



HERITAGE

CONNECTING

GOOD GROWTH

AGRICULTURE

COMMUNITIES

HOMES

NATURAL LEGACY

BUSINESS

PLAN the BRUCE...  
gps



# Plan the Bruce: HERITAGE

Discussion Paper

April 2022

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# 1 Introduction

The County is on a journey to a new Official Plan. The County has undertaken several background studies, reports and plans to inform the Plan the Bruce project, including eight discussion papers or ‘projects’ that advance the Guiding Principles of the County’s vision, as identified through the Bruce GPS exercise.

To date, a total of seven discussion papers have been advanced by County Council or are nearing completion: Good Growth, Homes, Communities, Natural Heritage, Agriculture, and Business. Two other Guiding Principles, being Heritage and Connecting, are planned to be further explored through the Official Plan Review process itself. On this basis, the following Discussion Paper identifies key policy themes and considerations of Heritage that will be subject to ongoing consultation and engagement as the policies of the new Official Plan are developed.

# 2 Background

Plan the Bruce: Heritage is one of eight guiding principles of the Plan the Bruce project to inform a new Official Plan for the County. This Discussion Paper will provide an information base to consider Bruce GPS Guiding Principle 7: Heritage. The intent of the Heritage project is to identify and manage our cultural heritage resources.

Bruce County is rich in cultural heritage resources. Past activities of Indigenous peoples, the Great Lakes maritime history, pioneers, and people who founded our towns, villages and early industry all contribute to our cultural heritage. In preserving these resources, we preserve our identity, support tourism, and maintain a strong sense of community. Planning can focus efforts on conservation, creating distance where needed between resources and new development, and managing cultural heritage resources to maintain or increase their value to the community. Good planning decisions now will help us identify and protect our heritage assets, celebrate achievement, and nurture our cultural heritage.

## 3 Policy Context

### 3.1 Planning Act, 1990

The County is required to prepare a new Official Plan in accordance with the Planning Act, 1990, as amended (Planning Act). The Planning Act governs land use planning matters within Ontario and directs municipalities to protect provincial interests. Section 28 of the Planning Act requires planning authorities to administer Official Plans that are consistent with the Provincial Policy Statement, which was updated in 2020. Within the context of the ‘Heritage’ Guiding Principle, the Planning Act recognizes the conservation of architectural, cultural, historic, and archaeological resources as matters of provincial interest. Policies of the County’s new Official Plan are required to be consistent with matters of provincial interest, as established through the Planning Act and the Provincial Policy Statement.

### 3.2 Provincial Policy Statement, 2020

The Provincial Policy Statement, 2020 (PPS) establishes policy direction regarding matters of provincial interest. The PPS supports cultural heritage planning within the context of long-term economic prosperity. Specific consideration will need to be given through policies of the new Official Plan to ensure consistency with the PPS in this regard. Specifically, Policy 1.7.1.e) of the PPS supports cultural heritage planning by:

“Encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes.”

The PPS also encourages the development of a cultural plan as a tool in the conservation of cultural heritage resources. Further, both the PPS and the Planning Act identify heritage conservation as matters of provincial interest. Policy 2.6 of the PPS provides specific policy direction regarding cultural heritage, including that built and cultural heritage resources, including landscapes, shall be conserved. The PPS also directs planning authorities to consult Indigenous communities and consider their interests when identifying, protecting, and managing cultural heritage and archaeological resources. Specific consideration will need to be given through policies of the new Official Plan to ensure consistency with the PPS.

### 3.3 Bruce County Official Plan

The County's in-effect Official Plan was adopted by Council in 1997 with a subsequent five-year review approved by the Province in 2010, in accordance with the Planning Act. Various site specific and scoped amendments have also been made to the Plan over time.

Policies of the in-effect Official Plan contemplate cultural heritage through establishing direction that encourages:

- The conservation of land, buildings, and sites of historic and architectural value;
- The identification, acquisition, restoration, and conservation of the historical, cultural, and architectural assets of the County; and
- The creation and use of committees by local Councils to inventory and designate buildings, sites, and districts of historical, cultural, or architectural merit.

The provincial land use planning framework has evolved with updated plans and policies since the last plan update was approved by the province. This includes changes to the Planning Act, the PPS, the Ontario Heritage Act and Ontario Heritage Toolkit, as well as the Ontario Culture Strategy, 2016. The policies of the County's Official Plan will need to be comprehensively reviewed within the context of an updated provincial policy framework.

### 3.4 Official Plan Best Practices Report, 2020

The Land Use Service Delivery Review (Official Plan Best Practices) was endorsed by the Planning and Development Committee in October 2020. The goal of this Review was to improve service delivery, but also to establish an approach to modernizing the County's Official Plan to make it more effective, relevant, and accessible. A total of eight opportunities to advance this goal were identified, including addressing cultural heritage. The Land Use Service Delivery Report offers specific consideration to the role of consulting with Indigenous communities to inform the new Official Plan.

The following recommendations were made in this regard:

- Indigenous engagement requires research, and time to foster lasting relationships built on trust;
- To build trust, focus on giving Indigenous community representatives the opportunity to decide how they would like to participate in statutory consultation processes; and
- The County should keep the lines of communication with Indigenous leaders, service providers, and political organizations open beyond the mandatory consultation process.

