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DECEMBER 2009 | RYERSON URBAN PLANNING

# CULTIVATING RURAL CREATIVITY

## PRINCE EDWARD COUNTY



**Ryerson University**  
**Department of Urban and Regional Planning**  
Senior Studio PLG 720  
September 2009-December 2009

**Cultivating Creativity –Prince Edward County**

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**Client:**

**The Municipality of Prince Edward County**

<i>Gerry Murphy</i>	<i>Dan Taylor</i>
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*With thanks to Brendan O'Connor and Jean Anne Carroll.*

*All photos and figures used herein property of Class Consultants  
unless otherwise noted.*

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27 January 2010

RYERSON UNIVERSITY

**Re: Ryerson University's Urban & Regional Planning Studio Report for  
Prince Edward County's Planning Department**

Dear Mr. Murphy and Mr. Taylor,

I am very pleased to present to you this copy of "*Cultivating Rural Creativity*"—the final report and accompanying presentation of the Advanced Planning Studio group of Ryerson University's School of Urban & Regional Planning. As a core stream in our professionally-accredited programme in Planning, the senior studios offer students a hands-on experiential learning opportunity to work for a client agency or municipality on an applied planning problem in practice.

As such, Ryerson University's Planning students are immersed in required practice-oriented and applied planning projects for a variety of municipalities and public sector clients across the Province; this project was one of eight offered this Fall, for municipalities from Hunstville to PEC to downtown Toronto, dealing with issues that ranged from sustainability and tourism, to immigration and affordable housing, to urban laneway design to the creative rural economy.

As you know, we developed the attached *Terms of Reference* for this project in consultation with your office in summer 2009. Our intention was to offer Prince Edward County "best practices" through evidence-based research and support for the upcoming revision and renewal of the County's Official Plan. Through this studio project—*Planning for Creativity: Revising the Official Plan for Prince Edward County*—the students were required to investigate, analyze and propose strategies to integrate and harmonize the Municipality's creative rural economy policy with an updated Official Plan, with the specific mandate to help position Prince Edward County as a leader in innovative, contemporary planning.

As the Faculty Supervisor for this project, I am delighted that several representatives of the student group are able to present their findings and recommendations to Prince Edward County's Committee of the Whole and members of Council on Thursday January 28<sup>th</sup>. My singular disappointment is that my current research obligations at Harvard University present an insurmountable scheduling challenge, and I am, as a result, unable to attend this important and timely presentation of our studio group's thoughtful work.

Nevertheless, on behalf of Ryerson University and our Urban & Regional Planning programme, I offer you my full support of this work, and wish you every success in the upcoming review of your Official Plan for which the students have offered their research and recommendations. For your information and reference in this task, I enclose herewith 2 letters of recommendation for this work by the peer-review

team\* who assessed and evaluated the project: Dr. Pamela Robinson, MCIP, RPP (Ryerson University) and Dr. Betsy Donald, MCIP, RPP (Queen's University). You will find their letters of assessment enclosed within the front matter of the final report and attached here for your review.

Please accept my best wishes for the next phase of this work, and do feel free to contact me for any clarification or discussion that arises from your review of the report. We look forward to the opportunity to work with you and your staff in some future endeavour, and we thank-you sincerely for the effort and commitment of your Departments to fostering the students' collective learning and a high-quality shared project outcome.

Sincerely,



Professor Nina-Marie E. Lister, MCIP, RPP, Affiliate ASLA  
*Faculty Supervisor, Advanced Planning Studio - Fall 2009*

Associate Professor  
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Attachments:

- Terms of Reference, Studio Project Fall 2009
- Letters of Assessment & recommendation from peer-reviewers: Dr P. Robinson & Dr. B. Donald (*\*Biographies and credentials for the peer-reviewers are noted in the web-links attached to their letters.*)

# **Ryerson University, Advanced Planning Studio (PLG720) Fall 2009 Prince Edward County Project - Terms of Reference**

**Title:**

*Planning for Creativity: Revising the Official Plan for Prince Edward County*

**Client:**

The Municipality of Prince Edward County

**Project Overview:**

*(i) Grounding in Practice:*

A Loyalist stronghold settled in the late eighteenth century, the Municipality of the County of Prince Edward ([www.pecounty.on.ca](http://www.pecounty.on.ca)) is a rural agricultural landscape, rich in cultural and natural heritage. Situated within Toronto's urban shadow, the "County" (as it is known to locals) is an active contributor to Toronto's foodshed and is an important part of the urban region's recreational playground. While agriculture is still a major contributor to the County's economy, increasingly, the practices, products and secondary industries of this sector are changing to reflect a "creative economy": viticulture and winemaking, culinary tourism and hospitality, artisanal cheese-making, fibre arts and specialty produce are all growing areas of investment in the County. This evolution is both activated and supported by a flourishing arts community and an increase in both tourism and second-home ownership in the region. However, the Municipality's *Official Plan* has not kept pace with the pattern of land uses and the area's changing economy.

As a result, the Municipality requires an updated *Official Plan*. Adopted in 1993, the Client's OP is based on a more traditional interpretation of a rural economy centred on an agriculture of "milk and meat". As such the OP is no longer able to deal effectively and efficiently with the evolution of land uses in the region. At the same time, the Municipality has become a provincial leader in establishing a creative rural economy strategy which is focused on agricultural and tourism-related innovation – some initiatives of which are in potential conflict with or lack support from the region's outdated OP. In addressing this disjuncture, this project will investigate, analyze and propose strategies to integrate and harmonize the Municipality's creative rural economy policy with an updated Official Plan, and in so doing, will help position Prince Edward County as a leader in innovative, contemporary planning.

*(ii) Situating in Theory:*

This project is an exercise in land use planning practice situated at the intersection of cultural planning theory, landscape planning theory, and the emerging theory of the creative economy. Cultural planning at the municipal scale is concerned with identifying, inventorying and enhancing place-based cultural assets. This practice is being increasingly informed and supported by the notion that landscape is the domain which houses these assets; in terms of both cultural

and natural heritage, landscape itself is recognized by Waldheim (2006) and others as the central organizing element of the contemporary metropolitan region. Florida (2002, 2008) has also influenced the joined practices of municipal and cultural planning through popularizing a strategy of replacing generic industrial economic dependencies with new place-based creative economies, as is happening in the study area. In this context, this project is an integration of cultural planning, landscape planning, and the creative economy in the service of a more responsive, fluid and contemporary perspective on land use planning.

### **Mandate:**

This project will explore and analyze the opportunities and barriers, and present options to revitalize the client municipality's *Official Plan* through harmonization with the region's *Creative Rural Economy* policy, and in so doing, will assist in positioning Prince Edward County as a leader in innovative, contemporary planning.

### **Tasks:**

1. Identify major bodies of relevant literature (including e.g. cultural planning, creative economies, regional planning, community mapping, landscape planning etc.) and prepare a *literature review* of the relevant research, and where appropriate, case precedents in municipal, cultural and land use planning (a preliminary reading list will be supplied as a point of departure in the first week of class);
2. Compile, synthesize, and summarize *background research* (historical, demographic, socio-economic, cultural, ecological, agricultural, etc.) related to the client municipality to establish the relevant context for this project;
3. Based on the background research, select three (3) case study sites within the client municipality that reflect the spectrum of landscape and attendant land uses, i.e. one from each of the rural, agricultural, and urban land designations;
4. Use the County's 1993 *Official Plan* and the current *Creative Rural Economy* strategy (CRE) as the policy points-of-departure for the analysis of barriers and opportunities, consider options for vision, policy, and action, specifically:
  - Vision– consider the evidence for and implications of a shifting perspective on agriculture and a creative economy, both in the County and the Province, and apply the analysis of the vision to the case study sites;
  - Policy – consider the barriers, opportunities and implications for a more integrated policy context, ranging from the municipality's ability to contribute to and affect the Provincial Policy Statement (expected to be under review shortly), to the harmonization of the Official Plan with the Creative Rural Economy strategy to the area's Municipal Cultural Plan. How might these policies intersect in a broader and more responsive, contemporary planning process, from the municipal to the provincial scale?
  - Action – From the analysis of barriers and opportunities for policy integration, rationalize and propose specific policy direction, actions and incentives. For example, how might a Community Improvement Plan (CIP) be used to aid in the harmonization of the OP and CRE?



5. Use the case study sites to ground in real-time and illustrate the Vision, Policy and Action analyses in Task 4 above (this should be undertaken by three sub-groups, each working on one case study site and its attendant land use planning issues);
6. Propose a summary set of recommendations for Official Plan Revision, drawing from the case study sites and the results of the policy, vision and action analyses; and
7. Investigate and recommend options for a public engagement strategy through which the County might take these ideas to the community for discussion. Consider innovative, interactive and place-based strategies such as community mapping, interactive websites, blogs and/or other alternatives that serve to enhance civic engagement in a contemporary planning context.

### **Deliverables:**

1. **Final Report** – a bound copy of a professional planning report covering original research and analysis as stipulated in the tasks in this Terms of Reference and specific recommendations in this context, to be supported by selected maps, plans, site-scale diagrams and other relevant graphics. In addition to the usual expectations of a literature review, background research, context and site analysis, the report must include the following project-specific elements:
  - a. an analysis of the emerging creative economy literatures in the context of land use planning (recognizing that PEC is unique among Ontario municipalities in undertaking a creative plan);
  - b. rationalized site selection and detailed case studies;
  - c. documented data and methods for the Vision, Policy and Action components;
  - d. detailed analysis of barriers, opportunities and incentives for each of the Vision, Policy and Action components; and
  - e. documented and developed recommendations for Official Plan Revision and associated instruments (i.e. planning policies, regulations, incentive programs, public engagement strategy, etc.).
2. **Story-Board** – in digital and print formats, no more than three (3) 60x90 cm presentation-quality graphic panels (professionally, digitally printed and mounted on foam-core presentation boards) used to summarize for the client your findings and recommended strategies for OP revision, plan harmonization, and public engagement. Story-board must illustrate with site-based examples, a current problem with an existing land use and a vision for a future or improved land use under the revised policy context. Graphics can represent a mixture of data at various relevant scales, using site photos and plans, design visions and other diagrams, including e.g. pictograms, graphs, charts, site drawings, maps, photo-collages etc.
3. **Public Presentations** – at the end of term (dates to be announced) to faculty, client and other invited experts using a professional, multi-media approach. A follow-up presentation will be made by selected group representatives in Prince Edward County to Planning Staff and at a formal municipal committee and/or council meeting (date to be determined).

**Letter from Peer-Reviewer:  
Dr. Pamela Robinson, MCIP, RPP (Ryerson University)**

Bio available at: <http://ryerson.academia.edu/PamelaRobinson>

**From:** Pamela Robinson <pamela.robinson@ryerson.ca>  
**Subject:** **Cultivating Rural Creativity in Prince Edward County**  
**Date:** January 27, 2010 2:41:14 PM GMT-05:00  
**To:** gmurphy@pecounty.on.ca  
**Cc:** boconnor@pecounty.on.ca, dtaylor@pecounty.on.ca, Nina-Marie Lister <nm.lister@ryerson.ca>

---

Dear Gerry Murphy, Commissioner of Planning

As a peer-reviewer for the PLG720 Advanced Planning Studio, I had the pleasure of assessing the work of a group of Professor Lister's students from the undergraduate program in the School of Urban and Regional Planning at Ryerson University. I wish to foreground their upcoming presentation of their "Cultivating Rural Creativity in Prince Edward County" report Prince Edward County Council on Thursday January 29th, 2010 with this letter -- a letter which contextualises my review of this excellent work and its importance to the County in revising the Official Plan.

In my review, I assert that this strong research is an important contribution to inform the County's efforts to expand the base for economic development while also strengthening local agriculture.

The notion of the creative city has received much attention of late in the context of urban areas. Yet, how effectively this concept translates to working rural landscape remains unclear. The work by the students in our programme provides a very strong analysis of the potential for translation to the uniqueness of the County. Of particular importance, in my professional opinion, is the manner in which the report considers the role that formal land use planning can play and then the delineation of other options. This research takes a strategic and systematic approach to taking a sexy idea like the 'creative economy' and considering what the implications really are for a real community with real people trying hard to create a viable life based on working the land.

Another strength of the report is that its recommendations are grounded in research, the experiences and reflections, other other places. In the urban context there is much chatter about how great the creative economy might be, yet what we need, especially for those us who work on behalf of the public good (in local governments and/or as members of council) are recommendations and suggestions emerging from the best thinking and practice available at the point of decision-making.

Moving forward, I think that everyone interested in the creative rural economy needs to think about how this framework for change impacts those working outside of its parameters. When the students presented, I asked them if the "creative rural economy" was just gentrification of the countryside? In urban areas we have seen processes of creative change push out residents who do not participate. The lesson, I believe, for the County, is to ensure that the responsibility for helping to spark the response includes a meaningful role for municipal staff and more specifically planning staff. Professional urban planners are obliged by our code of practice to consider the needs of all residents and thus, your planners are well positioned to ensure that the best of the creative rural economy is capitalized upon while paying keen attention to the needs of other hard working County residents. [full disclosure: two of your planning staff were students in our programme and students of mine thus I am VERY confident in their abilities to make significant contributions :)]

Finally, I will close by saying that I hope you will take steps to gather the data and facilitate critical reflection on the County's involvement in this process. Many other local governments across Canada have much to learn from your forward-looking efforts to diversify livelihoods in the County.

I wish you all the best in this innovative endeavor. Warmest regards,

Dr. Pamela Robinson, MCIP RPP  
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## Letter from Peer-Reviewer Dr. Betsy Donald, MCIP, RPP (Queen's University)

Bio available at: <http://geog.queensu.ca/faculty/donald.asp>

From: donaldb@queensu.ca  
Subject: **Letter of Support - Ryerson Student Report to PEC, December 2009**  
Date: January 27, 2010 10:16:42 AM GMT-05:00  
To: gmurphy@pecounty.on.ca  
Cc: nm.lister@ryerson.ca  
Reply-To: betsy.donald@queensu.ca

---

Dear Commissioner Murphy,

I am pleased to offer my letter of support for the Planning Project that was conducted by Ryerson Students entitled, Cultivating Rural Creativity, published in December 2009 and supervised by Professor Nina-Marie Lister, Ryerson University. I was on the peer-review panel and enjoyed my involvement in this process very much.

The students took on a challenging and timely project. As far as I am aware, this is the first such project in Canada -- if not the world -- to explicitly examine the relationship between the changing nature of agriculture (often captured under the term 'creative food economy') and land use planning. The students have provided a wonderful guiding post for new and innovative policy direction in this area and future research.

I congratulate them on their efforts and look forward to working with Professor Lister and her students on future projects in this area.

If you require more information, please do not hesitate to contact me.

Kind regards,

Betsy Donald

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# EXECUTIVE SUMMARY

# X

## Introduction

Prince Edward County (PEC), a single-tier municipality in south-eastern Ontario, is a rural agricultural county rich in cultural and natural heritage.

In recent times, the County has undergone a major shift from traditional 'milk and meat' agriculture toward new forms of agriculture reflective of the emerging 'creative economy'. Culinary and rural tourism, winemaking, artisanal industries, organic, specialty and small farms, as well as other on-farm innovations are now redefining the economy of the region. In response to these shifting trends, Prince Edward County's Economic Development and Planning Departments have adopted a **Creative Rural Economy** strategy designed to maximize the County's economic, environmental, social and creative capital.

The Official Plan of Prince Edward County has not kept pace with the changes underway in the County and is currently under review. Class Consultants has been retained by the County to identify, analyze and provide recommendations leading to a more favourable environment for creative industries in the county, while retaining the unique rural character that define Prince Edward County.

## Method

Class Consultants conducted this project in four phases:

**Phase 1:** Secondary Research, consisting of a thorough Literature Review and Background research on Prince Edward County and of creative planning theories in the rural context. Followed by a SWOT Analysis of the County.

**Phase 2:** Primary Research, consisting of site visits, case studies, academic, professional and peer discussions and debate culminating in a team charette that reinterpreted the Creative Rural Economy to better align with sound planning principles.

**Phase 3:** Development of Recommendations, consisting of a thorough vetting of proposed Guiding Principles against prevailing literature, policy and practice in land use

**Phase 4:** Conclusions, wherein the findings were finalized and the Guiding Principles, Recommendations and the Next Steps proposed to Prince Edward County officials.



# EXECUTIVE SUMMARY CONT...

# X

## **Key Findings By Chapter**

The Report is divided into relevant sections. The following are some of the key findings arranged by chapter. For more indepth research of these topic see the corresponding chapters.

### **Background**

#### **Demographic Challenges**

Demographic trends show that while experiencing moderate population growth, most of that growth in Prince Edward County has been concentrated in the age groups 40 and up, with a subsequent decline (both in absolute and proportional terms) in age groups 20-40 by 2031. The greatest number of unemployed individuals is between 25-34 years and 35-44 respectively.

#### **Agricultural Strengths**

Agriculture, agro-tourism and organic farming play a major role in the local economy. New industries such as wineries, vineyards and food processing have begun to proliferate. 8% of all organic farms in Ontario are located in Prince Edward County, although Prince Edward County accounts for less than 1% of all Ontario farms.

### **Creative Rural Economy**

#### **Creative Planning Methods Inconclusive**

Several approaches to planning for creativity are presented, with emphasis on Richard Florida's model: the creative class theory.

The rural setting poses both opportunities and barriers to the application of Richard Florida's creative class theory in that Florida has insufficiently addressed the issues facing rural economies. Likewise, Florida does not consider the ecological implications of development on agricultural land or the impact generated by the globalization of food product.

Other authors have weighed in on the discussion, providing their contributions to a better understanding of the potential of creative, cultural and professional resources. Creativity is found to be a worthwhile aspiration for economic and social development, but the effectiveness of existing models remain inconclusive.

#### **Innovative Agriculture**

Agriculture has long been an integral part of Ontario's economy and remains an important part of the present day economy. The industry continues to provide opportunities in small rural towns.

The rise in demand for local farm produce is a reaction to the commoditisation of food in the globalized economy and its subsequent environmental and social problems.

A variety of factors contribute to a continued loss of prime agricultural lands. Factors include: urban development, severances, the "urban-rural divide", farm succession planning, low commodity prices, and increasing capital and maintenance costs.

Farmers are increasingly turning to diversification as a means of preserving their livelihoods by engaging in activities like agro-tourism and others that fall under the "creative economy" definition.

### **Land Use Policy and Zoning**

#### **Policy**

Existing policy on land use is expansive, involving many direct and indirect legal applications. The national government's role is largely to provide the policy framework to support the economic viability of agriculture and rural areas. Provincially, both OMAFRA and MMAH oversee the Rural Policy and Provincial Policy Statements which have direct influence on the land-use planning process. Locally, the Official Plan and the attendant Zoning By-law remain the primary policy documents in which Prince Edward County controls land-use activities.

#### **Zoning and Zoning Alternatives**

The zoning by-law has been shown to possess major provision flaws which could limit the full potential of the Creative Rural Economy. As such, Class Consultants prepared a list of alternative zoning methods for the municipality to choose from: cluster zoning, performance zoning, transfer of development rights (credits in Canadian context), and density or incentive bonusing. These alternative methods have both benefits and drawbacks but the efficacy of said policies is increased when used in conjunction with the existing zoning by-laws and the other alternatives.

## X

### *Key Findings Continued...*

#### *Case Studies*

Case studies were examined as part of Class Consultants' research in order to further determine other latent issues within the existing planning framework. The Carriage House Cooperage, Robert Thomas Estate Vineyard and the Mill Pond Cannery and Preserves Company were selected to illustrate such issues.

The case studies reflected a trend of inflexibility in planning definitions on the part of the municipal government. Alternative Zoning measures could alleviate some of these challenges in the future.

With regard to the Estate Vineyard, changes in the Minimum Distance Separation standards would have to be made to accommodate the land use, resulting in possible tensions with neighbouring farms and their activities. The 'Draft Winery Policies' is an attempt to address this issue but is currently before the Ontario Municipal Board at the time of this writing.



### *Guiding Principles and Recommendations*

#### *Guiding Principles*

Class Consultants' primary and secondary research drew the consultants to five Guiding Principles which could be applied to future land use policy development in Prince Edward County.

#### *The Five Guiding Principles are:*

- Retain and Enhance Agriculture,
- Intensify Existing Settlement Areas,
- Encourage Rural Innovation,
- Integrate Zoning Alternatives, &
- Foster Public Engagement

#### *Official Plan Recommendations and Next Steps*

The Guiding Principles led to a series of Official Plan recommendations to assist the Municipality in pursuing their goal of conforming the Creative Rural Economy to the County's new Official Plan. A series of Next Steps were provided to guide the County as they undertake the recommendations.

