

Agricultural Land Use Planning in Canada

Case Study of MRC de Roussillon

FINAL REPORT

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Executive Summary

In this report we present the results of a case study of agricultural land use planning for the *MRC de Roussillon*, located in the heart of the South Shore of the *Communauté métropolitaine de Montréal* (CMM). The case study of the *MRC de Roussillon* involved an assessment of the breadth and quality of the legislative framework that governs agricultural land use planning, including policies, legislation, and governance. The case study also involved an assessment of the political context within which agricultural land use planning takes place and decisions are made. This part of the assessment included documentation and analysis of three policy regimes: farmland preservation, global competitiveness, and food sovereignty. A policy regime refers to the combination of issues, ideas, interests, actors, and institutions that are involved in formulating policy and for governing once policies are devised.

The aim of the case study is to contribute to three areas of knowledge. The case study lends insight to the state of agricultural land use planning in the *MRC de Roussillon*. It contributes to an understanding of the state of agricultural land use planning in Quebec. Finally, the case study is part of a broader national project to identify principles and beneficial practices that represent land use planning solutions that protect farmland.

Overall, the legislative framework for protecting farmland within the *MRC de Roussillon* is strong. Using the four principles as the criteria for evaluating the qualities of the legislative framework in the *MRC de Roussillon*, we found that the MRC has a strong set of local government legislation documents. Notably, the urban plans, especially the 2009 urban plan (and the zoning by-law) of the municipality of La Prairie is a very comprehensive document that guides agricultural land use planning decisions. Notwithstanding the fact that the land use and development plan of the MRC and urban plans of municipalities should integrate the LPTAA, the LAU and the *Orientations Gouvernementales* of the *Ministère des Affaires municipales et Occupation du territoire* (MAMOT). The LPTAA overrides any other plans and planning policies. This policy ensures the protection of agricultural land and to some extent provides some stability in terms of agricultural land use planning. It is mainly this stability that characterizes the development of agricultural land in Québec, and therefore in the *MRC de Roussillon*. Indeed, the MRC and its municipalities do not have much power over agricultural zoning in their own territory. Thus, and when it comes to farmland preservation, uncertainties are minimized rendering it difficult to design a flexible local governance mechanisms, in a context where important decisions regarding the agricultural land are taken by the CPTAQ (although the Province can substitute itself for the Commission at any time for the benefit of the ‘greater good’). However, the *MRC de Roussillon* has the responsibility to preserve the natural environment within its own agricultural land. This is how the *MRC de Roussillon* can go beyond the minimum criteria set out especially by the LPTAA. However, the CPTAQ (and the government) can be flexible in several exceptions. For some, CPTAQ is even too permissive (see section: Strength of Quebec's provincial legislative framework).

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Abbreviations

AgLUP	Agricultural Land Use Planning
ASC	Agriculture soutenue par la communauté
CAAAQ	Commission sur l’avenir de l’agriculture et de l’agroalimentaire québécois
CCA	Agricultural Advisory Committee
CLD	Local Development Centre
CLI	Canada Land Inventory
CMM	Communauté métropolitaine de Montréal
CPTAQ	Commission de la protection du territoire agricole du Québec
LAU	Act respecting land use planning and development
LPTAA	Act respecting the preservation of agricultural land and agricultural activities
MAMOT	Ministère des Affaires municipales et de l’Occupation du territoire
MAPAQ	Ministère de l’Agriculture, des Pêcheries et de l’Alimentation du Québec
MRC	Regional county municipality
PDZA	Plan de développement de la zone agricole
PMAD	Plan métropolitain d’aménagement et de développement
UPA	Union des producteurs agricoles du Québec

About the project

The national project is a three-year study to identify principles and beneficial practices that represent integrated land use planning solutions that protect farmland in Canada. We have three objectives related to this purpose:

1. To undertake case studies to fill strategic gaps in our understanding of how agricultural land use planning policies and processes at a local level protect farmland while also integrating public priorities across jurisdictions.
2. To analyse three inter-related policy regimes within Canada's agri-food system: the long-standing policy regimes of global competitiveness and farmland preservation; and the nascent regime of food sovereignty. The aim is to understand how these three policy regimes influence agricultural land use planning at local, provincial, and national levels of policy. A policy regime and its changes refer to the combination of issues, ideas, interests, actors and institutions that are involved.
3. To mobilise knowledge gained from the research by hosting a series of regional workshops across Canada. Workshop results will culminate in a national forum to formulate policy recommendations for protecting farmland.

The relation between agriculture, food, and social priorities is connected to the society we want and the place of food and farmers within it. Historically, the decline in the economic and social role of agriculture has accompanied a significant loss and degradation of the agricultural land base. This trend appears to be reversing. The growth of the local food movement, as evident by the increasing number of farmers markets and citizen-based initiatives like community gardens and local food councils, has been the forerunner of recent calls at the national level for a Canada-wide food policy. Although drastic policy changes are not likely to happen immediately at the national level, changes are already occurring at local and regional levels, with all of Canada's major metropolitan regions having launched food plans and policy councils (Vancouver, Calgary, Toronto, Ottawa and Montreal). These changes suggest that the place of agriculture and food within Canadian society has shifted to be much more aligned with public priorities.

Sorting out relations between agriculture, food, and society falls, in part, within the domain of land use planning because every act of producing and consuming food has impacts on the land base. Yet, in spite of forty years of farmland protection policies, the agricultural land base still faces growing pressures from urban development and the pursuit of other economic priorities, with few indications that this trend will be significantly curtailed. Will this trend be halted if Canada adopts a national food policy that gave citizens more influence over domestic food supplies? If Canada adopted such a policy, do governments have the ability to protect the agricultural land base in order to support these new public priorities?

Unlike the urban centres of BC where the greatest pressures on farmland are from urban development, some pressure on agricultural lands in northern BC comes from the development of natural resources, such as forestry and oil and gas. The Site C dam is another source of pressure. Likewise, most of the studies to examine the effectiveness of farmland protection policies have focused on the pressures from urban development. Recognising that the results of these studies are not fully transferable to northern BC, this project aims to assess the state of agricultural land use planning in this area of the province.

We anticipate that the greatest potential benefit of the research is to make a positive contribution to the development of agricultural land use plans, planning processes, and policies in northern BC to protect farmland and promote farming as the highest and best use of these lands. Our assessment will be of benefit to land use decision makers, planning practitioners, to non-government organisations, industry groups, farmer organisations, farmers, and the general public.

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Principles for guiding agricultural land use planning

An agricultural land use planning legislative framework provides the context and constraints for what local governments must and can do to protect its agricultural lands. An effective framework of policies, legislation, and governance structures presents an opportunity for local governments, which can then choose how much they want to take advantage of this opportunity. Within this context it is helpful to be able to assess the quality of an agricultural land use planning framework and understand how well it works and why. For this purpose we have identified the following four principles, which are described below:

- Maximise stability
- Minimise uncertainty
- Integrate across jurisdictions
- Accommodate flexibility

The concepts of stability and uncertainty must be understood with a view of the world as unpredictable and essentially unknowable. This contrasts with a rationale view of the world as something that we can understand fully – if only we had all of the right data and the ability to process the information. This worldview of an open future presents challenges because planning, by its very function, is focused on making a desirable future a visible part of today's land use decision-making processes (Connell, 2009). The aim of planning is not to predict the future or claim to be all-knowing but to envision a desirable future with the information available. The functions of planning are to maximise what we can know about the future and to minimise what we do not know, thereby establishing a domain of understanding within which to make the best possible land use decisions in the present. This leads to the first two principles of agricultural land use planning.

Maximise stability

Something that is stable is difficult to topple; it stands strong and cannot be easily moved. Likewise, a stable legislative framework for protecting farmland is one that is not easily changed at the whim of shifting political interests; it is well-entrenched in acts of legislation, policy, and governance structures that are based on clear, concise language, and can hold up to court challenge. It is something that people can count on to secure the land base for agriculture and to know what the rules are. In this sense, a measure of stability is a measure of the thing itself – the legislative framework – as it is written in its present form. Thus, stability is a critical measure of the strength of an agricultural land use planning framework.

Minimise uncertainty

In addition to maximising the stability of a legislative framework through clear rules and regulations we must also consider how the framework will be implemented and applied to land use decisions. People want to know they can rely on these rules and regulations to be applied consistently and to know how it will be applied under different circumstances. In this sense, people want not only a stable land base for agriculture but also a legislative framework that provides some certainty about how it will be used to make agricultural land use decisions. However, what we do not know is boundless so we must accept that we cannot eliminate uncertainty. What governments can do is to minimise uncertainty by eliminating loop-holes, ambiguous language, and open-ended conditions. Perhaps more importantly, uncertainty can be minimised through consistent interpretations and applications of the legislative framework. In this sense, a measure of uncertainty is a future-oriented measure of expectations about how the legislative framework will be applied to land use decisions. Thus, the presence of uncertainty is a critical measure of the weakness of an agricultural land use planning framework.

Integrate across jurisdictions

Integrating policies and priorities across jurisdictions is a foundation for building cohesion across provincial, regional, and local governments. This principle of integration can be viewed as a “policy thread” that weaves together traditional areas of responsibility (Smith, 1998). One can also think of integration as a formal “linkage” between policies that provides consistency among them. Such formal linkages can come in the form of a provincial policy that requires a lower-level policy “to be consistent with” provincial statements. The aim of such vertical mechanisms is to ensure that lower-level policies are set within the context of broader public priorities. The same principle of integration applies horizontally, too, so that plans and strategies are co-ordinated and consistent across local governments. In order to successfully integrate policies across jurisdictions there must be sufficient details about the legislative context that guides and constrains local government plans and strategies.

Accommodate flexibility

Creating an effective legislative framework is an act of balance without being too stable so that it cannot be changed when needed or too strict so that it cannot be applied in a range of

circumstances. Thus, flexibility is necessary in order to moderate the restrictive effects of maximising stability and minimising uncertainty. The principle is to enable decision-makers to accommodate a controlled level of flexibility without compromising the primary functions of the legislative framework to provide stability and reduce uncertainty. The means to accommodate flexibility is typically done through governance mechanisms, such as quasi-judicial provincial commissions, advisory committees, and application processes.

Strength of Quebec's provincial legislative framework

Quebec's legislative framework is very strong. In 1978, and in the context of rapid economic development, speculation on land, fragmentation of the land, and non-agricultural land use development, the agricultural land protection law, the second in Canada, was created in Quebec, an Act respecting the protection of agricultural land (LPTAA). The main objective of this Act is to:

“ [...] secure a lasting territorial basis for the practice of agriculture, and to promote, in keeping with the concept of sustainable development, the preservation and development of agricultural activities and enterprises in the agricultural zones established by the regime” (LPTAA, Art. 1.1).

Since then, this Act is the cornerstone of agricultural land use in Quebec. Indeed, the LPTAA maximizes stability of agricultural land use planning for many reasons: it is difficult to topple; it is well-entrenched in acts of legislation, policy, and governance structures that are based on clear, concise language, and can hold up to court challenge; Although the LPTAA has provided various opportunities for acquired rights, it usually requires a series of prohibitions such as:

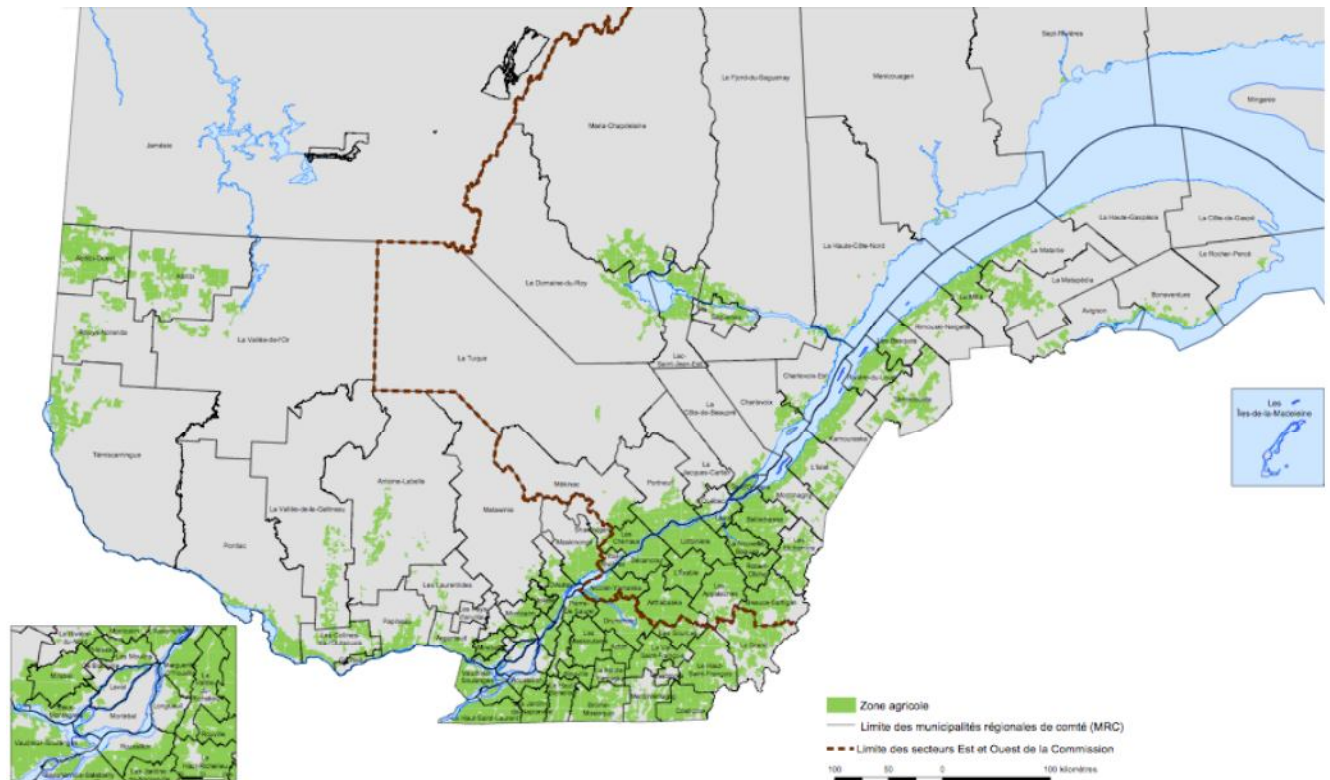
- a) The use of land for purposes other than agriculture (residential, institutional, commercial, industrial, ...) (Art. 26);
- b) Cut the maple sugar bush in (with the exception of forestry holdings, selection or thinning) and the use of a sugar bush for a purpose other than the maple (Art 27);
- c) Subdivision (Art. 29);
- d) The disposition (sale or gift) of a lot if the owner retains a right of ownership over a contiguous lot (Art. 29);
- e) Topsoil removal (Art. 70) (CPTAQ, 2007; LPTAA, 2013).

Since its creation, the LPTAA has been managed by the *Commission de protection du territoire agricole du Québec* (CPTAQ). The Commission is an autonomous, decision-making organization exerting a socio-economic role of regulation. By applying criteria set out in the Act, the Commission decides each application on its merits. Hence, the regime is based on the administrative discretion of the Commission (although the Province can substitute itself for the Commission at any time for the benefit of the ‘greater good’) (LPTAA, Art. 96)ⁱ. The most important criterion is found in section 3 of the Act, whose only function is to “secure the preservation of the agricultural land of Quebec”¹. The Act has priority over all other general or

special laws. Therefore, all other criteria mentioned in the Act are always viewed by the Commission. Also and since the Supreme Court has once reminded lower court judges that the Act is also interested in the reclamation of land having agricultural potential, besides the protection of existing cultivated land, the courts cannot, without the Commission, decide that land is not suited for agriculture and so remove it from the Act when that land has been intentionally included in an agricultural zone or region. Overall, the establishment of a land reserve (protected by the LPTAA) and a quasi-judicial tribunal (CPTAQ) provides the highest level of stability. Moreover, the Act applies a brake to the wasting of agricultural lands which merely amount to 2% (an area of 63,500 square kilometers) of Quebec's territory (Figure 1).

