



**DISCUSSION PAPER #9**  
**CULTURAL HERITAGE, DESIGN, ECONOMIC  
DEVELOPMENT AND TOURISM**

*- DRAFT -*

*Update December 2019*



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## Introduction

The Town of St. Marys Official Plan was adopted by Council on September 22, 1987. The Official Plan was approved in part by the Minister of Municipal Affairs and Housing on February 2, 1993 with 15 modifications and two deferrals. Final approval from Minister of Municipal Affairs and Housing was received on April 30, 1999. Following a five-year review of the document, Council approved the current consolidated copy of the Official Plan on October 1, 2007.

This is the ninth of a series of Discussion Papers prepared to assist in the 5-year review of the Town of St. Marys Official Plan as per the Planning Act Section 26(1). The purpose of a Section 26 review is to ensure that the Official Plan conforms with provincial plans (or does not conflict with them), has regard to matters of provincial interest and is consistent with policy statements, such as the Provincial Policy Statement which was updated in 2014. In addition to meeting statutory requirements under the Planning Act, this review is also intended to ensure that the policies in the Official Plan are in keeping with the goals and objectives of the community and provides the opportunity to identify opportunities and issues that can be addressed through the Official Plan.

This Discussion Paper will identify areas and topics as they relate to the **cultural heritage, urban design, economic development and tourism** in the Town. This Discussion Paper is intended to bring information to Planning Committee for review and consideration when making recommendations to Town Council.

Part V - Policies of the Provincial Policy Statement (PPS) contains a number of policies geared to direct and manage growth of urban areas such as the Town (those Sections in the grey highlighting are from the 2014 Provincial Policy Statement).

## CULTURAL HERITAGE

### Planning Background

#### 1. Provincial Policy Statement

Part V - The Provincial Policy Statement (PPS) contains a number of policies and definitions related to cultural heritage and archaeology (those Sections in the grey highlighting are from the 2014 Provincial Policy Statement).

#### Policies

2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.

2.6.2 Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved.

2.6.3 Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

2.6.4 Planning authorities should consider and promote archaeological management plans and cultural plans in conserving cultural heritage and archaeological resources.

2.6.5 Planning authorities shall consider the interests of Aboriginal communities in conserving cultural heritage and archaeological resources.

#### Definitions

Archaeological resources: includes artifacts, archaeological sites, marine archaeological sites, as defined under the Ontario Heritage Act. The identification and evaluation of such resources are based upon archaeological fieldwork undertaken in accordance with the Ontario Heritage Act. Areas of archaeological potential: means areas with the likelihood to contain archaeological resources. Methods to identify archaeological potential are established by the Province, but municipal approaches which achieve the same objectives may also be used. The Ontario Heritage Act requires archaeological potential to be confirmed through archaeological fieldwork.

Built heritage resource: means a building, structure, monument, installation or any manufactured remnant that contributes to a property's cultural heritage value or interest as identified by a community, including an Aboriginal community. Built heritage resources

are generally located on property that has been designated under Parts IV or V of the Ontario Heritage Act, or included on local, provincial and/or federal registers.

**Cultural heritage landscape:** means a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Aboriginal community. The area may involve features such as structures, spaces, archaeological sites or natural elements that are valued together for their interrelationship, meaning or association. Examples may include, but are not limited to, heritage conservation districts designated under the Ontario Heritage Act; villages, parks, gardens, battlefields, mainstreets and neighbourhoods, cemeteries, trailways, viewsheds, natural areas and industrial complexes of heritage significance; and areas recognized by federal or international designation authorities (e.g. a National Historic Site or District designation, or a UNESCO World Heritage Site).

There are generally three types of cultural heritage landscapes: designed landscapes (e.g. designed downtown square, gardens or parkland), evolved landscape (has evolved in the past as a result of human use with distinguishing features remaining, or a landscape continuing to evolve) and associative landscape (e.g. significant religious, cultural or artistic associations, primarily with natural elements). Cultural heritage landscapes can be protected under the Ontario Heritage Act by designation of a single property that contains the cultural heritage landscape, designation of a Heritage Conservation District for a grouping of properties containing the cultural heritage landscape, or the listing of non-designated properties on the Municipal Heritage Register.

**Heritage attributes:** means the principal features or elements that contribute to a protected heritage property's cultural heritage value or interest, and may include the property's built or manufactured elements, as well as natural landforms, vegetation, water features, and its visual setting (including significant views or vistas to or from a protected heritage property).

**Protected heritage property:** means property designated under Parts IV, V or VI of the Ontario Heritage Act; property subject to a heritage conservation easement under Parts II or IV of the Ontario Heritage Act; property identified by the Province and prescribed public bodies as provincial heritage property under the Standards and Guidelines for Conservation of Provincial Heritage Properties; property protected under federal legislation, and UNESCO World Heritage Sites.

**Significant:** means

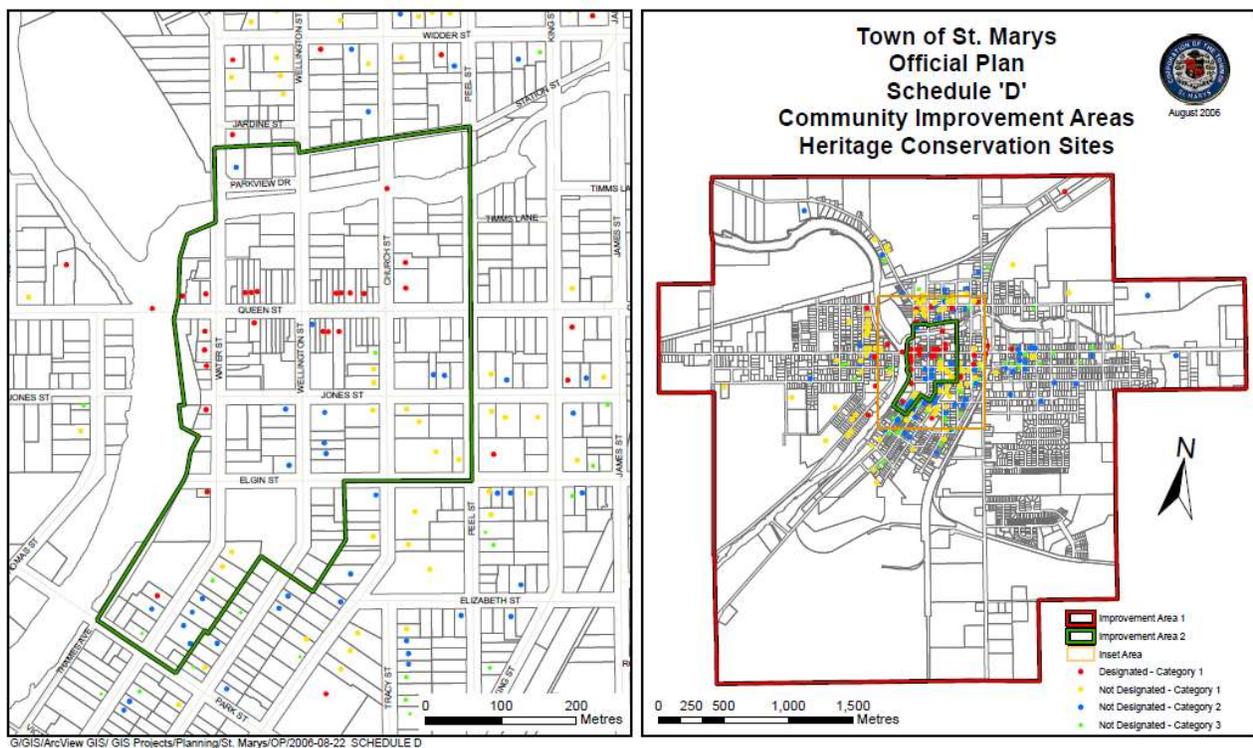
e) in regard to cultural heritage and archaeology, resources that have been determined to have cultural heritage value or interest for the important contribution they make to our

