This document is under review by City of Saint John staff. Proposed changes to the Heritage By-law will be phased: Standards for New Development (Section 9) are being revised with the Central Peninsula Neighbourhood Plan. Future changes are being considered by Staff in consultation with the Heritage Development Board.

Saint John Heritage Conservation Area By-law Review Technical Memo

Prepared for URBAN STRATEGIES INC.

Revised April 19, 2018

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THA Architecture, Conservation & Strategic Planning

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1.0 Introduction

The City of Saint John has a long history of success and innovation in the conservation of its historic past, and is now, like many larger municipalities across the country, undertaking a process that will harmonize heritage planning with the neighbourhood planning process for the Central Peninsula to supplement the Saint John Municipal Plan (2011). As part of this planning process, Taylor Hazell Architects (THA) was engaged through Urban Strategies Inc. (USI) to undertake a review of the Heritage Conservation Areas By-Law and heritage planning processes. This heritage review fits within the broader objective of creating a family of policy documents that will provide a coordinated approach to regulating built form across the Central Peninsula. This Technical Memo provides a summary of the By-law review. The key directions that emerge from this review have included the input of City staff, stakeholder interviews and the public engagement process.

1.1 Process

THA was engaged to review the 2017 Unofficial Consolidated version of "By-law HC-1 Saint John Heritage Conservation Areas By-Law" as part of the Central Peninsula Neighbourhood Plan process. The unofficial consolidation version of the By-law incorporates several amendments made to the By-law between 2008 and 2017. As part of the review and to understand the context of the By-law THA reviewed the following documents:

- 2008 version of "By-law HC-1 Saint John Heritage Conservation Areas By-Law"
- All amendments made to By-law HC-1 between 2009 and 2017
- City of Saint John Growth and Community Development Services, "Report to the Heritage Development Board Proposed Changes to the Saint John Heritage Conservation Area By-Law", 13 January 2017
- City of Saint John, Heritage Conservation website, http://www.saintjohn.ca/en/home/cityhall/developmentgrowth/heritageconservation/default.aspx; Including Heritage Permits, Heritage Grants, Historic Walking Tours, Awards and Heritage Conservation Area Maps. Agendas and Minutes of the Heritage Conservation Board were not reviewed.
- City of Saint John Practical Conservation Guidelines, updated in 2010, available on the Saint John Heritage Conservation website
- City of Saint John Infill Housing and Rehabilitation Design Guidelines and Zone Standards, 1994
- City of Saint John Municipal Plan, 2011, Chapter 11: Arts, Culture & Heritage
- New Brunswick Heritage Conservation Act, Chapter H-4.05, 2010

In addition to the technical review of the City's heritage resources, policies and guidelines, THA has worked alongside USI in the Central Peninsula Neighbourhood Plan process. This has involved

participation in stakeholder meetings and the Central Peninsula Summit, held in July of 2017. The recommendations of this Technical Memo have taken into consideration a review of documents and feedback from City and public stakeholders.

2.0 What We've Heard

The engagement process for the Central Peninsula Neighbourhood Plan was structured around three major events in the late spring and summer of 2017: The Project Launch; the Central Peninsula Summit; and the Public Open House. Between these major moments of engagement, the City of Saint John hosted supplemental events, which included focus groups with the Heritage Development Board, property owners, and real estate developers.

At these engagement events, stakeholders, City staff and the public were invited to share their thoughts on the heritage of the Central Peninsula. Discussion revolved around what aspects of the Central Peninsula's heritage were valued most, what facets of its heritage were most at risk, and what the future of heritage conservation in the Central Peninsula might look like given that change through renewal is also part of the future of the Central Peninsula.

The following is a summary of key themes that emerged from the stakeholder and public engagement processes. It should be noted that these themes are not necessarily based in fact: they represent ideas, opinions, and sentiments that were heard consistently throughout the process. As in other places across Canada, opinions are sometimes distinctly in favour of pure preservation at one end, and flexibility of adaptation at the other. It was important to hear from both sides of the spectrum, and from the middle ground. All the participants understood the great responsibility of preservation of Saint John's distinct and exceptional heritage character, as well as the responsibility of allowing good development at a time when new construction, new ways of inhabiting the core, and a renewed economy are important to the success of Saint John as a twenty- first century Canadian city.

- The heritage buildings, streetscapes, public spaces and heritage character of the Central Peninsula are an important asset to Saint John's economy, culture, tourism and identity.
- Many people are well informed and passionate about heritage conservation; others see it as a burden.
- Heritage is not just about buildings. The vision of heritage conservation in the Central Peninsula should open up to other aspects of cultural heritage and not be limited to built-heritage alone. Stories and intangible culture are also important to the City.
- There are historically significant buildings and areas beyond the HCAs, but no tools to protect them.
- Cultural Heritage Landscapes, Views, and Vistas should be identified and protected.
- New Heritage Conservation Areas should be developed, and more historic properties protected, but the City seems to lack funds and human resources to expand the current register of HCAs or individual properties, and then to monitor and administer them.

- Some heritage advocates see the Heritage By-law and processes as incomplete and not effective enough to achieve heritage conservation objectives.
- Although some heritage advocates, including some developers, found adaptation of heritage properties to be financially viable, and said that urban areas that featuring heritage properties are now thriving, other community members and developers experienced great difficulty in making the economics and process of heritage conservation work.
- Heritage advocates can be too reactionary and are resistant to change.
- Some developers and community members see the current Heritage By-law and City process as inflexible and stifling to development.
- Flexibility for new infill development within Heritage Conservation Areas is very important to viability of the Uptown core.
- The City expects heritage property owners to invest in their properties, but they could also lead by example.
- There should be more coordination between City planning and the Heritage Conservation Area policies.
- Heritage conservation and adaptive reuse strategies could enhance areas in need of low cost housing and socio-economic stimulus.
- Heritage skills development could be a key industry for Saint John.
- Demolition control should be refined to eliminate the Notice of Sale clause.

These and other themes that emerged from the stakeholder and public engagement process have provided an understanding of the opportunities and challenges for heritage conservation on the Central Peninsula, and have informed the key directions and recommendations of the heritage review.

3.0 Heritage Policy Context

3.1 Provincial and Federal Overview

In New Brunswick, the mechanism for heritage protection of properties is set out in the Heritage Conservation Act (H-4.05, 2010) (NBHCA); this legislation allows municipalities, among other things, to create Heritage Conservation Area By-laws and to designate local heritage places. Heritage Conservation Areas (HCA) are designated with the goal of conservation and development of the lands, buildings and structures within the HCA. An HCA by definition can include the municipality as a whole, a portion of the municipality or a building or structure in the municipality, and it applies to all buildings and structures within a designated area. (NBCA, Section 55). Local historic places are individual properties that are designated under the Act, if the owner agrees, but this designation has no effect of obligation or restrictions (NBHCA Section 68). Individual recognition is not widely used in Saint John. One of the fundamental anomalies of the policy context is that there is no emphasis on

individual property designation, and the By-Law itself is called, The Heritage Conservation Areas By-Law. [1]

The Government of Canada through the Minister of the Environment and the Historic Sites and Monuments Board has a process to evaluate, recommend, and designate sites, events and persons of national historic significance. These National Historic Sites are commemorative in nature and, unlike Provincial or Territorial legislative frameworks; do not provide legal protection to heritage resources,

Both provincial and federal recognition bring significant prestige as well as reinforcement of cultural history and national values, to the City.

3.2 New Brunswick Heritage Conservation Act

The *New Brunswick Heritage Conservation Act* (H-4.05, 2010) (NBHCA) is the key piece of legislation that governs heritage conservation in New Brunswick. The Act replaces two earlier statues, the *Historic Sites Protection Act* and the *Municipal Heritage Preservation Act*. The NBHCA is divided into four primary sections: 1) Heritage Objects; 2) Archaeology, Palaeontology and Alteration of Site; 3) Provincial Heritage; and 4) Municipal Heritage. The Act sets out the procedures for the designation and conservation of heritage resources by enabling municipalities to:

- Establish a heritage board and appoint members (Sections 46 to 53)
- Appoint a heritage officer (Section 54)
- Establish municipal heritage conservation area By-laws (Section 55)
- Require a permit for development in a municipal heritage conservation area (Section 63)
- Designate local historic places with permission of the owner (Section 68)

Under the Act, municipal Heritage Conservation Areas (HCA) can provide protection for buildings and structures, archaeological and palaeontological sites, cultural landscapes and natural heritage. The process of establishing a By-law includes a formal public review, appeal process and approval by the elected council.

The Minister has the authority under the Act to designate and protect a 'provincial heritage place' anywhere within the Province, including private properties; they may require permits for the alteration of character-defining elements, and require a heritage impact assessment, development plan or other information. Such designations are registered on title, and the requirements associated with a permit for alteration, are legally binding. The Province may also designate local heritage places, although this designation does not affect the title of the property nor does it impose any restrictions or obligations on the owner of the property. An application form for establishing Local Heritage Places is included within the Appendices.

[1] See Recommendations.

The New Brunswick Heritage Conservation Act is available at http://laws.gnb.ca/en/ShowPdf/cs/H-4.05.pdf.

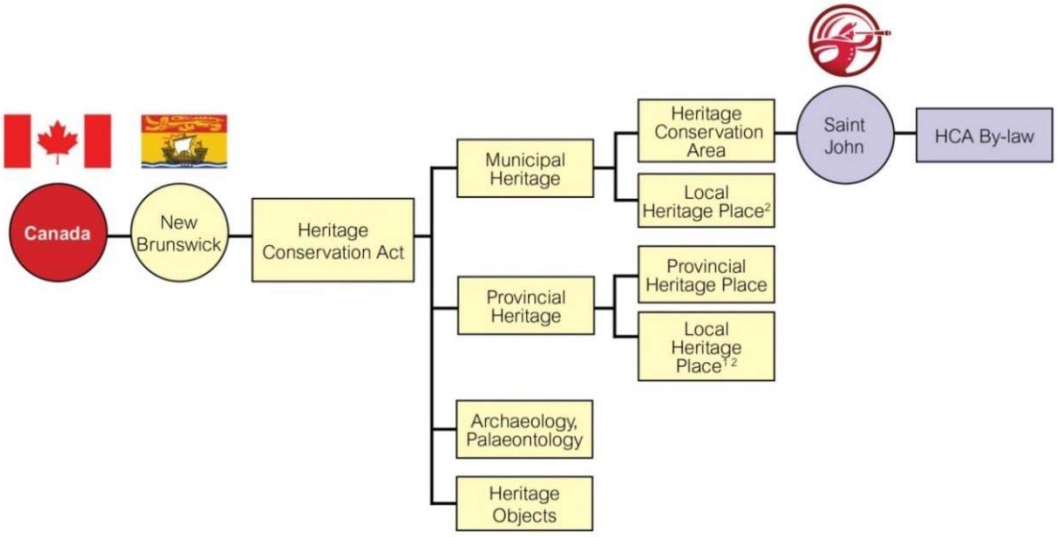

FIGURE 1: DIAGRAM SHOWING THE COMPONENTS OF THE NEW BRUNSWICK HERITAGE CONSERVATION ACT.

3.3 Historic Sites and Monuments Board of Canada Commemorations

Established in law in 1953 through the Historic Sites and Monuments Act, the mandate of the Historic Sites and Monuments Board of Canada (HSMBC) is to advise the Government of Canada through the Minister of the Environment on the commemoration of nationally significant aspects of Canada's history. After the Board's evaluation and recommendation, the Minister declares a site, event or person to be of national significance. Recognition as a National Historic Site (NHS) is a commemoration, typically identified through a bronze, bilingual plaque located in an area associated with the place, person or event. NHS commemorations can apply to privately owned properties or to properties owned by municipal, provincial or federal governments. There are no required approvals for interventions such as additions to or demolition of identified buildings or structures at NHS.

There are 15 NHS in Saint John with 12 of those located within the Central Peninsula Neighbourhood Plan area. They are:

1. Fort La Tour
2. Ordnance Building
3. Prince William Streetscape
4. 1 Chipman Hill
5. Imperial / Bi-Capitol Theatre

6. Loyalist House
7. St. John's Anglican Church / Stone Church
8. Saint John City Market
9. Saint John County Court House
10. Number 2 Mechanics' Volunteer Company Engine House
11. Partridge Island Quarantine Station
12. Wolastoq

3.4 Standards and Guidelines for the Conservation of Historic Places in Canada

The Standards and Guidelines for the Conservation of Historic Places in Canada, 2010 (S&G) is a pan-Canadian collaboration that sets best practice for heritage conservation. It is based on international best practice, and specifically draws on experience in conservation in the North American context, drawing on years of joint collaboration between Canadians and Americans in conservation policy making and practice. The S&G has been recognised through the HCA By-Law as the basis for heritage conservation standards and guidelines for implementation. It is valuable for many reasons especially as the terminology and conservation strategies contained within are recognized as a national standard that is widely understood and relied upon by heritage and planning professionals across Canada, thereby representing a best practice reference document.

The S&G leaves decision-making about detail of policy and implementation to the governing authorities. The detail required is where the HCA By-Law and Practical Conservation Guidelines must guide and regulate the conditions local to Saint John and the CP.

The S&G is a four-part document that sets out a conservation decision-making process described as: Understanding, Planning and Intervening. It sets out,

- The framework for the activity of conserving buildings as structures under three distinct headings: Preservation, Rehabilitation and Restoration, which together are understood as conservation.
- Fourteen Standards for heritage conservation, which are based on internationally recognized principles
- Guidelines (practical advice) for addressing Cultural Landscapes, Archaeological Sites, Buildings, Engineering Works and Materials (in a "dos and don'ts" format)

Many provinces and cities in Canada have adopted the S&G in order to ensure a degree of conformity with other jurisdictions, and to benefit from the work that was done by the federal and provincial governments and agencies. The Council of the City of Saint John adopted the S&G in 2008, and application is part of the municipal heritage By-law. This places the City on an equal footing with other municipalities that have significant heritage assets to administer, and was a positive step in the By-law reform in 2008 and 2017.

3.5 Heritage Designations Within the Central Peninsula Neighbourhood Plan

The City of Saint John established the Saint John Heritage Conservation Area By-law in 2008 under the *Municipal Heritage Preservation Act* (Chapter M-21.1, Acts of New Brunswick 1978) for the protection and management of nine Heritage Conservation Areas (HCAs)[2]. On June 20, 2017, the municipality enacted a revision of the By-law called the Saint John Heritage Conservation Areas Consolidated By-law. References to the By-law are to the Consolidated By-law of June 20, 2017.

The municipality has designated HCAs that range in size from single property parcels containing one building, to areas that cover over a dozen city blocks and upwards of 340 properties. For the most part, the properties are contiguous; however, the Douglas Avenue HCA is comprised of a number of identified properties with undesignated properties between them. The Heritage Conservation Area By-law of 2008 listed the following Heritage Conservation Areas:

a) Trinity Royal Heritage Conservation Area
b) Quinton Farmhouse Heritage Conservation Area
c) Orange Street Heritage Conservation Area
d) Douglas Avenue Heritage Conservation Area
e) Red Rose Tea Heritage Conservation Area
f) King Street East Heritage Conservation Area
g) King Street West Heritage Conservation Area
h) Brookville-Torryburn Heritage Conservation Area
i) Princess Street Heritage Conservation Area

The boundaries for the 'areas' are described by the HCA By-Law. As recommended by this Technical Memo, a boundary review and revision should,

- Include properties on the periphery that are currently outside the boundary but contribute to the cultural heritage value and interest of the area
- Consider expansion of areas
- Consider tightening of boundaries to exclude properties on the periphery that are not part of the cultural heritage value or interest of the area
- Ensure that the properties or streets, lanes of cultural heritage landscapes are not split in two, that all four sides of squares are included
- Consider adding new HCA's
- Include designated views and vistas and cultural heritage landscapes on the maps.

[2] For the purposes of this review, the heritage resources reviewed were limited to the Central Peninsula Neighbourhood Plan area.

A map of the suggested boundaries revision as prepared by Urban Strategies Inc., 2017 is included in Appendix B.

Since 2008, the six By-law amendments were made,

- 2009: two additional Heritage Conservation Areas established: Lancaster Avenue and Brunswicker/Ordnance Corps
- 2013: a parcel of land from the King Street West Heritage Conservation Area (183 Duke Street West) was removed from the list of HCAs
- 2014: A parcel of land from the Douglas Avenue Heritage Conservation Area was removed.
- 2016: Section 9.1 was added to amend the infill guidelines which applies to several parcels of land, know commonly as the Irving Oil site 2016: A parcel of land from the King Street West Heritage Conservation Area (100 Watson Street) was removed
- 2017: A wide-ranging update based on an internal review of the By-law was conducted resulting in the Consolidated By-law.

The internal review conducted in early 2017 by the City of Saint John Growth and Community Development Services Heritage Officer focused on improving clarity and efficiency, enhancing customer service and making minor 'housekeeping' changes. These positive amendments,

- allowed the Heritage Officer to issue Heritage Permits on behalf of the Heritage Development Board
- described work that does not require a Heritage Permit
- updated the Permit Application (Requirements) and an expiration date defined
- referenced the *Standards and Guidelines for the Conservation of Historic Places in Canada (S&G)*
- provided for demolition of accessory buildings that are a hazard, and
- an application fee for Demolition Permit requests was implemented.

The 'housekeeping' changes included better alignment of the By-law with the *S&G,* and correction of inconsistencies with the New Brunswick Heritage Conservation Act.[3] The internal review resulted in the May 2017 amendment to the By-law.

Overlaps with Other Jurisdictions

Like other municipalities across Canada with heritage properties, the City of Saint John finds itself in a position of having overlapping sets of federal, provincial and recognition and requirements. Within the municipal map of HCAs are other recognized sites such as the Prince William Streetscape National

[3] City of Saint John Growth and Community Development Services, "Report to the Heritage Development Board Proposed Changes to the Saint John Heritage Conservation Area By-Law", 13 January 2017.

Historic Site; there are also provincial heritage places, local heritage places, other National Historic Sites, and Federal Heritage Buildings co-existing with municipally recognized properties and areas.

For public transparency and for administrative purposes it is recommended that protocols that exist for liaison with other levels of government to protect heritage properties may lie within or outside the HCAs. It should be very clear that there is a responsibility for protection of these properties and for respect of their character if development is occurring on properties adjacent to them.

Liaisons between the provincial and federal government should be activated to assist the City of Saint John with an understanding of mutual responsibility, and the availability of resources as these properties come into the sphere of conservation, alteration and addition or development. It will be an important step for the municipality to clarify the chain of notification and collaboration that is necessary as it works through permitting of alterations to properties that have been recognized outside of the HCA designation and regulation process.

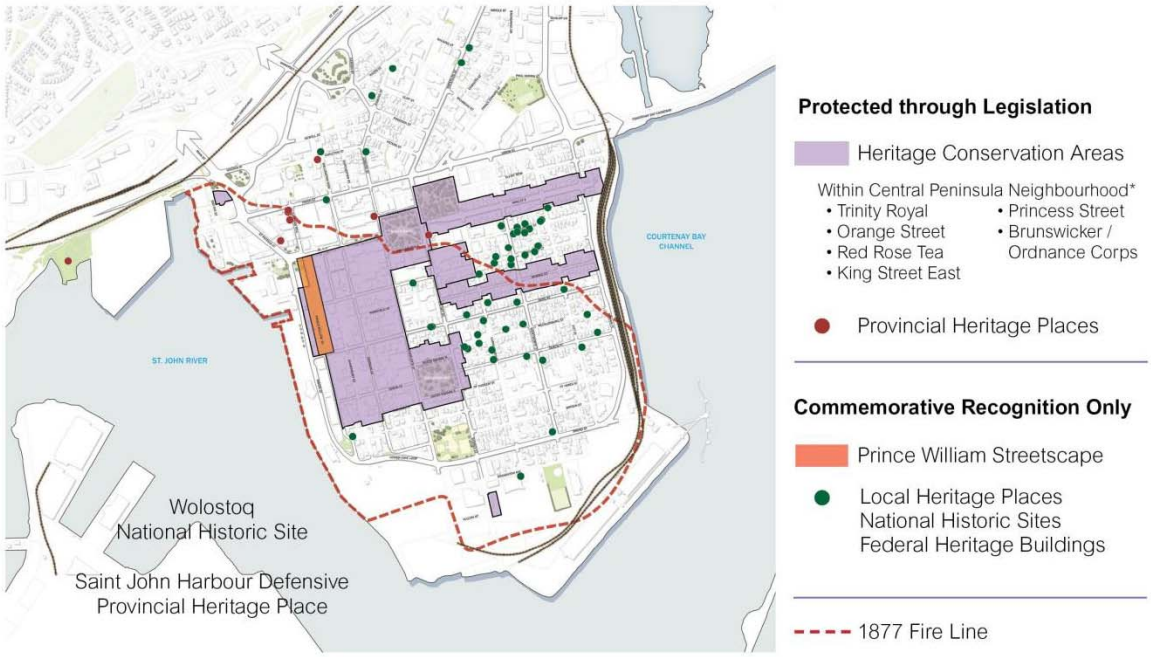

FIGURE 2: MAP OF THE HERITAGE RESOURCES IN THE CENTRAL PENINSULA NEIGHBOURHOOD PLAN AREA.

4.0 Heritage Conservation Area By-Law Analysis

The Heritage Conservation Area By-law (2017) sets out logical policies for the protection of the heritage resources in the City of Saint John. It aligns with the legislation set out in the NBHCA and relies on heritage best practice of the federal *S&G*. THA has identified three categories where improvements can be made to the existing By-law and heritage processes:

1. Further 'housekeeping' changes
2. Sections and sub-sections requiring detailed review
3. Addition of sections

The tables below describe the By-law section by section, including the current section of By-law wording. It provides recommendations for corrective action, should the City decide to continue working with the By-law as it is currently composed.

4.1 Further 'Housekeeping' Changes

While the internal By-law review conducted in May 2017 updated and corrected several inconsistencies within the document, THA has identified additional items for consideration.