As a planning policy, agricultural land protection has been kept out of the hands of regional and local planning authorities, through the Act of municipal powers, established under the Act respecting land use planning and development (LAU). In fact and since the implication of the MAPAQ in the treatment of land use planning in 1984, the LPTAA is entered first by force by the legislative framework for the protection of agricultural land and then it is supplemented by provisions of the LAU. The LPTAA takes precedence over the LAU (LPTAA, Art. 98)ⁱⁱ. Hence, unlike the latter, which simply sets out the framework rules of the planning process while leaving the content of planning policies to locally elected officials, the LPTAA creates a control regime with a single-minded objectiveⁱⁱⁱ and concentrate all powers in the Commission, which has a total control over the agricultural zone (except of course for the Province, as noted above).

Figure 1: Agricultural Zone in Québec (2013)



Source : CPTAQ. (2013). *Rapport annuel de gestion 2012-2013* [Format PDF]. Repéré à http://www.cptaq.gouv.qc.ca/fileadmin/fr/publications/publications/rannuel/rap_annuel2012-2013/contenu/pdf/rapport1.pdf

Established by the LAU, the government guidelines (or *les Orientations gouvernementales* in French) are the responsibility of the *Ministère des Affaires municipales et de l'Occupation du territoire* (MAMOT). They illustrate the problems which municipalities, metropolitan communities and MRC face (MAMOT, 2005 and 2001). These Government guidelines must be considered in the guidelines of the land use and development plans (“dans les orientations des schémas d’aménagement”) of the MRC. Regarding the issue of the protection of agricultural land and agricultural activities, the main orientation of the MAMOT is to:

“Plan the agricultural land use and development while giving the priority to agricultural land and activities, in accordance with the peculiarities of the environment, so as to promote, in a perspective of sustainable development, the economic development of regions” (MAMOT, 2005: 7).

The MRC land use and development plans must comply with the different orientations of MAMOT such as major development orientations, land allocations, normative provisions for odor management in agricultural areas and management of hog breeding units. First, the broad guidelines serve to indicate the general development objectives of the MRC. Then the major land uses are used to clearly indicate how the soil will be used on the MRC. Overall, the MAMOT's

responsibility is to determine the guidelines for land use. In case an MRC or municipality refuses to comply with the opinion of a responsible minister, the MAMOT has itself the power to change the land use and development plans of the MRC or the urban plans of the municipalities. In the context of globalization, Quebec's agriculture would probably be unrecognizable in the absence of such farmland protections schemes. The competitiveness of the agri-food sector is in the same situation too. Although there is no law or anticipated planning policy for global competitiveness, it would be difficult to envision a prosperous future for the agricultural sector without the legal protection of high agricultural potential land. In addition, in the near future, the intention of the government and metropolitan communities to densify the development only in the urban area/white area ("zone blanche" in French) will undoubtedly be beneficial for the strength of the Quebec's agricultural sector.

From 1978 to 1983, the CPTAQ negotiated the limits of the agricultural area of Quebec with municipalities and the *Union des producteurs agricoles* (UPA). In 1987, the Commission began a process of revision of the agricultural zone, in order to ensure harmonization between the limits of agricultural land and the first generation of development plans MRC (MRC created by LAU in 1979) (CMM, 2012a : 4). This revision was completed in 1992. Thus, the legislation shows a good level of integration across jurisdictions. Since MRC and metropolitan communities may, upon renewal of their development plan (or metropolitan plan management and development), send a request to the CPTAQ to revise the boundaries of the agricultural area included in their territory^{iv}.

In 1996, significant amendments to the LPTAA helped to ensure greater protection of agricultural land and agricultural activities, while allowing flexibility in the application of different provisions. The objective was to increase the consideration of regional characteristics, including increasing the role of MRC in the development of agricultural territories. Indeed, LPTAA was first thought based (in 1978) on the agricultural context in the Montreal area and was not necessarily compatible with the reality of the more remote areas. This is partly why the LPTAA has long been considered, by municipalities and MRC, as a barrier to development (CPTAQ, 2001a and 2001b; CPTAQ, 2007).

Although the LPTAA allows to ensure some stability of agricultural land and agricultural activities in Quebec, the fact remains that the CPTAQ may, under the LPTAA, modulate several restrictive effects of the law, without compromising the principle of stability, in order to create a legislative framework tailored to regional and local characteristics and exceptions (so it accommodates flexibility). Indeed, Article 62 of the LPTAA states: "the commission may authorize, on such conditions as it may determine, the use, for purposes other than agriculture, the subdivision, the alienation, the inclusion or the exclusion of a lot or the cutting of maple trees. In rendering a decision, giving its advice or issuing a permit on a matter referred to it, the commission shall take into consideration:

1. The soil capability of the lot and of the neighbouring lots;
2. The possible uses of the lot for agricultural purposes;
3. The consequences of an authorization on existing agricultural activities and their development, and on the possible agricultural use of neighbouring lots, in particular having regard to the standards aimed at reducing the inconvenience caused by odours resulting from agricultural activities [...];

4. The restrictions and effects resulting from the application of the Acts and the regulations, in particular those relating to the environment and, more particularly, with respect to livestock operations;
5. The availability of other sites where farming restrictions would be eliminated or reduced, in particular where the application concerns a lot included in a census agglomeration or a census metropolitan area [...];
6. The homogeneity of the farming community and farming operations;
7. The impact on the preservation of water and soil resources in the territory of the local municipality and in the region;
8. The establishment of land holdings having an area sufficient for farming activities;
9. The impact on the economic development of the region upon proof submitted by a municipality, community, public body or agency providing public utility services;
10. The socioeconomic conditions necessary for the viability of a community where justified by the low population density of the region” (LPTAA, Art. 62).

To the extent that the laws are clear (especially in their functioning), strong (while being adapted to the different regional contexts) and explicitly promote the protection of agricultural land and agricultural activities, we are able to think that the Quebec’s legislative framework minimizes, to some extent, uncertainties or gray areas. However, we must accept that it is always difficult to assess (or even eliminate) uncertainties regarding agricultural land use planning.

Since 2013, food sovereignty policy is used to integrate the concept of food sovereignty in the planning of Quebec’s farmland. Indeed, this policy states that food sovereignty can hardly exist without the preservation of the agricultural land for future generations. However, the application of this policy is still vague in the sense that it will take a few years to assess its real impact on the development of agricultural land.

In Quebec, following the recommendations of the report of the Commission on the future of agriculture and agri-food in Quebec (CAAAQ, 2008), the PDZA is required, step by step, as the development tool to allow the MRC to establish a more complete diagnosis of their farm area to foster a dynamic occupancy and greater protection. Not having the same legal weight as a development or a town plan scheme, the PDZA nevertheless will broaden the MRC skills in the planning of agricultural land and agricultural activities. According to the MRC, PDZA can prove to be a very comprehensive planning document that can address the three different type of management concern (farmland preservation, global competitiveness and food sovereignty), which could modernized territorial planning of agriculture in Quebec.

Political context and policy regimes

To understand how political contexts and multiple public priorities influence agricultural land use planning in Canada, and to what extent it has already had an impact, we will examine the interaction of three current policy regimes: global competitiveness, farmland preservation, and food sovereignty. A policy regime and its changes refer to the combination of issues, ideas, interests, actors and institutions that are involved. Actors of agricultural policy regimes include a wide range of interests represented by citizens, all levels of government, local organisations, professional organisations representing producers, farmers and ranchers themselves, unions, industry trade associations and environmental groups, among others. In Canada, the two policy

regimes of global competitiveness and farmland preservation have influenced policies for several decades. The recent emergence of food sovereignty as a policy regime reflects growing public concerns about the security and safety of Canada's domestic food supply, and may have significant implications for Canada's global competitiveness and the conservation and use of agricultural land. In this section we described each of these three policy regimes. A description of the criteria we used to determine the level of influence of each policy regime is provided in the Appendix.

Global competitiveness

A policy regime of global competitiveness has strengthened over the past forty years at both the national and provincial levels, usually in the context of pressures on industry viability in the face of freer trade. An interest in global competitiveness often requires policies and strategies to successfully integrate into the global economy. A recent report on competitiveness by the House of Commons Standing Committee on Agriculture and Agri-Food focused on access to new markets, barriers to trade, food safety and product labelling, and market concentration within sectors. Input to this report was provided by national and regional commodity trade associations, meat and other food processors, transportation associations, and policy institutes, among others. Scholars in this field, such as Grace Skogstad, have noted that, although the membership of the agri-food policy community in Canada is strong individually, the community is nationally fragmented and organisationally divided, as national policies do not always serve all members or geographic regions equally. For example, export-oriented policies may promote the export of raw food products at the risk of higher prices for domestic food processors. Such policies also have regional differences, where policies may benefit one region (food processing in central Canada) to the disadvantage of food producers in another region (food producers in the prairies). Notwithstanding these internal challenges, the competitiveness policy regime continues to strengthen, as evident in the Growing Forward 2 (GF2) policy framework announced on September 14, 2012.

Key ideas from GF2:

- Competitiveness and Market Growth: The sector needs to continually increase productivity, to reduce costs and to respond to consumer demands, such as for high-value products with specific attributes. Competitiveness also means increasing our share of domestic and international markets.
- The key drivers are:
 - Innovation: The sector adopts and implements new technologies and innovations, creating and using knowledge to develop new products, technologies and business management practices that drive down costs, increase productivity and respond to consumer demands.
 - Institutional and Physical Infrastructure: Effective rules, regulations, standards, organizations, and physical infrastructure allow firms to operate and markets to function efficiently for a profitable sector and the well-being of Canadians.
- Competing on cost: One factor in assessing the competitiveness of Canadian agriculture and agri-food sector is how cost-efficient Canadian agricultural producers, manufacturers and exporters are in relation to competitor suppliers. This is influenced

- by a number of factors, including natural resource availability and use, input prices, labour availability and cost, and scale of operation.
- Innovation is critical for improved cost competitiveness. Innovation can lead to improved productivity and reduced costs. However, despite significant agricultural research, the sector could be more effective in applying knowledge and innovating along the supply chain.
 - Focus on the role of innovation for productivity growth and the ongoing efforts to access emerging growth markets.
 - Continual innovation and adaptation has contributed to increased yields and the creation of new products and production methods
 - Increased trade, globalization of supply chains, and more exacting consumer demands have increased the importance of rules, regulations, and other market infrastructure
 - Additional industry capacity and infrastructure investments, such as information and communication technologies, will be required to enable producers, processors, buyers, and government agencies to adjust effectively to new food safety regulations and buyer assurance standards.
 - Bilateral and multilateral trade agreements and trade promotion efforts are essential.

Food sovereignty

For our purposes, food sovereignty is a broad term that focusses on the right of citizens to have greater control over its food supply. The term encompasses food security and food safety. Food security is concerned about the availability, accessibility, and affordability of food.

While the control of food supplies were among the earliest drivers of nation-building and human settlements, food sovereignty, as defined by the International Planning Committee for Food Sovereignty, is about the right of peoples to define, protect and regulate domestic agricultural production and land policies that promote safe, healthy and ecologically sustainable food production that is culturally appropriate. Within Canada, the growth of the local food movement, as evident by the increasing number of farmers markets and citizen-based initiatives like community gardens and local food councils, has been the forerunner of recent calls for citizens having greater control over national agri-food policies. The National Farmers Union, Canadian Federation of Agriculture, and Food Secure Canada are some of the national actors calling for changes. Adopting agri-food policies that promote greater food sovereignty could easily reach into people's daily lives, with economic, social and environmental implications, both positive and negative. Such policy will be regarded quite differently depending on a person's values and priorities, and where agriculture fits among them.

Farmland preservation

Different terms are used in this policy regime including farmland conservation, farmland preservation, and farmland protection. For our project we will use farmland protection and farmland preservation in two specific ways:

- Farmland protection: a narrower term that we will use to refer specifically to land use planning policies that aim to *protect* farmland so that it is available for farm uses; we will use farmland protection in relation to the contents of a legislative framework.
- Farmland preservation: is a broader term that concerns all aspects of policies related to farmland including policies that not only protect farmland but are also concerned with soil and landscape conservation, among other things; can be synonymous with farmland conservation; we will refer to all that is related to farmland preservation as a policy regime.

As a policy regime, preserving farmland first garnered serious public attention in Canada in the early 1970s with most provincial and local jurisdictions having some form of legislation or guidelines in place by the end of the 1970s. The historical development of farmland policies in Canada were accompanied by a wide range of economic, environmental, and social issues that were associated with and reinforced tensions among different land uses, such as residential, commercial, industrial, and natural resource development.

Correspondingly, motivations for preserving farmland are influenced by factors such as food production, market value for land, environmental issues, amenity of rural landscapes, agrarian ideals and land use conflicts on the urban fringe. In spite of efforts over the past forty years, Canada has experienced a continual loss of prime farmland across the country. The issue is especially acute in Ontario, which contains the country's largest supply of prime agricultural lands, but concerns for the preservation of farmland exist across the country, albeit to varying degrees. But is also acute in other jurisdictions due to a much more limited and declining agricultural land base, such as in British Columbia and Quebec.

Concern about the loss and fragmentation of farmland continues to be an issue in the face of continued urban sprawl and alienation of farmland (i.e., farmland that is not being farmed or no longer suitable for farming). These issues often lead to further problems, such as conflicts or tension with residential, recreational, infrastructure, and industrial land uses. Loss of farmland is often associated with concerns about the supply of local food and, increasingly, it is concerned with "land grabbing" through foreign or out-of-province ownership of land.

Introduction

Purpose and scope of case study

In this report we present the results of a case study of agricultural land use planning in the *MRC de Roussillon*, suburban territory in the South Shore of Montreal Metropolitan Community (CMM) (Figure 2). This case study contributes to three areas of knowledge. The case study is part of a national project to identify principles and beneficial practices that represent land use planning solutions that protect farmland. For our purposes, the case study contributes to an understanding of the state of agricultural land use planning in northern British Columbia, where farmland protection faces particular pressures from natural resource developments. Finally, the case study lends insight to the state of agricultural land use planning in the MRC de Roussillon.

The case study of the *MRC de Roussillon* involved an assessment of the breadth and quality of the legislative framework that governs agricultural land use planning, including the documentation of policies, legislation, and governance structures and a detailed analysis of the contents of these documents. The case study also involved an assessment of the political context within which agricultural land use planning processes are completed and decisions are made. Our assessment of the political context included documentation and analysis of three policy regimes: farmland preservation, global competitiveness, and food sovereignty (see the Appendix for a description of each policy regime).

Methods

Legislative framework:

The methods used to complete the preliminary assessment involved several activities:

- Document agricultural land use planning legislative framework:
The legislative framework consists of policies, legislation (and by-laws), and governance structures related to agricultural land use planning at local, regional (or upper-tier), and provincial levels of government. The policies and legislation were identified as enforceable, aspirational, or enabling. Refer to the Appendix for definitions of these and other terms.
- Content analysis of legislative framework documents:
After identifying the relevant documents the next step was to analyse the level of detail of each document's contents. The aim of the content analysis is to assess the breadth and quality of the legislative framework.

Political context:

- Policy regimes
We analysed the contents of documents with regard for the presence and importance of policy regimes. The documents included those identified in the legislative framework. The

aim is to assess the extent to which agricultural land use planning accommodates the three policy regimes, influences land use decisions, and encompasses a comprehensive view of food systems planning, activities, and issues.

Overview of site

Geographically, the *MRC de Roussillon* is part of the Montreal Metropolitan Community (CMM), which includes 14 MRC, 82 municipalities and nearly half of the total population of Quebec (Figure 2). Located in the heart of the South Shore of the metropolitan region, Roussillon is, with its 168,584 inhabitants, the fourth most populous MRC of the CMM (MRC de Roussillon, 2014a).

Overall, the *MRC de Roussillon* is a suburban territory marked by significant contrasts. Along the St. Lawrence River, the MRC, which occupies 372 square kilometers, is composed of 11 municipalities and two very different physical environments, namely an suburban area bordering the River and a vast agricultural hinterland south (Figure 3) (CLD et MRC de Roussillon, 2010: 13). Indeed, despite the presence of a riparian area urbanized, more than 72 % of the territory is occupied by the permanent agricultural zone, which represents about 12% of the agricultural area of the CMM (CMM, 2012a: 3). Moreover, the *MRC de Roussillon* has three rural municipalities in the sense of Statistics Canada, which defines "rural" as:

“ [...] sparsely populated regions, outside of urban areas (that is to say, outside the localities with a concentration of 1,000 or more and with 400 persons or more per square kilometer)” (Statistics Canada, 2006, in CLD de Roussillon, 2007: 6).

