



THE TORONTO AND REGION CONSERVATION AUTHORITY  
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**Dick O'Brien**  
*Chair*

**Brian Denney**  
*Chief Administrative Officer*

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## **NOTICE OF MEETING**

### **PUBLIC USE ADVISORY BOARD MEETING #2/03**

The next Public Use Advisory Board Meeting of The Toronto and Region Conservation Authority will be held on Friday, July 4, 2003 in the Humber Room, Head Office, at 11:30 a.m.

Enclosed please find the Agenda, Minutes of the various Boards and Committees, copies of communications, etc., that will be considered at the meeting.

Authority Members, concerned citizens, and all others receiving a copy of the Agenda and accompanying material are requested to bring them to the meeting, as additional copies will not be available.

If you are missing any attachments or copies or if you require further information regarding this Agenda, please contact Kathy Stranks, at 416-661-6600 ext. 5264 or e-mail at [kstranks@trca.on.ca](mailto:kstranks@trca.on.ca). Please also confirm attendance at the meeting.



THE TORONTO AND REGION CONSERVATION AUTHORITY

## Public Use Advisory Board Meeting #2/03

<b>Chair:</b>	<b>Michael Di Biase</b>
<b>Vice Chair:</b>	<b>Gerri Lynn O'Connor</b>
<b>Members:</b>	<b>Maria Augimeri</b>
	<b>Raymond Cho</b>
	<b>Susan DiMarco</b>
	<b>Suzan Hall</b>
	<b>Peter Milczyn</b>
	<b>Linda Pabst</b>
	<b>Sherene Shaw</b>

**July 4, 2003**

**11:30 A.M.**

**HUMBER ROOM, HEAD OFFICE**

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### AGENDA

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- 1. MINUTES OF MEETING # 7/02**  
(Enclosed herewith on Green. There are no minutes from Meeting #1/03 as it was canceled due to inclement weather)
- 2. BUSINESS ARISING FROM THE MINUTES**
- 3. DISCLOSURE OF PECUNIARY INTEREST AND THE GENERAL NATURE THEREOF**
- 4. DELEGATIONS**
  - 4.1 Liz White, Executive Director, Animal Alliance, speaking in regards to item 7.1 - Black Creek Pioneer Village.
- 5. PRESENTATIONS**
- 6. CORRESPONDENCE**
- 7. SECTION I - ITEMS FOR AUTHORITY ACTION**
  - 7.1 **BLACK CREEK PIONEER VILLAGE** 3-5

- 7.2 **POLICY AND OPERATIONAL PROCEDURES FOR MANAGING DOMESTIC ANIMALS** 6-21
- 7.3 **DUFFINS CREEK HEADWATERS MANAGEMENT PLAN FOR TRCA PROPERTIES** 22-28
- 7.4 **NEGATIVE PRESSURES AFFECT ON REVENUE**  
*Report to Follow*
- 8. **SECTION III - ITEMS FOR CONSIDERATION BY ANOTHER BOARD**
- 9. **NEW BUSINESS**

NEXT MEETING OF THE PUBLIC USE ADVISORY BOARD #2/03,  
TO BE HELD ON OCTOBER 3, 2003,  
IN THE HUMBER ROOM, HEAD OFFICE

Brian E. Denney  
Chief Administrative Officer

/ks

**TO:** Chair and Members of the Public Use Advisory Board  
Meeting #2/03, July 4, 2003

**FROM:** James W. Dillane, Director, Finance and Business Development

**RE: BLACK CREEK PIONEER VILLAGE**

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**KEY ISSUE**

Farm Management Practice regarding pigs at Black Creek Pioneer Village.

**RECOMMENDATION**

**THE BOARD RECOMMENDS TO THE AUTHORITY THAT the existing Farm Management Practices at Black Creek Pioneer Village be continued.**

**BACKGROUND**

In Fall 2002 Black Creek Pioneer Village staff met with Liz White, a director of Animal Alliance, to discuss her organization's opposition to Black Creek's farm management practice regarding pigs. Animal Alliance takes issue with the practice of acquiring 2 piglets in spring and selling them in fall. It is their position that Black Creek Pioneer Village should keep mature pigs over their natural life or have no pigs at all. In the Fall of 2002, at the request of Animal Alliance, BCPV agreed to transfer ownership of that season's 2 pigs to Animal Outreach, a registered charity which provides homes and/or life-long care for animals. This approach was only available as a one-time option.

In 2002 Black Creek staff reviewed its farm management practices concerning pigs and confirmed

- 1) the importance of pigs as an integral part of the living history site;
- 2) that BCPV's overall care, nutrition, and management meet and exceed the recommended codes of practice and standards for normal production practices;
- 3) that the primary purpose for raising pigs is to provide food, and the sale of pigs in Fall is consistent with this purpose;
- 4) that because public safety is a priority, keeping mature pigs is not a viable option for BCPV.
- 5) that the current practice of acquiring piglets in Spring, using them as part of the interpretive program for public education, and selling them in Fall should be continued.

Importance of Pigs at BCPV

BCPV is a living history attraction, depicting farming practices in our interpretation to show how people lived in a rural community. This includes discussion of where food comes from. While we do not slaughter animals at our site, our programs do provide the public with a clear understanding of the importance and use of animals and crops in human survival.

According to the 1861 Agricultural Census, County of York, the average number of pigs per farm in the immediate vicinity of the Stong farm (Steeles/Weston/Sheppard/Yonge) was 9. Daniel Stong is listed with 15 pigs and a large quantity of pork in barrels (9 barrels at 200 pounds per barrel). He also had 3 bulls, 4 milch cows, 4 steers or heifers, 4 horses, 2 colts, and 39 sheep.

Pigs were a valuable, primary food source during the pioneer settlement period depicted at BCPV. Pigs could survive Canadian winters, could forage, had large litters, provided substantial quantities of meat, produced by-products were used for a great many purposes (lard, bristles, skin, intestine). The Stong Piggery is one of the 4 original Stong buildings on site.

Because pigs were the most important animal for survival in the settlement period represented at BCPV, they are considered an essential component of our interpretation. In view of our operational purpose, our decision concerning pigs is to have young pigs on site from May through October. This enables us to demonstrate the value of pigs to the public during spring, summer, and fall without adding to the hog production farming volume. The pigs are sold at normal market weight in the late Fall, coinciding with the season they would have been slaughtered for the survival of 19th century settlers, and normal farm production practice.

#### BCPV Care and Farm Management

BCPV has consulted with animal care specialists, a swine nutritionist, and managers of the Agriculture, Food and Rural Affairs Department of the Ontario Ministry of Agriculture and Food. They have confirmed our practices of acquisition and care meet the recommended codes of practice, and standards for normal production practices. For more than 10 years BCPV has acquired 2 piglets late April, housed and cared for them through October, and then sold them to a local farmer who trucks them to his farm for his use. We ensure that we adhere to the recommended code of practice for the care and handling of pigs which includes housing, ventilation, flooring, pens and equipment, nutrition and health watering. This code of practice was developed in 1984 by Agriculture Canada, and revised in 1993 by a committee of individuals and organizations interested in promoting high standards of responsible animal care for the Canadian pig industry.

#### Pork Facts

- The primary purpose for raising pigs is to provide food.
- 17 million hogs are produced a year in Canada.
- Ontario is the 2nd largest hog producing province, after Quebec.
- market weight is 100 kg/ 220 lb, average age of a market hog is 5-6 months.
- average production life of a breeding sow is 4-5 years, after which they go to market because of artificial insemination, most farm operations do not keep boars, and barrows (male castrated at 3 weeks) and gilts (non-breeding females) are sent to market at 100 kg market weight.

Estimated hogs on farms in Canada in 2002: 13.2 million

Estimated hogs on farms in Ontario in 2002: 3.3 million

Hogs marketed in Canada in 2001: 26.2 million

Hogs marketed in Ontario in 2001: 6.85 million

Estimated total value of sales from Ontario hogs for 2001: \$813 million  
Ontario pork industry contributed \$5.6 billion and 35,000 jobs to the provincial economy in 2001. Canadians consume similar amounts of pork and chicken, averaging 27.7 kg of pork per person per year.

#### Public Safety

Keeping pigs to mature age is not an option because of the risk to the public and staff. Prior to 1990, BCPV did have 2 mature pigs which were bred annually. The litter (8-10 piglets) was sold off each fall. The boar ultimately weighed about 800 pounds, with an unpredictable temper. BCPV moved away from keeping mature pigs primarily because they were an increasing safety risk to both the public and livestock staff. Other living history sites and attractions, such as Upper Canada Village and Riverdale Zoo, have adopted the same practice as BCPV.

**Report prepared by: Marty Brent, extension 5403**  
**For Information contact: Marty Brent, extension 5403**  
**Date: June 24, 2003**

**TO:** Chair and Members of the Public Use Advisory Board  
Meeting #2/03, July 4, 2003

**FROM:** Adele Freeman, Acting Director, Watershed Management

**RE: POLICY AND OPERATIONAL PROCEDURES FOR MANAGING DOMESTIC ANIMALS**

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**KEY ISSUE**

Approval of a policy and operational procedure for managing domestic animals to guide TRCA staff regarding planning enforcement and public education issues to minimize conflicts between pets, pet owners and other visitors to TRCA properties, campgrounds and facilities.

**RECOMMENDATION**

**THE BOARD RECOMMENDS TO THE AUTHORITY THAT the Policy and Operational Procedures for Managing Domestic Animals, dated July 2003, as appended, be approved;**

**THAT dogs off-leash areas, on selected TRCA properties, be endorsed in principle subject to a community-based stewardship committee being established;**

**THAT those stewardship committees work with staff to identify appropriate areas, raise operating funds, maintain and monitor the locations with no added expense to TRCA;**

**THAT staff work with the City of Brampton and local community to consider a dogs off-leash area in the Claireville Conservation Area as a pilot project;**

**AND FURTHER THAT details of any dogs off-leash area on TRCA property be brought back to the Authority for endorsement.**

**BACKGROUND**

Some TRCA properties have become favourite locations to allow dogs to run at large. For properties like the Claireville and Boyd Conservation Areas, it is expected that dogs off-leash will increase significantly as hundreds of thousands more people move into the local communities.

Both Brampton and Mississauga already offer a number of smaller areas ranging from .5 to 8 ha in size where dogs off-leash are permitted. These areas are heavily used. In Mississauga, an umbrella group known as "Dogs Off-Leash Mississauga" manages off-leash areas at four locations with another two being developed. For each dogs off-leash area, a local committee has been established whose job is to manage and maintain their dogs off-leash area. Mississauga provided \$42,000 to establish the original four dogs off-leash areas. This has been paid back through the collection of an annual fee of \$20.00 per dog. Currently, Mississauga only provides technical professional staff time, enforcement, and regular garbage pick up for the areas administered by "Dogs Off-Leash Mississauga".

As the population of people and dogs increase at certain TRCA properties, staff is observing greater conflicts. At the Claireville Conservation Area in Brampton, for example, many people come to hike and allow their dogs to run at large. Conflicts include disturbances to wildlife, conflicts with tenants, garbage, dog attacks and general intimidation of other users.

Although Conservation Authority regulations require dogs to be on a leash no longer than 2 metres while on Conservation Authority property, compliance monitoring and enforcement is not possible with existing resources. Therefore, it is necessary to look at options that accommodate dogs and dog walkers in suitable locations, and in an organized fashion that does not incur costs to TRCA. The Policy and Operational Procedures for Managing Domestic Animals has been prepared following the review of the following sources.

**1. Municipal by-laws**

City of Mississauga, Animal Services - By-law Information; City of Vaughan, Animal Service By-law; City of Brampton, Animal Services By-law; The Corporation of the Town of Caledon, Animal Service By-law; City of Toronto, Toronto Municipal Code - Animals; City of Toronto, Guidelines for Permanent Dog Leash-Free Areas; Town of Markham, Guidelines for Permanent Dog Leash-Free Areas; Town of Ajax - Operations and Environmental Services, Leash Free Areas for Dogs - Rules for using a leash free area in Ajax.

**2. Conservation Authorities**

Conservation Authorities Act; TRCA - Pet Policy; Credit Valley Conservation Authority; Grand River Conservation Authority; Halton Region Conservation Authority.