Section No.	By-Law Section or Sub-Section Text	Recommendations
	The Council of The City of Saint John, under authority vested in it by the Municipal Heritage Preservation Act, Chapter M-21.1, Acts of New Brunswick 1978, enacts as follows:	The Heritage Conservation Act Chapter H-4.05, 2010 should be referenced and the Municipal Heritage Preservation Act, Chapter M-21.1 removed.
1	**Act** means the Municipal Heritage Preservation Act, 1978, Statutes of New Brunswick, Chapter M-21.1;	The Heritage Conservation Act Chapter H-4.05, 2010 should be referenced and the Municipal Heritage Preservation Act, Chapter M-21.1 removed.
1	**Historic place** means a structure, building, group of buildings, district, landscape, archaeological site or other place that has been formally recognized for its heritage value.	This term is duplicated and the second instance should be deleted.
1	**Minimal intervention** means the gentlest approach with the least physical intervention, which allows functional goals to be met.	While all other defined terms have been updated to use the definitions provided in the *S&G* this definition varies. It should be determined if this is intentional or if the definition should be rewritten. Minimal intervention is defined in the *S&G* as "The approach that allows functional goals to be met with the least physical intervention."
2	**HERITAGE CONSERVATION AREA AND APPLICATION OF BY-LAW**	Two of the Heritage Conservation Areas have not be identified and defined in this section. These are

		Lancaster Avenue Heritage Conservation Area and Brunswicker/Ordinance Corps Heritage Conservation Area.
5	5 (3) (a) ordinary maintenance or repair of building components and does not include removal or replacement, or a change in design, materials, finishes or appearance;	Maintenance has been removed as a defined term. The lack of definition may cause confusion in this section. A definition of maintenance should be added.

4.2 Sections Requiring Detailed Review

The following table makes general recommendations for the City's detailed review and possible amendment to increase clarity, align with other legislation and reduce administrative complexity. It does not cover each Section or Sub-section, but points to highlights for review.

Section No.	By-Law Section or Sub-Section Text	Recommendations
4	4 (1) The Board shall acquire or compile a register of all buildings or structures in the Heritage Conservation Areas.	This By-law provision is typical for municipalities that have individually recognized buildings, structures, and other heritage places, or that have Heritage Conservation Areas or Districts. It reflects the intent of the Act. The NBHCA says that the HCA by-law is effective with regard to all properties, buildings and structures, therefore, each should be listed on the register. The purpose of the Register is to provide an official record with correct addresses, to provide transparency to the public, to provide an educational resource and to provide administrative ease and consistency in the application of the permitting process. Most municipalities have their Register on the municipal website for ease of public access. The Register should include the address, a current physical description of each property, building, structure or identified cultural heritage landscape and a defining exterior photograph. The description of the properties could be similar to the ones included in Appendix E for Local Historic Places, including a standardized description of dates of construction and alteration, builder and architect/engineer, cultural heritage value or significance (physical, historical, contextual, etc). The Register should be cross-referenced to maps of the HCA with the municipal addresses of the

		properties clearly indicated. There should be a supplement to the Register that records all locally, provincially or federally recognized properties within, or outside the boundaries of the HCA.
4	4 (2) In order to provide guidance to the public on standards of design for developments in the Heritage Conservation Areas, the Board shall maintain the file or files containing drawings, photographs and other descriptive or pictorial items showing structures, architectural styles, and materials appropriate to the area.	This section is out of date and must be revised in a number of ways. It refers to guidance on development within HCAs. In the case that development guidelines within HCAs are included in whole or in part in the CNP the section must describe this. It does not refer to 55(5) (a) of the NBHCA that is more inclusive in the requirement of standards and guidelines for, 'design, conservation and development, including technical and planning standards and guidelines'. It does not reference the wording of the Act in the definition of design (55)(1) as, 'the general appearance, colour, size, shape and massing, materials, landscaping and the relationship of a building or structure to its site' This section ascribes the responsibility of guidance on the design of new development in HCAs to the Board and its representatives. It might be amended to: describe the type of guidance that will be provided and the process of guidance as well as references to approved guidance documents for, a.) Development of new construction (described elsewhere) b.) Alteration and additions Conservation and maintenance activities including the Practical Conservation Guidelines, the S&G and other sections of the Central Peninsula Neighbourhood Plan that describe design guidelines adopted by the municipality It could also say something such as, "the Board will ensure that guidance is available to the public for the conservation, alteration and maintenance of heritage properties consistent with the Standards and Guidelines for the Conservation of Historic Places in Canada and other documents that have been adopted by the municipality' This material should be available at the municipal heritage counter, through the Clerk, and online.
5	Heritage Permit	Section 5(1-2) are clear.

You should state that the requirements for application, approvals, issuance, conditions, duration and inspection are described in the NBHCA as these will govern, or restate them.

This by-law section will cover those provisions outlined but not defined by the Act.

You may choose to indicate that applications will be reviewed by the heritage officer in a process that is parallel to (at the same time as) the Building Permit review process, and that a Building Permit and Heritage Permit will be issued if approved by the heritage officer or the heritage board (both must be satisfied prior to issuance of either permit).

You may state that Heritage Permits are required by the provincial act within HCAs (reference the Section).

Typical text for this section could read something like this (your wording):

Heritage Permits

Heritage Permits are required for the erection, demolition, or removal for the purpose of relocation of a heritage building, or for the alteration to the exterior of a heritage building or any structure or a building or structure within an HCA, or the alteration of an identified cultural heritage landscape. Exemptions to the requirement for application for a Heritage Permits are described in xxxx (below, your numbering).

The following should be referenced or expanded on in the by-law.

The NBHCA Section 55 (d, e, f) describes the provision for requiring, applying for and issuing a heritage permit; the ability to prescribe the terms and conditions of the heritage permit and the prescribing of fees for the heritage permit. Your by-law should lay out those terms or refer to the documents that lay out those terms.

Section 63(1) says, “No person shall carry out work or development of a type which is subject to a by-aw made under section 55 unless that person obtains a municipal heritage permit”

Section 63(2) says, “No person shall carry out work or development in accordance with a

municipal heritage permit until every right of appeal under this Act has been exercised or until the time prescribed for the exercise of that right of appeal has expired."

Section 65(3) describes a heritage officers role in reviewing for conformance and issuance of a heritage permit and 65(4) describes the heritage board responsibilities if the heritage officer refers the heritage permit to the board for review.

Section 66 (1-3) describe the ability to put terms and conditions on a heritage permit, including requirements for time open, and compliance requirements.

Sections 74 – 91 describes the ability of the municipality or province to inspect and enforce the provisions and conditions of a heritage permit and to observe work and development that are subject to the permit and the way in which measures can be imposed to stop work.

The particulars of the above sections should be covered in the HCA By-law under Heritage Permits in a way that adds detail where detail is required, and to ensure that the language of the by-law does not contradict the Act.

Additional Considerations

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Heritage Permit applications should also be required for municipally recognized heritage buildings or structures or cultural landscapes outside of an HCA.

Heritage Permit applications should also be required for heritage properties or areas recognized by provincial and federal authorities; these heritage properties may require permits and procedures over and above those required by the municipal By-law as imposed by other authorities.

Heritage Impact Assessments (HIA)

HIAs should be required for all but maintenance activities covered by exclusions (below) or minor changes to heritage buildings or structures.

Or, you should follow the guidance of the NBHCA on provincial heritage properties (Heritage Impact Assessments 40(1) such that after considering a heritage permit application, a heritage officer, or the heritage board may require the applicant to submit a heritage impact assessment, a

development plan or both as appropriate.

If the requirement for HIAs on vacant property within the HIA are governed by requirements of CPNP, specific language must be developed to deal with the language in the Act that, '55 (3) A municipal heritage conservation area by-law is effective with respect to all properties, buildings and structures within the designated area.'

The municipality should develop guidelines for the HIA; the HIA would be required to describe and assess how the development conserves the heritage property, and how the development impacts the heritage attributes of the property and the heritage value of the HCA.

The more specific you can make your formal requirements for the HIA, the easier it will be for the City to administer, and for the applicant to complete. It is good practice to include an example of an HIA that can be used as an exemplar for others to follow so that they know the level of precision, and detail that is required. The HIA would be reviewed by the heritage officer, then by the Board and potentially in the context of development applications, by a Design Review Panel with heritage experts on the Panel.

This is in line with potential text that you might use,

"In addition to a Heritage Permit, a Heritage Impact Assessment may be required prior to issuance of a Heritage Permit for: alteration of, or additions to heritage properties or development of a heritage property that does not align with any one or a combination of the: NBHCA, CPNP, the HCA By-law, the Practical Conservation Guidelines or the federal S&Gs. .

"Where demolition within an HCA is proposed a Heritage Impact Assessment may be required to determine the impact of the demolition on the heritage value of the HCA.

If new construction is proposed on a vacant lot, or a lot that becomes vacant following a demolition, an HIA may be required to evaluate the effect of the proposed replacement building(s) on the heritage values of the HCA.

"For new development, a Heritage Impact Assessment may be required to determine the impact of new buildings, structures and features

		on the heritage value of the HCA and on adjacent properties with heritage buildings, structures or cultural landscapes. The requirements in that case would be described in the CPNP, as well as referenced in this By-law. Heritage Conservation Plans In addition to an HIA, the municipality may request a Heritage Conservation Plan (HCP) to address in greater detail the conservation or phased process of conservation of the heritage property. In special cases, development or conservation of a heritage property may be phased over a long period of time. A 'phased process of conservation' may lead to a phased Heritage Permit Application, Conservation Plan or HIA and updates. Where a large, complex or especially significant property is going to be conserved or adapted or altered in multiple phases, or in multiple years, a Heritage Permit, HIA or Heritage Conservation Plan may have to be updated by the applicant at the end of each phase. The City may have to keep track of the completion of each phase to ensure compliance to original commitments. The same should be said for Heritage Permits.
	5 (1) Notwithstanding paragraph 5 (1) (b) a person shall be exempted from requiring a Heritage Permit for the following developments: (then a-e)	Exemptions It is possible that the exemption areas should be widened from the current list. The concept of exemptions is typical in municipal practice. Certain classes of alteration are considered minor in nature and do not require a heritage permit, unless the alteration affects work completed under a previous Heritage Permit, Loan or Grant, or detracts from the building, structure or the HCA itself. Owners are encouraged to ensure the conservation of the heritage value of the HCA and the subject building or structure whether a heritage permit is required, or not, and to follow the Practical Conservation Guidelines and the federal S&G in the conservation, preservation, restoration and rehabilitation of the property. A list of these exceptions might include, but not be limited to: • ordinary maintenance, except for maintenance such as cleaning or

		heritage materials in a manner that has the potential to damage the material (for example, abrasive or other aggressive cleaning of brick or stone) and, • conservation, restoration or repair in kind of existing features • painting of wood, stucco or metal finishes if the colour choice is the same as that being replaced, or if the colour is the restoration of an earlier colour that is compatible with the HCA and the building or structure. • reroofing that does not change the roof profile, material or detail when viewed from the street • installation of eaves troughs, downspouts and rainwater diversion systems • weatherproofing including removable storm windows, doors, caulking, weather-stripping • minor alterations to exterior lighting • temporary signage • landscaping other than removal of historic landscape, alteration of grade or alteration of defined heritage features • repair of utilities or public works • temporary or seasonal installations, planters, patios, decoration “
	5 (4) Nothing in 5(3) exempts the following development from requiring a Heritage Permit.	If the 5(3) describes exceptions to the rule, this is not needed
	6 (1-10)	Housekeeping of language may be required to comply with the Provincial Act.
8	8 (1) Any development on an existing building in a Heritage Conservation Area, with the exception of new (infill) construction or demolition, shall use one or a combination of the following three conservation treatments: (a) Preservation of compatible historic materials, detailing and values; (b) Rehabilitation of compatible historic character-defining elements and values; or (c) Restoration of historic character defining elements complete with their appropriate detailing and values to a pre-1915 appearance, when based upon sufficient evidence.	Section 8: It seems that the purpose of this text is to ensure that preservation of existing buildings or structures, additions and alterations to heritage buildings and structures and their rehabilitation follow the guidance of Section 55 of the NBHCA and the Standards and Guidelines for Conservation of Historic Places in Canada (S&G). There are separate sections for demolition, and for infill, therefore these should not be mixed with the discussion of conservation (preservation, rehabilitation, restoration, additions and alterations) As noted below, the restoration date of 1915 seems arbitrary and should be removed. The description does not say if the activities

The wording of this section should be amended and comply with the wording of the S&G's exactly and refer to the sections of the S&G through direct quotations with footnotes.

For example,

"The heritage character of the Heritage Conservation Areas shall be conserved through the conservation of its heritage buildings, structures and cultural landscapes.

The S&G define three conservation treatments for the protection of heritage that describe how managed change may occur to a building, structure or cultural landscape–preservation, rehabilitation and restoration. These treatments should be used in combination.

a) Preservation is…
b) Rehabilitation is…
c) Restoration is …"

The Standards and Guidelines for these treatments should be established clearly in the by-law and be supplemented by more detailed guidelines in the Practical Conservation Guidelines.

To explain, the S&G have specific guidance on the use of treatments in the conservation of historic places, however, they are not detailed enough to provide all the level of information that is required by a professional or property owner.

The Practical Building Guidelines provide further guidance on the specifics of conservation and should be referred to in changes to existing properties in the HCA.

More detailed information on standards and guidelines for additions and alterations to heritage properties needs to be prepared; the S&G alone are inadequate to guide the heritage officer or the public in the design of additions and alterations.

Infill development will be covered outside this By-Law but should be referenced here (See Section 94)

Establishing Cut Off Dates for Classification of Heritage Resources, or to Establish Restoration Periods:

		The use of the 1915 date seems arbitrary and should be removed as a point of reference for restoration date; Typically the use of '40 years or older' is used by municipalities, and by the federal government in establishing a date of potential heritage significance. Restoration dates are not all at a specific point in time, and the character of many areas is due to the acceptance of good and compatible change within the HCA. The specificity to 1915 will cause issues with post-1915 buildings or structures of significance, or cultural landscape features that are of a later date. Establishing such a date does not recognize that later, compatible additions may have value as described in the S&Gs, and may be retained or added to. Federal and most provincial governments and municipalities refer to the 40 year benchmark as one that is a starting point for consideration of heritage value or interest. This does not mean that all buildings or their alterations over 40 years old should have 'heritage' status, or that buildings of less age are not of cultural heritage value or interest and worthy of recognition.
8	8 (2) Any development on an existing building in a Heritage Conservation Area, with the exception of new (infill) construction or demolition, shall comply with the standards prescribed by the Standards & Guidelines for the Conservation of Historic Places in Canada.	This refers to the standards only however the January 2017 staff report makes reference to also using the guidelines. The section should reference the standards and the guidelines prescribed by the Standards & Guidelines for the Conservation of Historic Places in Canada.
9	Standards for New (Infill) Development 9 (1) (a) Where the setbacks of neighbouring buildings or structures are uniform, the setback of the development shall conform thereto. 9 (1) (b) Where the setbacks of neighbouring buildings or structures are not uniform: (i) if the setback of one of the neighbouring buildings or structures is the same as the setback of the building or structure adjacent or most proximate to it then the setback of the development shall conform thereto; or (ii) if the setback of the neighbouring building or structure on either side of the development is not the same as the setback of those buildings or structures adjacent or most proximate to it, then the setback of the development shall conform to that of either of the neighbouring buildings or structures. (ii) if the setback of the neighbouring building or	Note: We understand that development standards will be written and will appear in the CPNP, even when the vacant properties are within a HCA. It is important to carefully review the existing Section 9 to understand its intent, and the detail that has been previously agreed upon. Although sometimes not compatible with current thinking in the specificity of numeric specifics, the intent and categories of guidance are typical of municipal guidance on infill development in Heritage Areas. Standard definitions in this By-law or the CNCP should be refined. Vacant Parcels: It should be clear that this section, as re-written for CPNP, relates to vacant properties within the HCA that are not recognized cultural heritage landscapes. It may be necessary to have a Section 9 that is very much reduced to cover vacant parcels that are Cultural Heritage Landscapes or otherwise designated by provincial or federal authorities.

structure on either side of the development is not the same as the setback of those buildings or structures adjacent or most proximate to it, then the setback of the development shall conform to that of either of the neighbouring buildings or structures.

(c) The side yard ratio on each side of a development shall conform to the relative side yard ratios of either of the neighbouring buildings or structures so as to maintain the pattern of open and occupied spaces.

(d) The height of a development shall not be less than 80 percent and not more than 120 percent of the average height of existing buildings on both sides of the block within which the development is located, regardless of age, except that:

(i) additional height at no point shall be greater than 140 percent of the height of all buildings on both sides of the block within which the proposed development is located, and provided that no development shall interrupt a line starting at a point 5 feet (1.5 meters) vertically above the curb on the opposite side of the street and projecting past the top of the roof cornice/parapet at the otherwise maximum permitted 120 percent height calculated for the proposed development; and

(ii) (ii) if the proposed development is located on a corner lot, the additional height between 120 percent and 140 percent shall not interrupt a line as defined in (i) struck from 5 feet (1.5 meters) above the curb of either street.

9 (1) (e) The height/width ratio of the facades of a development shall not vary by more than 10 percent from the height/width ratio of the facades of existing buildings constructed **prior to 1915** and not subsequently altered and located within the same block as the development, fronting upon the same side of the street.

(f) Notwithstanding paragraph (e), the Board may issue a Heritage Permit for a building or structure proposed for a parcel of land of a width greater than the average width of building lots within the same block where such proposed building or structure is too wide to comply with

When writing the section in the CPNP, ensure that it cross-references 'other reasons' that a vacant property might be significant to the HCA due to intangible values, historical or associative values that should be commemorated in a new development.

When writing the section in the CPNP, ensure that it is cross-referenced with the Archaeology Policies and Heritage Objects policies of the federal, provincial and municipal governments.

Local Heritage places: recognition of the need for control for local heritage places should be discussed.

Combined Properties: In land development and assembly including vacant properties in combination with heritage properties, special provision should be made to ensure that the lowest common dominator is not applied across the board. Properties that are partially vacant but have heritage structures on them, should be also be called something such as 'combined properties' and have a separate section to protect the remaining heritage building, structure or landscape and to establish compatibility between the existing and the new.

If the whole or majority of advice on Infill is in other sections of planning documents, the locations of the requirements should be indicated here and any further advice or requirements for the Heritage Conservation Areas stated in this section.

If some or all of this section remains in this By-law, the language should be revised to remain within this section, or be aligned with revisions to planning policies regulating height, width, setback, step backs and continuity of building form and streetscape within HCAs. Each of these points is important to consider and should appear in policy.

As discussed above, the 1915 date should be reconsidered.

The purpose of standards, for infill whether in this By-Law or the CPNP is to ensure that the architectural significance of any property is not significantly diminished by infill development on an adjacent property.

The provision for continuity of streetscape must

the height/width ratio set forth in paragraph (e), provided that, the Developer shall cosmetically divide the facade of such building or structure with pilasters or other design techniques into sections or bays which do conform to the required height/width ratio.

(g) The allowable facade opening/wall ratio for the facade of a development shall not vary by more than 10 percent from the facade opening/wall ratio of the facades on existing buildings of the same type or style constructed prior to 1915 and not subsequently altered, and located within the same block as the development, fronting upon the same side of the street

(h) The dimensions of the windows in a development shall not vary by more than 10 percent from the dimensions of the windows in existing buildings of the same type or style constructed prior to 1915 and not subsequently altered, and located with the same block as the development, fronting upon the same side of the street.

(i) The roof or roofs of a development in regard to their direction, pitch and arrangement shall conform to those on existing buildings of the same type or style constructed prior to 1915 and not subsequently altered, and located within the same block as the development, fronting upon the same side of the street.

(j) The size, shape and prominence of a porch, entrance projection or doorway in a development shall be similar to those found on existing buildings of the same type or style constructed prior to 1915 and not subsequently altered and located within the same block as the development, fronting upon the same side of the street

k) A development shall use traditional detailing and traditional materials for its exterior facades in keeping with those found on existing building or buildings of the same type or style constructed prior to 1915 and not subsequently altered and located within the same block as the development, fronting upon the same side of the street. The Board may permit the use of contemporary materials where their appearance is compatible with the appearance of traditional materials and detailing

When reviewing proposals to determine compatibility of contemporary materials, the Board shall consider but not be limited to the

look at the issue of additions of height to existing buildings and new development and the effect of that alteration or development on the block and streetscape character. This is an important aspect of the goals of the S&Gs.

For Consideration in the CPNP: It is typical in other municipalities to have heritage protection provisions in their area or district By-laws to regulate or provide guidance on massing, solid to void ratio, openings including windows and doors in at the streetwall level, with reference to adjacent buildings or patterns within a block or streetscape.

The application of the specific percentage rules (such as the 10% rule) could be reworded to account for the design intent allowing flexibility for variance in the streetwall from adjacent historic buildings, but to emphasize compatibility and similarity in intent.

It is also often found that a Plan recommends material compatibility and entrance continuity within a block or streetscape and streetwall.

The use of traditional detailing for new infill development is not always recommended per se, but definitive wording regarding compatibility of design, and the use of high quality materials and level of architectural detail is recommended in new development.

New wording should be suggested here that is in the spirit of compatibility, rather than ‘imitation’.

The issue of compatibility over replication and mimicry in design is one that is now consistently pursued in municipal regulation within the heritage context for additions, and for new infill in historic districts.

The emphasis should be on compatible development using similar materials to those within an adjacent streetscape to establish continuity of the public realm.

Examples of compatible development materials (brick and masonry traditional, to similar materials contemporary, etc.) could be described in a revised Practical Building Guidelines

following:

 Proposed construction assembly detailing and the degree that proposed matches the appearance of the original

Proposed cross-sectional profiles and the degree that proposed matches originals;

Proposed texture and finish and the degree that proposed matches the original

When cost is used as a factor, then long-term operating and life-cycle cost, as well as embedded energy, landfill impact, employment generation and spin-offs shall be used rather than short term capital cost.

9 (2) In the case where there is no existing building or structure located within the same block as the development, the standards of this Section are deemed to relate to a building or structure which is most proximate to the development.