## I. Introduction

### Overview

#### Project

Prince Edward County (PEC), a single-tier municipality in south-eastern Ontario, is a rural agricultural county rich in cultural and natural heritage. Whereas Ontario's agricultural sector has been largely defined by traditional 'milk and meat' farming, PEC has had a long history of diverse and innovative agriculture. More recently, Prince Edward County's agricultural sector has evolved to reflect the new "creative economy". Culinary and rural tourism, winemaking, artisanal industries, organic, specialty and small farms, as well as other on-farm innovations are now redefining agriculture in the region.

At the same time, Prince Edward County has adopted a Creative Rural Economy strategy that capitalizes on its unique quality of place. The Creative Rural Economy responds to concerns about the future viability of agriculture to sustain the local economy, as well as concerns about a net loss in young professionals in the county. The goal of the Creative Rural Economy is to attract and retain professionals, entrepreneurs

and investment by promoting the county as a bucolic rural setting with many distinctively cosmopolitan amenities.

Prince Edward County's Official Plan has not kept pace with the changing nature of the county. The Official Plan of Prince Edward County was adopted in 1993 is based on a more traditional interpretation of a rural economy. As such, the Official Plan is no longer able to deal effectively and efficiently with the evolution of land uses in the region.

#### The Mandate

Class Consultants has been retained by Prince Edward County to identify, analyze and provide recommendations leading to a more favourable environment for nascent and established creative industries in the county, while retaining the unique rural characteristics that define Prince Edward County.



## Goals and Objectives

This report provides Prince Edward County with a set of recommendations to harmonize the Creative-Rural Economy strategies with a comprehensive update of their Official Plan.

This will be achieved through the following:

- Critically analyzing relevant literature concerning the Creative Economy, Agriculture and existing Prince Edward County policy;
- Identifying current challenges and opportunities in Prince Edward County as a basis for future recommendations;
- Exploring various case studies highlighting specific land use planning issues in Prince Edward County within the context of the creative rural economy;
- Developing a strategy for public engagement and consultation and providing recommendations as a launching point for future policy creation at the municipal and provincial level;
- A comprehensive background of Prince Edward County which highlights the current opportunities and challenges facing the region; and
- An in-depth literature review on the topic of creative economies, agriculture in Ontario and policy issues influencing creative development in Prince Edward County.

## The Challenge

Prince Edward County's Creative Rural Economy draws upon the work of several theorists who have explored the concept of planning for creativity. Most of the existing literature pertaining to creative planning is filtered through the lens of economic development, and focuses on urban areas. As a rural county, Prince Edward County has thrust itself into the forefront of an emerging field of study.

This lack of precedent poses a challenge for land-use planning. Official Plans have the force of law, and any recommendations should be grounded in sound planning principles. It is not enough to allow market factors to determine the course of planning for the county. While planning should be conducive to economic prosperity, it must also be grounded in environmental and community welfare.

Prince Edward County has undertaken several studies to refine their Creative Rural Economy strategy. However, this report is the first to address the Creative Rural Economy from a land-use planning perspective. As such, Class Consultants felt it necessary to fully familiarize ourselves with the issues pertaining to creative planning theories, and to base our recommendations on a holistic and sustainable model.



## Method

Class consultants worked with primary contacts in the Prince Edward County Planning and Economic Development Departments and under the guidance of Ryerson University's School of Urban and Regional Planning Faculty member - Professor Nina-Marie Lister. This project was undertaken from September 2009 to December 2009.

The study's method utilized qualitative data from the consulting team's primary and secondary research. Quantitative data was also incorporated into the research where applicable. The consulting team's research approach began with a broad research question:

### **“How can Prince Edward County conform their Official Plan with the goals of the Creativity-Rural Economy?”**

A multitude of factors were implicit in this question, and Class Consultants instituted a multivariate, non-linear and multi-phased method to triangulate the solution.

**Phase 1** initiated the project with a thorough investigation of current research into the topics of 'Creative Economy and Cultural Planning' (See Figure 1.1: B1), 'Rural Development Policy and Alternatives' (B2), 'Food Production and Agriculture Industries' (B3), and a 'Background Review of Prince Edward County'. This initial research continued throughout the length of the project and influenced every phase of the project's development (A1 & A2).

Phase 1 concluded with the generation of a SWOT Analysis on Prince Edward County and the Creative-Rural Economy based on our Secondary Research conclusions.

**Phase 2** expanded the consultants scope to include primary research. 'Site Visits' (D1) provided a clearer understanding of the issues facing PEC, while an exchange of ideas with Dr. Betsy Donald of Queens University (D2) and a meeting with peers from Ryerson University's Master of Planning program who were investigating On-farm Innovation provided additional observations. 'Case Studies' (D3) were selected from a list provided by our primary contacts in PEC following our Site Visit. Phase 2 concluded with a Research Team Charette that reinterpreted the Creative-Rural Economy to better align with good planning principles.

The consultants then undertook the process of defining our recommendations. **Phase 3** resulted in the development of a Vision Statement and Guiding Principles (F1), as well as a consideration of Land-use Implications for the PEC Official Plan (F2).

After a vetting process, the consultants arrived at **Phase 4**, the Final Guiding Principles, Recommendations and Next Steps for Prince Edward County (G).

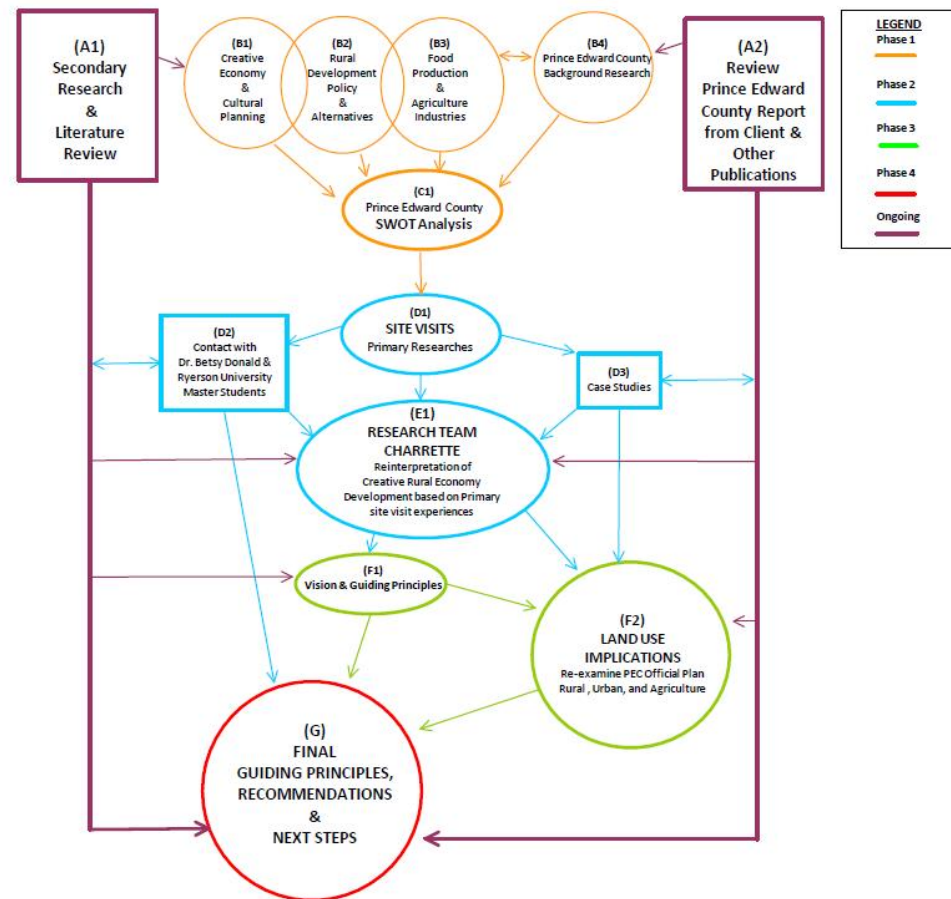


Figure 1.1: Method Flowchart. SOURCE: Class Consultants, 2009.

## The Five Guiding Principles

Based on the research undertaken by this study, Class Consultants recommend *Five Guiding Principles* (Figure 1.2) to help shape Prince Edward County's new Official Plan. These 5 Guiding Principles are interdependent, nested and founded upon the protection of Prime Agricultural Land:

- Retain Prime Agricultural Land
- Intensify Urban Areas
- Promote Rural Innovation
- Explore and institute progressive zoning options
- Encourage Public Engagement



Figure 1.2: The Five Guiding Principles. SOURCE: Class Consultants, 2009.

# BACKGROUND: PRINCE EDWARD COUNTY

## 2

### Overview of the Chapter

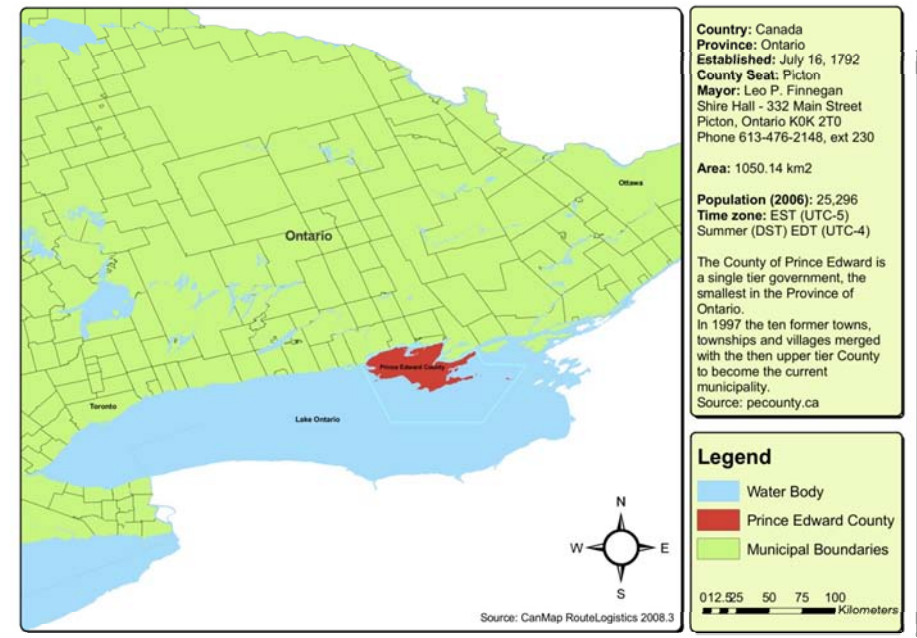
In this chapter, Class Consultants examines the overall context of Prince Edward County. Prince Edward County's heritage is examined, and the uniqueness of the County's character discussed. Research is compiled on current demographic, economic and agricultural trends. The chapter also considers some of the ecological issues facing the County. All of this secondary research provided Class Consultants with a broad overview of issues currently facing the County.

KEY FINDINGS	
SECTION	DESCRIPTION
Context	<ul style="list-style-type: none"> <li>Prince Edward County is an island located in Southeastern Ontario.</li> </ul>
History	<ul style="list-style-type: none"> <li><i>Late 1700:</i> United Empire Loyalists arrive and begin clearing land and building homes</li> <li><i>1830s:</i> Sir John A. Macdonald's father opens carding mill as major industries in the county were lumber, ship building and milling.</li> <li><i>1860-1890:</i> Region is major exporter of barley. Introduction of tariffs and technological innovation result in industry slow-down near 1890.</li> <li><i>1890s:</i> Dairy industry booms.</li> <li><i>Early 1900s to 1980s:</i> Canning industry productive in PEC.</li> </ul>
Culture	<ul style="list-style-type: none"> <li>PEC's Official Plan states island's isolation has protected architectural and natural features from development pressures.</li> <li>Prince Edward County Heritage Advisory Committee works to protect man made historical elements as well as natural features.</li> <li>Prince Edward County Arts Council organizes festivals, craft shows, and tours.</li> </ul>
Demographics	<ul style="list-style-type: none"> <li>The proportion of population that is composed of adults and seniors of ages 40 and up has been increasing.</li> <li>The proportion of young adults to adults ages 20 to 40 has been decreasing.</li> <li>PEC faces the dilemma of an aging senior population and declining work force to support its economy as well as seniors' needs.</li> </ul>
Agriculture	<ul style="list-style-type: none"> <li>Agriculture continues to play a sizable role in PEC's economy.</li> <li>PEC is a Designated Viticultural Area and Ontario's fourth winemaking region.</li> <li>Farm revenues have been decreasing from 1996 to 2001 but the degree of revenue reduction has also been decreasing.</li> <li>Small to medium farms in the range of 10 to 69 acres have been increasing in PEC and in 2006, represented 22% of farming operations.</li> <li>Organic farms in PEC have increased from 3 to 51 farms between 2001 and 2006.</li> <li>Second fastest growing sector of the food economy in Toronto is specialty-food.</li> </ul>
Natural Ecology	<ul style="list-style-type: none"> <li>Soil is loamy and sandy nature.</li> <li>Soil mostly classified as prime agricultural land being class 1 to 3 on the Canadian Soil Classification System.</li> <li>Climate of PEC typically offers hot, humid summers and short, cold winters.</li> <li>Growing season is typically April to October.</li> </ul>

## II. Background: Prince Edward County

### Context

Prince Edward County is a 1000 sq km island in South-eastern Ontario that extends into Lake Ontario. Prince Edward County is located just south of both the town of Trenton and the city of Belleville. The primarily rural landscape has a number of small towns, villages and hamlets. Picton, Wellington and Bloomfield are the largest towns on the island. After amalgamation in 1997, the County was divided into 10 Wards, with one to three councilors representing each ward and one mayor. The resident population is approximately 25,000, but a strong tourism sector from May to September draws as many as 440,000 tourists annually (Donald et al, 2008).



## History

Major development in Prince Edward County occurred after the arrival of 500 United Empire Loyalists in the late 1700s. The Loyalist heritage has shaped and remains a large component of the cultural history of the region since they began clearing the land and building homes.

Major industries during this period were lumber, ship-building and milling. Canada's first Prime Minister, Sir John A. MacDonald, is a notable past resident, having spent part of his youth here when his father operated a carding mill in the 1830s.

As an island, the county was extremely self-sufficient, and much of the trade relied on water routes. Prince Edward County underwent a substantial industrial revolution when new residents moved in and wanted products to be made available to them (Collinson, 1999). Picton became the main manufacturing and distribution hub, with nearby Bloomfield also containing some industry.

The region became a major exporter of barley between 1860 and 1890, bringing wealth to the area. This wealth built much of the existing heritage brick building stock. As transportation developed and tariffs were introduced, goods began to be imported and industry slowed down. The boom of the dairy industry after the 1890s reinvigorated the economy with the sale of products such as cheese. The canning industry followed and was a productive and wealthy industry in Prince Edward County until the 1980s, which at its peak produced 43% of Canada's canned tomatoes (Collinson, 1999).

## Culture

The County's Official Plan notes that the island's isolation has protected its architectural treasures and natural features from development pressures, and has played a large role in shaping the 'sense of place' of the County.. The Prince Edward County Heritage Advisory Committee works to protect not only the man made historical elements in the county but the unique natural features such as shorelines, marshes and agricultural lands found in the County. The Prince Edward County Arts Council promotes the arts through organizing festivals, artisan craft shows and gallery/studio tours.





## Demographics

Prince Edward County has experienced a population growth of 2.4% from 2001 to 2006. This is a positive trend for the community; however, the main portion of that growth occurred within the oldest sector of the population. Individuals between the ages of 50 and 59 currently comprise nearly 17% of the population, up from 11% in 1996. This proportional increase of seniors has occurred within every single age group from age 40 and up (Donald, 2008). In contrast, the percentage of those between the ages of 20-40 plummeted by approximately 10% between 1996 and 2006. As such, Prince Edward County is

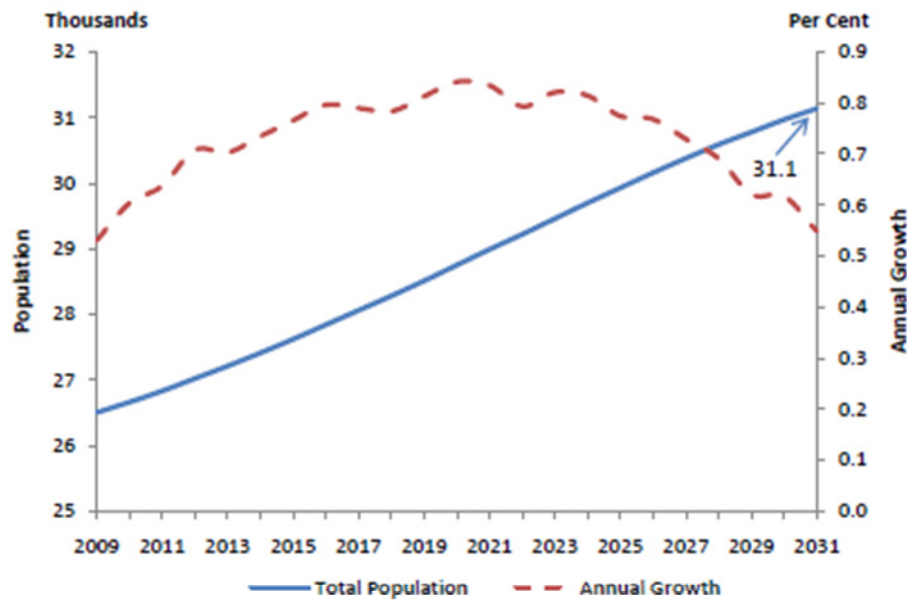
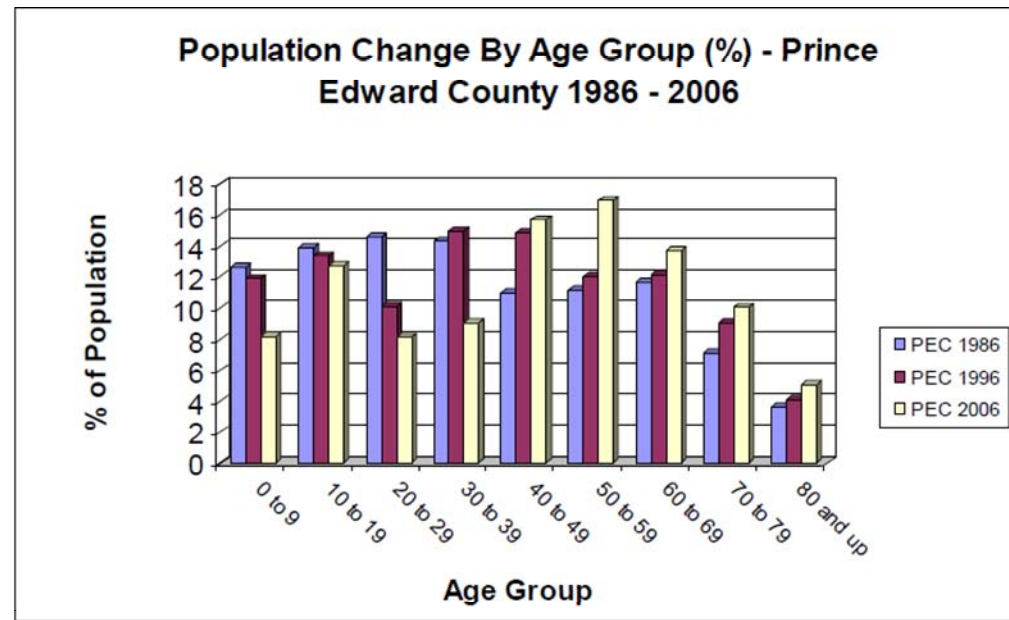
currently trying to attract younger professionals, as they are frequently the drivers of the creative economy (Donald, 2008).

The population of Prince Edward County is expected to grow by 17.5% over the next 22 years from an estimated 26,500 in 2009 to 31,140 in 2031 (Murphy, 2009). The population of adults aged 65 and over is projected to almost double from 21.7 % of the population in 2008 to 35.6 % in 2031. These projections reflect the County's aging population as well as an in-migration of people purchasing retirement homes in Prince Edward County (Donald, 2008).