**3. Internet/Web Sites**

Off Leash Dog Parks Report, Dazer Dog Deterrent Device, Jerry Cudahy, Cudahy Dog Service; East Bay Regional Park District, Dogs in the Regional Parks; dogpark.com.

**4. Associations**

Leash Free Mississauga, Professional Dog Walkers Association.

**5. Canadian Agencies**

National Capital Commission Proposed Domestic Animal Regulation, Dog Run Facilities Study, Sandra J. Cook, June 1999, National Capital Commission; Dog Owners' Liability Act, R.S.O. 1990 c.D-16; Provincial Park Act, R.R.O. 1990, Reg. 952; Ministry of Natural Resources, Domestic Animals in Provincial Parks, Doug Barrett.

**RATIONALE**

Domestic animals, in particular dogs, are an issue of great concern in most urban areas. With dogs in roughly one out of every three households, dog owners represent a significant segment of the public. Dog owners are increasingly looking to TRCA properties to meet their open space needs. This demand has been so great that dog owners are traveling considerable distances outside of the GTA to use our facilities.

Having a policy to manage domestic animals, will enable us to respond to mounting public and staff concerns. The attached policy was prepared following the review of various benefits of an off-leash area versus the potential hazards that unleashed dogs pose to public safety, health and the environment. Because of the various conflicts between dog owners, non-dog owners and conservationists, it is necessary to find a compromise that all users can accept.

**The benefits of off-leash areas are they:**

- provide an organized area for dogs to exercise, socialize, and play;
- provide an opportunity for people in the community who share an interest to recreate and socialize;
- contribute to the physical fitness programs of owners and improve their mental state;
- provide a safer, more secure environment for dogs;
- allow enforcement and control of policy and guidelines;
- decrease the danger to wildlife, people and other dogs;
- centralize dog waste and make it more likely to be picked up in a designated area that is controlled;
- limit erosion and damage to sensitive plant material from dogs;
- decrease dog waste which contributes to pollution problems in streams/lakes;
- locate barking dogs away from residential housing developments avoiding disturbances.

**FINANCIAL DETAILS**

There are no TRCA funds allocated to establishing off-leash areas on TRCA property. Financial and in-kind contributions will have to be sought elsewhere by the proponents for establishing and maintaining off-leash locations.

**DETAILS OF WORK TO BE DONE**

- TRCA staff will work with municipalities and local groups/associations to establish off-leash areas on TRCA lands, where appropriate.
- Develop an information/education brochure and signage to inform the public of the Policy for Managing Domestic Animals and off-leash areas in the GTA.
- TRCA will partner with municipalities and local groups/associations to actively seek sponsorships for the various aspects of the off-leash program.

**Report prepared by: Derek Edwards, extension 5672**

**Gary Wilkins, extension 5211**

**For Information contact: Derek Edwards, extension 5672**

**Gary Wilkins, extension 5211**

**Date: June 24, 2003**

**Attachments: 2**

**POLICY AND OPERATIONAL PROCEDURES**  
**FOR MANAGING DOMESTIC ANIMALS**

JULY 2003



## **TORONTO AND REGION CONSERVATION AUTHORITY**

### **POLICY AND OPERATIONAL PROCEDURES FOR MANAGING DOMESTIC ANIMALS**

#### **GENERAL POLICY**

Pets are permitted on all Authority lands with the exception of Tommy Thompson Park. Pet access is restricted in areas where there are health regulations which prohibit pets, pets would be a threat to wildlife or for other reasons TRCA deems that pets should be prohibited.

No person shall bring an animal other than a dog or cat on Authority lands except under a permit issued by the Authority.

No person or family shall bring on Authority lands more than three (3) of any combination of dogs and cats.

Every owner or person in charge of any dog or cat shall:

- ensure that their pet is secured by a leash or chain that does not exceed two metres in length, except when in a designated off-leash area;
- remove excrement left by the dog or cat;
- provide adequate and appropriate care, food, water, shelter, exercise, attention and veterinary care as may be required to meet the need of the species; and
- ensure that the dog or cat has applicable current licenses and vaccination as may be required by law.

No owner or person in charge of any dog or cat shall, on Authority lands, permit the dog or cat to:

- make excessive noise or disturb other persons;
- enter water designated for wading, bathing or swimming or be on the beach adjacent to that water;
- be at large (an animal that is secured by a leash more than two metres long shall be considered to be at large), except in a designated off-leash area; and
- leave the dog or cat unattended for extended periods of time.

No dog with an order against it under the Dog Owners Liability Act or Medical Officer of Health shall be allowed on Authority lands.

Any person or persons found in violation of this policy or any operating procedures created pursuant to the policy shall be subject to such penalty or penalties as set out in the regulations of the Authority and the Authority shall have the right at its sole discretion to remove or suspend the person or persons in violation from using the off-leash facilities.

## **PROCEDURE FOR ESTABLISHING OFF-LEASH AREAS**

- individuals interested in developing an off-leash area must form a dog owners group ("the proponent") with a minimum of 15 members and identify a funding source for covering the costs of designing, developing and operating the facility;
- requests must follow the TRCA approval process and site selection guidelines;
- if an appropriate site is found, initiate a public consultation process and demonstrate agreement by the general community;
- enter a one year contract agreement to be reviewed annually;
- the proponent must be willing to take full responsibility for establishing, monitoring and maintaining the site, including insurance coverage satisfactory to TRCA; and
- satisfy such other conditions as TRCA may require.

## **SITE SELECTION GUIDELINES FOR OFF-LEASH AREAS**

- the off leash land use designation must conform with TRCA master/site plans;
- the off-leash areas should not be developed within (100 metres) of school/field centre yards, playing fields, playgrounds/play structure areas, beaches, picnic areas, any lake or pond, or residential housing;
- the site should be relatively flat, and dry;
- the site must be defined by natural barriers, page wire or chain link fencing or a combination there of;
- has suitable parking within approx. 200 metres of the off-leash area and a roadway that can withstand the traffic;
- has a minimum 350 metre perimeter;
- is in keeping with the goals and objectives of the Terrestrial Natural Heritage Strategy;
- is a minimum of 20 metres away from a watercourse, Environmentally Significant Area, Area of Natural Scientific Interest or other environmentally sensitive area;
- is not an area that is highly used by other citizens;
- has trees for shade;
- has natural buffers to act as a noise barrier.