9 (3) Mid-Block developments which do not front on any street or streets, are exempt from the standards set forth in this Section.

9.1(1) Section 9 does not apply to the erection of any building or portion thereof upon one (1) or more of the parcels of land identified by Parcel Identification (PID) Nos. 55178784, 55088595, 55184022, 55184014, 55184006, 55202923 and 00009522;

9.1(2) Any building or portion thereof erected upon one or more of the parcels of land identified in subsection (1) shall comply with the following provisions:

(a) any front yard setback shall not be greater than three (3) metres

(b)the side yard setback shall not be less than one (1) metre nor greater than two and one half metres (2.5) metres;

(c) the maximum height shall not be greater than sixty (60) metres, articulated by base, middle and top proportions as shown on the plans attached hereto as Schedule “A”. The building shall include at an elevation of fifteen (15) metres, plus or minus ten percent (10%), an offset of a minimum of one and one half (1.5) metres from the base façade

(d) the façades of the building along King Square South and Sydney Street shall be articulated with three vertical sections through the use of a central recessed bay that is sympathetic to the adjacent buildings along King Square South. The street facing façades of the building shall be developed with horizontal architectural detail reflecting the elevations of the cornice lines of Imperial Theatre and Admiral Beatty buildings

(e) window openings on the façades of the building shall be consistent with the locations and proportions shown on the plans attached hereto as Schedule “A”;

(f) the building shall have a flat roof sympathetic to the adjacent buildings along King Square South

(g) the building entrance on the King Square South façade shall consist of three centrally located double doors with transom windows and incorporate a canopy as shown on the plans attached hereto as Schedule “A”;

(h) the building shall use high quality materials for the façades and the exterior elements. High quality materials shall be used for the base levels of the building, including but not limited to, stone, masonry, and/or metal with anodized bronze finish. Contemporary, manufactured materials, including architectural pre-cast concrete panels, may be used for the façades at levels above the base levels provided they have the appearance of the materials used in the façades of the base.

(g) The allowable facade opening/wall ratio for the facade of a development shall not vary by more than 10 percent from the facade opening/wall ratio of the facades on existing buildings of the same type or style constructed **prior to 1915** and not subsequently altered, and located within the same block as the development, fronting upon the same side of the street.

(h) The dimensions of the windows in a development shall not vary by more than 10 percent from the dimensions of the windows in existing buildings of the same type or style constructed **prior to 1915** and not subsequently altered, and located with the same block as the development, fronting upon the same side of the street.

(i) The roof or roofs of a development in regard

	to their direction, pitch and arrangement shall conform to those on existing buildings of the same type or style constructed **prior to 1915** and not subsequently altered, and located within the same block as the development, fronting upon the same side of the street. (j) The size, shape and prominence of a porch, entrance projection or doorway in a development shall be similar to those found on existing buildings of the same type or style constructed **prior to 1915** and not subsequently altered and located within the same block as the development, fronting upon the same side of the street. (k) A development shall use traditional detailing and traditional materials for its exterior facades in keeping with those found on existing building or buildings of the same type or style constructed **prior to 1915** and not subsequently altered and located within the same block as the development, fronting upon the same side of the street. The Board may permit the use of contemporary materials where their appearance is compatible with the appearance of traditional materials and detailing.	
10	Demolition, Removal or Relocation	The Provincial Act 55(5) (g) indicates that the municipality may set its own requirements for demolition control, prohibition and permitting. The current regulation of demolition does not comply with the S&G or other recognized practices for permission of demolition within a Heritage Area, or for other local, provincial, federal recognized heritage buildings. The By-law should be rewritten in this Section based on guidance from other jurisdictions that have recently amended their demolition control regulations. The S& G Standard 1 says, 'Conserve the heritage value of an historic place. Do not remove, replace or substantially alter its intact or repairable character defining elements. Do not move a part of an historic place if its current location is a character-defining elements.'
	10 (1) No building or structure within a Heritage Conservation Area, or any appurtenances thereto, shall be demolished, removed or relocated and no Heritage Permit for such development shall be issued until, a) the building or structure has been identified by the Board as incompatible with the standards prescribed by the Standards & Guidelines for	This particular language used in 10(1) is typical of demolition control regulation in heritage areas. Heritage Permits are required for demolition. As per the NBHCA, a heritage permit may be issued or refused. Appeal is available on refusal. Heritage Impact Assessments should also be required to be prepared by an impartial heritage professional and potentially peer reviewed, to determine the impact of the proposed demolition

the Conservation of Historic Places in Canada or Section 9 of this By-law, as applicable a.1) the building or structure is an accessory building and is a hazard to the safety of the public by reason of dilapidation or unsoundness of structural strength;	on the heritage value of the HCA. 10(1) a seems to suggest that there are 'contributing and non-contributing' buildings and structures within the boundaries of an HCA although all are registered as being part of the HCA. If this is the case, there should be further detailed examination of which buildings are not contributing to the HCA, so that the burden of proof does not rest with the heritage board in each individual case. The criteria for determining which buildings contribute or do not contribute to the Statement of Significance for the HCA should be rigorous and should support preservation objectives; it must also comply with the intent of the Act that all properties, buildings and structures be registered as part of the HCA. a.1) this accessory building or structure exemption should include a provision that if the accessory building is contributing to the significance of the property or the HCA, that it should be repaired rather than demolished. The section should also be rewritten to establish that no demolition or removal shall be permitted until, a.) a full and complete application including application for demolition permit and a heritage permit has been submitted to the municipality, accompanied by any plans, information or studies that have been requested or required. b.) a notice of receipt of application has been processed by the municipality c.) within the set period (90 days or other) a written response has been received by the applicant from the municipality to consent to the application, to consent with terms to the application or to refuse the application d.) the decision of the municipality has been published in a newspaper or equivalent notice given having general circulation e.) a public appeal process has been completed. f.) A demolition permit and heritage permit have been issued g.) Terms and conditions of the permit have been agreed to by the applicant
10 (1b-c) and the owner, in accordance with subsection (2), has published an offer to sell the building or structure and the land pertaining	Current language could be updated to indicate that the conditions of the permits include,

	thereto and no agreement for the sale of the property has been signed, or The owner has, in accordance with subsection (2), listed the building or structure and the land pertaining thereto for sale with a Multiple Listing Service® and has also entered into a contract with a licensed real estate sales person who has an office within the City, and no agreement for sale of the property has been signed.	a) the Board agrees that the building or structure does not contribute to the heritage value of the HCA and/or b) the local Governance Act makes a directive on dangerous or vacant buildings or the Board agrees the building is a hazard to public safety and cannot be rehabilitated and/or c) the Board agrees that the building is a non-contributing accessory building, or that minor removal to the accessory building does not alter the significance of the property and/or d) Other provisions should be added to provide greater detail and more conditions under which demolition may be allowed Measures of time that an application for a permit to demolish shall be in the hands of the municipality without a decision should be added, and as well, measures of time that an approved permit for demolition should be open should be assigned. Provision of Notice of Sale is not a suitable reason for application for a permit to demolish, of for a Heritage Permit, with or without a Heritage Impact Assessment. This section should be eliminated from the By-law.
	10 (2) and all subsections The owner, who is making an offer to sell or who has entered into a Listing Agreement for such building or structure shall: before publishing the offer to sell, file a copy of it with the Heritage Officer. He shall also, at his own expense, cause a notice of the offer to sell to be published in the Telegraph-Journal newspaper at least once a month for a period of not less than six consecutive calendar months. The sale price in the offer to sell shall be not more that the higher of the assessed value or the market value as determined by an independent appraiser in accordance with this By-law, and before entering into a Multiple Listing agreement, file a copy of it with the Heritage Officer. The multiple listing agreement shall run for not less than six consecutive months. The sale price in the multiple listing agreement shall be not more that the higher of the assessed	Recommendation to eliminate (See above)

value or the market value as determined by an independent appraiser in accordance with this By-law.

Etc. to end of 10 (2)

4.3 SECTIONS THAT COULD BE ADDED

Vision Statement

1. The vision statement for heritage conservation and the importance of Saint John as a heritage city should be referred to in the By-law preamble. The by-law should also reference the NBHCA wording in Section 55, citing the purpose of the Heritage Conservation By-law from the list of purposes and addition to the list of purposes.

Professional Standards

2. Expertise: Work under this By-law should be conducted by professionals who have relevant experience in heritage work, and who have working knowledge of the S&Gs and the Practical Conservation Guidelines.

Consulting Professionals include those such as architects, engineers, landscape architects, conservators, planners, historians and other heritage specialists. Typical requirements of qualification for key team members may include references from past clients, resumes demonstrating length of practice and lists of similar projects.

Building contractors, subcontractors and experts in the trades and crafts should have successfully completed relevant heritage conservation projects. Recent relevant examples of their work should be provided in documentary form, to demonstrate the suitability of their work to the project at hand. Other requirements, such as references from professionals on past work, resumes of personnel and project lists may be considered a requirement of prequalification on special projects.

The Canadian Association of Heritage Professionals (of which New Brunswick is part as the Atlantic Chapter with Nova Scotia and Newfoundland and Labrador) has a good website indicating a list of qualified professionals and building contractors who have experience in heritage conservation and provides criteria for selection of appropriate people for various types of heritage work. (cahp-acecp.ca).

The S& G advocates for the use of skilled personnel in the conservation of historic places.

Although tangentially related, the language used in the NBHCA under Municipal Inspection Section 77 may be helpful. It describes ‘a person having special, expert or professional knowledge in an area relevant to the inspection’.

Property Standards

3. Property Standards should establish provisions that prevent demolition by neglect, by deferred maintenance or purposeful damage to heritage property.

Maintenance Standards

Maintenance standards should establish minimum maintenance standards, and the Practical Building Guidelines should provide more detailed guidance on heritage building maintenance. The S&Gs describe maintenance routines and the importance of heritage building maintenance. These should be referred to in the Practical Building Guidelines

Non-Compliance

4. Non-compliance to the by-law, and to the S&G, or to the Practical Building Guidelines should be reviewed and cross referenced with the abilities of the municipality or the province to inspect, order and intervene if heritage permits and other regulations are not followed, or if work is commenced without a heritage permit . This should include the setting of levels of fines by the municipality for failure to comply, including stiff fines for demolition without permit (including demolition by neglect) and for lack of maintenance or purposeful damage as well as failure to follow approved Heritage permitted activities.

Remedies

5. Remedies of Appeal noted in the NBHCA should be referenced.

Emergency Action

6. There should be provisions for municipal approval of emergency action in the case heritage properties are affected by emergencies such as fire, flood, willful damage or other unanticipated events. In some jurisdictions, including internationally, there are emergency measures guidelines for heritage districts or buildings, structures and landscapes.

Other Heritage Properties

7. Reference should be made to heritage properties and areas that have been recognized as local heritage properties, or by the provincial and federal government. The relationship between HCAs, and other recognized properties or areas is confusing as it stands.

Alteration and Additions

8. As recommended above a new section should be written that is called: Standards and Guidelines for Alterations and Additions to Heritage Properties. The guidance for this section should correspond to the S&G, but provide specific information that relates to the HCA (the specific HCA), and cross references Section 55 of the NBHCA (55 (1): 'design includes the general appearance, colour, size, shape and massing, materials, landscaping and the relationship of a building or structure to its site') and the Practical Conservation Guidelines, leaving the detail of description of restoration and conservation techniques to the PCGs.

Demolition Control

9. Demolition control and Removal sections control should be overhauled as discussed in the table above.

Boundary Changes Provision

10. Alignment and Future Planning should be included in the By-law: The City should consider expansion of the HCAS to cover areas that are not bounded logically at the moment.[4] There should be provision for boundary updates in the By-law, as well as for the formation of other HCAS in the future.

Recording and Documentation

11. A by-law provision should be added to describe the recording and documenting that is required to be undertaken prior to any work on a heritage property. The standards for recording and documenting should be established by the municipality based on other municipal or federal standards.

City Property

12. The City's Owned Property: Most municipal heritage policies discuss the responsibility of the City to maintain and conserve its owned heritage properties to encourage transparency and to inspire the public to act accordingly.

Views and Vistas/ View Corridors

13. If views of cultural heritage value are included in the CNP the maps should be included in the by-law as well and views protected through guidelines for development along view corridors. Regulations for protection will have to be established.

[4] See Appendix B for suggestions in map form.

Location of Guidance Material

15. Specify locations of applicable reference material including the Register, the Practical Conservation Guidelines and Standards and Guidelines for the Conservation of Heritage Places in Canada (S&G), and recognized sources of advice on adaptation and rehabilitation, typological distinction and other matters. This could be delegated to the PCGs.

Heritage Awareness and Education (Policy)

16. There could be a section on raising heritage awareness, commemoration and public art.

New Statements of Significance for the HCA's

17. A Statement of Significance should be written for each HCA. It should be written in a way that clearly states the character defining features of the area or sub-area, so that applicants and staff can understand how alterations and additions or infill development, will be compared to the physical values that have been established. This way of establishing a benchmark for the character of an area is standard practice and referred to in the S&G. (see 4.4)

Adaptive Reuse

18. Encouragement: It is desirable to say that, 'reuse and adaptation of heritage properties on the Register is encouraged for new uses permitted by the CNCP, as long as the change is consistent with this By-law"

Incentives (Policy)

19. Tax Incentives and Grants and Loans or other Incentives: should be laid out in the By-law or a decision statement about a future policy framework.

Contributing/Non-contributing Properties

20. The NBHCA does not seem to allow the differentiation between Contributing and Non-Contributing properties within HCAs to allow flexibility and clarity in the development of infill properties and for alteration and addition of existing properties. Consultation with the province on this would be advised to assist in the screening of properties that might be more suitable for development than others, where preservation of heritage value is paramount to the heritage value of the HCA and the significance of the individual structure.

Building Code

21. There should be reference that upgrades to heritage properties must comply with all current codes including building code, and to codes related to health and safety, security, accessibility and sustainability, while preserving the cultural heritage value and attributes of the area.

Removal and Relocation

22. Removal and Relocation: buildings and structures should be conserved in their existing location as per the S& G. The By-law should describe when and how relocation is permitted.

Cultural Landscapes, Open space, Squares

24. Specific guidelines for recognized public spaces such as King Square, Queens Square and Loyalist Burial ground including the properties adjacent to them should be added.

Fences, Signs and Landscape

25. A new section should be added that covers these features and refers to detail conservation within the PCGs.

4.4 DEFINING THE SIGNIFICANCE OF THE HERITAGE CONSERVATION AREAS AND IDENTIFICATION OF INDIVIDUAL PROPERTIES

The *Standards and Guidelines for the Conservation of Historic Places in Canada* (*S&G*) describes conservation as a sequence of actions which start with understanding the historic place, planning for its conservation and only after that, intervening through projects or maintenance. 'Understanding' why a heritage place is significant is key to developing a logical approach to its conservation, and its potential for rehabilitation and change.

The Heritage Conservation Areas: it is important that the municipality establish a clear Statement of Heritage Value for each of the HCAs describing the criteria that were evaluated, a description of the boundaries, a description of the place, and its Heritage Value. Under the current process, property owners are required to identify the character-defining elements of each building on their own, through a Heritage Conservation Plan.

There is a good administrative purpose of providing a Statement of Significance (the Act section 56 (2) of each municipal heritage conservation area, and to have an inventory of the individual properties within the HCA (a Register). The purpose is to provide characterization of the HCA including its physical and historical importance, and to provide municipal addresses of each built property and lot within the HCA for transparency to the public, and for use by the City staff in assessing permit applications. Typically, the Statement of Significance for the Area and the individual property Register is available online.

Although it is not required by the Act, as it is for Provincial Heritage Properties, it is heritage best practice to evaluate potential heritage places, including HCAs, through a set of criteria such as those used by the Province in New Brunswick Regulation 2010-132. It is strongly recommended that the City consider:

1. Establishing criteria for evaluation of heritage places, based on, for example, those for evaluating Provincial significance, (for example, by replacing provincial with municipal)
2. Using the evaluation criteria to write descriptions of each existing HCA
3. Documenting the heritage values and character-defining elements through a written Statement of Significance for each of the HCAs
4. Refining boundaries in relation to the Statements of Significance.

The Statement provides a benchmark against which requests for permit in conservation maintenance, alteration and new development can be evaluated. For example, if a Statement indicates that the significance of the district includes the use of red brick in an area, sub-area, or block, this triggers an understanding of what is valued in the Area. If the Statement indicates that the Area is characterized by the variety of its use of materials, building types and forms, this triggers an understanding that compatibility, with significance may require understanding of the variety of architectural aspects, so that variety is a characteristic of new development and form. Under the current permit process, property owners are required to identify the character-defining elements of their building within a Conservation Plan; this can result in lack of consistency of application of measures in the By-law, and onus on the applicant to provide information that they may not be able to supply. It is recommended that the City:

1. Locate existing HCA Statement of Significance files and evaluate the authority and suitability of the statements. Locate historical research and provide a database that is accessible. The Provincial Archives may have a considerable amount of this data on hand.
2. Provide an update to Statements, using the criteria for the evaluation of heritage conservation areas described for Provincial Heritage, and include these on the City Heritage website
3. Provide an online Registry of the individual properties of local significance in the municipality, and individual properties within the HCAs by municipal address (the Province and Federal government registries may have most of the properties covered, including with photographs of front elevations)

This process will allow the City to understand if the By-law truly supports the protection of the HCAs. It will also assist in clear and efficient communications with the community on the intentions of the HCAs. The final recommendation would allow administrative understanding of which properties may be due leniency within the HCA as they are altered or developed.

Rewriting of these statements should be by professionals experienced in the preparation of such statements at the municipal, provincial or federal level. This update should be coincident with the review/refinement of boundaries of the HCAs and a decision about whether a two-tier approach will be used to distinguish contributing from non-contributing properties within the HCAs if allowed under the NBHCA (see above) .

4.5 REVISION AND UPDATE OF THE "PRACTICAL CONSERVATION GUIDELINES"

The "Practical Conservation Guidelines", prepared by the City of Saint John, Heritage Planning in 1990-96, and revised in 2010[5] is a well-written guide to materials conservation and the conservation process.

The "Practical Conservation Guidelines" PCGs is a hybrid of individual documents. Some of the documents are process-oriented (i.e. Conservation Plans, Application for a Heritage Permit), while others provide guidance on materials conservation. As the new By-law is developed, some of the subjects within the PCGs will reside in the By-law, and some of the follow on requirements of the By-law will be required to be detailed in the PCGs. Thus, the PCGs will have to be revised significantly to align with the new or revised By-law. In addition, there is an overlap between the standards and guidelines provided in the PCGs with that of the S&Gs that are included as the key reference within the By-laws. In order to not contradict the S&Gs and to not be repetitive, the PCGs will have to be significantly revised.

The following table identifies the topics covered in the "Practical Conservation Guidelines" and compares it to similar guidance provided in the S&G. Examination of the table should lead to the City,

- Ensuring that the By-Law and the S&Gs govern over the PCGs, but are linked
- eliminating unnecessary overlaps
- determining what information or material conservation requirements and practices should be included in the revised PCG's to provide detail for implementation of policy
- ensuring that the By-Law should describe that the PCGs should be read in conjunction with the *S&Gs as a regulatory tool*.

Practical Conservation Guidelines Saint John	Related Guidelines from S&G
Conservation Plans	Chapter 1 - The Conservation Decision-Making Process: Planning
By-Law Information (Note: website link directs to same document as Conservation Plans)	[no equivalent]
Application for a Heritage Permit	[no equivalent]
Masonry	4.3 Guidelines for Buildings 4.3.4 Exterior Walls 4.3.8 Structural Systems

[5] Saint John, "Practical Conservation Guidelines" available at: http://www.saintjohn.ca/en/home/cityhall/developmentgrowth/heritageconservation/conservationguidelines.aspx

	4.5 Guidelines for Material 4.5.1 All Materials 4.5.3 Masonry
Wood	4.5 Guidelines for Material 4.5.1 All Materials 4.5.2 Wood and Wood Products
Windows	4.3 Guidelines for Buildings 4.3.1 Windows, Doors and Storefronts 4.5 Guidelines for Material 4.5.1 All Materials 4.5.6 Glass and Glass Products
Facades	4.3 Guidelines for Buildings 4.3.1 Exterior Form 4.3.4 Exterior Walls
Roofs	4.3 Guidelines for Buildings 4.3.3 Roofs
Paint & Colour	Throughout; geared more towards removal and where relevant reapplication, discusses using evidences from previous layers.
Doors	4.3 Guidelines for Buildings 4.3.1 Windows, Doors and Storefronts
Dormers	4.3 Guidelines for Buildings 4.3.1 Exterior Form 4.3.3 Roofs (includes Roof Elements)
Eaves & Cornices	4.3 Guidelines for Buildings 4.3.3 Roofs (includes Roof Elements) 4.3.4 Exterior Walls 4.3.5 Windows, Doors and Storefronts
Porches	4.3 Guidelines for Buildings 4.3.6 Entrances, Porches and Balconies
Awnings	4.3 Guidelines for Buildings 4.3.5 Windows, Doors and Storefronts 4.5 Guidelines for Materials 4.5.8 Miscellaneous Materials
Signs	4.3 Guidelines for Buildings 4.3.4 Exterior Walls 4.3.5 Windows, Doors and Storefronts
Stairs, Decks & Fire Escapes	4.3.6 Entrances, Porches and Balconies
Storefronts	4.3 Guidelines for Buildings 4.3.1 Windows, Doors and Storefronts

As we can see, much of the advice provided in the “Practical Conservation Guidelines” (PCGs) overlaps with the guidance offered in the *S&G*.

A more detailed comparison between the two documents reveals that the S&Gs are clearer in the recommendations about what constitutes ‘good’ conservation philosophy, decision-making methodology and treatment. The S&Gs cover important subjects such as cultural landscapes, heritage districts, archaeological sites, religious heritage engineering works, civil, military and industrial works and indigenous heritage that are all very relevant to the municipality. They also provide examples of what constitutes appropriate renovations and additions to heritage buildings, but usually at a small scale.

