

REPORT TO COUNCIL

Report Number:	CS-014-2021
Department:	Community Services (Planning & Development)
Meeting Date:	June 14, 2021
Subject:	Review on Cannabis Production in support of the Interim Control By-law 20-64

RECOMMENDATION:

Be It Resolved, that Council of Township of Clearview hereby:

- 1) Receive the report CS-014-2021 for information;
- 2) Direct that a public meeting be held for a Zoning By-law Amendment regarding policies and regulations for Cannabis Operations as directed by Council.

BACKGROUND:

Interim Control By-law 20-64

On October 5, 2020 Council passed Interim Control By-law 20-64 to prohibit the establishment of cannabis operations within the Township of Clearview under Subsection 38(1) of the Planning Act, R.S.O. 1990, as amended.

Prior to the passing of the Interim Control By-law, Council passed the following resolution:

"WHEREAS an Interim Control Bylaw is a tool available to Ontario municipalities under Section 38 of the Planning Act to place a temporary freeze on the development of lands while the municipality is studying or reviewing its land use policies; AND WHEREAS a number of properties in municipalities have been identified by Health Canada Certificates for growing cannabis for medical purposes, many of which proceed with limited public input or consultation with municipalities;

AND WHEREAS Clearview Township has received complaints and inquiries relating to existing and emerging cannabis production and processing facilities within the Township;

AND WHEREAS facilities for the production, processing and growing of cannabis are a new and growing land use, which Clearview Township's zoning and land use policies do not adequately address;

AND WHEREAS Staff require time to fully evaluate the implications of facilities for the production, processing and growing of cannabis in Clearview Township, and in turn develop the appropriate land use planning policies and regulations for their location and use;

NOW THEREFORE BE IT RESOLVED THAT

Staff be directed to undertake a study of the land use planning policies in the Township to develop appropriate land use planning policies and regulations for the production, processing and growing of cannabis in the Township; and Staff prepare an Interim Control Bylaw for adoption by Council to restrict for a period of one year the development of cannabis production, processing and growing facilities within Clearview Township, with exemptions for legally existing cannabis operations in order to allow Staff the time necessary to study and develop appropriate land use planning policies and zoning regulations and that such bylaw be brought to Council no later than October 26th to be voted on. Motion Carried (as amended)."

In support of the Interim Control By-law, municipal staff have undertaken a review/study of cannabis operations in order to determine if changes to the Official Plan and Zoning By-law should be incorporated regarding the regulation of cannabis operations.

For added information, to date of passing the Interim Control By-law, the following operations are considered legal within the Township of Clearview:

- 1. Peace Naturals 4491 Concession 12
- 2. Agrifarm 6954 Concession 9
- 3. Farmcare Inc. 2574 Fairgrounds Road South (Micro)
- (Miller Agriculture and Peter Miller Enterprises)
- 4. Peter Miller Enterprises 7930 County Rd 9 (Micro)
- 5. Jason Sims 7990 36/36 Side Road Nottawasaga (Micro) Note we are awaiting confirmation that this operation is existing.
- 6. LifeFood Nutritionals 3001 County Road 124 (Micro) (Sarah Curtosi)

The Issues

At the Council Meeting on October 5th, Council received delegations from Kevin Elwood and Chris Skelton requesting the passing of the Interim Control By-law and identifying some examples of what needs to be considered including the following:

"The Township's Zoning By-Law currently makes no reference to cannabis production. Whether cannabis production facilities should be allowed on an uncontrolled basis on agricultural land. Cannabis-specific By-Law provisions for storage, signage, and minimum distance separation. Prevention of any adverse impacts of cannabis production on nearby or adjacent properties and residents."

They also identified a number of issues being:

- 1. Changing Character of the rural agricultural area
- 2. Odour
- 3. Traffic
- 4. Appearance
- 5. Lighting
- 6. Waste
- 7. Water Use (not obtaining permit to take water)
- 8. Protecting Farmland
- 9. Illegal operations (criminal element)
- *10.Increased Costs for the Municipality and burden to ratepayers*

Council also received a delegation from Konstantine Stavrakos, Solicitor at O'Connor MacLeod Hanna LLP., that spoke to the Township's authority to pass an Interim Control By-law.

In addition to the above delegations, The Township received one hundred and eleven (111) e-mails expressing support for an Interim Control By-law to prohibit cannabis operations and expressing a number of concerns with these facilities in the rural and agricultural area.

Having reviewed the e-mails, the concerns can be summed up in the following list:

- 1. Cannabis processing is an industrial use that doesn't belong in the Rural and Agricultural area
- 2. Cannabis production in the agricultural area damages farm communities
- 3. Taking prime agricultural lands out of production by massive enclosed spaces and paving over these lands
- 4. Fencing
- 5. Security lighting
- 6. Concern for food security
- 7. Surveillance equipment
- 8. Not be allowed to be classified as farm and pay farm taxes
- 9. Concern for water
- 10.Electricity
- 11.Waste disposal and nutrient management

12.Odour
13.Traffic
14.Drainage
15.Dust and pollen pollution
16.Want the Township to regulate through site plan control
17.Require setbacks
18.Visual impact
19.Shipping and receiving and hours of operation - Noise
20.Criminal activity

Staff also received input from a local resident, Jeff Chubry, who lives next to one of the legal production facilities in the Township. He indicated that his main concern was light pollution being emitted 24/7. His secondary concerns are the barbed wire fencing and the use of fans being quite loud. He indicated it is like living beside a factory rather than a farm. He noted that the use of the heppa filters, the odour isn't too bad except during the harvest around October. He also noted that he lives upwind from the facility, so that helps given the north prevailing wind and that the smell is better than liquid manure spreading. He further expressed a concern that with outdoor growing, there should be a setback so that if people do trespass to pick from the field, that they trespass on the growers lands and not the neighbours.

Cannabis Operations

The Federal Government allowed access to cannabis for medical purposes legal in 2001. At that time you required a prescription from your doctor in order to obtain medical cannabis through Health Canada regulations. The original program was replaced in 2014 with the Medical Marijuana Access Program. In June of 2018, the Federal Government legalized recreational cannabis via the passing of The Cannabis Act.

Under the Cannabis Act and its Regulations, licenses can be obtained for:

- 1. Cultivation:
 - a. Micro-cultivation (less than 200m² of growing area)
 - b. Standard cultivation (larger than 200m² of growing area)
 - c. Nursery (for starting material including plants and seeds)
- 2. Processing:
 - a. Micro-processing (using less than 600 kg/year)
 - b. Standard processing (using more than 600 kg/year)
- 3. Sale for medical purposes
- 4. Analytical testing
- 5. Research

Today without a license, a person being 19 years old or older, can legally grow up to four plants per dwelling unit, for their own use only. However, in order to cultivate any more than this, or any cannabis for sale, a license as identified above, is required.

