

**Agricultural Land Use Planning in Canada**

**Case Study of  
The Corporation of Delta**

**FINAL REPORT**

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## Executive Summary

In this report we present the preliminary results of a case study of agricultural land use planning for the Corporation of Delta, a municipality forming the southern part of the Metro Vancouver Regional District. The case study of Delta 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 Delta. It contributes to an understanding of the state of agricultural land use planning in British Columbia. 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 Corporation of Delta is very strong. The municipality has been very successful in protecting its farmland from a variety of competing land uses due to a strong legislative framework, historic focus on farmland preservation, and high stakeholder involvement. Its legislative framework is stable, minimises uncertainty, accommodates flexibility, and integrates across jurisdictions.

The municipality's OCP, area plans, zoning bylaw, and regional growth strategy are enforceable pieces of with clear references to agricultural land use planning and farmland protection. They are all relatively difficult to modify, can hold up in court challenge and maximize stability. The majority of the municipality's relevant documents defines terms, minimises open-ended conditions, and emphasises planning for agriculture and farmland through clear statements therefore contributing to minimizing uncertainty. Flexibility is accommodated through the municipality's Agricultural Advisory Committee (AAC) and municipal board and council. Delta's legislative framework integrates across jurisdictions by including relevant references to plans and bylaws at the national, provincial, and local levels. As a result, agricultural land use planning in Delta is highly effective and exemplary to other small municipalities in the region.

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## Abbreviations

AAC	Agricultural Advisory Committee
AIA	Agricultural Impact Assessments
ALC	Agricultural Land Commission
ALR	Agricultural Land Reserve
BC PVGA	BC Potato & Vegetable Grower's Association
DAS	Delta Agricultural Society
DFI	Delta Farmer's Institute
DF&WT	Delta Farmland and Wildlife Trust
DPAs	Development Permit Areas
OCP	Official Community Plan
RFSS	Metro Vancouver Regional Food System Strategy
RGS	Metro Vancouver Regional Growth Strategy

## 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 focussed 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.

For more information about the project, please visit the project website or contact Dr. David J. Connell, University of Northern British Columbia.  
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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 it wants 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 focussed 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 British Columbia's provincial legislative framework

British Columbia's legislative framework is very strong. The act of legislation to establish a land reserve of all farmland and a quasi-judicial tribunal provides the highest level of stability. As Barry Smith (1998) stated, "A stable ALR is the cornerstone of planning for agriculture; heightening certainty for persons engaged in farm businesses and support industries." Important elements within the legislation include a clear mandate for the ALC that is focussed specifically on protecting farmland. This primary focus has withstood the test of time over forty years in spite of changing governments. The additional legislation to protect farm practices extends this stability to areas of land use conflict. The strong language in the legislation that local government plans must be consistent with the ALC Act provides a necessary link in order to extend the provincial legislation into the domain of local land use planning and decisions.

There are, however, several factors within the farmland protection framework that undermine stability and contribute to uncertainty. The most influential tool that has been used by provincial governments to introduce new elements to the legislative framework has been the Ministry of Agriculture's annual service plan for the Agricultural Land Commission. Annual Service Plans have been used to introduce new factors (e.g., community need and regional responsiveness) that compromised the ALC mandate to protect farmland as a matter of provincial interest. As Gary Runka stated, "Somehow, during the mid-1990s, uncertainty of purpose and direction crept in to both the administration and the perception of BC's agricultural land preservation program" (Runka 2006:5). At other times the service plans have also been used to re-inforce the legislated mandate.

The use of regional panels within the ALC has been a source of uncertainty within the legislative framework. Until 2014 the use of the ALC panels, as per the ALC Act, was at the discretion of the ALC Chair. Over the years the level of influence of regional panels in ALC decisions has shifted. In the 2002 annual service plan, the concepts of "regional representation" and "community need" were formally inserted into the ALC practices. In the following years the influence of the regional panels was strengthened. And, as noted in the 2007 service plan, the number of applications to the ALC for land use changes "increased significantly." Effectively, the greater level of influence of regional and local interests compromised the mandate of the ALC, thereby changing expectations and introducing a greater level of uncertainty about how the ALC Act would be applied. In 2010, the ALC Chair made changes to return to a more centralised decision-making process that re-focusses on protecting the agricultural land base as a mandate of provincial interest. However, in May, 2014, the ALC Act was amended through Bill 24, which was passed on May 29, 2014. These changes were preceded by statements by BC's Premier in the summer of 2013 that the ALC Act would be reviewed and subject to change. There were three main changes to the ALC Act:

- The ALR was divided into two zones



- The criteria for agricultural land use decisions in Zone 1 were not changed
- The criteria for agricultural land use decisions in Zone 2 were changed and introduced additional factors that the ALC must consider when making decisions (e.g., social, economic, cultural, and heritage values)
- The regional panels were now required, as opposed to being at the discretion of the ALC Chair
- The level of direct political involvement was increased through the power to appoint members to the ALC (in some cases without consultation with the ALC)

The most significant changes affect Zone 2 for which the mandate of the ALC to protect farmland has changed. This change has undermined the stability of the legislative framework and introduced uncertainty about how the new criteria will be applied has also increased.

Another important weakness of BC's agricultural land use planning concerns foreign or out-of-province ownership of land. Presently, BC has no restrictions on foreign ownership of agricultural land, regardless of whether it is in the ALR or not. Foreign ownership of agricultural land increases the possibility that farmland will be alienated.

The provincial legislative framework in BC, like most farmland protection policies, is focussed on planning for agricultural land use in the face of urban development and private land. Correspondingly, both the legislation and the supporting materials are directed at integrating provincial policies and legislation with urban land use planning tools of local governments, such as Official Community Plans, implementing bylaws (e.g., zoning regulations), and Regional Growth Strategies. In contrast, planning for agriculture in the face of natural resource developments, usually but not exclusively on Crown land, is largely undeveloped. Regional Growth Strategies are valuable planning tools that can help address natural resource developments, urban development, and farmland protection; however the absence of legal strategic land use planning constrains the development of agricultural land use planning at the regional scale.

Although the provincial legislative framework in BC is strong overall, there are two practices associated with how the framework is used that compromise this strength. First, the decision-making process has been driven by applications to change land uses. The ALC Act provides a mechanism for land owners, including governments, to apply to the ALC to exclude or include land in the ALR, to approve subdivisions, and to permit non-farm uses. As recognised in a review of the ALC in 2010, these applications have dominated the activities of the ALC with the direct consequence that the ALC had limited time and resources to dedicate to working with local governments to strengthen land use policies in order to protect farmland. Second, although there is no specific policy that treats each local government differently, the practice of working with local governments to develop land use plans is based on the principle of flexibility. That is, the ALC recognises that the geography of the province is very diverse and that local government plans can – and should (Smith, 1998) – be developed to accommodate this diversity. However, this practice of flexible planning leads to significant differences among local government plans with regard to the level of commitment to protecting farmland, with some plans being inconsistent with the mandate of the ALC Act to protect all farmland.

Finally, the ALC recently expressed a strong interest to dedicate more resources to encourage farming and its viability. These complementary activities to protecting the land base were present when the land reserve was first established in 1973. However, the programs were

eliminated soon thereafter. Such programs serve indirectly to protect the agricultural land base by increasing the demand for the land itself as productive farmland.

### 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 focussed 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:
    - o 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.
    - o 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, etc.; can be synonymously 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 re-inforced 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 (parcelisation) 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 Corporation of Delta, a municipality forming the southern part of the Metro Vancouver Regional District. 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 Delta.

The case study of Delta 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

The Corporation of Delta is a municipality forming the southern part of the Metro Vancouver Regional District. It is located south of the Fraser River, west of the City of Surrey, east of the Strait of Georgia, and north of the United States border (Figure 1). Delta encompasses approximately 36,433 hectares in its jurisdictional area and is home to a growing population of over 100,000 inhabitants (Delta Agricultural [Ag.] Overview, 2008). While most of interior Delta is characterized as a peri-rural area, it is also distinguished by the three distinct and geographically disconnected urban communities of North Delta, Ladner, and Tsawwassen.

Although agriculture remains Delta's economic foundation, the municipality also has one of the largest growing industrial areas in all of the Metro Vancouver Regional District ("Discover Delta", 2014). In addition, Delta has a variety of competing land uses, which include designated urban and First Nation lands, the Boundary Bay airport, the City of Vancouver landfill, and the Tsawwassen ferry terminal. It is also home to the Burns Bog, a naturally unique conservation area. Due to its location, the municipality is also an important wildlife habitat supporting over 1.5 million resident and migratory birds from around the world (Delta Farmland and Wildlife Trust [DF&WT], 2014).

### Agricultural profile

Delta has ideal conditions for soil-based farming and is responsible for a significant portion of the field vegetables, potatoes, and forage crops produced in the Metro Vancouver Regional District (Delta Ag. Profile, 2011). Agricultural activities also include berry crops, greenhouses, and a variety of livestock operations including poultry, sheep and goats. Due its location along the Fraser River, Delta has very rich soils and approximately 10,085 hectares, or 52% of its land base, in the ALR (Figure 2). Despite competing land uses, only 5.5% of all agricultural land in Delta is not in production and 9% is current used for non-farm uses (Delta Ag. Profile, 2011). As a result, approximately 76% of all ALR land in Delta is currently farmed and produces 62% of all vegetable crops in the Metro Vancouver Regional District. (Metro Vancouver Land Use Inventory Report, 2014). In 2006, there were 180 reporting farms within the area with an average size of 41.8 hectares (Delta Ag. Overview, 2008).

Due to Delta's large farm sizes, it is one of the primary commercial food growers in the Metro Vancouver Regional District. In 2005, agriculture in Delta generated Gross Farm Receipts (GFR) of approximately \$190 million and spent over \$166 million in operating expenses. Of the total receipts, greenhouse vegetables were the most profitable generating 73% of all GFR, followed by potatoes at 8.3%, and berries at 6.7%. Overall, the agricultural industry in Delta employs over 1,500 people every year and has dispensed over \$34.3 million in wages. Challenges in maintaining this sector include increased costs of doing business, a growing urban population competing for farmland, and seasonal waterfowl depredation on established farms (Delta Ag. Profile, 2011).

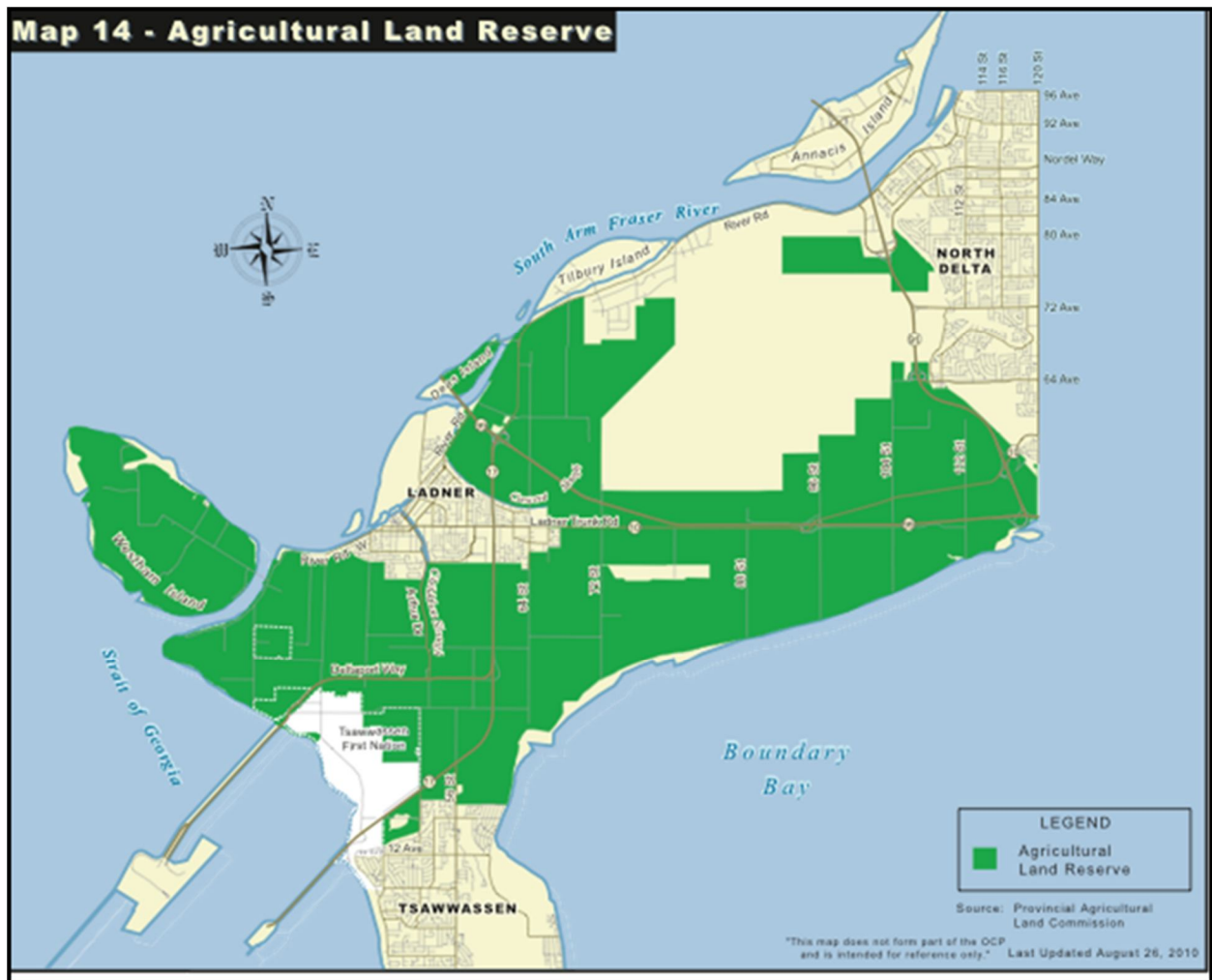
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Figure 1: Metro Vancouver Regional District



Source: The Corporation of Delta. (2014). *Official Community Plan*.