The revised PCGs should be abbreviated and updated to contain information specific to material conservation that is specific to the Saint John context, including the designated HCAs and,

- Build on the good work that has already been prepared
- They should fill gaps, should supplement conservation advice that is not covered, or meant to be covered in the By-Law, but is necessary for a successful application for Heritage Permit, an HIA or a Heritage Conservation Plan
- Be specific to the Saint John context, and perhaps provide guidance on conservation practice within the individual HCAs
- Provide exemplars of good conservation practice, alterations and additions, that can be seen locally
- Become more user-friendly and concise
- Provide objective guidance that is geared to achieving success in the heritage permit process
- Be published and regularly updated on the City website
- Should cross-reference the By-law and the S&Gs
- Provide a comprehensive bibliography of other heritage conservation sources.

4.7 Lessons learned from across Canada

Updates Across Canada

Municipalities across Canada are working to refine their heritage planning policies through new By-Laws, Conservation Guidelines and specific area plans as they respond to development pressure in heritage downtowns. New Vision Statements are being prepared that are inclusive of intangible heritage and that acknowledge richness and diversity in socio-economic history and culture. There is stronger protection for streetscapes, laneways, public spaces, key views and vistas, and cultural landscapes. By opening up the field of heritage, public appreciation of heritage value grows and is being transformed to be more accessible and inclusive. Cities across the continent are clearly linking the goals of environmental and cultural sustainability to economic success in downtowns, and all of the above are new keystones of revised policy and regulation.

Area and Individual Recognition and Regulation

In most provinces, there is less reliance on district designation, and more on individual property designation than we see in Saint John, but the designation of HCAs is the method that is advocated and allowed by the NBHCA, and therefore must be followed by the Municipality.

Expanding the HCAs, and increasing individual recognition, can heighten the appreciation of parts of the city that are not yet recognized for their cultural and historical interest, and can open areas of the city to new residential and commercial success among new demographic and socio-economic groups, as can be seen in recent development of undervalued areas of the Central Peninsula. Increased recognition as a motivator of renewal is constantly demonstrated in examples coming from the forefront of economic rebirth in cities, such as those described by the Historic Trust for Preservation in two articles in Appendix xx.

Other municipalities across Canada face similar issues of development within a historic context, and are working on ways to preserve context and built heritage within a modern economy. Like Saint John, in order to achieve consistency of values and administrative efficiency, many have moved to alignment with the federal S&G's as the basis of policy; they often also have official plan policy and By-Laws, as well as additional information sheets or plans and guidelines, similar to the PCG's used by the City of Saint John.

In all large municipalities, heritage best practices are being examined to align with the goal of protection, while allowing for growth; many good examples of adaptation of heritage buildings, blocks and urban landscapes exist in cities across the country, including in the Central Peninsula in City of Saint John. The use of Heritage Conservation Areas in Saint John correlates to the use of a similar mechanism of area protection in Ontario through designation of Heritage Conservation Districts. (established under Part V of the Ontario Heritage Act). An example of similarities and differences in protection at the provincial and municipal level for the City of Toronto is included in a case study in Appendix A.

The CPNP will provide a vision statement about the importance of cultural, built and landscape heritage in Saint John that will be a basis for vision of the City as a historic city that is amenable to growth and compatible change. The next step in visioning is to understand the specific heritage character and value of each HCA through Statements of Significance as advocated by the province and by the federal S&Gs. Once those values are clearly stated, staff and applicants will understand the objective for the preservation and goals for development in each unique Conservation Area. The City of Toronto guidance document "Heritage Conservation Districts in Toronto Procedures, Policies and Terms of Reference" sets out that following the establishment of a Statement of Heritage Value, objectives for the area be developed. The objectives should state a vision for the future of the area and the desired outcomes for the designation of the district. The City of Saint John may find it useful to define objectives for Heritage Conservation Areas to determine which HCAs can be managed similarly and which have unique characteristics and unique conservation or development needs.

Similar to other municipalities that have refined their Heritage Permit process, the City should consider requiring a Heritage Impact Assessment for the review of heritage projects prior to issuance of more complex permits. A Heritage Impact Assessment reviews the proposed interventions on the heritage place against the heritage values and character-defining elements and evaluates the level and significance of impact (like an EA process, but more simply) and then recommends measures for mitigating or avoiding impact through options analysis. This process, implemented by the Board and heard by the Board, may assist in establishing consistency across both alteration/addition applications as well as in the Infill application process.

5.0 Final Recommendations

As a component of the Central Peninsula Neighbourhood Plan planning process, THA has undertaken a review of the City of Saint John's Heritage Conservation Areas By-law and other documents and resources that the City employs to manage its heritage assets. This heritage review fits within the broader objective of developing a family of policy documents that work together to establish a clear and coordinated approach to regulating heritage built form in all areas of the Central Peninsula. In addition to this technical review, THA has also been involved in the stakeholder and public engagement process by participating in interviews and leading workshops on the topic of *Celebrating Heritage* on the Central Peninsula.

5.1 Revision By-Law Revision or rewriting

It will be up to the municipality to choose whether the By-law is revised again, or rewritten. There a significant number of revisions that are recommended in this Technical Memo and re-writing may be a reasonable option, as long as there is confidence of the public that the intent to preserve and to place value on the City's heritage resources is not compromised.

The new or revised By-law would result in changes to implement housekeeping changes, and harmonize the requirements of the By-law with the new CPNP. It would increase reliance on the principles of the S&G and a revised PCGs, update content to allow compatible alterations to heritage sites and introduce new sections to bring the By-law into line with other jurisdictions and to broaden the definition of heritage protection to include views and vistas and cultural heritage landscapes. There would be fundamental rewrites of regulation of demolition and infill requirements will be delegated to the CPNP. The new By-law should result in increased clarity of process, ease of process, and encourage the goals of co-existence and collaboration between the advocates of preservation and the advocates of conservation and adaptation to modern requirements of life, business, economics, accessibility, sustainability.

The wise and unique approach preservation of cultural heritage value in your municipality is something that should emerge from these months of public consultation and civic investment. Preservation is not incompatible with change within the framework of a well- written By-law and new back up documents, a renewed process, well- supported boards and the overall increase in efficiency and dependability of results that is desired by the heritage community and the development community alike.

5.1.1 Consideration of Major Revision or Rewriting of Sections 1-10:

1. It is possible to consider that the By-law be rewritten so that it is inclusive of cultural heritage conservation across a broader spectrum; currently the By-law is specific to Heritage Conservation Areas only. As noted, most large municipalities in Canada have Policies, By-laws and Guidance Documents that deal with both individually significant properties, heritage areas and streetscapes, views and vistas and cultural heritage landscapes in one By-law.
2. A 'Revision only' approach may also require structural changes to the By-law.
3. Housekeeping Matters: Update the By-law to correct errors or references and refine wording.
4. Definitions: definitions should be refined, expanded and updated.
5. Re-writing or revision will require cross-reference and alignment to the New Brunswick Heritage Conservation Act, the federal Standards and Guidelines for the Conservation of Historic Places in Canada, the Municipal Act, and the CNCP in the area of Infill Development within HCAs.
6. Alignment of messaging with the National Historic Sites and Provincial Heritage Places: provide a coordinated vision of the historic significance of Saint John places; gain understanding of the duties of the municipality in the permitting of alterations to heritage properties recognized by other levels or jurisdiction.
7. Other types of Heritage: Provide a statement of the linkages to protection of archaeological sites and to intangible heritage and commemorative sites.

Vision

8. Vision: Include a Vision Statement for heritage conservation and the importance of Saint John as a heritage city with a new future will be included in Plan SJ, referencing Consult statements and objectives prepared by other Canadian and American cities, and the results of the public consultation on Celebrating Heritage.

Use of Experts

9. Professional heritage experts: Include the requirement to conduct work by qualified professionals in the consulting, conservation and heritage contracting fields.

HCAs

10. List of HCAs: The List should be corrected and linked to Statements of Significance for each area.
11. Sub Areas: Potential identification of Sub-areas or Character Areas within the HCA may be helpful in implementation of regulation of alteration and additions that are sub area specific.
12. Boundary Refinement: The HCA boundaries should be revisited and refined, as described in this memo. A map of boundaries is included as a preliminary for consideration. Further work is required in detail by heritage experts on the refinement of HCA boundaries (expansion and realignment).
13. Provision of special regulation or guidance for each Heritage Conservation Area rather than a city-wide approach: Establish detail relating to the Area that is relevant, and to allow leniency where it may be required. Consider sub-area or character-area descriptions.
14. Future Provisions: The By-law should make provision for the addition or expansion or tightening of boundaries and review on a regular basis.

Register

15. Register: Update the Register and publish it on- line. Link the Register to mapping and new Statements of Significance for each HCA or Local Heritage Place, federal or provincial heritage place. Make it 'searchable' by Area, street address, building name, year of construction and level of heritage recognition. Where possible link to individual Statements of Significance, heritage or other publications, local histories, awards received and walking tours. A good deal of this information is already available in one form or another.

Guidance Documents

16. Guidance Documents: In addition to the Provincial Act and the Municipal By-law, provide up to date references to guidance document such as the S& G's, a revised Practical Conservation Guidelines and other relevant sources of information on conservation including on adaptive reuse, alterations and additions and infill development.
17. Practical Conservation Guidelines: Revise, update or rewrite the PCGs as discussed. This is a key recommendation, as the new Guidelines will be seen as linked to the new By-law to fill gaps in information that are not appropriate to include in the By-Law. Requirements that may seem overly prescriptive in the By-law may be considered more well- suited to the PCGs as Regulations.

Permits and Studies

18. Heritage Permits: Refine the Heritage Permit application, and the process. Align with requirements of the Planning process and application for Building Permit. Refine the list of activities that are exempt from the Heritage Permit process for HCAs, for local, provincial and

federal heritage properties. Reference the requirements of the Province for regulation and permitting that affect archaeological sites.

19. Heritage Impact Assessments (HIAs) for alterations and additions: Develop a template for HIAs and a process for requirement, review, revision, peer review and project monitoring during implementation.
20. Heritage Conservation Plans (HCP) for alterations and additions: develop a new template for HCPs when required for special projects and a process for requirement, review, revision, peer review and project monitoring during implementation. Make requirements and format concise so that the applicant's responsibility for the HCP is not too onerous.

Remedies

21. Remedies: Establish remedies for applicant appeal of City decisions; establish remedies for the City and actions when there is non-compliance to the By-law.

Separate Sections with Requirements

22. Separate Sections with specific requirements should be established for conservation (including preservation, rehabilitation and restoration), demolition, removal (moving to another site) and new construction/additions and alterations.
23. Alterations and Additions: a new section should be written regulating alterations and additions to heritage properties, including requirements for compatible use of appropriate materials, size, shape, massing and form, windows and doors, solid to void, detail and architectural design. This section should build on the general advice of the S&Gs to provide more detail and specificity to the Saint John context and the HCA in which the property resides. The emphasis should be on compatibility of alteration that does not overwhelm the heritage value of the property or the adjacent properties. Provide language about compatible development that aligns with that used in other comparable jurisdictions. This section is separate and distinct. It should be aligned with the Infill Guidelines of the CPNP.
24. Infill Development: Prepare Infill Guidelines that are true to the intent of the Statement of Significance of the HCA, are in conformance with the S&Gs and have relied on but evaluated, the guidance contained in the existing Section 9.0 of the existing By-law.
25. Demolition: This section should be overhauled based on guidance from other jurisdictions, and the references to Notice of Sale eliminated.
26. Removal/moving: a new section should be written.
27. Fences, Signs and Landscape: a section should be developed and added to the By-law.
28. Provide a section or sub-section on buildings that are vacant, subject to neglect or in special needs areas

Property Standards

29. Property Standards: align with Property Standards By-laws; include provision for prevention of 'demolition by neglect, deferred maintenance or willful damage'. Include a guidance section on Maintenance in the By-law or in the PCGs.
30. Emergency Action: develop a protocol for action in case of emergencies at buildings on the Register, such as fire, flood and other unanticipated events that aims to protect the resource as much as is possible, but does not impede health and safety.

Records

31. Recording and Documentation: describe measures for accurate recording and documentation of properties before during and after work has been performed. Use these documents to keep the Registry up to date.

City Owned Property

32. City Owned Property: Most municipal heritage policies discuss the responsibility of maintaining and conforming to the By-law for its owned property.

Identified Views

33. Views, Vistas, and View Corridors: The By-law should identify protected views and views of cultural heritage value or interest by map within the By-law, with the reasons for attribution of listing on the Register.

Identified Cultural Heritage Landscapes

34. Cultural Heritage Landscapes (CHL): The By-law should identify specific protected cultural heritage landscapes such as open spaces, squares, laneways, streetscapes, their boundaries and the requirements of adjacent properties to be compatible with the CHL. The section should also reference the federal guidelines that discuss HCAs as CHLs.

Religious Heritage

35. Religious Heritage: There may be a separate section for Religious Heritage based on a protocol developed with faith groups.

Heritage Awareness and Education:

36. There should be a commitment of the City to implement and inspire heritage awareness and education, including understanding and promotion of the Vision, and the goal of making the City one where new development can co-exist with the heritage City.

Incentives

37. Incentives for exemplary conservation should be laid out in the By-law or decision statement made about a future framework. Incentives may be related to tax relief, awards, grants, loans or development flexibility.

Other Policy

Contributing and Non-Contributing Properties with an HCA: two tier approach

38. Contributing and Non-Contributing Properties in the HCA: serious consideration should be given to screening out non-contributing properties, including vacant lots, from contributing heritage properties.
39. Separate guidelines can be developed for Non-Contributing buildings within the HCA By-law and for vacant parcels in the Infill Guidelines of the CPNP. The screening process should be carefully established, and conducted by professional heritage consultants with the Board and the Community.
40. Define where flexibility is / might be allowed, what that would mean, and how it would be evaluated.
41. Discuss where the conservation regulation is most stringent, as for example, if the conservation regulation applies to those areas visible from the public realm or to all sides of the building.

Encourage Additional Property Identification and Recognition

42. Increase use of Local Heritage Places recognition, and Provincial Heritage Places recognition.

Whole Building Conservation

43. Prescribe whole building conservation rather than façade retention only in properties that are altered, through addition of height or floorplate area.

Appendix A: Case Study: Policies in Toronto, Ontario

Appendix B: Boundaries Revision (Map)

Appendix C: Heritage Presentation and Panels 1

Appendix D: Heritage Presentation and Panels 2

Appendix E: Celebrating Heritage (notes from the City)

Appendix F: Miscellaneous On-Site Resources (Provincial, Municipal an UNESCO)

Appendix G: Municipal Registration Form for Local Historic Places

Appendix H: Three Historic Walking Tours – City of Saint John

Appendix I: South End Walking Tour – City of Saint John

Appendix J: List of Provincial and Territorial Conservation Acts

Appendix K: Saint John Heritage Conservation Areas – Evolution and Statistics

Appendix L: “Older, Smaller, Better: Preservation Green Lab, National trust for Historic Preservation. 2014

Appendix M: “How to Reclaim a Vacant House” Preservation Tips and Tools, National Trust for Historic Preservation (2017)

Appendix N: “At Philadelphia’s Oxford Mills, a Former factory becomes a Beacon for Educators” Preservation Magazine (2017)

Appendix A: Case Study: Policies in Toronto, Ontario

Case Study, Toronto, Ontario

As noted, in most provinces, unlike New Brunswick, there is less reliance on district designation, and more reliance on individual property designation. One notable exception is Toronto, which has over 20 Heritage Conservation Districts (HCD), several of which have been designated in recent years; several more are currently in development. Given the two cities have this approach in common, the City of Saint John can consider the case of Toronto for insight on contemporary approaches to heritage planning.

Following an overview of the planning policy framework and the City of Toronto's process for designating HCDs, this section outlines key considerations and current best practice that the City of Saint John could consider in its review of the Heritage Conservation Areas By-Law, including common threads in the design of compatible additions and infill development.

Policy Framework

In Ontario, the Provincial Policy Statement (PPS), issued under the Planning Act, provides policy direction on matters of provincial interest related to land use planning and development. This includes clear provisions for preservation of cultural heritage and links conservation to its long term prosperity, environmental health and social well-being. It states that:

"Significant built heritage resources and significant cultural heritage landscapes shall be preserved"(Section 2.6.1) and that "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 is demonstrated that the heritage attributes of the protected heritage property will be conserved."

It also says that the municipal Official Plan is the most important vehicle for implementation of the policies. The City of Toronto Official Plan has an integrated framework that mentions cultural heritage conservation and adaptive reuse in combination with development in almost every chapter, and has a special dedicated section in *Chapter 3: Building a Successful City*, on Heritage Conservation (3.1.5) that sets out the vision and overall regulation framework for properties on the Register, for Designated individual properties (Part IV of the Ontario Heritage Act) and Part V Heritage Conservation Districts.

The City of Toronto Official Plan sets the objectives and rationale for preservation of a wide range of resources, including tangible and intangible heritage. It establishes the City's vision for conservation of cultural heritage in its preamble. The Policy preamble describes the objectives and rationale for conservation. Key policies governing built form include policies on identification, protection, protection from neglect, demolition, the requirement for Heritage Impact Assessments (HIAs), relocation and the definition of adjacency, integrity and alteration. Other policies relate to commemoration and recognition of First Nations and Metis resources, archaeology, heritage awareness, incentives, the preservation by the City of its owned resources, protection of cultural landscapes and views and vistas. The listing of heritage properties is encouraged, as is the designation of individual properties under the Ontario Heritage Act Part IV and Heritage Conservation Districts with Plans under the Ontario Heritage Act Part V. Key policies contained within this section include:

- Policy 2. "Properties and Heritage Conservation Districts of potential cultural heritage value or interest will be identified and evaluated…"

- Policy 5. “Proposed alterations, development, and/or public works on or adjacent to, a property on the Heritage Register will ensure that the integrity of the heritage property’s cultural heritage value and attributes will be retained, prior to work commencing on the property and to the satisfaction of the City.”
- Policy 6. “The adaptive reuse of properties on the Heritage Register is encouraged…”
- Policy 21. “Additional gross floor area may be permitted in excess of what is permitted in the Zoning By-law …” This policy describes the conditions that apply to development in combination with heritage buildings, including design values, conservation and easements.

The City of Toronto Process of HCD Designation

The City of Toronto has approximately 10,000 properties on its Heritage Register, but not all are designated or regulated. The City also has over 20 Heritage Conservation Districts (HCDs), similar to Heritage Conservation Areas in Saint John; some are purely residential, some are mixed use, some in the suburbs, and some in the downtown core.

The City has established a policy for designation of an Heritage Conservation District that has a Study Phase and a Plan Phase. The Study inventories and maps all properties and establishes a Statement of Significance for the district, and suggests potential Character Areas within the boundaries of the district. The Study and its boundary must be approved by the Heritage Preservation Board before it is endorsed to go to the Plan Phase, during which properties are evaluated for conformance to the Statement of Significance, and then sifted through to determine whether those properties are ‘contributing to the cultural heritage of the district’ or are ‘non-contributing’. Even non-contributing properties are designated as being in the district in the end, but the strictures on development and alteration are different but compatible with the ‘contributing individual properties’ and the streetscapes and sub areas of the district. This assists in the work of administration of alterations and development, and provides assistance to the owners of properties in understanding what they are required to do, if their property is within a district, but is not designated as ‘significant’, per se.

Within a Heritage Conservation District other attributes of character are identified including specific landscape features, monuments and structures, archaeological potential, views and vistas and circulation patterns, including streets, lanes and other public realm networks. All Heritage Conservation Districts are considered cultural heritage landscapes; the governing regulation is developed in a By-law that is approved by Council for each individual HCD, and although there is uniformity of regulation across the By-laws, each one is uniquely defined according to the goals of preservation for the particular area. The most recent Plans included built form regulation related to:

- Conservation of structures
- Design of compatible additions to heritage structures, and infill on non-contributing properties
- Street wall design
- Preservation of daylight
- Public realm

Common threads in the design of compatible alteration and infill development includes that new design must:

- be compatible with the heritage attributes of the subject and adjacent buildings and its streetscape through massing, form, horizontal and vertical alignments, solid and void ratios, design and proportion of windows and doors
- avoid a false historic appearance
- use compatible or similar materials in the streetwall, with use of contemporary compatible materials above the streetwall
- use horizontal composition and alignments, cornices, overhang and roof forms for additions and infill that are complementary to the dominant streetscape patterns; with mechanical and other penthouses screened from view
- establish streetscape continuity by reflecting the pre-existing lot division in the design of new facades (bays, storefronts, narrow width and variety to engage pedestrians, floor to floor heights)
- provide front setbacks of infill similar to the setbacks of buildings on either side of the development; side yard setbacks should be maintained
- must step back from the dominant streetwall height, according to specific requirements for the area
- not cast shadows on sensitive features within the district, including on public spaces
- not have blank walls facing the public realm
- not have vehicular access through streetwalls
- for commercial or multi-family residential, establish guidelines for signage, lighting, streetscape features and interpretation that are consistent district wide
- for the Public Realm, and for networks of pedestrian and vehicular circulation to retain, enhance networks of laneways and access routes, preserve daylight between buildings and to the street and encourage mid-block pedestrian connections where appropriate; it must protect pre-existing public spaces including sidewalks for the use of vendors, artists, street furniture and interpretive displays to reinforce a vibrant street life.

The HCD By-laws are examined by the planning and legal departments prior to formulation and application, to ensure conformance and lack of overlap between other regulation of area plans, and By-laws.

Conclusion

The use of Heritage Conservation Areas in Saint John correlates to the use of a similar mechanism of area protection in Ontario through the designation of Heritage Conservation Districts, established under Part V of the Ontario Heritage Act.

In considering the case of Toronto, it becomes clear that there are key pieces missing in the Saint John preservation context.

Most importantly, a statement of vision and objective for the preservation and goals for development over time in each unique Heritage Conservation Area is needed. The City of Toronto guidance document “Heritage Conservation Districts in Toronto Procedures, Policies and Terms of Reference” sets out that following the establishment of a Statement of Heritage Value, objectives for the area must be developed. The objectives should state a vision for the future of the area and the desired outcomes for the designation of the district. The City of Saint John may find it useful to define objectives for Heritage

Conservation Areas to determine which HCAs can be managed similarly and which have unique characteristics and unique conservation or development needs.