**Chart 2.1: Population Change by Age Group (%) – Prince Edward County 1986-2006.**

Source: Donald et al, p.6 (2008)

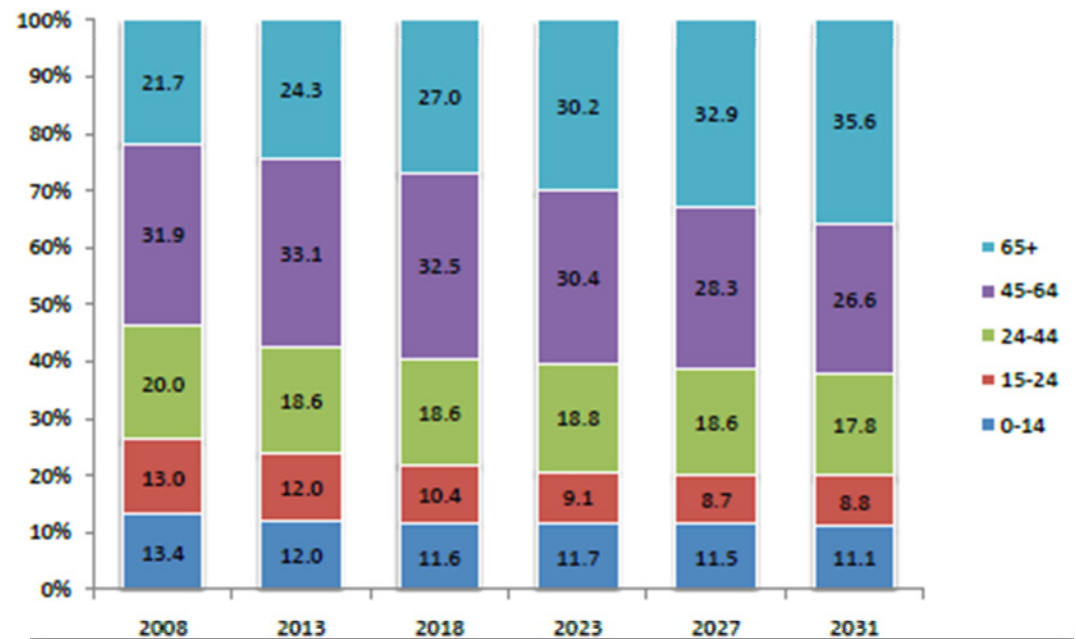


**Chart 2.2: Population Projections and Annual Growth, All Ages, Prince Edward (2009-2031).**

Source: Murphy, p.4 (2009)

The most vital segment of the working population is between the ages of 24 to 44. At present, this age group is 20 % of the population and is projected to decrease by 2.2 % by 2031. The number of adolescents and students is also projected to decrease 4.2 % by 2031 %from its current 13 % of the population (Donald, 2008).

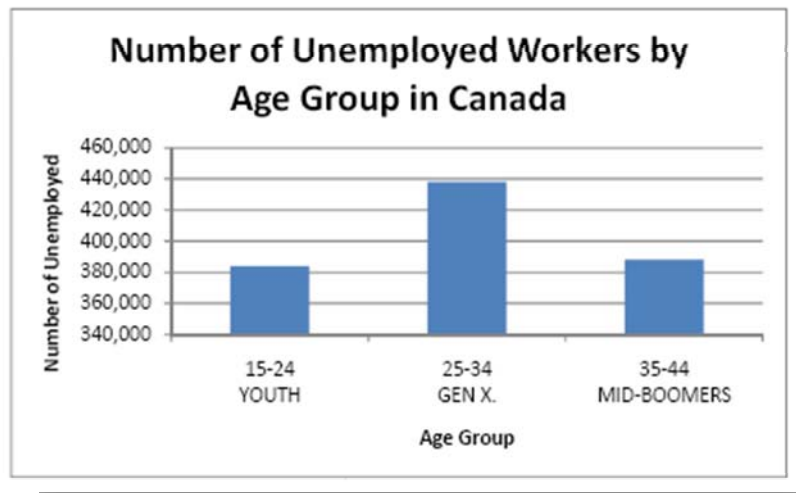
*Chart 2.3: Projected Age Distribution, Prince Edward (2008, 2013, 2018, 2023, 2027, and 2031).*  
Source: Murphy, p.15 (2009)



David Foot's book 'Boom, Bust and Echo' speaks of the plight of the baby boom generation, which represents 32.7 % of Canada's population, followed by the bust generation representing 18% of the population and the echo (children of the baby boomers) at 23 % of the population (under 16). The bust generation faces lack of employment due to competition with the baby boom generation (Foot & Staffman, 2004). The

following graph shows the distribution of unemployment across age groups in Canada.

Foot states that the greatest number of unemployed individuals in Canada is between the ages of 25 and 34 years, followed by those between the ages of 35 and 44. 'Generation X' continues to face stagnant employment growth (Foot & Staffman, 2004). Prince Edward County can potentially capitalize on the demand for viable job opportunities sought by this segment of the population.



**Chart 2.4: Unemployment in Canada by Age Group.**  
Source: Foot and Staffman (2004)

## Economy

### Agriculture

Agriculture continues to play a major role in Prince Edward County's economy.

Farm receipts calculated at 2006 dollar values totalled over \$76 million and increased 12.4% from 1996 to 2006. Operating expenses have been rising at a higher rate, approximately 19% during the same period. In 2006, agriculture and other resource-based industries contributed 8.6% of the labour force in PEC, 5% higher than the Ontario average.

Agriculture also supports a thriving tourism trade through its vineyard tasting, food processing and artisanal cheese making (VQA, 2009). The success of new vineyards and wineries has made The County Ontario's fourth major winemaking region, and a Designated Viticultural Area (DVA).

There are currently over 600 acres of vines in the County and a growing number of wineries and vineyards. Chart number five displays the diversity of farming operations in Prince Edward County.

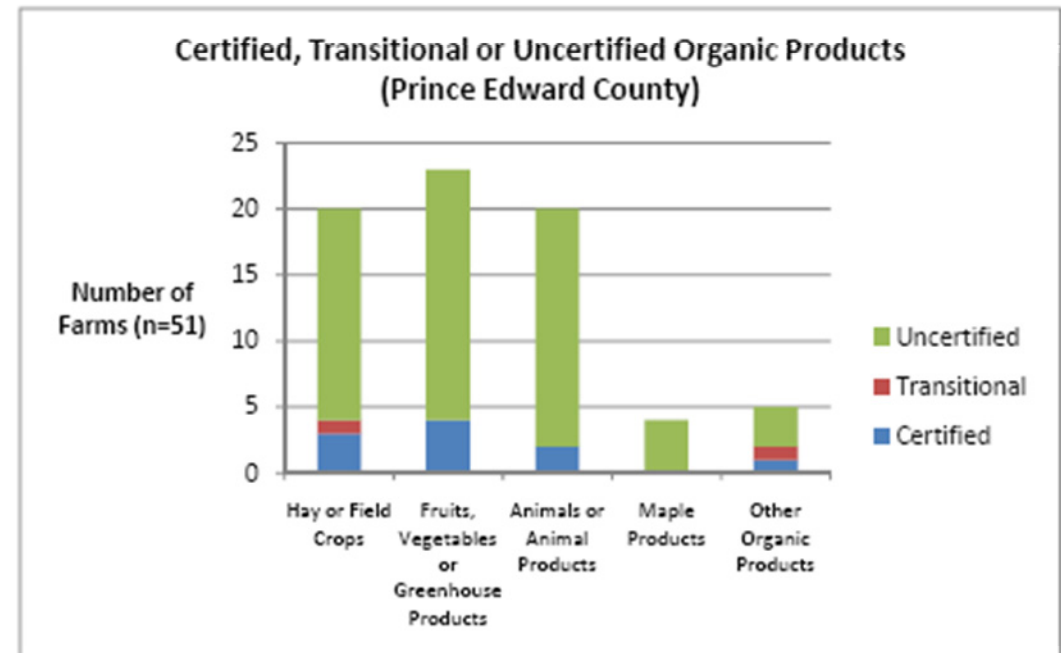
FARM REVENUES IN 2006 REAL DOLLARS				
	Number of Farms Reporting	Total Gross Farm Receipts 2006 dollars	Total Real Business Operating Expenses	Total Real Farm Revenue
1996	618	\$ 68,249,117	\$ 54,862,424.00	\$ 13,386,693.00
2001	535	\$ 73,650,617	\$ 63,154,220.00	\$ 10,496,397.00
2006	529	\$ 76,727,274	\$ 67,261,186	\$ 9,466,088
% change 1996 - 2001		7%	13%	-28%
% change 2001 - 2006		4%	6%	-11%

Chart 2.5: Farm Revenues

Source: Statistic Canada, Agricultural Community Profiles-Prince Edward County (2006)

Like the rest of Canada, the nature of farm operations has been changing in Prince Edward County over the last decade.

The number of farms is decreasing while the size of the average farm is increasing. The operation of a farm becomes more expensive causing revenues to decrease. In Chart 2.5, we see this trend in Prince Edward County from 1996 through to 2006. While the number of farms decreased in PEC over the ten-year period, the distribution of farm size also has shifted away from larger farms.



**Chart 2.6: Breakdown of Organic Products**

Source: Statistic Canada, Agricultural Community Profiles-Prince Edward County (2006)

Our research shows that while farms over 130 acres still comprise the majority of the farmland, there is an increasing proportion of farms that are between 10 to 69 acres. This increase shows that there is a growing interest amongst farmers to start smaller farms rather than invest in larger ventures. Smaller farms can allow for the growth of high-value crops and are common in organic farming operations. In the United States 75% of all organic farms are under 6.2 acres (Lotter, 2003). Currently Ontario lacks a data set showing farm size distribution amongst organic farms, one study examining a sample of 257 organic farms found that 68% of organic farms were smaller than 300 acres.

### ***Organic Farming***

**Prince Edward County farmland only accounts for 0.9% of all farmland in Ontario but has 8.6% of certified organic farms in Ontario (Statistics Canada 2006).** This sector has seen huge amounts of growth between 2001 and 2006 with the number of reported organic farms increasing from 3 in PEC to 51 farms. Organic farms present farmers with a strategy to diversify their products in order to increase sales in the face of global competition. **Chart 6** above shows the distribution by type of farm of self-declared farms producing “organically grown” products<sup>1</sup> in Prince Edward County by agricultural sector.

In Toronto, the second fastest growing sector of the food economy is in specialty-food and the sector is expected to become the fastest growing by 2011 (Donald, 2009). With an increasing consumer demand for specialty items, which include locally grown, organic products, there is potential for farmers and producers, to fill this niche market with artisan, ethnic and local food. Indeed, as the statistics show, many farmers in PEC already have responded to this niche.

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<sup>1</sup> The total number of farms reporting does not equal the sum of the parts because a farm could report more than one category (StatsCan 2006).

### ***Other Industry***

As well as traditional industries, the economic base includes small and medium size enterprises such as manufacturers, IT specialists, machinists, filmmakers, quarries and fine restaurants. Prince Edward County has also seen an increase in tourism, with more than 440,000 annual visitors who spend an estimated \$65.4 million per year. Tourists are drawn to the County by the combination of natural, cultural, and gastronomic attractions. Natural amenities such as Sandbanks Provincial Park offer opportunities for outdoor recreation (Corporation of the County of Prince Edward, 2007).

## Natural Ecology

In Prince Edward County, the soil has a much valued loamy and sandy nature which is usually considered part of Classes 1 through 3 on the Canadian Soil Classification System. As such, they constitute part of Canada's prime agricultural lands (Canadian Soil Classification System, .

The climate of the County is classified as being part of the larger Great Lakes-St. Lawrence Lowlands climatic zone.

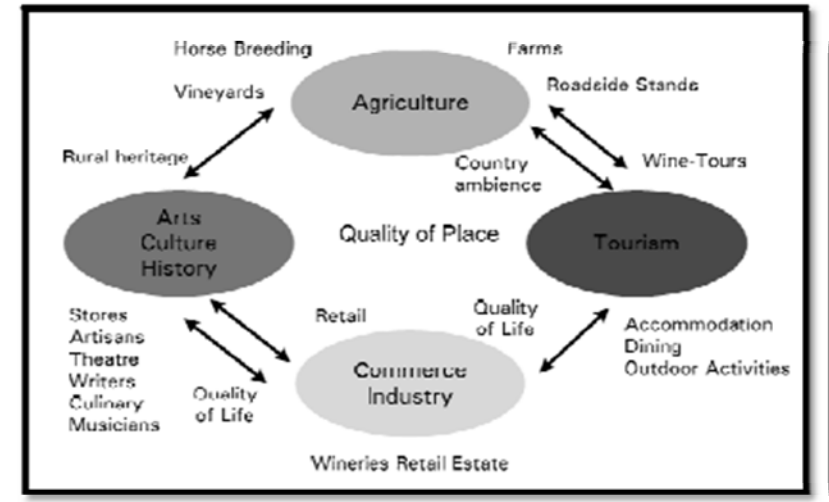
Typical characteristics include hot, humid summers and short, cold winters with a moderate level of precipitation with little seasonal variation (Bone, R. 2008, pg. 47; see Fig 2 below).

The growing season for the County typically runs from April to October (Bone, R. 2008, pg. 47).

These characteristics make Prince Edward County an ideal setting for an economy that develops and relies on agriculture and rural uses which creates a sense of place that draws tourists and new residents to the county.

## Prince Edward County's Rural Creative Economy

In the year 2004, a Strategic Economic Development Plan was prepared for Prince Edward County in recognition of the county's goal to shift its focus to creating Canada's first "Creative Rural Economy". The Market Readiness assessment signifies that Prince Edward County has absolutely no market competitiveness in the traditional economic development sense, nor it is able to attract large scale industry development (WCM Consulting Inc, 2004). Nonetheless, the report highlights Prince Edward County's potential market for entrepreneurs from Toronto, Montreal, Ottawa, the "Golden Triangle" in Ontario, the knowledge-based technology and creative industries, and professionals in the health and research sectors. It once again emphasizes the application of Creative Class theory, and recommends that Prince Edward County's Economic Development approach focus on the four pillars of economic development represented in the following figure:



**Chart 7: Four Pillars of Economic Development Strategies in PEC**  
Source: Source: WCM Consulting Inc (2004)

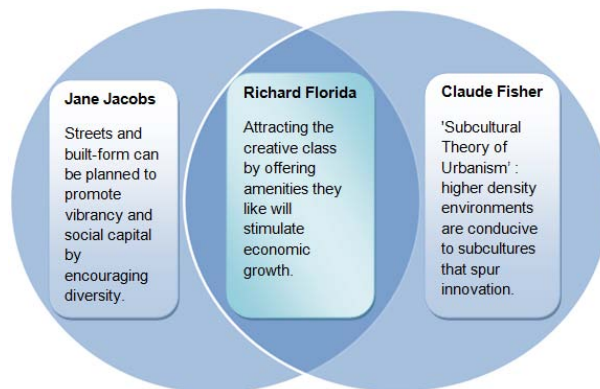


## Overview of the Chapter

In this chapter, Class Consultants examines the broad topic of 'creative planning' as it pertains to rural Prince Edward County. The chapter begins with a review of the current 'creative planning theories' and research, then takes a closer look at creative planning in the rural milieu. The chapter also considers innovative new approaches to agricultural production and farm diversification. The Chapter concludes that a new definition and new applications of creative planning are required for rural settings.

## Creative Planning Concepts

At the forefront of current research on creative planning is Richard Florida, who has written several influential books based on his 'Creative Class Theory.' Prior to Florida's contribution to creative planning, there existed a body of research on the subject that was influential to this theory. Contributors to this subject include Jane Jacobs and Claude Fischer. Richard Florida's rationale contains core arguments of Jacobs and Fisher and adds his own concept of creative class and economic growth:



Tests of the correlations between the creative class and economic growth have been inconclusive, and planners are advised to apply this theory with discretion.

## Creative Class in the Rural Setting

The rural setting offers natural and recreational amenities that may be attractive to segments of the creative class. However there are limitations to the application of the creative class theory to a rural setting, mainly due to the differing composition of labour in the ru-

ral setting. More research is required to identify the contribution of agricultural uses to the creative economy, to formulate an understanding of a creative rural economy. In the practice of creative planning, PEC should consider sectors that are undervalued in the urban creative class model (such as Agriculture) that are valued in rural settings.

## Ontario's Food and Agricultural Economy

Globalization has greatly impacted the agricultural industry as the winners have been those able to provide cheapest production to the global market. Recent concerns over declining food quality due to agricultural chemical dependence and mass production, as well as concerns about food security have given rise to a localized food movement. The loss of Ontario's prime agricultural land due to development has led to greater global dependence, and retention of prime farmland is necessary to ensure food security.

Farm diversification is a strategy that some Ontario farmers have been employing to combat global competition. Common farm practices with examples are enumerated below:

Direct Marketing and Agri-tourism	Organic Products	Environmental Consciousness
<ul style="list-style-type: none"> <li>• Roadside Stands</li> <li>• U-Pick Operations</li> <li>• Farmers' Markets</li> <li>• Direct Sales to Restaurants</li> </ul>	<ul style="list-style-type: none"> <li>• Improved Food Quality</li> <li>• Branding</li> </ul>	<ul style="list-style-type: none"> <li>• Ecological Management</li> <li>• Preservation of Biodiversity</li> </ul>

Literature suggests that farm diversification, particularly agri-tourism, has been a catalyst for rural development and regeneration during a time of decline for traditional agrarian industries. Prince Edward County is subject to the plight of traditional agricultural industries in Ontario. Evidence has been presented of the changing composition of PEC's agricultural industry, from mainly large traditional farms to a mix of large farms and small to medium 'diversified' farms. PEC is in an ideal position to capitalize on the localized food movement, and current industry trends that make the best use of abundant prime agricultural land.

### III. The Creative Rural Economy

#### Prince Edward County's Creative Rural Economy

At the forefront of current research on creative planning is Richard Florida, who has written several influential books based on his 'Creative Class Theory.' Prior to Florida's contribution to creative planning, there existed a body of research on the subject that was influential to this theory. Contributors to this subject include Jane Jacobs and Claude Fischer. Richard Florida's rationale contains core arguments of Jacobs and Fisher and adds his own concept of creative class and economic growth

Florida's model has not yet been thoroughly vetted, and test to draw correlations between the creative class and economic growth have been inconclusive. While the theory is not without merits, planners are advised to apply this theory with discretion.

#### Creative:

**1:** marked by the ability or power to create: given to creating

**2:** having the quality of something created rather than imitated: imaginative

**3:** managed so as to get around legal or conventional limits; also: deceptively arranged so as to conceal or defraud

(Merriam-Webster, 2009)

## The Creative Class in Rural Settings

The rural setting offers natural and recreational amenities that may be attractive to segments of the creative class. However there are limitations to the application of the creative class theory to a rural setting, mainly due to the differing composition of labour in the rural setting. More research is required to identify the contribution of agricultural uses to the creative economy, to formulate an understanding of a creative rural economy. In the practice of creative planning, PEC should consider sectors that are undervalued in the urban creative class model (such as Agriculture) that are valued in rural settings.

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In this section, an interpretation of creative rural economy is sought as it pertains to Prince Edward County. The context of the interpretation is a broad base of theoretical and practical research in the planning realm, as well as those disciplines that intimately interact with planning. The purpose of undertaking rigorous analysis of this policy is to provide robust evidence of the success and setbacks determined from

empirical tests of policies concerning the creative economy. The foremost consideration for this undertaking is the responsibility of land use planners to consider the impacts of the policies they create on the affected population, and to place greater value on policy frameworks that have prevailed onerous trials rather than relying on tenuous assumptions.

## Introduction to Creative Planning Concepts

It is important to consider the concept of 'creativity' as it pertains to municipalities and planning. Creativity is now recognized as an important form of capital which can enrich regions. The following analysis investigates 'planning for creativity' as a planning paradigm, and considers its application to rural and small municipalities.

The past decade has witnessed a surge in research pertaining to the 'creative city', and of creativity's importance to economic prosperity. This surge is largely due to the popularity and controversy surrounding Richard Florida's creative class theory. First introduced in his 2002 book 'Rise of the Creative Class: and How it's Transforming Work, Leisure, Community, & Everyday Life', the theory draws correlations between quality of place and the emergence of human innovation. However, the roots of creative planning can be traced back to earlier works. Florida owes a debt to Jane Jacobs, who spoke of the power of urban diversity in her book 'Death and Life of Great American Cities', as well as to Claude Fischer's 1975 research on the subcultural theory of urbanism.

Florida's creative class theory is merely one of several interpretations of creative planning. Although his theory is the most widely known and discussed, Florida's contribution to creative planning is also one of the most contentious. While it is important to consider Richard Florida's creative class theory, alternative interpretations of creative planning have also been identified. At the crossroads of these various methods, Class Consultants seek a holistic, inclusive and sustainable approach to creative planning.

## Perspectives on Creativity in Planning

What does it mean to be creative within the urban and regional planning milieu? Urban Theorist Charles Landry identifies creativity as the means by which cultural resources can be transformed into economic capital, and suggests that the urban planner's role is explicitly to manage the application of cultural resources just as he would more traditionally manage physical infrastructure (Landry, 2000). Landry sees creative planning as the utilization of culture as a capital resource, and the city as a living organism, with its own characteristic capacities which are ever evolving (Landry, 2000). The creative application of a city's cultural identity should reflect, enhance and help to shape its evolving character.