Figure 2: Agricultural Land Reserve in Delta



Source: The Corporation of Delta. (2014). *Official Community Plan*.



## Results

In this section we present the results for the case study of Delta. 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

Agricultural land use planning appears to be a political priority for Delta. Since the adoption of its first Official Community Plan in 1986, Delta has decreased the quantity of applications to the Agricultural Land Commission and overall agricultural land exclusions. From 2010 to 2014, the ALC reviewed only 29 applications, resulting in a 9% decrease from the previous four-year period and has maintained a low number of yearly applications since (Table 1 and Table 2).

**Table 1: ALC Application Decisions (2010-2014)**

Application Decision	Type of Application						Total
	Corridor	Exclusion	Inclusion	Non-Farm Use	Soil	Subdivision	
Allow as Requested	6	1*	1*	0	0	2	10
Allow with Conditions	4	0	0	6	0	5	15
Refused as Proposed	0	0	0	0	0	1	1
No Decision	1	0	0	1	0	1	3
<b>Total</b>	<b>11</b>	<b>1</b>	<b>1</b>	<b>7</b>	<b>0</b>	<b>9</b>	<b>29</b>

**Table 2: ALC Applications Per Year**

Application Year	Type of Application						Total
	Corridor	Exclusion	Inclusion	Non-Farm Use	Soil	Subdivision	
2010	4	0	0	1	0	1	6
2011	3	0	0	0	0	3	6
2012	1	0	0	3	0	3	7
2013	3	1*	1*	2	0	1	8
2014	0	0	0	1	0	1	2

\* The only exclusion application in this timeframe was approved to complete new South Fraser Perimeter Road. One hectare of land was excluded in exchange for including 0.6 ha in a different area.

Delta has had no approved exclusion applications in the last four years and a low number of overall applications to the ALC. According to Table 2, the total amount of applications to the ALC has remained steady per year. In 2013, Delta experienced the most significant increase in applications resulting in a total of eight applications for the entire municipality. This suggests that agricultural land use planning and farmland protection is very strong and consistent in Delta.

### 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).

Delta has a variety of influential legislation and policy documents (Table 3). At the regional level, Delta is a signing member to the 2011 Metro Vancouver Regional Growth Strategy (RGS). This document was created to guide planning decisions for all municipalities within the Metro Vancouver area. Delta has endorsed the plan in its revised 2014 OCP and adopted a series of regional context statements that outline its commitment to the regional plan's policies. The Metro Vancouver RGS was adopted as a bylaw in 2010 and is considered an enforceable legislation document. The Metro Vancouver Regional Food System Strategy (RFSS) is also a regional document that encompasses Delta. The RFSS has not been adopted as a bylaw and is considered an aspirational policy document to serve as a guideline for the regional district. This plan is a considerable step forward for Metro Vancouver and sets a precedent for future food system development initiatives in its member municipalities.

At the local level, Delta has a significant number of documents relevant to agricultural land use planning. Its OCP was revised most recently in 2014 and is composed of general land use restrictions for the municipality as a whole and includes three area plans for the communities of Ladner (including Riverside and East Ladner), North Delta, and Tsawwassen. This plan includes a detailed section on development permit areas relevant to agricultural uses within the municipality. In addition, Delta's zoning bylaws and 2014 *Soil Deposit and Removal* bylaw are also important enforceable legislation documents. The municipality also completed a three-phase Agricultural Plan in 2011. Although the plan has not been adopted as a bylaw, it is nonetheless considered an enforceable policy that guides agricultural decisions in Delta.

Delta is also a "918 regulated community" under the *Local Government Act*. This means it has the permission to create its own farm bylaw and is given more power to regulate local farmland decisions. That being said, Delta must also submit all farm related bylaws to the ministry for review to ensure that all additional guidelines and restrictions for farmland within city limits are consistent with provincial legislation and direction.

In addition, Delta also has an Agricultural Advisory Committee (AAC) that helps guide agricultural land use decisions. It is composed of volunteer members of the community and helps review ALC applications before they are sent to council.

Table X: Legislative Framework for the Corporation of Delta

	POLICY	LEGISLATION	GOVERNANCE
PROVINCIAL	<p>[ALC] <u>Annual Service Plans</u></p> <p>[MAL] <u>Strengthening Farming</u></p> <p>[ALC] ALR and Community Planning Guidelines</p> <p>[Smith] “Planning for Agriculture”</p>	<p><i>Agricultural Land Commission Act</i></p> <p><i>Local Government Act</i></p> <p><i>Farm Practices Protection (Right to Farm) Act</i></p> <p><i>Land Title Act</i></p> <p><i>Water Act</i></p> <p><b>Agricultural Land Reserve Use, Subdivision, and Procedure Regulation (2002)</b></p> <p><b>Right to Farm Regulation (1997)</b></p>	<p>Agricultural Land Commission [ALC Act]</p> <p><i>Administrative Tribunals Act</i></p> <p>Governance Policy for the Agricultural Land Commission</p>
REQUIRED INTEGRATION	<p><i>LGA Part 25 849 (e)</i></p> <p>Purpose of regional growth strategy: maintaining the integrity of a secure and productive resource base, including the agricultural land reserve</p>		
REGIONAL	<p>Metro Vancouver Regional Food System Strategy (2011)</p>	<p><i>Metro Vancouver Regional Growth Strategy</i></p> <p>(Bylaw No. 1136, 2010)</p>	<p>Metro Vancouver [AAC]</p> <p>Agricultural Advisory Council</p>
REQUIRED INTEGRATION	<p><i>LGA Part 25 46 Conflict with bylaws</i></p> <p>A local government must ensure that its bylaws are consistent with the ALC Act. A bylaw that is inconsistent has no force or effect.</p> <p><i>LGA Part 25 882 (3) (OCP) Adoption procedures 882</i></p> <p>The local government must refer the plan to the ALC for comment.</p> <p><i>LGA Part 25 946 (3) Subdivision to provide residence for a relative</i></p> <p><i>LGA Right to Farm Regulation (4):</i> Sections 903 (5) and 917 of the Local Government Act apply to the council of The Corporation of Delta, in relation to the entire geographic area of that municipality, on and after the date this section takes effect.</p> <p><i>ALC Act 13 Dispute resolution on community issues</i></p>		
LOCAL	<p><b>Agricultural Plan</b></p> <p>(3 phase document, 2011)</p>	<p><i>Delta Soil Deposit and Removal</i></p> <p>(Bylaw No. 7221, 2014)</p> <p><i>Official Community Plan and Area Plans</i></p> <p>(Bylaw No. 3950, rev. 2014)</p> <p><i>Zoning</i></p> <p>(Bylaw No. 2750)</p>	<p>Corporation of Delta [AAC]</p> <p>Agricultural Advisory Committee</p>

*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 Appendix: Criteria for Evaluating Content of Legislative Framework.