Second, in the Toronto context, a key step in the planning phase for designating new HCDs is to determine properties that are contributing or non-contributing to the cultural heritage value of the district, based on the period of significant and the Statement of Significance for the HCA, which might consider the design, contextual, social and community values of the area. The notion of contributing and non-contributing properties is a valuable tool for the City, as it assists in clearly and efficiently communicating to residents and the development community the intentions of HCAs. It also allows administrative understanding of which properties may be due leniency within the HCA as they are altered or developed.

Third, it is understood that development standards for infill development within Heritage Conservation Areas will be written and appear in the Urban Design Guidelines of the Central Peninsula Neighbourhood Plan. Recent Heritage Conservation District Plans in Toronto share in common a range of considerations for compatible additions and infill development. The elements identified in these plans strive towards compatibility with the cultural heritage value of the district, but also discourage false historic appearance. In writing the Urban Design Guidelines, these Plans could be reviewed as a source contemporary considerations for infill development within a historic built form.

Appendix B: Boundaries Revision (Map)

Appendix B: Boundaries Revision (Map)

Appendix C: Heritage Presentation and Panels 1

GROWTH HERITAGE & URBAN DESIGN

ACTION STRATEGY

Growth

1. Aggressively facilitate the Development of Vacant & Underutilized Land.
2. Adopt new, and build existing programs to facilitate the adaptive reuse of historic building stock.
3. Enhance the Capacity of Uptown Saint John to expand and Improve the commercial offerings of the Central Peninsula.
4. Encourage the expansion of knowledge based industries to the Central Peninsula.

Example actions:
• Evaluate opportunities to ease regulations and reduce costs for adaptive reuse projects.
• Evaluate the relocation of Smythe Stret electrical substation and pursuit of a high quality mixed-use development project.
• Support wayfinding and streetscaping in the Uptown to enhance visitor experience.

Example policies:
• Pilot solutions to emerging noise issues which may include an entertainment use Zoning overlay, enhanced soundproofing requirements in residential/commercial areas.

Example advocacies:
• Attract corporate branch offices or headquarters in the Uptown.

Heritage & Urban Design

1. New development is complementary to and respectful of distinct character of the Central Peninsula.
2. Establish a balanced approach to conservation and urban design.
3. Build community capacity and knowledge around urban design.
4. Celebrate the cities built heritage and preservation efforts.

Example actions:

• Work with Heritage Development Board to expand public education regarding the City's heritage and urban design programs.
• Work with educational institutions to encourage expanding programming for skilled trades necessary for heritage conservation.
• Amend the Heritage Conservation By-Law to strengthen provisions respecting: new technologies and materials, rear and side facades, non-contributing buildings, and demolition.

Example polices:
• Establish a Design Review Committee.
• Adopt precinct specific urban design guidelines for the Central Peninsula.

CHARACTER PRECINCT GUIDELINES

The Central Peninsula is home to some of the region's greatest assets, including its concentration of built heritage and waterfront. These represent important opportunities, and new infill development should maximize public benefits, and complement the built fabric. To ensure this, the Urban Design Manual includes five character precincts with guidelines that address building height, massing, ground floor design, window and facade proportions, materials, rooflines, porches and how modern architectural styles can integrate into heritage areas. These guidelines are both thorough and flexible to ensure new development is compatible and of high quality.

Trinity Royal Commercial Precinct is comprised of the northern commercial portion of the Trinity Royal Heritage Conservation Area. It contains many of the City's most prominent historic streetscapes, including Prince WIlliam, King, Canterbury and Princess Streets. New development in this area should be sensitive to the historic context while making room for the next generation of built heritage.

Water Street Precinct is characterized by a mix of tall heritage and modern structures. With a prominent position on the City's skyline, it presents an opportunity for the City to showcase great architecture. Water Street provides an opportunity to be bold and encourage modern architecture which blends the variety of architectural styles and periods which characterize the street today.

Trinity Royal Residential Precinct is comprised of the southern residential portion of the Trinity Royal Heritage Conservation Area. It is characterized by predominantly low rise, brick victorian architecture. New development should be complementary to the historic character and scale of buildings.

Eastern Heritage Precinct includes the Orange Street, Princess Street and King Street East Heritage Conservation Areas, in addition to several streets outside the heritage area . New development should complement the historic character and scale of buildings while allowing additional flexibility outside of the heritage areas.

Waterfront Precinct should be a place where people can enjoy the scenic waterfront views and engage in a wide range of activities. Development should enhance the communities waterfront experience by creating active and visuallly appealing ground floor uses at a human scale.

Character Precincts

APPROACH FOR HERITAGE AREAS

The Urban Design Manual contemplates ways in which new development can co-exist with the built heritage of the Central Peninsula's character precincts. Approaches towards development in heritage areas can fall within a spectrum of approaches, ranging from the replication to differentiation or contrast. All forms of architecture referenced below have value. It is the community's role to determine how their neighbourhoods will evolve over time. Please share your ideas on what you think would work in our heritage precincts by placing stickers on the images below.

Literal Replication

Prioritizes the replication of existing heritage buildings. Strongly protects the character of an area at the expense of architectural expression. Can have the effect of blurring the line between what is heritage and what is not.

Invention Within A

Tries to strike a balance between historic and contemporary architecture, leaning more towards replication. It is often based on a similar architectural style with some limited new elements added to the design. This approach creates buildings which look historic, but contain a "contemporary stamp" which distinguishes it as a new building.

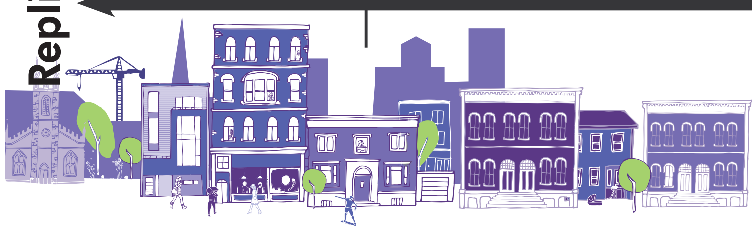
Abstract Reference

A modernist intervention which avoids literal resemblance and focuses on the form and massing of buildings. It combines both modern and contextual approaches with abstract reference to heritage styles. This approach incorporates similar or compatible form, massing, earth tone colours, and material texture with a modern twist.

Intentional

Consciously seeks to juxtaposition modern architectual approaches within a heritage context. Typically undertaken with the intention of evolving or redefining the character of an area. This approach can be effective at repairing the character of areas impacted by previous insensitive development.

Replication



TAKINGSHAPE
CENTRAL PENINSULA

SAINT JOHN NEIGHBOURHOOD PLAN

URBAN STRATEGIES INC.

Appendix D: Heritage Presentation and Panels 2

CONSERVATION IS MANY THINGS
PRESERVATION, REHABILITATION, RESTORATION

CASE STUDY:
LEBOVIC CENTRE, WHITCHURCH-STOUFFVILLE, ON

TAKINGSHAPE
CENTRAL PENINSULA

SAINT JOHN NEIGHBOURHOOD PLAN

URBAN STRATEGIES INC

THA

PRESERVATION OF EXISTING BUILDINGS
WITH REHABILITATION (ADDITIONS)

CASE STUDY:
BROADVIEW LOFTS , TORONTO, ON

CONNECTICUT COLLEGE, NEW LONDON, CT

THE 519, TORONTO, ON

36 HAZELTON AVENUE, TORONTO ON

CIBC, BLOOR AND DUFFERIN , TORONTO, ON

CARNEGIE LIBRARY, WASHINGTON, DC

VINEGAR FACTORY , TORONTO, ON

CHIMNEY POT PARK , SALFORD, U.K.

GLOUCESTER CRESCENT, LONDON, U.K.

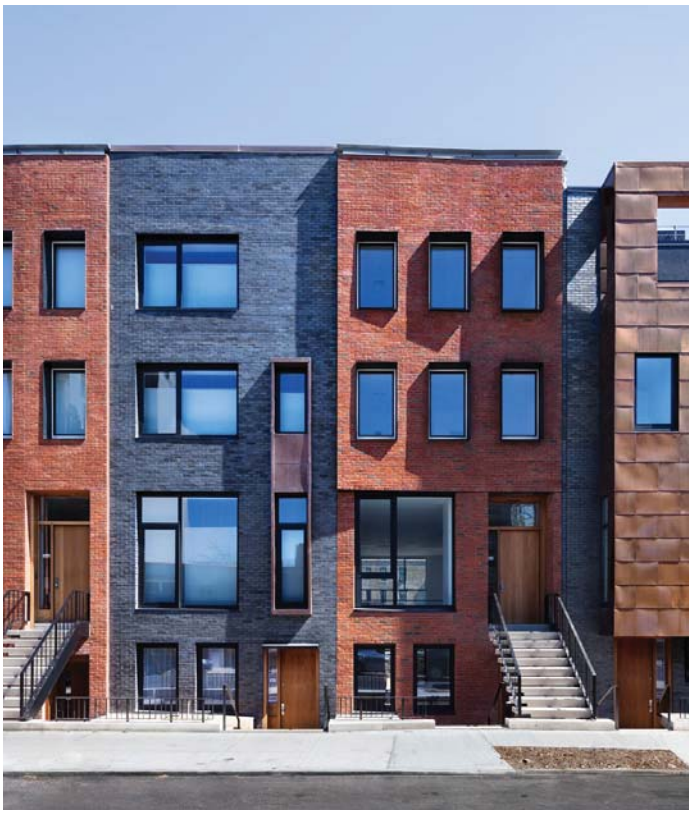
TAKINGSHAPE
CENTRAL PENINSULA

SAINT JOHN NEIGHBOURHOOD PLAN

URBAN STRATEGIES INC

THA

NEW DEVELOPMENT / INFILL
STREETSCAPES



CASE STUDY:
STATE STREET TOWNHOUSES, BROOKLYN, NY

NEWINGTON GREEN RD, LONDON, U.K.

DOUBLE DUPLEX, TORONTO, ON

NIAGARA FALLS HISTORY MUSEUM, ON

ROSEMOOR ST, LONDON, U.K.

TAILORED HOUSE, LONDON, U.K.

SHAFT HOUSE, TORONTO, ON

SIX9ONE RESIDENCES, BOSTON, MA

MAX GLUSKIN HOUSE, TORONTO, ON

TAKINGSHAPE
CENTRAL PENINSULA

SAINT JOHN NEIGHBOURHOOD PLAN

URBAN STRATEGIES INC

THA

NEW DEVELOPMENT
CHANGE WITHIN NEIGHBOURHOODS

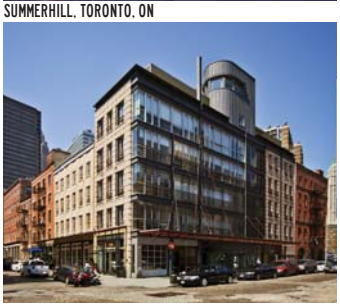
CASE STUDY:
MAITLAND RESIDENCES, TORONTO, ON

SUMMERHILL, TORONTO, ON

VOILA, BOSTON, MA

CHURCH AND FRONT ST, TORONTO, ON

NATIONAL BALLET SCHOOL, TORONTO, ON



FULTON ST. MANHATTAN, NY

THE RESIDENCES AT RCMI, TORONTO, ON

ROTMAN SCHOOL, TORONTO, ON

535 CARLTON AVENUE, NY, NY

TAKINGSHAPE
CENTRAL PENINSULA

SAINT JOHN NEIGHBOURHOOD PLAN

URBAN STRATEGIES INC

THA

Appendix E: Celebrating Heritage (notes from the City)

Celebrating Heritage

July 7-8th Central Peninsula Summit

Summary of learning outcomes – July 7th Workshop

- We all have differing perspectives but there is more agreement than we were expecting.
- Education is important call in St John: Saint Awesome
- Consider Conservation District boundary changes first by putting through a filter contributing and non-contributing Heritage properties.
- Taking into account alteration colon how do we deal with this?
- Building specific significance.
- No one is following the rules on Warren Street because of the cost.
- How do we create a balance?
- Diversity of opinions, economics, building stock, social culture is a strength (including industry).
- Infill discussion was really interesting - More discussion needed colon there are lots of ways of making compatible infill.
- There's a lack of Industry. Skilled trades have to be trained and educated. St John can be a laboratory for this.
- We could be a National Training Center for Heritage skills, poverty reduction, environment, tourism and sustainability.
- Sustainability and alternative compliance.
- Tourists are our future citizens.
- Communicate well/ share experiences/ look to tomorrow.
- Interest groups must communicate well together and rally behind a common theme of identity.

July 7th Workshop Notes

- We have to grow in St John. Respect the past including the building's outside the Heritage Conservation Area s.
- We are interested in the cultural sensitivity of what the past has and what are inheritance is.
- City must lead by example.
- Research collectively what is unique.
- This could be intangibles that add to the definition of “place.”
- Authenticity versus mimicry
- Proud history bright future
- We are closed
- Properties have to be demolished because they are economically unviable or are derelict. Create a list of derelict buildings and make them available to the public.
- Should buildings that are going to be demolished be publicly known so alternatives to demolition can be considered?
- Should pilot programs to dismantle, salvage, or reuse materials be considered?
- Could there be a revolving fund of some sort to accomplish the goals of heritage?
- There needs to be some attention given to demolition control and Heritage considerations that balance Public Safety and then neglected by owner. Currently the list for sale is 6 months this is an enormously large issue and the Heritage Board cannot currently object to it.
- Six months for sale rule! Big problem. People can fulfill in a sneaky way - piece missing is that the end result is demolition.
- Accessory building issue is also a large one.

- Demolitions outside the Heritage area. What can be done?
- Classroom for conservation. Make it a special area for consideration at the national level.
- What about vacant buildings?
- What about education and poverty reduction? The workforce is here.
- What is the Environmental cost of demolition?
- Identify buildings of sustainability and where they are.
- Create a program similar to doors open. There are current ones such as Inside Tour Uptown Saint John however an expanded program could show good examples and reflect the different level of means I socioeconomic.
- YouTube videos about heritage “let's talk heritage.”
- Jim B. is willing to offer the demonstration project and open his buildings to the public.
- What is the structure of planning and Heritage and building permit is it all at the one counter? What are the missing links in the drawings and descriptions of what is happening and what the intervention is. Sometimes or often the detail is missing.
- There's a possibility that if the applicant argues then he gets what he wants. They can go above the heads of the stuff and go to the board. This could result in inconsistencies and how could this be avoided?
- We don't get to talk about Heritage until there's a problem.
- Joan: suggestion is to use the money in the federal poverty fund and use the money for housing and accomplish this objective.
- Harold: thinks there is money if they get their act together.
- Feel the pride of the people who will live there and be retrained.
- Might have to be a non-profit: maybe a project of Heritage St John.

Looking outside the conservation areas what can we do

- Why are they special? What are the properties for conservation outside Heritage conservation areas? What is the protection? How can they be protected?
- What should the boundaries for the existing areas be?
- Why do we have Heritage conservation areas at all?
- Understanding of what is really important
- Developing a filter system again which includes statement of significance for areas because not everyone knows why the boundaries are as they are.
- Is there something missing— what are the other tools of conservation like listing and designations?
- How do we deal with non-conforming buildings in a Heritage Conservation Area going forward and what do we ask them to conform to?
- What about non-contributing facades?
- What about laneways, views, vistas, appearance of demonstrating use?
- Is only the front facade important and if not why?
- Talk about the whole building conservation and why laneways and mid blocks are also important.
- New conservation areas: the area that was not destroyed in the fire can it be made into a Heritage Conservation Area? Should it?
- Flexible guidelines for the South End. How do we preserve the South End? Look at creating standards-based on significance.
- What about interior significance? Not at all protected? What do we do?
- We do not want to be a museum, but we want our history saved as much as possible and preserve what can be preserved.

Views and vistas

1. Germaine to Stone Church.
2. Church Steeples and Spires
3. All views of the water
4. Tree-lined streets to focus views
5. Keep views of working port
6. Sidney Street to the water
7. King Street to Market slip
8. View from the three sisters
9. Trinity and the Cathedral
10. Princess Street to the water
11. Squares keep clean in graffiti and garbage. Plus graffiti clean right away on all structures
12. Loyalist house and Union and Wellington Street
13. The gothic arches
14. Wellington Road sjnph to build new should look like what was destroyed.
15. Ocean views at Tin Can Beach interesting to see the shipping.
16. Market Square up to King Street
17. Fort Howe
18. Harbor passage at Chesley Street
19. Prince William Street it should look this good everywhere.
20. Boardwalk of working Harbor and port
21. Causeway looking uptown
22. Hazen Street and old General Hospital site looking North
23. The burial grounds and the courthouse

Other points

- Bring life to some of the space.
- Preserve cultural heritage from seven generations behind to Seven Generations ahead.
- Expand boundaries to areas outside Heritage conservation areas.
- Great storytellers.
- Create balance between new and old.
- Demonstration projects for example training people who are unemployed and people who need skills development.
- Tourists are our future citizens.

What conservation strategies seem most appropriate for Saint John for preservation, renovation with additions?

- Incentives are working but could be bigger and better. Skills development related to Heritage
- Heritage as an economic Driver. Movies and filming can Levy the industry goes back into Pres.
- Tax incentives make it easier for people to get involved
- What about a disincentive? Vacant buildings. Tools for dealing with neglect. City doesn't use section of the bylaw to step in and repair and chargeback.
- Preservation is expensive. Preserve what we can. Build on that sensitive way and have tomorrow's Heritage today.
- Grant programs could address affordability issue.
- Incentives for outside Heritage conservation areas. Good buildings and good people.
- Availability of skills and materials
- Roll the City versus roll of property owners. Accepting responsibility to be a steward
- Green Street and Salvage materials. Materials Bank?
- Employment opportunity is at an intersection of Heritage and skills / Economic Development.
- Urban areas and residential areas are different discussions.

What are the best examples with the community?

- Pride – didn't start with guidelines, neighbours strove to build nice buildings.
- How do cities get made? Advocacy/education as well as policy.
- Working class neighbourhoods have an important history but conservation areas wouldn't work.
- Rowhouses versus detached.
    - Brooklyn example is not contextual enough—too modern.
    - Brooklyn—we like height, roofline, setback, materials
- Contextual to the different neighbourhoods of the central peninsula, Brooklyn wouldn't work elsewhere.
- What is compatibility? Not a stagnant term.
- Mimicry exists because the By-Law isn't understood.
- Changes to the bylaw may undermine investment.
- Bylaw—have to look at block but what if you don't have them?
- Grand level floor heights. Height, scale, colour?

Heritage and Placemaking

- Where do you put the high rises? Put them where there already are high rises so the impact of development is minimized.
- What about interior preservation?
- Context is really important: What is the context/what does it tell you/what are the differences that tell you how to react and implement design?
- Statement of significance is very important.
- All stories need to be told including prominent working people and people of diverse cultures.
- Commemorate stories
- Database of heritage assets really needed

Church and other important buildings

- Need options for underused ecclesiastical buildings that will be closing—this is really important! We have beautiful churches in Saint John and we could lose them! Some churches have already been cannibalized. The city needs action plans and good examples.
- Regulations are frightening; we don't know why the city is asking us to do certain things like insisting on wood windows. It's important to know exactly what the issues are and when it is important to restore or preserve and when rehabilitation is possible.

What are the compelling layers of Saint John heritage?

- The Loyalist layer (3 boats) including tin can beach.
- The indigenous
- Irish and Partridge Island
- Acadian and French
- Latour
- Pre-fire (1800-1877) especially Waterloo Village.
- The planters
- Business layer in early days and famous people

Infill Concerns

- Stories too high for Saint John
- Seniors need elevators and ground related.
- Townhouses: what will happen to the people who live there now—the working poor who can't feed or dress their families?
- What is the appropriate built form response for a) lower income b) heritage context
- Can we use factory buildings for residences and seniors?

Guidelines for neighbourhoods outside the HCAs

- Break down character areas of the South End.
- New infill/additions standards
- Consider aging demographic. Need parking (covered); enjoy heritage setting; feeling of security.
- Consider younger population who don't require car/parking; able to live in upper stories.
- Multi-gen living
- High level of families living in South End. Do they stay?
- Multiuse infill
- Local convenience stores to support the people living there
- Cultural landscapes—green streetscaping improves life quality.

Appendix F: Miscellaneous On-Site Resources (Provincial, Municipal an UNESCO)

NEW BRUNSWICK TOURISM, HERITAGE AND CULTURE

New Brunswick Heritage Conservation Act

http://www2.gnb.ca/content/gnb/en/departments/thc/heritage.html

- Provincial Heritage Places
- Municipal Conservation Area (By-Law)
- Local Historic Place

New Brunswick Register of Historic Places

https://www.rhp-rlp.gnb.ca/PublicSearch.aspx?blnLanguageEnglish=True

- 366 Results for "Saint John"

Funding

- Built Heritage Grant Program
- Property Tax Abatement for Heritage Properties

Heritage Grant Program

http://www.saintjohn.ca/en/home/cityhall/developmentgrowth/heritageconservation/heritagegrants.aspx

"Intended to assist owners to retain traditional materials and details of character-defining elements and, if necessary, replace them with new components, matching the original materials and profiles."

- Heritage Maintenance Grant
- Heritage Conservation Grant (Minor funding and Major funding)
- Heritage Conservation Plan Grant

Walking Tours

http://www.saintjohn.ca/en/home/cityhall/developmentgrowth/heritageconservation/historicwalkingtours.aspx

- Three Historic Walking Tours (uptown – **Loyalist Trail, Victorian Stroll, Prince William Walk**)
- **South End Heritage Walking Tour**
- Old North End Heritage Walking Tour
- West Side Heritage Walking Tour
- Mount Pleasant Heritage Walking Tour

Ward 3

Maps Available Online

- Interactive map http://maps.saintjohn.ca/en/
  Includes civic addresses, oblique air photos (2005-2013), buildings, zoning, property parcels, HCAs and more
- 1875 Atlas https://archive.org/details/cihm_04793

RESEARCH SOURCES

Provincial Archives
http://archives.gnb.ca/

Saint John Free Public Library
http://saintjohnlibrary.com/research/research.html

Streetscapes http://saintjohnlibrary.com/research/streetscapes.html undated digitize photographs

Scrapbooks
http://saintjohnlibrary.com/research/scrapbooks.html

- Libraries in Saint John
- Fortifications in Saint John
- SJ Protestant Orphans Home
- Monuments in Saint John
- Saint John Fire
- Urban Renewal Volumes 1, 2, 3, 4 & 5
- Squares in Saint John

New Brunswick Museum
http://www.nbm-mnb.ca/index.php/collections-a-research-56/archives-a-research-library/collections

USI images from here: http://website.nbm-mnb.ca/collections/online/search.asp?txtsearch=Saint+john

Art, History and Photography Collection "Saint John" 1040 results http://website.nbm-mnb.ca/collections/online/search.asp?txtsearch=saint+john

Online Exhibit
http://website.nbm-mnb.ca/Transition/english/index.asp
Images and short histories

- Maps and Plans
- Transportation
- Industry
- Public Spaces
- Neighbourhoods
- Saint John and its Business
- Cultural Explorations
- Vision
    - "Town Planning Scheme 1922"
    - Saint John Master Plan 1945 Maps

UNESCO World Heritage Cities

http://whc.unesco.org/en/cities/

Concerned by the multitude of World Heritage Cities facing difficulties in reconciling conservation and development, the World Heritage Committee at its 29th session in Durban, South Africa (July 2005) requested the development of a new standard-setting instrument to provide updated guidelines to better integrate urban heritage conservation into strategies of socio-economic development.

The World Heritage Committee relegated this task to UNESCO in view of the fact that such challenges were faced by all historic cities, not only those inscribed onto the World Heritage List, to muster the broadest possible support from the international community, and to underline the role of UNESCO as standard-setting organization.

Culture has the power to make cities more prosperous, safer, and sustainable, according to UNESCO's Global Report, Culture: Urban Future

Recommendations on the Historic Urban Landscape http://whc.unesco.org/en/activities/638

"…critical steps to implement the Historic Urban Landscape approach, which may include the following:

- To undertake comprehensive surveys and mapping of the city's natural, cultural and human resources;
- To reach consensus using participatory planning and stakeholder consultations on what values to protect for transmission to future generations and to determine the attributes that carry these values;
- To assess vulnerability of these attributes to socio-economic stresses and impacts of climate change;
- To integrate urban heritage values and their vulnerability status into a wider framework of city development, which shall provide indications of areas of heritage sensitivity that require careful attention to planning, design and implementation of development projects;
- To prioritize actions for conservation and development;
- To establish the appropriate partnerships and local management frameworks for each of the identified projects for conservation and development, as well as to develop mechanisms for the coordination of the various activities between different actors, both public and private."

Appendix G: Municipal Registration Form for Local Historic Places

Municipal Registration Form for Local Historic Places

Mandatory Documentation

Property Identification Number (PID)	CN(Municipal) 1088 PID 00010884	
Name of historic place	Bustin's Building	
Location of supporting documentation	Planning and Development Department - City of Saint John 2-15 4feb05	
Statute	Municipal Heritage Preservation Act, s.5(1)	
Formal recognition type	Municipal Heritage Preservation Area	
Formal recognition date	1982/03/18	
Date of authorization		
Registered Owner	STB Investments Ltd.	
Owner Notification Sent	☒YES ☐NO	
Owner Response Type	☒Consent ☐Objection ☐Not Applicable	
Location of historic place (see Location Documentation at the bottom of form)	**Street Address**	093-099 Germain
	Latitude	45-16-20.40N
	Longitude	66-03-37.87W
	Datum	North American DATUM 1927
	Coordinate Determination	Digital Maps

Description of boundaries	Located within the City of Saint John on the southwest corner of Germain Street and Grannan Street	
Area of Historic Place (square metres)	400	
Number and type of contributing resources (4 entries maximum)	Number	1
	Type	Building
	Number	
	Type	
	Number	
	Type	
	Number	
	Type	
Historic place functional use Review Excel spreadsheet for extensive list of Functional categories and types. 2 entries maximum for original use and 2 entries maximum for current use	Functional Category	Commerce
	Functional Type	Shop
	Use Type	Primary Historical
	Functional Category	
	Functional Type	
	Use Type	
	Functional Category	
	Functional Type	
	Use Type	
	Functional Category	
	Functional Type	
	Use Type	
Photograph(s)/Image(s) (5 entries maximum)	Caption	093-099 Germain - Contextual
	Description	This is a contextual view of the building showing the front façade on Germain Street and the north façade on Grannan Street, 2004
	Copyrights	City of Saint John
	Type	Exterior Photo
	Caption	093-099 Germain - Windows and Cornice
	Description	This is a photograph of two upper floor windows, the cornice, and the pilaster that seperates each bay, 2004
	Copyrights	City of Saint John

	Type	Exterior Photo
	Caption	093-099 Germain - Storefront
	Description	This photograph shows the storefront of the building and the four pilasters between all of the 2nd floor windows, 2004
	Copyrights	City of Saint John
	Type	Exterior Photo

Statement of Significance (Mandatory Documentation)

Description of historic place	Bustin's Building is a three and one half storey brick Italianate-Style commercial building on the corner of Germain Street and Grannan Street in the City of Saint John.
Heritage value of historic place	Bustin's Building was designated a Local Historic Place as it is an expression of the significance of the rebuilding of a Saint John commercial district after the Great Saint John Fire of 1877. The building is located in Trinity Royal area and was recognized in the City of Saint John Preservation Areas Bylaw in 1982. This building is one of a collection of commercial, Italianate and Second Empire buildings that were built between 1877 and 1881 after two thirds of the City of Saint John was destroyed by the fire in 1877. The Great Saint John Fire was catastrophic and this building serves as a reminder of that fire and the strong will of the residents of Saint John to rebuild the city. The brick architecture sent a message that the city would be more fire resistant in the future and the elements and design in this building as well as the rest of the collection demonstrate that the city was going to be rebuilt as well or better than the city that was lost. A significant fact to the history of this historic place is that it has been a furniture store since the time of its construction through two separate companies. Albert J. Lordley and Son, were among the first occupants of the building. Mr. Lordley came to Saint John from Chester, Nova Scotia, at the age of 13, in 1839 and worked for his brother, and in 1851 he opened a furniture store. Mr. Lordly had his own furniture manufacturing company on Waterloo Street. He had the misfortune of having his business establishment burn 5 times in his first 30 years of business. Lordly's was well known in Saint John. Manufacturing their furniture in their factory they transported the finished products to this building. This showroom was admirably arranged so that all goods were displayed at the best advantage. In the 1880's this firm had a staff of 25-30 workers. Parlor, chamber, and dining room

	furniture were made of walnut, mahogany, white ash, etc.. The woods used were thoroughly seasoned. Albert J. Lordly died in 1904. In 1905 Lordly's show-room was taken over by Charles L. Bustin. Mr. Charles Bustin was prominent in the furniture trade. He died in 1927 and his partner and nephew, Stanley Bustin, took over the business. Stanley Bustin was in the furniture business for 55 years. He joined his Uncle Charles in 1908 but in 1911 he left Saint John and sought employment elsewhere and was living in Boston. When Charles passed away Stanley purchased the business and opened it under the name Bustin's Fine Furniture. Remarkably the building is still operated by the Bustin family and 2005 will mark the 100th anniversary of Bustin's Furniture and for the past 99 years they have operated out of the same building that they originated in. Other organizations have shared this building with the two furniture establishments through the years. Trunk manufacturer, Ed O' Shaugnessy operated his business here from the time of construction until about 1900. The world famous Fleischmann yeast company was in this building for about 20 years before leaving in the 1930's.
Character-defining elements	The character defining elements that define this commercial building are as follows: -building's height and width proportions -window proportions and placement -shares the same set-back as the other buildings on the street -heritage brick -cornice with corbel bands -dentils -eight triple set windows -one over one sash segmented arch openings and windows -arches have some black painted bricks -windows are recessed into the façade - façade is divided into four bays by pilasters -black painted bricks run end to end through the building's façade -lintels on 2nd and 3rd floor openings connect and run continuously from end to end; -projecting brickwork design between all 2nd Floor windows -storefront cornice -segmented arch entrance -recessed entranceway

Optional Documentation

Other name(s) (3 maximum)	Other Name	A. J. Lordly's
	Type	Historic
	Other Name	O'Shaughnessy's
	Type	Historic
	Other Name	Fleischmann's
	Type	Historic
Address	093-099 Germain Street	
Cross-reference to historical/archaeological collection		
Ownership of historic place (category)	Private	
Dates (YYYY format) (5 entries maximum)	Start Date	1877
	End Date	1881
	Date Type	Construction
	Start Date	

End Date	
Date Type	
Start Date	
End Date	
Date Type	
Start Date	
End Date	
Date Type	
Start Date	
End Date	
Date Type	

Associated event/person/organization/ architect/builder (10 entries maximum)	Associated Item	1877 Rebuilding after Saint John fire
	Type	Event
	Associated Item	Bustin Family
	Type	Person
	Associated Item	A. J. Lordly
	Type	Person
	Associated Item	Fleischmann's
	Type	Organization
	Associated Item	
	Type	
	Associated Item	
	Type	
	Associated Item	
	Type	
	Associated Item	
	Type	
	Associated Item	
	Type	
	Associated Item	
	Type	
Themes (10 entries maximum)	Theme category	Developing Economies
	Theme type	Architecture and Design
	Theme category	Developing Economies
	Theme type	Extraction and Production
	Theme category	Developing Economies
	Theme type	Trade and Commerce
	Theme category	
	Theme type	
	Theme category	
	Theme type	
	Theme category	
	Theme type	
	Theme category	
	Theme type	
	Theme category	

	Theme type	
	Theme category	
	Theme type	
	Theme category	
	Theme type	
Web-site link (3 entries maximum)	Web-site link	www.trinityroyal.com
	Link type	Historic Place Web site
	Web-site link	http://www.breadworld.com/sciencehistory/history.asp
	Link type	Other
	Web-site link	
	Link type	

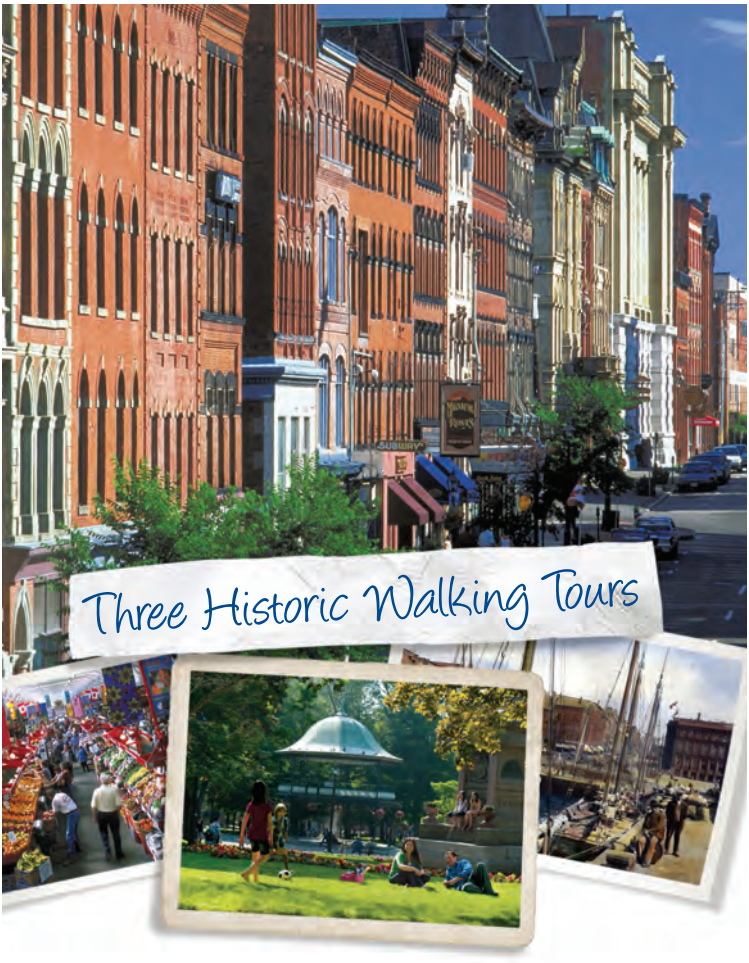
Location Documentation

Economic Region	New Brunswick	
District	Saint John County	
Sub-district		
Community	Saint John	
Locality	Uptown	
Street and Street Number (desirable)	093-099 Germain Street	
Postal Address	Saint John, New Brunswick, E2L 1G2	
Cadastral Reference/Land Unit		
Cartographic Identifier(s)	UTM northing	
	UTM easting	
	UTM Datum	
	UTM Coordination Determination	
	UTM zone	
	Geocode	
	Borden #	

Appendix H: Three Historic Walking Tours – City of Saint John

SAINT JOHN

ON THE BAY *of* FUNDY



Loyalist Trail

Victorian Stroll

Prince William Walk

A Saint John History

On June 24, 1604 – St. John the Baptist Day – French Explorer Samuel de Champlain landed at the mouth of a mighty river. In honour of the day, he proclaimed that the river and the harbour at its mouth be named "St. John."

Almost thirty years later, in 1631, Charles de La Tour, the newly commissioned Governor of Acadia, built a fortified trading post as his headquarters at the mouth of the river. In 1645, the fort was captured by La Tour's rival for Governor, Charles d'Aulnay, after a valiant defence led by La Tour's wife – Françoise Marie Jacquelin – while her husband was in Boston seeking aid from the English. In the years that followed several other French forts were built in the area, among them one on the west side which, under British rule, was to become Fort Frederick.

In 1713, the Treaty of Utrecht ceded French Acadia, including the St. John River Valley, to England. The French settlers were gradually displaced by colonists and traders from New England. The Massachusetts firm of Simonds, Hazen and White established a trading post at Saint John in 1762, and the first permanent settlement in the area was born.

In 1774 the American Revolution broke out and bands of American rebels and privateers raided the eastern seacoast, destroying Fort Frederick and threatening to topple the Simonds, Hazen and White enterprise.

Fort Howe was established in 1777, safeguarding the mouth of the river from further attacks, and the struggling settlement resumed its growth.

At the end of the Revolution, in 1783, 14,000 American supporters of the British arrived in Saint John en route to settle along the St. John River using land grants allotted to them by the crown. Some of these "Loyalists" – as they were called – established two settlements, one on either side of the river mouth, "Parrtown" on the east and "Carleton" on the west. In 1785, the two settlements were incorporated by Royal Charter into the City of Saint John – Canada's first city.

The years that followed brought economic growth and social development. Saint John developed a prosperous timber trade and a wood shipbuilding industry, which by the mid-1800s was the third largest in the world.

Saint John also attracted an influx of immigrants. In the 1840s, more than 30,000 Irish – fleeing the potato famine in their own country – arrived in Saint John. Many suffered from smallpox, typhoid fever and cholera and were quarantined on Partridge Island. More than 600 are buried there.

The 1860s saw the city's shipbuilding industry decline as steel steam-powered vessels replaced wooden sailing ships.

Canada's Confederation in 1867 dealt another blow to Saint John and to the Maritimes. In order to encourage Maritime trade with central Canada, the government of the new dominion imposed high tariffs on foreign goods forcing Maritime businessmen to import costly materials from Ontario and Quebec.

Then, in 1877, a disastrous fire destroyed the city's central business district and much of the residential South End. The task of rebuilding the city was an enormous one for Saint John's citizens – but rebuild it they did, this time out of brick and stone in an even grander fashion than before!

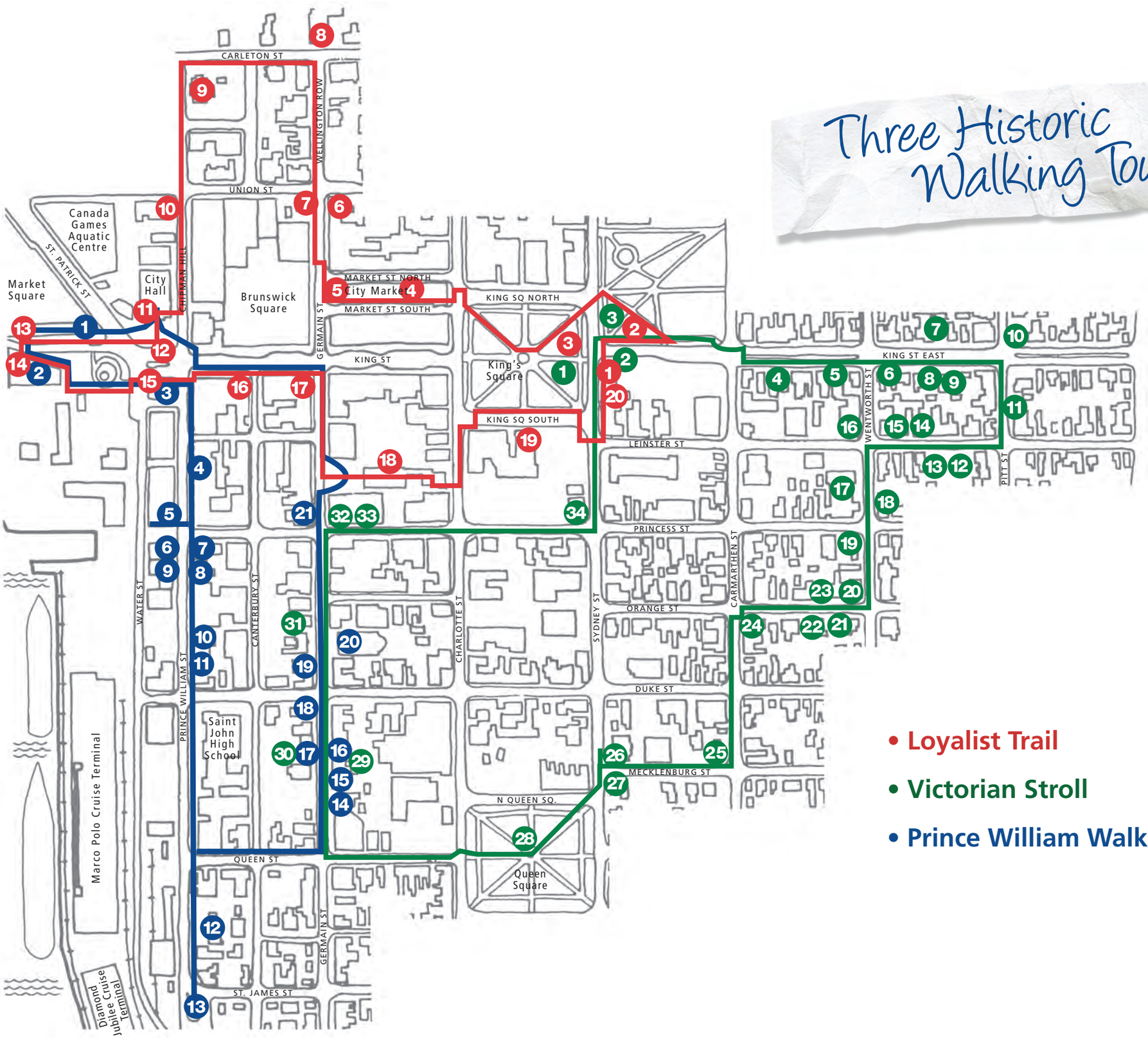
Better times were underway. Beginning in 1880 the railway expansion provided direct links with the rest of Canada, stimulating the flow of goods and commerce. Consequently, the port began to flourish and manufacturing boomed. Even the shipbuilding industry was revived with the establishment of the Saint John Dry Dock and Shipbuilding Company in 1923. Gradually, Saint John regained its prominence as an important manufacturing and shipbuilding centre.

But the story does not stop here. Today our city – the only city on the Bay of Fundy – mixes our centuries-old charm with a vibrant waterfront, a flourishing arts and culture scene and a host of friendly people, ready to share their own Saint John stories.

Expect only to be delighted on our three self-guided walking tours. You'll take in our historic architecture, step back to the time of our earliest settlers and immerse yourself in our tree-lined neighbourhoods.

Let's get going!

Three Historic Walking Tours



- Loyalist Trail
- Victorian Stroll
- Prince William Walk

May 1783

Seven ships lie anchored in the Bay of Fundy, off the mouth of the St. John River. The passengers aboard are a curious collection of refugees – they are farmers and doctors, carpenters and lawyers, craftsmen and soldiers – people of every age, from all walks of life. As they gaze grimly upon the rocky peninsula and the Fundy mud flats sprawling before them, they share a common longing for the homes they left behind.

From the beginnings of the American Revolution in 1774, to shortly after its conclusion in 1783, some 40,000 British subjects fled north to escape persecution. The 3,000 "Loyalists" – as they were called – who arrived in Saint John that May were followed by 11,000 more before the year ended.

The Loyalists established two settlements at the mouth of the St. John River – Parr Town, named after the Governor of Nova Scotia; and Carleton, after their Commander-in-Chief in New York. Many moved and settled upriver. In 1785, the two settlements were incorporated by Royal Charter into the City of Saint John. In time, the Loyalists would come to regard their infant city with an affection similar to that which they had felt for their American homes. This deep sentiment, combined with patience, toil and a strong will to survive, enabled them to build a brand new life upon this once seemingly inhospitable shore.

The LOYALIST TRAIL walking tour retraces the footsteps of our founders – exploring the spots where they landed on May 18, 1783. You'll visit the Old Burial Ground; the County Courthouse with its magnificent Spiral Staircase; Loyalist House – now a museum of period furnishings; historic Trinity Church; Saint John's delightful City Market; and an authentic old-time general store.

Expect only to be delighted on the LOYALIST TRAIL as you explore the very heart of old Saint John, and step back through two fascinating centuries of our city's history.

Loyalist Trail

Length: Approximately 1.5 hours

1. County Courthouse, King's Square

The courthouse was built in 1825 to plans by Saint John architect John Cunningham, who designed many prominent Saint John buildings of the period. Fluted pilasters and a pediment on the upper floors evoke imagery of a Greek Temple, considered an appropriate characteristic for public buildings of the time. Of special interest is the stone staircase, which spirals up three storeys without a central support. The Courthouse is open year round during normal business hours and admission is free.

KING STREET EAST

Known originally as "Great Georges Street" after King George III, King Street East was considered a suburb until the early 1800s. The Great Fire of 1877 destroyed all the buildings on the south side of King Street East, except for the Courthouse complex.

2. Old Burial Ground, King's Square

This area was set aside as a public ground in the original Town plan drawn up by Paul Bedell in 1783. The oldest surviving stone dates to 1784 (Conradt Hendricks) and is located on the southern side of the graveyard near the middle. In April 1848, the Burial Ground was closed to further burials by an Act of the Provincial Legislature.

3. King's Square

This is one of four squares included in the original town plan. The site was cleared in 1844 and laid out in an 'X' pattern. The unique two-storey bandstand was donated by the City Cornet Band as a "Memorial to Edward VII, King Emperor 1901-1910." Of particular interest is the Young monument, erected by public subscription to commemorate the valiant efforts of Frederick Young to save a drowning boy.

4. City Market, 47 Charlotte Street

The old City Market building has been in continuous use since 1876 and is believed to be the oldest common-law market in Canada.

Designed by local architects, McKean & Fairweather, the interior roof supports are reminiscent of a ship's hull. The Market is open six days a week, year-round.

5. "Figurehead", City Market (Germain St. Entrance)

On the outside wall of the City Market is a sculpture work entitled "Figurehead." Commissioned by Uptown Saint John Inc., this piece was installed in July 1995. Local artist Carol Taylor had taken her cues from the interior roof supports, which are reminiscent of a ship's hull. The figurehead is a stylized interpretation of those which guided wooden sailing ships. It is comprised of individually sculptured clay tiles affixed to a fibreglass background. Each tile has been fired and glazed to form the whole figure and withstand the test of time.

6. Nutting House, 2 Germain Street

This Georgian Style structure, three storeys high, is the oldest surviving brick building in Saint John. It was built in 1819 for Joseph Nutting, Collector of Customs.

7. Loyalist House, 120 Union Street

The house was built in the Georgian style by Loyalist David Merritt between 1810 and 1817. It was acquired by the New Brunswick Historical Society in 1959 and restored as a museum of period furnishings. It has been honoured by the American Association for State and Local History for excellence in restoration. Loyalist House is open daily in the summer. Admission charged.

UNION STREET

This is the dividing line between regularly and irregularly laid-out streets. Note the change of street names north of Union Street.

8. St. John's Stone Church, 87 Carleton Street

This church, completed in 1825 with stone brought as ballast from England, was the first stone structure built in the city. Though officially named St. John's Church, a national historic site (1987), its contrast to the many frame churches of the day resulted in its being dubbed Stone Church. Stone Church welcomes visitors during the week. An informative pamphlet is available in the church. During the summer months, guided tours are available.

9. Saint John Arts Centre, 20 Hazen Avenue

The building opened in 1904 as one of 2,509 public library buildings Andrew Carnegie gave to communities of North America. It is an outstanding example of the period architecture with a stained glass ceiling in the almost 3-storey-high rotunda. The building was refurbished as part of the Saint John Bicentennial celebrations (1983-85) through the generosity of the Beaverbrook Canadian Foundation and the Royal Bank of Canada. The Saint John Arts Centre serves as a centre for the Arts & Sciences in Saint John.

10. Chipman Hill Suites, 1-5 Chipman Hill

These buildings were built between 1854 and 1857 by brothers-in-law Hastings and Armstrong. The plain, classical lines are typical of many fine homes of the period, when any extravagance was confined to the interiors. The entrance of Number 1 is still decorated with exquisite wall and ceiling paintings. The front door of Number 1 is believed to be carved by John Rogerson, Saint John's best know wood craftsman of the period.

11. City Hall, 15 Market Square

While in the lobby of City Hall, note the record of past Mayors and the City's Corporate Seal carved by John Graham in the 1820s. At the second meeting of the newly incorporated City of Saint John on May 23, 1785, Mayor Gabriel Ludlow was directed to have an official seal designed. The design was presented to Council and approved at the May 26, 1785 meeting. This corporate seal is also used as the city's crest.

12. Site Of Barlow's Corner, Foot of Chipman Hill

This corner was originally granted to James Putnam, who studied law with John Adams in Boston and was appointed Assistant Supreme Court Judge in 1784. Putnam erected a splendid three-storey building with a store on the lower floor. Putnam died and the lot was sold to Ezekiel Barlow, who had to comply with some unusual terms of sale. The price was $2,000 in Mexican silver dollars, to be counted in coin before Ward Chipman, the lawyer. To the great merriment of the public, Barlow procured a wheelbarrow and pushed his considerable load up Chipman Hill to the lawyer's office.

13. Market Square & New Brunswick Museum

The area derived its name from its early function as a market place for the City. By the 1860s, Market Square, along with King and Prince William Streets, was the centre of the City's dry goods trade. From their construction immediately following the Great Fire of 1877, to well into this century, the numerous warehouses, which lined both sides of Market Slip, held cargo from around the world. Today seven of these warehouse structures have survived and are incorporated into the Market Square Complex. In 1996, the New Brunswick Museum opened its new 3-storey exhibition space inside Market Square.

14. Market Slip at Market Square

Adjacent to Market Square is Market Slip, celebrated as the site of the first Loyalist landing on May 18, 1783. At one time there was a slip of water that extended to the foot of King Street. Along each side were several warehouses. Ships arrived at the Slip and were able to unload their goods on either side.

15. Barbour's General Store, St. Andrew's Bicentennial Green

Once located at a rural crossroads 80 miles north of the city, the store was restored in 1967 by the G.E. Barbour Company Limited to commemorate the Centennial of Canadian Confederation and

the company's 100th anniversary in business. It now stands near the site where the company first went into business. The store opens annually from June through October, offering a variety of Barbour's products as well as a tearoom and museum.

16. Vassie's Corner, 20 King Street

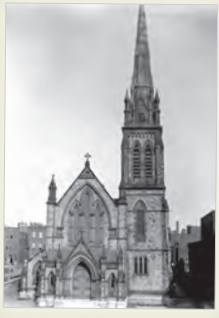
In 1787, Benedict Arnold took up residence in a large frame house on this corner. His arrogant manner and sharp business dealings made him heartily disliked by his fellow citizens, who at one point burned him in effigy. The present structure was constructed in 1878 for James Vassie and Co., wholesale dry goods and woolen merchants. Note the painted crosses on and below windows on the upper floors of the building and its neighbour. City building codes of the past required this as an indication of where occupants would gather to be evacuated in case of fire.

17. Commercial Block, 22 – 40 King Street

On this block, there were four similar structures, four storeys high, built in 1878 and known collectively as the "Commercial Block." The western end of the block was demolished in 1900 to make way for the Royal Bank Building. Shortly thereafter additional storeys were added to the remaining three buildings.

18. Trinity Church, 115 Charlotte Street (main entrance faces Germain Street)

Built in 1880 to plans by architect W.T. Thomas of Montreal, the present Trinity Church replaced Old Trinity, a wooden structure, which was built in 1791 and destroyed in the Great Fire of 1877. On prominent display inside the church is the Royal Coat of Arms of the House of Hanover, dating to the reign of George I, who became King of England in 1714. The Coat of Arms arrived in Saint John after being rescued from the old Boston Council Chamber by Colonel Edward Winslow during the American Revolution. It was once again rescued from Old Trinity Church during the Great Fire of 1877. Trinity Church welcomes visitors during the week.



19. Imperial Theatre, King Square South

In 1911, Albert E. Westover, a leading architect from Philadelphia was retained to design a performing centre for Saint John. It opened in 1913 as the Imperial Theatre, a 1500-seat structure. Over the years, it has featured such greats as John Philip Sousa, Ethel Barrymore and Gracie Fields. The theatre was renamed the Capitol in 1929 and began showing movies in addition to the live performances it already offered. In 1957, it was sold to the Full Gospel Assembly. A public campaign initiated in 1982 raised in excess of $1 million to purchase the building. The renovated theatre opened May 1994. Tours are available for a small fee in the summer months.

20. Firefighters' Museum, 24 Sydney Street

Engine House 2, built in 1840 - 1841 in the Georgian style, served for many years as a fire engine house and later as a tourist bureau. Open July and August.

High Style in Old Saint John

The Great Fire of 1877 dealt a devastating blow to Saint John, destroying some 1600 buildings and leaving 13,000 homeless.

But the City was quick to spring back on its feet. One local observer wrote after the Fire: "Everywhere buildings are going up, most of them of a thoroughly substantial character. To walk through the principal streets seems like inspecting a beehive."

Many of the fine homes that lined the main residential streets of Saint John had been reduced to ashes. Their owners – wealthy ship owners, commission agents and merchants – were determined that their new homes would equal, if not surpass those they replaced. They commissioned architects from Saint John, Boston, Halifax, New York, Toronto and Montreal. They imported fine materials – mahogany from Honduras and marble from Italy – and they engaged noted Saint John builders and craftsmen.

The resulting homes were grand indeed. Today most of them remain standing, and most are much as they were when they were built – fine examples of period architecture, combined with outstanding workmanship.

Expect only to be delighted on the VICTORIAN STROLL, as you take in the elegant homes nestled along the tree-lined, 19th century residential streets of central Saint John.

Victorian Stroll

Length: Approximately 1.5 hours

1. King's Square

This is one of four squares included in the original town plan, drawn up by Paul Bedell in 1783. The site was cleared in 1844 and laid out in an 'X' pattern. The unique two-storey bandstand was donated by the City Cornet Band as a "Memorial to Edward VII, King Emperor 1901-1910."

2. County Courthouse, King's Square

The courthouse was built in 1825 to plans by Saint John architect John Cunningham, who designed many prominent Saint John buildings of the period. Of special interest is the stone staircase, which spirals up three storeys without a central support. It is reputed that the government of the day would not pay for the work related to the staircase because it was unsafe. Cunningham gathered 49 men off the street and stood them on the stairs all at once. The stairs did not collapse and the bill was paid. The Courthouse is open year round during normal business hours and admission is free.

3. Old Burial Ground, King's Square

This area was set aside as a public ground in the original Town Plan. The oldest surviving stone dates to 1784 (Conradt Hendricks) and is located on the southern side of the graveyard near the middle. In April 1848, the Burial Ground was closed to further burials by an Act of the Provincial Legislature. Granite paver pathways, historic style lamps and the beaver fountain were added to revitalize this graveyard.

4. Carson Flood House, 166 – 168 King Street East

Not many local buildings had the distinction of being featured in an architectural journal. In 1878, the year this house was built, its plans were featured in an issue of the "American Architect and Building News". The house was designed by architects Henry Clark and John Briggs. The first occupants, the Taylors and Dearborns, had the first letters of their respective family names carved above the doorways for posterity.

5. Tanners Home Inn, 190 King Street East

William Peters built this home in 1877-78. He and his family owned the Peters Tannery which was located a few blocks northeast. His father, C.H. Peters, built a large stone home right behind this building which is now the Saint John Jewish Historical Museum. Much of the interior of this home is still intact.

6. McAvity House, 192 - 196 King Street East

Looking at these two houses today, one would hardly believe they were built as a matched pair in 1878. The homes were built for Thomas and his son Thomas Jr., of Thomas McAvity and Sons, brass founders and hardware merchants. The firm was established in 1834 as a hardware and general merchandise company. In 1863, at the height of the wood ship-building industry in the city, the firm expanded and established a brass foundry to supply ship fixtures. The firm grew to international renown for its fire hydrants.

7. Brass House, 167 King Street East

The elaborate masonry work at the front entrance of this home is a good example of decorative detailing creating a grand entrance to a home of otherwise clean, classic lines. The house was constructed in the Second Empire style in 1860 by contractor Edward Brass as his own home.

8. Erb House, 208 – 210 King Street East

This home was constructed in 1898 for Isaac Erb, a pre-eminent photographer who captured the very essence of Saint John between 1877 and 1924. While modest in external appearance, this house was, in its day, reputed to contain some very "classy pieces of furniture." It was converted to a two-family structure sometime after 1924.

9. Peters House, 218 King Street East

William Peters lived in two other homes on King Street East before building this home in 1885. Peters is listed in the City directories as an employee of his father's firm, C. H. Peters and Sons, commission merchants and leather manufactures. Note the faces carved above the front door and below the cornices.

10. Osgood House, 191 King Street East

The five-sided, bay window dormers on the roofline of this house are known as Scottish dormers and are very common on many of the 19th century houses in Saint John. This structure was constructed in the 1840's for Samuel P. Osgood, a stone cutter whose business on King Street South featured "all descriptions of head stones, monuments and marble mantel pieces."

11. 60 Pitt Street

This richly detailed, gaily decorated house predates the Great Fire of 1877. The ornate wood carving is typical of the high quality craftsmanship which was available from wood carvers who applied their talents with equal skill to both ships and buildings.

LEINSTER STREET

When one reaches the corner of Pitt and Leinster Streets, Courtney Bay is easily visible to the left. This street was named in honour of Lord Edward Fitzgerald, Earl of Leinster, an Irish aristocrat who served in the military at Fort Howe in 1784.

12. Wright House, 114 Leinster Street

This home was constructed in 1902 in the Queen Anne style for Hugh Wright, the manager of North American Life Insurance Company. While it has not lost its basic charm, modern siding was added in recent years and some of the finer details were removed.

13. Frink House, 112 Leinster Street

A rather delightful structure, this house is also Queen Anne style, built in 1904 for Walter Frink, the manager of the Western Assurance Company.

14. Barbour House, 105 Leinster Street

Two prominent Saint John businessmen have called this rather plain residence home. It was built in 1879 for William V. Barbour of Barbour Brothers Merchants, a firm which has continued to thrive to the present day (Barbour's General Store). The home was later

occupied by George McAvity, one of Thomas McAvity's six sons, who went on to become president of T. McAvity & Sons between 1910 and 1933.

15. Hayward House, 103 Leinster Street

The Great Fire of 1877 destroyed William H. Hayward's home and business premises. In 1878 Hayward had this home constructed, and he was quick to rebuild his store, W. H. Hayward. The company continues today as Hayward & Warwick Limited at 85 Princess Street.

16. Saint John Jewish Historical Museum, 91 Leinster Street

Charles H. Peters, the father of William Peters, a former resident of 218 King Street East, had this impressive stone dwelling built over a three year period beginning in 1897. When finished, it was reputed to be the best finished home in the city. In 1965 it was converted to a funeral home. In 2008 the building was purchased as the new home for the Congregation Shaarei Zekek and the Saint John Jewish Historical Museum. A collection of religious and secular artifacts is housed and displayed here, including the building's rare Tiffany lamp. Admission is free.

WENTWORTH STREET

This street is named for Sir John Wentworth. He was the second Governor of Nova Scotia after having served, before the American Revolution, as the last Royal Governor of New Hampshire.

17. Gothic Arches, 95 Wentworth Street

The original Centenary Methodist Church was built on this site in 1839, the centennial of British Methodism. That early church was destroyed by the Great Fire of 1877 which also destroyed the homes of 120 of the 145 families in the congregation. This Gothic style church and hall were completed in 1882 at a cost of $79,500. The building was designed by John Welsh, a New York architect, who also donated a stained glass window in the hall in memory of his son who died at age four. The auditorium seated over 1,000 people. The congregations of Centenary and Queen's Square United amalgamated in the 1950's. They sold the building in 1999.

18. Troop House, 96 Wentworth Street

In a city noted for its many ship owners and merchants, Jacob Valentine Troop was most renowned. He parlayed his fortunes from a 60-ton wooden schooner to a shipping fleet whose flag was recognized around the world. It was in a home on this site that Troop and his family lived until it was destroyed in the Great Fire of 1877. The present house was completed the following year. Jacob died in 1881 and his widow lived in the house until her death in 1906. Henry A. Doherty bought the home in 1908, thus the name "Doherty" on the frosted glass front doors.

19. Smith House, 99 Wentworth Street

This solid Second Empire style was designed by New York architects, C.B. Croft and F.T. Camp. It was constructed in 1878 for A. Chipman Smith, a druggist whose shop was located in the City Market. The newspaper of the day praised this "handsome French cottage" for its beauty and convenience.

ORANGE STREET

Looking down Wentworth Street from Orange, one can see by the commanding view of the harbour why ship owners built homes along Orange Street. In the past, this vantage point provided them with an opportunity to keep a watchful eye on their vessels. Today, this view is obscured by the large potash shed, a vital part of Saint John's current commercial port activity.

20. 75, 77, 79 Orange Street

These massive Italianate row houses were built in 1880 for three prominent Saint John men. George MacLeod, a ship owner and lumber merchant, occupied 79 Orange; Frederick Barker, a barrister, number 77; and Drury Ward Chipman, the Registrar of Deeds, number 75. Of note are the dormer windows, perched above the main body of the house giving the occupants an unobstructed view of the harbour and the Bay of Fundy. The similar but unique stone carvings surrounding each doorway are amongst the best in the city.

21. Bent House, 78 Orange Street

Like others in Orange Street, Gilbert Bent had an interest in ocean-going commerce. He was the owner of G. Bent and Sons, a food wholesale firm with offices at Market Slip. He too wished to keep an eye on shipping movements and had this Second Empire sandstone home built in 1879. Note the initial of the family name carved in stone above the doorway.

22. Howard D. Troop House, 70 Orange Street

Although Jacob Troop had two sons, only Howard D. became involved in the family business. He assumed control of Troop and Son upon his father's death and successfully lead the company through difficult years in the 1880's and 1890's. In 1881 alone, the company lost 41 vessels at sea. Despite these hard times the firm remained the largest Canadian fleet of its day and Howard was the first Canadian ship owner to acquire an iron vessel. He died in 1912 and with him, his firm. This house was constructed for Howard in 1878 after the Great Fire of 1877 had destroyed the Troop family home on Wentworth Street. The Troop initials can still be seen in the etched glass on the inner front doors.

23. MacLeod House, 71 Orange Street

One can see even today that George MacLeod had some particularly prosperous years in the late 1870's. No sooner had the shipping and lumber tycoon moved into 79 Orange, that he purchased a lot from the Troop family and commissioned architects, D.E. Dunham and W. P. Clarke, to design this imposing sandstone structure at 71 Orange. Note the fascinating stone carvings above the windows.

24. Haley House, 50 Orange Street

This home was built around 1913 for Robert G. Haley of Haley Brothers & Co., Builders and Contractors. The house was the rectory of Trinity Church on Germain Street described in the "Loyalist Trail." It is now privately owned and being carefully rehabilitated. Note the curved glass windows in the turret of the house.

MECKLENBURG STREET

This Street is named for Charlotte of Mecklenburg-Strelitz (a tiny German State), consort of King George III at the time the Loyalists arrived in Saint John.

25. 37 Mecklenburg Street

Built immediately following the Great Fire of 1877, this second Empire structure has been owned throughout its life by only three families. Like most Second Empire roofs, this one still retains its slate shingles.

26. Caverhill Hall, 134 Sydney Street

Caverhill Hall was built by brewer Simeon Jones and took its name from his grandmother, Jane Elizabeth Caverhill. This palatial residence is similar to a home in Montreal. Simeon hired Montreal architect John J. Brown to build his new home, which took from 1881 to 1884 to build as the lumber dried for a year before being used. Jones was mayor of Saint John throughout the construction period. In 1901, the Duke and Duchess of Cornwall & York, later King George V and Queen Mary, used this home as their vice regal residence.

27. Thomson House, 2 Mecklenburg Street

This imposing home was built in the 1890's by another Saint John ship owner, Robert Thomson, of William Thomson and Company. Thomson was also the Imperial German Consul at the time. Note the ornately carved door and entranceway and the terra cotta family crest on the side of the building with the Latin motto, loosely translated, "Patience Conquers." Beautiful stained glass windows can also be seen, particularly at night.

28. Queen Square

Queen Square was once one of the most fashionable districts in the city. The homes were built by wealthy citizens following the Great Fire of 1877. The Square itself was laid out in 1783 by Paul Bedell and like King's Square, is in the shape of an 'X'. The monument of Samuel de Champlain was erected to mark the 300th anniversary of his naming the St. John River. On June 24th, 1604, he sailed into the harbour and named the river for the feast of St. John the Baptist.

29. Rankin House, 210 – 212 Germain Street

In 19th century Saint John, it was not uncommon for families to build businesses or homes together. This semi-detached structure was built in the early 1880s for the Rankin Brothers of the Rankin Biscuit Co. Note the intricate doors and railing work, as well as the stone gargoyles at the left and right ends of the cornice. In addition to being decorative, these gargoyles drain water from the building's roof through their open mouths.

30. Carleton House, 223 Germain Street

This Second Empire style home was built in 1888 for Sir Samuel Leonard Tilley during his tenure as Lieutenant-Governor of New Brunswick. The building was fondly named "Carleton House," because Tilley's strongest source of electoral support came from Carleton or Saint John West. It was designed by prominent Saint John architect H.H. Mott. Folklore says an attractive dining room was added to the rear of the house for the Tilleys to entertain Canada's Prime Minister, Sir John A. and Lady MacDonald. Tilley was a Father of Confederation (see his statue in King's Square).

31. Bullock House, 179, 183, 185 & 187 Germain Street

179 Germain Street was built as a family home in 1879 for Joseph Bullock, founder of the Eastern Oil Company and New Brunswick's first oil magnate. Starting as a kerosene supplier, Bullock parlayed his fortunes to a point where in 1898 Eastern Oil amalgamated with Imperial Oil. With business prospering, Bullock built 183-187 Germain for himself and his two sons. Number 183 was occupied by his son Thomas, who was Mayor of Saint John from 1908 to 1910; 185 was occupied by Bullock; and 187 was occupied by his son John. Note the elaborate door knobs and plates at 179 Germain.

32. Power's Funeral Home, 79 Princess Street

New Brunswick's first professional, full-time undertaker built this building in 1878 and used it as both his residence and "warerooms." Mark Needham Powers operated his undertaking business in the city from 1846 until his death in 1892. The company had the first glass hearse in Saint John and it could regularly be seen going through the carriageway to and from the stables which were behind the shop.

33. Hayward & Warwick, 85 Princess Street

Hayward & Warwick began in 1855 as retailers of china and earthenware. They relocated to this location in December 1877 and today are a nationally recognized retailer of fine china, housewares and giftware. They are Saint John's oldest family owned business.

34. White House, 71 Sydney Street

Lt. Colonel Dr. Walter W. White, who commanded the N.B. Regiment of Artillery, was a successful surgeon, soldier and politician. This was his home from the time of its construction in 1891 until his death at age 89 in 1952. White was mayor of the city from 1902 to 1906 and again from 1930 to 1935. He married Helen Troop, the daughter of Howard D. Troop whose home is mentioned in this Stroll. Note the glass conservatory, etched glass in the front door and the terracotta brick insets in the chimney on Princess Street.

Merchant Heritage of Saint John

At 2 p.m. on June 20, 1877, a flash fire broke out in Fairweather's Hay Store in Portland, at the west end of Union Street. Outside, a brisk nor'wester howled, and as the flames broke through the outside walls of the store, a burning branch was carried by the wind, igniting the nearby MacLaughlan Boiler Works. The fire spread rapidly, engulfing one wooden building after another, until most of the South End was caught up in a roaring inferno. For nine long hours the fire raged. When it was over, two-thirds of Uptown Saint John, including most of the commercial district, was a smoldering mass of charred rubble.

With 1,612 buildings destroyed and 13,000 people homeless, Saint John turned its efforts to building anew – as quickly as possible. The next decade saw much of the Uptown and South End rebuilt. Many of these buildings remain intact today, and because they do, Saint John can truthfully claim to have some of the finest surviving examples of 19th century commercial facades in all of Canada.

Prince William Street was the first streetscape in Canada to be designated by the Historic Sites and Monuments Board of Canada as being of national historic and architectural significance.

To protect the character of the buildings in the central core of the city, Saint John created the twenty-block Trinity Royal Preservation Area. PRINCE WILLIAM WALK tours some of the charming streets within this area. So elaborate are some of the buildings and their detailing that it is easy to imagine the fierce competition among property owners, contractors and craftsmen to out-do one another in the grandness of their proud, new structures.

Expect only to be delighted on PRINCE WILLIAM WALK, as you take in the imposing splendor of Corinthian columns, the whimsy of Queen Anne Revival, elaborate Italianate facades and curious gargoyles grimacing atop their cornice perches.

Prince William Walk

Approximately 1.5 hours

1. Market Square & New Brunswick Museum

Market Square derives its name from its early function as a market place for the city. The Great Fire of 1877 destroyed all the buildings of Market Square, but soon afterwards, numerous warehouses were constructed along both sides of Market Slip. Today, seven of these warehouse structures have been incorporated into the Market Square complex, an ambitious and exciting development which includes shops, restaurants, offices, a hotel, apartments, a trade and convention centre, Canada's first public library and the New Brunswick Museum.

2. Market Slip at Market Square

Adjacent to Market Square is Market Slip, celebrated as the site of the first Loyalist landing on May 18, 1783. At one time there was a slip of water that extended to the foot of King Street. Along each side were several warehouses. Ships arrived at the Slip and were able to unload their goods on either side.

3. Barbour's General Store, St. Andrew's Bicentennial Green

Once located at a rural crossroads in Sheffield, 80 miles upriver from the city, the store was completely restored in 1967 by the G.E. Barbour Company Limited. Brought downriver on a barge, it now stands near the site where the company first went into business. The store opens annually from June through October offering a variety of Barbour's products, as well as a tearoom and museum.

4. McMillan Press, 98 Prince William Street

Until its sale in the late 1990's McMillan Press was the oldest printing firm in Saint John. The print house was established in 1822, the original building was next to Jardine's Alley, across the street from its present location. Despite numerous fires which threatened or destroyed the firm's premises, McMillan's thrived. The present building was erected after the Great Fire of 1877 to a design by prominent New York architects G.B. Croft and F.T. Camp.

5. Chubb's Corner, 111 Prince William Street

This building was designed by noted Saint John architects McKean and Fairweather. The carved stone heads above the third floor windows evoked the following comment from the press at that time: "We trust no more of our buildings will be adorned by such buffoonery from his hands." For many years stocks, bonds and other securities were sold here at public auction. The Prince William Street National Historic Streetscapes Marker is also located at this address. While at this corner, walk down to the foot of Princess Street to look at the intricate carvings on the Furlong Building.

6. Old Post Office, 113 Prince William Street

This Second Empire style building was designed by government architect Matthew Stead to replace a post office just completed before the Great Fire of 1877. The original cost was $120,000. Note the three figures carved in the keystones above the entrance and the ground floor windows.

7. Former City Hall, 116 Prince William Street

Between 1785 and 1877, Saint John Common Council met in buildings which were built for other uses: a church meeting hall, a market, a court house and a banking house. This building was the first structure designed, built and used as a City Hall. It was designed by McKean and Fairweather and built in 1877 at a cost of $35,500. When its foundations were being prepared, workmen uncovered the 1839 cornerstone of the building which formerly housed city offices and which was destroyed in the Great Fire of 1877. The contents, which represented artifacts of 1839, were deposited along with artifacts of 1877 in the new building's cornerstone.

8. Palatine Building, 124 Prince William Street

This classic Second Empire structure was designed by Halifax architects Dumaresq and Dewar for the Bank of Nova Scotia. Following its takeover of the Bank of New Brunswick in 1913, the Bank of Nova Scotia moved across the street, and the building was acquired by the Palatine Insurance Company. The building is richly adorned with floral and fruit motifs, as well as gargoyles. Note the carved stone face of the man spitting coins, located at the top right of the entranceway.

9. Bank of New Brunswick, 119 - 125 Prince William Street

The Bank of New Brunswick was established in Saint John in 1820 as Canada's first chartered bank. It dominated the provincial business scene for 93 years, during which time this fine edifice was built. In 1913, the bank was forced to decide between greatly enlarging its capital to compete against other expanding banks or to amalgamate with another Maritime bank. It chose the latter, and was absorbed by the Bank of Nova Scotia, which took over this property and occupied it until 1977.

10. Seamen's Mission, 152 Prince William Street

The Seamen's Mission was founded in 1897 by Lady Alice Tilley, wife of Sir Samuel Leonard Tilley, former Lieutenant-Governor of New Brunswick and a Father of Confederation. Its purpose was to provide lodging, meals and recreation to sailors from around the world. Originally located on Water Street, the Mission moved into the present building after its completion in 1908. It was designed by architect G. Ernest Fairweather.

11. The Troop Building, 162 Prince William Street

Erected in 1883, this building housed the offices of the renowned Troop Shipping Line of Saint John which was established in the 1840s. A plaque on the building offers a short history of the company.

12. Stoneleigh Terrace, 262 - 268 Prince William Street

This row of Queen Anne Revival frame houses was built in 1895. They had a view of the harbour until World War I, when a massive grain elevator was built across the street. The Canadian National Railway elevator was demolished in 1989.

13. The Three Lamps at St Patrick's Square

At the foot of Prince William Street stands an iron lamp known as "The Three Sisters." It has guided mariners into the harbour since 1848. In 1967, the lamps were restored as a Canadian Centennial project through the joint efforts of the stevedoring firm of H.S. Gregory and Sons Ltd. and Saint John Iron Works Ltd. They were replaced in 1997. The Celtic Cross standing near the lamps is a copy of a larger one on Partridge Island which you can see at the harbour's mouth. The large cross was erected in 1927 to commemorate the 2,000 Irish Immigrants who perished of typhus and to Dr. James P. Collins, the Saint John doctor who died on the island treating the immigrants.

GERMAIN STREET

Following the Great Fire of 1877, Saint John saw the erection of many fine brick houses to replace those which had been destroyed. The wealthiest of these boasted many fine features: mahogany from Honduras, marble mantelpieces from Italy, and intricately carved wood mantels, newel posts and doors. Some of the best examples of post-1877 residential architecture are found on Germain, considered one of the city's most elegant older residential streets.

14. Mahogany Manor, 220 Germain Street

This wood two-storey Queen Anne Revival residence, one of the few wooden residences on this street, was constructed in 1905 by contractor Michael Mooney for William Cross, who became manager of the wholesale grocery firm Hall and Fairweather in 1902 upon the death of the founders. Later the business was converted into an insurance and real estate company.

15. 210 -212 Germain Street

Built in the 1880's, this double brick building illustrates a departure from pre-fire practice, in the erection of double or multiple dwellings. Note the intricate doors and railing work, as well as the stone gargoyles at the left and right ends of the cornice. In addition to being decorative, these gargoyles drain water from the buildings' roof through the open mouths of the figures.

16. McMillan House, 206 Germain Street

This restrained Second Empire style stone dwelling was built in 1864 for J. McMillan, stationer, printer and book-seller. The plaque on the house marks the site of Saint John's first frame building, which was used as Trinity Church and for the city's first council meetings.

17. Carleton House, 223 Germain Street

This Second Empire style home was built in 1888 for Sir Samuel Leonard Tilley, during his tenure as Lieutenant-Governor of New Brunswick. The building was fondly named "Carleton House," because Tilley's strongest source of electoral support came from Carleton, or Saint John West. It was designed by prominent Saint John architect H.H. Mott. Folklore says an attractive dining room was added to the rear of the house for the Tilleys to entertain Canada's Prime Minister, Sir John A. and Lady MacDonald.

18. Robertson House, 211 Germain Street

One of six similar houses built in the 1880's, this unit is distinguished from its neighbours by its intricate door-handle and plate. The original owner was James Robertson, partner in Saint John's original department store, Manchester, Robertson, Allison – M.R.A. – which stood on the site of today's Brunswick Square.

19. McArthur Apartments, 197 Germain Street

The McArthur Apartments were constructed in 1920 by George McArthur, contractor and local champion of the nine-hour work day. The seven-storey brick structure is the city's first high-rise apartment building. Its entrance is all that remains of Dr. William Bayard's residence, a rather grand house and office which stood on that site and was destroyed by fire in 1918.

20. Church of St. Andrew and St. David, 164 Germain Street

St. Andrew's Presbyterian Church was built in 1878-79 to replace the Kirk destroyed in the Great Fire of 1877. It was designed by Toronto architects Langley and Burke and is one of the city's largest post-fire churches. In 1961, the congregation of St. David's united with St. Andrew's to become the Church of St. Andrew and St. David. Open for visitors in July and August.

21. The Union Club, 123 Germain Street

The Union Club dates to May 1884, when it was the brainchild of a group of businessmen looking for a place to gather for companionship and the exchange of ideas. The building was constructed to plans by architect J.T.C. McKean. Until 1936, only men were permitted as members. From its opening, the Union Club has welcomed the most prominent visitors to Saint John.

Architectural Styles in Saint John
1785-1915

Georgian Style, 1785-1840
This style is a simple, confidently dignified rectangular block with a carefully balanced facade. Named for the reign of the English Kings George I to George IV.

Greek Revival, 1800-1880
This style promoted the classical proportions of Greek temples as symbols of the stability and optimism of this Colonial expansion period.

Gothic Revival 1825-1880
This style emerged as a rebellion against the stricter formality of earlier classical styles. It embraced many of the features of medieval cathedrals.

Italianate, 1850-1890
This style also emerged as a rebellion against the stricter formality of earlier classical styles. It embraced many of the characteristics of Italian farmhouses.

Second Empire, 1860-1900
This style which is also called Mansard, imitated the latest cosmopolitan building fashions in France during the reign of Emperor Napoleon III. The distinctive roof shape is named for the French architect Francois Mansart.

Queen Anne Revival, 1880-1915
This style is vivacious and uninhibited, with each home having its own unique features, but all using asymmetrical massing. Towers or turrets are common features.

Source: Practical Preservation Guidelines, Architectural Styles, Heritage Planning, City of Saint John.

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The assistance of Harold E. Wright (2012 revisions) and the New Brunswick Museum in preparing this brochure is appreciated.

Photos courtesy: Heritage Resources, Saint John

Printed in Canada.

Appendix I: South End Walking Tour – City of Saint John

Historical Background

Loyalist Paul Bedell arrived with the Spring Fleet of refugee ships in 1783. He laid out the streets of the Parr-town peninsula to Lower Cove with military precision. Boatloads of refugee loyalists continued to arrive through the summer and fall of 1783. By winter some 14,000 weary people were crowded into shanties and tents beside the harbour.

Lots were drawn and land given out, sometimes the same plot subdivided many times over as more ships arrived with refugees. Properties on the King Street hill rising up from the harbour were reserved for former military commanders and powerful loyalist families.

By 1824 in spite of Bedell's map of organized streets stretching across the peninsula, Charlotte Street was the recognized edge of town. Beyond it towards Courtney Bay were a few houses and pasture fields. Cattle had to be restricted from wandering the streets. The map's military grid did not match the rocky topography. Surveyors and builders battled that rock to define lots and construct roads and buildings for the new community, Saint John.

As life became more stable, waves of immigrants swelled the population. 1867 brought the most new residents, over 16,000 desperate to escape the famine and poverty of Ireland and Scotland. Saint John in 1871 was the fourth largest city in British North America. By1874 more than 150 buildings were under construction between Saint John and Portland. Land toward Lower Cove and Courtney Bay remained unsettled.

Then the Great Fire of 1877 wiped out two thirds of the built city centre in one wild windy June day. A year later of the 2,311 buildings completed in Saint John fewer than half were houses.

Mecklenburg Street's elegant homes were built during a burst of extravagant design as the 19th century ended. It was the early 20th century, usually after 1910, before the South End finally found its residents. Below the hills, on streets that run across the flats to Lower Cove, the houses become plain and sturdy. Some are brick and stone but most are wood, built on small narrow lots to fit the income of working families.

New Brunswick and Canadian Registers of Historic Places

In 2004 the New Brunswick Register of Historic Places was established as an online listing of provincial historic sites and local histories places. Places on the New Brunswick Register are also listed on the Canadian Register of Historic Places, which lists formally recognized historic places throughout Canada.

These registers were established through a federal, provincial, territorial partnership and serve as a tool to identify and promote historic places. Numerous historic places in Saint John are listed on both Registers so that historic landmarks in neighbourhoods and communities can be viewed online.

The New Brunswick Register of Historic Places can be accessed at *www.historicplaces.gnb.ca*, and the Canadian Register of Historic Places at *www.historicplaces.ca*

Questions about Historic Property

If you have any questions about your historic property in Saint John, contact the City's Heritage Development staff at 658-2865. The Heritage program operates out of the City's Planning & Development Department and focuses on the stewardship of the built heritage of Saint John.

The City of Saint John is a participant in the Province of New Brunswick's Historic Places Program, funded through the Historic Places Initiative (HPI). New Brunswick gratefully acknowledges the contribution of the Government of Canada in supporting its participation in HPI.

SAINT JOHN Héritage

Canada's Historic Places / Lieux patrimoniaux du Canada

New Nouveau Brunswick CANADA

SAINT JOHN

SAINT JOHN Héritage

SOUTH END Walking Tour OF HISTORIC PLACES

SOME HISTORIC HOUSES ON THIS WALK

1. **58 Broad Street**, St. John-the-Baptist Roman Catholic Church, Gothic Revival, 1885 [no photo]
2. **140 Broad Street**, home built for John B. Jones, journalist for Saint John Globe, 1900 [no photo]
3. **149 Broad Street**, Courtney House built as a retirement home for elderly ladies, now abandoned. 1878
4. **232, 252, 254 Britain Street**, three examples of Italianate houses with Craftsman detailing c. 1915
5. **231 Britain Street**, Turnbull Nursing Home, Second Empire, 1882
6. **209 Queen Street**, may have been built directly from plans and materials purchased from the Sears Roebuck catalogue, Queen Anne style, c.1900

7. **28 Mecklenburg Street**, Second Empire, 1884
8. **14-12-10 Mecklenburg Street**, a trio of homes known as Merchants Hall. Queen Anne style c. 1895
9. **134 Sydney Street** , Caverhill Hall (also known as Simeon Jones Castle), Baronial Gothic, 1884 [no photo]
10. **2 Mecklenburg Street**, Thompson House built for prominent shipowner, terra cotta decoration, Queen Anne, c. 1895
11. **North side of Queen Square** is an intact streetscape build after the Great Fire of 1877, Second Empire and Italianate, 1878
12. **274 Sydney Street**, Ordinance Store built by the Royal Engineers in 1841, Greek Revival style. New addition added and roof changed to mansard in 1911 when Barrack Green Armoury was built.

Appendix J: List of Provincial and Territorial Conservation Acts

	Links from National Trust List
Alberta	Historical Resources Act
British Columbia	Heritage Conservation Act [RSBC 1996] Chapter 187
	Local Government Act [RSBC 1996] Chapter 323
	Land Title Act [RSBC 1996] Chapter 250
	Community Charter [SBC 2003] Chapter 26
Manitoba	The Heritage Resources Act [C.C.S.M.c. H39.1]
	The Heritage Manitoba Act [C.C.S.M.c. H39]
New Brunswick	Historic Places Protection Act [Chapter H-6]
	Municipal Heritage Preservation Act [Chapter M-21.1]
Newfoundland and Labrador	Historic Resources Act [R.S.N.L. 1990, c. H-4]
	Municipalities Act [1999, S.N.L. 1999, c. M-24]
Northwest Territories	Historical Resources Act [R.S.N.W.T 1988, c. H-3]
Nova Scotia	Heritage Property Act [R.S., c. 199, s. 1.]
	Special Places Protection Act [R.S., c. 438, s. 1.]
	Sherbrooke Restoration Commission Act
	Nova Scotia Museums Act
	Cemeteries Protection Act
Nunavut	Historical Resources Act
	Nunavut Archaeological and Paleontological Sites Regulations
	Nunavut Land Claims Agreement
Ontario	Ontario Heritage Act [R.S. O. 1990, Chapter O.18]
	Planning Act [R.S. O. 1990, Chapter O.18]
	Provincial Policy Statement
Prince Edward Island	Heritage Places Protection Act [Chapter H-3.1]
	Archaeological Sites Protection Act [Chapter A-17]
	Museum Act [Chapter M-14]
	Archives and Records Act [Chapter A-19.1]
Quebec	Loi sur les biens culturels [L.R.Q., chapitre B-4](en français seulement).
	Loi sur les archives [L.R.Q., chapitre A-21.1](en français seulement).
Saskatchewan	The Heritage Property Act [Chapter H-2.2]
	Parks Act [S.S. 1986, c. P-1.1]
	The Historic Sites Regulations [Chapter P-1.1]
Yukon	Historic Resources Act
	Loi sur le patrimoine historique (en français).

Appendix K: Saint John Heritage Conservation Areas – Evolution and Statistics

Saint John Heritage Conservation Areas

Alice Fudge – Heritage Officer

May 30, 2017

Heritage Conservation Areas Facts:

- Saint John is the oldest incorporated city in Canada (1785), and has the most intact collection of 19th century commercial architecture in the country.
- Built after the great fire of 1877, which destroyed the entire downtown business core, these splendid structures were designed by architects from Halifax, Boston, Montreal and Saint John who competed for prestigious commissions and the opportunity to outshine their colleagues.
- In 1982, Saint John City Council designated the 21 block "Trinity Royal Heritage Conservation Area" (formerly named "Trinity Royal Heritage Preservation Area").
- In 1987 the City established the *Heritage Grant Program* to encourage property owners to go the extra step to rehabilitate their buildings with care and sensitivity.
- In 1989 the City designated the Orange Street Preservation Area in response to requests from neighborhood residents.
- In 1991 a study was launched to determine whether the Douglas Avenue Streetscape should also become a Conservation Area; 48 properties were designated in 1993.
- In 1995 the Red Rose Tea building was designated.
- In 2007-2009 more Heritage Conservation Areas were designated: King Street East, King Street West, Torryburn (Rothesay Road), Princess Street, Lancaster Avenue, and the Brunswicker/Ordinance Building.
- Heritage Properties designated under the protection of the Saint John Heritage Conservation Areas By-law: **520**

Heritage Grant Program:

- Individual Heritage Grant of up to $7,500.00 may be awarded to a property owner who undertakes eligible conservation and maintenance work. Owners may reapply each year.
- In 2016, the City awarded $91,550.00 in Heritage Grants; this was matched by $667,800.00 private investment in Heritage Conservation projects. This is a **7:1 Return on Investment**.
- Since 2006, the City has provided over **$1,475,000.00** in funding through the Heritage Grant Program.
- The *Heritage Grant Program* is an incentive program designed to encourage property owners to meet the spirit and intent of the *Saint John Heritage Conservation Areas By-Law*. Heritage Grants are not construction subsidies; they are intended to assist owners to retain

traditional materials and details of character-defining elements and, if necessary, replace them with new components, matching the original materials and profiles.

Grant Program Objectives

Primary:

- To encourage retention of designated heritage buildings and their character-defining elements, including their materials and details;
- To maximize conservation of the character-defining elements of designated heritage buildings using an approach of: understanding, documenting, planning (for proposed use) and then intervening.

Secondary:

- To create employment opportunities for the citizens of Saint John;
- To discourage demolition of designated heritage buildings;
- To reduce waste and the impact on the environment by demonstrating that the greenest building is one that already exists;
- To encourage owners to undertake necessary but costly major conservation projects.

How does Heritage Conservation help a community?

- **Increased employment** – Heritage conservation projects can spend up to 70% in labour costs, labour that is most often hired locally, which keeps these dollars in the community.
- **Saved extensive costs of new services** - by utilizing existing infrastructure
- **Increased community pride** - Saint John has received a number of heritage related awards, including the *Prince of Whales Prize* from the Heritage Canada Foundation, 2002.
- **Discouraged demolition** - by reducing construction debris, saved extensive costs of landfill - typically 30% of landfill is demolition and construction debris.
- **Encouraged tourism** - Saint John's heritage architecture has been identified in a tourism study as what the majority of visitors like most about our city.

Growth in the Heritage Areas:

- In the first 20 years since the establishment of the Heritage Conservation Areas, the average taxes contributed by properties within heritage areas increased 62% more than those located outside of them. (Goes back to the early 1980's)
- