

## *A Draft Heritage Strategy for the Town of Saint Andrews, New Brunswick*

*Submitted to the Saint Andrews Town Council by  
the 2014 Interim Heritage Planning Committee*

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## **Preamble**

This report has been prepared by a citizen committee of diverse interests, at the request of the Saint Andrews Town Council, to recommend a basic strategy to maintain and enhance the heritage resources that are integral to our town's past, present and future.

It recognizes the significance of the town's many heritage buildings and suggests priorities and means to preserve these, longterm. It recognizes the significance of the town's streetscapes, trees, green spaces and 'by-the-sea' aspects and offers recommendations for these also. It suggests ways to recognize, encourage, promote and develop future opportunities from the unique heritage that has defined our community for centuries and can for future generations. Finally, it proposes actions by the Town and many key partners to move this concept forward.

This is a small first step, intended to inform and inspire lasting action. The committee has gathered information on how to deliver many of the concepts proposed on these pages, if there is interest.

Please take this opportunity to learn more about the Town's exceptional heritage and how you can help to preserve and advance it.

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## *St. Andrews Heritage: Past*

Today's St. Andrews residents have inherited a remarkable legacy from the people and events that have shaped their town to date. Here is very brief glimpse of this history, as an introduction<sup>1</sup>.

The St. Andrews peninsula has been a major travel destination, cultural and commercial center and preferred place to live for thousands of years.

Shortly after the last Ice Age, prehistoric and subsequent Passamaquoddy tribal peoples began to gather on the St. Andrews peninsula each year to harvest fish and clams and renew family connections. Ancient clamshell deposits at Indian Point, some place names and the continuing role of tribal members in the community illustrate the resilience of this first heritage.

French residents arrived next, beginning with the 1604 settlement of nearby St. Croix Island as the first (albeit short-lived) capital of France's New World colony of "Acadie" and continued through small farm-based *seigneuries* along the shoreline over the next century. These humble beginnings led to the subsequent spread of French settlement and culture across North America and are now permanently recognized by the US-Canada Saint Croix Island International Historic Site, just upstream of St. Andrews. The 400<sup>th</sup> anniversary of the French settlement of North America was celebrated here, internationally and locally, in 2004.

The town's present built heritage and character started to take shape in 1783 with the arrival of the Loyalists: New Englanders who supported the British Crown during the American Revolutionary War and were later forced to relocate. British engineers carefully laid out the new Loyalist town of Saint Andrews in advance, establishing the town plat [grid] and streets that remain to this day (Appendix A). The first Loyalist settlers built close to the waterfront but soon the town's prominence as the region's shire town (government centre) and largest seaport led to a construction boom. By the mid-1800s, the town had grown to almost 4000 residents and was the home port for nearly 250 ships that actively traded lumber, fish and other commodities to Great Britain, the West Indies and beyond. Many of the town's commercial and former government buildings, churches, graveyards and homes built for those in the shipping, government and commercial sectors date to this period.

The War of 1812 led to a bitter conflict along much of the present US-Canada border but not locally, where peaceful family and commercial relations prevailed. Nevertheless, this left St. Andrews with a still-standing blockhouse and distinctive earthworks on the adjacent shore and, inland, at a former fort site.

Shortly after the mid-1800s, international trade shifted rapidly from the age of sail to steamship and rail, Saint John emerged as the region's new principal seaport and St. Andrews fell into serious decline. Sensing a new potential, a group of influential leaders formed the St. Andrews Land Company that, by the late 1800s, re-invented St. Andrews as a major seaside resort, initially for seasonal tourists arriving via a new Canadian Pacific Railway line and Boston steamships and later by road and air. These decades into the early 1900s added a new and equally-rich dimension to the town's built heritage, including the Algonquin Hotel and many architecturally-significant summer and permanent homes. The pleasant seaside setting and infrastructure also attracted other enduring enterprises, including the St. Andrews Biological Station, which had its beginnings in 1899.

Across two centuries of permanent settlement and through transitions in the economy and focus, the people of St. Andrews have largely appreciated and maintained much of the town's defining architecture and sense-of-place. As a result, St. Andrews retains one of the most significant collections of Canada's early built heritage and, unique nationwide, has over 300 buildings that are over a century old.



The St. Andrews peninsula today, with the Fundy Isles and Bay of Fundy in the background. A community with over 200 years of permanent settlement and a rich "by-the-sea" heritage.

## *St. Andrews Heritage: Present*

Today the historic downtown, heritage homes, tree-lined streets, rich culture and seaside setting are the primary reasons why people live in St. Andrews. These assets help to maintain the town's steady population and growing tax base at a time when many local communities are losing both, and attract over 80,000 visitors annually to support local businesses.

Heritage is the subtle foundation of the town's on-going identity, lifestyle and economy, without any obvious alternative. What are these assets and how do they affect St. Andrews? What have we done to maintain them and what are we doing to benefit from them?

### *Fast heritage facts*

St. Andrews is recognized internationally for its unique representation of Canada's earliest built heritage.

It has more historic buildings, per capita, than perhaps any other location in the country. Over 100 of these buildings are already listed in the Canadian Register of Historic Places<sup>2</sup> and more than twice that number are eligible.

The town's 72-block Town Plat is one of Canada's exclusive and largest 16 National Heritage Districts.

### *How town residents view heritage*

In 2005, town residents contributed to a community-wide survey<sup>3</sup> to set directions for a new municipal plan. The study covered a wide range of physical, social, cultural and economic issues, with revealing results.

Heritage recognition and protection were a major theme throughout the survey responses, for *all* issues and from residents of *all* backgrounds.

Along with the survey check-offs, respondents submitted over 4000 additional comments and weren't shy about making their preferences known. More than 80 percent of the comments on the town's physical character stressed the need to actively preserve heritage buildings, streetscapes and water views. The recommendations for future economic growth ranked culture, heritage and arts second only to opportunities in education. Waterfront comments overwhelmingly stressed the need to maintain historic views, accesses and building scale.

### *Heritage and the Municipal Plan*

In response to the survey, the current (2010) Municipal Plan contains specific policies and proposals to retain and enhance the town's heritage. The Plan's pages on heritage and the environment are in Appendix B.

Specifically, the Plan directs the town to set prescriptive development guidelines and to consider options for a heritage preservation bylaw that would maintain the heritage character of the Town Plat and Historic Business District. In 2010, initial development guidelines were included in the town's zoning bylaw<sup>4</sup>.

### *More than just buildings*



Greenock Presbyterian Church,  
a National Historic Site.

Heritage certainly involves individual buildings and St. Andrews has an extraordinary wealth of these. Unique nationwide, 326 St. Andrews buildings are already documented as being more than a hundred years old and many others are fast approaching that age. These heritage buildings distinctly identify St. Andrews as a place with a different pace, one where Canada's history can be seen alive, daily, in its homes and businesses. Nevertheless, St. Andrews is an active community and not a museum: here new development continues to blend with the old, largely respecting the past.

The aggregation of town's heritage buildings is especially important. St. Andrews retains its unique historic scale due to its 1783 street grid and traditional streetscapes that bring buildings together in a pleasing proportion with each other, trees, open spaces and water views. The town's commercial core continues to be a

#### ***A St. Andrews heritage profile:***

**6** designated national heritage sites

**9** designated provincial heritage sites

**103** designated local heritage places

**1** Canadian heritage river

**318** century-old buildings

distinct, tightly-knit Historic Business District yet just steps away are streets filled with historic homes, churches, graveyards and public buildings that affirm over ten generations of community life and aspirations, this still continuing.

This exceptional built heritage is complemented by a natural heritage that is very distinctly “by-the-sea”. Bordered by saltwater on three sides, the town has always relied heavily on its seaside identity and resources, from its early shipping and commercial fishing heydays to the present. It continues to set its face on the sea, water views still predominate and its remaining market wharf bustles with activity for much of the year. Along the shore, extensive tidal flats – exposed twice daily by an average 7m (25ft) tide – are an awe-inspiring visual and recreational asset.

The town also has a land-based natural heritage. Its maintained tree-lined streets, parks and open green spaces (public and private) are distinct, highly-valued components of the town’s historic streetscapes and of the gentler pace of life and connection with the land that mark the town.

All of these heritage components, directly and indirectly, are the town’s current economic driver. Located off the main highway and largely surrounded by water, St. Andrews has no industrial, government services or major commercial base (these are consolidated in nearby towns that are close to main routes).

The local economy depends primarily on four sectors – marine research/education, tourism, local services and public education – with the first two based on heritage resources and the last two largely contingent on the others. Regional studies and realities show that, of the four sectors, only heritage-based tourism has a clear growth potential for the town.

Few places in Canada have such a depth and breadth of heritage assets, and St. Andrews is indeed fortunate. These resources provide this small and relatively isolated community with cultural, social, environmental, aesthetic, educational and economic benefits that maintain its viability – today and hopefully into the future.

### **St. Andrews heritage initiatives**

Municipal and local interests have taken some steps to recognize, conserve and develop the town’s heritage resources over the last forty years. To date, however, these initiatives have been intermittent and have lacked the long-term direction and coordination needed for lasting benefits. Briefly:

In the early 1970s, the demolition of a prominent downtown heritage building and a fire that destroyed Conley’s Lobster Plant (the town’s remaining commercial fisheries employer and a major tourist attraction) led to a growing awareness that built heritage may be an important but fragile part of the town’s future.



An example of heritage-themed signage, initiated in 2000 and planned for longterm town-wide use

In 1973, some residents formed the St. Andrews Civic Trust, a non-profit group dedicated to preserving the town’s architectural heritage and natural landscape. Over the last four decades, the Trust has led or contributed to a remarkable range of town heritage conservation and awareness projects, most recently the restoration of the Pendlebury Lighthouse at the harbor entrance.

Other levels of government became involved at the same time. Heritage Canada designated St. Andrews as one of two official heritage communities in Canada, establishing the potential for it to become a national attraction. In a three-way partnership, Heritage Canada agreed to finance the exterior restoration of nearly 200 St. Andrews buildings, the provincial government agreed to enact supporting heritage legislation and the Town was to adopt a heritage conservation bylaw. The initiative fell apart when, under local opposition, the Town chose not to pursue a heritage bylaw at that time.

Heritage development continued by other means.



Tree lined streets are an important part of the town’s character and heritage: efforts to maintain these are ongoing.

The Town's 1975 community development plan<sup>5</sup> proposed a number of heritage and tourism oriented steps, some of which were pursued. Notably, the utility lines along five blocks of Water Street were placed underground in 1979-1980, with a remarkable impact on the downtown character.

In the latter half of the 1980s, the St. Andrews Business Improvement Area (BIA) Association and the Town collaborated on heritage-oriented downtown revitalization projects under a federal-provincial Main Street Program, to formalize the Historic Business District. This work included storefront façade restorations, the current lamp posts and brick-lined sidewalks and today's Market Square.



These summer staff at the Charlotte County Archives lead regular walking tours, June-August. Live historical interpretation is also provided seasonally at the Blockhouse, Ross Memorial Museum and Sheriff Andrews House.

Interim Heritage Planning Committee with recommending how the Council might pursue the Municipal Plan's heritage goals. The committee's mandate and actions are summarized in Appendix C.

In the early 1990s, the BIA and Town collaborated again on the first phase of a heritage-themed town signage program, some of which is still in use. In 1994, the Town, BIA, Chamber of Commerce and Civic Trust jointly asked the Historic Sites and Monuments Board of Canada to designate the 1783 St. Andrews Town Plat as a National Historic District. This status was granted in 1995, adding St. Andrews to a very exclusive list of, currently, just 20 such districts across Canada.

Most recently, town heritage objectives and policies were incorporated into the 2010 Municipal Plan and select heritage-related prescriptions into the Town's 2010 Zoning Bylaw. While heritage is identified as a priority throughout the Municipal Plan, the Heritage section (Appendix B) gives particular guidance.

The current Town Council has adopted heritage as one of its four 2012-2016 strategic priorities and recently tasked an

## *St. Andrews Heritage: Future*

The town's exceptional built and natural heritage currently defines its identity, maintains its remarkable quality of life and supports its local economy. These benefits have continued over time largely through good luck rather than good planning and there is evidence that complacency, slow losses and missed opportunities are gradually eroding the town's heritage base.

This draft strategy suggests ways to change that.

**"Don't trust to Luck"**  
Title of Lord Beaverbrook's  
book on success.

Central to the strategy is the direct recognition that heritage is not a nicety but a necessity for the town's longterm viability. Few places in Canada have such an outstanding heritage base to draw upon, yet St. Andrews has largely taken its heritage for granted and only touched lightly upon the opportunities that this offers.

Over the last decade, heritage conservation and heritage-based economics have attracted wide and well-documented attention as emerging international trends<sup>6,7</sup>. In Canada and worldwide, communities are now actively pursuing and benefiting from these. St. Andrews is uniquely positioned to do so too, but this would require deliberate choices to be incorporated into future municipal plans and municipal structure. The committee offers an initial step in this direction, to be built upon over time. It envisions that this process will result in a vibrant legacy for future St. Andrews generations, one that boldly proclaims that the town as ***Historic St. Andrews-by-the-Sea*** and a **National Historic District** where business, lifestyle and heritage thrive together.

Section A, below, addresses the committee's mandated obligations to provide the Town Council with specific proposals for municipal action, with the exception of budget recommendations that have been submitted separately.

However, committee members were very aware that it will take the entire community – organizations and individuals, all finding a role – to conserve and develop lasting benefits from the town's built and natural heritage. Sections B-F offer initial steps toward this wider community approach and some ways to guide it.

### **A. Town law, policy and administration**

#### ***A1. Adopt a heritage conservation bylaw under the New Brunswick Heritage Conservation Act***

The seven New Brunswick municipalities with heritage bylaws, two provincial departments and other Canadian sources were consulted for ideas on the best options for a St. Andrews heritage strategy. All of these confirmed that a heritage bylaw was the only means to achieve lasting built heritage conservation and that – when implemented properly – this can be user-friendly, cost-effective and straightforward to apply.

Many municipalities adopt heritage bylaws that apply only to small downtown areas, excluding the rest of the community. St. Andrews does this now: its Zoning Bylaw (Section 9) sets heritage standards for the five blocks of Water Street that are designated as the Historic Business District. However, given the collective significance of the 300+ heritage buildings in St. Andrews that contribute to the town's longterm heritage value, the committee strongly recommends that St. Andrews follow the Town of Caraquet model of a bylaw that conserves heritage properties, town-wide. Caraquet's heritage bylaw was initiated by its downtown businesses in 1996 and has worked successfully under this formula for 18 years.

All of the studied bylaw examples focused on preserving the age-appropriate features of chosen heritage buildings (ex: the style of windows, doors, trim, etc.), which are known as "character-defining elements". Once these elements have been identified, it can be straightforward for property owners and the municipality to decide on how to preserve them while allowing for broad owner flexibility. With this possibility in mind, the committee created a St. Andrews heritage building database (arbitrarily, all of the pre-1920 buildings that represent the town's predominant architecture and select post-1920 buildings of exceptional significance) and cataloged the character-defining elements of the 111 buildings that are included in the Canada Register of Historic Places. Documenting the character-defining elements of the remaining 200+ buildings is a professional task that the committee will recommend be contracted if this strategy moves forward.

The committee strongly recommends these steps, as defined in the 2010 New Brunswick Heritage Conservation Act (HCA):

- Town Council establishes a Heritage Board (HCA Section 47-53) in 2014.
- Town Council directs the Heritage Board to prepare a town Heritage Conservation Bylaw (HCA Section 55), with full public consultation.
- Town Council considers and adopts a Heritage Conservation Bylaw in the spring of 2015.

**A2. Revise existing town bylaws to be compatible with the heritage bylaw**

All New Brunswick municipalities with heritage bylaws have taken efforts to avoid overlap or duplication with other by-laws and permitting processes. In all cases, heritage permit requirements cannot be altered by actions or variances under other bylaws. The committee sees the demonstrated value of this approach and recommends, regarding the current Zoning Bylaw:

- Transfer most of Section 9 to the new heritage bylaw, to place these criteria under the direct administration of the heritage bylaw and Heritage Board.
- Transfer Section 8 (Signage) to a separate bylaw, potentially with some aspects under the purview of the Heritage Board and some under the Planning Advisory Committee (PAC).
- In Schedule B (Map of Town Plat and Historic Business District) review the boundary expansions that were made to the original Town Plat and Historic Business District in 2010: are these appropriate?
- Consider removing Section 2.3(2) that permits the PAC to temporarily permit a prohibited use, as in practice these have often become permanent and are inconsistent with the municipal intent.

**A3. Revise the Municipal Plan to recognize the Town Plat as a National Historic District and recognize the implementation of the heritage bylaw**

National Historic District recognition and conservation is an integral part of this heritage strategy and the town's future, and should be recognized as such in the Plan. The heritage proposals in the Plan will have largely been addressed by this strategy and should be re-written to reflect this.

**A.4 Implement a heritage planning and bylaw administrative system**

The committee carefully studied how heritage plans and bylaws are delivered in other New Brunswick municipalities and how these might be tailored for St. Andrews needs. It is clear that successful delivery will require staff time for planning, information services, heritage board operation, property owner relations and permitting, possibly in the order of 15-20 hours per week. Some of these tasks require a qualified planner and some can be combined with current building inspector or other staff duties. The committee recommends:

- A proposed town planner/development officer position include the heritage portfolio and designation as the municipal heritage officer under the Heritage Conservation Act. The job criteria should require heritage experience and a small allowance should be provided for additional heritage training.
- Implement a streamlined heritage permitting system that allows the building inspector to sign off on both heritage permits and building permits for work that meets the heritage bylaw (i.e. one-stop permitting for property owners), with increasingly more complex applications being handled by the heritage officer or Heritage Board. Provide a small heritage training allowance for the inspector.
- Develop a user-friendly heritage permit information and application package, for online and in office use.
- Maintain a heritage properties database that gives quick access to each building's "character-defining elements" (features to be conserved), for owner reference and town permitting.

**A.5. Adopt an over-arching Council heritage policy**

Clear policies can help to ensure that the town's heritage priorities and practices are consistently delivered and are ongoing. The town's general heritage policies are contained in its Municipal Plan, which is reviewed every five years. However, a more specific operating policy is recommended to see that these general intentions are considered in daily practical decision-making. The committee recommends a heritage operational policy that includes (but is not limited to) obliging Council to give primacy to heritage considerations in:



- Development planning by the town and others (including adherence to public land provisions for subdivisions and other options to conserve or develop green space).
- Retention of town-owned street ends, water views, water accesses, green spaces and a town wharf for permanent public enjoyment.
- Town signage and other means that present the town's image to the public.

**A.6. Include a heritage evaluation in the Development Officer's reports to the Planning Advisory Committee (PAC)**

While the recommended heritage bylaw process will separate many heritage issues from the zoning bylaw and the authority of the PAC, the committee sees value in having a heritage perspective added to all of the PAC's deliberations. This can be accomplished by requiring that a brief statement of heritage implications be included in all of the development officer's reports to the PAC.

**A.7. Evaluate ways to reduce fire risk in the Historic Business District**

The committee explored two scenarios that could dramatically alter the Historic Business District and, with it, the town's heritage character and future opportunities: sea level rise and a major fire.

The town recently completed a climate change assessment that profiled the impact of a projected 1 meter sea level rise and potential 1-3 meter storm surges on the town's waterfront, into the year 2100. The committee reviewed these projections and found that, over this period, water levels are unlikely to affect the town's heritage buildings *except* for those on the west side of one block of Water Street under very extreme circumstances. These projections, if accurate, give some assurance that sea level rise is not yet a major threat to the town's heritage.

However, fire is a significant concern. Unlike many historic New Brunswick communities, St. Andrews has never had a major downtown fire – yet – and so still has a central streetscape that has seen relatively little structural change in the last 150 years. The town's fire department has operational plans to fight a Water Street fire (drawing on additional resources from neighboring communities) but the lack of firebreaks between the old wooden structures gives little hope of saving certain heritage blocks. Some building owners have installed sprinkler systems but most have found the cost to be beyond their means, on an individual basis. The committee has found that the cost can be greatly reduced if sprinkler system supply lines are shared between buildings (i.e. with a sprinkler hydrant). Recognizing the devastating impact that a downtown fire would have on the town's economy and irretrievable heritage, and the potential loss of life from the many upper floor residential units, the committee recommends the following:

- The town contract a feasibility study of sprinkler alternatives for the downtown historic blocks, as a priority, so that a fire risk management plan can be developed.

**A.8 Continue to renew town trees and green spaces**

The town's trees and open spaces are a living heritage 'garden' that needs constant tending and renewal.

A volunteer Tree Committee is responsible for managing the public trees that line the town's streets, parks and open spaces. It has begun a town public tree inventory and inspection program that can guide town planning for tree health, periodic renewal and new plantings, working in conjunction with the Public Works Department and a contracted arborist. The committee has an active outreach program that includes periodic public workshops and advice to landowners about tree health. In 2006, it began a tree sponsorship program that encourages residents to sponsor a town tree as a memorial or gift: to date over 50 young trees have been planted under this program, helping to maintain the character of the town's tree-lined streets, provide shade to future generations and benefit the environment.

Open space is an equally important heritage asset of the town. The Public Works Department does an excellent job of maintaining the town's parks and major green spaces, and residents are generally mindful of preserving the traditional open spaces between buildings. However as housing development continues, and while undeveloped spaces still remain, it is timely for the town to give deliberate thought to the amount and location of public green space that it would like to leave for future generations.

- Continue to support the Tree Committee and its work to inventory, preserve and renew trees on town property, and to engage residents in tree stewardship.
- Inventory the town’s undeveloped, green space and park properties, as the first step toward creating a long-term open space plan.

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*Community partnerships lie at the core of the remaining recommendations*, with roles for many organizations and residents. The following are identified specifically: The Algonquin Resort (*Algonquin*), Atlantic Canada Opportunities Agency (*ACOYA*), Charlotte County Archives (*Archives*), Charlotte County Regional Tourism Association (*CCRTA*), Fundy Community Foundation (*FCF*), New Brunswick Community College – St. Andrews Campus (*NBCC*), Ross Memorial Library (*Library*), Ross Memorial Museum (*Museum*), St. Andrews Business Improvement Area Association (*BIA*), St. Andrews Chamber of Commerce (*Chamber*), St. Andrews Civic Trust (*Civic Trust*), Sunbury Shores Arts & Nature Centre (*Sunbury Shores*) and Van Horne Estate on Ministers Island (*Ministers Island*).

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## **B. Property owner information and engagement**

### ***B1. Make heritage information easily available to property owners, year-round***

- Create a permanent heritage resource centre at the Ross Memorial Library. (*Civic Trust, Library*)
- Make the Civic Trust’s St. Andrews Heritage Handbook readily available to property owners, on line and in print. (*Civic Trust, Town*)
- Add a heritage program information and resource page to the town website. This would include information on the town’s heritage objectives, ‘how-to’ materials for permitting and links to local heritage and other resource websites. (*Town*)
- Develop additional information on materials sources and heritage options, etc. for property owner use; add these to the resource centre. (*Civic Trust*)
- Explore the possibility of a heritage consultation program for property owners. This could give owners personalized information on their building’s heritage features and how to maintain, restore and even build outward from them. (*Civic Trust*)

### ***B2. Recognize heritage stewardship***

- Add a heritage category to the town’s appreciation awards program. (*Town*)
- Encourage the Civic Trust to continue its heritage awards program (*Civic Trust*)

### ***B3. Initiate a heritage renovation grant program***

- Offer modest incentive grants for heritage building restoration or signage, to an annual fund limit. (*Town*)

### ***B4. Launch a Historic Business District (BIA) heritage initiative***

- Provide coordination, expertise and assistance for façade and sign upgrades that reinforce the downtown’s heritage image, which is critical to the town’s character and economy. (*BIA, Civic Trust, Town*)

## **C. Heritage promotion and development**

### ***C1. Engage all interests in promoting the town’s identity as Historic St. Andrews-by-the-Sea and a National Historic District***

- Emphasize these themes in all St. Andrews-related information and engage in shared heritage-oriented marketing, where feasible. (*Town, Chamber, CCRTA, organizations, businesses, others*)
- Highlight National Historic District designation on highway and prominent town entrance signs. (*Chamber, Town*)

- Update Town signage to consistently use a National Heritage District theme, colors and font. The town can retain the earlier (2000) heritage theme or replace it but should do so consistently. (*Town*)
- Inform and encourage businesses to use heritage style signage. (*Civic Trust, BLA, Chamber*). See also B4.
- Update and reissue the Chamber's outstanding brochure "Historic guide and unique things to see and do", on line and in print. (*Chamber*)
- Encourage and cross-promote local heritage-related websites and social media (*Civic Trust, Archives, Museum, Chamber, Town, others*)

### ***C2. Recognize additional heritage buildings***

- Expand the heritage building plaque program. The Civic Trust is inviting new participants in this program: see [www.standrewscivictrust.ca](http://www.standrewscivictrust.ca) for details. (*Civic Trust, property owners*)
- As appropriate, have more town buildings receive national, provincial or municipal heritage designation. (*Town, Civic Trust*)

### ***C3. Encourage heritage-related business development***

- Identify heritage business opportunities for seasonal and year-round development. (*Chamber, CCRTA, ACOA, Algonquin, provincial departments*)
- Promote St. Andrews as a venue for conferences with national and regional heritage connections, ex: planners, architects, museums, heritage organizations, etc., these with spinoff opportunities (*Chamber, Algonquin, others*)
- Explore how to measure the present impact of heritage-related tourism on the local economy, to document its importance. Do this now and in ten years. (*Chamber, CCRTA, ACOA, provincial departments*)

## **D. Heritage education and interpretation**

### ***D1. Promote, expand and integrate local heritage programming***

- Encourage and promote the hands-on outreach programs of local organizations, notably the Archives (public reference, interpretive tours, heritage homes tour, heritage walks), Ministers Island (tours), Ross Memorial Museum (interpretive tours), Sheriff Andrews House (interpretive tours), Sunbury Shores (talks and walks) and some churches Explore ways to collectively promote and schedule these.
- Revise and expand the self-guided walking tour brochure, on line and in print, to include additional heritage sites of interest to visitors (*Civic Trust, Chamber*)
- Over time, explore the potential to place a network of interpretive panels around the town, for promotion internationally through [www.themuseuminthestreets.com](http://www.themuseuminthestreets.com) . (*BLA, Chamber, Civic Trust, Town*)
- Initiate a multi-organization, year-round heritage talk and workshop series. (*Civic Trust, Sunbury Shores, Archives*).
- Re-institute a local heritage curriculum element in the town schools, perhaps through presentations or walks delivered by some of the heritage-based organizations. (*Various*)

### ***D2. Establish a heritage carpentry training program at NBCC St. Andrews***

- Acknowledging the success of similar programs elsewhere, the growing opportunities for heritage-trained carpenters and the hands-on experience available in St. Andrews, offer an extension to the current NBCC carpentry course that will train carpenters (new and old) in high-demand heritage skills. (*NBCC*)

### ***D3. Host heritage construction workshops***

- Initially, bring heritage construction experts to St. Andrews to give hands-on advice to local contractors in a workshop setting. Over time, look to establish St. Andrews as a regional centre for heritage construction workshops and conferences – what better place! (*Civic Trust, NBCC, others*)

## **F. Heritage funding**

### ***F1. Recognize heritage as an operational component of the town budget***

- Provide line item funding for the 2015 start-up and subsequent ongoing delivery of the town's heritage program, and combine related activities under this umbrella. (*Town*)

### ***F2. Create a Heritage Legacy Fund***

- Establish a professionally-managed endowment fund through which people can make a lasting contribution to heritage conservation in St. Andrews, in a number of ways. This option is already being explored. (*Fundy Community Foundation, donors*)

### ***F3. Encourage additional heritage-based donations, grants and in-kind support***

- Maintain the town's tree sponsorship program. (*Town, individuals*)
- Assist local organizations to obtain information and to network on foundation, corporate and other funding options for heritage-based projects. (*Fundy Community Foundation, Town, Heritage Board*)

### ***F4. Pursue provincial avenues of support***

- Identify and prioritize projects for potential support through the provincial Built Heritage Program. (*Heritage Board, Civic Trust*)
- Identify and pursue other funding and in-kind support through provincial programs that can be linked to heritage (tourism, economic development, community planning, infrastructure, etc.). (*Town, Heritage Board, BLA, Civic Trust*)

### ***F5. Pursue federal avenues of support***

- Identify options for funding and in-kind support through federal programs that can be linked to town heritage (heritage, economic development, infrastructure, etc.) and encourage their pursuit. (*Town, Heritage Board*)

## **G. Heritage coordination**

### ***G1. Establish a basic means to coordinate town heritage partner involvement***

- Have the town Heritage Board provide a basic communication and clearinghouse structure for the organizations participating in the heritage strategy. (*Town*)
- Hold an annual town heritage meeting – a day that brings together organizations and residents to learn about what's being done, complete an annual SWOT analysis and identify priority needs and 'doers'. (*Heritage Board, partner organizations, residents*)

### ***G2. Issue an annual town heritage report.***

- Compile an annual report of short submissions from all heritage partners, for web and print distribution, to ensure that all town interests continue to be informed and connected. (*Heritage Board*)

### ***G3. Develop a long-range municipal heritage conservation and development plan.***

- In time, replace this draft strategy with a longterm St. Andrews heritage strategy, implemented through future municipal plans and operating structures.

**The Interim Heritage Planning Committee's role ends with this report. Its members are confident that many people will see the value of these recommendations and carry them forward.**

## References

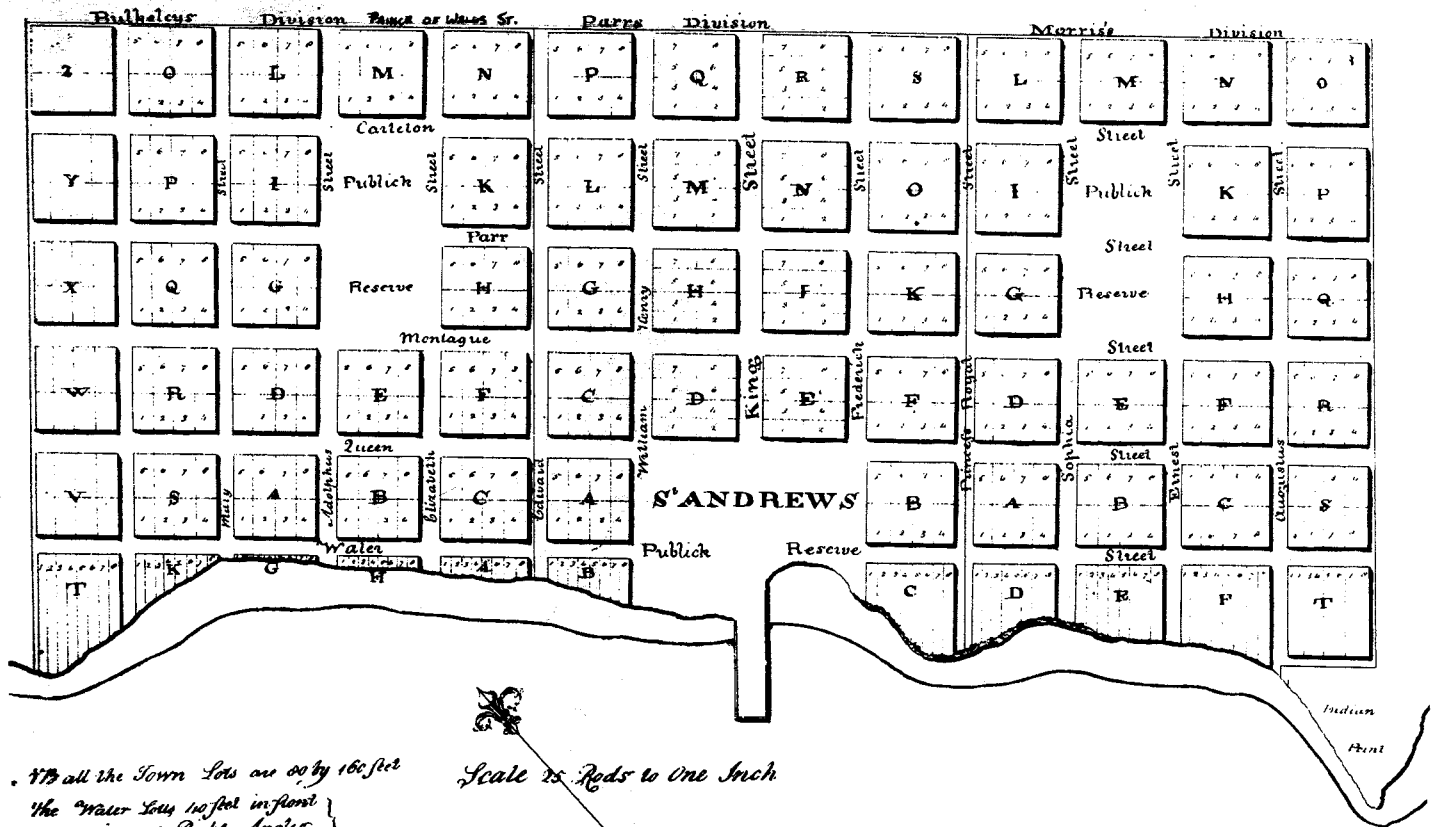
1. Davis, Harold A. 1974. An International Community of the St. Croix (1604-1930). Maine Studies 64. University of Maine at Orono. *This excellent 412-page history of the St. Croix area is available at the Ross Memorial Library.*
2. The Canadian Register of Historic Places is on line at: [www.historicplaces.ca/en/pages/about-props.aspx](http://www.historicplaces.ca/en/pages/about-props.aspx). This searchable database provides detailed information on formally registered heritage sites across Canada.
3. A summary of the responses to the 2005 St. Andrews Municipal Plan Survey is available from the Town Hall.
4. The zoning bylaw is available on line at: [www.townofstandrews.ca/formdetails.php?view=Bylaws](http://www.townofstandrews.ca/formdetails.php?view=Bylaws) and at the Town Hall. *Select 10-04 Zoning Bylaw - Section 8 Signage Amended and refer to Section 9 for the town's current heritage guidelines.*
5. Mancini, Antonio. 1975. St. Andrews, New Brunswick Community Plan: Background Reference Document. *One complete copy of this document has been located; it will be copied and made available at the Town Hall and the Library.*
6. Rypkema, Donovan D. 2008. Heritage Conservation and the Local Economy. Global Urban Development Magazine. Vol 4(1). On line at: [www.globalurban.org/GUDMag08Vol4Iss1/Rypkema.htm](http://www.globalurban.org/GUDMag08Vol4Iss1/Rypkema.htm). *This five-page article concisely outlines the documented, often surprising, economic advantages of heritage conservation to communities like St. Andrews.*
7. *There is extensive literature on the impact of heritage conservation. A few useful web links are:*  
<http://www.culturalheritagetourism.org/resources/research.htm>  
<http://www.ahsk.ca/documents/EconomicsOfConservation.pdf>  
[https://www.heritagecanada.org/sites/heritagecanada.org/files/Preservation%20Pays\\_lr.pdf](https://www.heritagecanada.org/sites/heritagecanada.org/files/Preservation%20Pays_lr.pdf)

1783 St. Andrews Town Plat

Laid out by British engineers under the direction of Colonial Governor John Parr in 1783, the town plat (plan) area was bordered on the north by Harriet Street, east by Prince of Wales Street, south by Patrick Street (some blocks not developed) and west by the high tide line. This map appears on the St. Andrews National Historic District plaque near Market Square.

**A PLAN of the TOWN of S<sup>t</sup> ANDREWS**

*Situated at the Head of Papsamaquoddy Bay - laid out for the Accomodation of Loyal Emigrants & disbanded Coyrs. done under the Orders and directions of His Excellency Governor Parr by Charles Morris Jun<sup>r</sup>*



The Original Town Plan

(British Reference Library, London)

**Heritage section of the 2010 Saint Andrews Municipal Plan**

Abstracted here are the title page, table of contents, overall Plan goals and specific Heritage section. A copy of the full 2010 Town of Saint Andrews Municipal Plan is available at the Town Hall and on line at: [www.townofstandrews.ca/form/Municipal%20Plan%202010-3-Full%20Pkg.pdf](http://www.townofstandrews.ca/form/Municipal%20Plan%202010-3-Full%20Pkg.pdf)

**Town of Saint Andrews  
Municipal Plan  
December 2, 2010  
By-law No. 10-3**

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## **PART II: OBJECTIVES, POLICIES AND PROPOSALS**

### **2.0 Overall Plan Goals**

The overall intent of the Plan is to maintain a high-quality physical environment in which visitors along with existing and future residents can appropriately pursue economic, social and personal activities. In support of this managed growth strategy, the following goals will guide future planning and development in Saint Andrews:

- (A) To protect and enhance the quality of the natural environment.
- (B) To maintain and enhance the heritage and cultural resources of the Town with particular emphasis on the character of the community and the uniqueness of the Historic District, Town Plat and Navy Island.
- (C) To ensure quality new development through high standards of land use planning, community layout and building design.
- (D) To encourage the development of commercial enterprises which will conform to the character of the Town, which will augment the commercial tax base, and which will ensure employment opportunities for residents.
- (E) To provide sustainable municipal services.
- (F) To provide safe and effective transportation routes for vehicles and pedestrians.
- (G) To provide a mix of residential housing types that reflects the accommodation needs of different age groups, lifestyles and income levels.
- (H) To promote and pursue sustainable development and healthy lifestyle options.

## 2.2 Heritage

Retaining and enhancing the historic built form of the community, as well as heritage sites and the overall character, allows present and future generations to share in the benefits of heritage resources. Our heritage buildings, districts and landscapes create a unique sense of place and a rooted sense of local identity and continuity for the people of Saint Andrews. Heritage conservation is also a wise investment for a municipality. Heritage restoration work contributes greatly to the economy and heritage sites are a draw for tourism and other industries.

Protecting our heritage not only makes our neighbourhoods more attractive, it also increases their desirability and value. Culture and heritage assets are important to where people decide to live, visit and invest. In an effort preserve the heritage of the Town Plat and Historic Business District; the Town will develop strict design guidelines for any development. The overall intent of the design guidelines is to promote development in a manner that is consistent with the present character and design of the existing Town Plat and Historic Business District. The objectives and policies that follow are intended to ensure the retention and enhancement of historic assets as an important part of the community.

### 2.2.1 Objective

- (1) To retain and enhance the heritage of Saint Andrews and to maintain the built character of the community for present and future generations.

Town of Saint Andrews: By-law No. 10-03

2.2.2 Policies

*The Town Plat and Historic District*

- (1) It shall be a policy of Council to recognize the value of retaining and enhancing heritage structures and areas while allowing residents and businesses the reasonable enjoyment and appropriate uses of their properties.

*General Heritage and Cultural Resources*

- (2) It shall be a policy of Council to encourage:
  - (a) the conservation of heritage resources in a manner that respects their value to the community, ensures their integrity, and enables their functional viability;
  - (b) the sensitive rehabilitation and reuse of valuable heritage structures and sites, archeological areas and items of cultural importance;
  - (c) the conservation of elements which define the Town's character; and
  - (d) compatible development in the vicinity of valuable heritage resources.

2.2.3 Proposals

- (1) It shall be a proposal of Council to maintain the historic character of the Town Plat and Historic Business District by establishing prescriptive guidelines on development relating to:
  - (a) setbacks;
  - (b) maximum lot coverage;
  - (c) building height;
  - (d) screening;
  - (e) building design;
  - (f) roof pitch;
  - (g) building materials;
  - (g) building orientation; and
  - (h) parking lots.
- (2) It is proposed that Council examine any available partnering and develop new incentives that may be made available to organizations or interested individuals to help retain and maintain the heritage characteristics of the original Town Plat, Historic Business District and also any heritage sites not within the Town Plat and Historic Business District.
- (3) Council proposes to assess various opportunities to establish additional standards to protect the Town Plat and Historic Business District such as preparing a Heritage Preservation By-law.

### **Interim Heritage Planning Committee mandate and process**

By motion on May 5, 2014 the Saint Andrews Town Council established an Interim Heritage Planning Committee with the following mandate:

1. Review the Heritage policies and proposal contained in the Town of Saint Andrews Municipal plan and those components in the Zoning by-law which relate to heritage, and make recommendations to Council therein.
2. Make recommendations to Council on the possible establishment of an advisory committee.
3. Conduct the following activities including; conducting research, consulting, planning citizen engagement activities, recommending the production of educational or resource materials, supporting strategic planning within the committee or by related Town organizations.
4. Liaise with existing heritage organizations with Saint Andrews, the Province of New Brunswick, other provinces and the State of Maine.
5. Recommend to Council, with the input of the Town of Saint Andrews development Officer, amendments to Heritage policies, procedures or by-laws,
6. Recommend to Council the specific utilization of the money identified in the annual Town of Saint Andrews budget as “economic development heritage initiative”.
7. Recommend to Council budgetary items for inclusion in the annual budget of the Town of Saint Andrews.
8. Other activities approved by Council.

The Town Council subsequently appointed the following committee members:

Representing organizations: Christie Altimas (Ross Memorial Museum), Mark Gauley (St. Andrews Chamber of Commerce), Jeff Holmes (Waterfront St. Andrews), Sylvia Humphries (Saint Andrews Tree Committee), Barry Murray (St. Andrews Civic Trust) and Irene Scarratt (Charlotte County Archives).

Representing Town Council: Councillor Doug Naish and Councillor Lee Sochasky

Community member-at-large: Barbie Smith

The committee was asked to submit its final recommendations to Council by the end of October so that these might be considered for inclusion in the town's 2015 administrative and budget process.

The committee met eleven times between July 10 and October 30 to deliberate on strategy directions, review findings and consult with others. Of particular value were discussions held with the provincial Heritage Branch (Dept. of Tourism, Heritage and Culture) and Community Planning Branch (Dept. of Environment and Local Government) on policy and planning issues and with heritage staff from the smallest municipalities currently having heritage bylaws (the Towns of Caraquet and Sackville) on implementation and delivery issues. Between meetings, committee members conducted extensive web and telephone research, compiled a database of 326 properties that might be considered for inclusion in a town heritage bylaw and consulted with the organizations represented on the committee about their interest in participating in a future strategy.

The committee's mandate concluded with the submission of this report.

**The Interim Heritage Planning Committee envisions a St. Andrews heritage bylaw that...**

**Overall**

- Is adopted under the New Brunswick Heritage Conservation Act.
- Applies to heritage properties (largely pre-1920 construction) throughout the town.
- For these, obliges that a heritage permit be obtained along with a building permit for exterior building changes, this largely available on a one-stop basis through the building inspector.
- Is overseen by a town Heritage Board and a staff Heritage Officer, as specified in the Act. All heritage issues and variances are addressed by these, separate from the Town's zoning bylaw and Planning Advisory Committee.

**For existing heritage buildings** (pre-1920 and identified post-1920 buildings)

- Seeks to preserve the 'character-defining elements' (i.e. select historic features) of the building's exterior while giving the owner full freedom to make sympathetic renovations and additions.
- Allows free choice of paint colour and building materials (the latter to emulate the historic 'look').
- Creates a process to sell, re-purpose or move a heritage building before allowing its demolition.

**For other buildings within the Town Plat**

- Supports changes to contemporary buildings, particularly when these won't detract from the visual value of surrounding heritage buildings.

**For new construction within the Town Plat**

- Supports the construction of contemporary buildings, particularly when this won't detract from the visual value of surrounding heritage buildings and will meld with the heritage streetscape.