Each of the municipalities of the MRC exceeds a thousand people, although the population density of certain municipalities is below the 400 people per square kilometer threshold such as the municipalities of Saint-Isidore, Saint-Mathieu and Saint-Philippe (MRC de Roussillon, 2011).

Economically, the geographical position of the MRC is highly strategic. In addition to being part of the CMM and the administrative region of Montérégie, with which it has close economic ties, the *MRC de Roussillon* is a crossroads of trade within a wide marine transportation system and land that unites Quebec and the US Midwest. Thus, the roads A-15, A-30, A-10 and R-132 are conducive Commercial and Industrial Development (CLD de Roussillon, 2007).

Figure 2: CMM and its five geographic regions and 82 municipalities (2013)

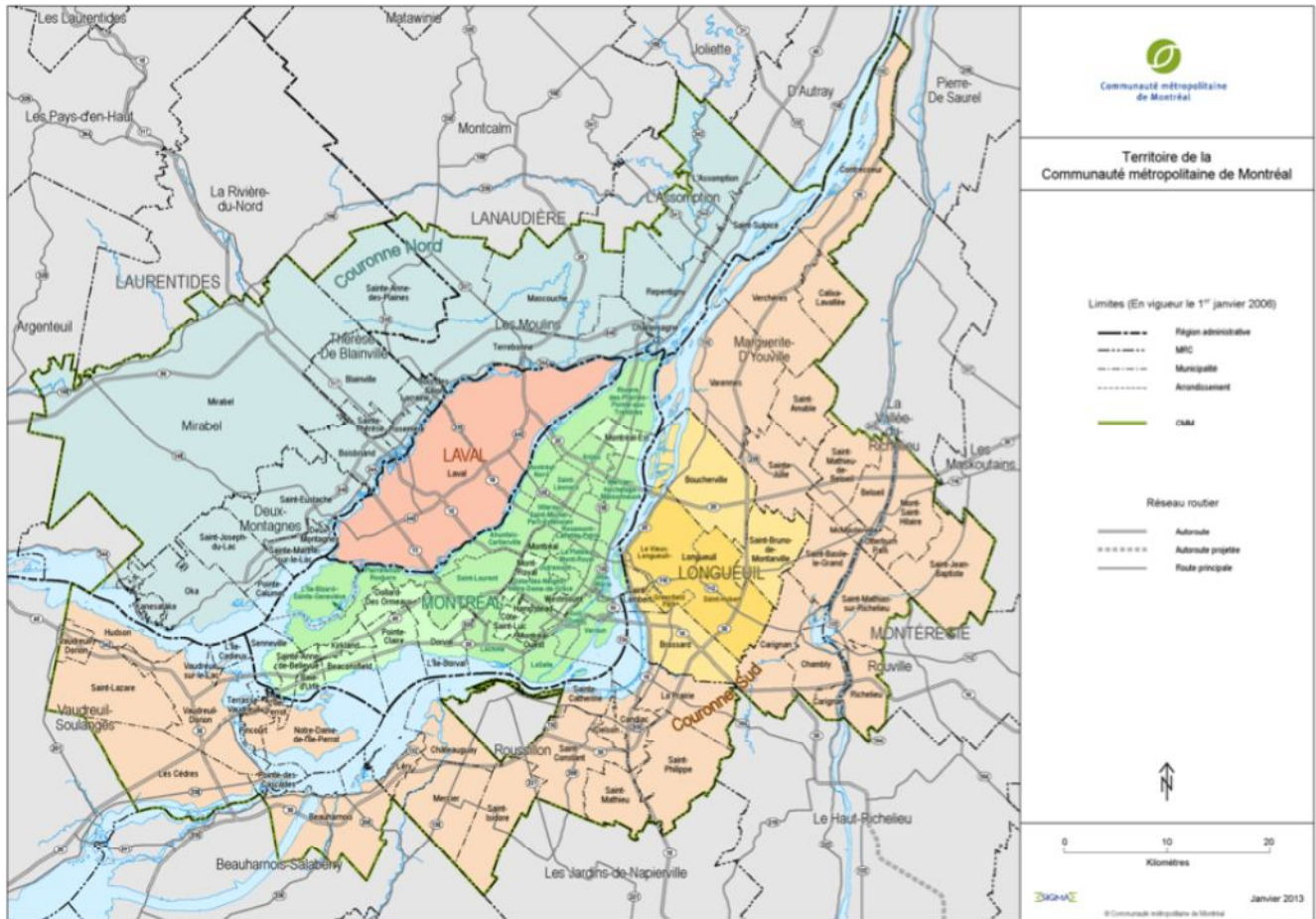
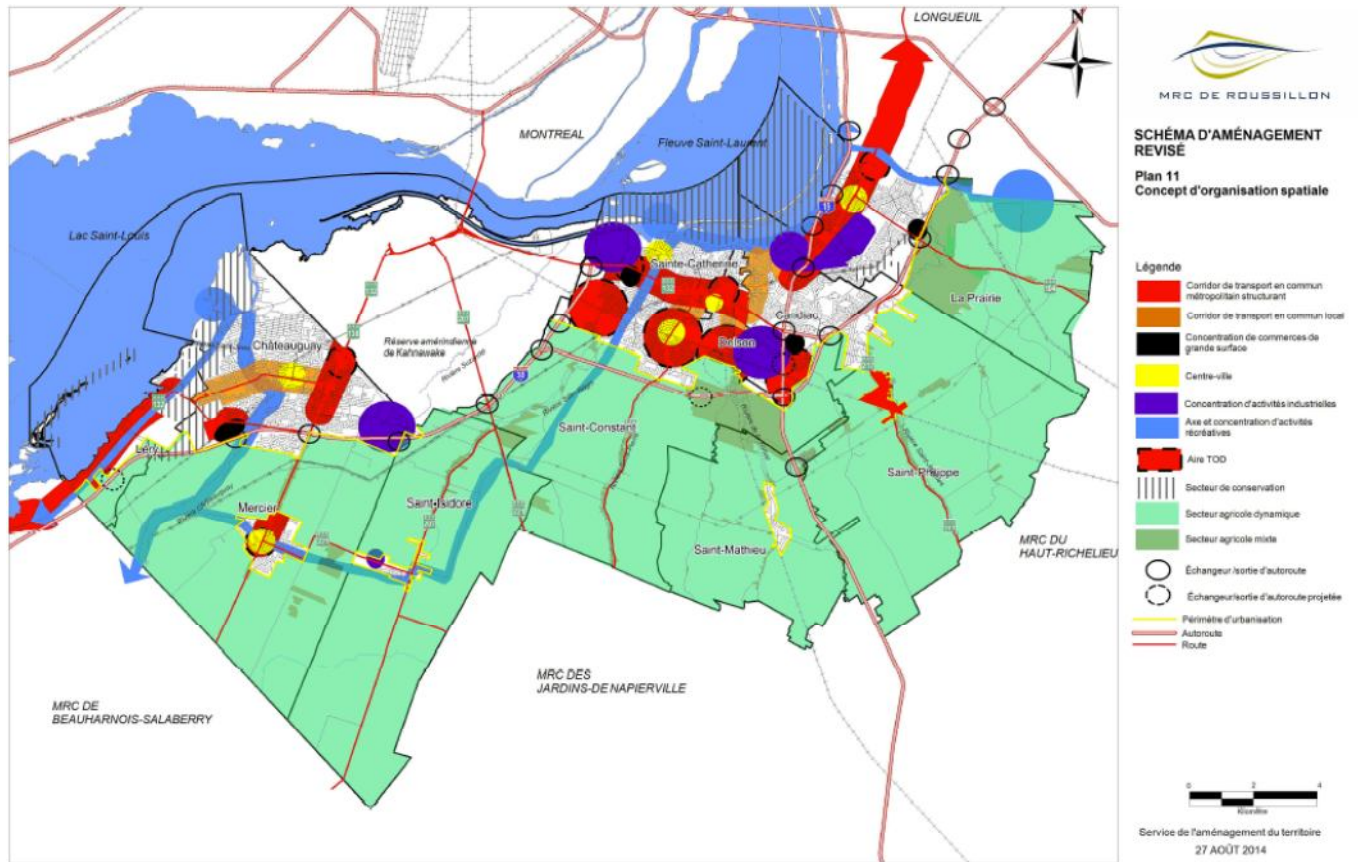


Figure 3: MRC de Roussillon (2014)



Source: MRC de Roussillon. (2014a). *Section3. Le schéma d'aménagement révisé* [Format PDF]. Repéré à http://www.mrcroussillon.qc.ca/web/doc/amenagement/Section3-SAR_MRC_R170_partie1_20141215102732.pdf

Agricultural profile

Notwithstanding the nordicity of Quebec's climate, southern Quebec includes all the same conditions for productive agriculture, including a temperate climate and fertile alluvial plains of the valley of the St. Lawrence River, where better soil found there. At the scale of the Montreal Metropolitan Community, soils category 2 and 3 (high agricultural potential) cover, according to Canada Land Inventory (CLI), more than 72 % of the territory of the CMM (MRC de Roussillon, 2014: 3-20). The *MRC de Roussillon* is no exception, as shown in this soils map produced by the CPTAQ (Figure 4).

The agriculture practiced in the territory of the *MRC de Roussillon*, the image of all the MRC of the southern rim of the CMM, is mainly based on the model of large conventional farms dominated by cereal production and protein crops. Thus, of the 192 farms in Roussillon, which generate more than \$ 51.1 million in sales, crop production (in 2010) involves 81 % of farmers and 84 % of the area cultivated throughout the MRC territory. In general, for the period 2004-2010, we find that:

- 45 % of producers are principally engaged in the production of cereals and protein crops, against 46% in 2004;
- 19 % of producers are principally engaged in the production of vegetables (same in 2004);
- 7 % of farmers are principally engaged in the sheltered culture and ornamental horticulture, against 6% in 2004;
- 5% of producers are principally engaged in the production of fruit (same in 2004);
- 4 % of producers principal activity forage (same in 2004) (Figure 5).

In addition, the area under cereals and protein crops were up 1,015 (7%) hectares from 2004 to 2010. However, the areas cultivated for vegetables declined by 13% (247 hectares) for the same period (CMM et MAPAQ, 2012: 8-9).

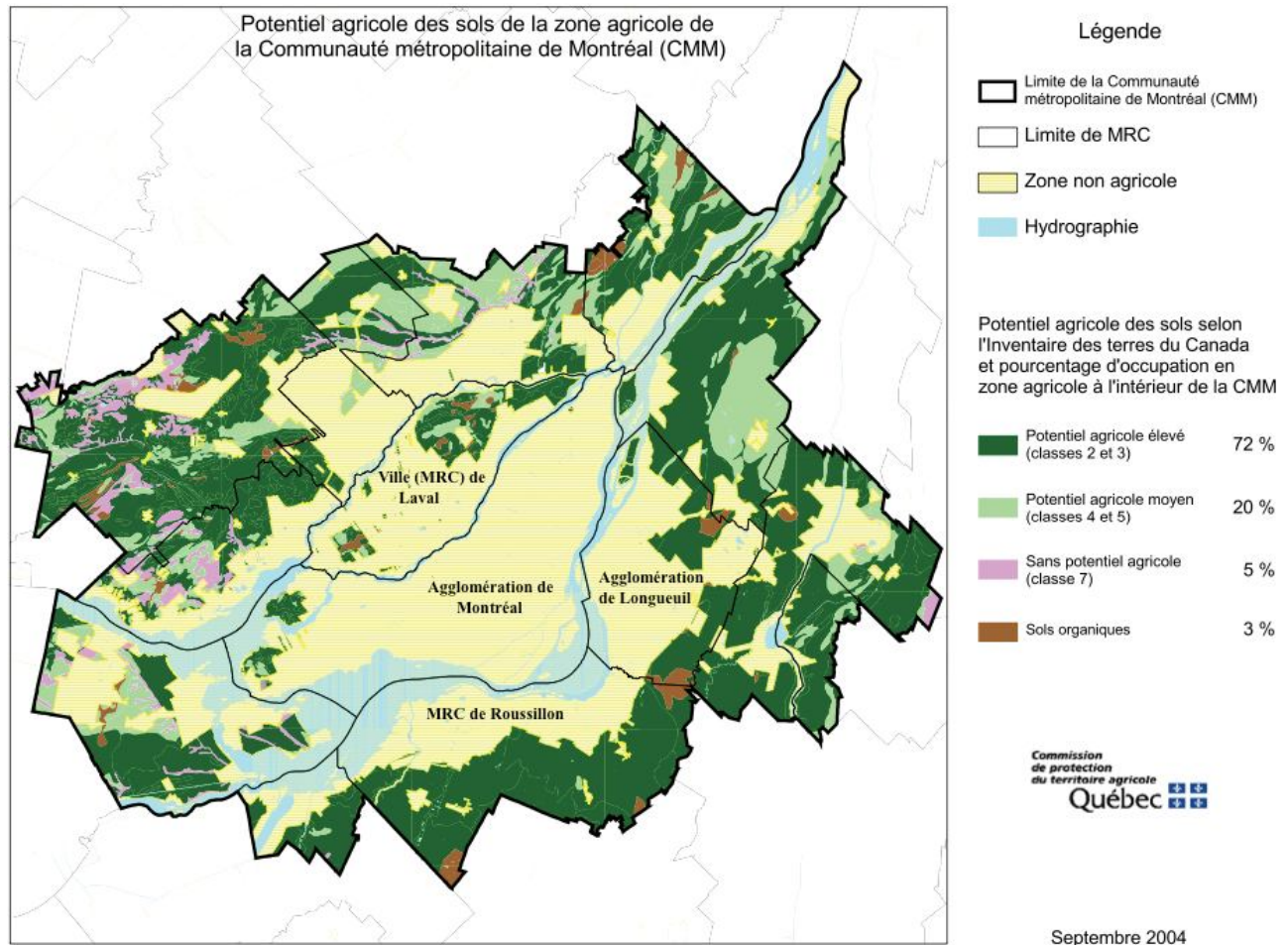
Regarding livestock production, which involve 19% of the farmers of the MRC in 2010, it is noted that 8% of these producers are principally engaged in dairy cattle, against 11% in 2004. Other types of livestock rather marginal and varies between 1% and 3% of the total agricultural production of the *MRC de Roussillon* (Figure 5). In fact, the urban fringe are rather restrictive for animal production, since they are subject to strict regulations, particularly with regard to manure application standards and management of odours caused by agricultural activities. This explains, in part, the weak presence of this type of production in the metropolitan area of Montréal (CLD et MRC de Roussillon, 2010; CMM, 2012a; Marois, 2007).

As for complementary or alternative agricultural activities, the *MRC de Roussillon* usually displays greater than or equal rates compared to all MRC South crown of the CMM, particularly with respect to U-pick operations and certified organic productions (CMM et MAPAQ, 2012: 5).

The legal status of farms has also evolved over time. Individual and family farms are disappearing to make way for the incorporation of companies associated with several interrelated units, with or without a written contract. This is demonstrated by the downward trend in the number of individual sole proprietorship farms whose numbers have dropped significantly.

