storm sewerage, street maintenance, schools, and recreational facilities; and that have demonstrated a willingness to provide these services; and

2 Such development will be properly integrated in an existing urban community or in a new urban community that is to be developed in accordance with an official plan; and

3. There is a reasonable assurance that an effective demand for such residential development exists or

will exist by the time the development is available--making due allowance, of course, for a reasonable degree of flexibility of choice in the market; and

4. Appropriate land-use ("zoning") regulations are in force or will be in force by the time the development is ready for marketing.

EXCEPTIONS TO THE POLICIES:

1. Estate development at low densities, where provided for in an official plan and zoning by-law.

2. A limited amount of filling-in in existing development that might not conform with the general policy, particularly in hamlets and other small settlements and on the periphery of urban communities, provided that the municipality recognizes and assumes its responsibilities for such development.

3. Where an official plan provides for some other form of urban development.