## **RULES FOR OFF-LEASH AREAS**

While a dog is in an area designated as off-leash, every owner or person in charge of a dog shall:

- carry a leash while the dog is running at large;
- immediately leash a dog that shows aggressiveness toward people or other dogs or at the direction of a police officer, provincial offences officer, municipal law enforcement officer or employee of The Toronto Region Conservation Authority;
- ensure that the dog does not leave the designated area while off leash;
- ensure that the dog, while running at large is under voice control and within visual sight at all times;
- not bring in or permit such dogs to enter onto TRCA lands if he or she may or does constitute a danger to other park users or is reasonably likely to frighten other park users;
- ensure all dogs are licensed and vaccinated, (puppies under 4 months are not permitted as they will not have their full course of shots) in accordance with the provincial/municipal regulations;
- designated off-leash area must have rules posted;

- clean up excrement immediately after their dog and dispose of wastes in designated containers;
- not allow the dog to dig holes, chase wildlife, or destroy vegetation;
- have no more than 3 dogs off leash per visit;
- note children under the age of 12 are not permitted in off-leash areas;
- take responsibility for the actions of their dogs at all times.
- use at dog owner's own risk .

Report Prepared By  
Derek Edwards

**Attachment 2**

**OPERATIONAL PROCEDURES FOR  
MANAGING DOMESTIC ANIMALS**

JULY 2003



## **INTRODUCTION**

The property owned by the Toronto and Region Conservation Authority (TRCA) provides permanent sanctuaries for wildlife and vegetation. Once abundant, these irreplaceable natural resources are rapidly disappearing. As pressures from the expanding human population increase, the parklands become even more important as refuges for wildlife. Most parks have reports of dog attacks on animals, particularly deer, ground-nesting birds, and recently, fish spawning areas. When dog owners cooperate with the rules, the impact of domestic animals on wildlife is reduced. We need to work together to protect and rehabilitate healthy and diverse wildlife populations and vegetation communities.

The TRCA allows recreational use on its land if it is consistent with sound resource protection and rehabilitation objectives. This includes hikers, cyclists, equestrians, runners, small children, senior citizens, dog-walkers, photographers, people out on the trails seeking a chance to get away from the urban environment. To help make multiple-use areas work, each user must be aware of the needs of others. All visitors are required to comply with rules that have proved effective in providing for resource protection and a safe and enjoyable experience for everyone.

## **PUBLIC EDUCATION**

Education through the provision of information about dog/pets and their requirement is seen as a method of being able to address animal control problems before they occur.

A TRCA information/education brochure will be available for distribution to inform the public of the Policy for Managing Domestic Animals and off-leash areas in the GTA.

### Signage

TRCA will post signs in public use areas clearly indicating the key points of the policy as well as the following "Trail manners for you and your dog."

#### "Trail manners for you and your dog"

- Respect wildlife and their habitat. You are in their home
- Respect the environment - do not let your dog dig or cause damage
- Clean up after your dog. Leave all trails as clean or cleaner than when you arrived
- Yield the right-of-way to other hikers. Many people are afraid of dogs. Communicate with others and always keep your dog under control
- Yield the right-of way to equestrians. Move off the trail far enough to allow horses to pass. Keep your dog close to you, quiet and under control.
- Always be courteous. Do not give other trail users any reason to complain. Set an example for others by being a conscientious owner with a well-behaved dog out enjoying the trails.

All TRCA staff will be provided with in-house training regarding the Policy for Managing Domestic Animals. A safety video titled: "Dog Bite Prevention - How to Recognize and Handle Dangerous Dogs" is available through the TRCA safety officer and will be shown to all staff.

## **STAFF TRAINING**

### **Avoiding and Handling Dog Attacks**

What Triggers dog bites?

- Teasing the dog.
- Exciting the dog.
- Rough play.
- Approaching or touching a sleeping or eating dog or its pups or a sick or injured dog.

Unleashed dogs

- Be aware of dogs a block or more ahead; change your route or turn around to avoid unleashed dogs.

Signs of an imminent attack

- Barking, snarling, growling.
- Raised hair; wide eyes; tail moves quickly.
- Lips curled back over teeth.

Handling an attacking dog

- Remain calm.
- Do not turn or run.
- Avoid eye contact and threatening moves; remove sunglasses.
- Turn sideways and slowly withdraw from the dog's territory.
- Keep the dog in view.
- Hold out hand/arm farthest from the dog.
- Do not yell at the dog. Speak calmly using phrases such as "Wanna play?" "Wanna go for a walk?"

If you are attacked

- Stand still or maintain a constant slow pace out of the dog's territory.
- Do not turn around.
- Do not stare the dog in the eye.
- Hold something in front of you with both hands to wedge into the dog's mouth.
- Use the commands: "No," "Down," "Go Home".
- If you are knocked down go into the fetal position and cover your face, neck and head.

Packs of dogs

- If you see a pack of dogs, get away from them BEFORE you are singled out.
- If confronted, keep your back to a wall, bush or other object to avoid getting encircled.
- Deal with the leader of the pack as an individual dog.

Leashed dogs

- DO NOT assume that leashed or fenced dogs are harmless.
- If you have to approach them, get the owner's permission and speak admiringly of the dog to its owner to ease any tension.

## **APPLICABLE LAWS**

Applicable laws as they relate to managing domestic animals on Authority land:

### **A) Provincial**

Conservation Authorities Act Ontario Regulation 119 - S. 10(1)(2)(3) - restricts animals to cats and dogs, prohibits dogs at large specifying that animals must be secured by a leash no more than 2 metres in length, prohibits excessive noise or disturbance, and animals in swimming and beach areas.

- (1) No person shall bring an animal other than a dog or cat into the conservation area except under a permit issued by the Authority.
- (2) No person who owns or controls an animal shall, in the conservation area, permit the animal to,
  - (a) make excessive noise or disturb other persons;
  - (b) enter water designated for wading, bathing or swimming or be on the beach adjacent to that water; or
  - (c) be at large.
- (3) For the purposes of clause (2) c), an animal that is secured by a leash more than two metres long shall be considered to be at large.