Jane Jacobs also envisions cities as living organisms, but she takes the metaphor one step further. In her vision, urban creativity is channeled through the filter of built-form, and that built form can promote or harm creativity:

**Jacobs:** 'Creative places in the city are just like living beings: they are born, grow, decay and can rise again. In my view, the streets are the vital organs of the creative city'.  
(Hospers & van Dalm, 2005; p.10)

Jacobs is often cited as the originator of creative planning, though that was never her intention. In her book, 'Life and Death of Great American Cities' (1961), Jacobs rarely uses the term 'creativity' specifically. Instead, she refers to 'planning for vibrancy' (Jacobs, 1961; p. 408) and bringing an end to "the Great Blight of Dullness" (Jacobs, 1961; p. 145). Jacobs argued that streets and the built-form can be arranged to accommodate vibrant cities and social capital by encouraging diversity (Jacobs, 1961; p. 143-151), mixed use (Jacobs, 1961; p. 152-177), and concentration (Jacobs, 1961; p. 200-221). The importance of diversity, in particular, is reiterated throughout the broader creative planning literature (Landry, 2000; p. 111, Florida, 2002; p. 226).

Jacobs and Landry had different concerns. Whereas Jacobs' work is concerned with improving the liveability of the city through the wise use of built form, Landry's work is concerned with cultivating the creative energies produced within the city for economic capital.

A theory proposed by Claude Fischer in 1975, the 'Subcultural Theory of Urbanism' bridges the gap between Jacobs and Landry.

Fischer's subcultural theory found that cities were disproportionately the locale of innovation (Fischer, 1975) because higher density environments were more conducive to the development of subcultures. Fischer proposed that there was a direct relationship between the presence of subcultures and unconventional actions, and that unconventional actions spur innovation (Fischer, 1975). The subcultural theory offers a causal statement: the larger and denser the city is, the more intense its subcultures will be.

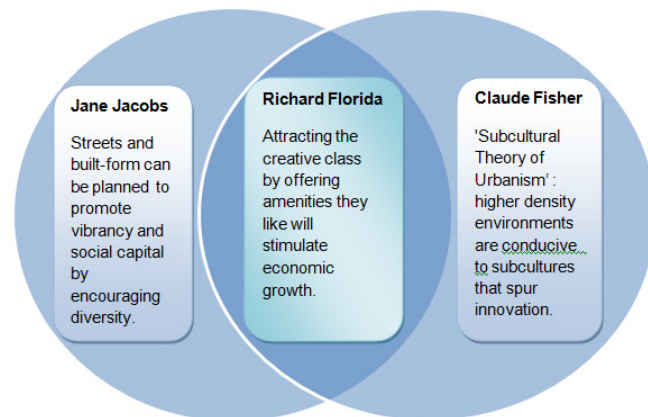
"Social changes, the theory suggests, usually begins [sic] in the unconventionality of a few and then spread to a wider society. The importance of size for the support of innovative subcultures means that cities will always have an advantage in this regard". (Fischer, 1975; p.1336)

Fischer saw the subcultural theory as presenting a challenge to rural innovation, because rural areas could not keep pace with the innovations occurring in dense urban populations.

Richard Florida's creative class theory (Florida, 2002) builds upon the ideas of Jacobs, Landry and Fischer. Florida proposes that innovative and talented professionals, a group he dubbed the 'creative class', gravitate to urban clusters. Florida's clusters of creatives are similar to the subcultural

groups proposed by Claude Fischer. However, Florida believes that creative people are drawn to specific environments that are not only densely-populated, but also vibrant and diverse. In some cases, Florida believes that creative clusters will emerge more fully in smaller, less dense cities over larger, denser ones (e.g. Austin, Texas as opposed to Detroit, Michigan), provided that amenities available in the smaller cities are more conducive to a 'creative lifestyle' (Florida, 2002; p. 249). Florida echoes the ideas of Jacobs in his assessment of what constitute an attractive city: those that are not afflicted by "the blight of dullness". Like Landry, Florida's purpose is to guide city planners and economic developers to cultivate the talents of creative people as a capital resource.

Richard Florida's 'creative class theory', which he first introduced in his 2002 book 'Rise of the Creative Class and How it's Transforming Work, Leisure, Community, & Everyday Life', was met with both enthusiasm and scepticism by politicians, urban planners and economic developers, and even captured the attention of the popular culture (Peck, 2005). Prince Edward County has incorporated many components of the creative class theory, and adapted the theory to their unique rural setting as part of their Strategic Cultural Plan (Prince Edward County Economic Development Department, 2005). It is therefore important that we examine and critique the creative class theory, and its application to the rural setting, in order to make informed planning and policy decisions for The County.



**Figure 3.1: Urban Creative Theories. SOURCE: Class Consultants, 2009.**



## The New Classes

The creative class theory provides a model for economic development based on the attraction and retention of a highly skilled labour class Florida dubbed 'the creative class', which he claims could currently represent as much of 30% of all workers (Florida, 2002; p.8). In total, the creative class theory recognizes only three 'economic classes', the other two being the "service class" and the "working class" (Florida, 2002; p. 68). Florida sees the creative class as distinct from the other two classes because he considers the service and working classes to be more dependent on routine and managed processes. He is less clear about the distinction between 'service' and 'working' classes.

Florida then identified a specific sub-group within the creative class, which he dubbed 'the super-creative core'. The super-creative core is those workers whose principle role is to create new product: scientists and engineers, poets and novelists, and artists and entertainers to name a few (Florida, 2002; p. 69). While the standard creative professional is generally focused on problem solving, the super-creative core is both problem solving and 'problem-finding' (Florida, 2002; p. 69). Florida also asserts that creative professions earn disproportionately higher wages than the other classes. The

working class is losing its economic clout while the service class has a dependent relationship with the creative class, growing in response to the creative class's emerging economic dominance (Florida, 2002). Aside from the correlations between the rise of service class and creative class occupations, there is little evidence presented to support Florida's claim that the service industry is dependent on the affluence of the creative class. In his polemical critique of Florida's work, Jamie Peck sees elitism underlying Florida's class designations (2005). Elitism and gentrification are common critiques of Florida's work (Lang & Florida, 2005). As we shall discuss in detail in the next section, Florida's model correlates the attraction of the creative class to diverse areas. Gentrification might ensue if high-income creative class workers relocate to diverse neighbourhoods, thereby driving up the costs of living (Lloyd, 2004).



## The Creative Economic Development Model

Florida proposes an economic development model based on his creative class theory. The model rests on three assumptions: (1) There is a positive correlation between a region's economic prosperity and the presence of robust 'creative clusters'; (2) Creative individuals are nomadic, and tend to gravitate to geographic regions that cater to their lifestyle choices; and (3) a city or region can attract the creative class and thereby stimulate economic growth by offering amenities that reflect the creative class's lifestyle choices. It is Florida's belief that a creative community will prosper because such communities attract high-skilled creative workers, and that employers will follow talent to these 'places of power'.

In order to gauge and facilitate creative economic development, Florida identified 'The Three T's of Economic Development': talent, technology, and tolerance (Florida, 2002; p. 249).

**Talent** is a measure of the creative workforce, and is based on demographic, educational, and occupational characteristics

**Tolerance** is a measure of diversity and openness to different lifestyles. It is often measured by sexual orientation, bohemian and immigrant cultures, and visible minorities

**Technology** is measured by patent activity, the high technology share of the economic base and the technological aptitude of the citizenry

The three T's are measured to establish geographic and social indexes and identify creative clusters. They are refinements made, for the sake of quantification, from a more complete list of factors that attract the creative class, including: thick labour markets, lifestyle, social interaction, diversity, authenticity,

identity, and quality of place (Florida, 2002; 223-234). By measuring the 3 Ts within geographic areas, Florida was able to identify clusters of creativity as he defined it, and rate places by their creative index.

In his most recent text, 'Who's Your City', (Florida, 2008) Florida introduced the '4<sup>th</sup> T': **Territory**. Territory is essentially 'quality of place'. Certain places are more attractive to the creative class due to the lifestyle amenities they provide.

As we shall illustrate in the next section, the model has not produced conclusive results, although it has inspired positive dialogue about urban issues.

## Critiques of the Creative Class

There is considerable debate about the virtues of Florida's model. The theory relies on correlations rather than causation, yet the theory attempts to imply a causal link (Lang & Florida, 2005). Florida makes it clear that there is no way of predicting what factors might trigger an upsurge in development of the creative class, but admits later that he is not burdened by critiques of causality. Peck takes issue with Florida's ranking system for cities, reducing it to a political and marketing game for city officials (Peck, 2005).

Faced with criticisms about the rigour of his work, Florida admits to the limitations of his own research, but attributes it to the complexity of the undertaking, and sees his work as an ongoing process. His work has been widely discussed and debated, and in that sense, Florida has been successful. Even his harshest critics are sensitive to the fact that Florida has raised awareness of planning issues beyond the academic realm (Peck, 2005 and Lang & Florida, 2005). Peck marvels that Singapore has relaxed laws prohibiting homosexuality as a response to Florida's work (Peck, 2005), while Lang stresses that the high visibility of Florida's theory gives him a greater responsibility to address inconsistencies and issues with it (2005).

The final question remains: does the creative class model work? Our research produced only one thorough study that has compared the creative class model against alternative models, and the results categorically dismissed the creative class model. Hoyman & Faricy (2009) compared the creative capital theory to the human capital and social capital theories, and determined that the creative capital theory failed to produce results across multiple statistical tests to explain either job growth, growth in wages, or absolute levels of wages. Additionally, the three T's were negatively correlated with their economic measurements. Australian researchers, in applying the creative class to their political realm, found that the creative class theory can be a powerful organizing tool for policy, but the respondent criticisms are often overlooked in practice (Atkinson & Easthope, 2009), in particular with regard to the impacts of these policies on the homeless and marginal urban communities.

It is advisable that planners utilize Florida's creative class theory with discretion. The public's receptiveness to the creative class theory provides an opportunity for officials to create public discourse and civic engagement, which can enrich the planning process. However, there is significant criticism levelled against the creative class theory as a model

of economic development, and response to the criticisms has been inadequate at this time.

These criticisms, like the work of Florida, should be interpreted with a grain of salt. Florida's model is still new, and subject more experimentation and review over time. There is certainly opportunity for the planning profession to explore new concepts. Jane Jacobs was critical of the traditional urban planning regimes of her time, believing planners had a deadening influence on cities, arguing that "city planning as a field has stagnated. It bustles but does not advance. Today's plans show little if any progress in comparison to plans devised a generation ago." (Jacobs, 1961; p. 439) Perhaps creative planning can be summed up as the application of new and creative approaches to the planning profession.

A creative planning paradigm should incorporate new methods to tap cultural and professional resources. More collaboration between communities, cultural planners, land use planners and economic developers could shape the emerging field of creative planning. Until a more rigorous analysis of the creative class theory emerges from research, it is not advisable to use it (due to its contentious nature at this point in time) as guiding literature for planning policy.

## Trends in the Rural Economy

The structure of rural economies has been shifting over the past two decades. Traditional goods-producing sectors such as agriculture and manufacturing have experienced decline, with an increase in service-producing sectors (Deller, Tsai, Marcouiller, & English, 2001, p. 352). Regional restructuring as a result of changes in Canadian urban-rural trends has provided some compensation for the impacts of reduction in traditional goods-producing activity (Dahms & McComb, 1999). The change in Canadian rural population is the product of two major demographic processes, migration and aging. Migration has typically followed patterns of job opportunity and differences between attributes of urban and rural places. Aging is related to values associated with family size, quality of life, and employment participation by different segments of the population. Canada has experienced macro and micro processes of migration. The macro scale trend has been toward urban and metropolitan concentration of population, contributing to the loss of rural populations (Bryant & Joseph, 2001). Meanwhile the micro scale processes, acting through urban field development or 'counter-urbanization', consist of certain population segments moving into rural areas from urban areas (Bryant & Joseph, 2001, p. 135; Dahms & McComb, 1999).

## Current Literature Pertaining to Rural Creativity

The central focus of current research on the emerging concept of the "Creative Rural Economy" has been to apply the creative class theory posed by Florida to the rural context, and to deal with the difficulties of transferring the principles from an urban setting. McGranahan and Wojan argue that the high availability and quality of creative class attracting amenities in rural areas implies possible attraction of the creative class (p.199). Deller et al. mention the phenomenon of growing urban communities, allowing the resources offered by rural settings such as open space, natural amenities, and "small town" cultural values, to become more valuable. A manifestation of this appreciation of rural cultural assets has been a willingness of individuals to relocate to experience them in order to improve their quality of life (Deller, Tsai, Marcouiller, & English, 2001, p. 352). The natural and recreational amenities offered by rural settings have been referred to by Florida as features attractive to the creative class.

Deller et al. recognize the significance of the growing service-producing sector in providing an environment attractive to creative tourism (2001, p.198) and Mcgranahan & Wojan extend the benefits to attraction and retention of creative

industries (2007, p.199). More effective and cheaper telecommunications, small parcel delivery, and commuter air services have allowed firms to locate away from traditional centres of finance and decide where they want to be. Quality of life is the prime reason for location decisions of small, export-oriented companies in rural areas (Mcgranahan & Wojan, 2007, p. 199). These research articles generally summarize the focus of current perspectives on the creative rural economy on the importance of temporary or permanent creative class attraction. The underlying assumption is that these creative workers and industries must come from a source external to the rural area in question as part of the flow of 'counter-urbanization'.

Counter-urbanization is not a homogenous movement but is a reflection of various employment decisions and motivations behind migration. Three types of counter-urbanization are recognized by Mitchell et al. First is the 'ex-urbanization' movement characterized by an attempt to abandon the disadvantages of urban living with the perceived benefits of rural living, while maintaining an urban workplace. The second type is 'anti-urbanization' which is undertaken by former urban residents who relinquish their urban lives for taking residence and employment in a rural area. The third type is 'displaced urbanization' involving migration due to economic necessity.

The authors state that increasing agglomeration of artists in rural areas is part of the counter-urbanization movement that has occurred in North America since the 1970s. They claim that the creative processes of these artists are stimulated by rural natural elements, thereby providing the link between Florida's claims of amenities attractive to the creative class with consideration of current rural migration trends (Mitchell, Bunting, & Piccioni, 2004). However, location of artists could also be due to "displaced urbanization", because of the affordability as well as the sense of place.

Several limitations arise with the application of Florida's creative class measure to the rural context. Firstly, Florida relies on summary occupations to define employment that most often require high skilled labour. Several detailed categories of occupations that are deemed to be low skilled labour are excluded from the definition, including those that would be included in the creative class measure of rural areas where there is a greater spatial concentration of lower skilled 'creative' occupations (Mcgranahan & Wojan, 2007, p. 198). The most pertinent limitation of Florida's creative class theory in the rural setting is relative lack of importance and attention given to the agricultural sector. Agriculture is briefly discussed

in 'Rise of the Creative Class, but Florida does so primarily to provide historical context (Florida, 2002; p. 57). Florida differentiates agriculture from the other classes, but never deems it a 'class'. In Florida's analysis of job growth by sector over the course of the 20<sup>th</sup> century, agriculture is shown to be shrinking, while growth in the other classes has increased (Florida, 2002, p.73). At one point in history, however, Florida saw Farmers as the original creative class, and their work was fundamentally tied to the development of cities:

"I would like to suggest another fundamental reason why agriculture came to prevail. It engaged and rewarded our ancestors' creative faculties, because as a system it is highly amenable to elaboration and improvement... Agriculture transcended the creative limits of the old system. Over the centuries it consistently rewarded creative tinkering with high returns in the form of increasing yields or improved crops and livestock." (2002, p. 57-58)

Florida discusses the progress of agricultural processes and techniques but places a limit upon its creative faculties when he states, "the creative limit of the agricultural system was that it did not address the production of items other than food and certain materials" (2002, p.59). He goes on to state that the

limits placed upon the agricultural system does not diminish the contribution it made to other forms of production with creative capacity: "...the changes it [agriculture] triggered did seem to accelerate growing specialization in other forms of production" (Florida, 2002, p.59). Although Florida recognizes the significant creative contribution of agriculture, he does not recognize current agricultural activity as part of the creative class. He leaves agriculture as its own category with no explanation of its characteristics (Florida, 2002, p.75).

The creative capacities of agriculture have not been appropriately explored as the results of current research are inconclusive. In "Recasting the Creative Class to Examine Growth Processes in Rural and Urban communities," the authors use O\*NET data, provided by the Employment and Training Administration of the Department of Labour in the United States, to compare 'creativity' measurements of occupations within Florida's classes. Agriculture is included as a fourth category that is not considered a class like the other three, just as Florida prescribed. The mean creativity score of agriculture is within the same range as the mean score of the working class. Subcategories are provided for the three classes, yet none are provided for agriculture. The authors note the limitations to using such a broad category as

providing a possible ecological fallacy when applying data for a broad category to specific sub-categories (Mcgranahan & Wojan, 2007, p. 200-201). The lack of research on agriculture's contribution to rural economies greatly hinders the applicability of creative class theory in the rural context. Another issue that arises when applying Florida's theory to rural areas dominated by agricultural activities is the validity of the 'trickle-down' concept of wealth. Florida asserts that a high concentration of creative class individuals will jumpstart the economy and create jobs for the service and working class, creating prosperity for all (Florida, 2002, p.249). However it is likely that the agricultural sector would not prosper from the introduction of creative individuals (as Florida defines them) since they are not interested in agricultural activities and would likely create competition for land. Agriculture is an area that may have been appropriately neglected in the research of a creative urban economy, but requires greater research in order to formulate an understanding of a creative rural economy.



## Ontario's Food and Agricultural Economy

Historically, agriculture has been an integral part of Ontario's economy. Food and beverage processing is Ontario's second largest manufacturing sector (Donald, 2008), and the majority of inputs are produced by agricultural operations throughout the province. In addition, many food processing industries are the primary employer of small towns and create local jobs (Roberts, W. 2001). However, the agricultural industry has become increasingly impacted by globalization over the past few decades.

In a globalized economy, the majority of food sold in supermarkets is often imported from the place of cheapest production. Lister (2007) describes this as "placeless food," where much of the produce "changes geography with the seasons." The majority of consumers demand inexpensive food without considering the present and future consequences of the food production. The economic benefit of industrialized agriculture comes at a cost to genetic diversity, species habitat, and the local agricultural economy while increasing the dependency on chemical inputs to sustain production levels (Lister, 2007). Free trade agreements place domestic farmers at a competitive disadvantage against those with longer

growing seasons and cheaper labour such as in California, Mexico, and overseas (Bunce & Maurer, 2005; Donald, 2009). However, recent concerns over the quality of imported food, in addition to food security concerns, have prompted a grassroots movement to protect local farmers and agriculture. In recent years, entrepreneurs, academics, agricultural commodity groups, Non Governmental Organizations, and individuals have begun advocacy campaigns for local farmers and their products. These campaigns have raised greater public awareness of the social and environmental issues around food.

One prominent issue is food security, which is the availability of affordable, nutritional food. A lack of food security puts many vulnerable populations such as seniors, children, and immigrants at risk. A long term sustainable food supply can be created by "re-regionalizing the food system" (Donald, 2009). This can be achieved by improving access to local food systems by implementing projects such as community gardens and public procurement strategies, both in conjunction with educational programs (Lister, 2007; Roberts, 2001; Donald, 2008). The fundamental goal of these actions is to connect urban residents (consumers) with farmers (producers) to foster

a sustainable food network. For example, in California, new agri-food initiatives (AFIs) are appearing with the stated purpose of “opposing the structures that coordinate and globalize the current food system and to create alternative systems of food production that are environmentally sustainable, economically viable, and socially just,” (Allen, FitzSimmons, Goodman & Warner, 2003). AFIs act as agents of social change by reconnecting farmers and consumers through farmers’ markets, community supported agriculture (CSA), and the reinvigoration of small family farms. They also empower marginalized communities through projects such as urban gardens, food-based micro-enterprise, job training programs, and education (Allen, FitzSimmons, Goodman & Warner, 2003).

## Agriculture Issues

Agriculture in Ontario is dynamic and its needs are changing. In addition to the decline of the local agricultural economy, farmers must also find ways to adapt to land use and operational challenges. These challenges include: suburban development, severances, the “urban-rural divide”, farm succession planning, low commodity prices, and increasing capital and maintenance costs (Bunce & Maurer, 2005; Caldwell, 2006; Watkins, Hilt & Brockie, 2003). From a land use planning perspective, the most relevant concerns relate to the preservation of prime agricultural lands.

Prime agricultural lands are those designated Class 1 through 3 by the Canada Land Inventory (CLI). These lands are rich with nutrients and yield high quality agricultural products, but are experiencing accelerating development pressures from growing urban centres. The result is that agricultural operations are being pushed onto marginal lands which are not sustainable because they rely on external inputs such as chemical fertilizers and large quantities of water to improve poor soil quality (Bunce & Maurer, 2005). The shrinking area of prime agricultural land also limits the ability for farmers to expand their operations and pursue local farming opportunities, since “once a parcel of land has been converted

to a non-agricultural use, the agricultural value is permanently lost” (Hofman & Schofield, 2005; Watkins, Hilts & Brockie, 2003).