understanding of the history of a place, an event, or a people.

## 2. Current Town Official Plan

The current Town Official Plan contains objectives and policies to support the identification and protection of cultural heritage resources in St. Marys. The current Plan also identifies heritage properties in the following four categories and identifies these properties on Schedule D:

- Category 1 – Designated under Part IV of the Ontario Heritage Act
- Category 1 – Not designated (but worthy of designation)
- Categories 2 and 3 – Not designated (may be worthy of designation)



Town Building and Development Department staff currently reference Schedule D of the Official Plan in identifying non-designated properties as part of the review of building permit, Planning Act and other applications. The Ontario Heritage Act requires that municipalities keep a Register of Cultural Heritage Properties listing all properties designated under Part 4 of the Act (individual properties) and Part V (within a Heritage Conservation District) and may include properties that the Council, after consultation with

its heritage committee, considers may have heritage value but have not yet been designated under the Act.

Listing properties which have not been designated is the first step in the identification and evaluation of properties that may warrant some form of heritage conservation. The listing of a property identifies potential heritage significance and provides opportunities for consultation and review prior to proposed alterations, change of use, redevelopment or demolition.

Staff now relies upon the Town’s Municipal Register of Designated Heritage Properties and Municipal Register of Properties of Cultural Heritage Value when reviewing development and permit applications. As a result, Schedule D of the Official Plan is no longer required and this will remove the need to amend the Official Plan to recognize changes to the heritage status of properties.

The St. Marys Heritage Committee has provided draft recommendations for amendments to the Official Plan. These comments are attached as Appendix 1 to this paper and are referenced in the policy recommendations section below, where appropriate. It should be noted that several of the comments and suggestions from the Heritage Committee relate to topics and issues that are addressed under other Discussion Papers, such as Paper #4 – Residential.

### Policy Recommendations

The following is a discussion regarding the recommended changes to the existing policies found in the Heritage Conservation section of the Town’s Official Plan. Those Sections in the grey highlighting are from the 2014 Provincial Policy Statement. The charts provide commentary across the top, existing policy on the left side and proposed policy on the right. Although not discussed below, we agree with Item 2 of the comments from the Heritage Committee which suggests that the existing sketches of major heritage buildings in the Official Plan should remain.

<b>Comment</b>	
The St. Marys Heritage Committee commented that the economic prosperity of a community is not a competing interest with heritage issues and in fact, heritage protection contributes to a sense of place and economic prosperity.	
<b>Existing Policy</b>	<b>Proposed Policy</b>
<b>2.0 GOALS AND GENERAL PRINCIPLES (introductory clause)</b>	<b>2.0 GOALS AND GENERAL PRINCIPLES (introductory clause)</b>
Council recognizes that there are competing interests within the municipality	Council supports policies that recognize and encourage economic prosperity for

<p>related to economic and heritage issues. This Plan is intended to provide some balance between preservation at all costs and progress within the municipality. Council also recognizes and reinforces its desire to maintain the charm and attractiveness that are fundamental to the character and lifestyle of St. Marys.</p>	<p>businesses and residents in the Town. Council also recognizes the importance of identifying and protecting local resources, including cultural heritage and natural heritage features, and the contribution these resources can have on the local economic prosperity. <del>Council recognizes that there are competing interests within the municipality related to economic and heritage issues. This Plan is intended to provide some balance between preservation at all costs and progress within the municipality.</del> Council also recognizes and reinforces its desire to maintain the charm and attractiveness that are fundamental to the character and lifestyle of St. Marys.</p>
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<b>Comment</b>	
<b>Existing Policy</b>	<b>Proposed Policy</b>
<p><b>2.3 HERITAGE CONSERVATION</b></p> <p><b>2.3.1 OBJECTIVES</b></p> <p>2.3.1.1 To identify the cultural heritage resources, including: heritage resources designated under the Ontario Heritage Act; archeological and historical resources; and sites or areas of architectural, cultural, social, political, economic, historical, or military significance.</p> <p>2.3.1.2 To protect and enhance the Town’s heritage resources by developing policies that strike a balance between conservation and preservation with development and re-development.</p> <p>2.3.1.3 To be proactive in identifying cultural heritage sites that are considered worthy of conservation or preservation.</p> <p>2.3.1.4 To recognize the Town’s cultural resources as an instrument to promote</p>	<p><b>2.3 HERITAGE CONSERVATION</b></p> <p><b>2.3.1 OBJECTIVES</b></p> <p>2.3.1.1 To identify the cultural heritage resources, including: heritage resources designated under the Ontario Heritage Act; archeological and historical resources; and sites or areas of architectural, cultural, social, political, economic, historical, or military significance.</p> <p>2.3.1.2 To protect and enhance the Town’s heritage resources by developing policies that <del>strike a balance between conservation and preservation with development and re-development</del> ensure development and redevelopment occurs in a manner that is compatible with and prevents impacts on heritage resources and associated attributes.</p>

<p>economic development, tourism, and education/awareness programmes.</p> <p>2.3.1.5 To encourage development and redevelopment in a manner that is generally in keeping with the character of the Town.</p>	<p>2.3.1.3 To be proactive in identifying cultural heritage sites that are considered worthy of conservation or preservation.</p> <p>2.3.1.4 To recognize the Town’s cultural resources as an instrument to promote economic development, tourism, and education/awareness programmes.</p> <p>2.3.1.5 To encourage development and redevelopment in a manner that is generally in keeping with the character of the Town.</p>
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**PPS**

2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved.

2.6.3 Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

<p><b>Comment</b></p> <p>Additional policy direction is required to implement Provincial policy. Modifications to policies are required in recognition of the creation of the separate Properties of Cultural Heritage Value list, as also noted by the Town’s Heritage Committee. Additional direction with respect to the identification of Heritage Conservation Districts and Cultural Heritage Landscapes is provided. The Heritage Committee also recommended inclusion of policies respecting viewsapes.</p>	
<p><b>Existing Policy</b></p> <p><b>2.3.2 POLICIES</b></p> <p>2.3.2.1 Council has established and will continue to maintain a citizen’s heritage advisory committee known as “St. Marys Heritage Committee” to advise and assist Council on heritage matters. Council shall continue to consult with the St. Marys Heritage Committee on all matters and development applications that pertain to heritage resources.</p>	<p><b>Proposed Policy</b></p> <p><b>2.3.2 POLICIES</b></p> <p>2.3.2.1 Council has established and will continue to maintain a citizen’s heritage advisory committee known as “St. Marys Heritage Committee” to advise and assist Council on heritage matters. Council shall continue to consult with the St. Marys Heritage Committee on all matters and development applications that pertain to heritage resources.</p>

2.3.2.2 The “Heritage Conservation” policies shall apply throughout the Town, where applicable. The locations of Heritage Conservation Sites are shown on Schedule “D” to this Official Plan. Schedule “D” shows the location of those sites that are “Category 1 – Designated” for heritage conservation under Part IV of the Ontario Heritage Act as well as other sites of interest. Those sites identified on Schedule “D” as “Category 1 – Not Designated” are worthy of designation for reasons of architectural/historic significance and a designation for heritage conservation would be recommended for approved by the St. Marys Heritage Committee. Those sites identified on Schedule “D” as “Category 2 – Not Designated” and “Category 3 - Not Designated” are also important and may be worthy of designation for reasons of architectural/historic significance but may be less important or have been somewhat altered from their original condition.

2.3.2.3 Council will encourage the identification and classification of the Town’s cultural heritage resources by providing assistance to the St. Marys Heritage Committee and educating the public and individual property owners about the importance of the Town’s cultural heritage resources.

2.3.2.4 In considering development applications, Council will attempt to protect the cultural heritage resources in its context by promoting the redevelopment of designated historical properties with uses compatible with the historical or architectural character of the structures(s) or natural features on the properties. Where this is not feasible, Council will attempt to protect important aspects of the cultural heritage resources, or where this is not feasible; will encourage the re-creation of the cultural heritage resources.

2.3.2.2 The “Heritage Conservation” policies shall apply throughout the Town, where applicable. An inventory of built heritage resources within the Town shall be maintained. Inventoried heritage resources may be considered for designation under the Ontario Heritage Act and/or conservation through the review of any proposed development, subject to all relevant legislation.

The inventory should contain documentation including legal description, owner information, and description of the heritage attributes and cultural heritage value for each designated and listed heritage resource. The Register shall be updated regularly and readily accessible to the public to ensure effective protection and to maintain its currency.

2.3.2.3 Council will encourage the identification and classification of the Town’s cultural heritage resources by providing assistance to the St. Marys Heritage Committee and educating the public and individual property owners about the importance of the Town’s cultural heritage resources.

2.3.2.4 In considering development applications, Council will attempt to protect the cultural heritage resources in its context by promoting the redevelopment of designated historical properties with uses compatible with the historical or architectural character of the structures(s) or natural features on the properties. Where this is not feasible, Council will attempt to protect important aspects of the cultural heritage resources, or where this is not feasible;

<p>2.3.2.5 Council may require a Heritage Impact Assessment when reviewing development applications to alter, demolish, or erect a structure on a property designated under the Ontario Heritage Act or by the Federal Department of Canadian Heritage. Such assessment will outline the context of the proposal, any potential impacts the proposal may have on the heritage resource, and any mitigative measures required to avoid or lessen negative impacts on the cultural heritage resource.</p> <p>2.3.2.6 Council may, upon the recommendation of the St. Marys Heritage Committee.</p> <p>a) designate individual properties for heritage conservation under Part IV of the Ontario Heritage Act;</p> <p>b) enter into Heritage Easements to protect property in perpetuity;</p>	<p>will encourage the re-creation of the cultural heritage resources.</p> <p>2.3.2.5 Council may require a Heritage Impact Assessment, undertaken by a qualified professional with expertise in heritage studies, when reviewing development applications to alter, demolish, or erect a structure on a property designated under the Ontario Heritage Act, or designated by the Historic Sites and Monuments Boards of Canada under Parks Canada, or recognized on the Canadian Register of Historic Places. <del>or by the Federal Department of Canadian Heritage.</del> Such assessment will outline the context of the proposal, describe the cultural heritage resource(s) to be affected by the development, any potential impacts the proposal may have on the heritage resource, and any mitigative measures required to avoid or lessen negative impacts on the cultural heritage resource.</p> <p>A Heritage Impact Assessment may also be required for any proposed alteration work or development activities on lands adjacent to heritage resources to ensure that there will be no adverse impacts caused to the resources and their heritage attributes. Mitigation measures shall be imposed as a condition of approval of such applications.</p> <p>2.3.2.6 Council may, upon the recommendation of the St. Marys Heritage Committee.</p> <p>a) designate individual properties for heritage conservation under Part IV of the Ontario Heritage Act;</p> <p>b) enter into Heritage Easements to protect property in perpetuity;</p>
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<p>c) give consideration to the preparation of a Heritage Conservation District Plan for the area or areas which will include design guidelines for both existing buildings and new construction;</p> <p>d) give consideration to designating a portion or portions of the Town, as identified in Heritage Conservation District Plan(s), as Heritage Conservation Districts under Part V of the Ontario Heritage Act;</p> <p>e) give consideration to implementing heritage grant or loan programmes or heritage property tax relief programmes;</p> <p>f) update the inventory of built heritage resources as shown on Schedule “D” to this Official Plan.</p>	<p>c) give consideration to the preparation of a Heritage Conservation District Plan for the area or areas which will include design guidelines for both existing buildings and new construction;</p> <p>d) give consideration to designating a portion or portions of the Town, as identified in Heritage Conservation District Plan(s), as Heritage Conservation Districts under Part V of the Ontario Heritage Act;</p> <p>e) give consideration to implementing heritage grant or loan programmes or heritage property tax relief programmes.</p> <p><del>f) update the inventory of built heritage resources as shown on Schedule “D” to this Official Plan.</del></p> <p>2.3.2.7 The designation of a Heritage Conservation District enables the protection of the district while permitting compatible new development. Elements and features that give the District its distinctive character should be preserved. The Town has one Heritage Conservation District.</p> <p>Prior to designating a Heritage Conservation District pursuant to the Ontario Heritage Act, Council will:</p> <p>a) pass a by-law to define an area to be examined for future designation;</p> <p>b) prepare and adopt a Heritage Conservation District Plan; and,</p> <p>c) establish a Heritage Committee to advise Council on matters pertaining to the designated district.</p> <p>Within designated Heritage Conservation Districts, property owners, in consultation with the appropriate Heritage Conservation District Committee, will be encouraged to</p>
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maintain and repair heritage buildings and seek government grants and loans, where applicable, for eligible conservation work.