- Trespass to Property Act - engaged in a prohibited activity, fails to leave on direction.
- Dog Owners Liability Act - used to respond to major occurrences (dog bites/attacks ) resulting in injury to persons or other animals, property damage, muzzle orders, restrictions on canine freedom of movement.
- Fish and Wildlife Conservation Act - applies to dogs at large in areas occupied by game, hunting with dogs.

### **Prohibition**

No dog with an order against it under the Dog Owners Liability Act or Medical Officer of Health shall be allowed on TRCA lands. Example: muzzle orders.

### **B) Municipal**

Municipal by-laws, commonly referred to as canine or animal control by-laws. Such by-laws deal with dogs at large, off leash, stoop'n scoop, licensing, removal of abandoned, injured or stray dogs. Such by-laws do not apply on lands owned by Conservation Authorities and are therefore not enforceable on such lands. However, Officers of the local animal control/services departments may pick up injured or stray dogs at large on TRCA lands on request.

Municipalities may enforce by-laws if given written permission by the TRCA or if the land is under management agreement.

**C) Other Options:**

Humane Society - The local office will deal with neglected or abandoned animals. They will pick up dogs that fall into this category. (Example: dogs left in hot cars, on campsites for extended periods of time in the heat).

Please note that they will not use any methods that will cause property damage to gain access to a locked vehicle to rescue a pet in distress.

**License and proof of rabies vaccination:**

Any dog found without a license or proof of rabies vaccination identification tag may be impounded by members of the police force, or other authorized employees assisting the police.

**Number of Animals Restricted:**

No person or family shall bring onto Authority land more than three (3) of any combination of dogs or cats.

**Horses:**

No person shall ride or lead a horse or similar animal on Authority lands, except on a highway or other place designated by the Authority, or leave a horse or similar animal in a location where it is likely to cause danger or inconvenience to other persons.

**STAFF GUIDELINES FOR DEALING WITH DOMESTIC ANIMAL RELATED OCCURRENCES:**

The preferred approach for achieving compliance to the Policy for Managing Domestic Animals as well as other applicable laws, is education and communications. Should such actions fail to produce the desired behavioral changes in the animal owner or person responsible, legal recourse under the relevant applicable law may be considered.

When dealing with a pet related occurrence the investigating staff person should request the name of the offending party or parties. If circumstances permit, a request for documents to verify personal identification can be made as well. It should be noted that the offending party is not obligated by law to provide such identification to anyone other than a police or enforcement officer. Staff should attempt to secure the license number from the offending party's vehicle where possible without causing a confrontation.

**1. Minor Occurrences:**

All occurrences that are not defined as major in nature. Examples: dogs off leash, barking, on the beach, left unattended but not a health risk, fail to stoop and scoop, non aggressive at large.

### **First Time Minor Offenders**

Staff dealing with first time minor offenders shall use discretion in the selection of the appropriate response option. Subject to the circumstances of the incident they may elect to communicate the TRCA animal control policy. Should this prove unsuccessful or inappropriate due to the attitude of the person in control of the pet the investigating staff person may move directly to the repeat offender options.

### **Repeat Minor Offenders**

At the discretion of the investigating staff person the following options for actions may be taken:

- deal with the occurrence directly, or
- contact either the location supervisor, contract security staff, Provincial Offences Officer or enforcement officer.

## **2. Major Occurrences:**

Incidents where the Dog Owners Liability Act or cruelty to animals / animal welfare issues come into play. (Examples: bites/attacks that produce injury to persons other animals or property, dogs left unattended for extended periods of time in extreme heat under varying conditions, persons beating/wounding animals, pets that have sustained major injuries).

Staff dealing with a major occurrence should contact:

- the appropriate agency in an expeditious manner such as Police, Animal Control Officers or the Humane Society in order to deal with the incident.
- the on-duty person in charge of the facility shall be notified forthwith.

### **Dog/Pet at Large**

A dog/pet may be at large deliberately or accidentally. If a dog/pet is found at large and the owner is known every effort shall be made to return the animal to its owner. The owner shall be advised of the TRCA animal control policy and operational policies as well as applicable laws.

If the owner is not known or does not step forward at the time the animal is taken under control, the dog/pet shall be secured in a safe and humane manner. The local animal control agency shall be called to pick up the dog/pet.

### **Dog Bites/Attacks**

All such occurrences that produce injury to persons, animals or damage to property shall be reported to the location supervisor or officer in charge for further action. In all such cases the occurrence shall be reported to the local animal control agency and the Police. Such matters fall under the realm of the Dog Owners Liability Act.

### **Responsibility to report dog bites/attacks**

It is the responsibility of the handler (or owner, if present) of any dog involved in a dog bite or dog attack to:

- stop and offer assistance;
- provide the other involved party with the involved dog's license number and/or rabies vaccination number;
- provide the other party with their name and address, and if serious injuries are involved;
- immediately report the incident to emergency responders (police, ambulance);

- remain at the scene until responders arrive;
- provide the responders with their identification information.

### **Responsibility of Staff**

All staff shall have regard for their personal safety and that of those accompanying them as well as persons in the general vicinity of an offending individual and his/her dog/pet. The duty of the staff shall be to detect, deter, and contact the appropriate staff or agency upon receipt of a complaint. Staff without lawful authority as either a Provincial Offences Officer or Enforcement Officer shall refrain from engaging in confrontational or argumentative exchanges with a non-compliant dog/pet owner. The exception being the full time TRCA supervisor/superintendent of the facility or security officers of a licensed security company providing contracted security services to TRCA.

Charges under Applicable Law are a response option with respect to any occurrence at the discretion of an Officer appointed as a Provincial Offences Officer or higher with the lawful authority to lay such charges. Multiple charges would apply subject to the severity of the occurrence.

### **Occurrence Reports**

Detailed occurrence reports for all incidents involving pets, and in particular dogs, **shall** be filed with the location supervisor/superintendent and processed through normal channels.