#### *Local government legislation documents*

As evident in Table 4, Delta has a strong set of local government legislation documents. Notably, its 2014 OCP is a very comprehensive document that guides almost all agricultural land use planning decisions within municipal boundaries. 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 Metro Vancouver RGS is also a very strong document that received similar ratings to Delta's OCP. It has the highest ratings for all identified categories except the "background" column. Overall, Delta's legislative documents ranked very high in the "regulations" and "map" columns, they scored average in the "vision, goals, objectives" and "legislative context" columns, and did not score very well in the "background" column.

It must be noted, however, that the area plans that did not receive high scores in the "background" column are included within Delta's OCP. Since these are a subset of the larger document they are also considered relatively strong and contribute to the OCP's comprehensiveness. In addition, these plans focus exclusively on the distinct urban areas that do not contain a significant amount of agricultural land. These plans are specific to these areas to better regulate the growing non-rural communities and maintain a fixed urban-rural boundary. Despite their emphasis on these areas, it must be noted that almost all of the complementary areas plans briefly reference surrounding agricultural areas and included their locations on corresponding maps.

Almost all of Delta's legislative documents refer to the *ALC* and *Local Government Acts* (Table 4). The OCP also references its relationship to the *Farm Practices Protection (Right to Farm) Act*, *Land Titles Acts*, and dedicates Schedule D to clearly listing the municipality's development permit guidelines. As mentioned above, the area plans received a low score in this section because they were judged separately from the general OCP guidelines. Since they are a subset of this document, however, they nonetheless very well integrated with the municipality's legislative context. Overall, the OCP and corresponding area plans are a highly comprehensive document with a strong breadth and depth to its legislative framework.

There are, however, no legislative documents reference the local AAC. This is relatively surprising since this group is meant to provide council on decisions pertaining to agricultural land use planning decisions and the OCP could have been noted its role in the planning process.

### *Local government policy documents*

Delta's Agricultural Plan is the municipality's strongest policy document, as evident in Table 6. It received a perfect score in all categories due to its comprehensive review of agricultural land in Delta. The three phase document plan dedicates "Phase 1" to examining the municipality's agricultural profile, which provides a clear review of the plan's relationship to other provincial, regional, and municipal legislation and policies. In addition, the "Phase 2" document is a very inclusive discussion of existing issues and options for agriculture in Delta. This section provides detailed background information and a variety of maps relevant to existing agricultural land. The final document, "Phase 3" is the Agricultural Plan itself. This document is dedicated to outlining the municipality's vision, goals, and objectives for agriculture and establishes a series of policies that aim to guide all relevant decisions relating to agriculture in Delta.

Overall, the Agricultural Plan three-phase document has a very integrated legislative context as it refers to the *ALC*, *Farm Practices Protection (Right to Farm)*, and *Local Government Acts* (Table 7). There is also reference to the OCP's existing development permit guidelines and makes recommendations to improve existing guidelines. The plan also includes a section to explain the role of the AAC and its support in completing the plan.

It must be noted that Delta's Agricultural Plan has also been received by council, is referenced in the revised OCP, and has led to revisions of the plan (Table 8). As a result, it is considered an enforceable policy document, which contributes to strengthening Delta's legislative framework.

The 2011 Metro Vancouver RFSS is a highly aspirational policy (Table 6). As shown in Table 8, the document has not been adopted by Delta's council and is not mentioned in the municipality's existing OCP. While Delta is not required to comply with this document, it is nonetheless a useful tool for future revisions to its legislative framework. This document is one of the only existing regional documents dedicated to improving food systems in BC and can guide municipal efforts in this direction. This is a very useful tool for Delta and can help broaden their commitments to improving agricultural land use planning strategies in the future.

At this point, however, the Metro Vancouver RFSS is not enforceable. Consequently, the strategy cannot provide "regulations" for the municipality and only give recommendations to future changes. It has a very detailed "vision, goals, objective" section and makes detailed references to other regional and provincial plans including the *Water Act* and *Farm Practices Protection (Right to Farm) Act* (Table 7). Overall, this document is highly aspirational but is a very positive tool for continued OCP revisions and regional acknowledgement of the role and importance of food systems.

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Table 4. Contents of local agricultural land use legislative documents

	<b>Legislative Context</b>	<b>Background</b>	<b>Vision, Goals, Objectives</b>	<b>Regulations</b> (enforceable policies, procedures)	<b>Maps</b>
<i>MV Regional Growth Strategy Bylaw (No. 1136, 2010)</i>	✓✓✓	✓✓	✓✓✓	✓✓✓	✓✓✓
<i>Delta Official Community Plan Bylaw (No.3950, rev. 2014)</i>	✓✓✓	✓✓✓	✓✓✓	✓✓✓	✓✓✓
<i>Ladner, Riverside, and East Ladner Area Plan (Schedule B OCP, rev. 2014)</i>	✓		✓✓	✓✓	✓✓
<i>North Delta Area Plan (Schedule C OCP, rev. 2014)</i>	✓				✓
<i>Tsawwassen Area Plan (Schedule D OCP, rev. 2014)</i>	✓		✓✓	✓✓	✓✓
<i>Delta Zoning Bylaw (No. 2750)</i>				✓✓✓	
<i>Delta Soil Deposit and Removal (Bylaw No. 7221, 2014)</i>	✓✓			✓✓✓	✓✓

Table 5. Breadth and depth of legislative context

	<b>Legislative context (legislation and policies)</b>					<b>Land use planning tools</b>		<b>Gov.</b>
	ALC Act	Right to Farm	Water Act	Land Title Act	Local Gov't Act	AIA	DPAs	AAC
<i>Delta Official Community Plan Bylaw (No.3950, rev. 2014)</i>	✓✓	✓		✓✓	✓✓✓	✓	✓✓✓	
<i>Ladner, Riverside, and East Ladner Area Plan (Schedule B OCP, rev. 2014)</i>							✓	
<i>North Delta Area Plan (Schedule C OCP, rev. 2014)</i>								
<i>Tsawwassen Area Plan (Schedule D OCP, rev. 2014)</i>								

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Table 6. Contents of local land use policy documents

	<b>Legislative Context</b>	<b>Background</b>	<b>Vision, Goals, Objectives</b>	<b>Regulations</b> (enforceable policies, procedures)	<b>Maps</b>
MV Regional Food System Strategy (2011)	✓✓✓	✓✓✓	✓✓✓		✓✓
<b>Delta Agricultural Plan (3 phase document, 2011)</b>	✓✓✓	✓✓✓	✓✓✓	✓✓✓	✓✓✓

Table 7. Breadth and depth of legislative context: policy documents

	<b>Legislative context (legislation and policies)</b>					<b>Land use planning tools</b>		<b>Gov.</b>
	ALC Act	Right to Farm	Water Act	Land Title Act	Local Gov't Act	AIA	DPA's	AAC
MV Regional Food System Strategy (2011)		✓	✓✓				✓	
<b>Delta Agricultural Plan (3 phase document, 2011)</b>	✓✓✓	✓✓✓			✓✓✓	✓✓	✓✓✓	✓✓

Table 8. Status of local agricultural land use policy documents

		<b>Aspirational</b>	<b>Enforceable</b>		
	<b>In progress</b>	<b>Received by Council</b>	<i>Delta Official Community Plan Bylaw (No.3950, rev. 2014)</i>		
			<b>Named in plan</b>	<b>Led to revisions of plan</b>	<b>Adopted as by-law (sub-area plan)</b>
MV Regional Food System Strategy (2011)		✓			
<b>Delta Agricultural Plan (3 phase document, 2011)</b>		✓	✓	✓	

## 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 the placement of these words, concepts, and statements within each document. The criteria for measuring the policy regime statements are presented in Appendix: Criteria for determining level of influence of policy regimes.

The majority of Delta's legislative and policy documents focus on the farmland preservation policy regime (Table 9). Particularly, Delta's OCP, the Metro Vancouver RGS, and the Tsawwassen area plan provide the most frequent statements of high influence for the regime. According to Table 16, there are 17 high influence statements for farmland preservation. These documents focus on vision, goals, objectives, and recommendations that emphasize the protection of agricultural lands and a decrease in urban-rural conflicts. For instance, agricultural objectives in Delta's OCP (2014) asserts that land use planning procedures must "protect the agricultural land base and lands included in the ALR" and "minimize conflicts at the urban-rural interface." In addition to these themes, their regulations refer to the maintenance of parcel size and discourage subdivision and non-farm use of agricultural land (Table 13).

Delta's Agricultural Plan also contributes to the farmland preservation policy regime. It, however, only provides medium influence statements due to vague language and lack of detail in its objectives. Instead, it focuses more heavily on the global competitiveness and food sovereignty regimes. Notably, the plan lists ten statements concerning vision, goals, objectives, and recommendation that are related to the global competitiveness regime (Table 15). These statements relate to efficient and expanded agricultural production, access to non-local markets, new technology and research, global market competition, and high farmer input costs (Table). For instance, the plan's vision statement states that "the agricultural sector is highly productive, creating efficient production systems and significant value added activity, assisted by well functioning infrastructure" (2011). The plan also includes high influence statements for the food sovereignty regime (Table 14). This includes "explor[ing] and support[ing] farming models that develop stronger connections between the farming community and the local marketplace and encourage new types of agricultural enterprise, such as community supported agriculture, cooperatives, local food alliances, and community networks" (2011). As a result, of all the documents identified as part of the legislative framework, Delta's Agricultural Plan is the most inclusive of all regimes with a higher focus on global competitiveness.



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Table 9: Analytical framework for policy regimes at local level: global competitiveness documents

		GLOBAL COMPETITIVENESS			
		Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
Level of Influence	High Influence	Delta Agriculture Plan	Delta Agriculture Plan	...	Delta Agriculture Plan
	Medium Influence	...	...	...	...
	Low Influence	MV Regional Food System Strategy	...	...	MV Regional Food System Strategy

Table 10. Analytical framework for policy regimes at local level: farmland preservation documents

		FARMLAND PRESERVATION			
		Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
Level of Influence	High Influence	<i>Delta OCP</i> <i>Tsawassen Area Plan</i> <i>MV Regional Growth Strategy</i>	<i>Delta OCP</i> <i>MV Regional Growth Strategy</i>	<i>Delta OCP</i> <i>MV Regional Growth Strategy</i>	...
	Medium Influence	Delta Agriculture Plan MV Regional Food System Strategy	Delta Agriculture Plan	<i>Ladner Area Plan</i>	Delta Agriculture Plan
	Low Influence	...	...	...	MV Regional Food System Strategy

Table 11. Analytical framework for policy regimes at local level: food sovereignty documents

		FOOD SOVEREIGNTY			
		Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
Level of Influence	High Influence	Delta Agriculture Plan	...	...	Delta Agriculture Plan
	Medium Influence	MV Regional Food System Strategy	<i>MV Regional Growth Strategy</i> MV Regional Food System Strategy	<i>Delta OCP</i> <i>Ladner Area Plan</i>	...
	Low Influence	...	...	...	MV Regional Food System Strategy

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Table 12: Analytical framework for policy regime at local level: global competitiveness themes

GLOBAL COMPETITIVENESS					
		Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
Level of Influence	High Influence	Efficient and expanded agricultural production Access to non-local markets New technology & research Global market competition High farmer input costs	Global market competition		High farmer input costs New technology & research Global market competition
	Medium Influence				
	Low Influence				

Table 13: Analytical framework for policy regime at local level: farmland preservation themes

FARMLAND PRESERVATION					
		Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
Level of Influence	High Influence	Protect agricultural lands Minimize urban-rural conflicts	Protect agricultural lands	Maintain parcel size Protect agricultural lands Discourage non-farm use Discourage subdivisions Minimize urban-rural conflicts	Protect agricultural lands
	Medium Influence		Competing land uses with farmland		Minimize urban-rural conflicts Improve ALC 's role Discourage non-farm use
	Low Influence				

Table 14: Analytical framework for policy regime at local level: food sovereignty themes

FOOD SOVEREIGNTY					
		Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
Level of Influence	High Influence	Produces and support local food Buy local campaigns			Produces and support local food Public awareness of local food
	Medium Influence	Public awareness of local food Urban agriculture	Produces and support local food Food Security	Produces and support local food	Urban agriculture Buy local campaigns
	Low Influence				Public awareness of local food

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Table 15: Analytical framework for policy regimes at local level: frequency of global competitiveness

		GLOBAL COMPETITIVENESS			
		Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
Level of Influence	High Influence	10	1		2
	Medium Influence				
	Low Influence	1			3

Table 16: Analytical framework for policy regimes at local level: frequency of farmland preservation

		FARMLAND PRESERVATION			
		Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
Level of Influence	High Influence	7	2	8	
	Medium Influence	6	2	2	4
	Low Influence				3

Table 17: Analytical framework for policy regimes at local level: frequency of food sovereignty

		FOOD SOVEREIGNTY			
		Vision, Goals, Objectives, Recommendations	Driving Issues, Concerns	Regulations	Action Items
Level of Influence	High Influence	5			3
	Medium Influence	6	3	2	3
	Low Influence	3			3