2.3.2.8 The general principles pertaining to Heritage Conservation Districts will be outlined in a Heritage Conservation District Plan. The Heritage Conservation District Plan will:

- a) delineate boundaries of the designated area and reasons for the designation;
- b) inventory cultural heritage resources;
- c) prescribe policies, conservation and design guidelines, and other pertinent material relating to the sound and prudent management of the district's unique character;
- d) be adopted by Council after consultation with affected property owners and other interested agencies as considered appropriate; and,
- e) be implemented by municipal review of heritage permit applications for changes and alterations to individual buildings and structures within the designated district.

In reviewing proposals for the construction, demolition or removal of buildings or structures, or the alteration of buildings within a Heritage Conservation District, Council shall be guided by the applicable Heritage Conservation District Plan.

2.3.2.9 A Cultural Heritage Landscape refers to a defined geographical area that has been modified or characterized by human activity. It usually involves a grouping of features that are both man-made and natural. Collectively, they create unique cultural heritage that is

	<p>valued not only for its historical, architectural or contextual significance but also for its contribution to the understanding of the forces that have shaped and may continue to shape the community including social, economic, political and environmental.</p> <p>Significant cultural heritage landscapes may be designated under either Part IV or Part V of the Ontario Heritage Act, or established on the Town's Properties of Cultural Heritage Value list, as appropriate.</p> <p>2.3.2.10 Viewscape Protection</p> <p>Council may also consider identifying viewscales of historical and scenic interest, and developing specific policies to protect and enhance these viewscales over time.</p>
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**PPS**

2.6.2 Development and site alteration shall not be permitted on lands containing archaeological resources or areas of archaeological potential unless significant archaeological resources have been conserved.

2.6.4 Planning authorities should consider and promote archaeological management plans and cultural plans in conserving cultural heritage and archaeological resources.

2.6.5 Planning authorities shall consider the interests of Aboriginal communities in conserving cultural heritage and archaeological resources.

<p><b>Comment</b> Additional policy direction is required to implement Provincial policy.</p>	
<p><b>Existing Policy</b></p> <p><b>2.4 ARCHAEOLOGICAL REMAINS</b></p> <p>Council also recognizes that there may be archaeological remnants of prehistoric habitation within the Town, and important archaeological evidence of historic activities which would be of value in future conservation of the built environment.</p>	<p><b>Proposed Policy</b></p> <p><b>2.4 ARCHAEOLOGICAL RESOURCES</b></p> <p>Council also recognizes that there may be archaeological remnants of prehistoric habitation within the Town, and important archaeological evidence of historic activities which would be of value</p>

<p>Council may, therefore, facilitate surveys by government or private agencies should those agencies deem it necessary, and will encourage the preservation or rescue excavation of archaeological resources which might be entailed. It is not the intention of Council to delay development unreasonably due to suspicions or the identification of minor archaeological remains.</p>	<p>in future conservation of the built environment.</p> <p>Council shall therefore require archaeological impact assessments/reports and the preservation or excavation of significant archaeological resources in accordance with Provincial policies. Archaeological impact assessments/reports by licensed archaeologists are to be in compliance with guidelines set out by the Ministry of Tourism, Culture and Sport, as well as licensing requirements referenced under the Ontario Heritage Act.</p> <p>The Town shall, in consultation with the Provincial Government, keep confidential the existence and location of archaeological sites to protect against vandalism, disturbance and the inappropriate removal of resources.</p> <p>Archaeological resources identified in an archaeological assessment shall be documented, protected, salvaged, and conserved.</p> <p>Significant archaeological resources of an Aboriginal community as identified in the archaeological assessment report shall be considered as features to be preserved. Aboriginal communities shall be consulted to identify approaches for preservation or commemoration.</p>
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## URBAN DESIGN

The purpose of urban design is to encourage and provide guidance with respect to the creation of built environments in communities that are attractive, functional and sustainable. The successful implementation of urban design policies can:

- support and enhance community identity
- support economic development and enhance property values
- support sustainable development objectives

- balance the needs of pedestrians and motorists
- create attractive, walkable and safe streets, neighbourhoods and business areas

## Planning Background

### Provincial Policy Statement

Part V - The Provincial Policy Statement (PPS) contains policies with respect to community and urban design (those Sections in the grey highlighting are from the 2014 Provincial Policy Statement.)

1.1.1 Healthy, liveable and safe communities are sustained by:

e) promoting cost-effective development patterns and standards to minimize land consumption and servicing costs;

f) improving accessibility for persons with disabilities and older persons by identifying, preventing and removing land use barriers which restrict their full participation in society;

h) promoting development and land use patterns that conserve biodiversity and consider the impacts of a changing climate.

1.1.3.4 Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.

### 1.5 Public Spaces, Recreation, Parks, Trails and Open Space

1.5.1 Healthy, active communities should be promoted by:

a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity;

b) planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources;

The current Official Plan provides limited guidance with respect to the Town's expectations with respect to design standards for development in the community. For example, Section 3.1.1.2 of the Official Plan promotes "creativity and innovation in new residential development in accordance with current design and planning principles and constantly evolving energy-saving measures and construction techniques" and Section 3.3.1.5 speaks to maintaining "a desirable level and standard of building and site design in order to maintain the visual images and character of the Town" in Highway Commercial areas.