The importance of keeping prime agricultural land in production is crucial to achieving long-term sustainable agriculture. The dramatic loss of prime agricultural land to development and urbanization has increased the need to protect Ontario’s remaining farmland. Throughout Ontario, there are several voluntary measures and government tools that can be utilized to protect farmland, each with varying degrees of success. Watkins, Hilts, & Brockie identified the following tools and programs for farmland protection:

- land stewardship programs
- municipal official plans and zoning by-laws
- agricultural easements
- land trusts and other non-governmental conservation organizations
- income tax and property tax incentives
- provincial policy, guidelines, regulations and legislation

The effectiveness of legislated approaches to farmland preservation varies; sometimes their objectives may be greeted with strong opposition from key stakeholders. A study conducted by the Neptis Foundation (2005) concluded that farmers perceive farmland preservation programs as a threat to their livelihoods due to the restrictions placed on their private rights as landholders. Another concern is that farmland preservation is used as a tool to protect the countryside as a recreational amenity for urban residents.

Despite these challenges, some successful legislated approaches to farmland protection have been implemented throughout Canada: the British Columbia Agricultural Land Reserve, the Agricultural Land Protection Commission of Quebec, the Southern Alberta Land Trust Society, and the Delta Farmland and Wildlife Trust (Watkins, Hilts & Brockie, 2003). In 2005, the province of Ontario introduced the Greenbelt Plan to protect prime agricultural lands surrounding the Greater Golden Horseshoe Region. The Greenbelt Plan shares similar policy objectives outlined in the legislation identified by Watkins, Hilts and Brockie (2003). While these legislative approaches protect prime agricultural land, many farmers still have difficulty managing increasing operational

costs. To counteract this, some have begun to pursue new revenue streams through farm diversification.

### **Farm Diversification**

Farm diversification occurs when a farm expands from a traditional agricultural operation to include new entrepreneurial activities that add value to the primary business. This shift has fostered new opportunities for creative and innovative farmers. A farmer may take many different approaches to diversify their business. The most common practices include: community supported agriculture (CSA), ecological management, direct marketing, improved food quality (organics), and preservation of biodiversity (Donald, 2009; Marsden & Sonnino, 2008).

Among these practices, direct marketing is one of the most popular, which may take on a variety of forms, such as roadside stands or farm stores, u-pick operations, farmers' markets, and direct sales to restaurants (Caldwell, 2006). Closely related to direct marketing is agri-tourism, which adds a recreational component to food consumption by drawing urban people to farm communities to experience the farm atmosphere (Caldwell, 2006).

Ontario has many innovative and creative direct marketing and agri-tourism enterprises. Prince Edward County is Ontario's

newest culinary destination, featuring quality food products such as wine, cheese, and fresh fruits and vegetables in addition to an emerging arts community (Donald, 2009). Donald's research highlights some of the entrepreneurs that are contributing to the region's thriving agri-tourism industry and creative rural economy. Fifth Town Artisan Cheese Company, for instance, operates the only LEED platinum certified dairy in North America, and produces artisan cheeses from locally produced goat and sheep milk using traditional methods. Another example is Buddha Dog, an award-winning restaurant that prepares their hot dogs from local ingredients to showcase Prince Edward County's agricultural talents and culinary creativity.

There are conflicting opinions when it comes to the role that farm diversification (also referred to as multifunctional farming) fulfills in the context of rural development. Scholarly literature suggests that farm diversification, and particular agri-tourism, have increasingly been considered an effective catalyst for rural development and regeneration in a time of decline for traditional agrarian industries (Sharpley & Vass, 2006).

A good example of a policy formulated to respond to the need for farm diversification is found in the United Kingdom. The Ministry for Agriculture, Fisheries and Food (MAFF) introduced

the Farm Diversification Grant Scheme (FDGS) in 1988 to facilitate farm diversification. The FDGS offered financial incentives and relaxed planning restrictions to address socio-economic decline in rural communities. The response among farmers was limited, and much of the grant money was used to develop tourist accommodation on farms.

Similarly, New Zealand experienced limited farm diversification in the 1980's after a shift in agri-economic policies deregulated farming in the country. During this time period, numerous farms diversified from the traditional sheep and cattle operations to include deer, goats, horticulture, and agro-forestry (MacLeod & Moller, 2006).

Marsden and Sonnino propose that multifunctional agriculture is part of a strategy for sustainable rural growth and provides a "proactive development tool to promote more sustainable economies of scope and synergy." Conversely, Caldwell (2006) states that diversification is simply "an economic survival strategy for farmers who suffer from low commodity prices." Critics are sceptical of those who espouse agri-tourism and farm diversification as the "potential panacea to the socio-economic challenges facing rural areas," noting their limited response (Sharpley & Vass, 2006).

Municipalities are inconsistent when it comes to policies and by-laws that support direct marketing and agri-tourism operations (Caldwell, 2006). Issues such as land use compatibility, the preservation of agriculture, fairness of the property tax system, and geographic location all play a role in the extent to which municipalities support direct marketing and agri-tourism, and contribute to the complexity of implementing policies to support multifunctional agriculture (Caldwell, 2006). Caldwell's (2006) research found that while retail sales of farm produce are commonly accepted, entertainment activities such as group tours and special events are newer and less accepted in many rural communities due to problems such as liability and safety concerns. As stated in research by Marsden and Sonnino (2006), 'multifunctional agriculture' is by no means clearly and uniformly conceptualized or understood and many problems arise with how the government defines the multi-functionality of agriculture. Farm diversification requires policies that are flexible and do not compromise rural identity.

## Creative Planning in Prince Edward County

The root of creative planning originated with Jane Jacobs, and more recently from scholars such as Charles Landry. Richard Florida's work on the Creative Economy has achieved the most sway of all, and has proven significant at almost every level of policy-making and community development initiative. Not only do these thinkers consider creativity to be the characteristic that adds most value to an economy and environment, but also in the case of Jacobs, that the built environment can prevent this creativity, and thus the development of a vibrant economy.

Though it has tremendous validity in many contexts, as well as the cachet to bring policy-makers and citizens to the table, Florida's model does not completely address the rural context in a way that suits the purposes of Class Consultants' project in Prince Edward County. Given the low density and small population of the area, it is difficult to ascertain whether the area meets the qualifications Florida gives to attract the creative class. As well, though his research recognizes the creative class as entirely separate from the service and working classes, in a rural context such as Prince Edward County's, these distinctions are not as clear. Authors such as Mcgranahan and Wojan and Deller et al have recontextualized

Florida's concepts into a rural setting, thereby addressing some of these differences. One key area that requires further investigation is the occupations within a rural setting that require creativity. Within Prince Edward County, Class Consultants have identified potential "creative agricultural" activities which demonstrate the promise of agriculture as a creative industry.

Prince Edward County, like other agricultural areas of the province, has had to contend with the increasing pressures that free trade and flexible international food production processes have placed on local agriculture. However, the county is in an ideal position to capitalize on recent trends that support local, organic, and sustainable agriculture initiatives. At the same time, policy-makers must remain aware of the development pressures facing agricultural land, and the need to keep prime agricultural land in production and protected from development for the long term. Tools such as land trusts and zoning by-laws must be encouraged to enhance this protection, while remaining sensitive to the concerns of farmers that they restrict their development rights as land-holders.

Farm diversification is a way that farmers can preserve their livelihoods and maximize profits, so that severing and selling for development are not the only option for them to make a viable living. It is also a way to recognize the inherent creativity in agricultural and related endeavours. As well, it can provide an attraction to creative class individuals seeking to immigrate into the county, but who lack the ability under current policy regimes to maximize their investments into the area, both in terms of profit as well as way of life.



# LAND USE POLICY AND ZONING

## 4

### Overview of the Chapter

In this chapter, Class Consultants examine the Provincial and Municipal Policies that legislate land-use, and consider the challenges these policies pose to the Creative Rural Economy. Various levels of governance are considered, from Provincial Policy Statements to the zoning instrument. The chapter also considers numerous alternative zoning measures that have been implemented in other jurisdictions and places them into the context of Prince Edward County.

### Policy

At the Provincial level, the Ontario Ministry of Food, Rural Affairs and Agriculture (OMAFRA) and the Ontario Ministry of Municipal Affairs and Housing (MMAH) oversee the Rural Policy. This policy contains initiatives that seek to address farming and regional issues to provide the framework in which municipal planning operates (Provincial Policy Statements). The PPS is approaching its 5-year review in 2010, allowing municipalities and other stakeholders to make contributions.

### Zoning

Current zoning by-laws in PEC are unable to cope with the demands of the Creative Rural Economy. Narrow definitions of 'agriculture' and prohibitive orientation towards mixed use buildings are currently limiting the best use of the land. Various policies impinging on or by zoning policies such as Minimum Distance Separation (MDS) standards, severance prevention on agricultural land, and secondary land uses add a layer of red tape that hinder creative and innovative land uses.

### Zoning Alternatives

In this section, the Official Plan and Zoning By-laws of Prince Edward County are briefly introduced and examined with regard for the implications of the Creative-Rural Economy. Four zoning alternatives are presented, each with unique benefits and constraints to the County planning process.

#### 1. Cluster Zoning

Cluster zoning (often referred to as 'open-space zoning') is an alternative zoning tool that "can help preserve hydrological features, create contiguous wildlife habitat throughout the site, maintain large

areas of agriculture, provide a larger and more accessible multi-use public park and enhance the overall environment. For PEC, this zoning alternative could compact dwelling units onto smaller lots in a concentrated areas, preserving the prime agricultural land.

#### 2. Performance Zoning

Performance zoning is a zoning approach that regulates the physical characteristics and functions of a use measured against predetermined standards. The focus does not concern itself with the use of the land, merely its intensity. Performance zoning is based on two criteria: 1) the desired end result and 2) the standards used to measure the impacts of the desired end result. The focus on performance of the use rather than the use itself poses advantages for artisanal activities to be carried out on properties traditionally not acceptable. In addition it can reduce significantly the amount of red tape (requirements for approval), removing a developer's need to acquire an Official Plan and zoning by-law amendment or minor variance for the new development.

#### 3. Transfer of Development Rights

Transfer of Development Rights ('Credits' in Canadian context) are a land-use tool that allow for the development potential of one land ('sending areas') to be transferred over to another parcel of land ('receiving areas'). This system is often used for environmental and agricultural protection. Some drawbacks can be for the landowner whose land is in a 'sending area'; will have lost the development potential of their land. Other drawbacks include its dependence on a fully functional real-estate market; if the demand slows, fewer TDCs will be sold.

#### 4. Density or Incentive Bonusing

Density or incentive zoning is a tool in which future developments are offered an opportunity to surpass the prescribed density or bulk standards in exchange for providing amenities or affordable housing needed by the community. Though more of an urban-based planning tool, its application to Prince Edward County can allow for private investment in community infrastructure, be it affordable housing, services or payment in-lieu.

## IV. Land Use Policy and Zoning

### Land Use Policy

It is necessary to understand the current levels of policy and their interaction, and to evaluate them not only for their correctness in meeting the letter of legislation and policy, but also for their adherence to the higher goals of planning.

### Federal Policy

Federally, the government's role in rural and agricultural policy is less specific and acts more as an umbrella policy to support the economic viability of agriculture and rural areas. The primary relevant policy document is "Growing Forward" (2008), an agreement between the Canadian Federal Government and Provincial Legislatures. *It shares responsibility between both levels of government as follows:*

- To accelerate the pace of innovation and technology adoption through workshops and fora, agri-based investment, science and technology clusters, and scientific innovations;
- To enable competitive enterprises and sectors through business development and the Farm Program Entry and Navigation Platform (FNENP);

- To "transform Canada's strengths into domestic and global success" by providing market information, capacity building, and creating and international "brand" of Canada. (p.27); and
- To support food security initiatives, environmentally responsible agriculture, and risk management.

*The Federal government is also solely responsible for the following through the Growing Forward Agreement:*

- The Agri-innovation Council and bioeconomy strategy;
- Access to pesticides and veterinary drugs;
- Research and technical assistance; and
- A National Land and Water Information Service
- Biosecurity initiatives (2008)

## Provincial Policy

There are a number of Provincial policies which influence rural areas such as Prince Edward County. The Ministry of Agriculture, Food and Rural Affairs (OMAFRA) is a primary overseeing body on rural policy in Ontario. It has identified top and medium priorities in its Rural Policy. Top priorities are climate change and regional development, while medium priorities are rural infrastructure and transportation, and rural labour markets. As well, OMAFRA's Agricultural policy identifies Innovation, Competitiveness, and Sustainability as key goals to be achieved in agriculture. These priorities are in line with what policy makers in Prince Edward County have identified as goals, namely a sustainable creative economic development framework. The Ministry of Municipal Affairs and Housing has also published Ontario's Rural Policy, which has led to strategic investments in Rural Economic Development initiatives. However, the policy's initiatives do not adequately address Prince Edward County's specific needs, such as greater innovation in an already strong agricultural sector, or for development of a year-round tourist industry.

In the majority of rural municipalities across the province, the Provincial Policy Statement (PPS) is the primary guiding document for planning and resource management. As a result,

the definitions used in municipal Official Plans policies are derived from the PPS. Many of the definitions and policies of the PPS, are rooted in the traditional ideas of agriculture, and often limit farm and rural innovation. In regards to rural areas, the PPS (2005) has a resource focus, with agriculture and resources protected from development constraints.

*The following must also be considered:*

- Development to match service and infrastructure capacity
- Minimum distance separation zoning
- Prevention of new township development
- Promotion of recreation, tourism and economic opportunities

In terms of agriculture, the PPS (2005) is very clear in regards to the state of agricultural land: **Expansion on prime agricultural land is allowed only where specialty crop areas are not compromised, where there are no reasonable alternatives, and where impacts are mitigated "to the extent feasible"** (p.6). Specialty crop areas and Class 1-3 soils have the highest priority, lots and severances are discouraged, and only minimal functional size is permissible.

In 2010, the PPS will be up for its 5 year review and will provide an opportunity for stakeholders (farm organizations, farmers, municipalities, etc.) to offer their input and opinions on how the policy should be changed or amended. Prince Edward County is in a unique position to influence the PPS review as an example of a county that is on the leading edge of the Creative Rural Economy. The creative rural industries and entrepreneurs that have emerged in the county provide a strong argument for policies at the provincial level that support innovation and creativity in rural municipalities and provide alternatives to the traditional definitions of agriculture. The province should also consider policies that recognize the value that agri-tourism, artisan and value-added industries contribute to Ontario's food economy.

## Municipal Policy

### Prince Edward County Official Plan, 1993

The Official Plan is the primary land-use planning document that directly influences activities at the municipal level. In Prince Edward County's O.P., businesses which support agriculture and new agricultural products are encouraged, while incompatible land uses are prevented from encroaching. Natural, historical, and cultural attractions are valued for their tourism potential, and the O.P. states a desire for tourist accommodation in the area to become more upscale over time. To encourage economic development, development lands will be provided for business needs and to provide local jobs for residents. The O.P. also states that employment and training opportunities will be provided by the county, and that the county will promote and support business initiatives and support services.

Upon reviewing the various policies outlined in the Official Plan, Class Consultants has established that the Vision section of the document is not adequately reflected in the other sections. One major flaw concerns the definitions, which are too narrow in their current form. For example, Agriculture is defined narrowly along the lines of a meat and dairy operation,

while discounting other related uses. In addition, the use of the provincial term *Agriculturally-Related* does not adequately define the context in which agriculture in Prince Edward County operates.

As the guiding document for land-use planning at the municipal level, Prince Edward County's Official Plan should act as the "highest and best" vision of what the municipality should be, and should articulate the "carrots" or incentives they use to realize that vision. It is up to the zoning by-law to constraint this vision along particular routes based on sound land use planning principles.

## Zoning

### **Background**

The concept of zoning goes back to historical considerations of planning in the context of the early 20<sup>th</sup> century. The type of zoning traditionally used by planners in North America is based on the Euclidian system, which is defined as "a system of zoning whereby a town or community is divided into areas in which specific uses of land are permitted" (Merriam-Webster, Inc., 1996). In order to implement this sort of division, prescriptive definitions are set-out which articulate what sort of land uses fall into which category. Anything not considered under the purview of these definitions is not permitted. In such a case, the land-owner must apply for an amendment to the official plan or zoning by-law, or if the proposed use is similar enough, a minor variance, before they can proceed with implementing the proposed land use.

Zoning can present problems for many of the ways people use land. This is primarily due to the inflexibility of traditional land-use prescriptions used in the Euclidian model, since they simply cannot account for the diversity and innovation which occurs in a variety of land-uses and land-use settings. Where

uses could formerly be quite easily defined, now municipalities run into problems with how to differentiate between heavy, light, and almost marginal industrial production. As well, mixing uses is a problem. This problem is further exacerbated when considering a land-use planning paradigm in the Creative Rural Economy context, because traditional economic activities are not as diverse as they have been in cities for so long. The following zoning issues have been identified as constraints to the development of a robust Creative Rural Economy:

As already stated, definitions of agriculture are limited to those traditionally carried out on farms throughout the centuries. This creates a difficulty in typical land-use planning, where definitions are used to approve or deny land-uses which ultimately produce an owner's livelihood. While planning is not responsible for ensuring an individual can maximize their profits, it nonetheless is responsible for potentially reallocating the wealth inherent in land, especially agricultural land. Therefore, planning should not be too rigid in defining agriculture, because it is up to farmers, supporting professions, and relevant government ministries, to establish what it is for themselves.

### **Prince Edward County - Zoning By-law 1816-2006**

It is apparent that one of the major roadblocks for nascent rural creative industries in Prince Edward County is zoning and its unresponsiveness to proposed change. This section will briefly discuss what deficits the current Prince Edward County Zoning By-law 1816-2006 exhibits and will examine a few examples of alternative zoning that could facilitate the development of existing and new creative industries. To attempt to resolve the various inconsistencies and issues with the current zoning by-law, examples of innovative zoning provisions were drawn from various other planning jurisdictions.

An amendment to the Zoning By-law or Official Plan is necessary to permit other uses. Based on preliminary research and conversations with local residents, Class Consultants have established that current zoning provisions are one of the major limitations in recognizing and fostering the growth of existing and emerging creative industries. This limitation is in part due to the traditionally defined land use patterns, which do not recognize the emerging needs for change and current shifts in the economy. For example, "Agriculture" is restrictively defined as purely a food growing/livestock operation:

### 3.8 AGRICULTURAL USE

“Shall mean the use of land, buildings or structures primarily for the production of food and products for domestic use and consumption including field crops, orchard products, vineyards, livestock, poultry production, nurseries, greenhouses, apiaries, mushrooms ,aquaculture, horticulture, sylvi-culture or other farming activities including the growing, raising, packing, marketing, selling, sorting or storage of locally grown products, the storage or use of on-site - generated organic recyclable material for farm purposes and any similar uses customarily carried on in the field of general agriculture”. (Municipality of Prince Edward County, 2006, p.11)

The traditional definition does not take into consideration agriculturally related activities such as coopering, blacksmithing and other artisanal or creative industries. While permitted uses such as ‘custom workshops’ do exist, they are essentially restricted to one zone type such as Rural Industrial (MR) Zone. This classification can mislead the public, since the perception of ‘industrial’ is often as a more urban, heavier impact one.

There is no doubt that the policies discussed above all have a favourable vision for the areas they govern. However, in the case of Prince Edward County, there is a disconnect between the vision and goals of policy, and its application in a land-use setting. Over-all, the policy framework that surrounds Prince Edward County does not address flexibility for the types of

innovation that is happening around agriculture and related rural industries, as permitted uses and appropriate desired uses are not considered to be compatible. Given the aforementioned drawbacks of current policy, examples from outside jurisdictions will inform Class Consultants’ recommendations.

### Zoning Alternatives

There is a need to explore and possibly adopt more flexible forms of zoning and, where possible, to incorporate ‘vertical integration’ into industrial and commercial land uses that would benefit from having all necessary processes on site. Class Consultants proposes that Prince Edward County consider the following Zoning Alternatives:

#### **Cluster Zoning**

Cluster or ‘open-space” zoning is an alternative zoning tool that “can help preserve hydrological features, create contiguous wildlife habitat throughout the site, keep large areas of agriculture in production, provide a larger and more accessible multiuse public park and enhance the...overall environment...” (Johns, 2005; p.260). As such, it looks at an entire development area rather than site-by-site. Other studies have shown that cluster zoning is an effective tool for



preserving the rural character of an area, especially in village settings (Ryan, 2005). The illustrations above show how cluster zoning has little effect on the “rural character” of an area, with little change to the overall landscape. The only perceptible changes occurred close to existing structures and public right-of-ways, and the example village still has an ubiquitous “rural character”. While this tool is effective for

open-space preservation and additions to the rural character, it should be used with other planning tools to control the built form of the cluster zones to further architectural heritage policies (see Brabec & Smith, 2002). Other benefits include its impacts on land values depending on the distance to the open-space and less infrastructure costs to the developer (Geoghegan, 2002)

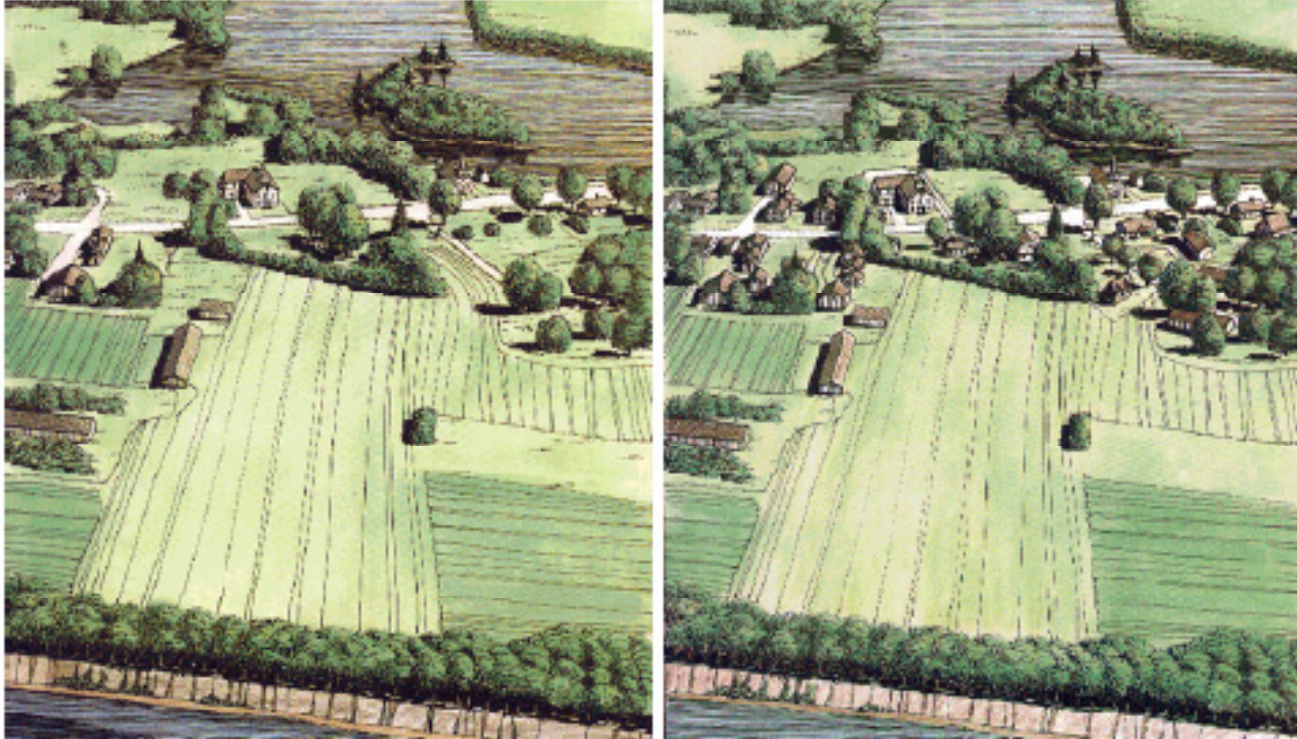


Figure 5.1: Example of Cluster Zoning. SOURCE: The Centre for Rural Massachusetts.

Cluster zoning has a few significant drawbacks that should be discussed. First, cluster zoning is not a panacea; it needs to be integrated with other zoning alternatives (see below) and existing municipal policies. Currently, the zoning by-law does not explicitly say anything regarding cluster zoning. In the Official Plan, it is used only with regard to Shoreland Land Use Designation Policies (Prince Edward County, 1993).

Furthermore, cluster zoning is not an ideal tool for agricultural land preservation, but rather for the enhancement of rural character. (Ryan, 2005). Secondly, the location of the open space can influence how well the new development fits into the rural character of an area; Ryan's research showed that New England residents appreciated new cluster subdivisions if the dedicated open space was visible from the public realms, along roads and entry ways and not hidden behind the homes (2005). In addition, preferred subdivisions were perceived as less dense because the number of units visible from any vantage point was limited (Ryan, 2005).

### **Performance Zoning**

Performance Zoning is an approach that regulates the physical characteristics and functions of a use measured against predetermined standards (CMHC, 2000a, p.2). This approach is a type of *Form-based zoning*, such as that used in Bouaye and Besançon, France and Hastings District Council in New Zealand. These examples illustrate how zoning can focus on elements of built form and other performance measures (such as number of employees) rather than the specific uses that could occur on the land itself. Performance zoning is utilized in varying degrees in the United States, Australia and New Zealand, and has two major components: (1) Criteria that describes the desired end result; and (2) standards used to

measure the acceptable limits of impact of the desired end result (Baker, Sipe & Gleeson, 2006).

Some of the benefits associated with a performance-based zoning system include the focus on built form instead of use; this allows for many uses within the building, all of which are subject to performance standards. Performance zoning can also reduce "many of the approvals requirements[sic], since it typically removes a developer's need to obtain Official Plan and zoning by-law amendments or minor variances as a proposed building form gets refined "(City of Oshawa, 2005, p.13). In other cases, performance zoning can allow for 'vertical integration' of land uses; that is, having related activities (i.e. Winemaking activities, cellar door sales and in some cases, associated restaurants/cafes) all on one particular property. This process can be used to further protect rural amenity and ambience (Hastings District Plan, 2007).

Performance zoning does have unintended drawbacks in its implementation, including the increased cost of administration and lack experience in its application. In addition, a CMHC study illustrated 12 key lessons in its research on performance-based planning (as they referred to it). Note that while these are not drawbacks of performance zoning *per se*, how the program is formulated is just as important as its application:

- It should be a top-down voluntary approach focus on a key land value, is sensitive to inter-governmental relationships, and is responsive to the needs of both the industry and the community;
- Need to involve the province due to provincial planning legislation;
- Since change can be costly and create resistance, it is important to minimize these costs by focusing on the essentials and by providing a choice between a conventional or alternative approach;
- Not a panacea if it includes *all* land uses and it pursuing multiple agendas. This will only lead to the process being arbitrary and complex;
- Change for change sake to be avoided;
- Since planning is a government function, government must promote a performance-based approach;
- Compromise between flexibility and predictability is essentially a red herring as both traditional zoning and performance zoning can be routine in practice;
- Complexity is the real enemy. The key is to limit the scope to a few clearly articulated goals, focus on a few key land uses, and let developers choose the approach they prefer;
- Consistency is the real goal: developers simply want a consistent planning process that treats them equally and allows them to compete fairly no matter where they go;
- Common ground key to success and timing. Implement with a pro-growth government in a pro-growth environment;
- Collaboration can happen, regardless of differences; and,
- If given a choice between performance and conventional zoning, developers will choose the one that best works for them (CMHC, 2000a, p.3)

CMHC also recommends retaining the Euclidean zoning paradigm and using it in conjunction with performance standards, which could potentially facilitate the growth of the Creative Rural Economy in Prince Edward County.

### ***Transfer of Development Credits***

Transfers of Development Rights (TDR) are a land-use planning tool that can be utilized to preserve the “rural landscape or urban areas by permitting the transfer of development potential from one area and conferring it on another” often used by American planners. In the Canadian context, they are referred to as Transfer of Development Credits (TDC) due to the absence of constitutionally guaranteed property rights (Kwasniak, 2004, p.49).

TDCs operate on the basis of “sending” and “receiving” areas and development rights or credits. The sending areas are those where the development is to be restricted and the receiving areas are those that obtain severed development credits (EALT, 2009). This approach essentially allows landowners whose on-property development rights have been curtailed to sell these rights to a developer, who in turn can build additional housing units or other structures in the designated receiving area, appropriate for urban growth. In addition, receiving-area developers are motivated to buy TDCs by the additional revenue they can achieve when they choose to build at the higher densities available through TDC (Pruetz & Standridge, 2009).

A TD/C program can give a municipality many benefits:

- Stronger environmental protection tools (by designating environmentally sensitive areas as “sending” areas);
- Managed rather than haphazard development;
- Greater equity than strict regulation;
- Greater affordability relative to traditional forms of regulation and PDR programs;
- Does not force landowners to sell their development right;
- Provides market incentives to encourage land conservation;
- Promotes private financing of land protection rather than public financing; and
- Ties private land conservation to growth management, downtown revitalization and infrastructure efficiency by directing growth to appropriate areas (EALT, 2009; Robert, 1998).

There are also some weaknesses that can become significant issues for municipalities using a TDC system though they can be ameliorated if used in conjunction with another planning tool.

*Issues include the following:*

- Landowners may lose the development potential of the land;
- Lack of incentive for developers to participate in such a program (Kwasniak, 2004);
- If demand is lower than real-estate assessments predict, few credits or rights will be sold (EALT, 2009);
- Technically complicated policy may require extra attention by municipal staff and discussion with the community (Robert, 2009);

Some studies conclude that TDC programs should exhibit two key characteristics essential for success: One, developers must want the additional development available through a TDC program; and two, receiving areas must be customized to work within the physical, political and market characteristics of the community (Pruetz & Standridge, 2009). Other measures should include consistency of the TDC program policies and

definitions with those of existing regulations (Robert, 2009).

This tool can provide a certain level of flexibility in Prince Edward County's zoning system. In turn, this will help facilitate new construction to designated growth areas in support of the CRE.

### ***Incentive or Density Bonusing***

Density Bonusing is a tool in which future developments are offered an opportunity to surpass their allowable Floor Area Ratio (FAR) in exchange for amenities or housing needed by the community (BC Office of Housing and Construction Standards, 2009). It is generally associated with downtown and major urban areas "where additional revenue-generating space can be offered and also where increased building size will not impose upon the surrounding environment or infrastructure"; usually in the context of affordable housing (CMHC, 2000b, p.2). In addition, bonuses must be established in zoning by-laws that set out the specific conditions needed in order to receive the increased FAR and also requires additional Official Plan policies (CMHC, 2000).

Benefits of density bonusing typically include the deliverance of affordable units when applied to larger project and expanding markets; obtain the affordable housing, services



and other facilities for community benefit from the private sector with little municipal involvement; and encourages compact communities (CMHC, 2000c; MMAH; BC Office of Housing and Construction Standards, 2009).

Some of the issues for Prince Edward County as it pertains to density bonusing are clear. Density bonusing only works effectively as a land-use planning tool in major downtown areas in other similar areas such as waterfronts and major highways. Also, if there is limited developer interest in higher densities, the tool becomes useless (CMHC, 2000). Lastly, the program might be challenged as giving too much discretion to municipal officials if they are seen to make “deals” with developers (CMHC, 2000). Despite these obstacles, density bonusing could have the potential to enhance the urban character of the designated urban areas in Prince Edward County and make more efficient use of waterfront resources. In addition, the increased amenity in the urban areas could constitute a potential pull factor in attracting new residents and workers to sustain the Creative Rural Economy.

### ***Zoning Alternatives Revisited***

Some elements of the above zoning methods have already been incorporated into the zoning by-law and Official Plan of Prince Edward County. Though the potential financial and administrative cost of developing these principles seems high, the long-term benefits of adopting a new system or incorporating aspects of the aforementioned systems are numerous. As well, it would enable the planning process to facilitate the development of the Creative Rural economy, rather than stifling it.



## 5

### *Overview of this Chapter*

Case studies were examined as part of Class Consultants' research in order to further determine other latent issues within the existing planning framework. The Carriage House Cooperage, Robert Thomas Estate Vineyard and the Mill Pond Cannery and Preserves Company were selected to illustrate such issues.

The case studies reflected a trend of inflexibility in planning definitions on the part of the municipal government. Alternative Zoning measures could alleviate some of these challenges in the future

### *Mill Pond Cannery and Preserves Co.*

Mill Pond Cannery and Preserves Company is a new business development in Bloomfield that will bring opportunity to export agriculture and contribute to the region's profile as a hub of organic product. The owners have experienced challenges dealing with issues of parking and environmental studies.

### *Robert Thomas Estates Vineyard*

Robert Thomas Estates Vineyard illustrates one of several issues pertaining to definitions of agriculture in Prince Edward County's current zoning by-law. Currently, vineyards are identified as 'agriculturally-related' and are therefore not entitled to many of the protections and rights of traditional agriculture, including the right to package and sell their product in the form of wine.

### *Carriage House Cooperage*

Coopering is the traditional craft of building barrels for wine-making and other uses. The Carriage House Cooperage is a small scall producer of barrels for specialty wineries such as those in Prince Edward County. Confusion about the nature of the business resulted in a series of zoning issues that almost undermined the business.



## V. Case Studies

### Overview

The Carriage House Cooperage, the Robert Thomas Estate Vineyard, and the Mill Pond Cannery and Preserves Company have been selected as case studies within Prince Edward County. The case studies were selected because they illustrate examples of conflict between policy issues in the county and/or achieved a degree of success contributed to the planning process.

The case studies also meet the criteria of reflecting a range of land uses present in Prince Edward County, including agricultural, rural and urban settings. This will inform the policy recommendations that will be developed for the Prince Edward County's new Official Plan, as well as the next steps that we have articulated. An analysis of challenges and opportunities for economic development in Prince Edward County is presented at various points in the paper and are compiled at the end of the paper for quick review.

## Mill Pond Cannery and Preserves Company



**Figure 1. Mill Pond Cannery and Preserves Co. Logo**  
Source: Mill Pond Cannery and Preserves, [Millpondmarketplace.com](http://Millpondmarketplace.com) (n.d.)

Historically, Prince Edward County has been at the center of Canada's canning industry, when the region canned and preserved a variety of locally grown vegetables and fruits (Wright, 2000). The industry dwindled under increased competitive pressure from globalized trade. In 2008, the last fruit canning company in Canada closed in the Niagara region (Canadian Press, 2008). Ontario is losing its capacity for mid-sized regional food production beyond extremely specialized facilities processing one variety of produce, or small home-based food preserving.

The County's agricultural economy remains strong and diverse enough to provide products for artisanal canning or preserving at a commercial level. Paired with a growing market demand from nearby urban centres for organic, locally grown products,

Prince Edward County is in an excellent location to re-introduce an innovative multi-use canning and preserves facility.

Mill Pond Marketplace began with a vision for an under-utilized site located in the Village of Bloomfield. David Smythe and Donna Carmichael saw the potential for an old mill on the shores of a pond at 15 Mill Street to become a multi-use gastro-tourism, restaurant and gallery destination in Bloomfield. Mill Street is just off the main commercial strip along Bloomfield's Main Street, and is only a 3 minute walk away.

The existing site allows for industrial uses and for a portion of the site to be used for commercial sales of products made on-site, but required a re-zoning from Industrial to Commercial for any additional commercial uses which exceeded 25% of the site area.

David and Donna wanted the community in Bloomfield to be supportive of their project even before the process of re-zoning began, so they independently undertook a public engagement strategy and held a meeting that invited local residents to learn about their proposal for the site, which garnered a good deal of

community support. Mill Pond set out 24 parking spots for the proposed use, but the County Zoning By-law requires 42 parking spots, which would make the site the largest parking lot in Bloomfield. The application was deferred in order to examine the potential of re-scaling the use on the site to better suit the existing parking capacity of the Industrial use. The Mill Pond proprietors modified their initial vision, and Mill Pond Cannery and Preserves was born.

This case study can illustrate that rural innovation comes in many different shapes and scales, but that it can be quickly limited by restrictive planning policy. Issues of parking requirements and strict studies all cost the applicant money, and often missed the larger concept or idea. Within the scale of Bloomfield, a 42 car parking lot only 3 minutes walk away from a main commercial strip would be a visual nuisance.. Instead, creative planning could foster a shared use parking framework with a more appropriate scale for Bloomfield.

## Robert Thomas Estate Vineyard

Agriculture has always been the backbone of Prince Edward County's economy ever since its early settlement (Queen's University, 2008). Viticulture and wine-making, are a relatively new form of agriculture that have experienced remarkable growth in the county (Queen's University, 2008). By 2000, more than 600 acres of land were being used for grape production to support the county's wineries (Donald, 2008). The continuous growth in wineries and concomitant increase in demand for grapes has made wine-making and viticulture essential economic activities for Prince Edward County. Perhaps more importantly, it has created in the county a cultural identity distinct from other rural municipalities. However, the traditional interpretation of agriculture by the current land use planning framework has not kept up with this shift in significance.

In order to provide a better picture of the current land use policy limitations, Class Consultants have selected Robert Thomas Estate Vineyard as a case study to illustrate the land use planning issues with which many vineyards and wineries are struggling, especially those that are in smaller scale.

Robert Thomas Estate Vineyard was established in 1999 within the Township of Athol, in close proximity to Sandbanks Provincial Park. Debra and Thomas inherited the agricultural land from Debra's parents and decided to set up a vineyard on their farm to respond to the emerging viticulture and winery culture. When investigating the steps needed to gain winery status, the process was not as smooth as Thomas and Debra anticipated. A series of land use issues emerged when they looked into the requirements to obtain an Alcohol and Gaming Commission of Ontario license for the purpose of registering their vineyard for wine-making. Both site plan approval and zoning approval would be required.

According to the current zoning by-law, Thomas and Debra's land is classified Rural, in which agriculture and farm are permitted as non-residential uses. Due to the traditional definition of agriculture in the county's Official Plan, only vineyards are permitted as a type of agriculture. Wineries are not permitted because they are traditionally classified as industrial and commercial uses. In order to become a winery, Thomas and Debra have to apply for zoning amendments to become a commercial or industrial land use. More importantly, they may be required to go through a series of studies, required by the Official Plan (Part IV, section 6.4.3 c). These

studies may not be necessary to operate or regulate a winery, and are a tremendous financial burden in two ways: the cost of the studies themselves and the congestion to operating process (such as harvesting, fermenting, storing, and bottling) created by delayed approval. Even provided that rezoning was approved, the change of land use would lead to series of site plan changes such as changes in Minimum Distance Separation, which would then limit the surrounding land use and livestock facilities on neighbouring farms.

This domino effect could indirectly have the potential of creating tensions and resistance among neighbouring land owners (D. Marshall, personal correspondence, 2009).

Unfortunately, Thomas and Debra's case is just one of many examples of people who are struggling with similar sets of issues created by the county's traditionally defined land use planning policy.

The "Draft Winery Policies", otherwise known as Official Plan Amendment No.45, has emerged to deal with these land use issues. This policy has introduced the classification of Farm Winery and Estate Winery as an attempt to support a wider variety of winery operations in the county (Municipality of the County of Prince Edward, 2009). Farm Wineries are considered as agricultural in nature, with a minimum of 2

hectares (5 acres) and 4,000 vines on site; whereas Estate Wineries are of a much greater scale and are considered to be commercial-oriented, with a minimum of 8 hectares (20 acres) and 16,000 vines on site (Municipality of the County of Prince Edward, 2009). In recognizing the potential environmental impact of wineries of different scales, the policy has also proposed that only Farm Wineries will be permitted in both designated Rural and Prime Agricultural Areas, whereas Estate Wineries will be permitted only in designated Rural areas. Additionally, the policy also proposes that Farm Wineries be considered "as-of-right" for the land owner. In contrast, Estate Wineries, which consist of secondary commercial uses and/or operations that have no direct connection with viticulture or wine production, would be subject to municipal council zoning approval (Municipality of the County of Prince Edward, 2009). As well as viticulture, Farm Wineries are allowed to have wine production on site, which may also include "storage, display, processing, wine tasting, and retail of their products" (Municipality of the County of Prince Edward, 2009). Administrative facilities and outdoor patio areas are also permitted on Farm Wineries, though "on site restaurant, dining facility, commercial kitchen, banquet hall, retail facility or other commonly commercially zoned



amenities” are only permitted on Estate Wineries (Municipality of the County of Prince Edward, 2009).

A new classification that to differentiate Farm and Estate Wineries would ease the land use application process, but would also reduce costly, untimely and unnecessary regulations and planning studies. Though the policy is now being appealed at the Ontario Municipal Board (OMB), its notion of recognizing new forms of innovative land uses and preserving the county’s unique natural amenities and cultural identity certainly set a leading example for the county in addressing rural and agriculturally related land use implications and promoting Creative Rural Economic Development across the county.



**IMAGE SOURCE:**  
[http://www.lennoxandaddington.com/buzz/newsletter/newsletter\\_images/wine1.jpg](http://www.lennoxandaddington.com/buzz/newsletter/newsletter_images/wine1.jpg). Retrieved 12-01-2009.