### **3. Warnings:**

**Verbal** - These may be issued subject to location rules/requirements and applicable law shall be provided to the offending party and compliance requested. Such warnings and their response shall be documented and filed via an occurrence report.

**Written** - These may be issued by the full time TRCA supervisor or superintendent in charge of the location or other management personnel such as the Supervisor of Enforcement and Security as dictated by the circumstances and needs.

### **OFF-LEASH AREAS:**

The Toronto and Region Conservation Authority will consider the designation of off-leash areas as per the following procedures and guidelines:

#### **General Requirement for Establishing Off-Leash Areas**

- individuals interested in developing an off-leash area must form a dog owners group with a minimum of 15 members and identify a funding source for covering the costs of designing, developing and operating the facility;
- provide “dog-watch” eyes and ears on the park to identify and help educate irresponsible pet owners.
- organize park cleanups at a minimum of four times per year;
- repair areas damaged from dogs/digging;
- requests must follow the TRCA approval process and site selection guidelines;
- if an appropriate site is found, initiate a public consultation process and demonstrate agreement by the general community;

- enter a one year contract agreement to be reviewed annually;
- the proponent to take full responsibility for establishing, monitoring and maintaining the site; and
- provide a certificate of general liability insurance of no less than two million (\$2,000,000.00) with the TRCA listed as additionally insured.

**Process for designation of off-leash area on Authority land:**

**Step 1 - Initial Proposal Request**

The dog owners group interested in developing an off-leash area must submit a written proposal to TRCA.

**Step 2 - Review of Proposal**

TRCA will review the proposal and consult with the local Animal Services.

**Step 3 - Community Input**

TRCA will participate in a public meeting with members of the community to establish protocol, determine suitable areas and identify the dog owners group responsible for developing and maintaining the off-leash area.

**Step 4 - Report**

TRCA will submit recommendations to the dogs off-leash stewardship group.

**Step 5 - TRCA approval after off-leash guidelines are met.** Terms of the agreement will be for a maximum of a one year duration with options for renewal.

**Step 6 - Annual Review**

TRCA, Animal Services and the dog owners group will undertake a review annually to determine if further action is required to improve or remove the off-leash area resulting in a report with recommendations to the appropriate board.

Establish a plan of action in the event that the supporting dog owners stewardship group for the off-leash area is disbanded.

**Site Selection Guidelines for Off-Leash Areas**

- the new land use designation must conform with TRCA master/site plans;
- the off-leash areas should not be developed within (100 metres) of school/field centre yards, playing fields, playgrounds/play structure areas, beaches, picnic areas, any lake or pond, or residential housing;
- the site should be relatively flat, and dry;
- the site must be defined by natural barriers or page wire, chain link fencing or a combination thereof;
- has suitable parking within approx. 200 metres of the off-leash area and a roadway that can withstand the traffic;
- has a minimum 350 metre perimeter;
- is in keeping with the goals and objectives of the Terrestrial Natural Heritage Strategy;
- is a minimum of 20 metres away from a watercourse, Environmentally Significant Areas, Areas of Natural Scientific Interest or other environmentally sensitive area;
- is not an area that is highly used by other citizens;
- has trees for shade;

- has natural buffers to act as a noise barrier;
- designated off-leash area must have rules posted.

### **Rules for Off-Leash Areas**

While a dog is in an area designated as off-leash, every owner or person in charge of a dog shall:

- carry a leash while the dog is running at large in the designated off-leash area;
- immediately leash a dog that shows aggressiveness toward people or other dogs or at the direction of a police officer, provincial offences officer, municipal law enforcement officer or employee of the Toronto and Region Conservation Authority;
- ensure that the dog does not leave the designated area while off his/her leash;
- ensure that the dog, while running free in the designated area, is under voice control and within visual sight at all times;
- ensure that as owner or person having control of a dog shall not bring in or permit such dogs to enter onto TRCA land if he or she may or does constitute a danger to other users or is reasonably likely to frighten other users;
- ensure all dogs are licensed and vaccinated; puppies under 4 months are not permitted since they will not have their full course of shots;
- clean up immediately after your dog and dispose of wastes in designated containers;
- not allow the dog to dig holes, chase wildlife, or destroy vegetation;
- limit 3 dogs per visit;
- note children under the age of 12 years are not permitted in off-leash areas;
- note owners are responsible for the actions of their dogs at all times.
- use is at the visitor's own risk.

Report Prepared By  
Derek Edwards

**TO:** Chair and Members of the Public Use Advisory Board  
Meeting #2/03, July 4, 2003

**FROM:** Adele Freeman, Acting Director, Watershed Management

**RE: DUFFINS CREEK HEADWATERS MANAGEMENT PLAN FOR TRCA  
PROPERTIES**

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**KEY ISSUE**

Approval of the Duffins Creek Headwaters Management Plan for TRCA Properties

**RECOMMENDATION**

**THE BOARD RECOMMENDS TO THE AUTHORITY THAT the Duffins Creek Headwaters Management Plan for TRCA Properties, dated June 2003, as attached, be approved;**

**THAT staff circulate the Duffins Creek Headwaters Management Plan for TRCA Properties to the Ontario Heritage Foundation, the Township of Uxbridge, and the City of Pickering for endorsement;**

**THAT staff send a letter of thanks to the members of the Duffins Creek Headwaters Advisory Committee for their dedicated assistance with the preparation of the Management Plan;**

**THAT copies of the Duffins Creek Headwaters Management Plan for TRCA Properties be circulated to the members of the Advisory Committee, the Township of Uxbridge, the City of Pickering, and other appropriate agencies, groups and individuals;**

**THAT staff work with the Township of Uxbridge staff to investigate options and develop a strategy to address limiting access on closed road allowances that are adjacent to TRCA owned land;**

**THAT staff prepare a report in fall of 2003 on Stewardship Management Plan implementation and the potential for integration with the Watershed Plan for Duffins Creek and Carruthers Creek;**

**AND FURTHER THAT staff be directed to utilize the Strategy for Public Use on Conservation Authority Lands (1995) when considering new public uses on the TRCA's Duffins Creek Headwater Properties.**

## BACKGROUND

A total of seven TRCA properties were included in the Duffins Creek Headwaters Management Plan.