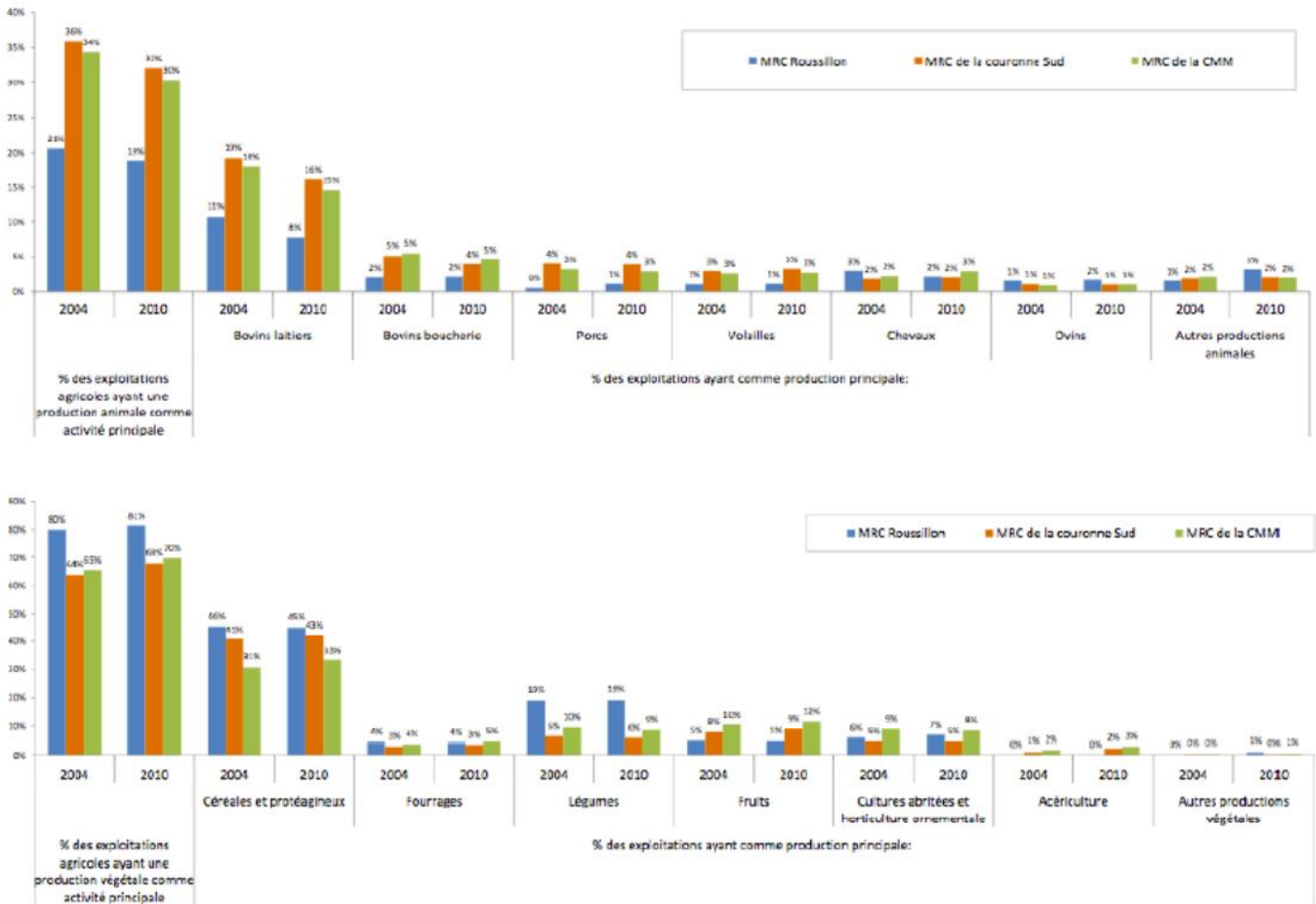
Between 2004 and 2010, the rental rate of farmland increased from 35% to 51% in the MRC de Roussillon (the same trend occurred throughout the CMM) (CMM et MAPAQ, 2012: 6).

Figure 4: Soil potential of the agricultural area of the CMM (2004)



Source : CPTAQ (2004). in CLD et MRC Roussillon. (2010). *Plan de développement de la zone agricole* [Format PDF]. Repéré à http://www.mapaq.gouv.qc.ca/SiteCollectionDocuments/DeveloppementRegional/PDZA/PDZA_MRC_Roussillon_Octobre_2010.pdf

Figure 5: Percentage of farms with crop or animal production as their main activity (2004-2010)



Source: CMM et MAPAQ. (2012). *Portrait statistique agricole de la MRC de Roussillon* [Format PDF]. Repéré à http://cmm.qc.ca/fileadmin/user_upload/periodique/PortraitStatAgricole_Roussillon.pdf

Results

In this section we present the preliminary results for the case study of MRC de Roussillon. We begin with the results of our assessment of the legislative framework of the case study site within the context of regional and provincial policies and legislation. We then present the results of the content analyses of local government policies and legislation followed by the results of the political context, which includes our assessment of the influence of the three policy regimes (farmland preservation, food sovereignty, and global competitiveness). The section ends with results of the stakeholder analysis. We discuss the significance of these results in the next section.

State of agricultural land use planning

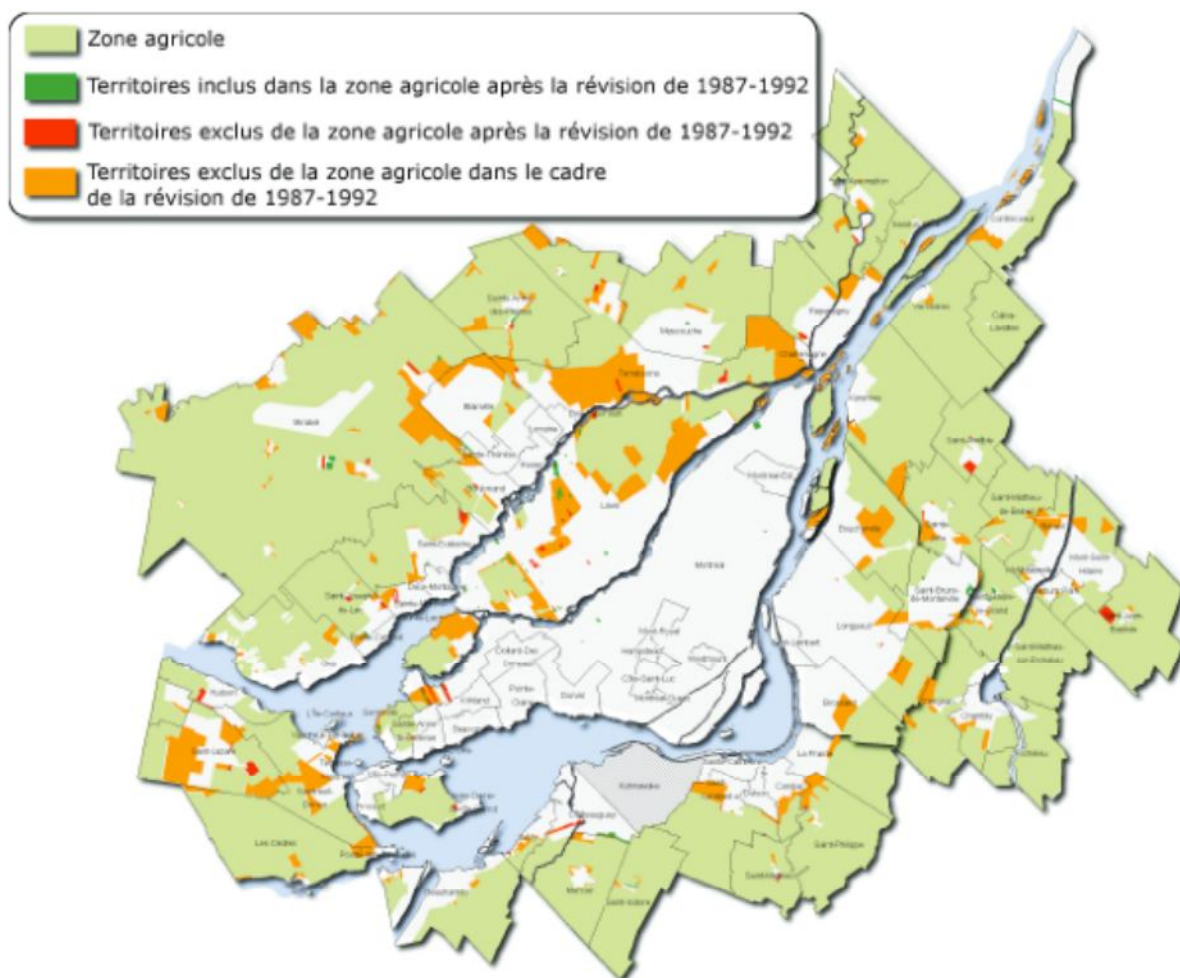
In the *MRC de Roussillon*, agricultural lands are essentially concentrated in the south. However, this polarization does not remove the intrinsic value of farmland, which is found on more than 72% of the territory of the MRC and which is protected by the LPTAA (CMM and MAPAQ, 2012; MRC de Roussillon, 2014a: 3-20). If we look at the concept of durability (“pérennité”) of the agricultural zone through the concept of the number of licenses (inclusion / exclusion) granted by the Commission to preserve agricultural land in Quebec (CPTAQ), we find that for the period 1987-2010, the Commission has authorized the inclusion in the permanent agricultural area of 64 hectares and the exclusion of 7 hectares (CMM and MAPAQ, 2012). In addition, as illustrated in this map of the evolution of the agricultural land of the CMM (1987-2011), few plots were excluded from the agricultural zone (7 hectares) and abandoned agricultural lands are few (Figure 6).

During this period, the Commission has authorized a change in the boundaries of the agricultural area for the territory of Roussillon for a net additional area of 57 hectares. For an area of over 27,112 hectares, a small area (57 hectares) seems insignificant (CMM et MAPAQ, 2012). Moreover, this change regarding the limits of the permanent agricultural zone (through inclusions and exclusions) is in favour of the agricultural zone. From this perspective, we can conclude the stability of the agricultural area for the period 1987-2010, and that the decisions of the Commission to preserve agricultural land will have no significant effect on the permanence and durability of the agricultural area (CMM and MAPAQ, 2012). However, the revised development plan of the MRC (2014) states:

“ [...] several authorizations were granted, mainly along the road network. The first development plan [2009] allowed the implementation of certain other activities and agricultural (businesses and homes) along the existing road network. The presence of different functions in agricultural areas not only creates incompatibility problems between them, but also security and functionality of the road network while causing a linear form of development that is not necessarily desirable for a sustainable development of agricultural activities” (MRC de Roussillon, 2014a: 3-20).

Across the *MRC de Roussillon*, 299 hectares of agricultural land are considered to be fragmented (PDZA, 2010: 42). Future development prospects have led to the fragmentation of some agricultural land. This fragmentation was made before the entry into force of the LPTAA (1978). Agricultural land has been parceled into multiple small plots for potential residential development. These lands belong to a multitude of owners and can hardly be cropped or rented. Land fragmentation contributes to reducing the availability of land and thereby causes an underutilization of agricultural soils. Land consolidation is usually an essential step to restore access to agricultural land (PDZA, 2010: 42).

Figure 6: Evolution of the agricultural area in the greater Montreal (1987-2011)



Source : CPTAQ. (2011). Dans CMM. (2012a, avril). Le territoire et les activités agricoles dans le Grand Montréal. *Perspective Grand Montréal*. No 18, pp 1-8. Repéré à http://cmm.qc.ca/fileadmin/user_upload/periodique/18_Perspective.pdf

Legislative framework

The legislative framework consists of policies, regulations, and governance structures related to agricultural land use planning at local, regional, and provincial levels of government. Policy documents were identified as enforceable, aspirational, or enabling (refer to the appended glossary for definitions of these and other terms).

One of our first steps was to document the legislative framework for each case study site. The framework consists of policies, legislation (and by-laws), and governance structures related to agricultural land use planning at local, regional (or upper-tier), and provincial levels of government. Policy documents were identified as enforceable, aspirational, or enabling (refer to the appended glossary for definitions of these and other terms).

The *MRC de Roussillon* has a variety of influential legislation and policy documents (Table 1). At the regional level, the *MRC de Roussillon* must mainly comply with the 2014 Schéma d'aménagement (Land use and development plan). This document was created to guide planning decisions for all municipalities within the *MRC de Roussillon*. The *MRC de Roussillon* has endorsed the strategy or plan in compliance with the Act respecting land use planning and development (LAU). Following the approval of the land use development plan by the Ministry of Municipal Affairs and Land Occupancy (MAMOT), the MRC must ensure that the planning regulations of each municipality are consistent thereto. It is important to note here that the MRC must meet several guidelines (or Orientations Gouvernementales in French) established by the Ministry of Municipal Affairs and Land Occupancy (MAMOT) and from the PMAD (Metropolitan land use and development plan)^v. The land use and development plan for the *MRC de Roussillon* was revised in November 2014. Its supplementary document, Part 4, sets out the regulations to be taken into account by the planning regulations of the municipalities whose territory is included within the MRC.

The *Plan de développement de la zone agricole* (PDZA, 2010) is a regional document that applies to the *MRC de Roussillon*. The PDZA is a development tool to establish a more complete diagnosis of the farm area to foster a dynamic occupancy and greater protection. Since PDZA is named in the revised land use and development plan of Roussillon (2014), it is considered an enforceable policy (well, it is not adopted as by-law). Indeed, the orientation of the 3.2 development plan stipulates that the MRC should "implement the action plan [PDZA] in function of the priorities" (MRC de Roussillon, 2014a: 3-21).

At the local level, the *MRC de Roussillon* has a significant number of documents relevant to agricultural land use planning. Following the entry into force of the Land use and development plan, municipalities have two years to comply with it. Therefore, each municipality within the *MRC de Roussillon* has to develop its own urban plan (or "plan d'urbanisme" in French) and Zoning By-law. They have an obligation to incorporate the substantive provisions of the supplementary document (part 4 of Roussillon's Land use and development plan) in their own planning instruments and to identify their local territory's respective areas of assignment, the territories of interest, areas of stress, among other points. Regarding the Local Level, it is too cumbersome to include all of the municipalities, so we decided to integrate the analysis of only one municipality: municipalité de La Prairie. As reflected in the urban plan of the municipality of La Prairie (2009), it seems that it is the most advanced in relation to efforts to protect its farmland through land use planning. It will make it easier to understand the overall strength of the complete framework (from province to municipality) and, in particular, the level of

integration across jurisdictions. The zoning bylaws are also important enforceable legislation documents. They are the key tools for the implementation of the choices and decisions concerning the community's future development that appear in the urban plan and the Land use and development plan. In agricultural areas, however, the municipalities has little power over zoning because these regulations are a direct response to the obligation to respect the decrees of the CPTAQ that has the power to allow (or not) the exclusion of a lot of the farming area or non-agricultural activities in an agricultural zone.

Furthermore and in Québec (at the provincial level), the CPTAQ and the MAMOT govern agricultural land use decisions. The regional and metropolitan level each has their own Agricultural county committee^{viii} composed of council board members and members of the community, eventually working 'together' to comply with the LAU and the LPTAA.

Agricultural Land Use Planning in Canada
FINAL REPORT: MRC de Roussillon

Table 1: Legislative Framework for the RMC of Roussillon

	POLICY	LEGISLATION	GOVERNANCE
PROVINCIAL	Politique de Souveraineté alimentaire (2013) Orientations gouvernementales du MAMOT (2001 et 2005)	<i>LPTAA : Loi sur la protection du territoire et des activités agricoles (1978)</i> <i>LATANR : Loi sur l'acquisition de terres agricoles par des non-résidents (1979)</i> <i>LAU : Loi sur l'aménagement et l'urbanisme (1979)</i>	CPTAQ : Commission de protection du territoire agricole du Québec
INTEGRATION	The PMAD must comply with government guidelines (MAMOT), the LPTAA and the LAU.		
METROPOLITAN		<i>PMAD : Plan métropolitain d'aménagement et de développement</i>	CCA: Comité consultative agricole
INTEGRATION	The «schéma d'aménagement» must comply with government guidelines (MAMOT), the PMAD, the LPTAA and the LAU.		
REGIONAL	PDZA : Plan de développement de la zone agricole de Roussillon	<i>Schéma d'aménagement révisé de la MRC de Roussillon (sections 3 et 4)</i>	CCA : Comité consultatif agricole
INTEGRATION	The «plan d'urbanisme» and the Zoning By-law must comply with government guidelines (MAMOT), the PMAD, the «schéma d'aménagement» the LPTAA and the LAU.		
LOCAL		<i>Règlement numéro 1247 adoptant le plan d'urbanisme et remplaçant le règlement numéro 888-M et ses amendements (Municipalité de La Prairie, 2009)</i> Règlement numéro 1250 adoptant le règlement de zonage et remplaçant le règlement numéro 940 et ses amendements (Municipalité de La Prairie, 2009)	

Acts (provincial laws), bylaws (local government laws, e.g., official municipal plan) [italicised]

Enforceable policy, regulations pursuant to acts [bold]

Aspirational policy at all levels [plain text]

Content analysis of documents

After documenting the legislative framework we assessed the contents of the documents. The results of this content analysis reflect the breadth and quality of the legislative framework. For this we used a three-point (check mark) scale indicating different levels of detail from minimal (✓) to moderate (✓✓) to high (✓✓✓). The criteria we used for this part of the assessment are included in the Appendix: Criteria for Evaluating Content of Legislative Framework.

Local government legislation documents

In Table 2, the *MRC de Roussillon* has a strong set of local government legislation documents, In particular the urban plan of the municipality of La Prairie (2009). The urban plan of this municipality is a very comprehensive document that guides agricultural land use planning decisions. Overall, it received a high rating in all identified categories due to its detailed references to provincial legislation, its role in meeting objectives set by the regional planning authority, and relationship to other local land use planning tools. The document is also very specific about how it is implemented across and within multiple jurisdictions and refers to detailed agricultural maps. The land use and development plan of the *MRC de Roussillon* (*schéma d'aménagement* in French) has also a high ranking in every category (Table 2). The urban zoning bylaw (*Règlement numéro 1250 [...] de zonage [...]* of the municipality of La Prairie) has the lowest rank; however, its column “regulations” has a high rank.

Overall, the legislative documents of the *MRC de Roussillon* ranked very high in every column, except for the PMAD of the CMM (low in the “Vision, goals [...]” column and zero in the other columns) and the *Règlement numéro 1250 [...] de zonage* of the municipality of La Prairie (high in the “Regulation” column, but low in “Maps” and zero in the other columns).

The legislative documents of the *MRC de Roussillon* refer almost exclusively to the Act respecting the preservation of agricultural land and activities (LPTAA), the Act respecting the Land use and development plan (LAU), and the *Orientations Gouvernementales* of the MAMOT (Table 3). Most of the time these documents refers to the obligation to respect the LPTAA^{viii} and LAU. Only the PMAD of the CMM does not make explicit reference to the LPTAA, the LAU and the *Orientations Gouvernementales*. However, the general objective of the PMAD is to increase the area of agricultural land to 6 % across the CMM and to develop agriculture and food activities (but there is no precision about how to apply these guidelines) (pp. 110-112). Moreover, the PMAD is the only document that makes a clear reference to the CCA (Agricultural Advisory Committee)^{ix}. That said, these documents are all adopted as by-law and some have been revised (the *schéma d'aménagement* [MRC], the urban plan and the zoning by-law) (Table 4).

Local government policy documents

Although it is the only policy document on the development of agricultural land in the MRC, the *Plan de développement de la zone agricole* (PDZA, 2010) is a strong and complete policy document, as evident in Table 5. Indeed, the PDZA is very strong in the “Legislative context”, “Background” and “Vision [...]” columns, medium in the “Regulation” column and low in the

“Maps” column. Within the political context presented in PDZA, LPTAA (high) and LAU (low) are the main laws cited (Table 6). With respect to land use planning tools, the PDZA refers to separation distances of Section 4 of the land use and development plan of the *MRC de Roussillon*. In addition, the Agricultural Advisory Committee (CAC) has a great influence in the PDZA, notably because it is part of the committee which was responsible for coordinating the production of this document in 2010 (Table 6). Finally, since PDZA is named in the revised development plan (MRC), it is considered an enforceable policy (Table 7). Indeed, the orientation of the 3.2 orientation of the Land use and development plan stipulates that the MRC should “implement the action plan [PDZA] in function of the priorities” (MRC de Roussillon, 2014a: 3-21).

Table 2. Contents of local agricultural land use legislative documents

Communité Métropolitaine de Montréal (CMM)	Legislative Context	Background	Vision, Goals, Objectives	Regulations (enforceable policies, procedures)	Maps
Plan métropolitain d'aménagement et de développement (2012).	X	✓✓✓(a)	✓ (b)	X	✓ (c)
MRC de Roussillon					
Schéma d'aménagement révisé (2014).					
Municipalité de La Prairie					
Règlement numéro 1247 adoptant le plan d'urbanisme et remplaçant les règlements numéro 888-M et ses amendements (2009).	✓✓✓(d)	✓✓✓(e)	✓✓✓(f)	✓✓✓(g)	✓✓✓(h)
Règlement numéro 1250 adoptant le règlement de zonage et remplaçant le règlement numéro 940 et ses amendements (2009).	✓✓✓(i)	✓✓✓(j)	✓✓✓(k)	✓✓✓(l)	✓✓✓(m)
	X	X	X	✓✓✓(n)	✓(o)

- (a) The PMAD presents a comprehensive agricultural context of CMM and refers to all MRC included in its territory (pp. 110-112).
- (b) General objectives are introduced (to increase the area of agricultural land of 6 % across the CMM; development of agricultural and food activities), but there is no precision about how to apply these guidelines (pp. 110-112).
- (c) A map shows the boundaries of the metropolitan perimeter of the CMM, in opposition to the permanent agricultural zone (p. 122).
- (d) In the legislative context, there is reference to laws and policies integrated into the land use and development plan: LPTAA, LAU and the government guidelines (3-66 to 3-80 and 4-51 to 4 -52).
- (e) The land use and development plan of the RCM of Roussillon has a comprehensive agricultural context (pp. 3-20 and 3-66 to 3-67).
- (f) A section of the land use and development plan clearly sets out the guidelines and objectives of the RCM. This list of guidelines makes reference to the action plan (pp. 3-21 to 3-22). In the supporting supplementary document of the land use and development plan, the main purpose is to ensure odor management of farming (pp. 4-51).
- (g) Some references are made to the obligation to respect the laws of development of agricultural territories: LAU, LPTAA and government guidelines (pp 3-20, 3-66 to 3-67 and 4-51 to 4-52).
- (h) At least three relevant maps for the land stewardship are presented, the plane 29 of the land use and development plan: Agricultural zone decreed and protection radii around the urbanization perimeters (pp 3-45, 3-83 and 4-51).
- (i) A brief legislative context is presented and only the LPTAA is cited (p. 12 and 44-47).
- (j) In the presentation of the agricultural context (LPTAA and LAU), the urban plan makes reference to the plan of the agricultural area and the different allocations in agricultural zones (p. 12 and 44-47).
- (k) Several objectives are presented in the sections on agriculture (p. 44 and 27).
- (l) In Section agricultural assignments, the urban plan precise the obligation to comply with the LPTAA (pp. 44-45).
- (m) Several maps show the agricultural area and other types of land use, lots and natural (and anthropic) constraints (pp. 76-78).
- (n) The Zoning By-law present detailed sections of agricultural land use regulations and the RCM of Roussillon's land use development plan.
- (o) The only relevant map is a cadastral map.

Table 3. Breadth and depth of legislative context

Communauté Métropolitaine de Montréal (CMM)	Legislative context (legislation and policies)		Land use planning tools	Gov.	
	LPTAA ¹	LAU ²		CCA ³ (MRC ⁴)	CCA ³ (CMM ⁵)
Plan métropolitain d'aménagement et de développement (2012).	X	X	X	X	✓ (a)
MRC de Roussillon	Legislative context (legislation and policies)		Land use planning tools	Gov.	
	LPTAA ¹	LAU ²		CCA ³ (MRC ⁴)	CCA ³ (CMM ⁵)
Schéma d'aménagement révisé (2014).	✓✓✓(b)	✓ (c)	✓ (e)	X	X
Municipalité de La Prairie	Legislative context (legislation and policies)		Land use planning tools	Gov.	
	LPTAA ¹	LAU ²		CCA ³ (MRC ⁴)	CCA ³ (CMM ⁵)
Règlement numéro 1247 adoptant le plan d'urbanisme et remplaçant les règlement numéro 888-M et ses amendements (2009).	✓✓✓(f)	✓(g)	X	X	X
Règlement numéro 1250 adoptant le règlement de zonage et remplaçant le règlement numéro 940 et ses amendements (2009).	✓✓✓(i)	✓✓✓(j)	✓✓✓(k)	X	X

Notes:

¹ Loi sur la protection du territoire et des activités agricoles.

² Loi sur l'aménagement et l'urbanisme.

³ Comité consultative agricole.

⁴ Municipalité régionale de comté.

⁵ Communauté métropolitaine de Montréal.

- (a) "In 2010, the agricultural advisory committee [CCA], with the collaboration of several partners, has developed a statistical portrait of agricultural land and activities of the CMM. This document, published in 2011, presents the development challenges of agricultural land and agricultural activities [...] reconciling needs and urban sustainability and valorization of an agricultural area in an objective of support to farmers and to industry food" (CMM, 2012b: 111).
- (b) LPTAA is quoted more than three times (3-66 to 3-67).
- (c) In Section 4 of the RCM's land use and development plan, it recalls the duty to respect the LAU.
- (d) The Section 4 of the MRC land use and development plan recalls the duty to respect the government guidelines (especially regarding separation distances).
- (e) Several conditions for separation distances are presented in Section 4 of the RCM's land use and development plan (pp. 4-66 to 4-69).
- (f) The obligation to respect the LPTAA is written several times regarding: the decreed agricultural zone; the development orientations of the MRC; various assignments in agricultural areas; separation distances.
- (g) " The provisions of this document are intended the full realization of human and natural potential for development and harmonious development of the territory. They determine a general framework to guide future interventions that shape this territory, all in accordance with the revised development plan of the MRC de Roussillon and the LAU
- (h) The urban plan made reference to assignments of the territory defined by the guidelines of MAMOT.

- (i) The Zoning By-law specifies a number of occasions, the obligation to respect the provisions and articles of the LPTAA (pp. 3-39, 9-10, 9-11 and 13-8).
- (j) The Zoning By-law specifies a number of occasions, the obligation to respect the provisions and articles of the LAU (pp. 1-4, 1-10, 2-34, 2-36, 14-7 and 14-8).
- The Zoning By-law specifies a number of occasions, the obligation to respect the minimum distances outlined in the Land use and development plan of the MRC de Roussillon, to reduce the inconveniences related to odors caused by agricultural practices (pp. 1-1, 9-10 to 9,13).

Table 4. Status of local agricultural land use legislative documents

		Aspirational	Enforceable		
			Comprehensive local land use plan ¹		
			Named in plan	Led to revisions of plan	Adopted as by-law (sub-area plan)
Communauté Métropolitaine de Montréal (CMM)	In progress	Received by Council	X	X	✓ (a)
Plan métropolitain d'aménagement et de développement (2012).		Aspirational			
MRC de Roussillon	In progress	Received by Council			Adopted as by-law (sub-area plan)
Schéma d'aménagement révisé (2014).	X	X	X	✓ (b)	✓ (c)
		Aspirational			
Municipalité de La Prairie	In progress	Received by Council			Adopted as by-law (sub-area plan)
Règlement numéro 1247 adoptant le plan d'urbanisme et remplaçant les règlement numéro 888-M et ses amendements (2009).	X	X	X	X	✓ (d)
Règlement numéro 1250 adoptant le règlement de zonage et remplaçant le règlement numéro 940 et ses amendements (2009).	X	X	X	X	✓ (e)

Notes:

¹ In Quebec, official plans at both the MRC (regional/county) and municipality (local) levels comprise the comprehensive local land use plans in any given area.

- (a) Adopted as By-law in 2012 (CMM, 2012b).
- (b) Led to revision in 2009 and 2014.
- (c) Adopted as By-law in 2014 (MRC de Roussillon, 2014a et 2014b).
- (d) Adopted as By-law (may 11, 2009).
- (e) Adopted as By-law (may 12, 2009).

Table 5. Contents of local agricultural land use policy documents

MRC de Roussillon	Legislative Context	Background	Vision, Goals, Objectives	Regulations (enforceable policies, procedures)	Maps
Plan de développement de la zone agricole (PDZA) de Roussillon (2010).	✓✓✓(a)	✓✓✓(b)	✓✓✓(c)	✓✓(d)	✓(e)

- (a) The PDZA of Roussillon reports the legislative context in which it operates.
- (b) The agricultural background is complete, throughout the document.
- (c) The PDZA includes detailed sections on vision, goals, and objective for agriculture (81-108).
- (d) In the PDZA, several statements about agricultural land use legislations (LPTAA and LAU) are presented Within the local context (13, 41 and 47).
- (e) The PDZA Provide one map showing the agricultural area and the different kinds of soil across the CMM (p. 15).

Table 6. Breadth and depth of policy context

MRC de Roussillon	Legislative context (legislation and policies)		Land use planning tools		Gov.	
	LPTAA ¹	LAU ²	Government Orientations		CCA ³ (MRC ⁴)	CCA ³ (CMM ⁵)
Plan de développement de la zone agricole (PDZA) de Roussillon (2010).	✓✓✓(a)	✓(b)	X		✓✓(c)	X

Notes:

- ¹ Loi sur la protection du territoire et des activités agricoles.
- ² Loi sur l'aménagement et l'urbanisme.
- ³ Comité consultative agricole.
- ⁴ Municipalité régionale de comté.
- ⁵ Communauté métropolitaine de Montréal.

- (a) The LPTAA is quoted several times in the PDZA (pp. 13, 41 and 47).
- (b) The LAU is briefly cites in PDZA (p. 14).
- (c) The separation distances of the MRC's Land use and development plan are cited to illustrate conflicts of use and fragmentation of agricultural land (p. 42).
- (d) The Agricultural Advisory Committee (CAC) of the MRC is on the steering committee that was responsible for coordinating the production of Roussillon PDZA. The PDZA also hopes to expand the mandate of this committee to make a relationship management committee between users of agricultural land coordinated by the responsible of the MRC development (pp. 10, 85 and 96).

Table 7. Status of local agricultural land use policy documents

		Aspirational	Enforceable		
			Comprehensive local land use plan ¹		Adopted as by-law (sub-area plan)
			Named in plan	Led to revisions of plan	
MRC de Roussillon	In progress	Received by Council			
Plan de développement de la zone agricole (PDZA) de Roussillon (2010).	X	X	✓(a)	X	X

Notes:

¹ In Quebec, official plans at both the MRC (regional/county) and municipality (local) levels comprise the comprehensive local land use plans in any given area.

(a) Since PDZA is named in the revised development plan (RCM), it is considered an enforceable policy. Indeed, the orientation of the 3.2 development plan stipulates that the MRC should "implement the action plan [PDZA] in function of the priorities" (MRC de Roussillon, 2014a: 3-21).

Policy regimes

The two policy regimes of farmland preservation and global competitiveness have influenced agricultural land use policy and legislation for over forty years. Food sovereignty, and its associated concerns with food security and demand for local food, is a nascent policy regime that is influencing agricultural land use planning. Within this context, the aim of our analysis was to assess how issues, ideas, interests/actors and institutions associated with the three policy regimes influence local agricultural planning processes, including decisions about zoning, official plans, boundary adjustments, land division and servicing, and, as well, to assess the extent to which agricultural land use planning encompasses a comprehensive view of food systems planning, activities, and issues.

To complete the assessment of the presence and importance of the policy regimes we examined the documents that comprise the legislative framework. Presence and importance were measured as a function of both the level of influence of words, concepts, and statements that appear in the documents and of how these words, concepts, and statements have been situated within each document. The criteria for measuring the policy regime statements are presented in Appendix: Criteria for determining level of influence of policy regimes.

Firstly, global competitiveness documents are the PMAD, the PDZA and the urban plan (Règlement numéro 1247 [...]) of the municipality of La Prairie (Table 8). The different themes (Vision, Goals, Objectives, Recommendations) contained in these documents have a high level of influence. Indeed, they present 7 clear, explicit statements of items about global competitiveness (Table 14). Basically, the themes related to global competitiveness are: the support for entrepreneurship; the support for innovation; the joint development of an agricultural and agri-food logistics platform; market research and public land trust (Table 11).

Secondly, farmland preservation documents are the PMAD, the PDZA, the *Schéma d'aménagement* (MRC's land use and development plan), the urban plan (Règlement numéro 1247 [...]) and the zoning by-law (Règlement numéro 1250 [...]) of the municipality of La Prairie (Table 9). Among those explicit statements on farmland preservation, 22 are linked to vision, goals, objectives, recommendation; 12 are linked to the driving issues and concerns; and 14 are linked to regulations (Table 15). All have a high influence on local agricultural land use planning. These statements are summarized as follows: ensure sustainability (and development) of a territorial base for agriculture; the maintenance and development of agricultural activities; ensure uniformity of the agricultural sector and thus avoid fragmentation of agricultural land; increase the total area of cultivated land; preservation of landscape and environment; respect LPTAA; ensure the preservation of unconventional agricultural activities (because LPTAA especially favors conventional farming); the construction, the expansion, the increasing the number of animal units, layout and occupancy of any breeding unit in relation to any place of manure storage, and any dwelling of any protected building, as well as the spreading of manure are subject to the provisions on separation distances; guide future interventions with the MRC's land use and development plan and LAU (Table 12).

The best example of the influence of the farmland preservation policy regime on local (and regional) documents is the land use and development plan's central orientation on agriculture (*orientation 3-Agriculture*). In this orientation, the *MRC de Roussillon* states that the main objective is to:

“ [...] ensure lasting territorial basis for the practice of agriculture in the territory of the MRC and implement all necessary measures for the maintenance and development of agricultural activities in an agricultural zone” (MRC de Roussillon, 2014a: 3-21).

Verbatim, this orientation is a near copy of the central objective of the LPTAA (Art 1.1.)^x.

Thirdly, food sovereignty documents are the PDZA, the *schéma d'aménagement* (MRC's land use and development plan) and the urban plan (Règlement numéro 1247 [...]) of the municipality of La Prairie (Table 10). Among those explicit statements (high influence) on food sovereignty, 18 are linked to vision (goals, objectives and recommendations) and 6 are linked to driving issues and concerns (Table 18). The central themes are: the exchanges between producers, breeders, companies of transformation and local businesses; the definition and promotion of the "food system" of Roussillon whose main components are: food security, proximity, autonomy and sustainability of agricultural enterprises; the advantage of agritourism potential; the strategy to promote local purchasing and procurement; the promotion of local initiatives; the access to resources and professional support to the agri-food sector and particularly in agriculture ; the development of organic and local agriculture in Quebec ; food security and food sovereignty; community Supported Agriculture (ASC); the food system of Roussillon; and the recognition of the importance of public procurement (Table 13).

Among all these documents, the best example of integration of the three policy regimes is the PDZA. Indeed, the PDZA of Roussillon offers a strategic vision of development based on research of a social pact between the agricultural and non-agricultural sector, increased protection of agricultural land, the optimal management of urbanization, recognition of the multifunctionality of agriculture, the sustainability of agricultural businesses, access to resources and support professionals in the CLD and the MRC, and above all, the importance of state funding for the implementation of the principles PDZA of Roussillon (CLD et MRC de Roussillon, 2010: 81-84). In addition to these guidelines, the Roussillon PDZA also offers a long term vision which strongly encourages the collective management of the Roussillon food system. This concept includes four dimensions of food security: proximity, sustainability practices and food autonomy in the supply of local products (CLD et MRC de Roussillon, 2010: 83). To do this, a strategic partnership, between the agricultural sector, the population, the different stakeholders and local, regional and national governments is needed. This partnership should encourage active solidarity with the agricultural stakeholders, access to land for the local population and the development of a territorial signing policy (CLD de Roussillon MRC, 2010: 83-84).

Finally, the tables show that all those documents have an high influence on agricultural land use planning of the *MRC de Roussillon*. Obviously, farmland preservation is the most important policy regime, followed closely by food sovereignty.

Table 8: Analytical framework for policy regimes at local level: global competitiveness documents

GLOBAL COMPETITIVENESS				
	Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
ecneul fl ol eve L	High Influence	Plan métropolitain d'aménagement et de développement (2012). Plan de développement de la zone agricole (PDZA) de Roussillon (2010). Règlement numéro 1247 adoptant le plan d'urbanisme et remplaçant le règlement numéro 888-M et ses amendements (2009a).	X	X
	Medium Influence	X	X	X
	Low Influence	X	X	X

Table 9. Analytical framework for policy regimes at local level: farmland preservation documents

FARMLAND PRESERVATION				
	Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
High Influence	Plan métropolitain d'aménagement et de développement (2012).	Plan métropolitain d'aménagement et de développement (2012).	Schéma d'aménagement révisé (2014).	Schéma d'aménagement révisé (2014).
	Schéma d'aménagement révisé (2014).	Schéma d'aménagement révisé (2014).	Règlement numéro 1247 adoptant le plan d'urbanisme et remplaçant le règlement numéro 888-M et ses amendements (2009a).	Règlement numéro 1247 adoptant le plan d'urbanisme et remplaçant le règlement numéro 888-M et ses amendements (2009a).
	Règlement numéro 1247 adoptant le plan d'urbanisme et remplaçant le règlement numéro 888-M et ses amendements (2009a).	Règlement numéro 1247 adoptant le plan d'urbanisme et remplaçant le règlement numéro 888-M et ses amendements (2009a).	Règlement de zonage et remplaçant le règlement numéro 940 et ses amendements (2009b).	Règlement de zonage et remplaçant le règlement numéro 940 et ses amendements (2009b).
Medium Influence	Plan de développement de la zone agricole (PDZA) de Roussillon (2010).	Plan de développement de la zone agricole (PDZA) de Roussillon (2010).		
Low Influence				

Table 10. Analytical framework for policy regimes at local level: food sovereignty documents

FOOD SOVEREIGNTY				
	Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
High Influence	Plan de développement de la zone agricole (PDZA) de Roussillon (2010). Schéma d'aménagement révisé (2014). Règlement numéro 1247 adoptant le plan d'urbanisme et remplaçant le règlement numéro 888-M et ses amendements (2009a).	Plan de développement de la zone agricole (PDZA) de Roussillon (2010).	X	X
Medium Influence	X	X	X	X
Low Influence	X	X	X	X

Table 11: Analytical framework for policy regime at local level: global competitiveness themes

GLOBAL COMPETITIVENESS				
	Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
High Influence	Support for entrepreneurship. Support for innovation. Joint development of an agricultural and agri-food logistics platform. Market research and public land trust.	X	X	X
Medium Influence	X	X	X	X
Low Influence	X	X	X	X

Table 12: Analytical framework for policy regime at local level: farmland preservation themes

FARMLAND PRESERVATION				
	Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
ecne ulf ml fol eve L	<p>High Influence</p> <p>Ensure sustainability (and development) of a territorial base for agriculture.</p> <p>The maintenance and development of agricultural activities.</p> <p>Ensure uniformity of the agricultural sector and thus avoid fragmentation of agricultural land.</p> <p>Increase the total area of cultivated land.</p> <p>Preservation of landscape and environment.</p>	<p>Ensure sustainability (and development) of a territorial base for agriculture.</p> <p>Respect LPTAA.</p> <p>Ensure uniformity of the agricultural sector and thus avoid fragmentation of agricultural land.</p> <p>Ensuring the preservation of unconventional agricultural activities (because LPTAA especially favors conventional farming).</p>	<p>Ensure sustainability (and development) of a territorial base for agriculture.</p> <p>The construction, expansion, increasing the number of animal units, layout and occupancy of any breeding unit to any place of manure storage, and any dwelling of any protected building, as well as the spreading of manure are subject to the provisions on separation distances.</p> <p>Respect LPTAA.</p> <p>Guide future interventions with the MRC's land use and development plan and LAU.</p>	<p>X</p>
	Medium Influence	X	X	X
	Low Influence	X	X	X

Table 13: Analytical framework for policy regime at local level: food sovereignty themes

FOOD SOVEREIGNTY				
	Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
High Influence	Encourage exchanges between producers, breeders, companies of transformation and local businesses.	Development of organic and local agriculture in Quebec.		
	Definition and promotion of " food system" of Roussillon whose main components are: food security, proximity, autonomy and sustainability of agricultural enterprises.	Food security and food sovereignty.		
	Take advantage of agritourism potential.	Community Supported Agriculture (ASC).	X	X
Medium Influence	Strategy to promote local purchasing and procurement. Promote local initiatives. Simplify access to resources and professional support to the agri-food sector and particularly in agriculture.	Food system Roussillon. Recognition of the importance of public procurement.		
	X	X	X	X
Low Influence	X	X	X	X

Table 14: Analytical framework for policy regimes at local level: frequency of global competitiveness

GLOBAL COMPETITIVENESS				
	Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
High Influence	7	X	X	X
Medium Influence	X	X	X	X
Low Influence	X	X	X	X

Table 15: Analytical framework for policy regimes at local level: frequency of farmland preservation

FARMLAND PRESERVATION				
	Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
High Influence	22	12	14	X
Medium Influence	X	X	X	X
Low Influence	X	X	X	X

Table 16: Analytical framework for policy regimes at local level: frequency of food sovereignty

FOOD SOVEREIGNTY				
	Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
High Influence	18	6	X	X
Medium Influence	X	X	X	X
Low Influence	X	X	X	X

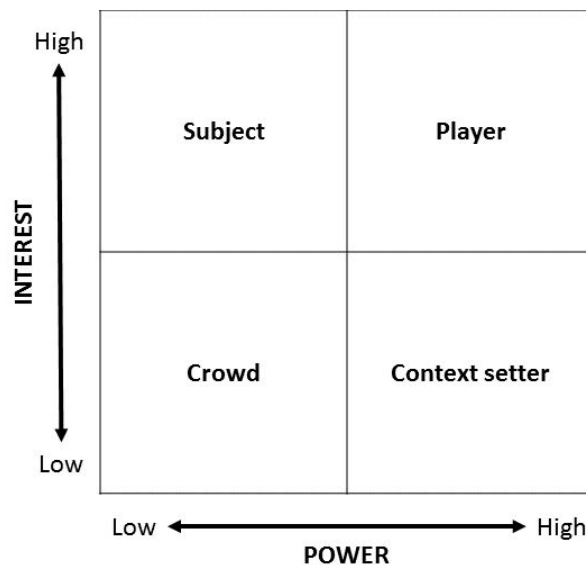
Stakeholder analysis

In addition to understanding the policies and legislation, it is important to acknowledge documents are influenced by various political forces. The aim of the stakeholder analysis is to identify different organisations and institutions that participate in and thereby influence agricultural land use planning processes and decisions. Our stakeholder analysis involves four aspects: identify relevant stakeholders; complete a profile for each stakeholder; assess each stakeholder's level of influence within agricultural land use planning. For each stakeholder, we aimed to complete a comprehensive profile based on secondary sources, including press materials on websites; reports, position papers and other publications; statements in town committee meeting minutes, among other things. The same level of information was made available for each stakeholder.

Based on the information collected for the profiles we then assessed their influence using a power-influence grid. This analysis leads to four categories of stakeholders (Figure 7):

- **Players:** have both an interest and significant power
- **Subjects:** have an interest but little power
- **Context setters:** have power but little direct interest
- **Crowd:** have little interest or power

Figure 7. Categories of stakeholders



The participatory approach is a widely used approach in development projects across the territory of MRCs of the province. There are several models of public participation in the literature (Deroo, 2013). However, they all have common features with variations on:

- a) the type of opening or actors allowed to discuss: selective (by invitation), partial (invitation of an entire category of actors) or open to everyone;

- b) the participant's role in the participatory approach as a spectator (receiver of the information without any power of intervention), as a participant who may speak or react spontaneously without any information, as a participant notified and informed of the problem and stakes of the problem before the consultation (justified expression), or as a participant having certain decision-making powers (decision making);
- c) the scope of participation: limited scope for example, a debate centered and limited to a specific theme or a broader scope, that is to say, a broader debate on several themes for discussion;
- d) the power of the participant: lack of power of the participant (no dialogue between the participants and decision makers); some power to influence the decision (the recommendations of the participants can influence decision makers); or shared power, that is to say that participants have a formal voice in decision making (Deroo, 2013).

That having been said, Article 56.8 of the LAU forces MRCs to hold public consultations to present and explain the projects revised in the Land use and development plan and hear the persons and organization wishing to speak. In the results of public consultation of the land use and development plan of the *MRC de Roussillon*, we make reference to the comments of citizens. In this context, the UPA is the stakeholder with the largest influence on the decision regarding the MRC's AgLUP (LAU, Art. 56.8; Roussillon MRC, 2014c: 7-1).

Indeed, when a demand for exclusion or inclusion is issued, it goes directly to the municipality. Then the CPTAQ requests from the applicant(s) and other interested persons (i.e. RCM, local municipality, MCM and the farmers' union) (CPTAQ, 1999: 5). As the only farmers' union in Québec, the UPA has a high interest on all issues concerning the development of agricultural territories in Québec. However, the UPA has a consultant role when assessing the licenses (exclusions/inclusions); and therefore has no high decision making influence. The main mission of the UPA is:

“ [...] to promote, defend and develop professional, economic, social and moral interests of the agricultural and forestry producers in Québec, regardless of race, nationality, sex, language and belief” (UPA, 2015).

The PDZA of Roussillon's participatory strategy is the most important. This is explained by the diversity of actors involved in these consultations. First recall that for the draft PDZA, the Roussillon MRC was one of eight pilot projects in Quebec including six MRC which integrated in the development of their PDZA a consultation process. Indeed, the MAPAQ accompanied them in their approach and the eight MRC greatly favoured the participatory approach, arguing that this approach was an important asset in the success of a development project. Leaving plenty of leeway to MRC, each decided the organizational structure, and the type of support proposed by MAPAQ and PDZA structure (MAPAQ, 2011). The process followed in developing the PDZA was presented by the Local Development Centre (CLD) and the RCM of Roussillon (CLD et MRC de Roussillon, 2010: 76-80).

The model adopted by the *MRC de Roussillon* was composed of several committees and experts, including a steering committee, an orientation committee (like another steering committee) and consultants. First, the steering committee was composed of twenty-one representatives from the Ministry of Municipal Affairs, Regions and Land Occupancy (MAMROT) and the Ministry of Agriculture, Fisheries and Food (MAPAQ), the eleven local

municipalities forming the MRC, CLD, the Regional County Municipality (RCM), and the Union of Agricultural Producers (UPA). The presidency was elected. The role of the steering committee was to identify the different components of the plan or report items (PDZA). The second committee is the orientation (or steering committee) that was responsible for managing and coordinating all the mess the development of PDZA. This committee was composed of members of MAPAQ, RCN, bio-food Roussillon Commission and the agricultural advisory committee of the MRC. According to Deroo (2013), this committee has been very active throughout the process. Finally, all these people were supported by consulting firms including the firm "Plania" and the consulting group "UDA". The firm "Plania" is a company specializing in urban planning, landscape architecture and urban design, and it is this company which has undertook studies and research in the preparation of PDZA. For its part, the UDA consulting group specializing in agronomy and agricultural engineering, attended the firm mandated (UDA, 2013). Both consultants had, throughout their term, relations with both the MRC, the CLD and the steering committee. The MRC has adopted a participatory model with the following conditions:

- a. the opening or actor types allowed the debates: Steering Committee: selective (by invitation); farmers and other stakeholders: restrictive (invitation of an entire category of actors); Individual meetings (With whom? How much?) were held and participation was selective (by invitation); and the PDZA presentation session was also organized with selective participation invitation (with whom, how much?);
- b. the participant's role in the participatory approach: as a participant typically notified and informed of (or) problem (s) and its challenges before the consultation (justified expression) or as a participant having a certain decision-making powers (decision making);
- c. the scope of participation: a narrow scope as a debate centred and limited to a specific theme or a wider scope as a debate on several themes for discussion;
- d. the power of the participant: excluding the steering committee that had shared power, that is to say which actors have a formal voice in decision-making, other actors have the power to influence the decision (Deroo, 2013).

Formally invited by the MAPAQ, the participants were farmers and other actors linked to agricultural areas including processing companies, real estate developers or environmental groups. Invitations were sent to 300 people (CLD et de Roussillon MRC, 2010: 76) of which 197 farmers, agricultural suppliers, exporters of food products, agro-tourism businesses of the MRC and neighboring areas, restaurant, school boards, researchers academics, developers, farmers' associations, and other business people, environmental protection agencies, regional development agencies and others (CLD et MRC de Roussillon, 2010). Out of this call for consultation, 86 people took part including 37 farmers and representatives of Équiterre and "Solidarité rurale du Québec". All were invited to the working sessions of 3 hours each (CLD et MRC de Roussillon, 2010: 76). In addition, other people were consulted as the Ministry of Sustainable Development, Environment and Parks (MDDEP), the CMM, the agency "Continuum ville-campagne de Longueuil" and Ciments Lafarge. During the consultations, participants were asked to comment on the preliminary list of issues and challenges contained in the report of the consulting firm "Plania". Then they had to identify the best ways to meet these challenges and

present turn their visions, projects and related needs. Once this step is completed and the plan (PDZA) completed another meeting with most of the actors was held for validation purposes.

Finally, the documentation does not specify the powers of the various players in the final decision taken in the land use and development plan, the urban plans and the PDZA of Roussillon. However, players with an advisory role (UPA, MRC, metropolitan communities, etc.) are specified by the CPTAQ (CPTAQ, 1999: 5).

Table 17. Stakeholder analysis: power-interest grid

INFLUENCE	High	Union des producteurs agricoles (UPA)		
	Medium			
	Low			
		Low	Medium	High
POWER				

Discussion

Our overall aim for the project is to identify principles and beneficial practices that represent land use planning solutions that protect farmland. As a step toward this final aim we identified four principles that guided our analysis: maximise stability, minimise uncertainty, integrate across jurisdictions; and accommodate flexibility. In this section we discuss the strength of the legislative framework for the *MRC de Roussillon*.

Maximise stability

A stable legislative framework for protecting farmland is one that is not easily changed at the whim of shifting political interests; it is well-entrenched in acts of legislation, policy, and governance structures that are based on clear, concise language, and can stand up to court challenges. A key element of stability is a clear statement of purpose regarding farmland protection among the primary goals and objectives within each enforceable document. Thus, stability is a critical measure of the strength of an agricultural land use planning framework.

The *MRC de Roussillon* has a very strong legislative framework. Especially the urban plan of the municipality of La Prairie (2009) and the 2014 Land Use and Development Plan, which are enforceable pieces of legislation that clearly reference agricultural land use planning and farmland protection at the regional and local level.

Overall, LPTAA is the cornerstone of agricultural land use in Quebec. Indeed, the LPTAA maximizes stability of agricultural land use planning (including the AgLUP of the *MRC de Roussillon*) for many reasons: it is difficult to topple; it is well-entrenched in acts of legislation, policy, and governance structures that are based on clear, concise language, and can hold up to court challenge; Although the LPTAA has provided various opportunities for acquired rights, it usually requires a series of prohibitions such as:

- a) The use of land for purposes other than agriculture (residential, institutional, commercial, industrial, ...) (Art. 26);
- b) Cutting the maple sugar bush (with the exception of forestry holdings, selection or thinning) and the use of a sugar bush for a purpose other than the maple (Art 27);
- c) Subdivision (Art. 29);
- d) The disposition (sale or gift) of a lot if the owner retains a right of ownership over a contiguous lot (Art. 29);
- e) Topsoil removal (Art. 70) (CPTAQ, 2007; LPTAA, 2013).

Minimise uncertainty

The presence of uncertainty, typically introduced via ambiguous language, exceptions or gaps, is a critical measure of the weakness of an agricultural land use planning framework. Thus, in addition to maximising the stability of a legislative framework through enforceable policies,

people want to know they can rely on these rules and regulations to be applied consistently under different circumstances.

For the *MRC de Roussillon* along with its municipalities, the documents of land use planning minimize uncertainties by their clear language. For instance, the majority of the enforceable legislative and policy documents have substantial statements of influence regarding farmland preservation. This clarity (of word choice) illustrates the fact that the various laws and development policies, such as the LPTAA, the LAU and the *Orientations Gouvernementales* of MAMOT have a strong influence on land use planning. In fact, the stability of the agricultural land development, controlled by the LPTAA and the CPTAQ, necessarily causes a reduction of uncertainty.

Integrate across jurisdictions

Integrating policies and priorities across jurisdictions is a foundation for building cohesion across provincial, regional, and local governments. One can also think of integration as a formal “linkage” that provides consistency among them. In order to successfully integrate policies across jurisdictions there must be sufficient details about the legislative context that guides and constrains local government plans and strategies. Using this measure of integration, we found that the legislative framework of the *MRC de Roussillon* is vertically well integrated with other legislation. Most local documents focus on the integration at the regional level while referring to provincial legislation. As previously stated, all local, regional and metropolitan documents have to respect the LPTAA, the LAU and the *Orientations Gouvernementales* of MAMOT. So it is basically a to-down vertical integration. Although the LPTAA creates a control regime with a single-minded objective and concentrates almost all powers in the Commission (CPTAQ), the MRC have multiple powers of intervention in the development of the agricultural area within their territory. In the province of Québec, municipalities which are grouped into regional county municipalities (MRCs) assume a strategic role in the definition and implementation of environmental protection measures. Under various laws and regulations, the MRCs have multiple powers of intervention in the development of the agricultural area within their territory. If the primary objective is the development of agricultural activity, then the MRCs have a responsibility to reconcile this objective with the preservation of the natural environment, which respects the main purpose of the Act:

“ [...] secure a lasting territorial basis for the practice of agriculture, and to promote, in keeping with the concept of sustainable development, the preservation and development of agricultural activities and enterprises in the agricultural zones established by the regime” (LPTAA, Art. 1.1).

In other words, despite the fact that it is subject to review by the government, municipal activity occurs in more ways than one as the key element of the environmental response in the agricultural zone (or ‘Green Zone’). Therefore, in a perspective of subsidiarity and efficiency related to the proximity of this level of government, a particular MRC can adapt within its own territory the legal limits defined by the various and numerous provincial regulations and policies. However, as these define a fairly uniform minimum framework, municipalities also have

flexibility to innovate and go beyond the basic rules prescribed in order to take into account the specificities of their territory and environments to protect. The result of these actions is a potential diversity of rules governing agricultural practices across regions. As for the MRC of Roussillon, it is the most important initiative when it comes to the protection of the green zone against shoreline erosion (Les initiatives réglementaires municipales de protection environnementale en milieu agricole au Québec, 2009).

Regarding horizontal integration, local legislations integrate local policies. Regionally (MRC), the land use and development plan and PDZA are integrated horizontally. For instance, since the *Plan de développement de la zone agricole* (PDZA, 2010) is named in the revised development plan of Roussillon (2014), it is considered an enforceable policy. Indeed, the orientation 3.2 of the land use and development plan stipulates that the MRC should "implement the action plan [PDZA] as a function of the priorities" (MRC de Roussillon, 2014a: 3-21).

Accommodate flexibility

Creating an effective legislative framework is a balancing act, without being too stable so that it cannot be changed when needed or too strict so that it cannot be applied in a range of circumstances. Thus, flexibility is necessary in order to moderate the restrictive effects of maximising stability and minimising uncertainty. The means to accommodate flexibility is typically done through governance mechanisms.

As stated before, in 1996, significant amendments to the LPTAA helped to ensure greater protection of agricultural land and agricultural activities, while allowing flexibility in the application of different provisions. The objective was to increase the consideration of regional characteristics, including increasing the role of MRC in the development of agricultural territories. Indeed, the LPTAA was first based (in 1978) on the agricultural context in the Montreal area and was not necessarily compatible with the reality of the more remote areas. This is partly why the LPTAA has long been considered, by municipalities and MRCs, as a barrier to development (CPTAQ, 2001a, 2001b; CPTAQ, 2007).

Although the LPTAA allows ensuring some stability of agricultural land and agricultural activities in Quebec, the fact remains that the CPTAQ may, under the LPTAA, modulate several restrictive effects of the law, without compromising the principle of stability, in order to create a legislative framework tailored to regional and local characteristics and exceptions (so it accommodates flexibility). Indeed, Article 62 of the LPTAA states : "the commission may authorize, on such conditions as it may determine, the use, for purposes other than agriculture, the subdivision, the alienation, the inclusion or the exclusion of a lot or the cutting of maple trees. In rendering a decision, giving its advice or issuing a permit on a matter referred to it, the commission shall take into consideration:

1. The soil capability of the lot and of the neighbouring lots;
2. The possible uses of the lot for agricultural purposes;
3. The consequences of an authorization on existing agricultural activities and their development, and on the possible agricultural use of neighbouring lots, in particular having regard to the standards aimed at reducing the inconvenience caused by odours resulting from agricultural activities [...];

4. The restrictions and effects resulting from the application of the Acts and the regulations, in particular those relating to the environment and, more particularly, with respect to livestock operations;
5. The availability of other sites where farming restrictions would be eliminated or reduced, in particular where the application concerns a lot included in a census agglomeration or a census metropolitan area [...];
6. The homogeneity of the farming community and farming operations;
7. The impact on the preservation of water and soil resources in the territory of the local municipality and in the region;
8. The establishment of land holdings having an area sufficient for farming activities;
9. The impact on the economic development of the region upon proof submitted by a municipality, community, public body or agency providing public utility services;
10. The socioeconomic conditions necessary for the viability of a community where justified by the low population density of the region” (LPTAA, Art. 62).

In addition to the above four principles, we also discuss issues that have come up in our project that we believe deserve specific attention: the influence of policy regimes, small-lot agriculture/fragmentation of farmland; alienation of farmland; and natural resource development.

Influence of policy regimes

The presence of the three policy regimes in planning documents is, literally, proof of their influence on the development of agricultural land in the *MRC de Roussillon*. According to tables of the Analytical Framework for Policy Regimes at Local Level results (Tables 14, 15 and 16), agricultural land use planning is mostly affected by farmland preservation, followed closely by food sovereignty.

Firstly, global competitiveness documents are the PMAD, the PDZA and the urban plan (Règlement numéro 1247 [...]) of the municipality of La Prairie (Table 8). The different themes (vision, goals, objectives, recommendations) contained in these documents have a high influence. Indeed, they present 7 clear, explicit statements of items about global competitiveness (Table 14). Basically, the themes related to global competitiveness are: the support for entrepreneurship; the support for innovation; the joint development of an agricultural and agri-food logistics platform; the market research and public land trust (Table 11).

Secondly, farmland preservation documents are the PMAD, the PDZA, the *Schéma d'aménagement* (MRC's land use and development plan), the urban plan (Règlement numéro 1247 [...]) and the zoning by-law (Règlement numéro 1250 [...]) of the municipality of La Prairie (Table 9). Among those explicit statements on farmland preservation, 22 are linked to vision, goals, objectives, recommendation; 12 are linked to the driving issues, concerns; and 14 are linked to regulations (Table 15). All having high influence on the local agricultural land use planning, those statements are summarized as follows: ensure sustainability (and development) of a territorial base for agriculture; the maintenance and development of agricultural activities; ensure uniformity of the agricultural sector and thus avoid fragmentation of agricultural land; increase the total area of cultivated land; preservation of landscape and environment; respect LPTAA; ensuring the preservation of unconventional agricultural activities (because LPTAA especially favours conventional farming); the construction, expansion, and increasing the number




of animal units, layout and occupancy of any breeding unit in relation to any place of manure storage, and any dwelling of any protected building, as well as the spreading of manure are subject to the provisions on separation distances; guide future interventions with the MRC's land use and development plan and LAU (Table 12).

Thirdly, food sovereignty documents are the PDZA, the *schéma d'aménagement* (MRC's land use and development plan) and the urban plan (Règlement numéro 1247 [...]) of the municipality of La Prairie (Table 10). Among those explicit statements on food sovereignty, 18 are linked to vision (goals, objectives and recommendations) and 6 are likened to driving issues and concerns (Table 18). The central themes are: the exchanges between producers, breeders, companies of transformation and local businesses; the definition and promotion of "food system" of Roussillon whose main components are: food security, proximity, autonomy and sustainability of agricultural enterprises; the advantage of agritourism potential; the strategy to promote local purchasing and procurement; the promotion of local initiatives; the access to resources and professional support to the agri-food sector and particularly in agriculture ; the development of organic and local agriculture in Quebec ; food security and food sovereignty; community Supported Agriculture (ASC); the food system of Roussillon; the recognition of the importance of public procurement (Table 13).

Finally, we note that the three policy regimes have a great influence on the document, particularly in relation to the "Vision [...]" and "Driving issues [...]" columns (including regulation in the farmland preservation policy regime) (Table 18). The influence of these policy regimes is very low, however, for the Action items column (and for "Driving issues, [...]" and "Regulations" columns too).

Table 18: Influence of policy regimes on local AgLUP of the *MRC de Roussillon*

Policy Regimes	Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action items
Global Competitiveness				
Farmland Preservation				
Food Sovereignty				

 High influence
  Medium influence
  Low influence

Small-lot agriculture/farmland fragmentation

The combined issue of small-lot agriculture and fragmentation of the land base centres on what appears to be a growing awareness of food sovereignty. Much of this interest in small-lot agriculture is associated with new farmers and their need for affordable land that is reasonably close to population centres. What makes the demand for small-lot agriculture particularly important is that there is often little room within farmland protection legislative frameworks to accommodate smaller lots. The main reason is that sub-dividing into smaller lots is in direct conflict with the over-riding goal to not fragment the land base. The primary land use planning tool for preventing fragmentation is large minimum lot sizes. Thus, small lots and farmland protection are often in direct opposition. Indeed, the land use and development plan of the *MRC de Roussillon* stipulates that:

“[...] in accordance with the decision of the CPTAQ under Article 59 of the Act respecting the preservation of agricultural land and agricultural activities [LPTAA] in the file number 368808, the MRC has recognized the demarcation of 55 destructured tracts in agricultural areas (application of collective scope) where a request for establishment of residences with affected municipalities will be possible without individual authorization from the CPTAQ” (MRC de Roussillon, 2014a: 3-67) ;

In addition to the *MRC de Roussillon*, several municipalities recognizes the fragility and unsustainable smallholder lots. This is especially the case of the Municipality of La Prairie. Its urban plan stipulates that:

“The “Agricultural viable area” of La Prairie is the area adjacent to the urbanization perimeter identified as “urban expansion areas” in spatial organization concept. However, it maintains an "Agricultural" assignment despite the following statement: “Although the industry theoretically has an interesting agricultural potential, it remains, however, that from a practical point of view, its potential use for purposes of farming are more restricted” ” (Municipalité de La Prairie, 2009a: 46).

Foreign (out-of-province) ownership of agricultural land

Regarding the acquisition of agricultural land by foreigners, it is mainly the CPTAQ, which is responsible for enforcing the Act on the acquisition of agricultural land by non-residents (LATANR).² To discourage the purchase of agricultural land by foreigners, for the purpose of land speculation, the government adopted in 1979 the Act on the acquisition of agricultural land by non-residents (LATANR, 2015; Gendron M., 2013). This law was also intended to keep a collective agricultural heritage and promote the establishment of domestic farmers and thus counter the phenomenon of hoarding farmland for purposes other than agriculture (Debailleul and Meloche, 2013; UPA, 2013). When someone wished to acquire agricultural land, it was to reside in Quebec at least 36 months during the 48 months preceding or following the acquisition of land, in addition to obtaining Canadian citizenship during those 48 months. Then the law provides new analytical criteria for applications for authorization of acquisition of agricultural land by individuals who do not intend to settle in Quebec. According to Article 16, the CPTAQ should consider:

- a) the intended use;
- b) the impact of this acquisition on the price of agricultural land in the region;
- c) the effects of the acquisition or the intended use on regional development;
- d) the development of products and underutilized agricultural land;
- e) the impact on land use (Gendron, 2013: 4).

Finally, with regard to the total area of agricultural land whose purchase by non-residents shall be granted by the CPTAQ, the law provides for an annual quota of 1,000 hectares (per year) for

² *Loi sur l'acquisition de terres agricoles par des non-résidents*, in french.

all of Quebec. However, any additional demand can be assessed by the Commission (Gendron, 2013).

Food sovereignty

In May 2013, following the recommendations of the report of the CAAAQ^{xi 3} (2008) and the Green Paper for a food policy (2011), the Quebec government established its first food sovereignty policy (CAAAQ, 2008; MAPAQ, 2011). This policy is based primarily on the following three objectives: to assure all citizens a safe food supply, high quality and economically accessible; increase the share of Quebec food with a view to ensuring adequate supply for the population; develop a thriving bio-food sector, remunerative job creator, environmentally responsible and contributing to dynamic land (MAPAQ, 2013c: 20). The Quebec government defines food sovereignty as:

“[...] The ability of a state to define its own agricultural and food policy, according to the interests of its people, and to do so without compromising the ability of other states to access their own food sovereignty. It favors including local production to feed the population, as well as access to land and resources for achieving it” (MAPAQ, 2013: 20).

In Québec, only the food sovereignty Policy (2013) explicitly addresses the inclusion of food sovereignty in land use planning policies and this policy is not yet integrated into the land use and development plan of the *MRC de Roussillon*, the 2010 PDZA, the 2012 PMAD and the urban plan and zoning by-laws of the municipality of La Prairie. However, food sovereignty is a concept increasingly evoked by the different actors in the territory and the influence of this policy could, in the near future, influence the development of agricultural land.

However, regional and local documents contain high influence statements about food sovereignty, such as the PDZA, the *schéma d'aménagement* (MRC's land use and development plan) and the urban plan (Règlement numéro 1247 [...]) of the municipality of La Prairie (Table 10). Among those explicit statements on food sovereignty, 18 are linked to vision (goals, objectives and recommendations) and 6 are linked to driving issues and concerns (Table 18). The central themes are: the exchanges between producers, breeders, companies of transformation and local businesses; the definition and promotion of the "food system" of Roussillon whose main components are: food security, proximity, autonomy and sustainability of agricultural enterprises; the advantage of agritourism potential; the strategy to promote local purchasing and procurement; the promotion of local initiatives; the access to resources and professional support to the agri-food sector and particularly in agriculture; the development of organic and local agriculture in Quebec ; food security and food sovereignty; community Supported Agriculture (ASC); the food system of Roussillon; and the recognition of the importance of public procurement (Table 13).

³ Commission sur l'avenir de l'agriculture et de l'agroalimentaire québécois (CAAAQ, 2008).

Stakeholder analysis

The consultation sessions identified the following issues (presented in the PDZA) and that can be summarized in five points: agriculture in crisis, a sense of alienation on the part of farmers, risk management unsuited to the diversity of production, collective heritage inadvertently subject to commodification and biased institutional framework (CLD et MRC de Roussillon, 2010: 77-80). Obviously, each of these concerns together a set of problems defined by all stakeholders.

Under the theme "Agriculture in state of crisis", several problems have been reported including the growing demands of the farmer profession (leading expertise, investments and costs of agricultural inputs), the pressures of users in rural area agriculture, the growing cost of land and the lure of an urban lifestyle. In addition, Quebec farmers, contrary to US and Canadian producers are subject to severe environmental and health regulations, which constitutes an obstacle to the initiation of new projects. The heavy legislative context is, apparently, very restrictive. Thus, producers chose to capitalized for very large farms. However, these large farms require a lot of investment and agricultural productivity tends to decrease steadily. In this context, all these factors are important barriers to farmers. The sense of alienation expressed by stakeholders (agricultural or municipal sector?) results in the lack of recognition and support in their community, feeling poorly represented within the UPA and the CPTAQ and MAPAQ and also by municipal by-laws unsuited to the needs of farmers and other rural users (CLD et MRC de Roussillon, 2010: 77-80).

The other major problem identified by stakeholders is inadequate risk management in relation to the diversity of production. According to the type of production, the farmer must assume much of the risk if it wants out of the mould usually associated with large scale production and therefore no longer benefit from protection of agricultural policies.

The other area of concern relates to a collective heritage inadvertently subject to commodification. In this theme, the speakers spoke of a contradiction between the collective good (the sustainability and economic use to feed the population at a reasonable cost) and the ownership of the soil, too high land costs especially in view of the agriculture that is practiced around the perimeter of the white areas (which powers the particular problem of the difference between the market value and economic value significantly hindering the installation of young farmers).

The key theme is the question of an institutional framework in which the policies and programs promote the model of large productive farms and therefore penalize farms that are smaller. This challenges a vision highlighting a unique model of the farm regarded or perceived as a viable and profitable. It can synthesize all these consultations into four basic questions:

- a) How to break the isolation of farmers?
- b) How to support young farmers?
- c) How to support agricultural activities?
- d) How to support the agricultural initiatives whether conventional or innovative?

Recall that these questions meet the findings identified by the CAAAQ (Commission on the Future of Agriculture and Agri-Food Quebec) with respect to limits on the development, renewal and diversification of crops. Note that these limits are many and the PDZA Roussillon absolutely must understand the development of its agriculture in the light of these questions (CLD et MRC de Roussillon, 2010: 1 and 77-80).

Conclusion

In conclusion, what principles and practices within the agricultural land use planning legislative framework are most beneficial for protecting farmland in the *MRC de Roussillon*?

The MRC has been very successful in protecting its farmland from a variety of competing land uses due to a strong legislative framework and historic focus on farmland preservation. Indeed, few hectares were excluded from the agricultural zone for decades. Its legislative framework is stable, minimises uncertainty (while being flexible). Its integration, especially vertical integration, with other legislation is quite detailed, making it a very strong framework that influences agricultural land use planning decisions in the area. In addition, the emphasis of the MRC of Roussillon on farmland preservation has contributed highly to the quantity of farmland available in its jurisdiction (72% of its territory). Due to competing land uses and interests, the MRC recognised that agriculture was a foundational aspect of its economy and required detailed goals, objectives, and regulations to maintain it.

In the end it is primarily a strong political framework that ensures the protection of agricultural land and agricultural activities (in the Roussillon MRC as elsewhere in Quebec). Like most developed countries, Québec focuses primarily on agricultural land use planning, especially on the issue of the protection of agricultural land and agricultural activities, by maximizing the conservation of the agricultural land and promoting multifunctionality of agriculture (OECD, 2009: 51-60). The LPTAA, the LAU, and the Orientations Gouvernementales du MAMOT are the main laws and policies that protect Québec's farmland. In particular, the introduction of the LPTAA and CPTAQ is, since 1978, the best way to ensure the durability (or the continuity) of the agricultural land and agricultural activities. Indeed, the majority of the agricultural planning documents, at the regional and local level, are focused on this central issue. As a result, stability is the guiding principle in regard to the agricultural land use.

However, we must not ignore the other principles, especially flexibility. In literature and in the media, the CPTAQ sometimes has the reputation of being too permissive and allows too many exclusions of the permanent agricultural zone.

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Appendix: Glossary

Policy:

A formal statement of intent; principles, rules, or guidelines that are designed to determine or influence major decisions or actions and all activities that fall within the domain of the policy.

Enforceable policy:

Policy with clear statements of intent to enforce (often with penalty for failing to follow the policy)

Aspirational policy:

Policy without clear statements of intent to enforce (often with penalty for failing to follow the policy); a broad statement about desired outcomes, objectives, or activities

Enabling policy:

Policy with clear statements of intent to implement a policy (e.g., provide resources)

Policy regime:

A policy regime and its changes refer to the combination of issues, ideas, interests, actors and institutions that are involved.

Legislation:

A law (or Order in Council) enacted by a legislature or governing body; can have many purposes: to regulate, to authorize, to proscribe, to provide (funds), to sanction, to grant, to declare or to restrict.

By-law (bylaw):

Local laws established by municipalities as regulated by the provincial government. Note: for our purposes, a by-law is considered part of legislation.

Regulation (pursuant to Act):

Is a form of legislation (law) designed with the intent to regulate; a rule or law designed to control or govern conduct; creates, limits, constrains a right, creates or limits a duty, or allocates a responsibility.

Governance:

Methods, systems, or processes of governing; the act of implementing policy and legislation. For our purposes we are concerned with groups (e.g., commissions, advisory committees) that have the authority to apply, review, or enforce policy and legislation specific to agricultural land use planning.

Appendix: Criteria for Evaluating Content of Legislative Framework

Legislation documents

	Legislative Context (Provincial)	Background	Vision, Goals, Objectives	Local policies	Maps
0	None	None	None	None	None
✓	Brief statements that include at least one reference to the main provincial legislation or policy related to agricultural land use planning. Little too context provided other than perhaps a statement that acknowledges the local governments duty to uphold these acts and policies.	Very brief description of agriculture background. This may include a minimal section or statistics on historical context, background and issues, and demographics on agriculture/farming.	Includes a vision, goal, or objective for agriculture but with minimal explanation or rationale.	One or two brief statements about agricultural land use policies, perhaps with little context.	Provides at least one (1) general land use map(s) with agricultural land use shown.
✓✓	Expanded statements that reference more than one of the main provincial legislation and policies and provides added context to the above. Multiple statements that outline how provincial legislation and policies “fit” in the local context.	Includes multiple sections dedicated to information and statistics about agricultural background. May also reference an agricultural plan or report.	Includes a vision, goal, and objective for agriculture with a statement of explanation and some action items.	Several statements (three to five) about agricultural land use policy presented within local context. May also reference an agricultural plan.	Provides at least one (1) general land use map(s) showing agricultural land uses and at least one (1) agriculture specific map showing designated agricultural land.
✓✓✓	Comprehensive that outlines how provincial legislation and policies “fit” in the local context. May include diagrams to help establish thread of consistency among different levels of government.	Comprehensive account of agricultural background. May also reference an agricultural plan or report.	Includes a detailed section on vision, goals, and objectives for agriculture that outlines a rationale and action items. May also document relations with other land uses and local priorities.	Detailed section of agricultural land use policy statements (more than five) or agricultural sub-area plan adopted as by-law. May also reference an agricultural plan.	Provides two (2) or more agricultural land use maps including a map showing designated agricultural land. May also include Other maps to illustrate specific issues or policies (future areas of study, development permit areas, current land tenure).

Policy documents

	Legislative Context (Provincial)	Background	Vision, Goals, Objectives	Local Policies	Maps
	Same as above	Same as above	Same as above	Different	Same as above
0	None	None	None	None	None
✓	Brief statements that include at least one reference to the main provincial legislation or policy related to agricultural land use planning. Little to no context provided other than perhaps a statement that acknowledges the local governments duty to uphold these acts and policies.	Very brief description of agriculture background. This may include a minimal section or statistics on historical context, background and issues, and demographics on agriculture/farming.	Includes a vision, goal, or objective for agriculture but with minimal explanation or rationale.	Several statements (three to five) about agricultural land use policy presented within local context.	Provides at least one (1) general land use map(s) with agricultural land use shown.
✓✓	Expanded statements that references more than one of the main and policies and provides added context to the above. Multiple statements that outline how provincial legislation and policies “fit” in the local context.	Includes multiple sections dedicated to information and statistics about agricultural background. May also reference an agricultural plan or report.	Includes a goof presentation of vision, goal, and objective for agriculture with a statement of explanation, a few recommendation items, and some action items.	Comprehensive section of agricultural land use policy statements (more than five).	Provides at least one (1) general land use map(s) showing agricultural land uses and at least one (1) agriculture specific map showing designated agricultural land.
✓✓✓	Comprehensive that outlines how provincial legislation and policies “fit” in the local context.. May include diagrams to help establish thread of consistency among different levels of government.	Comprehensive account of agricultural background. May also reference an agricultural plan or report.	Includes a detailed section on vision, goals, and objectives for agriculture with an extensive and detailed list of recommendations and/or action items.	Comprehensive agricultural plan. May also refer to background report.	Provides two (2) or more agricultural land use maps including a map showing designated agricultural land. May also include Other maps to illustrate specific issues or policies (future areas of study, development permit areas, current land tenure).

Appendix: Criteria for determining level of influence of policy regimes

Placement (significance) within Document				
	Aims, Goals, Objectives	Mission, Vision, Mandate, Purpose	Driving issues, concerns	Action items
High influence	A clear, explicit statement as part of a short list (three to five) of items in an enforceable policy or regulation	A clear, explicit statement at the highest level of an enforceable policy or regulation		
Medium influence	A clear, explicit statement as part of a short list (three to five) of items in an aspirational policy	A clear, explicit statement at the highest level of an aspirational policy	A clear, explicit statement as part of a short list (three to five) items in a policy	A clear, explicit statement as part of a short list (three to five) of items in a policy
Low influence	A clear, explicit statement as part of a long list of items in an aspirational policy		A clear, explicit statement as part of a long list of items in an aspirational policy	A clear, explicit statement as part of a long list of items in a policy

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End Notes

- i “The Government may by written notice to the commission withdraw a matter from its jurisdiction. Where the Government avails itself of the powers conferred on it by this section, the commission must remit to it a copy of the record and notify in writing the interested persons that the matter has been withdrawn from the jurisdiction of the commission. The Government is then seized of the matter with the same powers as those of the commission and renders its decision after obtaining the advice of the commission” (LPTAA, Art. 96).
- ii “It is the function of the commission to secure the preservation of the agricultural land of Québec. For that purpose, it is commissioned
 - (a) to decide on applications for authorization submitted to it pursuant to the Act in respect of the use, subdivision or alienation of a lot and applications for the inclusion or exclusion of a lot in or from an agricultural zone;
 - (b) to issue the operating permits required for the removal of topsoil, in accordance with Division V;
 - (c) to describe, in cooperation with the local municipality, the agricultural zone in the territory of that local municipality;
 - (d) to issue a notice in any other case where a matter must be referred to it pursuant to the Act;
 - (e) to supervise the administration of this Act.The commission may sue and be sued before the courts for purposes of the carrying out this Act” (LPTAA, Art. 3).
- iii “ [...] to secure a lasting territorial basis for the practice of agriculture, and to promote, in keeping with the concept of sustainable development, the preservation and development of agricultural activities and enterprises in the agricultural zones established by the regime” (LPTAA, Art. 1.1).
- iv “69.1. A regional county municipality [MRC] or a community [the CMM per example] that undertakes to elaborate an MRC land use and development plan or a metropolitan land use and development plan may apply for the review of the agricultural zone. The commission [CPTAQ], within 30 days from the receipt of the motion, shall send a notice to the regional county municipality or the community concerned, stating its intention to reach an agreement with such municipality or community upon its revised agricultural zone plan, within 180 days from the sending of the notice. The commission may, where it is authorized to do so by the Government, send to a regional county municipality or a community the notice provided for in the second paragraph if the latter has not applied for a review of the agricultural zone to the commission at the expiry of a six-month period from the date of adoption of the MRC land use and development plan or the metropolitan land use and development plan or from the date of expiry of the time limit prescribed by law for the adoption of the plan if it has not been adopted [...].

69.2. If there is agreement between the regional county municipality or the community and the commission, the latter shall prepare a revised agricultural zone plan of the territory of the local municipality together with a memorandum of agreement. Failing agreement, the commission shall prepare the revised plan, where such is the case, taking into account the representations made to it [...].

69.4. The regional county municipality or the community shall, when an agricultural zone is reviewed pursuant to this division, take the necessary measures to make the limits of the agricultural zones provided in the MRC land use and development plan or the metropolitan land use and development plan coincide with the limits of the zones reviewed pursuant to this division and also to prevent the urbanization perimeters from encroaching on agricultural zones” (LPTAA, Art. 69.1, 69.2 et 69.4).

^v The PMAD of the CMM (*Communauté métropolitaine de Montréal*) came into force on 2012 (PMAD, 2012).

^{vi} Agricultural advisory Committees [Chapter V.1 of LAU]: Provision common to metropolitan communities and regional county municipalities [...]:

“[Art. 148.1.1] A responsible body whose territory includes an agricultural zone established under the Act respecting the preservation of agricultural land and agricultural activities (chapter P-41.1) shall establish an agricultural advisory committee [...]; [Art. 148.6.] The function of the committee is to examine, at the request of the council of the responsible body or on its own initiative, any matter relating to agricultural land planning, the practice of agricultural activities and the environmental aspects pertaining to such planning and practice. A further function of the committee is to make the recommendations it considers appropriate regarding the matters it has examined to the council of the responsible body [...]” (LAU, Art. 148.1 et 148.6).

^{vii} “The expected contribution of the CCA to the development of the agricultural area is particularly important in the context of the revision of the land use and development plan [CRM] and the metropolitan land use and development plan [community]. Government guidelines for the protection of agricultural land and agricultural activities adopted in December 2001 stressed the need for active contribution to the CCA exercise. Although the MRC or the community is not bound to an obligation of result, the guidelines states that the way to go at the diagram of the review process appears to be the consensus among municipal and agricultural environments [...];

The CCA 's contribution is also important in the context of the amendment of the metropolitan land use and development plan or planning and development plan where it concerns the agricultural area or in the event that the MRC or community would adopt an interim control regulation (RCI) applicable to the agricultural area [...];

The law [LAU] specifies that it is the members of this committee to determine the rules. In this regard, the committee will be guided by the rules that govern the conduct of the council of the MRC or the community [...]” (MAMOT, 2010).

viii To: “ [...] secure a lasting territorial basis for the practice of agriculture, and to promote, in keeping with the concept of sustainable development, the preservation and development of agricultural activities and enterprises in the agricultural zones established by the regime” (LPTAA, Art. 1.1).

ix “In 2010, the agricultural advisory committee [CCA], with the collaboration of several partners, has developed a statistical portrait of agricultural land and activities of the CMM. This document, published in 2011, presents the development challenges of agricultural land and agricultural activities [...] reconciling needs and urban sustainability and valorization of an agricultural area in an objective of support to farmers and to industry food” (CMM, 2012b: 111).

x “ [...] secure a lasting territorial basis for the practice of agriculture, and to promote, in keeping with the concept of sustainable development, the preservation and development of agricultural activities and enterprises in the agricultural zones established by the regime” (LPTAA, Art. 1.1).

xi *Commission sur l’avenir de l’agriculture et de l’agroalimentaire québécois* (CAAAQ, 2008).