## Carriage House Cooperage

Coopering is the ancient trade of barrel making for wine, whiskey, and other purposes. Though cooperages were once a common trade in the rural landscape, through the last century it has been dying out. Presently there are only 2 cooperages in Canada, and only around 20 throughout North America (personal correspondence, 2009). The second cooperage to be founded in Canada is one of the case studies that Class Consultants has selected to analyze.

Currently located within the urban boundary of Wellington in Prince Edward County, the Carriage House Cooperage is a recent venture by an ex-urban couple with the goal of creating a sustainable family business and reviving the lost art of coopering. The proprietors came to the county to actualize a life-long dream and to locate near family. Their original goal was to found the cooperage on a piece of property that they could also live and grow produce on, while using the barn for building barrels. However, the proprietors ran into a number of problems in the planning process.

A major problem arose with establishing what sort of land use coopering involves. Knowledge of what coopering is and what the process involves is limited due to the scarcity of this

profession in North America. The process involves the use of very small amounts of water and the application of fire to toast the barrels. Use of fire and water is typically seen as an industrial use, though for the purposes of coopering the uses of these materials is more akin to glass-blowing or other small-scale artisanal production techniques. Ultimately, a policy-decision was made to classify the cooperage as an industrial use, a classification which set off a number of other issues which acted as barriers to the proprietors.

Under the provisions of the Official Plan, “the County, interested government agencies and the adjacent landowners [to the subject property will have] an opportunity to assess the suitability of the site for the proposed use(s) and the potential impacts on the environment, adjacent land uses, the road system and the local economy” (Municipality of Prince Edward County, 1993, 10.1.3). This requirement provided an opportunity for neighbours to protest an industrial use, which they felt was an undesirable use for the subject property. This concern did not arise from a thorough knowledge of coopering and its by-products, but from a concern with common perceptions of industrial uses as noxious, dangerous, and loud.



Another key barrier to the proprietors once the industrial classification was applied to coopering was the need for further provisions set-out in the Official Plan. To get a rezoning, they had to first carry out a number of hydro-geological assessments on the property to “demonstrate the impact of the proposed operation on ground and surface water” (Municipality of Prince Edward County, 1993, 10.4.1 (d)(iii)). Each of these tests costs thousands of dollars to perform. This requirement led to a difficult conflict: the county could not approve their application without this assessment, and the proprietors were not willing to carry out an assessment without approval of their application. The result was that the proprietors halted their application and decided to relocate to an existing Industrial zone, meanwhile living outside of Prince Edward County altogether. This was not merely a loss for the proprietors but also for the county, because additional economic benefits would have been forthcoming from the residential tax assessment applied to the proprietors’ property.

Ultimately, the difficulties which the proprietors of the Carriage House Cooperage faced were due to a disconnect between existing land-use planning classifications and a brand new type of land use category which combines characteristics of commercial, light-industrial, artisanal, and rural practices. It

exemplifies the barriers that rural and agricultural land use designations present to the new types of innovative land uses that are growing in Prince Edward County.

The Carriage House Cooperage is an ideal case for Class Consultants to consider not only because of the barriers presented by the current planning policies of the county, but also because coopering could be considered part of the Rural Creative Class which engages in an artisanal trade for the purpose of supplying an unmet need in the local economy. The Carriage House Cooperage provides a number of economic benefits to the area. By bringing a new enterprise to the area, it has provided additional employment and tax benefits with the employment of the proprietors and any apprentices they take on. In addition, they supply Canadian-made, less expensive barrels to wineries and whiskey producers in place of foreign-made barrels such as those that wineries typically import from France and other European countries. Class Consultants is focusing on this sort of diversification within the traditional economy, and how the land-use planning framework can best support this diversification and economic development while supporting sound land-use planning practices.

In the case of the Carriage House Cooperage, there are a number of alternative land-use policies that could better address the issues they faced. One approach is to open up the definition of agriculturally-related uses permitted on agricultural land to reflect supportive artisanal industries that either rely on the fruits of agriculture (such as trees in this case), or which provide an essential service to other agricultural endeavours and address the need for more vertical integration within the economy (such as supplying products for the use of wineries in the area). A different way to accomplish this could be to “bonus” it into a zoning amendment, so that applicants who provided these services would be more able to get approval in exchange for these benefits to the county. Another approach is to create alternative land-use designations which provide for artisanal professions to operate in a permissive land-use framework given certain essential conditions are met. Alternatively, zoning that is more performance-based could allow these professions to operate as-of-right, as long as certain conditions were met. Rather than requiring tests applied to arbitrary land uses, tests would only be necessary if, for example, water and fire usage exceeded a certain threshold, or if a production threshold was exceeded.

All of these strategies lower land-use barriers to entry for artisanal producers into the economy of Prince Edward County. As well, they produce incentives in two ways: First, there is an incentive for people who want to enter artisanal professions to settle in Prince Edward County for that purpose ; Second, there is an incentive for people who own or buy land to positively intensify in a their properties if they are inclined to diversify or attempt artisanal production. As well, this approach does not create issues with other land-owners who do not wish to do pursue these incentives.

# GUIDING PRINCIPLES AND RECOMMENDATIONS

## 6

### Overview of this Chapter

Having reviewed the issues pertaining to the Creative Rural Economy in Prince Edward County, and the zoning and policy structures that impact the strategy, Class Consultants have produced a framework for our Official Plan recommendations. The Official Plan recommendations are based on the a set of Guiding Principles grounded in the retention of prime agricultural land. The Chapter concludes with a series of Next Steps for the County.

### The Vision

***The creative retention of Prince Edward County's prime agricultural land and unique rural character can guide the future growth and prosperity of the County.***

### The Five Guiding Principles

***The Five Guiding Principles are:***

- Retain and Enhance Agriculture
- Intensify Existing Settlement Areas
- Encourage Rural Innovation
- Integrate Zoning Alternatives
- Foster Public Engagement

The Principles are interdependent and nested and founded upon the retention of prime agricultural land.



### Official Plan Recommendations

Specific recommendations for the new Prince Edward County Official Plan are based on current O.P. definitions for Land Use Designations, and divided into 4 subgroups:

- Rural
- Urban
- Agricultural, and
- Industrial

Changes are recommended to help alleviate some of the legislative challenges posed by the Official Plan on the Creative Rural Economy.



### Next Steps

The following next steps are recommended for the Departments of Planning and Economic Development in Prince Edward County, in order to fully achieve their goals of creating a vibrant Creative Rural Economy:

- Involve More Citizen Participation in O.P. Review
- Establish a Development Guide / Toolbox
- Invest in a Web 2.0 Strategy to Engage Citizens
- Expand Partnerships with Other Regions

## VI. Guiding Principles and Recommendations

**The creative retention of Prince Edward County's prime agricultural land and unique rural character can guide the future growth and prosperity of the County.**

### **The Five Guiding Principles**

Based on the research undertaken by this study, Class Consultants recommend *Five Guiding Principles* to help shape Prince Edward County's new Official Plan. These 5 Guiding Principles are interdependent, nested and founded upon the protection of Prime Agricultural Land:

- Retain Prime Agricultural Land
- Intensify Urban Areas
- Promote Rural Innovation
- Explore and institute progressive zoning options
- Encourage Public Engagement

Class Consultants found that the Creative-Rural Economy is driven in large part by the county's rural setting. As Prince Edward County continues to grow, it must do so in a manner that **retains its rural character**. Therefore, it is vitally important to **direct growth** to zones that do not threaten prime agricultural land. Furthermore, this clustering of growth will lead to intensified areas where commercial business can thrive. Doing so will also protect the natural environment by reducing dependency on automobile traffic, and make infrastructure development more efficient.

New **farming innovations** and means of rural commerce must be encouraged and developed in order to preserve the economic prosperity of agricultural industries. Small farmers should be encouraged to explore new business models. Prince Edward County has already had some success redefining agri-business through its focus on viticulture, artisanal products, tourism, and mixed-uses on farms. These innovative new approaches will benefit from the intensification of urban areas in Prince Edward County by creating opportunities for new partnerships across different economic sectors and mutual access to a larger consumer base.

New forms of **progressive zoning** should be explored in Prince Edward County to accommodate the shifting economic landscape, while still ensuring that the rural character of the County is not lost. Zoning remains the best instrument for planning to provide healthier communities and protect resources, while balancing environmental, community and economic needs. Zoning bylaws should be reviewed and definitions refined to incorporate new on-farm technology and mixed uses. This will allow for more innovation to occur, create more vibrant streetscapes in the urban areas and provide for a more robust agricultural economy.

By incorporating **public engagement strategies**, Prince Edward County can achieve more of its Creative Rural Economy goals. Prince Edward County already has a strong sense of community, but more opportunities for citizen engagement in the planning process will help create more effective policy. Traditional community building and communication technologies can bring citizens and government together. Creativity blossoms in environments where people are encouraged to interact in a variety of ways. The five Guiding Principles will provide a launching point for developing a more effective and efficient land-use policy and

allow for the full potential of the Creative-Rural Economy in Prince Edward County to be harnessed, without sacrificing the County's environmental, cultural and economic resources.



**Figure 6.1: The Five Guiding Principles. SOURCE: Class Consultants, 2009.**

## 1. Retain & Enhance Agriculture

Agriculture contributes significantly to the quality of place that exists within Prince Edward County, and creates an attractive rural setting to live, work, and play. The county contains large amounts of arable land of which the majority is prime agricultural land. *Prime agricultural lands are a finite resource that contribute to the living landscape of the county and are fundamental to the rural identity, local economy and natural environment.* It is evident that agriculture has historically been a fundamental part of the county's rural character. Recently there has also been a noticeable shift in the type of agricultural operations occurring on farms, with more high quality food and artisanal products that are supported by the tourism industry.

The protection of agriculture and agricultural lands is a matter of provincial interest. However, it is ultimately the responsibility of municipalities to implement policies that protect prime agricultural lands. Land use policies that preserve prime agricultural lands are further discussed in the subsequent recommendations, and include: focusing development into existing settlement areas, and employing alternative zoning methods.

Agriculture is dynamic, therefore land use policies must go beyond the physical protection of agricultural lands and address the evolving needs of agriculture as a business. In order to retain agriculture as a viable industry in Prince Edward County, policies that enable on-farm diversification and encourage rural innovation must be present throughout the Official Plan. The trend in agriculture in the county is away from traditional grain and dairy farms, towards smaller farms that reflect a demand for high quality local food products and artisanal industries. This trend provides opportunities to enhance agriculture in the county through artisanal and value-added activities, both of which promote innovation and creativity in a rural setting. By implementing land use policies that enable agriculture to diversify and become sustainable, the county can build upon the solid foundation of agriculture and fulfill its role as a leader in the Creative Rural Economy.

## 2. Intensify Existing Settlement Areas

Creating more intensive urban environments and planning policies will produce long-term benefits to Prince Edward County's Creative Rural Economy and to the County at large. High-rise buildings and massive shopping malls are not what Class Consultants is proposing. However, it is necessary to consider how slightly higher densities in existing urban areas and new developments can retain, support, and enhance existing and future local businesses and residents.

*Slightly higher densities in Picton, Bloomfield, Wellington and Rossmore can provide new advantages to firms locating in those municipalities, reinforcing inherent economies of scale (ie. Localization economies)( see Hartshorn, 1999). The multiplier effect of the increase in new businesses will draw people to the area, seeking jobs and further enhancing growth. This creates a feedback loop as these firms expand business, eventually increasing the capacity for invention and innovation, resulting in another round of expansion (Hartshorn, 1999).*

Lastly, those urban areas can enhance existing amenity and add new characteristics that will entice the creative class to settle. It has been noted that in some cases, firms in amenity-rich areas can reduce their labour costs because employees

value good quality of life as an employment benefit (Blair, 1991). In short, compact environments with higher population densities will ensure local businesses can prosper and flourish.

The Edward Building in downtown Picton is an example of how service agglomeration, intensification, and residential construction can all be combined in an appropriate way within Prince Edward County. The agglomeration of services in denser settlements can achieve efficient service provision for residents, as well as providing more and affordable housing stock for current and future residents. This ease of access to services is essential to senior citizens in the area, and Prince Edward County can ensure that it will maintain and grow its senior's population as long as it can support these people to "age in place", by providing them the services at the densities they need. This principle also supports the attraction of younger professionals between the ages of 25 to 45, because of the need to make spending decisions based on affordability of housing and access to services. In addition, intensifying urban areas will protect prime agricultural land from being phased out of production, ensuring a local food and economic base.



In the words of Giddings *et al*, small towns and “cities convey something special about civilization itself that should not be spread too thinly and reduced to banal, lifeless, endless sprawl” (Giddings, Hopwood, Mellor, & O’Brien, 2005, p. 13).

The essence of the Creative Rural Economy is that people from many different backgrounds and cultures can come together and live collaboratively, meanwhile creating a space for fusing ideas, styles and activities (Giddings, Hopwood, Wellor & O’Brien, 2005). In effect, this Guiding Principle calls for building on the already existing urbanism in Prince Edward County providing a launch pad for the Creative Rural Economy’s takeoff.

### 3. Encourage Rural Innovation

Agriculture is going through a transition period. As with any transformative economic stage , new and innovative entrepreneurial initiatives step forward to fill spaces in the market created by emerging new methods of manufacturing, distribution, and development.

The Creative Rural Economy in Prince Edward County is successful because innovation within their agricultural and rural sectors is constantly occurring. It is integral for land-use planning policies to foster and support this innovation in order for the County to maintain its competitive edge. To do this, limitations to rural innovation created by current policies must be addressed, and the policies revised in order to support innovation while at the same time maintaining the quality of place that exists within the county. The unique environmental, historical, cultural, social, urban, rural, and agrarian characteristics that draw tourists and new locals each year must be retained while also providing opportunities for the market to diversify naturally.

At present, provincial policy allows for greater flexibility in the use of agricultural land than the municipal Official Plan or zoning by-law allow. This suggests an opportunity for greater

creativity within the municipality in terms of defining permissible secondary uses on both rural and agriculturally zoned land. Given the inherent innovation and artisanal innovation already happening, this change would provide opportunities for unforeseen economic development in the future.

By expanding the definitions of agriculture and agriculturally-related uses to be more open to interpretation, land use policy would be flexible enough to allow for increasingly multi-use practices on individual sites. As well, this would allow vertical integration within different industries in the county. Examples of this type of vertical integration include those of the Carriage House Cooperage and the Mill Pond Cannery.

#### 4. Integrate Zoning Alternatives

Upon review of the zoning alternatives and perceived areas of weakness in the Zoning By-Law, Class Consultants presents the following zoning recommendations:

*Adopt cluster zoning as the main zoning tool for peripheral development.*

De-emphasize the *uses* of the property and focus on the *physical and performance* aspects of the property.

Adopt a limited density bonusing program in urban areas and waterfronts to increase amenity and character.

Adopt a TDC system in which development can be redirected to urban centres from environmentally sensitive areas and prime agriculture lands.

The use of cluster zoning in and along peripheral areas will allow for infill development opportunities. In addition, greater concentrations of dwelling units will provide opportunities for older residents to locate closer to urban services and can enhance the rural character of the various villages and hamlets of Prince Edward County. Furthermore, the greater economies of scale associated with density can facilitate activities and uses associated with the Creative Rural

Economy. Lastly, the open-space preserved through this method can be used to further implement new compact development should growth demand and existing infrastructure be in place.

With regard to the re-emphasis on performance standards, focusing on the physical and performance aspects will allow buildings a greater flexibility in allowable uses. In addition, performance standards can make the design of new developments effectively blend into the existing architecture in the urban areas or other communities. Performance standards should be focused on a few specific goals rather than applying to all land use categories. As such, the performance standards might be more appropriate for population centres rather than rural zones, given the greater diversity of activities found there. Other zoning provisions could serve the rural areas of the county in lieu of actual performance standards.

While density bonusing may not have the greatest efficacy in Prince Edward County, it could be used to enhance the amenity of communities which are experiencing new development, such as those classified in the Shoreland designation of the Official Plan. In addition, density bonusing can allow Prince Edward County to obtain affordable housing

for existing residents who are approaching retirement age and might need to relocate to areas with greater service provision. The bonusing system can be written into the existing or new zoning by-law and Official Plan policies, allowing for the private sector to present community benefits and facilities in exchange for increased FAR space for their project. Understanding that developer interest is key for this particular method to work effectively, the tool should not be implemented until there is reasonable demand from both the community and developers to want more density.

With regard to Transfer Development Credits, areas that are deemed worthy of protection can have their development ability severed and transferred onto another property that will serve a greater benefit to Prince Edward County. Again, urban centres and other population centres can benefit, as more growth can be concentrated in areas where fully functional municipal services are provided, reducing future costs to Prince Edward County. In addition, preserving such environmentally sensitive areas and prime agricultural land will continue to provide the natural amenity that attracts the tourists and future residents of the County. Initializing such a program is not explicitly permissible under provincial planning

legislation; however, there is reason to believe that Kwasniak's offers a method of using existing provincial legislation (i.e. Ontario Heritage Act or the Municipal Act) to formulate an effective TDC system. Finally, for all of these zoning recommendations to work to their fullest potential, they should be integrated in a holistic, systematic manner relying on the

study (2004) into Transfer Development Credits in Alberta strengths of each to mitigate the shortcomings of each alternative zoning tool. **The Figures below further illustrates each tool and the benefits of them within the Creative Rural Economy of Prince Edward County.**

Zoning Tool	Definition	Strengths	Weaknesses	Why it resolves some issues with Prince Edward County's CRE?
Performance Zoning	A zoning tool that emphasizes the physical and performance aspects (ie. Impact) of a use rather than the <i>use</i> of the property.	Flexibility in the range of uses allowed on a property. Can reduce some of the approvals needed for development.	If it includes all land uses, process can become arbitrary. Can be costly initially to implement.	It evaluates the specific <i>impact</i> of a creative land use; for example, The Carriage House Cooperage
Transfer of Development Rights	Land use tool that permits the transfer of development potential from one area and conferring it on another.	Achieves greater control over growth. More equitable than strict regulation. Allows for private financing of land protection.	Requires a functioning real estate market to work. Lacking provincial legislation to do so. Can be technically difficult and requires more attention.	Can relocate development potential from an inappropriate site to one that is more suitable to fulfilling Prince Edward County's planning goals. Example: cottage developments on or near environmentally sensitive areas.

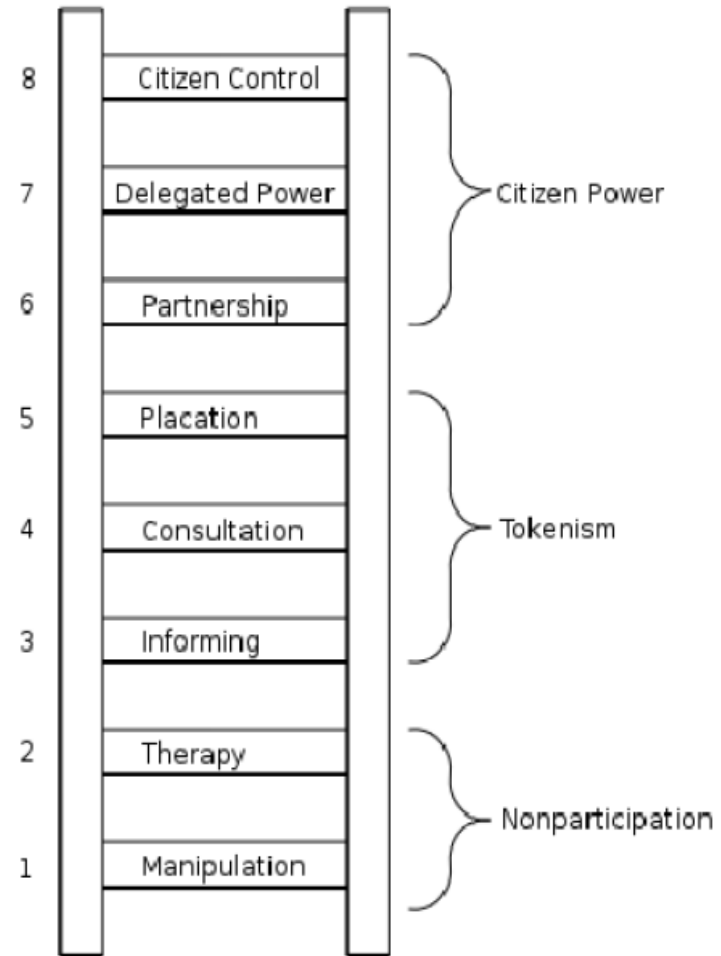
Zoning Tool	Definition	Strengths	Weaknesses	Why it resolves some issues with Prince Edward County's CRE?
Cluster Zoning	AKA. Open-space zoning. An alternative zoning tool that aggregates dwelling units in a proposed development to one dense area, preserving the rest as open-space.	Can enhance rural character, keep large areas of agriculture in production, and enhance the overall environment.	<p>Not an effective tool for Agricultural preservation.</p> <p>Can have poor design if not discussed at beginning of project.</p>	Ability to place new subdivisions closer to immediate outskirts of urban centres.
Incentive/Bonusing	Tool in which future developments are offered an opportunity to surpass the allowable Floor Area Ratio (FAR) in exchange for amenities or housing needed by the community.	Can obtain community benefits from private sector.	Mainly geared towards major urban centres.	Prince Edward County can apply this to waterfront redevelopments and downtown areas and obtain new community facilities.