The properties consisted of:



These TRCA lands are located in the headwaters of the Duffins Creek watershed, with five of the seven properties being situated completely within the Township of Uxbridge. A small portion at the south end of the Glen Major Resource Management Tract and the entire Claremont Field Centre are located in the City of Pickering. In addition, all of the properties are located on the Oak Ridges Moraine, with the exception of the Claremont Field Centre, which is situated two kilometres to the south. The TRCA owns all of the lands with the exception of 72 hectares in the Glen Major Resource Management Tract, which is owned by the Ontario Heritage Foundation and managed by the TRCA. The entire planning area totals 1950 hectares, which totals seven percent of the watershed drainage area.

The planning area is one of the most naturally diverse in the TRCA jurisdiction, supporting over 120 different vegetation communities, 573 vascular plant species, and 107 different fauna species. All of the properties are situated within the southern portion of the Great Lakes - St. Lawrence floristic region, which is composed of mixed coniferous-deciduous forest. The natural habitats range from mature, organic coniferous swamps, to near-old-growth upland deciduous and mixed forests, conifer plantations, and dry, open, prairie-like communities with complexes of sand barrens. The properties are also significant for their representative contiguous natural cover and extensive interior forest conditions within the TRCA jurisdiction. Specifically, the headwater properties contribute 22 percent towards a total of 37 percent natural cover for the Duffins Creek Watershed. In addition, the properties also contain several provincially significant wetlands and all of the study lands contain groundwater discharge areas in the form of springs, seeps and marshy areas that support high quality cold water fish habitat.

Historically, lands within the planning area were used primarily for agriculture, reforestation and some aggregate extraction. Currently, these lands are used for a variety of purposes including conservation, education, outdoor recreation, forest management and agriculture.

The TRCA holds rental agreements for four of the eight houses located on the properties, as well as leases for agricultural uses, ski facilities, and filming. In addition, the Authority holds two licensed agreements with the Dagmar Ski Resort and the Durham District School Board.

At Meeting #9/99 held on September 24, 1999, the Authority approved the process for preparing a comprehensive management plan for the seven Duffins Creek headwater properties, Resolution #A246/99:

*“THAT staff be directed to proceed with the development of a Glen Major Complex Management Plan;*

*AND FURTHER THAT staff be directed to establish an Advisory Committee, which would include members of the public, interested community groups, the Township of Uxbridge, Town of Pickering, and Durham Region to assist with the development of the plan and facilitate the opportunity for public input.”*

The purpose of completing the Duffins Creek Headwaters Management Plan was to examine the lands in detail and establish an appropriate type and level of management to ensure environmental sustainability of the TRCA properties into the future. Please refer to the full management plan document which has been appended as Attachment 1 to this report.

The plan was undertaken in five phases with phases one through four focusing on project start-up, background reports, general management zone development and detailed plan and recommendation development. The final phase included plan integration, finalization and approval.

At the start of the management plan process, TRCA staff invited thirty individuals to be members of the Advisory Committee. Approximately twenty-five people came to one or more Committee meetings. A broad cross section of interests were represented on the Committee. Members from the following groups participated:

- Uxbridge Cycling Association
- Green Door Alliance
- Durham Conservation Association
- Uxbridge Horse Riders Association
- Uxbridge Conservation Association
- Hike Ontario
- Oak Ridges Trail Association
- Uxbridge Naturally
- Ontario Heritage Foundation
- Glen Major Angling Club
- Town of Uxbridge, Regional Councilor
- Town of Uxbridge, Local Councilor,
- Ontario Ministry of Natural Resources - staff
- The Regional Municipality of Durham - staff

The Advisory Committee met on twelve occasions since February 2000 and assisted TRCA staff with the development of the management plan. The Committee was actively involved in drafting a vision statement, determining management zones and developing management recommendations. The committee also assisted with the public consultation program.

The public consultation program for this project consisted of four public meetings where the vision statement, proposed management zones, management guidelines and recommendations were presented. In addition, newsletters and six different questionnaires were provided to describe the project and invite public input.

### **Plan Vision, Goal, Objectives and Management Principles**

The vision statement, goal, objectives and management principles were developed by the Advisory Committee to be consistent and integrated with both the Watershed Plan for Duffins Creek and Carruthers Creek and the Oak Ridges Moraine Conservation Plan.

#### **Vision:**

*The Toronto and Region Conservation Authority properties in the Duffins Creek Headwaters, which contain diverse ecosystems, abundant wildlife and spectacular vistas, will become a model for private and public land stewardship. These various TRCA properties will be integrated and expanded through donations, land purchases, conservation easements and planning incentives to protect, conserve and improve ecological integrity. The properties will be carefully managed and monitored to ensure sustainability and adherence to conservation principles. Appropriate outdoor recreation and environmental awareness will be promoted and managed with a balanced approach.*

#### **Goal:**

To protect, conserve and manage the TRCA headwater properties within an ecosystem framework, and in consultation with the community, ensuring watershed health, public enjoyment and environmental sustainability.

#### **Objectives:**

***Natural Heritage*** - To protect, restore and regenerate the natural ecosystem by ensuring the health and diversity of native species, habitats, landscapes and ecological processes. Also, maximizing linkages and connectivity of the natural heritage features to one another and to adjacent areas;

***Cultural Heritage*** - To identify, protect and conserve the cultural heritage features for their inherent value and depiction of the long-term human use and occupancy of the area;

***Land Use*** - To ensure protection of the ecological integrity and cultural values of the land through innovative planning, management and appropriate conservation, recreation and other land uses;

***Management*** - To manage the TRCA headwater properties in a manner that will ensure the achievement of all objectives and to implement Management Plan recommendations, while providing for ongoing public involvement in the management process;

***Education*** - To promote knowledge and understanding of the natural and cultural values of the land and water, their protection and management requirements, as well as their significance, sensitivities and interrelationships;

**Stewardship** - To promote and facilitate the ongoing public involvement towards a partnership that will foster sustainable living, and will accomplish watershed management objectives, as well as implement Management Plan recommendations;

**Public Use** - To provide opportunities for appropriate, accessible public uses, which are consistent with all other objectives.

### **Management Principles**

- Protect, conserve and regenerate the ecological integrity of the headwater properties.
- Ensure natural and cultural heritage sustainability utilizing a cost effective approach.
- Promote and monitor the use and enjoyment of the land, ensuring minimal impact to the natural environment by striving for a balance between conservation and appropriate outdoor recreation.
- Develop stakeholder awareness, promote cooperation and form partnerships that will enhance stewardship and provide protection of the lands.
- Foster community involvement and environmental stewardship that utilizes an integrated approach to planning and implementation strategies.
- Recognize, integrate, promote and enhance linkages between the Conservation properties, the Duffins Creek watershed, the Oak Ridges Moraine and other natural and cultural features.
- Develop and implement programs and partnerships that protect and enhance the form, features and functions of the Oak Ridges Moraine (ORM), i.e., groundwater, natural heritage, land securement, headwater protection and policy framework.
- Utilize flexible management approaches and continually evaluate management options to ensure the operations and existing infrastructure are both effective and appropriate.
- Restore and naturalize disturbed areas on TRCA property.
- Utilize best erosion management practices where appropriate.
- Utilize best forest management practices where appropriate.
- Expand public land holdings through acquisition, conservation easements, donations and planning incentives.
- Effectively manage public use safety issues.
- Increase revenues with programs and services where sustainable.

### **Plan Description**

The Duffins Creek Headwaters Management Plan for TRCA Properties was based on the management zoning approach that TRCA has used since 1997, starting with the Claireville Conservation Area Management Plan. The Management Plan was developed by using an ecosystem approach which identified and ranked the natural and cultural heritage resources for the entire property. All of the resource information was integrated to define the management zones and determine their boundaries and potential for public use.

A maximum total of seven management zones, which identify appropriate resource uses within each zone, were determined for the properties. The zones included a Nature Reserve, Natural Environment, Primary Restoration, Agricultural Reserve, Public Use - education, Public Use - recreation, and Public Use - lease. Approximately 93 percent (1815 ha) of the properties have been designated as Natural Reserve, Natural Environment or Primary Restoration Zones. Permitted resource uses in these zones will range from no formal public use to low intensity multi-use trails and educational use. The final routing of all trails will be field checked to ensure environmental suitability. The designated Public Use - recreation zones were established to provide safe public access, parking where appropriate, staging areas and trail head information.

Through research, analysis and consultation, detailed management recommendations, concept plans and trail plans were developed and are included in the Plan. At the final meeting of the Duffins Creek Headwaters Advisory Committee, held on June 17, 2003, the Committee recommended that the Management Plan be sent to The Toronto and Region Conservation Authority for approval.

### **RATIONALE**

A Management Plan for TRCA properties in the Duffins Creek headwaters was needed for the following reasons:

- integrate Duffins Creek Watershed planning with land management activities and requirements;
- address Oak Ridges Moraine protection concerns and ensure appropriate natural resource management;
- provide a framework for determining the ecological appropriateness of any proposed public use to ensure that the integrity, diversity and sustainability of the properties be maintained;
- provide an integrated trail plan that would ensure appropriate and safe public use while reducing negative impacts on the environment;
- prepare for various land use changes in the surrounding area and increased demand on publicly accessible greenspace.

TRCA staff have led the development of the Management Plan with the Advisory Committee providing input and direction into the vision, goal, objectives, management principles, management zones, management recommendations and trail plans. The Advisory Committee fully supports the Management Plan and in particular the proposed trail plans and the recommendation for the creation of a community stewardship committee to be involved with the implementation of the Plan.

The proposed Management Plan guidelines and recommendations have been integrated with the Watershed Plan for the Duffins Creek and Carruthers Creek and are consistent with the Authority's Valley and Stream Corridor Management Program, the Strategy for Public Use of Conservation Authority Lands, as well as the TRCA's Living City Vision.

The public, who have responded at the public meetings, through letters and questionnaires, also support the proposed Management Plan in order to protect the significant greenspace and only allow appropriate public use of the property. The public also indicated that any alterations to the Plan must be subject to a public process.

The Management Plan, which includes property concept plans and trail plans, has recommended a maximum of seven management zones including Nature Reserve, Primary Restoration, Natural Environment, Agricultural Reserve, Public Use - education, Public Use - recreation and Public Use - lease. These zones are intended to preserve, protect and enhance the natural, cultural and heritage resources of the area, while directing the kinds of compatible and appropriate uses that may occur within them. The Management Plan also recommends the establishment of a community stewardship committee to undertake implementation actions with TRCA support. Significant community appreciation, enjoyment, stewardship and sustainability of Duffins Creek Headwater properties can be achieved through the proposed Management Plan.

#### **DETAILS OF WORK TO BE DONE**

- Establish appropriate Stewardship Committee(s) to assist with the implementation of the Management Plan, future planning and specific actions to achieve the objectives of the Plan;
- Utilize the Management Plan to assist with private land stewardship, conservation easements, and to respond to land use planning documents;
- Pursue appropriate uses and partnerships for the Duffins Creek Headwater Properties and report these to the Public Use Advisory Board;
- Send copies of the Management Plan, along with a thank you letter to the members of the Advisory Committee. Also, send copies of the Management Plan to the Ontario Heritage Foundation, the Township of Uxbridge, the City of Pickering, and Durham Region for endorsement and request that the document be used in land use planning and other watershed management decisions;
- Work with the Township of Uxbridge to investigate the options and develop a strategy to address closed road allowances adjacent to TRCA owned land and report back to the Public Use Advisory Board.

#### **FINANCIAL DETAILS**

TRCA staff will pursue partnership arrangements with all sectors to establish compatible uses on the Duffins Creek headwater properties. A portion of the revenues generated from uses on the properties will be returned to implement priority management activities.

TRCA will budget \$10,000 for Management Plan implementation activities in 2004 under account 408-96. Other opportunities to match funds with funding from other sources such as the provincial and federal governments, The Conservation Foundation of Greater Toronto and other private foundations, local community groups and private funding sources, will be pursued.

**Report prepared by: Mike Bender, extension 5287**  
**For Information contact: Mike Bender, extension 5287**  
**Date: June 19, 2003**  
**Attachments: 1 (included with the agenda package)**