Further, a person with a medical prescription registered with Health Canada may grow their specific amount of cannabis under the old regulations. They can also designation someone else through Health Canada to grow for them. A person may grow for themselves and one other person or may grow for two other persons and not themselves. One grower for two may partner with another grower for two on one site, provided not more than four prescriptions are being grown for.

These growers must abide by all municipal by-laws and regulations.

The Figure 2 below maybe helpful and is directly from the "Cannabis Licensing Application Guide" provided by the Government of Canada.

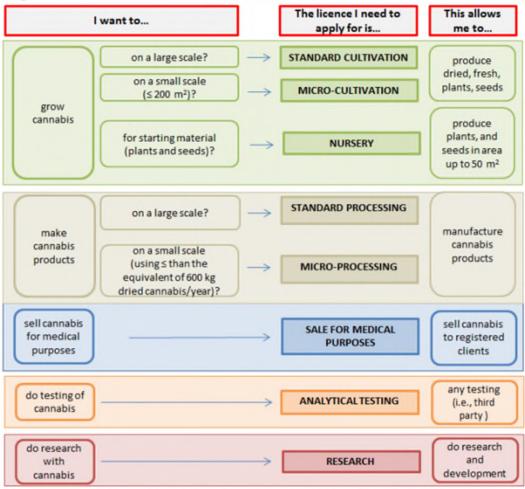


Figure 2: Cannabis Classes and Subclasses of Licences

An analytical testing licence, research licence, industrial hemp licence and cannabis drug licence are other types of licences, but are outside the scope of this guide. For more information on requirements for these licence classes, applicants may refer to the Cannabis Act and its Regulations, and additional guidance published on the Health Canada website.

COMMENTS AND ANALYSIS:

The following is a summary of what some other municipalities have done or have prepared for their consideration. The municipalities that have passed interim control by-laws (Bradford West Gwillimbury, Springwater and New Tecumseth), but have not yet drafted any regulations, have not been included.

Please note that Industrial and Employment zones are generally interchangeable terms.

Municipality	Growing	Processing	Other	
Arnprior	Employment Zone	Employment Zone	100 m to residential and institutional use	
	Zone	Zone	No residential use on the same lot	
			Loading and storage within closed building	
			No retail	
			Noise and odour control	
Aurora	Employment Business Park		150 m from any other zone or sensitive uses (residential, community centres, retirement homes etc.)	
			All processing and packaging within fully enclosed building	
Beckwith	Rural, Agricultural	Rural, Agricultural	70 m setback and 150 m from sensitive uses	
			No open storage	
Brant County	Agricultural, Industrial (indoor)	Agricultural, Industrial	Setback 150 m from residential, institutional, sensitive uses and open space with air treatment and 300 m without	
			Loading parking and security requirements along with light curtains through site plan control and additional requirements which are discussed in more detail under the heading "Up in Smoke Seminar" in this report	

Municipality	Growing	Processing	<u>Other</u>
Brantford	General Industrial site specific		Note – they deleted the use in the Agricultural, Agricultural Employment and Employment Zones
	area being approx. 0.5 km from	area being approx. 0.5 km from	Setback 400 m from residential zones
	residential areas	residential areas	No outside storage of waste soils, plant material, organics or fertilizers
	fully enclosed no	fully enclosed no	Lot coverage – lots over 0.8 ha = 15% and lots under 0.8 ha = 10%
	greenhouses	greenhouses	Planting strip required
Caledon	Industrial (indoor)	Industrial	Setback 150 m from residential, institutional, sensitive uses (schools etc.)
			No outdoor signage
			No outdoor storage
			Loading and delivery in building or rear yard
			Only one facility on a lot
Chatham- Kent	Agricultural (indoor and	Agricultural and Industrial	75 m from sensitive uses and 100 m in Ag and Rural Zones
	outdoor) and Industrial (indoor)		Parking 2 spaces per 3 employees or 1 space/18sqm of floor area for office, whichever is greater, plus 1 space per 1000 sqm of production area
Georgina	Industrial		Draft Zoning:
			Not permitted on undersized lots
			Outdoor cultivation prohibited in Industrial
			Buildings and cultivation setback 150 m from sensitive uses and rural lots less

			 than 0.8 ha in area; 300 m if no air treatment control; and 300 m to schools Max lot coverage 30% Max building height 11 m Outdoor storage prohibited Parking and loading regulations added Max area dedicated to processing research, analytical testing and sale is 2% of the lot area to a max of 10,000 sq m No part of a cannabis production facility can be located within a dwelling unit
Municipality	Growing	Processing	<u>Other</u>
Halton Hills	Industrial and Rural Industrial (indoor) Agricultural and Protected Countryside Zone (outdoor)	Industrial and Rural Industrial (indoor) Agricultural and Protected Countryside Zone (outdoor)	Outdoor growth may be permitted setback 50 m and 150 m from sensitive uses and urban, hamlet and rural cluster areas Parking and Loading requirements
Haldimand County	Agricultural and Industrial (indoor)	Agricultural and Industrial	Setback 150 m from residential, commercial, institutional, open space, sensitive uses, settlement areas for buildings less than 6,967 sq m, 200 m for less than 9,260 sq m and 300 m for greater than 9260 sq m with air treatment 300 m where no air treatment control No dwellings on site No outdoor storage

(gree s) Indu (indo	cultural enhouse and strial por)	Agricultural and Industrial Agriculture	Setback 200 m from sensitive uses Requires an odour abatement protocol Required business licensing inspection and compliance regulations Be operated by or on behalf of the registered owner of the property Added OP Regulations Zoning:
Lincoln Agric	culture	Agriculture	
			Setback 300 m from sensitive uses (res, institutional , OS, schools etc.) 1000 m minimum separation distance between cannabis facilities Min lot area 6 ha 30 m setback for all structures on the property Planting strip requirements Parking 1 space/ 100 sq m and loading inside fully enclosed building No outdoor storage No residential use or any other use permitted on the lot All uses within fully enclosed building

Municipality	Growing	Processing	Other
Norfolk	Agricultural and Industrial	Agricultural and Industrial	70 m setback to residential, institutional and open space ones in Industrial with air treatment control and 150 m in Agricultural 150 m to sensitive uses with air treatment and 300 m without No outside storage
Ottawa	Heavy Industrial, Rural Industrial (inside building not a greenhouse) Light Industrial - Industrial within a building not a greenhouse max 350 sqm Agricultural and Rural (outdoor and greenhouse only)	Heavy Industrial, Rural Industrial (inside a building not a greenhouse) Light Industrial - Industrial within a building not a greenhouse max 350 sqm Agricultural and Rural (outdoor and greenhouse only)	Setback 300 m from sensitive uses No odour nuisance permitted No outside storage Not permitted in a residence
Pelham	AG – Cannabis Indoor only Industrial – Cannabis Indoor only		Parking for indoor use 1 space per 100 sq m Setback for outdoor 300 m to sensitive uses and 100 m for indoor Min lot frontage 200m lot area 3 ha for micro Min lot are for standard processing and cultivation 10 ha