Based on the findings of the Land Use Service Delivery Report and associated recommendations, the new Official Plan will need to contemplate the role of Indigenous community consultation within the context of developing cultural heritage policies.

### 3.5 Cultural Action Plan, 2021

The Cultural Action Plan (CAP) was undertaken by the County in 2021. The CAP is a strategic planning tool that was developed with Indigenous communities, cultural institutions, stakeholders, and government partners. It identifies objectives within the County context regarding arts, culture, and heritage. It also provides direction through a series of recommendations on how to advance the arts, culture, and heritage objectives of the County as identified through the CAP.

The CAP is organized based on six core values as identified through consultation with Bruce County residents and Indigenous communities:

1. The unique identity of Bruce County is supported by a rich tapestry of cultural assets and natural resources. Honour and celebrate the diverse heritage, culture, and artistic expressions that shape the character of our communities and the County as a whole.
2. Recognize and respect the unique heritage, culture, and artistic expressions of Saugeen Ojibway Nation, the Historic Saugeen Métis, and the Métis Nation of Ontario (Great Lakes Métis Council) and seek to strengthen relationships in support of mutual cooperation.
3. Cultural sights, sounds, and stories are key in making Bruce County a vibrant place to live, vacation, and visit. Seek to ensure everyone to has the opportunity to experience Bruce County's heritage, culture, and artistic expressions.



4. Value individual cultural assets, talents, and expertise and further strengthen them through coordinated communication and other collaborative efforts.
5. Heritage, culture, and artistic expressions are fundamental to the long-term economic health and quality of life of our communities.
6. Planning decisions are integral to ensuring the sustainability and success of our heritage, culture, and artistic expressions.

Through the six core values, several strategic areas are identified as priorities to support and grow the cultural heritage opportunities within the County. This includes considerations for building cultural capacity, developing and maintaining cultural assets, improving cultural communication, implementing a coordinated cultural planning approach and fostering engagement with Indigenous communities.

Consideration will need to be given through the Plan the Bruce project regarding an updated land use planning framework that can advance the core values and strategic priorities as identified through the CAP.

## 4 Discussion

Conserving, enhancing, and promoting the cultural heritage assets of the County has emerged as a priority of the Plan the Bruce project and is identified as one of eight strategic pillars of the Plan the Bruce exercise. There is a wealth of cultural heritage assets as a defining characteristic of the overall community fabric within Bruce County. The CAP represents an important foundation of work to inform an updated policy framework as established by the new Official Plan. There is also a requirement to ensure conformity and consistency with provincial plans and policies, principally the PPS. The County's in-effect Official Plan contemplates cultural heritage broadly and is generally consistent with the PPS in this regard.

As presented in this Discussion Paper, there may be an opportunity to develop a more robust policy framework as established by the new Official Plan regarding cultural heritage. This can principally be accomplished by advancing the core values and strategic areas as identified by the CAP where it is appropriate to do so through an updated land use planning policy framework. On this basis, the following matters are to be further explored within the context of the 'Heritage' Guiding Principle through the Official Plan Review process:



1. Consult Indigenous communities to inform a policy framework that seeks to recognize Indigenous interest in conserving cultural heritage resources within the County.
2. Recognize cultural heritage resources, including archaeological resources, as significant assets in the County that are highly valued by the community.
3. Collaborate with local municipalities in identifying and conserving cultural heritage resources.
4. Consider identifying cultural heritage landscape(s) as heritage asset(s).
5. Develop a policy framework that clearly establishes the role of conserving cultural heritage resources as an economic development tool.
6. Consider other municipal approaches to determine best practices within the context of Official Plan policies and cultural heritage.
7. Work closely with local municipalities, indigenous communities, and stakeholders to develop implementation policies and tools, such as an Archaeological Management Plan, that are consistent with the PPS, applicable law, and are considerate of the unique geography and composition of Bruce County.

Preliminary draft recommended policy directions are presented in this Discussion Paper under Appendix A.

## 5 Conclusion

This Discussion Paper has been prepared within the context of the Plan the Bruce project and to advance the 'Heritage' Guiding Principle. It is intended to serve as a preliminary basis for further consultation and engagement regarding cultural heritage resources within the County and the new Official Plan. Through the new Official Plan project, the recommended discussion topics and directions will be further explored to inform a policy framework conforming to provincial policies and plans, while also being responsive to the County's unique setting and history.

## Appendix A: Heritage Preliminary Policy Directions

Policy Theme	Preliminary Recommended Policy Direction
Conserving Cultural Heritage	Enhance policies of the new Official Plan to recognize, promote and conserve a range of cultural heritage assets within the County, as identified by the CAP.
Consultation	Consult Indigenous communities to consider their interests when identifying, protecting, and managing cultural heritage resources within the County, including archaeological resources.
Implementation	Provide clear and specific policy direction on required studies regarding cultural heritage resources for applications made under the Planning Act.
Conformity	Ensure conformity and consistency with provincial plans and policies, specifically the PPS, 2020.