## Policy Recommendations

It is recommended that the Town consider including a new section in the Official Plan dedicated to providing urban design policies. The following is a listing of possible policies to be applied when considering any new development in the Town:

- a) new buildings should be designed to present principal building facades, doors and window openings to public roads;
- b) the visual presence of garages in new residential development should be minimized;
- c) parking, loading, garage and other similar service areas should be located away from street frontages and designed to ensure compatibility with surrounding land uses;
- d) large parking areas should be designed with internal landscaped planting strips and medians to break up large paved areas and to increase urban canopy;
- e) rooftop mechanicals shall be screened;
- f) lighting shall be designed and oriented to reduce glare on adjacent properties;
- g) outdoor storage should be screened and located to the rear and sides of buildings;
- h) sidewalks and walkways shall be located and designed to provide uninterrupted and safe pedestrian movements;
- i) the design and placement of signage, street lighting and street furniture should be coordinated to support the character of the community or local neighbourhood;
- j) a high quality of design at gateways into the community is encouraged;
- k) personal safety and crime prevention through design is encouraged through design measures that improve lighting and visibility, reduce unobstructed views to allow for public surveillance ('eyes on the street'); and,
- l) accessibility for all people should be improved by allowing for barrier-free access for persons using walking or mobility aids, and providing barrier free access features (such as level surfaces, ramps, curb cuts, railings, automatic door openers and rest areas).

It is also recommended that the Town consider the inclusion of policies to support sustainable design such as encouraging:

- a) low impact development practices to reduce runoff from storm water;
- b) reductions in impervious hard surfaces, including the use of permeable pavement systems;
- c) innovative building design to reduce water and energy consumption;
- d) the use of light-coloured roofing material for new commercial and industrial development; and,

- e) the use of low water use / drought tolerant landscaping to reduce water consumption.

## ECONOMIC DEVELOPMENT AND TOURISM

### Planning Background

#### 1. Provincial Policy Statement

Part V - The Provincial Policy Statement (PPS) contains a number of policies and definitions related to cultural heritage and archaeology (those Sections in the grey highlighting are from the 2014 Provincial Policy Statement).

##### 1.7.1 Long-term economic prosperity should be supported by:

- a) promoting opportunities for economic development and community investment-readiness;
- b) optimizing the long-term availability and use of land, resources, infrastructure, electricity generation facilities and transmission and distribution systems, and public service facilities;
- c) maintaining and, where possible, enhancing the vitality and viability of downtowns and mainstreets;
- d) 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;
- e) promoting the redevelopment of brownfield sites;
- f) providing for an efficient, cost-effective, reliable multimodal transportation system that is integrated with adjacent systems and those of other jurisdictions, and is appropriate to address projected needs to support the movement of goods and people;
- g) providing opportunities for sustainable tourism development;

#### 2. St. Marys Strategic Plan Revision and Update – January 2017

In 2017, the Town updated the Strategic Plan to meet new public needs and expectations. Key priorities of the Town are reflected in six key strategic pillars: infrastructure, communication and marketing, culture and recreation, economic development, growth and housing.

Under Strategic Pillar 3 – Balanced Growth and Strategic Pillar 5 – Economic Development, a strategic priority is ‘youth recruitment and retention strategy’. ‘Industrial strategy’ is another strategic priority under Pillar 3 and speaks to outcomes and initiatives including seeking new opportunities to attract small, medium and large industry, but also retaining existing industry. Assessing available industrial land with a view to zoning and development is also identified. ‘Business attraction, retention and expansion program’ is also a strategic priority and similar to the industrial strategy, focuses on a vibrant and sustainable commercial sector through initiatives such as hosting business-to-business networking events, and identifying and inventorying vacant spaces to host entrepreneurs.

Under Strategic Pillar 5 – Economic Development, a strategic priority is ‘incubators’ and speaks to the ability to create and grow local businesses for future industrial success.

Under Strategic Pillar 4 – Culture and Recreation and Strategic Pillar 5 – Economic Development, a strategic priority is ‘downtown revitalization plan’ and speaks to protecting unique heritage assets while planning for growth in key sectors. Initiatives include incentives to new businesses to occupy vacant storefronts, promoting local theatre and arts in the core, transforming alleyways into art/craft vendor areas, and investigating prospect of converting second storey downtown space to rentals or studios.

## Policy Recommendations

Comment	
<p><b>Existing Policy</b>  <b>2.2 ECONOMIC DEVELOPMENT</b></p> <p><b>2.2.1 OBJECTIVES</b></p> <p>2.2.1.1 To encourage the retention of existing business and the establishment of new diversified business through the creation of a business friendly culture.</p> <p>2.2.1.2 To advocate local business development for the general benefit of the community.</p> <p>2.2.1.3 To be proactive in attracting new business opportunities to the Town.</p> <p>2.2.1.4 To develop a plan to attract tourism and capitalize on the Town’s cultural heritage.</p> <p><b>2.2.2 POLICIES</b></p> <p>2.2.2.1 Council will create of an environment that is business friendly by promoting the Towns existing values as an enjoyable, safe, and healthy community to work, live, and play.</p> <p>2.2.2.2 Council will develop partnerships with Town businesses and assist them by facilitating business/government and</p>	<p><b>Proposed Policy</b>  <b>2.2 ECONOMIC DEVELOPMENT</b></p> <p><b>2.2.1 OBJECTIVES</b></p> <p>2.2.1.1 To encourage the retention of existing business and the establishment of new diversified business through the creation of a business friendly culture.</p> <p>2.2.1.2 To advocate local business development for the general benefit of the community.</p> <p>2.2.1.3 To be proactive in attracting new business opportunities to the Town.</p> <p>2.2.1.4 To develop a plan to attract tourism and capitalize on the Town’s cultural heritage.</p> <p><b>2.2.2 POLICIES</b></p> <p>2.2.2.1 Council will create of an environment that is business friendly by promoting the Town’s existing values as an enjoyable, safe, and healthy community to work, live, and play.</p> <p>2.2.2.2 Council will develop partnerships with Town businesses and assist them by</p>

<p>business/business interactions, relationships, and synergies.</p> <p>2.2.2.3 Council will provide the necessary infrastructure in an affordable manner to maintain a competitive taxation/impost environment that is a catalyst for the retention of existing business and an enticement for new business.</p> <p>2.2.2.4 Council will ensure an adequate supply of available serviced land at all times and may enter into the marketplace, through the purchase of vacant land, for the development of industrial or commercial lands.</p> <p>2.2.2.5 Council will continue with initiatives to market the Town on a national and international landscape as a means of attracting new business.</p> <p>2.2.2.6 Council will continue with clear planning policies that detail requirements and conditions from which to evaluate reasonable development applications that implement the goals and objectives of the Town. Council will expedite approvals for those proposals that implement the Official Plan.</p> <p>2.2.2.7 Council will monitor its planning policies to ensure that its strategy reflects the current needs and demands of the ever evolving business community.</p> <p>Where its planning policies need to be updated, Council will balance the need to initiate changes to the applicable planning documents with the needs of the community.</p> <p>2.2.2.8 Council will continue to implement its downtown development strategies; encourage large and small scale manufacturing, information technology, and telecommunication business to locate in the Town.</p>	<p>facilitating business/government and business/business interactions, relationships, and synergies.</p> <p>2.2.2.3 Council will provide the necessary infrastructure in an affordable manner to maintain a competitive taxation/impost environment that is a catalyst for the retention of existing business and an enticement for new business.</p> <p>2.2.2.4 Council will ensure an adequate supply of available serviced land at all times and may enter into the marketplace, through the purchase of vacant land, for the development of industrial or commercial lands.</p> <p>2.2.2.5 Council will continue with initiatives to market the Town on a national and international landscape as a means of attracting new business.</p> <p>2.2.2.6 Council will continue with clear planning policies that detail requirements and conditions from which to evaluate reasonable development applications that implement the goals and objectives of the Town. Council will expedite approvals for those proposals that implement the Official Plan.</p> <p>2.2.2.7 Council will monitor its planning policies to ensure that its strategy reflects the current needs and demands of the ever evolving business community.</p> <p>Where its planning policies need to be updated, Council will balance the need to initiate changes to the applicable planning documents with the needs of the community.</p> <p>2.2.2.8 Council will continue to implement its downtown development strategies; encourage large and small scale manufacturing, information technology, and telecommunication business to locate in the Town.</p>
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2.2.2.10 In the Official Plan and Zoning By-law, the Town will provide for the broadest range of employment and commercial uses and flexible development standards, where appropriate. In addition, opportunities for smaller-scale or incubator businesses will be accommodated through flexible land use regulations.

2.2.2.11 The Town will explore opportunities to market St. Marys as a business-friendly community in order to retain and attract young people.

2.2.2.12 As part of any review and update of the Town's Zoning By-law, the Town will consider opportunities to pre-zone lands for employment and commercial uses.

2.2.2.13 The Town will encourage the maintenance, expansion and upgrade of existing tourism destinations and uses and encourage the establishment of additional high-quality facilities, accommodations, services, and events.

2.2.2.14 In recognition of the contributions art and culture make to the identity and economy of the community, the Town will work to remove any barriers to the establishment of related businesses and support opportunities for public art.

# APPENDIX 1

## St. Marys Heritage Committee Draft Recommendations for Amended Official Plan (the “AOP”)

The St. Marys Heritage Committee recommends the following for the AOP (along with appropriate amendments to municipal bylaws to conform with the AOP provisions):

1. **Competing Interests:** Section 2 of the current St. Marys Official Plan (the “OP”) contains the following provision:

*Council recognizes that there are competing interests within the municipality related to economic and heritage issues. This Plan is intended to provide some balance between preservation at all costs and progress within the municipality. Council also recognizes and reinforces its desire to maintain the charm and attractiveness that are fundamental to the character and lifestyle of St. Marys.*

Preservation “at all costs” is not the issue. The provisions of the *Ontario Heritage Act*, the *Planning Act* plus the Provincial Policy Statement 2014 (the “PPS 2014”) establish the procedures and requirements for conservation of cultural heritage. Nowhere is there a concept of preservation at all costs. The draft guide issued in October 2017 by the Ministry of Tourism, Culture and Sport (the “Ministry”) titled *A Guide to Cultural Heritage Resources in the Land Use Planning Process* (the “Guide”) is helpful in setting out definitions and the changes from previous provincial policies to the cultural heritage policies in the PPS 2014, plus recommendations for provisions in amended official plans. For example, there is a new policy (section 1.7.1) in the PPS 2014 stating that long-term economic prosperity should be supported by encouraging a sense of place by conserving features that help define character, including built heritage resources and cultural heritage landscapes. The Guide (pp. 16 to 18) sets out aspects of a community that might contribute to a sense of place. In other words, the economic prosperity of a community is not a competing interest with heritage preservation. The AOP should not include such a statement. Particularly in a town like St. Marys, heritage preservation is a key element in economic prosperity.

What is “progress”? When the OP was originally drafted, did it mean growth and modern development? It is not clear and concepts have changed. Progress today may include dealing with air and soil quality, adequate and safe water supply, preparation for climate change, design guidelines to preserve existing neighbourhoods and streetscapes, improving the quality of life in a community, consideration for pedestrians and bicyclists, recreation facilities readily available in all neighbourhoods, ensuring accessibility, ensuring sustainability of any new developments, etc. There are not necessarily competing interests so this language should not be in the AOP. Section 2.3.1.2 of the OP similarly refers to a balance between conservation and preservation on the one hand and development and re-development on the other hand. Again, these are not necessarily competing interests. The compatible design of new or renovated buildings and other structures is critical.

2. **Pen & Ink Sketches:** The current OP includes sketches by Colin McQuirk of some

of the major heritage buildings in St. Marys. These wonderful sketches should remain in the AOP.

3. **Municipal Register:** Section 2.3.2.2 and 2.3.2.6(f) of the OP dealing with the municipal register of heritage properties needs to be updated. The requirement to have a municipal register needs to be referenced but the register does not need to be attached, in part because it is likely to be updated periodically during the life of the AOP. The work to research and draft an up-to-date municipal register has been done but property owners have not been given notice and a council bylaw has not been passed. It may be possible to complete this process so that the up-to-date municipal register is in place prior to the AOP being finalized and approved.

4. **Identification and Classification of Cultural Heritage Resources:** Section 2.3.2.3 of the OP should also include a statement about the importance of continued municipal support for the library and the museum in educating the public and individual property owners about the Town's cultural heritage resources.

5. **Heritage Impact Assessment:** Section 2.3.2.5 of the OP should be updated with respect to designation. Properties are “*designated under the Ontario Heritage Act, or designated by the Historic Sites and Monuments Board of Canada under Parks Canada, or recognized on the Canadian Register of Historic Places*”.

6. **Viewscapes:** There are a number of municipalities in Ontario (e.g. Kingston) that protect viewscapes. Are there viewscapes in St. Marys that need to be protected, such as the view from the Grand Trunk Trail bridge, the view down Queen Street from the east and the west, the view of church spires, the Town Hall, the old water tower, etc.? If so, it is important to identify vantage points, viewing areas and/or viewing cones that must be kept intact to maintain the relationship between the viewed structures, streetscapes or natural elements and their surrounding context. In order to protect the viewscapes mentioned in the AOP, height limitations need to be specifically included in the zoning bylaw.

7. **Adjacent Lands:** Section 2.6.3 of the PPS 2014 states the following: *Planning authorities shall not permit development and site alteration on adjacent land to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.*

“*Adjacent land*” in the PPS 2014 is defined as land that is contiguous to (i.e. sharing a common property line with) a protected heritage property. As pointed out in the Guide, a municipal official plan might also define adjacency using other considerations to include “adjacent” property that does not necessarily touch the boundaries of the parcel of a protected heritage property. This could include adjacent properties in Heritage Areas or Stable Residential Areas (see item 9 below). Adding a more inclusive definition of “*adjacent land*” should be explored when preparing the draft AOP.

8. **Site Plan Control:** All potential development sites, particularly infill sites in low density neighbourhoods and in the heritage conservation district(s), should be subject to site plan control. A review of Chapter 7 of the County of Oxford Official Plan (dealing with City of

Woodstock land use policies) is instructive. Part of Section 7.1.1 states:

*Heritage resources in the City of Woodstock enrich the community by providing a strong sense of cultural identity and a link to the past. Such resources also are a source of stability in a changing urban environment and provide educational, social, economic and cultural value to the City. The policies of this Plan provide for the protection, maintenance and rehabilitation of heritage resources and are designed to promote new development which is sensitive to and complements heritage resources. [underlining added]*

There are other provisions in the Oxford Official Plan for Woodstock worthy of consideration, such as:

*Ensure that the built form, massing and profile of new housing is well integrated and compatible with existing housing and that a compatible transition between lands of different residential densities and between residential and non-residential land uses is achieved.*

*City Council may permit limited non-residential uses which may serve the wider community such as small scale offices, health care facilities, funeral homes, retirement homes, small-scale long-term care facilities such as nursing homes, and commercial recreation uses, in the Residential Area designation provided that:*

- *those uses with the potential to generate significant amounts of traffic or parking, originating from points external to the residential neighbourhood will be located at the periphery of the existing concentrations of residential development on a collector or arterial roadway;*
- *the proposed use can be considered to be compatible with existing residential uses through appropriate screening, buffering, physical separation or other design measures to mitigate noise, lighting, fumes, parking and outdoor storage;*
- *the proposed use is compatible with any other existing or designated non-residential use in the area;*
- *the proposed use is of a small scale, residential in character, and is consistent with the surrounding residential neighbourhood having regard to the external design of the proposed use in terms of height, bulk, mass, layout and roof line, and the established setbacks and spacing between buildings;*
- *proposed uses providing an accommodation function such as nursing or retirement homes and health related facilities will be of a size and scale which will generate similar levels of activity or land use intensity with respect to required parking, traffic movement or client/resident activity as uses permitted within the applicable Residential District. In Low Density Residential Districts such uses will be restricted to 35 beds or less;*
- *the proposed use will not adversely affect the availability of residential land supplies to meet anticipated housing demand; and*
- *such uses are limited in number and will not incrementally form concentrations of non-*

*residential development in the Residential Area.*

*The introduction of new residential housing into an established streetscape pattern will only be permitted if the proposal is deemed to be consistent with the characteristics of existing development on both sides of the same street. In order that the street oriented infill projects are sensitive to the continuity of the existing residential streetscape, the County Land Division Committee and City Council will ensure that:*

- *the proposal is consistent with the street frontage, setbacks, lot area and spacing of existing development within a two block area on the same street;*
- *for proposals involving more than two dwelling units, the exterior design in terms of height, bulk, scale and layout of the proposed building is consistent with present land uses in the area;*
- *the proposal will comply with the requirements of Section 7.2.4.1.4. [i.e. infill policies set out below].*

*City Council shall maintain a Zoning By-Law to regulate the use, bulk, form, location and setbacks of new development and parking facilities to ensure that new development respects the massing, profile and character of existing buildings and structures in the Historical District.*

*Any new buildings or additions will respect the height, bulk, scale and setbacks of adjacent residential uses and shall not adversely impact adjacent residential uses in terms of light, views, privacy or traffic. Redevelopment will be in keeping with the height, density and use policies of the Low Density Residential District.*

*Existing non-residential uses in Low Density Residential Districts proposed for redevelopment and reuse will be consistent with the following policies: Where infill development is proposed on vacant or underutilized sites within established residential areas by plan of subdivision, City Council and County Council will ensure that:*

- *the nature of the proposed residential development will be evaluated having regard to the type of housing found in the surrounding residential neighbourhood;*
- *any new residential lots with direct exposure to an established residential street will be consistent with the size of lots within a two block area on the same street and new residential development will maintain setbacks and spacing between dwellings consistent with the established built pattern;*
- *measures will be incorporated into the subdivision design to buffer and screen existing residential uses from the new development;*
- *proposed multiple unit developments will comply with the multiple unit requirements for Low Density Residential areas.*

#### *Section 7.2.4.1.4 All Infill Proposals*

*In addition to the specific infill policies identified, the following policies will apply to all infill proposals:*

- *the location of vehicular access points, the effect of traffic generated by the proposal on the public road system, pedestrian and vehicular safety and surrounding properties is assessed and found to be acceptable;*
- *existing municipal services and community facilities will be adequate to accommodate the proposed infill project;*
- *stormwater run-off from the proposal will be adequately controlled and will not negatively affect adjacent properties;*
- *the extent to which the proposed development provides for the retention of any desirable vegetation or natural features that contribute to the visual character of the surrounding area;*
- *the effect of proposed development on environmental resources or the effects of environmental constraints on the proposed development will be addressed and mitigated in accordance with Section 3.2 [i.e. environmental resource policies];*
- *compliance of the proposed development with the provisions of the Zoning By-Law of the City and other municipal by-laws;*
- *consideration of the potential effect of the development on natural and heritage resources and their settings.*

9. **Heritage Areas and Stable Residential Areas:** The Stratford Official Plan includes the concept of a heritage area and heritage corridors. This is not the same as a heritage conservation district. Most of central Stratford is included in their heritage area and the main roads in that area are heritage corridors. The purpose for establishing this concept is set out in Section 3.5.8 of the Stratford Official Plan: *Infilling in Heritage Areas: In the ‘Heritage Areas’ and the ‘Heritage Corridors’ as shown on Schedule “E”, the City will ensure that, where infilling is proposed or municipal services are being installed or upgraded, the inherent heritage qualities of the area or corridor will be retained, restored and ideally enhanced unless overriding conditions of public health and safety warrant otherwise.*

The Kingston Official Plan has a similar concept called “*Stable Areas*”. Section 2.6 of that Official Plan includes provisions to protect these areas.

Section 4.5.3.1 of the Stratford Official Plan has a concept called “*Stable Residential Areas*” with the following provisions:

*Stable residential areas are residential areas where potential new development or redevelopment is limited. Any intensification will be modest and incremental occurring through changes such as development of vacant lots, accessory apartments, or other forms of residential housing that meet the criteria below. Applications for new development in such areas shall be evaluated based on their ability to generally maintain the following elements of the structure and character of the immediate surrounding residential area:*

- i) scale of development respects the height, massing and density of adjacent buildings and is appropriate for the site;*
- ii) respects the nature of the streetscape as defined by such elements as landscaped areas, and the relationship between the public street, front yards and primary entrances to buildings;*
- iii) respects the relationship between the rear wall of buildings and rear yard open spaces;*
- iv) siting of buildings in relation to abutting properties ensures that there will be no significant negative impacts with respect to privacy and shadowing and appropriate buffering can be provided;*
- v) conforms with density provisions of [this Official Plan];*
- vi) conforms with the policies of Section 3.5, Heritage Conservation, and preserves designated and listed heritage buildings and structures, and where located adjacent to such buildings and structures is designed to be compatible;*
- vii) respects the residential lotting pattern in the immediate surrounding area;*
- viii) satisfies the City with respect to the proposed grading, drainage and stormwater management, and, in particular that there is no impact on adjacent properties;*
- ix) development has direct access from a public or condominium road;*
- x) alignment of any proposed streets with existing streets promotes acceptable traffic circulation;*
- xi) any proposed streets are adequate to accommodate municipal services;*
- xii) protection of significant trees and other natural features identified as significant by the City;*
- xiii) does not hamper or prevent orderly development of adjacent properties;*
- xiv) garages are designed so that they are not the dominant feature in the streetscape; and,*
- xv) has regard for the City's Urban Design and Landscape Guidelines.*

*In addition, regard shall be had to the policies of Section 6, Community Design Strategy, and particularly in areas of historical or architectural interest to the policies of Sections 3.5, Heritage Conservation.*

*For the purposes of this policy, the immediate surrounding residential area shall be defined by:*

- i) the existing road pattern, and particularly boundaries created by arterial or collector roads;*
- ii) the existing lotting pattern;*
- iii) boundaries created by physical features such as streams;*
- iv) the prevailing building type including any special built form features; and,*

v) *any special landscape or other features.*

Similar provisions should be included in the AOP with respect to the older areas of St. Marys, particularly the residential areas. Does St. Marys have urban design and landscape guidelines? There should be reference in the AOP to such guidelines (or the development of such guidelines if they do not exist). Stratford's Urban Design and Landscape Guidelines are helpful in setting out the role of such guidelines:

#### *Role of the Guidelines*

*The City of Stratford Urban and Landscape Design Guidelines have been developed to provide a comprehensive tool for the City to review and assess development proposals in both the public and private realm; to ensure that they promote the highest quality of urban design; are well integrated with Stratford's unique context; and conform to the Official Plan. [underlining here and below added]*

*The Guidelines provide a series of comprehensive recommendations that support the scale, cultural heritage, natural environment and public open spaces that define the City. They provide recommendations that represent important design goals and are expected to be interpreted by the City, residents and development professionals with a degree of flexibility, to encourage creativity and excellence in design.*

#### *Structure of the Guidelines*

*The Urban and Landscape Design Guidelines are intended to provide detailed direction with respect to the design of the community and to ensure the Official Plan vision is achieved. The Guidelines are structured into the following sections:*

*1.0 Introduction: describes Stratford's context and the purpose and structure of the Guidelines;*

*2.0 City of Stratford Vision and Guiding Principles: outlines the Vision Statement in the City of Stratford Official Plan and the corresponding guiding principles;*

*3.0 Public Realm Guidelines: provides detailed guidelines for streets, parks and open spaces, including sustainability, parking, stormwater management and streets and streetscapes. This section does not specifically consider the design of buildings, but provides guidance on the relationship between buildings and the public realm components (i.e. building location, orientation). Guidelines for the design of buildings are provided in the private realm guidelines; and,*

*4.0 Private Realm Guidelines: provides detailed guidelines for privately owned land, including sustainability, land use and site design and building typologies and design.*

**10. Heritage Conservation Districts:** The current downtown heritage conservation district should be referenced in the AOP. In addition, reference should be made to potential additional districts which might be established in residential areas, such as the North Ward along Widder Street East from Water Street North to James Street North and the West Ward west of the Thames River from the Grand Trunk Trail south to the Westover Inn.

11. **Context of St. Marys:** In order to properly encompass the cultural heritage features of the Town, the AOP should contain a brief history of the Town and the cultural heritage defining elements of the Town to give the AOP an underlying context. It is instructive to review pages i & ii of the Kingston Official Plan which set the context of that municipality.

12. **Cultural Plan:** St. Marys staff have been working on a cultural plan. Any good policy recommendations contained in that plan concerning land use planning should be implemented in the AOP.

13. **Standards and Guidelines:** Many municipalities across Canada use the Standards and Guidelines for the Conservation of Historic Places in Canada as a resource to direct how to manage change. Reference to these standards and guidelines should be incorporated in the AOP. As stated in the Guide: *It must be noted that there are differences between these Standards and Guidelines and Ontario's heritage policies. Where this is the case, Ontario's legislation, and policies and guidelines issued under its authority, take precedence.*

14. **Cultural Heritage Landscapes:** The AOP should contain policies for the identification, evaluation and conservation of significant cultural heritage landscapes. The Guide mentions on page 30 that the Ministry has developed a checklist to help determine if a property has the potential to be part of a cultural heritage landscape.

15. **Natural Areas and Protection of Trees:** The AOP needs to contain or refer to the development of policies for the the well-being of natural areas and the protection of trees. Any such policies should be followed up with appropriate bylaws. The natural areas and tree cover are important elements of the cultural heritage character of St. Marys.