			Max lot coverage 30%
			hax lot coverage 50%
			Min front yard 20 m for micro and 80 m for standard
			Min side and rear yard 15 m except where exhausts to yards 25 m for micro
			Min side and rear yard 40 m except where exhausts to yards 60 m for standard
			Min ext. side yard 20.5 for micro and 980 for standard
			No storage within 30 m of street line any residential lot line
Municipality	Growing	Processing	Other
Pembroke	Industrial	Industrial	Definition of greenhouse specifically excludes cannabis
			Setback 70 m from residential, institutional and sensitive uses (schools, community centes etc.)
Port Colborne	Industrial Indoors Agricultural	Industrial Agricultural and Rural	Ag zone 75 m of frontage and min 3 ha area – max lot coverage varies from 30- 5% as lot are increases
inde	and Rural indoors/		30 m yards except interior at 16m
	outdoors		Setback 150 m from sensitive uses plus planting strip
			Air treatment required
			No light from greenhouses at night
			No outdoor storage
			1 parking space per employee/shift
			Servicing requirements – ie hydrology study

Municipality	Growing	Processing	<u>Other</u>
Ramara (passed Nov 2020)	Industrial, Agricultural and Rural		Setbacks 70 m in Industrial zone to hamlet residential institutional recreation zones and sensitive uses with air treatment and 150 m without
			Setbacks 150 m in Ag and Rural zones to hamlet residential institutional recreation zones with air treatment
			Setbacks 150 m in Industrial
			Setbacks 300 m to sensitive uses without air treatment
			No building with cement floor larger than 200 sq m permitted in Agricultural zone and max of one building
			Outdoor storage prohibited
Severn (draft)	Requires zoning amendment	Requires zoning amendment	Setbacks 150 m from residential, institutional, open space and sensitive uses with air treatment and 300 m without
			No outdoor storage
			No accessory dwelling
Springwate r (draft)	Agricultural	Agricultural	Setback 30 m from all property lines in Agricultural Zones
	Industrial with zoning		150 metres to sensitive land uses
	amendment		No signage permitted
			All uses other than growing must be within an enclosed building
			Site Plan Approval required
West Lincoln	Industrial Requires zoning amendment	Industrial	50 m setback in Agricultural and 45 m in Industrial

in	Security fencing required
Agricultural	No outside storage or growing

Based on the above, there are some regulations that have been implemented by other municipalities that Council may wish to consider. For this purpose, the most restrictive are identified below for consideration. Council can always consider less stringent regulations:

- 1. All uses require a site-specific zoning amendment (Severn)
- 2. Setbacks:
 - a. 300 m to sensitive uses (residential uses, retirement and nursing homes, schools, daycares, parks, community centres) and air treatment required (Brantford)
 - b. 300 m to all other zones and uses without air treatment (Brant, Georgina, Haldimand, Severn)
 - c. 150 metres to all other zones and uses with air treatment (Brant, Ramara)
- 3. 1000 m separation to any other cannabis use or facility (Lincoln) (see an example map for scale, appended to this report)
- 4. No residential uses on the property (Arnprior, Haldimand, Lincoln)
- 5. No outdoor cultivation (Chatham-Kent in Industrial zone)
- 6. No open/outdoor storage (Georgina, Haldimand, Lincoln, Port Colborne, Ramara, Severn)
- 7. Shipping and receiving internal to the building, not a greenhouse or hoop house (Aurora, Brantford, Lincoln)
- 8. Minimum lot area 10 hectares and not permitted on undersized lots (Pelham)
- 9. Maximum lot coverage 5% to 25% depending on lot area (Brantford, Port Colborne)
- 10.Minimum frontage 200 metres (Pelham)
- 11.Maximum area dedicated to processing, research, analytical testing and sales is 2% of the lot area to a maximum of 10,000 sq m in Industrial zones (Georgina)
- 12.Max building size with cement floor 200 sq m (Ramara)
- 13.Planting strip requirements (Brantford, Lincoln, Port Colborne)
- 14.Lighting prohibited at night (Brant, Niagara on the Lake, Port Colborne)
- 15.Parking 1 space per 18 sq m of office plus 1 space per 100 sq m of the rest of the building
- 16.Hydrology study required (Port Colborne)
- 17.Security fencing required (West Lincoln)
- 18.Signage is prohibited (Caledon)
- 19.Business licensing and inspections required (Learnington)

For further information of the 23 municipalities identified above, 15 permitted growing in the Agricultural area; seven did not; and one requires a zoning amendment. Of the seven, two don't have agricultural or rural lands.

Up In Smoke Seminar

Staff also attended the seminar "Up in Smoke" held on April 20th, 2021 by the Golden Horseshoe Food and Farming Alliance and the University of Guelph. You can find the seminar posted on the Appliances website.

The University has embarked on a three-year study to create Best practices for cannabis production in land use planning. Although they have only completed the first year of study, the University indicated that the main issues are odour and lighting nuisances. The object of the Study is how land use planning can mitigate these issues. The University noted that cannabis is an agricultural crop. Their research to date noted that the most common setbacks required my municipalities were 150-300 metres from sensitive uses. They also noted some regulations of interest including 3000 metre separation between cannabis facilities and 75 metres for microproducers. It was also noted that some municipalities require existing greenhouses not be reused for cannabis unless they meet the required setbacks. This would require that cannabis growing be identified as a distinctive crop from other crops. It was also noted that some appeals to the Local Appeal Tribunal have come about due to setbacks that are considered by some growers as too onerous. Further extensions of Interim Control By-laws have also been appealed.

The Director of Planning and Development, Matt Vaughan, for the County of Brant indicated they explored various means of control. They considered business licensing, however this would not regulate the private growers growing under medical permits as they are not considered businesses. They considered a Nuisance By-law, and although they are revisiting this, they recognize that it would rely on establishing some baseline odour studies and extensive costs and scientific elements. Matt also noted that cannabis is a relatively new smell in the agricultural area that people may not yet be used to compared to other odours such as cabbage and hog farms.

They did, however, agree to move forward on zoning regulations. The following are those regulations:

"Notwithstanding any other provision of this By-Law, any Cannabis Production and Processing Use shall be subject to the following provisions:

a) A lot, building or structure or portion thereof used for Cannabis Production and Processing purposes that is equipped with air treatment control situated in Agricultural Zone (A) or Agricultural Employment (AE) Zone, Light Industrial Zone (M2) and Heavy Industrial Zone (M3) shall not be located closer to any Residential *Zone or use, Institutional Zone or use, or Open Space Zone than 150 metres.*

b) A lot, building or structure or portion thereof used for Cannabis Production and Processing purposes that is not equipped with air treatment control situated in the Agricultural Zone (A) or Agricultural Employment (AE) Zone, Light Industrial Zone (M2) and Heavy Industrial Zone (M3) shall not be located closer to any Residential Zone or use, Institutional Zone or use, or Open Space Zone than 300 metres."