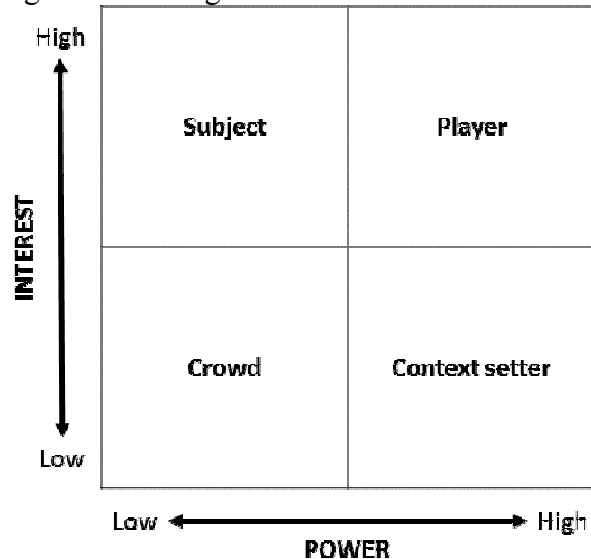
### Stakeholder analysis

In addition to understanding the policies and legislation, it is important to acknowledge that these documents are influenced by various political forces. The aim of the stakeholder analysis is to document different organisations and institutions that participate in and thereby influence agricultural land use planning processes and decisions. Our stakeholder analysis involved three 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 promotional materials on websites; reports, positions papers and other publications; statements in the media; committee meeting minutes, etc. The same level of information was not available for each stakeholder.

Based on the information collected for the profiles we then assessed their level of influence using a power-influence grid. This analysis leads to four categories of stakeholders (Figure 17):

- **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 17. Categories of stakeholders



As shown in Table 18, the Delta Farmers Institute (DFI) has a high interest in agricultural land use planning decisions in Delta and a high level of power to do so. Their mandate is to promote and enhance the agricultural industry in the community of Delta, actively lobby and liaise with members of the Ministry of Agriculture and the Municipality of Delta; and improve relationships between the agricultural industry and the agricultural community in Delta. They are considered a “player” stakeholder due to their influence in the agricultural community and protection of farmer interests. While they are the most involved group working with the Corporation of Delta,

the DFI is not referenced in the municipality’s OCP and Agricultural Plan. Rather, the municipality acknowledges the Delta Agricultural Society (DAS) a smaller and less active group that has much less influence on agricultural land use planning decisions in Delta. Consequently, they are considered a “subject” by our guidelines.

Other stakeholder groups with less interest in agricultural land use planning decisions include the BC Potato and Vegetable Growers’ Association and BC Fresh. These supplier groups play a role in Delta due to its existing agricultural industry based on vegetable, potato, and forage crops. Since both these groups focus the majority of their efforts on supply and demand of select crops, they were determined to have less interest in agricultural land use planning decisions. That being said, they are nonetheless influenced by land changes and have enough political power to lobby the municipal government if their interests are at stake. They are therefore considered “context setters” within the municipality.

The Delta Farmland and Wildlife Trust (DF&WT) is also an influential group within the Corporation of Delta. The group runs a variety of programs to help farmers better manage their crops and protect their land from wildlife. They have strong ties with the government and have received funding from the government to maintain their programs. In addition, the DF&WT is mentioned in the municipality’s OCP and Agricultural Plan and was determined to have a medium interest in agricultural land use planning decisions. As a result, the group is also classified as a context setter.

Table 18. Stakeholder analysis: power-interest grid

INFLUENCE	High	<b>Delta Agricultural Society</b>		<b>Delta Farmer’s Institute</b>
	Medium		<b>Delta Farmland and Wildlife Trust</b>	<b>BC Potato &amp; Vegetable Growers' Association</b> <b>BCFresh</b>
	Low			
		Low	Medium	High
<b>POWER</b>				

## 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 Corporation of Delta

### 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 hold up to court challenge. 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.

Delta has a very strong legislative framework that contributes to maximising stability. The municipality's OCP, area plans, zoning bylaw, and regional growth strategy are enforceable pieces of legislation that clearly reference agricultural land use planning and farmland protection. Overall, these documents provide a very stable and up-to-date legislative framework that guide Delta's agricultural land use planning decisions.

Delta's OCP is a very influential document that clearly lists policies relating to agricultural land use planning. Revised in 2014, it represents a highly useful and current land use planning tool that is relatively difficult to modify. Overall, Delta's OCP uses clear language to articulate its commitment to farmland protection and agricultural land use planning. The document itself maximises stability and can hold up to court challenge.

In addition, Section 2.5 of Delta's OCP is dedicated entirely to Agriculture and outlines seven objectives relating to farming, farmland protection, and the coexistence of agriculture with other land uses. These objectives are further divided into 31 comprehensive policies that use strong statements to promote and protect existing farmland (Table 3). These objectives contribute to maximising stability and provide a future-oriented measure of expectations about how the legislative framework will be applied to land use decisions.

**Table 3: OCP section 2.5 Agriculture objectives and policies (2014)**

	<b>Objectives</b>	<b>Policies</b>
1	Protect the agricultural land base and lands included in the agricultural land reserve	7
2	Minimize conflicts at the urban-rural interface	3
3	Diversify farm operations to support agricultural viability and sustainability	4
4	Ensure the appropriate size and setting of farmhouses and additional farmhouses in agricultural areas	3
5	Balance the interests of agriculture, the protection of the environment and the co-operative management of the Fraser Delta Ecosystem	8
6	Recognize recreational uses that are compatible with agriculture	3
7	Continue to strategically plan for agricultural land use	3

Delta's OCP is also divided into three distinct Area Plans covering its urban areas of Ladner, North Delta, and Tsawwassen. Although most ALR land is outside these areas, these plans still take agriculture and its value to these urban areas into consideration. The associated policies regarding farmland protection are in compliance with those outlined in the OCP, but take precedence in the event of conflict. Delta's local area plans also provide clear statements for agriculture near its surrounding urban areas. Notably, Ladner and Tsawwassen area plans include relatively strong statements that leave little room for misinterpretation and ambiguity. Although these are generally urban areas, they nonetheless use strong language to emphasise land use requirements and their implementation.

Schedule E of the OCP is also contributes to stability. This portion of the document is dedicated to outlining the municipality's development permit guidelines that reference the management of agricultural lands throughout. This section includes statements such as the "encroachment into the agricultural areas shall be discouraged" and that the municipality should "encourage development which maintains the integrity of the agricultural area" (OCP, 2014, E-15). Like the distinct Area Plans above, this section is meant to mostly regulate sections of the urban areas but makes direct references to the management of neighboring agricultural lands without presenting a highly rigid framework.

