



Staff Report

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Report To:	Planning and Development Committee		
Date of Meeting:	June 28, 2021	Report Number:	PDS-039-21
Submitted By:	Ryan Windle, Director of Planning and Development Services Andrew		
Reviewed By:	C. Allison, CAO	Resolution#:	PD-207-21
File Number:	PLN 23.8.2	By-law Number:	Recreation
Report Subject:	Vehicle and Trailer Storage Study		

Recommendations:

1. That Report PDS-039-21 be received;
2. That the Study and options outlined by D.M. Wills be referred to staff for inclusion in the Zone Clarington recommendations and upcoming Official Plan Review;
3. That the topic of On-Farm Diversified Uses and guidelines for such uses be referred to the Agricultural Advisory Committee of Clarington for their input; and
4. That all interested parties listed in Report PDS-039-21 and any delegations be advised of Council's decision.

Report Overview

Planning and Development Services Staff were to report back to Council with a summary of what is currently permitted by the Clarington's Official Plan and Zoning By-laws with respect to recreational vehicle storage, and to identify any additional land use categories with the potential for this use; and information on how recreational vehicle storage has been addressed in similar municipalities.

D. W. Mills, the consultant engaged to carryout this work, are reporting their findings, the comments from public consultation to date, and options.

1. Background

- 1.1 In January, Clarington Council approved funding to hire an outside planning consultant to provide options for recreational vehicle storage in Clarington. The consultant was to identify land use designations and policy options with the potential to allow storage of RV's, trailers and boats as a commercial enterprise and report on how the issue of RV storage has been addressed in similar municipalities.
- 1.2 The Municipality retained a consultant, D. W. Mills in early April to prepare a Recreational Vehicle (RV) and Trailer Parking and Storage Study. The purpose of the Study is to analyze whether the existing provisions for the parking and storage of RVs and trailers in rural areas are appropriate and determine whether further policy options are warranted and allowable for RV and trailer parking and storage. The Study was to also identify land use designations and zoned areas where RV and trailer parking and storage may be appropriate. In addition, a scan of other similar municipalities was to be included. For more information on the study process to date, please visit the Municipality's website, <https://www.clarington.net/en/do-business/rv-and-trailer-parking-and-storage-study.asp>
- 1.3 The Consultant is to provide options on how Clarington could make policy and regulatory adjustments to address RV Trailer Parking and Storage Study. **Attachment 1** to this report is the Consultant's Report.
- 1.4 The topic of Commercial Recreational Vehicle Storage was last studied in 2008 as outlined in Addendum Report [PSD-099-08](#) and [PSD-007-09](#). These two reports resulted in changes to the Zoning By-law in both the urban and rural areas of the Municipality and amendments to Official Plan policies to allow for site specific zoning amendments in Urban Residential and Green Space Area designations of the Official Plan.

- 1.5 As outlined in the consultant's report and PSD-007-09, any Official Plan policy amendments to permit commercial outdoor storage areas or recreational vehicles would have to comply with Provincial and Regional policies.
- 1.6 The Provincial Policy Statement (PPS) was updated in 2017 and 2020. The 2017 update included a change from secondary uses to agricultural related and on-farm diversified uses for agricultural lands. The Region's Municipal Comprehensive Review of their Official Plan to bring it into conformity with the PPS is underway. Clarington's Official Plan Review to bring our policies into conformity with the Region's will begin later this year.
- 1.7 In 2016 *Guidelines on Permitted Uses in Ontario's Prime Agricultural Areas* Publication 851 was issued by the Ontario Ministry of Agriculture, Food and Rural Affairs. These guidelines set out criteria to restrict agricultural related and on-farm diversified uses while protecting the primary resource (the soil).

2. Next Steps

Consultant's Report

- 2.1 The key findings, Section 5.0 of the Consultant's study are:
 - **Amendments to Existing Urban Provisions to Enhance Clarity and Function**, this pertains to the zoning by-laws and can be addressed as part of the Zone Clarington process that is underway;
 - **Develop and Implement RV Storage Provisions by Lot Size in the Countryside Area (for personal storage)**, this could be included within the Zone Clarington process;
 - **Develop and Implement Policy Framework for On-Farm Diversified Uses**, this should be addressed in consultation with the Agricultural Advisory Committee of Clarington, Regional and OMAFRA Staff;
 - **Enhance Existing Policy Framework for RV Storage in Employment Areas**, this will have to be reviewed in the context of the Provincial targets for jobs/hectare and as a secondary use in general industrial areas under specific criteria;
 - **Develop Local Policy Framework to Permit RV Storage on Agricultural Lands Located within the Urban Boundary**, this could apply to "fringe" areas where agricultural lands have been incorporated into the urban boundary but are un-serviced and held as "future development".

- 2.2 To address the key findings of the study, it should be referred to staff to be addressed as part of the Zone Clarington process which will be coming back to Council later this year.

Region's Official Plan

- 2.3 The last time Clarington Staff studied recreational vehicle storage as a land use was 2008/9. Since then, changes have occurred to the PPS and the *Guidelines on Permitted Uses in Ontario's Prime Agricultural Areas* which address agricultural related and on-farm diversified uses. In PSD-007-09, there was a recommendation to seek an amendment to the Region's Official Plan to allow for commercial outdoor storage of recreational vehicles subject to criteria in the Major Open Space designation of the Region's Official Plan. Additional work would have been required to provide the justification requested by the Region; however, given the Provincial Policy in place at that time, this option was not pursued.
- 2.4 Staff have initiated a discussion with Durham Region Staff to ensure that commercial RV Storage will be a consideration as part of the Region's Municipal Comprehensive Review currently underway. The dialogue on where commercial RV storage would be allowed has included what is referred to as "edge planning" in the Region's discussion paper. This is the area on the urban fringe that is un-serviced and awaiting development in the future.

On-farm Diversified Uses

- 2.5 Commercial outdoor storage of recreational vehicles is not related to agriculture; however, compatible non-agricultural uses, which meet the *Guidelines on Permitted Uses in Ontario's Prime Agricultural* can be considered providing they meet the criteria spelled out in the guidelines. The consultant has suggested a framework be developed to regulate and permit on-farm diversified uses, which goes beyond recreational vehicle storage. To outline an acceptable local planning framework a set of evaluation criteria including required site alteration, traffic generation, required servicing, agricultural rehabilitation potential, provision of screening and site design will have to be determined.
- 2.6 Staff are recommending that the Agricultural Advisory Committee of Clarington be consulted on compatible on-farm diversified uses and the evaluation criteria to be used as part of such a framework.

3. Concurrence

Not Applicable.

4. Conclusion

- 4.1 It is respectfully recommended that the Study be referred back to Staff to be implemented, where possible, as part of the Zone Clarington project which will see a draft by-law before Council late this year.
- 4.2 Any contemplated changes to Official Plan policies to allow for increased storage on prime agricultural or rural designated lands will require a Durham Region Official Plan policy change. The Region is currently reviewing their Official Plan and the options outlined in the consultant's study will be reviewed with Regional Staff. Through discussion, Staff will be able to determine if this could be addressed through the Region's Municipal Comprehensive Review. If changes occur in the Regional Official Plan, any required Clarington Official Plan policy update would be included as part of our OP Review, set to begin later this year.
- 4.3 The topic of On-Farm Diversified Uses should be referred to the Agricultural Advisory Committee of Clarington for their input on what guidelines should be put in place to protect the resource (the soil) while allowing for additional uses on prime agriculture and rural designated lands.

Staff Contact: Faye Langmaid, Manager of Special Projects, 905-623-3379 x2407 or flangmaid@clarington.net.

Attachments:

Attachment 1 – RV and Trailer Parking and Storage Study Final Report,

D.M. Wills Project Number 21-85154, June 2021

Interested Parties:

List of Interested Parties available from Department.

Clarington

RV and Trailer Parking and Storage Study Final Report

D.M. Wills Project Number 21-85154

D.M. Wills Associates Limited

Partners in Engineering, Planning and
Environmental Services
Peterborough

June 2021

**Prepared for:
Municipality of Clarington**

Submissions Summary

Submission No.	Submission Title	Date of Release	Submissions Summary
1	Draft for Review	June 17, 2021	Submitted for Municipal Staff Review
2	Final Submission	June 22, 2021	Submitted for Planning and Development Committee

This report / proposal has been formatted considering the requirements of the Accessibility for Ontarians with Disabilities Act.

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1.0 Executive Summary

The Municipality of Clarington (Municipality) has retained D.M. Wills Associates Limited (Wills) to undertake a Recreational Vehicle (RV) and Trailer Parking and Storage Study (Study). The Study has been initiated by the Municipality in response to an increased demand for and establishment of commercial RV and trailer parking and storage facilities within the countryside areas of the Municipality.

Key components of the Study included extensive policy research, jurisdictional scans of similar and surrounding municipalities and community consultation, including public surveys and a virtual open house. The information ascertained through the research and public consultation process highlighted the need for enhanced clarity in local planning documents with respect to RV and trailer parking and storage; as well as emphasized the demand for outdoor storage options by residents of the Municipality.

The insights gained from the Study have been utilized to develop a series of findings for addressing RV and trailer parking and storage in the Municipality. While the focus of the Study was on commercial storage facilities in the countryside area, what was most evident throughout the Study is that due to the current prevailing planning policy, immediate solutions to address such are limited. Therefore, certain of the findings presented in this report include options for amending personal storage on private property, in both the urban and countryside areas. Although these options would not serve to directly address commercial storage of RVs and trailers in the countryside area, they may in the interim alleviate some of the storage demand until long-term solutions can be implemented. The options also include long-range and comprehensive planning items that may serve to address commercial RV and trailer parking and storage as part of a larger planning exercise.