Note - Between d) and e) there are some permitted on-farm diversified uses that are not germane to this report and therefore have been omitted.

- "e) Facility operations, including loading spaces and storage, must be located within in a wholly enclosed building or fenced yard. Loading spaces may be located within the rear yard, not adjacent to a street Loading spaces shall not be permitted within any front yard or any yard adjacent to a street.
- *f)* Open storage is prohibited on the property in which the Cannabis Production and Processing is located.
- *g)* All development in relation to the establishment and or expansion to a Cannabis Production and Processing use shall be subject to the Site Plan Control process.
 - a. Including but not limited to the peer review of air treatment control and photometric drawings.
- h) A building or structure used for security purposes for a Cannabis Production and Processing use may be located in the front yard and is not required to comply with the required minimum front yard, side yard and rear yard setbacks.
- *i)* Illumination of Cannabis Production and Processing shall be subject to the requirements of Section 4.20 re: Lighting.

Note - (4.20 Lighting Where private lighting facilities, whether internal or external to any building or structure, are provided in any Zone to illuminate buildings, structures, or uses, they shall be designed to be energy efficient, be directed downwards, and located or arranged to deflect glare away from surrounding residential uses, streets, and the night sky, and to avoid causing nuisance to surrounding property owners, or any confusion with traffic signals.)

- *j)* Cannabis Production and Processing shall only be permitted in the following Zones:
 - (i) Agricultural Zone (A)
 - (ii) Agricultural Employment Zone (AE)
 - (iii) Light Industrial Zone (M2)
 - (iv) Heavy Industrial Zone (M3)
- *k)* Notwithstanding Subsections 4.23 a), b), c) and d) within the Agricultural Zone (A), an on-farm diversified use shall be permitted on the same lot as Cannabis Production and Processing subject to the requirements of Section 6.0 Agricultural (A) Zone.
- *I)* Notwithstanding any provision above, all other provisions of the underlying Zone shall apply."

Peter Miller of our local Agrifarm cannabis production company was also a guest speaker. Peter indicated that the cannabis industry has settled after the initial financial investment fervor. He indicated that running a cannabis facility isn't the windfall that some seem to think it is, however, some who times the stock market well certainly did well. He indicated that the markup by the Province once you sell to them reduces the profit substantially. He indicated that during the initial investment stage through the market into company facilities, than many in Canada were overbuilt and are now empty, particularly in Northern Alberta. He indicated that the supply and demand are now getting close to an equilibrium.

Peter indicated that the vast majority of abuse is from illegal or individual medical licenses suppling the black market. He also indicated that in his ten years of production they have never had a safety or security issue. He indicated that breakins at pharmacies are more of a concern (more frequent).

In regard to municipal regulations, he requested that the legal producers not be overregulated. In regard to micro-grow operations, he indicated that these operations generally don't need any facilities other than a shed to hold their files and records and that they sell to hubs. Peter also indicated that outside growing is the best since the flowers require so much light. He also indicated that the odour is noticeable in August and September.

It was also noted that in Colorado, the use of opioids went down by 15% since they legalized cannabis use.

Agricultural versus Industrial

The policy that has been explored in this report does distinguish and ask the question: At what point is the processing of cannabis not an agricultural use but is more of an industrial use? For instance, using beet farming as an example, minor processing in the Agricultural area, would be to wash, remove the tops and bottoms of the beats and package them into bags to be shipped. However, if these beets were then also to be skinned, sliced and picked or cooked and bottled, this would not be minor processing and may be considered an industrial use. This can be further explored depending on Council's direction. It would be required that these processing facilities be required to be zoned Agriculturally Related Industrial Zone.

Another item to discuss is the size of these processing facilities with the intent to protect agricultural lands for open agricultural production.

The planning policy framework below explores both agricultural and industrial operations.

Farming and Food Production Protection Act, 1998

The Farming and Food Production and Protection Act protects farming operations from municipal By-laws that would restrict normal farm practices that are carried out as part of an agricultural operation.

Staff contacted the Norman Farm Practices Protection Board and as of the writing of this report, there were no decisions of this Board regarding cannabis. There is currently a pending application regarding nuisance effects, but no decision at this time.

Provincial Policy Statement (2020)

A review of the Provincial Policy Statement (PPS) reveals some policies that are relevant to the processing of cannabis, being the following:

Under Part IV: "Vision for Ontario's Land Use Planning System" the PPS states that:

"The Province must ensure that its resources are managed in a sustainable way to conserve biodiversity, protect essential ecological processes and public health and safety, provide for the production of food and fibre, minimize environmental and social impacts, provide for recreational opportunities (e.g. fishing, hunting and hiking) and meets its long-term needs."

Section 1.0 "Building Strong Healthy Communities" states that:

"Ontario is a vast province with urban, rural, and northern communities with diversity in population, economic activities, pace of growth, service levels and physical and natural conditions. Ontario's long-term prosperity, environmental health and social well-being depend on wisely managing change and promoting efficient land use and development patterns. Efficient land use and development patterns support sustainability by promoting strong, liveable, healthy and resilient communities, protecting the environment and public health and safety, and facilitating economic growth."

Section 1.1.4.1 "Rural Areas in Municipalities" states that:

"Healthy, integrated and viable rural areas should be supported by:

f) promoting diversification of the economic base and employment opportunities through goods and services, including value-added products and the sustainable management or use of resources;

i) providing opportunities for economic activities in prime agricultural areas, in accordance with policy 2.3."

Section 2.3.1 "Agriculture" states that:

"Prime agricultural areas shall be protected for long-term use for agriculture. Prime agricultural areas are areas where prime agricultural lands predominate. Specialty crop areas shall be given the highest priority for protection, followed by Canada Land Inventory Class 1, 2, and 3 lands, and any associated Class 4 through 7 lands within the prime agricultural area, in this order of priority."

Section 2.3.3.1 and 2.3.3.2 "Agriculture, Permitted Uses" states that:

"2.3.3.1 In prime agricultural areas, permitted uses and activities are: agricultural uses, agriculture-related uses and on-farm diversified uses. Proposed agriculture-related uses and on-farm diversified uses shall be compatible with, and shall not hinder, surrounding agricultural operations. Criteria for these uses may be based on guidelines developed by the Province or municipal approaches, as set out in municipal planning documents, which achieve the same objectives.

2.3.3.2 In prime agricultural areas, all types, sizes and intensities of agricultural uses and normal farm practices shall be promoted and protected in accordance with provincial standards."

The PPS defines the following uses:

"Agricultural uses: means the growing of crops, including nursery, biomass, and horticultural crops; raising of livestock; raising of other animals for food, fur or fibre, including poultry and fish; aquaculture; apiaries; agro-forestry; maple syrup production; and associated on farm buildings and structures, including, but not limited to livestock facilities, manure storages, value-retaining facilities, and accommodation for full-time farm labour when the size and nature of the operation requires additional employment.

Agriculture-related uses: means those farm related commercial and farm-related industrial uses that are directly related to farm operations in the area, support agriculture, benefit from being in close proximity to farm operations, and provide direct products and/or services to farm operations as a primary activity.

On-farm diversified uses: means uses that are secondary to the principal agricultural use of the property, and are limited in area. On-farm diversified uses include, but are not limited to, home occupations, home industries, agritourism uses, and uses that produce value added agricultural products. Ground-mounted solar facilities are permitted in prime agricultural areas, including specialty crop areas, only as on-farm diversified uses.

Normal farm practices: means a practice, as defined in the Farming and Food Production Protection Act, 1998, that is conducted in a manner consistent with proper and acceptable customs and standards as established and followed by similar agricultural operations under similar circumstances; or makes use of innovative technology in a manner consistent with proper advanced farm management practices. Normal farm practices shall be consistent with the Nutrient Management Act, 2002 and regulations made under that Act."

Section 1.2.6.1 "Land Use Compatibility" of the PPS states that:

"Major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures."

Major facilities include industrial uses and sensitive land uses includes residences, day care centres, and education and health care facilities.

Section 1.3.2.3 "Employment Areas" states that:

"Within *employment areas* planned for industrial or manufacturing uses, planning authorities shall prohibit residential uses and prohibit or limit other *sensitive land uses* that are not ancillary to the primary employment uses in order to maintain land use compatibility.

Employment areas planned for industrial or manufacturing uses should include an appropriate transition to adjacent non-*employment areas.*"

A Place to Grow, Growth Plan for the Greater Golden Horseshoe (May 2019)

Section 2.2.5.7 "Employment" of the Growth Plan states that:

"Municipalities will plan for all employment areas within settlement areas by:

- a) prohibiting residential uses and prohibiting or limiting other sensitive land uses that are not ancillary to the primary employment use;
- c) providing an appropriate interface between employment areas and adjacent non-employment areas to maintain land use compatibility."

Section 2.2.9.3(c) "Rural Areas" states that

"Subject to the policies in Section 4, development outside of settlement areas may be permitted on rural lands for:

- c) other rural land uses that are not appropriate in settlement areas provided they:
 - *i.* are compatible with the rural landscape and surrounding local land uses;
 - *ii. will be sustained by rural service levels; and*
 - *iii. will not adversely affect the protection of agricultural uses and other resource-based uses such as mineral aggregate operations."*

Ministry of the Environment D-6 "Compatibility between Industrial Facilities"

The Ministry of the Environment and Energy produced the D-6 guideline for "the land use planning process to prevent or minimize future land use problems due to the encroachment of sensitive land uses and industrial land uses on one another."

In this Guide, the Ministry identifies three classes of industrial uses and proposed standard setbacks to these uses. The setbacks range from 70 metres for a Class I industrial uses, being the least noxious of industrial type uses; 300 metres for Class II industrial uses; and, 1,000 metres for Class III facilities. The Guidelines also note that the setbacks may be reduced if mitigating measures are imposed.

The Classes are defined below:

"Class I Industrial Facility

A place of business for a small scale, self contained plant or building which produces/stores a product which is contained in a package and has low probability of fugitive emissions. Outputs are infrequent, and could be point source or fugitive emissions for any of the following: noise, odour, dust and/or vibration. There are daytime operations only, with infrequent movement of products and/or heavy trucks and no outside storage. See <u>Appendix A of this</u> <u>guideline</u> for classification criteria and examples to categorize a specific industry.

Class II Industrial Facility

A place of business for medium scale processing and manufacturing with outdoor storage of wastes or materials (i.e. it has an open process) and/or there are periodic outputs of minor annoyance. There are occasional outputs of either point source or fugitive emissions for any of the following: noise, odour, dust and/or vibration, and low probability of fugitive emissions. Shift operations are permitted and there is frequent movement of products and/or heavy trucks during daytime hours. See <u>Appendix A of this guideline</u> for classification criteria and examples to categorize a specific industry.

Class III Industrial Facility

A place of business for large scale manufacturing or processing, characterized by: large physical size, outside storage of raw and finished products, large production volumes and continuous movement of products and employees during daily shift operations. It has frequent outputs of major annoyance and there is high probability of fugitive emissions. See <u>Appendix A of this</u> <u>guideline</u> for classification criteria and examples to categorize a specific industry."

Reducing the potential for future land use conflicts is at the core of land use planning. Land use conflicts are not helpful to the residential property owners but also not good for the future businesses. As such, consulting these guidelines can aid the municipality in considering setbacks for cannabis production.

County of Simcoe Official Plan

Section 3.3.22 "General Development Policies, Emissions" states that:

"Major facilities, such as utility and transportation facilities and corridors, *airports*, sewage treatment facilities, *waste disposal sites*, industrial installations, and *mineral aggregate operations*, and *sensitive land uses* shall be appropriately designed, buffered, and/or separated from each other in accordance with *Provincial* standards and guidelines to prevent unacceptable *adverse effects* from odour, noise, vibration, and other contaminants."

Clearview Township Official Plan (2001)

Some of the Township of Clearview Official Plan policies that may provide some guidance regarding agricultural uses and the processing of those agricultural products are listed below.

Section 2.2.7 "Community Identity" states that:

"It is a primary objective of the Plan to ensure that the governing principle in the consideration of future development applications is the maintenance and enhancement of those cultural and natural heritage systems and resources that provide Clearview's communities, including its agricultural community, with their identity. Accordingly, decisions regarding future development shall maintain consistency with the following development principles:

7. Facilitating, as far as possible, a harmonized interface between residential, commercial and industrial development, and site/subdivision design and/or ensuring that the built-form of new development is consistent with the host community's natural and cultural heritage features and resources."

Section 4.3.1.1 Agriculture, Permitted Uses, Primary Uses" states that:

"The predominant use of lands designated Agriculture shall be for agriculture, including single detached farm dwellings and accessory agricultural buildings (barns/sheds/garages), and conservation, forestry, and/or similar uses which generally maintain the existing parcel size and do not require non-agricultural buildings, structures or any other form of non-agricultural related construction. In addition, industrial/commercial uses directly related and necessary in proximity to agricultural operations, such as greenhouses, estate wineries, cold storage and grain drying facilities, livestock assembly areas, feed mills, seed cleaning plants, agricultural produce warehouses, abattoirs, veterinary clinics and animal husbandry services may be permitted, in accordance with the provisions of Section 4.3.2.7, providing suitable alternate locations within the Rural designation are not available."

Section 4.3.2.7.2 "Agriculturally-related Industrial and Commercial Uses, Locational Criteria" states that:

"In reviewing applications to amend the Zoning By-law to permit a new agriculturally related industrial or commercial use, Council shall consider:

- the need for the proposed use in relation to the availability of existing similar uses within the Township,
- the availability of alternate locations for the proposed use on poorer quality agricultural lands,
- the adequacy of the proposed method of access from existing or proposed roads,
- the adequacy of utilities and municipal services,
- compliance with the Minimum Distance Separation Formulae I and II, and general compatibility of the proposed use in relation to surrounding uses given its nature and visual appearance, and

• any potential noise, odour and/or traffic impacts."

Section 4.8.2.1 also notes a number of requirements that industrial development needs to meet in order to facilitate the development of the lands considering mitigating measures for adverse impacts to adjacent land uses.

Section 8.12.3 "General Development Policies, Single Site Design" states, among other things, that:

"In preparing site-specific residential, commercial and industrial development concepts, the proponent shall endeavor to:

22) Provide landscaping around the perimeter of the parking areas and laneways in accordance with the Landscape Design Guidelines of this section. Use low level screening adjacent to public streets and denser screening (solid fences, coniferous plant material) when adjacent to residential or other sensitive development.

23) Ensure loading bays and garbage storage facilities are located away from public streets or screened through the use of landscaping, walls and buildings.

24) Where outside storage is permitted, screen commercial outdoor storage from public streets and adjacent residential uses. 25) Screen parking areas to avoid illumination of adjacent properties by automobile headlights.

26) Orient continuous sources of noise, vibration, odour and other emissions away from sensitive adjacent uses. Use noise attenuation and other mitigation measures where necessary.

31) Ensure that lighting is not directed to adjacent properties or create a nuisance for adjacent landowners."

Section 8.16 "General Development Policies, Attenuation of Noise, Vibration, Odour and Noxious Emissions" states:

"Where development is proposed which may adversely affect existing uses or be adversely affected by existing uses, the development application shall, when deemed necessary by the Ministry of Environment, County of Simcoe, Township of Clearview and/or other responsible approval authority, be accompanied by a feasibility study that assesses the impacts of odour, noise, vibration, particulate or other emissions in accordance with the relevant Provincial regulations and/or guidelines. Some uses, (e.g. residential, institutional, recreational, commercial) may be sensitive to the odour, noise, vibration or other emissions associated with facilities such as major roads, railway corridors, various types of industry and sewage treatment facilities. The feasibility study shall be prepared to the satisfaction of the Township of Clearview and/or other responsible approval authority and shall include recommendations on how impacts can be mitigated. The approval of a development proposal, where appropriate, shall be subject to appropriate separation distances between conflicting land uses and/or other mitigation recommendations."

PROPOSED PUBLIC MEETING

Staff suggest that the Township proceed to a public meeting on the following regulations:

- 1. The two standard cultivation and processing operations (over 200 m2 of growing area and using more than 600 kg/year) producers in the Township could be zoned a site specific Agriculturally Related Industrial zone.
- 2. Lot coverage provisions: (Port Colborne)
 - a. Maximum 10% on a lot 10 hectares or less
 - b. Maximum 5% on a lot over 10 hectares
- 3. Max area dedicated to processing research, analytical testing and sale is 2% of the lot area to a max of 10,000 sq m (Georgina)
- 4. All new processing facilities be located in the Industrial Zones (Niagara on the Lake, West Lincoln).
- 5. Any outdoor growing, other than a maximum of four plants per household, shall be setback of 30 metres to a property line and any security fencing shall also meet these setbacks.
- 6. Buildings, greenhouses and hoop houses, parking areas and security fencing, shall be setback of 70 metres to a property line. (Minimum D6 Guidelines)
- 7. All growing, buildings, greenhouses and hoop houses and parking areas separation distance of 300 metres to any sensitive land uses (Brant, Georgina, Haldimond, Lincoln, Norfolk, Ottawa, Pelham, Severn) and any security fencing shall also meet these setbacks.
- Growing shall not be permitted on undersized lots, and a minimum lot area shall be 10 hectares and a minimum lot frontage of 200 metres is required. (Pelham)
- 9. All cannabis cultivation and production shall have a separation distance of 1000 metres from any other cannabis facility (Lincoln).
- 10.Building facilities associated with outdoor growing shall be limited in area to 200 square metres, other than the two Agriculturally Related Industrial zoned operations. (Ramara)
- 11.All cannabis operations other than those growing less than 200 square metres on a lot, be subject to site plan control (may include hydrology and servicing studies as needed and landscaping and buffering, etc.)
- 12.All lighting be restricted at night.
- 13.All drying, processing and packaging must be done within a fully enclosed building and cannot take place in a greenhouse or hoop house. (Aurora, Brantford, Lincoln).

- 14.No outside storage of waste soils, plant material, organics or fertilizers (Brantford)
- 15.No part of any production facility can be located within a dwelling unit. (Ottawa, Georgina)
- 16.Where a dwelling is located on site, the facility and all cultivation must be setback 150 metres from the dwelling.

CLEARVIEW STRATEGIC PLAN:

Item 3.1 states to "Identify, support, promote and position Clearview Township as a progressive community within agribusiness cultivation."

COMMUNICATION PLAN:

Once Council has provided direction to staff a public meeting will be held and notice will be distributed in accordance with the requirements of the *Planning Act*.

FINANCIAL IMPACT:

This proposal has no financial impact on the municipality.

REPORT SCHEDULES:

- 1. Appendix A of the D-6-1 Industrial Categorization Criteria
- 2. Example map of an approximate 1000 metre setback using the Peace Naturals and Agrifarm properties
- 3. Example of 70 metre on site setback using the Peace Naturals and Agrifarm properties
- 4. Example of 300 metre setback from sensitive land uses using the area of Peace Naturals and Agrifarm
- 5. Presentation

Prepared by:

Mara Burton, BAA, MCIP, RPP Director of Community Services

Reviewed by:

John Ferguson CAO

D-6-1 Industrial Categorization Criteria

A guide for land use planning authorities on the appropriate distances between industrial areas and sensitive land uses like people's homes and workplaces.

Industria	l categorization criteri	a *			
Category	Outputs	Scale	Process	Operation /Intensity	Possible examples <u>**</u>
Class I	 Noise: Sound not audible off property Dust and/or Odour: Infrequent and not intense Vibration: No ground borne vibration on plant property 	 No outside storage Small scale plant or scale is irrelevant in relation to all other criteria for this Class 	 Self contained plant or building which produces/stores a packaged product. Low probability of fugitive emissions 	 Daytime operations only Infrequent movement of products and/or heavy trucks 	 Electronics manufacturing and repair Furniture repair and refinishing Beverages bottling Auto parts supply Packaging and crafting services Distribution of dairy products Laundry and linen supply
Class II	 Noise: Sound occasionally audible off property Dust and/or Odour: Frequent and occasionally intense Vibration: Possible groundborne vibration, but cannot be perceived off property 	 Outside storage permitted Medium level of production allowed 	 Open process Periodic outputs of minor annoyance Low probability of fugitive emissions 	 Shift operations permitted Frequent movement of products and/or heavy trucks with the majority of movements during daytime hours 	 Magazine printing Paint spray booths Metal command Electrical production manufacturing of dairy products Dry cleaning services Feed packing plant

- Class III
- Noise: sound frequently audible off property
- Dust and/or Odour: Persistent and/or intense

Vibration:

Ground-

vibration can

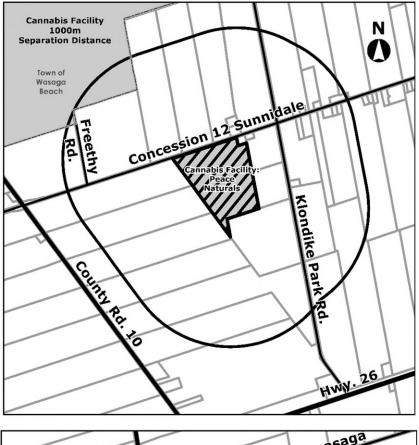
frequently be perceived

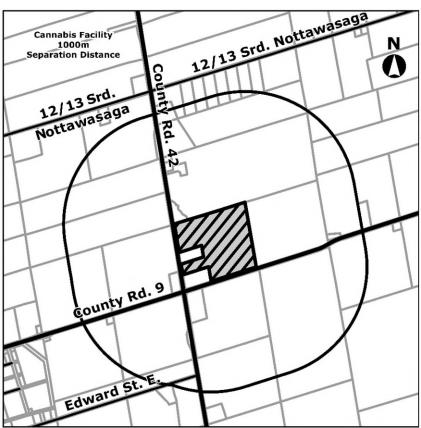
off property

borne

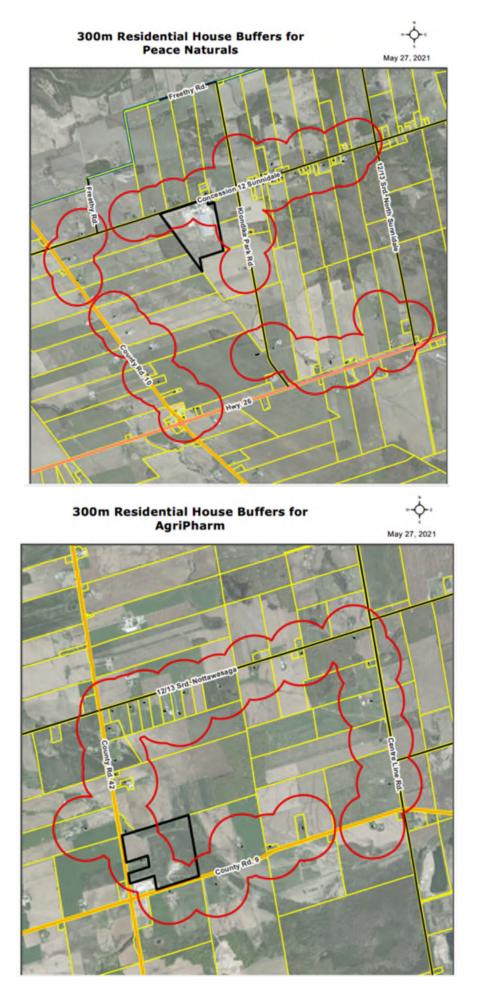
- Outside storage of raw and finished products
- Large production levels
- Open process
- Frequent outputs of major annoyances
- High probability of fugitive emissions
- Continuous movement of products and employees
- Daily shift operations permitted
- Manufacturing of paint and varnish
- Organic chemicals manufacturing
- Breweries
- Solvent recovery plants
- Soaps and detergent manufacturing
- Manufacturing of resins and costing
- Metal manufacturing

Approximate 1000 m setback if used to separate cannabis operations from one another. Peace Natural and Agrifarm are shown.











CLEARVIEW

Review on Cannabis Production in Support of Interim Control By-law 20-64

Background



- On October 5, 2020 Council passed Interim Control Bylaw 20-64 to prohibit the establishment of cannabis operations within the Township of Clearview under Subsection 38(1) of the Planning Act, R.S.O. 1990, as amended.
- Staff undertook to review what other municipalities are doing in an effort to bring forward some options of the Township to consider.

Types of Licenses



- Under the Cannabis Act and its Regulations, license's can be obtained for:
- Cultivation:
 - Micro-cultivation (less than 200m2 of growing area)
 - Standard cultivation (larger than 200m2 of growing area)
 - Nursery (for starting material including plants and seeds)
- Processing:
 - Micro-processing (using less than 600 kg/year)
 - Standard processing (using more than 600 kg/year)
- Sale for medical purposes
- Analytical testing
- Research

Unlicensed Production



- Persons 19 or older can grow 4 plants per dwelling unit for their use only
- Persons with a medical prescription registered with Health Canada may grow their specific amount of cannabis under the old regulations.
 - A person may grow for themselves and one other person or,
 - may grow for two other persons and not themselves.
 - One grower for two may partner with another grower for two on one site, provided not more than four prescriptions are being grown for.
- All growers must abide by all municipal by-laws and regulations.

The Issues



- Changing Character of the rural agricultural area
- Odour
- Traffic
- Appearance
- Lighting
- Waste
- Water Use (not obtaining permit to take water)
- Protecting Farmland
- Illegal operations (criminal element)
- Increased Costs for the Municipality and burden to ratepayers

Public Response



- Although the Township has not yet determined what regulations may be considered, we have received 111 e-mails in support of the passing of the Interim Control By-law and a delegation to Council from Konstantine Stavrakos, Solicitor at O'Connor MacLeod Hanna LLP on behalf of some residents.
- We also received input from Jeff Chubry who lives next to one of Clearview's producers with his personal experience.
- The next step is to determine what regulations we wish to obtain public input on and hold a public meeting.

Concerns raised by local residents



- Cannabis processing is an industrial use that doesn't belong in the Rural and Agricultural area
- Cannabis production in the agricultural area damages farm communities
- Taking prime agricultural lands out of production by massive enclosed spaces and paving over these lands
- Fencing Security lighting Surveillance equipment
- Concern for food security
- Not be allowed to be classified as farm and pay farm taxes
- Concern for water
- Electricity
- Waste disposal and nutrient management
- Odour
- Traffic
- Drainage
- Dust and pollen pollution
- Want the Township to regulate through site plan control
- Require setbacks
- Visual impact
- Shipping and receiving and hours of operation Noise
- Criminal activity

Research



- The Planning Department searched various municipalities and their regulations which are summarized in the staff report
- Staff were hopeful that the University of Guelph would have developed best practises as of the writing of the staff report. However, they have embarked on a three year process and are only in year one.
- U of G has indicated that the main concerns seem to be odour and lighting.