## 5. Foster Public Engagement

“There is a critical difference between going through the empty ritual of participation and having the real power needed to affect the outcome of the process”

-Sherry R. Arnstein (1969)

An essential component to achieving the other four recommendations that Class Consultants has put forward is Public Engagement and Citizen Participation. Arnstein's Ladder of Citizen Participation is a representation of the concept of different levels of Citizen Participation. Many characteristics of the central rungs on Arnstein's Ladder exist in the current policy process: Policy documents inform the public of the process; Consultation occurs at public meetings; Placation is represented by amendment to the Official Plan; and Partnership has occurred in situations such as the development of the Edward Building. The former three are token forms of participation, with little citizen power. Partnership is a process that increases citizen power, improves outcomes, and can lead to higher forms of citizen power and engagement. As well, it benefits the municipality in that it can capitalize on community capacity to fulfill needs that are otherwise lacking.



**Figure 6.2: Arnstein's Ladder of Citizen Participation**  
 Source: *Journal of the American Institute of Planners*, 35(4) (1969)

The development of electronic modes of communication and the integration of smart-phone and computer-based communication technology provides new forums for community engagement. There are numerous opportunities for the local government of Prince Edward County “to create a link between e-government and e-democracy – to transcend the one-way model of service delivery and exploit for democratic purposes the feedback paths that are inherent to digital media” (Coleman & Gotze, 2001; p. 5). It is important to involve a variety of citizens from all age-groups and backgrounds, and most especially to provide avenues for *integration* of involvement which provides for different skill and comfort levels with traditional and non-traditional information and communication forms.

Without public buy-in and the power to affect policy decisions, policy changes within the Official Plan, Secondary Plans and zoning by-laws will be hindered. By developing a policy process which fosters public participation and recognizes the existing capacity of the community, policy outcomes will improve. Capacity building, a transparent and navigable process, and a policy development process which includes public engagement as a foundation, rather than a requirement, are all essential to achieving these outcomes.

### Capacity Building

An important principle in public engagement is capacity building, which “consists of the networks, organisation, attitudes, leadership and skills that allow communities to manage change and sustain community-led development” (Cavaye, 2000; p.2). By harnessing the personal and network capacity of residents, the county can expand its capacity to solve problems “in-house”, at low cost, and with more relevant and meaningful outcomes.

Traditional approaches to public participation work best when there is a two-way flow of information, and include public meetings and information sessions, collaboration with stakeholder groups (both ad-hoc and institutionalized), and citizen-advisory committees. Groups are empowered when their time, efforts, knowledge, imagination, experience and recommendations influence the decisions of government.



## Strategies for capitalizing on capacity:

- Founding a set of “Integrated Design Principles” which stakeholders can buy-into and build policies on (World Cafe, Inc, n.d.);
- Forming Advisory Panels for planning, economic development, innovation, education, visioning, and other purposes;
- Hosting public and advisory panel charrettes (ex. between Agricultural Advisory Committee and Innovation Committee) to encourage cross-pollination of ideas;
- Identifying community members who have expertise in key areas that the municipality may not be able to provide for, and
- Engaging library, school, and community centre users in information gathering, electronic communication, etc.

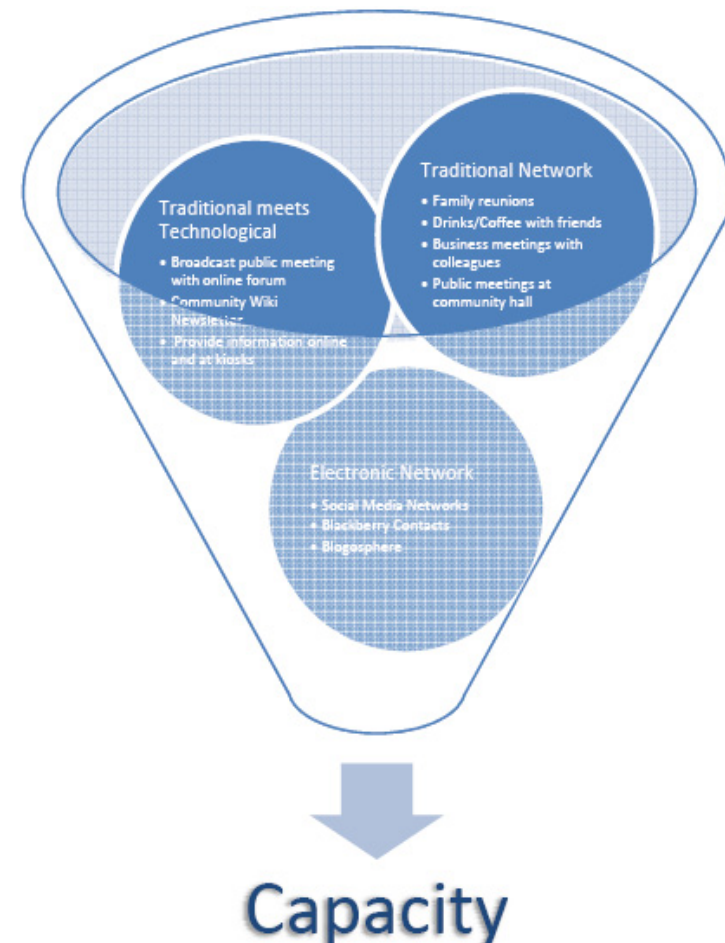


Figure 6.3: Capacity Building.  
SOURCE: Class Consultants, 2009.

## **Transparent Process**

Planning is a confusing process, and anything that policy-makers can do to bring stakeholders greater understanding and to expedite the process is welcome. It also will encourage people to engage in the process, rather than trying to find ways to work around it, and rather than frustrating their attempts to develop or organize in ways that planning can support. Given the staffing limitations of a municipality the size of Prince Edward County, strategies to increase transparency and “buy-in” to the process will also facilitate administration. These include the following:

- A User Guide to the Official Plan and Zoning by-laws that simplify jargon and give examples, preferably graphic examples;
- Checklists for applicants which define levels of performance which could lead to rezoning and will inform planners of what tests need to be done; and
- Increase navigability and representation of internet resources to acquaint users with relationships of municipal structures, policies, and legislation;

## Official Plan Recommendations

The Prince Edward County Official Plan addresses many of the existing land use challenges in the county, however, stronger emphasis and more action must be undertaken to allow the emerging Creative Rural Economy to flourish in the county. The Five Guiding Principles should be interpreted and incorporated into the Prince Edward County Official Plan Vision Statement (O.P. SECTION II), and guide the drafting of new Land Use Designations (O.P. SECTION IV).

For the purposes of this report, Class Consultants will focus our Official Plan Recommendations on four major categories, which incorporate each the following subsections:

Recommendations for Major Land Use Categories	Official Plan Land Use Designation Sections
AGRICULTURE	(5.0) Prime Agriculture
URBAN	(1.0) Urban Centres (2.0) Villages (3.0) Hamlet
RURAL	(6.0) Rural
INDUSTRIAL	(10.0) Industrial

Other sections of 'Land Use Designations' are beyond the scope of this study, but should also be revised accordingly in future studies.

## AGRICULTURE

### ***O.P. Subsection 5.1.1:***

"Protect" should be changed to "Retain and Enhance" the agricultural industries through diversification of the agricultural uses in order to ensure its future viability as active farmland.

### ***O.P. Subsection 5.2.2:***

a, "Agriculture" is being traditionally defined. Consider a more inclusive and evolving definition of agricultural uses in the county

c, '...limited infilling of residential uses...' Tie to intensification of urban areas with a designated growth plan or within existing secondary plans

d, "Agriculturally related commercial and industrial uses" needs to recognize the emergence of artisanal and innovative agriculture related operations

### ***O.P. Subsection 5.4.2:***

Further studies is needed in order to evaluate the influence of residential lot sizes on 'smaller scale farming'

## URBAN

### ***O.P. Subsections 2.1 & 3.1 Rationale & Strategies for Development***

- "Traditional rural services and commercial centres" need to incorporate commercial and industries uses defined within the Creative Rural Economy. It should act as the focal point that encourages social and business connectivity as well as exchange of knowledge and ideas.

### ***O.P. Subsection 2.3. Patterns of Development***

Introduce "adaptive re-use of under utilize structures" i.e. Carriage House Cooperage Inc. case studies

Introduce "Mixed use" development

Encourage increase of housing options to meet the housing demands for different age groups. i.e. row houses for younger population (more affordable)

Affordable housing development should also be encouraged as stated in the O.P. Vision Statement

***O.P. Subsection 2.4.1***

The definition of “industrial uses” needs to recognize the emerging artisanal and innovative industries \*Please refer to Carriage House Cooperage Inc. Case Study

***O.P. Subsection 2.4.2.***

a ii, "minimum lot are of 0.4 hectares" might be too large.  
Intensifying nodes and urban areas would conserve primary agriculture land, promote interaction, and make efficient use of infrastructure

***O.P. Subsection 2.4.3.***

Introduce performance based zoning concepts to allow innovative industrial or commercial uses (Cases to Case approach) \*Please refer to mill bond case study and zoning instruments chart

## RURAL

### ***O.P. Subsection 6.2.1.***

- b, commercial uses related back to the Creative Rural Economic Development industries
- c, redefinition “industrial uses” to include innovative rural operations
- introduce Artisanal uses and small scale productions

### ***O.P. Subsection 6.3.5***

“Rural industrial uses should be properly separated and screened from residential uses” – O.P. should recognize “Artisanal Industrial uses” and adjust separation and screening requirement accordingly. \*Please refer to performance zoning in zoning chart

### ***O.P. Subsection 6.4.1***

“Minimum Distance Separation” should be revised and adjusted according to a case by case basis

### ***O.P. Subsection 6.4.3***

- a, i, “a minimum of .8 hectares” should be adjusted accordingly for artisanal commercial and/or industrial uses which can still operate in a smaller lot scale.
- c, list of required studies may not be necessary for certain types of innovative industries.
- Time consuming planning process and high cost of studies may discourage Creative Rural Economies Development.
- \*Please refer to Carriage House Cooperage Inc. case studies

## INDUSTRIAL

### ***O.P. Subsection 10.2***

“Predominant use of land” should introduce artisanal and agriculture related industries

## Next Steps

The recommendations Class Consultants have provided are a good launching point for further inquiry and action toward the harmonization of the County's Official Plan with its Creative Rural Economic Strategy.

To further facilitate action, Class Consultants provides these Next Steps for Prince Edward County.

### Community Level

Incorporate a planning model involving more citizen participation The County should consider setting up an advisory panel for the upcoming Official Plan review. The Advisory Panel should consist of a range of stakeholders who will develop and implement a strategy for increasing citizenship participation in the OP review process.

### Department Level

The Prince Edward County Planning Department should explore examples of successful development toolkits and guides that outline a transparent timeline and process for development projects. The Development Guide should outline

which studies, fees, meetings and documents are needed for different streams of development. The toolkit should be developed in conjunction with Web 2.0 strategies and be offered both online and in paper format at a variety of locations throughout the County.

### Municipal Level

The Municipality of Prince Edward County should consider investing in a cohesive Web 2.0 strategy that is targeted at engaging its current residents. This can be organized through initiating an open-source Prince Edward County Wiki. Citizens should have transparent access to governmental process in one online location as well as a forum to include their feedback and perspectives. Hard copies could be provided for the use of non-computer-users, and be available at libraries, City Hall, and other public venues.

Having online infrastructure set up in advance of the Official Plan review process will allow the County to focus its efforts on maximizing engagement strategies. With changing demographics and the overarching theme of harmonizing a Creative Rural Economic strategy within the Official Plan,



citizen engagement will be vital to ensuring that the final product reflects the needs of the existing community in Prince Edward County.

### **Provincial Level**

Prince Edward County is already forming partnerships with other regions to discuss Creative Rural Economies in Ontario. Following our recommendation of exploring zoning alternatives while retaining viable agriculture, the County should expand these partnerships to include both the Economic Development Departments and the Planning Departments of partnered regions. Prince Edward County should take a leadership role in coordinating a forum or symposium on the future of rural Ontario in a CRE context. The symposium will blend the expertise of both the Economic Development Departments and Planning Departments of regions around Ontario and provide a unified front to help influence the upcoming review of the Provincial Policy Statement.

## VII. Concluding Statement

As discussed throughout this report, creativity and innovation emerge when a diverse range of ideas and experiences can come together.

Class Consultants and Ryerson University appreciate this opportunity to share our ideas with Prince Edward County's Departments of Planning and Economic Development. We are confident that the County, guided by creative ideas, will accomplish its goals to be a more prosperous and attractive County, and a centre for culture in Ontario. We look forward to many more opportunities to collaborate and share knowledge with Prince Edward County in the future.

## VIII. Appendices

The following appendices provide further readings on the listed information. This literature informed the analysis of Class Consultants, and much of it was included in the Interim Report provided to clients at the Planning and Economic Development Departments of the Municipality of Prince Edward County.

## Appendix 'A' – Ecology of Prince Edward County

For more details on the ecology of Prince Edward County and its influences on the local planning process and the economy, please consult the following source materials:

Quinte Conservation Authority. (2008). Watershed characterizat<sup>o</sup>n. Retrieved from:  
[http://quintesourcewater.ca/site/index.php?option=com\\_frontpage&Itemid=28](http://quintesourcewater.ca/site/index.php?option=com_frontpage&Itemid=28).

Ontario Ministry of the Environment. (2007). Watershed-based source protection planning. Retrieved November 28, 2009 from:  
<http://www.ene.gov.on.ca/envision/water/spp.htm>

Environment Canada. (2008). Canadian climate normals and averages 1971-2000 - Picton. Retrieved November 28, 2009 from:

[http://climate.weatheroffice.ec.gc.ca/climate\\_normals/index\\_e.html](http://climate.weatheroffice.ec.gc.ca/climate_normals/index_e.html)

### *Soil Map of Prince Edward County*

Canada Department of Agriculture Research Branch. (2002). Soils of Prince Edward County Ontario. Toronto: Ministry of Agriculture and Food.

## Appendix 'B' – Agricultural Statistics

For a more detailed statistical analysis of the agricultural industry in Prince Edward County, please refer to the following links:

Statistics Canada. (2006). 2006 Agriculture community profiles. Retrieved November 28, 2009 from:  
[http://www26.statcan.ca:8080/AgrProfiles/cp06/PlaceSearch.action?request\\_locale=en](http://www26.statcan.ca:8080/AgrProfiles/cp06/PlaceSearch.action?request_locale=en)

---. (2001). 2001 Agriculture community profiles. Retrieved November 28, 2009 from:  
[http://www25.statcan.ca:8081/AgrProfile/agrProfile\\_e.jsp](http://www25.statcan.ca:8081/AgrProfile/agrProfile_e.jsp)

### *Organic Farming/Food Economy*

Martin, H. (2001). Organic farming in Ontario. Toronto: Ontario Ministry of Agriculture, Food and Rural Affairs.

Raynolds, L. T. (2000, September). Re-embedding global agriculture: The international organic and fair trade movements. *Agriculture and Human Values*, 17(3), 297-309.

Smith, A. D. (2007). *The 100-mile diet: a year of local eating*. Toronto: Random House Canada.

Wolf, R. (Ed.). (1977). *Organic farming: yesterday's and tomorrow's agriculture*. Emmaus, Pa: Rodale Press.

## Appendix 'C'-Zoning Policies in Other Jurisdictions

Given the problems associated with the current zoning regime in Prince Edward County, Class Consultants decided to examine how outside jurisdictions were handling their zoning issues. Below are brief case studies from the Metropolitan City of Nantes (Municipality (*Commune*) of Bouaye) and the City of Besançon in France was examined, and lastly, Hastings District in New Zealand.

### Character Area A

The agricultural zone is the space dedicated to farming, equipped or not, to protect because of their potential agronomic, biological or economic [contributions].

### Article 1 - Zone A - Occupation and land uses prohibited

Are prohibited:

1. All occupations and land uses not allowed under special conditions in Article 2 below;
2. The stationing of caravans, camping, light houses of entertainment;
3. Scour and uplifts [to] the ground to amend the general topography of the land, unless [it is] necessary for the realization of infrastructure projects or structures permitted in the zone;
4. Restoration of ruined building in the second paragraph of Article L 111-3 of the Town Planning Code.

### Article 2 - Zone A - Occupation and land uses subject to special conditions

Are allowed, since they are designed to fit the site in which they operate and do not compromise the agricultural character of the area, occupations and land uses include:

### **Bouaye, France**

In Bouaye's *Règlement* or Zoning By-law, the general approach is often considered *form-based zoning*; meaning, the primary focus of the policies is about the built form of the property and not so much about the *use* of the property. To illustrate, a small selection of has of the policies affecting properties under the Zone A designation (Agriculture) has been produced below. (PLU de Bouaye, 2007, pg.133-134. Translated via Google Translate):

1. Buildings, facilities and their extensions to agricultural purpose since they are necessary and directly related to farm an area as defined in Articles 311, and 312 of the Rural Code;
2. Buildings, extensions and their facilities, since they are necessary and directly related to an agricultural college;
3. Buildings destined for housing and extensions since they are intended to housing for those whose continued presence is necessary for the farm and are located up to 150 meters of existing buildings or the operation continuity in the existing buildings located nearby in zone U or NH, to help integrate the building to come;
6. Activities of tourist accommodation (accommodation, catering, trade of farm products) being an accessory to an active farm, located on the site of the farm or in an existing building possibly as d an extension or a new building located near the body and operating with a maximum floor area of 50 m<sup>2</sup>;
7. Buildings and facilities necessary for utilities or collective interest, since they are treated in a rural quality, reducing soil sealing;
8. Change destination of farm buildings which are identified in the zoning plan as buildings of architectural or heritage, since this change of use does not compromise the farm.

In short, land use categories are generally more ambiguous than is the norm in a traditional zoning by-law here in Ontario, allowing for more flexibility in the land use. This concept can be possibly applied to Prince Edward County's situation; it could take the form of less proscriptive land use definitions and permissive zoning provisions. In effect, this system can allow for proactive planning, one that keeps pace with changing situations.

### **Besançon, France**

Another principle that can be taken out of the French planning experience and applied to the County is to be found in the City of Besançon, France. This principle illustrates the practical need for flexibility in building design standards in order to accommodate secondary uses. In this case, the expansion of floor area can be granted to a level of 10% of the net floor area, provided it is compatible with the neighbourhood and surrounding infrastructure (PLU de Besançon). This principle could have a real significance in that existing artisanal activities will be allowed to expand their operations without undergoing an extensive approvals process. In addition, this principle is not necessarily confined to artisanal activities. It could also facilitate expansion of other small industries such as home studios.

### **Te Mata Special Character Zone – Hastings District Council, New Zealand**

The Te Mata Special Character Zone is a special policy document within the Hasting District Plan recognizing the special wine-growing properties of the area. This last example illustrates another potential zoning approach. Based on the Resources Management Act of 1991, district zoning by-laws utilize a mixed approach using similar principles of form-based zoning (such as building height, etc.) and predicting potential *outcomes* of the given regulation (New Zealand, 1991, Sec. 76 (3)).

With regard to commercial and industrial activities, threshold measures are put in place to make sure the land is being used efficiently, arranged by the particular economic activity associated with Industrial or Commercial; the threshold measure (i.e. Limits on the use, how many people should be operating, etc.) and the maximum limit per site (i.e. maximum number of employees in relation to gross floor area, etc.) (Hastings District Plan, 2007).

Another principle that bears relation to the County is the Hastings District Plan's idea on the vertical integration of activities relating to the wine industry and how it can enhance rural amenity. Section 5 *Rural Zone*, had this to say:

"Vertical Integration of the wine industry involves the location of wine making activities and cellar door sales and in some cases associated restaurants /



cafes, on the same site as a vineyard ... The need to protect and enhance the existing rural amenity is essential to the concept of vertical integration. This concept involves utilising the amenity and ambiance of a locality to enable the unique branding of the wine produced there. It is therefore inherent that the buildings and grounds associated with a winery are designed and maintained to enhance the visual amenity of the area. The District Plan therefore needs to recognise this concept by enabling the potential environmental effects of wineries and associated activities to be assessed in an integrated manner” (pg.2-3).

For more details on the examples provided above, please consult the following resources:

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