Of the various options assessed, those identified as having potential for implementation, and for further examination and consideration by the Municipality include:

1. Amendments to Existing Urban Zoning Provisions to Enhance Clarity and Function.
2. Develop and Implement RV Storage Provisions by Lot Size for Personal Storage in the Countryside Areas.
3. Develop and Implement Local Policy Framework for On-Farm Diversified Uses.
4. Enhance Existing Policy Framework for RV Storage in Employment Areas.
5. Develop Local Policy Framework to Permit RV Storage on Agricultural Lands Located within the Urban Boundary.

This Report summarizes the key findings from the background research, community consultation process, and highlights the identified policy options for addressing RV and trailer parking and storage in the Municipality.

2.0 Introduction

2.1 Project Background

The use of recreational vehicles is on the rise in Canada. According to a report released for the Recreational Vehicle Dealers Association of Canada and the Canadian Recreational Vehicle Association, RV industry retail sales have been on the rise since 2014; with an estimated \$3.8 billion in sales across Canada in 2019.¹ Approximately 14% of all Canadian households own or have access to a recreational vehicle and together the industry provides over \$4.8 billion in value added economic activity to the Canadian economy.

The growth in the industry across Canada appears to also be realized within the Municipality of Clarington. As the industry as a whole continues to grow, so to does the requirement for storage by the residents of the Municipality and surrounding area. Recognizing this demand, several commercial parking and storage operations have been established on private property within the Municipality, particularly within the countryside areas.

At present, commercial parking and storage facilities within the countryside areas are not permitted, save and except through site-specific planning approvals. Personal storage of RVs and trailers within the countryside areas is allowed; however at a commercial scale this is not contemplated or permitted. In recognition of the convergence of these issues, in January of 2021, the Council of the Municipality passed the following resolutions:

“That pre-budgetary approval of up to \$15,000 to hire an outside planning consultant to provide options for recreational vehicle storage in Clarington; and

That Planning Staff report back with a summary of what is currently permitted by the Clarington's Official Plan and Zoning By-laws with respect to recreational vehicle storage, and to identify any additional land use categories with the potential for the use; and information on how recreational vehicle storage has been addressed in similar municipalities.”

In April 2021, D.M. Wills Associates Limited (Wills) was retained to consult on the RV and Trailer Parking and Storage Study (Study) on behalf of the Municipality. The purpose of the Study is to analyze whether existing provisions for the parking and storage of recreational vehicles (RVs) and trailers in the Municipality as they apply in the countryside are appropriate; and through a comparison with surrounding municipalities,

¹ The Portage Group & UrbanMetrics Inc. (2020). *Economic Impact of the Canadian Recreation Vehicle Industry*.
<https://www.rvda.ca/files/RVDA%20Economic%20Impact/2020%20RVDA%20Economic%20Impact%20Update%20-%20FINAL.pdf>

whether further policy and regulatory amendments and provisions could be implemented locally to address the identified issue.

Extensive background research has been conducted as part of the Study in order to establish an understanding of the topic of RV storage as a whole, how it is impacted by governing planning policies and how it has been addressed in other municipalities. The background research also included a review of existing policies and provisions for RV parking and storage in the Municipality, which are summarized in **Section 2.2** below.

Consultation with interested parties has also been a key component to the Study. Public surveys and a virtual open house, together with on-going communication with Municipal Staff, residents and storage facility operators have been integral to defining the concerns and desires of interested stakeholders. **Section 3.0** of this report provides a summary of the background research and public consultation process.

The policy and background research was used to identify options for consideration by the Municipality in addressing commercial RV parking and storage in the countryside area. The series of options, together with those identified as being key findings are provided in **Sections 4.0** and **5.0**.

2.2 Terminology

For the purposes of this Report, the following provides definitions for key terms:

- **Recreational Vehicle (RV):** any vehicle that is predominantly used for recreational purposes, which may include recreational / camping trailers, motorhomes, snowmobiles, boats and all-terrain vehicles (ATVs).
- **Trailer:** any vehicle that is designed to be drawn by a motor vehicle, and may include recreational trailers, utility trailers and flatbed trailers, but does not include truck-transport trailers.
- **Countryside Area:** those lands within the Municipality which are located outside of settlement areas, including lands designated Rural and Prime Agricultural in the Municipality's Official Plan.
- **Rural Lands:** lands considered to be less productive for agricultural use, typically class 4-7 soils, including lands designated Rural in the Municipality's Official Plan.
- **Prime Agricultural Lands:** lands considered to be the most productive for agricultural use, typically class 1-3 soils, including lands designated Prime Agricultural Area in the Municipality's Official Plan.
- **Urban Area:** those lands within the Municipality which are located within settlement areas, including rural settlement areas, and include those lands designated for residential, commercial and employment use in the Municipality's Official Plan.

2.3 Existing Local Policy

The parking and storage of RVs and trailers in the Municipality is governed at a municipal level by three planning documents: the Municipality of Clarington Official Plan, Zoning By-law 84-63 and Zoning By-law 2005-109.

The Municipality of Clarington Official Plan (COP) provides the policy framework and overall vision for land use and development in the Municipality. In general, the policies of the COP promote complete communities, with people-oriented development, together with the protection and creation of jobs and preservation of environmental and agricultural lands.

The two zoning by-laws (ZBL) in effect for the Municipality are applied in conjunction with the COP, and provide the specific standards that govern development. Zoning By-law 2005-109 applies to lands that are located on the Oak Ridges Moraine (ORM). Zoning By-law 84-63 applies to all lands within the Municipality that are located outside of the ORM.

The policies and provisions of the COP and zoning by-laws as they affect both the commercial and personal storage of RVs and trailers, are provided in the below sections. It is noted that the COP underwent a complete review and update in 2017. However, exercises to bring the two zoning by-laws into conformity with the updated COP have not yet been completed. As such, the zoning by-laws may currently provide for regulation which is not consistent with the updated land use vision for the Municipality.

2.3.1 Municipality of Clarington Official Plan

Policies of the COP as they affect the parking and storage of RVs and trailers in the countryside areas as well as open spaces areas are provided in **Table 1**. While not the direct focus of this Study, policies affecting storage options on the employment designated lands of the urban areas are also included to provide a complete policy background, as the impacts of the countryside and urban policies are interconnected.

2.3.2 Municipality of Clarington Zoning By-laws

Current regulatory provisions in the Municipality's Comprehensive Zoning Bylaws (84-63 and 2005-109) provide varying provisions for the storage of RVs and trailers in the urban and countryside areas based on land use zones. These provisions are summarized in **Table 2** below.

Table 1 Existing Official Plan Policies Having Implications for RV Parking and Storage

Official Plan Designation	Storage Policies	Notes
Countryside Area		
Prime Agricultural	May be used for agricultural, agriculture-related and on-farm diversified uses. On-farm diversified uses must be secondary to an agricultural use, limited in area, compatible with surrounding land uses and not conflict with, detract from or hinder agricultural operations.	These policies are provided in Section 13.4 and 13.3.2 of the COP and reflect provincial policy (see Table 3) for permitted uses on prime agricultural lands.
Rural	<p>May be used for agricultural, agriculture-related and on-farm diversified uses. On-farm diversified uses must be secondary to an agricultural use, limited in area, compatible with surrounding land uses and not conflict with, detract from or hinder agricultural operations.</p> <p>May be developed as a non-agricultural use where compatible, do not require large scale modifications of terrain, conform to MDS, are appropriate with lot size, and do not conflict, detract or hinder agricultural operations.</p>	<p>These policies are provided in Section 13.5 and 13.3.2 of the COP and reflect the provincial policy (see Table 3) for permitted uses on rural lands.</p> <p>Non-agricultural uses only permitted on rural designated lands which are not considered to be prime agricultural, and are subject to a site-specific zoning by-law amendment.</p>
Open Space System		
Environmental Protection	Development is not permitted in the Environmental Protection Areas, with certain exceptions for forest, fish and wildlife management; conservation and flood or erosion control; transportation, infrastructure and utilities and low intensity recreation.	<p>These policies are provided in Section 14.4. and 3.4.8 of the COP.</p> <p>Environmental Protection areas include natural heritage features and hydrologically sensitive features and a 30-metre vegetative protection zone.</p>

Official Plan Designation	Storage Policies	Notes
Natural Core Area, Oak Ridges Moraine	Development is not permitted in the Natural Core Area of the ORM, with certain exceptions for agricultural uses, low intensity recreation, unserviced parks and uses related to fish, wildlife and forest management conservation projects, and flood and erosion control projects.	These policies are provided in Section 14.5 of the COP.
Natural Linkage Area, Oak Ridges Moraine	Development is not permitted in the Natural Linkage Area of the ORM with exceptions for agricultural uses, home-based occupations, home industries, bed and breakfast establishments, farm vacation homes, low-intensity recreational uses, unserviced parks, and uses related to fish, wildlife and forest management, conservation projects, and flood and erosion control projects.	These policies are provided in Section 14.6 of the COP. While home industries are permitted, the definition of home industries in the COP does not include commercial storage.
Green Space	Development is only permitted for conservation and recreational uses.	These policies are provided in Section 14.7 of the COP. Major recreational uses are only permitted by site-specific amendment to the Official Plan.
Waterfront Greenway	Development is only permitted for recreation, tourism, conservation and agriculture.	These policies are provided in Section 14.8 of the COP. Marinas and major recreational uses are only permitted by site-specific amendment to the Official Plan.

Official Plan Designation	Storage Policies	Notes
Employment Areas		
Business Parks	Development is intended for employment intensive uses with a high standard of building design and landscaping. A minimum of 30 jobs per gross hectare is required.	These policies are provided in Section 11.4 of the COP and are consistent with provincial and regional direction (see Table 3).
Prestige Employment Areas	Development is intended for employment intensive uses with a high standard of building design and landscaping, specifically offices, research buildings, commercial and technical schools and light industrial uses. A minimum of 30 jobs per gross hectare is required.	These policies are provided in Section 11.5 of the COP and are consistent with provincial and regional direction (see Table 3).
Light Industrial Areas	Development is intended for manufacturing, assembling, processing of raw materials, fabricating, repairing, research and development and warehousing. Outdoor storage is permitted only as an ancillary use to a main building. A minimum of 30 jobs per gross hectare is required.	These policies are provided in Section 11.6 of the COP. Outdoor storage is limited to a size 25% of the main building.
General Industrial Areas	Development is intended for manufacturing, assembling, processing of raw materials, fabricating, warehousing, repair and servicing operations. Outdoor storage is permitted only as ancillary use to a main building.	These policies are provided in Section 11.7 of the COP. Outdoor storage may be to a size 100% of the main building.

Table 2 Existing Zoning Provisions for Indoor and Outdoor Storage of RVs and Trailers

Zone Category	Storage Provisions	Notes
Zoning By-law 84-63		
Urban Residential Zones (R1, R2, R3, R4)	<p>A maximum of one (1) RV or trailer may be parked on a property.</p> <p>RVs or trailers less than 5.5 metres in length or 2.4 metres in height may be parked on a driveway.</p> <p>RVs or trailers less than 6 metres in length or 2.9 metres in height may be parked in a side or rear yard, subject to setback requirements.</p> <p>RVs or trailers greater than 5.5 metres in length or 2.4 metres in height may only be parked on a driveway for a period not exceeding 120 hours in one calendar month, and must be 0.5 metres from the street line.</p> <p>Indoor storage is permitted within a garage, carport or other permitted accessory structure and is not limited by number of RVs and trailers.</p>	<p>These provisions are outlined in Section 3.16 of the ZBL (Parking Area Regulations), subsection (m) and are intended to apply to personal storage/parking of RVs and trailers on private property.</p>
Rural Residential (RC, RE, RH, RM, RS) and Agricultural Zones (A)	<p>A maximum of three (3) RVs or trailers may be parked on a property.</p> <p>RVs or trailers may be parked on a driveway or within a side or rear yard, subject to setback requirements.</p> <p>Indoor storage is permitted within a garage, carport or other permitted accessory structure and is not limited by number of RVs and trailers.</p> <p>Commercial storage is not contemplated as a permitted use.</p>	<p>These provisions are outlined in Section 3.16 of the ZBL (Parking Area Regulations), subsection (m) and are intended to apply to personal storage/parking of RVs and trailers on private property. Provisions for permitted uses are provided in Sections 6, 7, 8, 9, 10, and 11.</p>

Zone Category	Storage Provisions	Notes
Commercial and Industrial Zones (C1, MU, C2, C3, C4, C5, C6, C7, C8, C9, OC, M1, MO1, MO2, ML1, ML2, M-1, M-2, MP3, MP4, M2, M3)	<p>Outdoor RV and trailer storage is only permitted as a right in the General Industrial (M2) Zone, provided it is located in a rear or interior side yard and appropriately screened from adjacent residential uses and public streets.</p> <p>Indoor RV and trailer storage is only permitted as a right in the Light Industrial (M1) and General Industrial (M2) Zones as a warehouse.</p>	These provisions are provided in Section 24.1 and 24.3 of the ZBL and are intended to provide direction for commercial storage operations. Permitted uses for commercial and industrial zones are provided in Sections 16 through 25.
Zoning By-law 2005-109		
Rural Settlement (RS1) and Agricultural Zones (A)	A maximum of three (3) RVs or trailers may be parked on a driveway, side or rear yard.	These provisions are outlined in Section 6.7 of the ZBL and are intended to apply to personal storage/parking of RVs and trailers on private property.

3.0 Research Background

The background research for the Study included a detailed policy review, as well as a jurisdictional scan of similar and surrounding municipalities. A summary of the policy review and findings from the jurisdictional scan are provided in the proceeding sections.

The background research was also supplemented by public consultation, to identify what the particular concerns, wants and needs are of the residents of the Municipality, including those who may currently operate storage facilities. Key insights provided from the public consultation process, including a description of mechanisms employed, are also provided in the following sections of this Report.

3.1 Policy Review

Land use planning decisions are required to be consistent with the Provincial Policy Statement, 2020 (PPS) and conform, or not conflict, with A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020 (Growth Plan), the Greenbelt Plan, 2017 (GBP), the Oak Ridges Moraine Conservation Plan, 2017 (ORMPC), the Region of Durham Official Plan (DROP) and the COP. Each of these governing documents provides different policies which impact how lands may be utilized. The policies and their implications for RV and trailer parking and storage are summarized in **Table 3** below.

In general, these documents outline a policy framework which promotes the protection of employment lands for high-intensity employment uses and the preservation of resources of value, including prime agricultural lands and natural heritage features. As noted in the table below, with respect to prime agricultural lands, the policies of these planning documents only permit development of such for agriculture, agriculture-related and on-farm diversified uses. Commercial development is not recognized as permitted on prime agricultural lands. Similarly, the policies of these planning documents restrict development in and adjacent to natural heritage features, so as to protect the feature and their ecological function.

The policies of these planning documents also promote building complete communities, which includes providing employment opportunities in urban areas. As such, these policies promote the establishment of high-employment generating uses on employment lands, including commercial and industrial designated lands. As per the COP, employment uses are to achieve a minimum of 30 jobs per gross hectare, especially on lands within the Prestige Employment, Business Park and Light Industrial designations. Storage facilities, typically being of low-employment generation, are likewise not contemplated or promoted for establishment on employment lands.

These policies, when applied together, limit the options for establishing commercial storage facilities in a manner which respects and conforms to the governing planning legislation; and restricts the options for permitting such in accordance with provincial, regional and local direction.

Table 3 Provincial, Regional and Local Policy Having Implications for RV and Trailer Parking and Storage by Land Category

Land Category	PPS	Growth Plan	GBP	ORMCP	DROP	COP	Overall
Prime Agricultural Lands	To be protected for long term use for agriculture. May be used for agriculture, agriculture-related and on-farm diversified uses. Non-agricultural uses permitted subject to meeting certain criteria as outlined in Section 2.3.6.1.	To be protected for long term use for agriculture. May be used for agriculture, agriculture-related and on-farm diversified uses. Where agricultural uses and non-agricultural uses, interface, compatibility is to be achieved by avoiding, minimizing and mitigating adverse impacts on the Agricultural System.	May be used for agriculture, agriculture-related and on-farm diversified uses, including home industries. On-farm diversified uses are to be in accordance with provincial guidelines (Publication 851). Land uses are to comply with MDS and avoid, minimize and mitigate impacts on the Agricultural System.	May be used for agriculture, agriculture-related and on-farm diversified uses. Outside of Natural Core areas, may be used for home industries, which include RV storage where it is located on a farm (see definition of home industry, Section 3 of ORMCP).	May be used for agriculture, agriculture-related and secondary uses ¹ , however such secondary uses are limited to home occupations/businesses, bed and breakfast establishments and farm vacation homes unless the area municipal Official Plan has been amended. Non-agricultural uses are limited to forest, fish and wildlife management, conservation, infrastructure, aggregate extraction and existing uses.	May be used for agriculture, agriculture-related and on-farm diversified uses. On-farm diversified uses are only permitted provided it is secondary to an agricultural use, limited in area, compatible with surrounding land uses and does not conflict with, detract from or hinder agricultural operations.	May only be used for agriculture, agriculture-related and on-farm diversified uses, including home industries, and must be compatible with the agricultural landscape.

Land Category	PPS	Growth Plan	GBP	ORMCP	DROP	COP	Overall
Rural Lands	<p>May be used for a permitted on-farm diversified use, home industry, resource based recreational uses or other rural land uses. However, rural settlements are the preferred location for growth in the overall rural area. Diversification of the rural economy is promoted.</p>	<p>May be used for resource-based recreational uses or other rural land uses where compatible with the rural landscape and surrounding land uses and will be sustained by rural service levels.</p>	<p>May be used for on-farm diversified uses in accordance with provincial guidelines (Publication 851). Non-agricultural uses may be permitted where appropriate and where there are no impacts to natural heritage features or functions. Land uses are to comply with MDS and avoid, minimize and mitigate impacts on the Agricultural System.</p>	<p>Outside of Natural Core areas, including within Natural Linkage areas, may be used for home industries, which include RV storage where it is located on a farm (see definition of home industry, Section 3 of ORMCP).</p> <p>Outside of Natural Core and Natural Linkage areas, may be used for on-farm diversified uses.</p> <p>Outside of Natural Core and Natural Linkage areas, may be used for small scale-commercial and industrial uses where supportive of surrounding land uses and do not require large-scale modification of terrain or large-scale buildings and structures.</p>	<p>May be used for agriculture, agriculture-related and secondary uses¹, however such secondary uses are limited to home occupations/businesses, bed and breakfast establishments and farm vacation homes unless the area municipal Official Plan has been amended.</p> <p>Non-agricultural uses are limited to forest, fish and wildlife management, conservation, infrastructure, aggregate extraction and existing uses.</p>	<p>May be developed as an on-farm diversified use, provided it is secondary to an agricultural use, limited in area, compatible with surrounding land uses and does not conflict, detract or hinder agricultural operations.</p> <p>May be developed as a non-agricultural use where compatible, do not require large scale modifications of terrain, conforms to MDS, be appropriate with lot size, do not conflict, detract or hinder agricultural operations.</p>	<p>May only be developed as an on-farm diversified use / home industry; or as a non-agricultural use where large scale modifications of terrain or buildings are not required. Must be compatible with agricultural operations.</p> <p>Home industries must demonstrate that they comply with the provisions for such in the DROP and COP.</p>

Land Category	PPS	Growth Plan	GBP	ORMCP	DROP	COP	Overall
Environmental Features	Development and site alteration is not permitted in significant wetlands and significant coastal wetlands. Development may only be permitted in certain other significant features where it has been demonstrated there will be no negative impact.	Development and site alteration is not permitted in key natural heritage features or key hydrologic features. ²	Development and site alteration is not permitted in key hydrologic features or in key natural heritage features within the Natural Heritage System.	Development and site alteration is not permitted in key natural heritage features and key hydrologic features.	Development and site alteration is not permitted in key natural heritage features and hydrologic features.	Development and site alteration is not permitted in the Environmental Protection Areas, or natural heritage features and hydrologically sensitive features. ³ Development is not permitted in the Natural Core Area of the ORM. Development and site alteration is not permitted in the Natural Linkage Area of the ORM.	Development and site alteration is not permitted within key features.

Land Category	PPS	Growth Plan	GBP	ORMCP	DROP	COP	Overall
Buffer Zones (to Environmental Features)	Development and site alteration is only permitted adjacent to significant features where it has been demonstrated there will be no negative impact.	Development and site alteration is not permitted in vegetative protection zone, with exceptions for expansions of on-farm diversified uses. ²	Development and site alteration is not permitted in any associated vegetative protection zone.	Development and site alteration is not permitted in any associated vegetative protection zone.	Development and site alteration is not permitted in any associated vegetative protection zone.	Development is not permitted in the Environmental Protection Areas, including the vegetation protection zone ³ .	Development is not permitted in the vegetative protection zone associated with environmental features.
Employment Lands	To be protected for current and future uses.	To be protected for appropriate employment use with focus on increasing employment densities.	NA	NA	To maximize employment potential.	To actively achieve higher employment densities (minimum 30 jobs per gross hectares), especially in Business Parks and Prestige Employment Areas.	May be developed for a variety of employment uses but are typically promoted for use by high employment densities.

1. Durham Region is currently completing a Municipal Comprehensive Review (MCR). Through the MCR, it is currently proposed that the provisions for secondary uses be updated to on-farm diversified uses.

2. Policies pertaining to key natural heritage features are not yet in effect. These policies will come into effect once the Natural Heritage System is implemented in the Region of Durham Official Plan.

3. Policy currently under appeal in the Municipality of Clarington Official Plan.

3.2 Jurisdictional Scan

Eleven (11) municipalities were included in the jurisdictional scan for the Study, including the following:

- Durham Region
 - Ajax
 - Brock
 - Oshawa
 - Scugog
 - Whitby
- Town of Lindsay (Kawartha Lakes)
- Port Hope (Northumberland County)
- Cavan-Monaghan (Peterborough County)
- Georgina (York Region)
- City of Belleville
- City of Quinte West

Provisions for outdoor storage varied across all municipalities assessed. Most municipalities (10/11) recognized outdoor storage as a permitted use in either an industrial or commercial zone; save and except the Town of Lindsay, where outside storage is prohibited. Outdoor storage was largely recognized as a general use, and not specifically defined for RV and trailer storage. Where permitted in industrial and commercial zones, outside storage was required across all municipalities to be accessory to the main use. Specific setback, buffering and lot coverage regulations were also introduced in many municipalities, to varying degrees.

Most municipalities (9/11) also recognized outdoor storage as permitted on a private residential property, subject to certain restrictions. Restrictions varied across municipalities, but generally included restrictions on:

- Number of RVs and trailers;
- Size of RVs and trailers; and
- Location (side or rear yard).

The number of RVs and trailers permitted by the municipalities also varied. Between 1 and 2 were generally permitted in the urban area, with between 2 and 6 permitted in countryside areas. Other approaches, as an alternative to specifying the number of RVs

permitted, included restricting RVs and trailers based on lot coverage. A summary of the jurisdictional scan is provided in **Appendix A**.

3.3 Public Consultation Findings

As part of the Study, a landing page was created on the Municipality's website to provide a dedicated resource page for those interested in the Study to gather information. The landing page was published in early April, and was updated to provide links to the online surveys, discussed further below. Information on the virtual public open house, also detailed below, was likewise published on the landing page. Notice of the Study, surveys and virtual public open house was also provided on the Municipality's online newsfeed. Updates on the Study and public feedback and consultation opportunities were also provided through the Municipality's Planning Updates.

Two online surveys were released to gather input on RV and trailer parking and storage. These surveys were published on the Municipality's website in April, and closed in May 17, 2021. Notice of the surveys was provided via the Municipality's online newsfeed, Planning Updates and in the local newspaper. Direct mailings were also issued to a list of interested parties, as informed by the Municipality.

The first survey was designed to collect general public feedback on the demands and challenges for RV and trailer parking and storage in the Municipality. The survey received 287 responses.

Key insights from the survey for the general public are outlined in **Table 4** below.

Table 4 Key Insights from Public Survey

Insights from Survey Takers	Data Indicator
Average Number of RVs or Trailers Owned	2.07
Storage of at least one (1) RV or trailer on Personal Property	48.1%
Storage of at least one (1) RV or trailer at Storage Facility (commercial and non-commercial)	86.4%
Storing at Private (non-commercial) Facility	78.8%
Using Indoor Storage	8%

Those survey takers who live in an urban area were more likely to store their RV or trailer elsewhere; versus those who lived in the countryside area. Proximity to the home location, as well as cost, were noted as the two most important factors in RV and trailer storage, with outdoor storage being the most prevalent storage type utilized, as indicated by survey participants. Majority of participants in the survey (69%) indicated storage was hard to come by within the Municipality.

The second survey was designed to collect feedback specifically from the operators of RV and trailer storage facilities. The survey received 20 responses. Accounting for anomalies in the data, the information gathered indicated that upwards of 670 RVs and trailers were stored by the 20 respondents; with mean and media storage numbers being 35 and 12, respectively. Most respondents to this survey also indicated a desire to increase storage capacity, with a cumulative total of 2,103 desired storage spaces. The mean and median desired storage numbers as indicated by the respondents were 111 and 25, respectively. These numbers were specific to outdoor storage, and did not capture indoor storage provided or desired by operators. Similar to the general public, respondents to the operator survey generally agreed (75%) that storage in the Municipality was hard to come by.

A virtual open house was also held on May 12, 2021, and was advertised using the same mechanisms as described above. The open house had over 60 participants, generally identifying as members of the public with a few RV storage providers also in attendance.

The commentary from those participating in the open house generally echoed that which was received through the surveys. Key concerns expressed at the open house included the following:

1. Storage demand is exceeding supply.
2. RV Storage is part of a larger economic industry that helps support local businesses.
3. Some equity amongst businesses in the urban versus the countryside areas may need to be considered.
4. Aesthetics are a required consideration in both the urban and countryside areas.
5. Storage on agricultural land is desired.

Polls issued at the conclusion of the open house also indicated that of those participating, 90% believed the existing provisions in the countryside area were too strict, with 61% indicating the same for the urban area. Approximately 89% also indicated that they either agree or strongly agree that the Municipality needs more parking and storage opportunities for RVs and trailers.

4.0 Identified Options

Based on the background review and comments received during public consultation, several options for amending the existing policy framework were identified for consideration. While it is recognized that the focus of the Study was to identify options to address commercial storage in the countryside areas, the background review confirmed that immediate solutions that maintain conformity with prevailing policy are highly limited.

Therefore, in order to provide more readily achievable policy options for addressing or otherwise alleviating RV and trailer parking and storage in the countryside areas, options regarding personal storage and enhancements to storage opportunities in the urban area were also identified for consideration. These options are intended to complement the longer-term options that would address commercial storage in the countryside areas.

All policy options reasonably considered throughout the course of the Study are presented in **Table 5** below, which outlines the benefits, drawbacks, implementation mechanism and potential timing for each. Policy options are generally intended to address outdoor storage, as indoor storage has not been identified as an item of concern to the Municipality, and was likewise deemed a low priority during the public consultation process. The summary table also indicates which key conclusions are preferred for further evaluation and consideration by the Municipality. The key conclusions are further discussed in **Section 5.0**.

Table 5 Evaluation of Proposed Policy Options

Policy Option	Benefits	Drawbacks	Implementation	Considered Feasible for Implementation
<p>1. Maintain Status Quo.</p>	<p>No additional resources required.</p> <p>No additional information sharing required for Staff and public to understand new provisions.</p>	<p>Does not address existing land use concerns.</p> <p>Does not address comments received from public consultation.</p>	<p>None. Maintain existing policies and provisions.</p>	<p>No – does not resolve existing conditions.</p>
<p>2. Increase Permitted Number of RVs and Trailers Stored Outdoors in Urban Areas (Personal).</p>	<p>Enables owners to utilize their own property for storage. May alleviate some demand for commercial storage in the countryside area.</p>	<p>May negatively impact aesthetics of urban areas.</p> <p>Does not address comments received from public consultation indicating that storage on personal property in the urban areas is not overly desired given aesthetic and functional concerns.</p> <p>Would be expected to have minimal overall impact to addressing the demand for storage facilities.</p>	<p>Zoning By-law Amendment Immediate/Short-term.</p>	<p>No. However, amendments to other provisions could be considered.</p> <p>See Section 5.0 – Recommendation 1.</p>

Policy Option	Benefits	Drawbacks	Implementation	Considered Feasible for Implementation
<p>3. Increased Permitted Number of RVs and Trailers Stored Outdoors in Countryside Area (Personal).</p>	<p>Enables owners to utilize own property for storage. May alleviate some demand for commercial storage in the countryside area.</p> <p>Addresses public comments received that outdoor storage is needed and should be permitted in the countryside area.</p>	<p>May negatively impact aesthetics depending on number permitted and property size.</p> <p>Potential for impact to agricultural resources, depending on scale. Also potential for impact to natural heritage resources if not otherwise identified and protected in the COP and Zoning By-laws.</p> <p>While anticipated to alleviate some level of demand for storage facilities, would not serve to address the long-term use of countryside properties for commercial storage.</p>	<p>Zoning By-law Amendment – Immediate/Short-term.</p>	<p>Yes – subject to provisions.</p> <p>See Section 5.0 – Recommendation 2.</p>
<p>4. Permit Commercial Storage in the Countryside Area.</p>	<p>Addresses public comments received that outdoor storage is needed and should be permitted in the countryside area.</p>	<p>May negatively impact aesthetics.</p> <p>Potential for impact to agricultural resources, depending on scale. Also potential for impact to natural heritage resources if not otherwise identified and protected in the COP and Zoning By-laws.</p> <p>Potential to conflict with provincial and regional policy as per Section 3.0 if not established as an on-farm diversified use recognized by the DROP.</p>	<p>Official Plan Amendment – through Official Plan Update.</p> <p>Zoning By-law Amendment – through Zone Clarington.</p>	<p>Yes – subject to provisions and only as an on-farm diversified use.</p> <p>See Section 5.0 – Recommendation 3.</p>

Policy Option	Benefits	Drawbacks	Implementation	Considered Feasible for Implementation
<p>5. Permit Commercial Storage on small Countryside Lots used primarily for residential purposes.</p>	<p>Addresses public comments received that outdoor storage is needed and should be permitted in the countryside area.</p> <p>Provides an alternative land use for small lots (e.g. less than 5 acres) that may not be functional for agriculture.</p>	<p>May negatively impact aesthetics and create other land use incompatibility concerns.</p> <p>Potential for impact to agricultural resources, depending on scale. Also potential for impact to natural heritage resources if not otherwise identified and protected in the COP and Zoning By-laws.</p> <p>Potential to conflict with provincial and regional policy as per Section 3.0 if not established as an on-farm diversified use recognized by the DROP.</p> <p>May lead to increased fragmentation of the agricultural land base.</p>	<p>Official Plan Amendment – through Official Plan Update.</p> <p>Zoning By-law Amendment – Immediate or through Zone Clarington.</p>	<p>No – policy only permits such use to be established as an OFDU, which is not likely to be feasible on smaller lots, as the primary agricultural use is likely not existent.</p>
<p>6. Implement a Rural Zone that reflects the Rural Lands designation and Permits Commercial Storage.</p>	<p>Addresses public comments received that outdoor storage is needed and should be permitted in the Countryside Area.</p> <p>Provides an alternative land use on lands that may not be prime agricultural.</p>	<p>May negatively impact aesthetics.</p> <p>Potential for impact to agricultural resources, depending on scale. Also potential for impact to natural heritage resources if not otherwise identified and protected in the COP and Zoning By-laws.</p> <p>Potential to conflict with provincial and regional policy as per Section 3.0 by fragmentation of the greater agricultural area.</p>	<p>Official Plan Amendment – through Official Plan Update.</p> <p>Zoning By-law Amendment – through Zone Clarington.</p>	<p>No – potential for fragmentation of land base presents obstacle to policy conformity.</p>

Policy Option	Benefits	Drawbacks	Implementation	Considered Feasible for Implementation
<p>7. Expand Employment Zones where Commercial Storage would be Permitted, including Commercial Storage as a secondary use.</p>	<p>Addresses public comments that additional outdoor storage is needed.</p> <p>Preserves agricultural and natural heritage resources and lessens opportunity for conflict and impacts on these resources.</p> <p>Directs development to settlement areas in accordance with the provincial, regional and local planning policy of Section 3.0.</p>	<p>Does not address public comments that outdoor storage is needed and should be permitted in the countryside area.</p> <p>Potential to conflict with provincial, regional and local planning policy as per Section 3.0 if established on lands intended for higher employment densities.</p> <p>Potential to result in higher storage costs which was indicated by the public as a primary factor in choosing storage facilities.</p>	<p>Official Plan Amendment – Immediate or through Official Plan Update.</p> <p>Zoning By-law Amendment – Immediate or through Zone Clarington.</p> <p>Temporary Use By-law.</p>	<p>Yes – subject to provisions to ensure minimum employment densities can be met.</p> <p>See Section 5.0 – Recommendation 4.</p>
<p>8. Permit Commercial Storage as a Temporary Use in Employment Area.</p>	<p>Addresses public comments that additional outdoor storage is needed.</p> <p>Preserves agricultural and natural heritage resources and lessens opportunity for conflict and impacts on these resources.</p> <p>Directs development to settlement areas in accordance with the</p>	<p>Does not address public comments that outdoor storage is needed and should be permitted in the countryside area.</p> <p>Potential to conflict with provincial, regional and local planning policy as per Section 3.0 if established on lands intended for higher employment densities. Although intended to be temporary, the actual temporary nature of the use may be difficult to enforce and monitor, and may establish over time as a more permanent use in contrast to the land use intended.</p>	<p>Official Plan Amendment – Immediate or through Official Plan Update.</p> <p>Zoning By-law Amendment – Immediate or through Zone Clarington.</p>	<p>No – would not be consistent with provincial and regional planning policy.</p>

Policy Option	Benefits	Drawbacks	Implementation	Considered Feasible for Implementation
	<p>provincial, regional and local planning policy of Section 3.0.</p> <p>May provide an interim use on lands that would otherwise be underutilized.</p>	<p>Potential to result in higher storage costs which was indicated by the public as a primary factor in choosing storage facilities.</p>	<p>Temporary Use By-law.</p>	
<p>9. Permit Commercial Storage on Agricultural Lands within the Urban Boundary.</p>	<p>Addresses public comments that additional outdoor storage is needed.</p> <p>Directs development to settlement areas in accordance with the provincial, regional and local planning policy of Section 3.0.</p>	<p>Potential to conflict with provincial, regional and local planning policy as per Section 3.0 if established on lands designated for higher employment densities.</p> <p>Potential to present land use compatibility issues as urban development expands into these areas.</p>	<p>Official Plan Amendment – through Official Plan Update.</p> <p>Zoning By-law Amendment – through Zone Clarington.</p>	<p>Yes.</p> <p>See Section 5.0 – Recommendation 5.</p>

5.0 Key Findings

As noted herein, prevailing provincial, regional and local planning policy contribute to the complexity of establishing options to address commercial RV and trailer parking and storage in the countryside area. There are several competing land use planning interests, including the protection of employment areas and preservation of agricultural lands, which must be considered in developing appropriate policy options.

Several of the policy options as outlined in **Section 4.0** have not been identified as having potential for implementation, given the associated negative impacts and lack of conformity to governing planning policy. However, subject to further refinement to reflect the local context of the Municipality, there are policy options which the Municipality can pursue in the short and long term that can make a substantive impact on RV and trailer parking and storage across the Municipality, including within the countryside areas. These policy options are described in further detail below. It is noted however that each of these may still have limitations due to prevailing provincial policy, and as such any proposed amendments would need to be carefully considered in that context.

1. Amendments to Existing Urban Provisions to Enhance Clarity and Function.

Through the consultation process it was suggested that the provisions for RV and trailer storage in the urban area are not easily interpreted by members of the general public. Based on public feedback, it is recommended that consideration be given to the following minor amendments to the Zoning By-law in order to enhance clarity by the public:

- Provide clarity on what is included in the definition of an RV and trailer;
- Ensure consistent use of definitions throughout and across both Zoning By-law 84-63 and Zoning By-law 2005-109; and
- Clarify that personal (i.e. non-commercial) storage indoors on a private property is not subject to the existing limits on RV and trailer numbers.

Through the consultation process it was also brought to attention that existing provisions in the urban area provide increased difficulty in function and enforcement for oversized trailers. While not specifically subject to the scope of this Study, it is also recommended that the existing provision on the number of hours (i.e. 120 hours per calendar month) an oversized RV or trailer may be parked on a driveway in the urban area be replaced with a policy which permits parking of such trailers during the active season (i.e. April 1 to October 31), similar to an approach taken by the Town of Georgina. The Municipality should evaluate this option in the context of local character.

2. Develop and Implement RV Storage Provisions by Lot Size for Personal Storage in the Countryside Area.

As currently in effect, existing provisions for RV and trailer parking and storage permit a maximum of three (3) RVs and trailers on a lot in the Rural Residential (RC, RE, RH, RM, RS) and Agricultural Zones (A) of Zoning By-law 84-63 and Rural

Settlement (RS1) and Agricultural Zones (A) of Zoning By-law 2005-109, regardless of the lot size.

In order to provide increased flexibility, and permit a greater number of RVs and trailers to be stored in the countryside areas, it is recommended that the provisions be amended to permit a greater number of RVs and trailers to be stored on lots of greater sizes. These provisions are not intended to facilitate commercial storage in the countryside area, but rather provide increased limits for personal storage on properties of certain sizes, which may help to alleviate the requirement for large-scale commercial facilities in the countryside areas and particularly on prime agricultural lands.

This approach also has the potential to bring some properties into conformity with the Zoning By-law. Certain of the sites assessed via aerial imagery during the background review were noted to provide storage in excess of the Zoning By-law provisions, while actual storage numbers on the properties were low (i.e. less than ten).

A tiered system is suggested should the Municipality decide to implement this approach. While the lot sizes and number of RVs can be further defined through the Zoning By-law Amendment process, the following is recommended for consideration:

- Rural Residential or Agricultural zoned lot between 0.69 acres and 5 acres: Maximum three (3).
- Rural residential or Agricultural zoned lot greater than 5 acres: Maximum six (6).

These provisions would be enforced with the existing and/or amended provisions regarding location in the side and rear yards to ensure compatibility continues to be maintained with adjacent land uses and that storage is sensitive to the aesthetics of the area and local character.

3. Develop and Implement Policy Framework for On-Farm Diversified Uses.

Feedback from the public consultation process emphasized that there is an appetite by the public for RV storage facilities in the countryside area; and that this is desired given the overall limited availability of storage facilities in the Municipality. However, as detailed in **Section 3.1**, existing provincial, regional and local planning policy highly restricts development on prime agricultural lands in the countryside area. Non-agricultural development is generally only permitted as an on-farm diversified use (OFDU), or otherwise requires site-specific planning approvals to be permitted in the Municipality.

ODFUs are guided by documentation from the Province, specifically Publication 851: Guidelines on Permitted Uses in Ontario's Prime Agricultural Areas. This publication outlines five (5) key criteria for OFDUs which are to be considered when determining if a use may be permitted on prime agricultural lands. These criteria include:

- The use must be located on a farm.
- The use must be secondary to the principal agricultural use of the farm.
- The use must be limited in area.
- The use may include, but is not limited to, home occupations, home industries, agri-tourism uses and uses that produce value-added agricultural products.
- Shall be compatible with, and shall not hinder, surrounding agricultural operations.

While the Province outlines guidelines to evaluate OFDU's, each local municipality is able to establish their own criteria, which may be more stringent than the Provincial guidelines. The existing COP permits OFDUs and builds further upon the policies of Publication 851. However, the implementation of these policies is required to conform to the DROP, which only contemplates OFDUs where they are directly related or devoted to the farm operation. As such, OFDU's which are not intrinsically tied to agriculture are not currently contemplated. That being the case, while considering RV and trailer storage as an OFDU may be an option warranting further consideration, this would require consultation with the Region in order to ensure that policies developed in this respect maintain conformity to the DROP.

It is also noted that provisions for allowing OFDUs in Agricultural zoned areas have not been established. Therefore, in developing a local policy framework for OFDUs it is recommended that the Municipality consider and implement provisions in both the Official Plan and Zoning By-law to address such. In generating these policies, it is further noted that OFDUs form part of a much larger and more complex land use planning consideration, and may be applicable to a variety of uses, beyond RV and trailer parking and storage. As such, it is suggested that in preparing a local policy framework for OFDUs the Municipality consider all possibilities, not just RV and trailer storage, and develop criteria in light of such. This being the case, it is anticipated that development of such a framework may be appropriate through the comprehensive Official Plan Update, to follow the Region of Durham's Municipal Comprehensive Review.

In consideration of this suggested framework, it is also advised that the Municipality consider a two-prong approach to regulating and permitting OFDU's, guided by a set of evaluation criteria including an required site alteration, traffic generation, required servicing, agricultural rehabilitation potential, provision of screening and site design. Point systems can be assigned to the evaluation criteria. For those proposals which are seen as most compatible with the agricultural system and intent of the OFDUs policies, the Municipality may consider subjecting such only to a site plan approval or scoped site plan approval process. However, for more complex proposals, these may be subject to a site-specific rezoning and site plan approval process. These criteria would need to be incorporated into the Official Plan policies to be developed.

4. Enhance Existing Policy Framework for RV Storage in Employment Areas.

In conjunction with developing the OFDU framework, it is recommended that the Municipality consider enhancing the existing policy framework for RV Storage in employment areas.

As existing, outdoor storage in the Municipality is permitted in the General Industrial (M2) Zone. Outdoor storage is not permitted in the other employment zones; which reflects the provincial, regional and local policy that states that employment lands are to be preserved for more employment intensive uses (minimum 30 jobs per gross hectare as per COP). Given the provincial, regional and local policy direction for employment uses, the current provisions for outdoor storage being only permitted in the M2 Zone are considered appropriate.

Likewise, it is not recommended that outdoor storage be permitted as a main use in the commercial, office park and prestige employment areas of the Municipality where higher density employment is directed. However, to further enhance the existing policy framework and provide additional opportunity for RV storage in employment areas it is recommended that the Municipality consider permitting outdoor storage as a secondary use. However, in order to ensure consistency with provincial, regional and local policy, storage should only be considered as a secondary use to specific associated uses, including RV sales and services establishments, permitted in the Special Purpose Commercial (C4 and C5) Zone. In this case, the outdoor storage would not be subject to accessory outdoor storage provisions; but rather new provisions for outdoor storage as a secondary use would be established. An additional and important component of any new provisions would be to include limits to the scale of the secondary use, which could be implemented through provisions such as lot coverage.

This approach, while not applying specifically to the countryside areas, would enhance the potential for commercial RV and trailer storage in the Municipality. As storage would be required to be secondary to another commercial use, this approach provides an option for the Municipality to increase available storage while not offending either the employment or agricultural policies of the governing planning documents.

Another component of this approach could be to allow commercial RV and trailer storage through a temporary use by-law on employment lands. However, as temporary use by-laws are required to conform to the Official Plan, an amendment would also be required to the COP to recognize the potential for this temporary use. Utilizing a temporary use by-law would provide for commercial establishment of storage facilities on a site-specific basis.

5. Develop Local Policy Framework to Permit RV Storage on Agricultural Lands Located within the Urban Boundary.

As mentioned throughout this Report, the prevailing policies which direct the preservation of agricultural lands and the protection of employment lands for high-employment uses present a challenge as it pertains to commercial storage

as it represents a potentially incompatible land use, whether it is located within the urban or the countryside areas.

However, within the Municipality, there may be vacant lands which previously formed part of the countryside area and have since been incorporated within the urban boundary. That being the case, although these lands often continue to support agricultural uses until development extends to those areas, being within the settlement boundary they are not required to adhere to stringent agricultural planning policies. Further, although they are ultimately intended for higher density uses, the provision of a “future development” designation on these lands can provide flexibility in the interim, before being designated for a specific urban use, be it residential or employment. As such, these vacant urban lands present an opportunity for interim uses which may not otherwise be considered consistent with either urban or countryside planning policy.

As such, the Municipality may consider developing Official Plan policy that would identify that on such lands, certain interim uses may be allowed, such as RV and trailer storage. These uses may not be compatible with long-term urban development, but may present a logical option at present, as they would be proximal to the existing built up area, without utilizing employment lands. To note, as development expands and the vision for the lands is refined, the use would cease through the required re-designation or rezoning of the lands. Accompanying Zoning By-law provisions could be introduced which permit RV and trailer storage (or other interim uses) to only those lands identified appropriately in the Municipality's Official Plan. Further Official Plan policy could be incorporated to ensure that appropriate urban or employment uses would take precedent over established interim uses. To ensure the use is temporary in nature, site-specific temporary use by-laws could be applied for commercial RV and trailer storage facilities proposed on these lands.

6.0 Conclusions

The parking and storage of RVs and trailers is a complex land use planning issue, guided by various planning policies. In order to be effective, the local policy framework for RV parking and storage needs to conform to the applicable governing planning documents, while ensuring the concerns and needs of the public are satisfied. Conflicting land use planning policies for employment and agricultural lands present a challenge for uses such as commercial storage; and immediate solutions to resolving such are largely not feasibly from a policy conformity perspective.

This report has summarized the planning policies applicable to RV and trailer parking and storage in the Municipality, while providing an overview of public priorities as heard through the consultation process.

Based on a review of policy and public feedback, several options were identified and which were further assessed, resulting in five (5) key findings for further consideration and potential implementation. These findings are intended to present the Municipality with short-term options to alleviate demand in the countryside area, while addressing commercial RV storage through larger planning processes in the long-term. The findings

provided herein are intended to provide greater flexibility for RV and trailer parking and storage in the urban and countryside areas, while ensuring that the provincial, regional and local planning objectives as they pertain to employment, agricultural and natural resources are upheld.

Appendix A

Jurisdictional Scan



Municipality	RV and Trailer Definitions	RV Storage Definitions	Indoor Storage Provisions	Outdoor Storage Provisions
<p>Clarington Zoning By-law 84-63</p>	<p>Recreational Vehicle A motorized or non-motorized vehicle that is used predominantly for recreational purposes, including, but not limited to, mobile recreational trailers, snowmobiles, boats, personal watercraft and all-terrain vehicles.</p> <p>Trailer Shall mean any vehicle that is designed to be drawn upon a highway by a motor vehicle, except an implement of husbandry, another motor vehicle or any device or apparatus not designed to transport persons or property temporarily drawn, propelled or moved upon such highway. A trailer shall be considered a separate vehicle and not part of the motor vehicle by which it is drawn, and, from the purposes of this By-law does not include a mobile home as defined herein.</p>	<p>Recreational Vehicle Storage A commercial establishment for the storage of licensed recreational vehicles and their trailers.</p>	<ul style="list-style-type: none"> Permitted as "warehouse" in M1 and M2 Zones. 	<p>Urban</p> <ul style="list-style-type: none"> One (1) RV or trailer not exceeding 5.5 m length or 2.4 m height on driveway <ul style="list-style-type: none"> If of greater size, only for 120 hours per calendar month Or, One (1) RV or trailer not exceeding 6 m length or 2.9 m height in side or rear yard <p>Rural</p> <ul style="list-style-type: none"> Maximum three (3) RVs or trailers in any side or rear yard <p>Industrial</p> <ul style="list-style-type: none"> Permitted where accessory to permitted use in M2 Zone Permitted under storage area for boats and trailers in M2 Zone
<p>Clarington Zoning By-law 2005-109</p>	<p>Recreational Motor Vehicle A motor vehicle constructed as a self-propelled and self-contained unit that is capable of being utilized for the sleeping, eating and living accommodation of one or more persons on a temporary basis.</p> <p>Recreational Vehicle A vehicle that is used predominantly for recreational purposes, including recreational trailers, snowmobiles, motorized and non-motorized boats, personal watercraft, all-terrain vehicles and recreational motor vehicles.</p> <p>Recreational Trailer A trailer constructed as a self-contained unit, capable of being utilized for the temporary living, sleeping, or eating accommodations of one or more persons.</p>	<p>Recreational Vehicle Storage A commercial establishment for the storage of licensed recreational vehicles and their trailers.</p>	<ul style="list-style-type: none"> Not specifically contemplated. 	<p>Rural</p> <ul style="list-style-type: none"> Maximum three (3) RVs or trailers in any side or rear yard. To be setback 5 metres. If within 15 metres of a Rural Settlement Zone or a lot with a dwelling, to be setback 10 metres.

Municipality	RV and Trailer Definitions	RV Storage Definitions	Indoor Storage Provisions	Outdoor Storage Provisions
<p>Ajax Zoning By-law 95-2003</p>	<p>Not defined</p>	<p>Not explicitly defined</p>	<ul style="list-style-type: none"> Public storage facility permitted in Prestige Employment and General Employment Zones 	<p>Industrial</p> <ul style="list-style-type: none"> Permitted in General Employment and Heavy Employment Zones where: <ul style="list-style-type: none"> accessory to main use not more than 50% of site not visible from street; enclosed by 1.8 m fence and storage not higher than 1.8 m in rear yard 9 m setback to street 15 m setback to Residential Zone
<p>Brock Zoning By-law 287-78-PL</p>	<p>Motorized mobile home: any motor vehicle so constructed as to be self-contained, self-propelled, capable for the living, sleeping or eating accommodation of persons</p>	<p>Not explicitly defined</p>	<ul style="list-style-type: none"> May be permitted in M1 and M2 as a warehouse 	<p>In conjunction with single-family or seasonal dwelling:</p> <ul style="list-style-type: none"> Maximum two (2) of boat, tourist trailer, motorized mobile home, truck camper or similar <ul style="list-style-type: none"> Side or rear yard Boats < 7.3 m Others < 10.6 m Not used for habitation <p>Industrial:</p> <ul style="list-style-type: none"> Permitted in M1 and M2 Zones provided: <ul style="list-style-type: none"> Accessory to industrial use Not more than 50% lot area or 2X building area Planting strip between residential zone 3 m side and rear yard setback Gravel and hard surface Subject to site plan agreement

Municipality	RV and Trailer Definitions	RV Storage Definitions	Indoor Storage Provisions	Outdoor Storage Provisions
<p>Oshawa Zoning By-law 60-94</p>	<p>Recreational Vehicle means a vehicle designed to be towed behind a motor vehicle or self-propelled, and includes such vehicles commonly known as travel trailers, camper trailers, pick-up coaches, motorized campers, motorized homes and other similar vehicles, which provide sleeping and other facilities for persons while travelling or vacationing.</p>	<p>Not explicitly defined</p>	<p>Industrial:</p> <ul style="list-style-type: none"> • Self serve storage permitted in PI Zone • Recreational vehicle storage (not defined) permitted in GI Zone 	<p>Residential Zone:</p> <ul style="list-style-type: none"> • Permitted for RVs, boats, snowmobiles, etc. provided: <ul style="list-style-type: none"> ○ No greater than 6 m in length, 2.6 m in height ○ Side or rear yard <p>Industrial:</p> <ul style="list-style-type: none"> • Permitted as accessory use in PSC-A, SPC-A, SI, GI, SPI, HI Zone <ul style="list-style-type: none"> ○ Side or rear yard ○ 9 m setback from street with 3 m landscaped open space ○ 6 m setback from Residential or Open Space Zone ○ 3 m setback from all other zones ○ Maximum height 4 m in Commercial Zone ○ Not more than 60% surface area in Select Industrial Zone • Recreational vehicle storage (not defined) permitted in GI Zone
<p>Scugog Zoning By-law 14-14</p>	<p>Motor vehicle, recreation - A Motor Vehicle used primarily for recreational purposes including a snowmobile, ATV, motorcycle, but excluding other Vehicles defined herein.</p> <p>Motor home vehicle - A non-Commercial Vehicle used primarily for recreational or vacation purposes and capable of being used for the temporary vacation living accommodation of one or more Persons including any self propelled Vehicle, bus or Trailer attached to a Vehicle.</p>	<p>Not explicitly defined</p>	<ul style="list-style-type: none"> • Permitted as "self storage facility" in M1, M2, M3 Zones 	<p>Residential, where dwelling in existence:</p> <ul style="list-style-type: none"> • Permitted on owner's lot, provided: <ul style="list-style-type: none"> ○ Rear or interior side yard ○ Meets yard and setback requirements for accessory buildings ○ Included in maximum lot coverage restrictions for accessory buildings <p>Rural:</p> <ul style="list-style-type: none"> • Permitted in AG, RE, ORM-AG Zone where accessory to a permitted non-residential use

Municipality	RV and Trailer Definitions	RV Storage Definitions	Indoor Storage Provisions	Outdoor Storage Provisions
	<p>Trailer, Travel or Tent - Any Trailer which is designed to be temporarily utilized for living, shelter and sleeping accommodation, with or without cooking facilities and which has running gear and towing equipment permanently attached and a current license and is not permanently affixed to the ground.</p> <p>Vehicle, recreational - Any Vehicle and associated Trailers used primarily for off-road recreational purposes including but not limited to boats, all terrain Vehicles, unlicensed motorcycles and snowmobiles.</p>			<ul style="list-style-type: none"> ○ In ORM-AG, only where use existed as of date of passing of Zoning By-law <p>Industrial:</p> <ul style="list-style-type: none"> ● Permitted in M2, M3, M4 zones where accessory to a non-residential use, provided: <ul style="list-style-type: none"> ○ Rear yard ○ Does not exceed 50% lot area
<p>Whitby Zoning By-law 1784</p>	<p>Trailer means a vehicle so constructed that it is suitable for being attached to a motor vehicle for the purpose of being drawn or propelled by the motor vehicle and is capable of being used for the transport of persons or goods, equipment or livestock notwithstanding that such vehicle is jacked up or that its running gear is removed.</p> <p>Vehicle, Recreational means any vehicle or recreational equipment that provides for short term occupancy and is used for recreation, travel or vacationing which is designed to be towed or propelled by a motor vehicle or self-propelled and includes such vehicles as an all-terrain vehicle, boat, motor home, pop-up camper, snowmobile, tent trailer, travel trailer, truck camper and water craft but does not include a mobile home.</p>	<p>Not explicitly defined</p>	<ul style="list-style-type: none"> ● Permitted in M1, M1A, M1A-LS as warehouse 	<p>Residential Zone:</p> <ul style="list-style-type: none"> ● Permitted on a lot with a ground oriented dwelling unit provided: <ul style="list-style-type: none"> ○ Owner or RV or trailer shall be occupant of lot ○ Maximum one (1) in open ○ Unrestricted in a wholly enclosed building ○ Any yard, provided 1.0 m setback ○ Maximum 7 m length, 2 m height in front or exterior side yard <ul style="list-style-type: none"> ▪ If exceeds, must be in interior or rear yard ▪ Maximum 11 m length, 4 m height <p>Agricultural Zone:</p> <ul style="list-style-type: none"> ● Permitted on a residential lot unrelated to farming in the Agricultural Zone, provided: <ul style="list-style-type: none"> ○ Owner occupies lot ○ Maximum of two (2) in open <ul style="list-style-type: none"> ▪ Max one (1) in front or exterior yard and must be on driveway