Other Municipalities Regulations



- All uses require a site-specific zoning amendment (Severn)
- Setbacks
 - 400 m to sensitive uses (residential uses, retirement and nursing homes, schools, daycares, parks, community centres) and air treatment required (Brantford)
 - 300 m to all other zones and uses without air treatment (Brant, Georgina, Haldimand, Severn)
 - 150 metres to all other zones and uses with air treatment (Brant, Ramara)
- 1000 m separation to any other cannabis use or facility (Lincoln)
- No residential uses on the property (Arnprior, Haldimand, Lincoln)

Other Municipalities Regulations



- No outdoor cultivation in Industrial zones (Chatham-Kent)
- No open/outdoor storage (Georgina, Haldimand, Lincoln, Port Colborne, Ramara, Severn)
- Shipping and receiving internal to the building, not a greenhouse or hoop house (Aurora, Brantford, Lincoln)
- Minimum lot area 10 hectares and not permitted on undersized lots (Pelham)
- Maximum lot coverage 5% to 25% depending on lot area (Brantford, Port Colborne)
- Minimum frontage 200 metres (Pelham)
- Maximum area dedicated to processing, research, analytical testing and sales is 2% of the lot area to a maximum of 10,000 sq m in Industrial zones (Georgina)
- Max building size with cement floor 200 sq m (Ramara)

Other Municipalities Regulations



- Planting strip requirements (Brantford, Lincoln, Port Colborne)
- Lighting prohibited at night (Brant, Niagara on the Lake, Port Colborne)
- Parking 1 space per 18 sq m of office plus 1 space per 100 sq m of the rest of the building
- Hydrology study required (Port Colborne)
- Security fencing required (West Lincoln)
- Signage is prohibited (Caledon)
- Business licensing and inspections required (Learnington)

Existing Operations



- Peace Naturals 4491 Concession 12
- Agrifarm 6954 Concession 9
- Farmcare Inc. 2574 Fairgrounds Road South (Micro)

(Miller Agriculture and Peter Miller Enterprises)

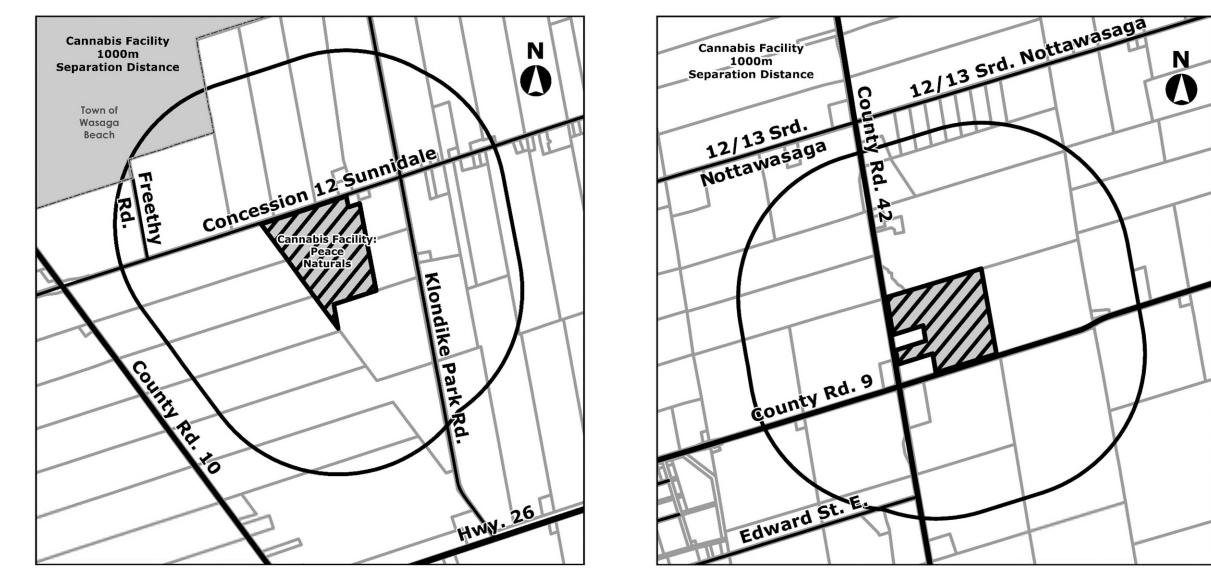
- Peter Miller Enterprises 7930 County Rd 9 (Micro)
- Jason Sims 7990 36/36 Side Road Nott (Micro) Note we are awaiting confirmation that this operation is existing.
- LifeFood Nutritionals 3001 County Road 124 (Micro)

(Sarah Curtosi)

1000 m separation distance visual

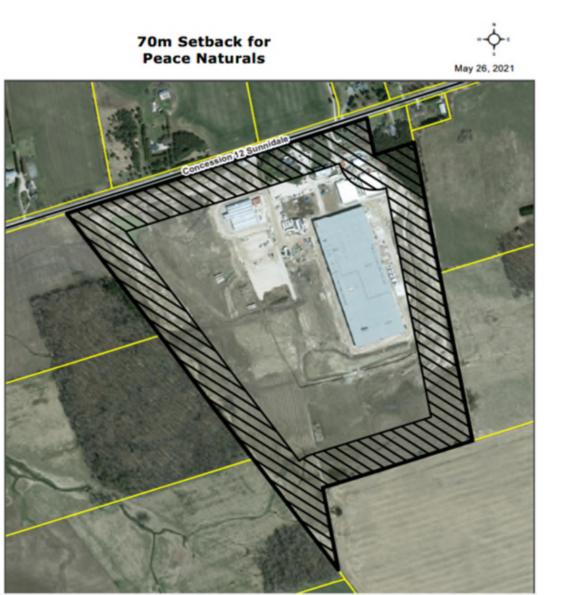


CLEARVIEW



70 m setback





70m Setback for AgriPharm





300 m separation to sensitive uses



CLEARVIEW

May 27, 2021



300m Residential House Buffers for

AgriPharm

300m Residential House Buffers for Peace Naturals



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- 14. No outside storage of waste soils, plant material, organics or fertilizers (Brantford)
- 15. No part of any production facility can be located within a dwelling unit. (Ottawa, Georgina)
- 16. Where a dwelling is located on site, the facility and all cultivation must be setback 150 metres from the dwelling.

- The Planning Department has tried to find the line between allowing producers to produce and also protecting the rights of neighbours.
- Staff are recommending that we now proceed to a public meeting based on these proposed regulations to obtain public input.
- In addition to the newspaper and social media notice, staff will ensure that the legal cannabis growers in the Township also receive notice.