The Agricultural Plan contributes to the municipality's stable legislative framework. Council adopted the Agricultural Plan with unanimous approval and implementation is carried out as amendments to the OCP or considered on a case-by-case basis. Although the entire document has not been adopted as a bylaw, it is still a considerably strong and well-researched policy that guides agricultural decisions and OCP revisions. Since it is referenced in the municipality's OCP, Delta's relatively recent Agricultural Plan is considered an effective, enforceable policy document for the municipality that adds strength to the overall legislative framework. Delta's three-phase Agricultural Plan also provides detailed statements and purpose. Specifically, each identified goal or action is accompanied by a brief discussion of issues and opportunities that further emphasises its aim to address agricultural land use planning in the region. As a result, these statements and contribute to stability and reduce possible interpretations of its action items (Table 4).

**Table 4: Notable goal statements in Delta's Agricultural Plan (2011)**

	<b>Notable Goal Statements</b>
1	Goal #2: To Improve Farmland Capability--Enhancing agricultural resources and maintaining farmland in productive use are equally important in protecting the land base. Supporting working agriculture is the best way to achieve community objectives for farmland. Enhanced agricultural resources are vital to agricultural productivity and efficiency.
2	Goal #3: To Increase Agricultural Uses and Discourage Non-Agricultural Uses of Farmland--Agriculture is a business characterized by global competition, highly competitive pricing, and significant production risk. Operators have responded to these challenges through the pursuit of efficiency, economies of scale, intensification, diversification, growing new products and entering new markets. When opportunities to adapt and respond to change are present, new entrants and investment are attracted into the industry. Providing an attractive environment for productive agriculture is the most effective approach to mitigating threats to farmland from non-farm land use

Delta's Zoning Bylaw is a strict and detailed set of guidelines for designated agricultural zone (A-1 & A-3). It is an enforceable legislation document that requires any changes to be in

conformity with the land use designations and policies of the OCP. Delta also has a Soil Deposit in Agricultural Areas Bylaw to help regulate activities and protection of agriculture zones.

The only non-enforceable document associated with Delta is Metro Vancouver's 2011 RFFS. While Delta is a listed partner to the plan, the municipality is not required to reference it in its local legislative documents. Consequently, this strategy has not been adopted as a bylaw and can only provide policy recommendations for the region as a whole. Its existence, however, is a highly important tool that can be used by municipalities to strengthen their policies in the future. Metro Vancouver is one of the only regional districts to have adopted a food system strategy and increases the scope of their member municipalities' legislative framework.

The municipality is also a section "918 regulated community" under the *Local Government Act* (M. Sangret, Pers. Comm. October 17). This means the municipality has the right to adopt its own farm bylaw but must consult with the provincial government before enacting all future bylaws pertaining to agriculture. Consequently, the municipal government must work in conjunction with the Ministry of Agriculture to better regulate its farmland. This process maximizes stability because it ensures a consistent application of agricultural land use planning initiatives across municipal boundaries. It also integrates provincial interests across jurisdictions but does not accommodate flexibility at the municipal level.

### 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.

Delta's legislative framework for agricultural land use planning contributes to minimizing uncertainty because it is comprised of comprehensive documents that contain strong language. The majority of the municipality's relevant documents defines terms, minimises open-ended conditions, and emphasises planning for agriculture and farmland through clear statements. The policies list in its OCP, Area Plans, Zoning Bylaw, and RGS are strong statements that provide a uniform means of applying regulations without too much interpretation.

### 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. By this measure of integration, we found that

Delta's legislative framework is well integrated with other legislation. Most of the municipality's documents are enforceable and focus on integration at both the regional level and provincial level.



At the provincial level, for instance, Delta's OCP references the *ALC, the Farm Practices Protection (Right to Farm), Land Title, and Local Government Acts*. While some are mentioned more than others, this plan successfully outlines how its policies are set within the context of broader public priorities and how they are consistent with existing legislation.

Delta's 2014 OCP has also adopted the Metro Vancouver RGS and outlines steps implement its goals. It has adopted three strategies and 11 detailed regional context statements to meet the region's agricultural and farmland protection goals (**Error! Reference source not found.**). The statements are clear, thorough, and make frequent references to the plan's coordination with the regional district.

**Table 5: Delta's regional context statements & strategies pertaining to agriculture (2014)**

	Strategies	Statements
1.3	Protect Rural Areas from Urban Development	1
2.3	Protect the supply of agricultural land and promote agricultural viability with an emphasis on food production	9
4.2	Develop healthy and complete communities with access to a range of services and amenities	1

Delta's Agricultural Plan also successfully integrates its policies across jurisdictions. The "Phase One" document is entirely dedicated to understanding the legislative context and includes relevant plans/bylaws at the national, provincial, and local levels. For instance, it acknowledges the *ALC, Farm Practices Protection (Right to Farm) and Local Government Acts* and has a section on the Metro Vancouver RGS and the OCP. Overall, Delta's legislative framework is very well integrated both vertically and horizontally across jurisdictions, which contributes to the strength of the municipality's agricultural land use planning framework.

### 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 means to accommodate flexibility is typically done through governance mechanisms.

Delta has its own AAC that provides advice to council on matters relating to agriculture in the municipality. The committee is composed of one member of council, community members, a staff liaison from the community planning and development department, and a variety of appointed non-voting members. According to their mandate, the group meets as determined by the chair and help reviews municipal plans, bylaws, policies, and strategies that affect agriculture. Many members of this group are also part of the various stakeholder groups involved in the agricultural sector in Delta. This includes members from the DFI and DAS.

The AAC was also consulted throughout the process to develop Delta's 2011 Agricultural Plan and given the responsibility to implement document outcomes. As a result, the Agricultural Plan was adopted with unanimous approval by council and continues to guide agricultural decisions and OCP revisions (M. Sangret, Pers. Comm. October 17).

The municipal Board of Variance is also an avenue for appeal in the interpretation and strict application of certain local government provisions and regulations in specific circumstances. This committee is meant to remediate the effects of maximizing stability and minimizing uncertainty and allows for exceptions to existing zoning regulations. Consequently, an application to this committee gives the municipality the ability to engage with innovation agricultural land use planning solutions while maintaining a stable legislative framework.

In addition, the municipal board and council review the majority of applications before they are sent to the ALC. Since Delta has a very strong legislative framework, council members act as the governing body responsible for providing comments about applications and may even reject a claim before they are sent to the ALC for review. Consequently, the municipal government itself is a flexibility mechanism that can moderate the effects of the stable land use planning documents and can accurately plan for agricultural areas through this application process. Overall, Delta's local government takes an active role in the application process, greatly reducing the total number of applications sent to the ALC and retained a significant control over the administration of their land base.

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 and the alienation of farmland.

### Influence of policy regimes

The majority of Delta's legislation and policy documents emphasises farmland preservation. Due to competing land uses in the area, this policy regime is a reoccurring theme in each identified section. Most notably, Delta's 2014 OCP and the 2010 Metro Vancouver RGS provide a strong reference for farmland preservation in the area. As the two strongest legislation documents covering the area, they list strong statements emphasizing the maintenance of parcel size, the reduction in urban-rural conflicts, and discourage non-farm use or subdivision of agricultural lands. As a result, these documents are collectively responsible for 17 high-level statements for farmland preservation and are instrumental in guiding planning decisions in relation to this regime. The strong emphasis of Delta's OCP and Metro Vancouver's RGS on farmland preservation demonstrate that this policy regime is a long-standing value and is at forefront of agricultural land use planning in the area.

Agricultural references in Delta's local area plans are also most relevant to the farmland preservation policy regime. Tsawwassen, for instance, provides high-level statements relating to protecting agricultural lands and minimising urban-rural conflicts. Delta's Agricultural Plan also refers to this regime but only offers medium influence statements regarding the role of the ALC and also discourages non-farm uses of agricultural land. Overall, in comparison to the global competitiveness and food sovereignty regimes, farmland preservation is the most noted policy regime throughout Delta's legislative and policy framework.

Delta's 2011 Agricultural Plan refers more heavily the global competitiveness policy regime. The enforceable policy provides ten high-level "Vision, Goals, Objectives and Recommendations" statements focusing on efficient and expanded agricultural production, access to non-local markets, new technology and research, global market competition, and high

input costs. The plan also provides eight high-level statements referring to the food sovereignty regime. These focus on producing and supporting local food, promoting local food awareness, and implementing “buy local” campaigns. Overall, Delta’s Agricultural Plan is the only document that significantly refers to the global competitiveness and food sovereignty regimes.

#### 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.

Although the majority of Delta’s agriculture consists of large-scale farms, there is nonetheless support for small-lot agriculture within the municipality. For instance, there are currently 374 agricultural lots with less than 5 acres in size in Delta (M. Sangret, Pers. Comm. October 17). These lots are mostly historical properties that have maintained their small parcel sizes despite the introduction of the ALR. As a result, Delta has an existing small-lot agriculture movement and the municipality has made a conscience effort to keep these intact. That is, however, still maintaining a 20 acres minimum lot size policy in an existing attempting to limit any more subdivisions to the area. The rising price of land is also a deterrent to existing small-lot farming operations. Like many municipalities in BC, increased urban pressures and population growth have increased the price of land, deterring profits from small lot farms (M. Sangret, Pers. Comm. October 17).

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

Like many municipalities in BC, the Corporation of Delta is concerned with investors purchasing land with the intent of using for non-farm uses. In Delta, there is a very low proportion of agricultural land that is not used for farming due to the municipality’s strong regulatory framework. According to municipal land use planners, approximately 76% of ALR land in Delta is used for farming (M. Sangret, Pers. Comm. October 17).

#### Food sovereignty

Although many of Delta’s documents refer to the food sovereignty policy regime, it is not a significant and reoccurring theme throughout its legislative framework. The majority of statements can only be classified as medium influence and are less frequent than the statements concerning farmland preservation. Only Delta’s Agricultural Plan provides any significant reference to the food sovereignty movement.

That being said, there is a surprising variety of statements categorised in this policy regime. Although it does not come across as a priority in Delta's legislative documents, the scope of statements identified speaks to how widespread the movement has become and is gaining importance in the region. For instance, Delta's documents refer to all aspects of local food, including "buy local" campaigns, awareness initiatives, and local food production incentives. In addition, the documents refer to how increased urban agriculture, better food security goals, and small-scale farming is an important aspect of agricultural land use planning. Although Delta still lacks powerful statements referring to this relatively new regime, the variety of statements found concerning food sovereignty within its legislative framework illustrates that it is nonetheless a growing issue and concern for the region.

### Stakeholder analysis

The Delta Farmers Institute (DFI) is the most influential stakeholder for agricultural land use planning decisions in Delta. Their mandate is to promote and enhance the agricultural industry in the community of Delta, actively lobby and liaise with members of the Ministry of Agriculture and the Municipality of Delta; and improve relationships between the agricultural industry and the agricultural community in Delta. They have significant influence in the agricultural community and aim to protect farmer interests. While they are the most involved group working with the Corporation of Delta, the DFI is not referenced in the municipality's OCP and Agricultural Plan. Rather, the municipality acknowledges the Delta Agricultural Society (DAS) a smaller and less active group that has much less influence on agricultural land use planning decisions in Delta. According to municipal planners, however, the DFI is the most actively consulted stakeholder and plays a large role in ensuring agricultural interests are represented to council (M. Sangret, Pers. Comm. October 17).

Other stakeholder groups include the BC Potato and Vegetable Growers' Association and BC Fresh. These supplier groups play a role in Delta due to its existing agricultural industry based on vegetable, potato, and forage crops. Since both these groups focus the majority of their efforts on supply and demand of select crops, they seem to have less influence on the planning process. That being said, they are nonetheless influenced by land changes and have enough political power to lobby the municipal government if their interests are at stake.

The Delta Farmland and Wildlife Trust is the most influential stakeholder in Delta. The group runs a variety of programs to help farmers better manage their crops and protect their land from wildlife. In particular, their Winter Cover Crop Stewardship Program aims to help farmers create a beneficial vegetative cover to protect their land from migrating waterfowl and shorebirds. By providing a food source for the birds, they protect local conservation interests and help preserve soil for the following season. The DF&WT also helps cover the cost of this program, which allows more farmers to participate in the program. Due to competing land uses and interests in Delta, this group helps align agricultural and conservation efforts as a means of protecting the long-term viability of agriculture and farmland.

## Conclusion

The legislative framework for protecting farmland within the Corporation of Delta is very strong. The municipality has been very successful in protecting its farmland from a variety of competing land uses due to a strong legislative framework, historic focus on farmland preservation, and high stakeholder involvement. Its legislative framework is stable, minimises uncertainty, accommodates flexibility, and integrates across jurisdictions. The most beneficial principles within the agricultural land use planning legislative framework is Delta's ability to maximize stability. The municipality's OCP, area plans, zoning bylaw, and regional growth strategy are enforceable pieces of with clear references to agricultural land use planning and farmland protection. They are all relatively difficult to modify and can hold up in court challenge. These documents define terms, minimises open-ended conditions, and emphasises planning for agriculture and farmland through clear statements. In addition, the Corporation of Delta has a high level of cooperation between its stakeholders. For instance, the Delta Farmer's Institute (DFI) regularly work with members of the Ministry of Agriculture and the Municipality of Delta to improve the relationship between the agricultural industry and the agricultural community in Delta. As a result, agricultural land use planning in Delta is highly effective and exemplary to other small municipalities in the region.

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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

	<b>Legislative Context (Provincial)</b>	<b>Background</b>	<b>Vision, Goals, Objectives</b>	<b>Local policies</b>	<b>Maps</b>
<b>0</b>	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).



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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 good 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
Level of influence	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