Municipality	RV and Trailer Definitions	RV Storage Definitions	Indoor Storage Provisions	Outdoor Storage Provisions
				<ul style="list-style-type: none"> ○ Unrestricted in wholly enclosed building ○ Associated main building ○ 3 m yard setbacks ● Permitted on agricultural lot, if accessory to principle or main use and located to the rear of the main buildings <p>Industrial:</p> <ul style="list-style-type: none"> ● Permitted where accessory to industrial use in M1 Zones ● Permitted in M2 Zone
<p>Port Hope Zoning By-law 20/2010</p>	<p>Recreational Trailer, Vehicle or Boat means: Any vehicle that is suitable for being attached to a motor vehicle for the purpose of being drawn or is self-propelled, and may be capable of being used on a short term recreational basis for living, sleeping or eating accommodation of human beings and includes a travel trailer, pick-up camper, motorized camper, boat trailer, or tent trailer.</p> <p>Trailer, Tourist means: A trailer capable of being used for the temporary living, sleeping or eating accommodation of persons notwithstanding that its running gear is or may be removed.</p>	<p>Not explicitly defined.</p>	<p>Not specifically contemplated.</p>	<p>Residential:</p> <ul style="list-style-type: none"> ● Permitted on the same lot where the owner resides in Residential and Countryside zones, provided: <ul style="list-style-type: none"> ○ Maximum of one (1) ○ Rear or side yard ○ Meets setbacks for accessory buildings ○ If in front yard, meets minimum front yard for zone <p>Other:</p> <ul style="list-style-type: none"> ● Permitted in EMP1, EMP2, EMPR, EMPX, EMPG Zones where accessory to a use: <ul style="list-style-type: none"> ○ Rear or interior side yard ○ Minimum 18 m street setback ○ Maximum 4.5 m height ○ 2.75 m fence height ○ Not permitted adjoining a residential zone boundary ○ Maximum 30% lot area or 2x ground floor area of main building

Municipality	RV and Trailer Definitions	RV Storage Definitions	Indoor Storage Provisions	Outdoor Storage Provisions
Kawartha Lakes – Town of Lindsay 2000-75	Not explicitly defined.	Not explicitly defined.	<ul style="list-style-type: none"> Permitted in Prestige Employment Zone as mini storage warehouse. 	Residential Zones: <ul style="list-style-type: none"> Permitted, provided that: <ul style="list-style-type: none"> Not more than 30% lot area to be occupied by open parking or storage of RVS, trailers, boats etc. Not in front yard
Georgina	Recreational Vehicle - means a portable structure intended as a temporary accommodation for travel, vacation or recreational use. Such structure shall include park model trailers, travel trailers, motorized homes, slide-in campers, chassis-mounted campers, and tent trailers.	Not explicitly defined.	<ul style="list-style-type: none"> Permitted in Business Park -1, -2, -3 and 2G Zone as a warehouse and public storage and in M1, as public storage Permitted in Business Park 2 Gateway BP-2G Zone and BP-3 as public storage and warehouse 	On lands zoned to permit a single-family dwelling: <ul style="list-style-type: none"> Permitted on lots greater than 4000 m2 <ul style="list-style-type: none"> Maximum six (6), or which maximum two (2) on driveway in front yard or exterior side yard 6 m front yard setback, 1.2m interior side yard setback <ul style="list-style-type: none"> May be within 6 m setback from April 1 to Oct 31 Winter vehicles – may be within 6 m setback from Nov 1 to March 31 Maximum height 4 m, length 13 m Exceptions for larger vehicles around holiday dates Permitted on lots between 270 and 4000 m2 <ul style="list-style-type: none"> Maximum three (3) with maximum one (1) in front yard or exterior side yard driveway Same provisions as above Permitted on lots less than 270 m2 zoned to permit a single, semi or townhouse <ul style="list-style-type: none"> Maximum three (3) all of which to be in rear yard Max 3 m height, 7 m length Min side yard of 1.2 m Commercial:

Municipality	RV and Trailer Definitions	RV Storage Definitions	Indoor Storage Provisions	Outdoor Storage Provisions
<p>Cavan-Monaghan</p>	<p>Recreational vehicle: a motor vehicle that is primarily designed to provide temporary living quarters for recreational camping, travel or seasonal use, whether it has its own motor power or is mounted on or towed by another vehicle, and includes motor homes, travel trailers, fifth wheel travel trailers, tent trailers and campers whether or not the camper is or is not attached to a truck or other motor vehicle and does not include a mobile home or a manufactured home.</p>	<p>Not explicitly defined.</p>	<ul style="list-style-type: none"> Permitted in CMU1 and CMU3 as warehouse only if existing on effective date of by-law Permitted in M1 and M2 as commercial self-storage facility, and permitted in M2 as warehouse 	<ul style="list-style-type: none"> Only permitted in Recreational Commercial (C6) Zone, except if accessory to a leisure vehicle sales area <p>Residential Zone:</p> <ul style="list-style-type: none"> Where lot is in Residential Zone and less than 0.4 hectares in size: <ul style="list-style-type: none"> Maximum two (2) RVs or two (2) boats or one (1) RV and one (1) boat Interior or rear yard <p>Industrial:</p> <ul style="list-style-type: none"> Permitted in M1, and in M2 provided: <ul style="list-style-type: none"> 20 m setback to front and exterior lot line 2 m setback to all other setback No greater than 25% of total lot area or total ground floor area of principal building 1.8 m fence or hedgerow requirement Storage not to exceed 6 m in height Not permitted abutting residential zone or floodplain
<p>City of Belleville BL 10245</p>	<p>Recreational vehicle: shall mean a portable structure, intended as a temporary accommodation for travel, recreation and/or vacation use. Such structures include motorized snow vehicles, travel trailers, automobile trailers, motorized homes, slide-in campers, chassis-mounted campers, tent trailers and/or boats, but in no event shall be deemed to include "mobile homes".</p>	<p>Not explicitly defined.</p>	<ul style="list-style-type: none"> Permitted in M1, M4, MCP as warehousing Permitted in M2, M3 as bulk storage yard Permitted in M3 as warehousing or storage building 	<p>Residential Zone:</p> <ul style="list-style-type: none"> Recreational vehicle permitted to be parked in any yard, provided the vehicle is not used for living or sleeping accommodation for more than 30 consecutive days; and in no case shall such accommodation be leased or rented <p>Industrial Zone:</p> <ul style="list-style-type: none"> Permitted in M2, M3 as bulk storage yard <ul style="list-style-type: none"> Interior or rear yard Enclosed by 1.8 m screening where abutting residential zone

Municipality	RV and Trailer Definitions	RV Storage Definitions	Indoor Storage Provisions	Outdoor Storage Provisions
<p>City of Quinte West #20-123</p>	<p>Recreational Trailer, Vehicle or Boat: Means any vehicle that is suitable for being attached to a motor vehicle for the purpose of being drawn or is self-propelled, and may be capable of being used on a short term recreational basis for living, sleeping or eating accommodation of human beings and includes a travel trailer, pickup camper, motorized camper, boat trailer, or tent trailer.</p> <p>Tourist Trailer: means a trailer capable of being used for the temporary living, sleeping or eating accommodation of persons notwithstanding that its running gear is or may be removed</p> <p>Tourist Vehicle: means any self-propelled vehicle including a bus, motor home, truck or van, which is equipped for the temporary living, sleeping or eating accommodation of persons. For the purposes of this By-law, "Tourist Vehicle" shall include a Tourist Trailer.</p> <p>Trailer: means any vehicle so constructed that it is suitable for being attached to a motor vehicle for the purpose of being drawn or propelled by the motor vehicle and is capable of being used for the transport of goods, materials, equipment or livestock notwithstanding that such vehicle is jacked up or that its running gear is removed.</p>	<p>Recreational Trailer, Vehicle or Boat Sale Establishment: means a premises used for the sale or recreational trailers, vehicles or boats and may include, as an accessory use, the repair and storage of recreational trailers, vehicles or boats.</p>	<ul style="list-style-type: none"> • Permitted in CC, CR, SM as commercial self-storage facility • Permitted in LM, GM, SM as warehouse • Permitted in SM as accessory to RV sales, rental and service establishment 	<p>Residential:</p> <ul style="list-style-type: none"> • Permitted on lots zoned to permit residential uses, subject to the following; <ul style="list-style-type: none"> ○ Not to be used for human habitation ○ Driveway, interior side yard or rear yard with 1 m setback from a public street ○ If height 1.8 m or more, 1.2 metres side or rear yard setback ○ Maximum one (1) per lot ○ Maximum 3.2 m height and maximum length 6 m <p>Agricultural and Rural:</p> <ul style="list-style-type: none"> • Larger RVs, trailers and boats may be parked and stored on areas other than a driveway, subject to the setbacks of the zone <p>Industrial:</p> <ul style="list-style-type: none"> • Permitted in SM as accessory to RV sales, rental and service establishment <ul style="list-style-type: none"> ○ Rear or interior side yard ○ 18 m street line setback ○ 4.5 maximum height ○ Minimum 2.75 m opaque fencing <p>Maximum area lesser of 30% lot area or 2x ground floor area of main building</p>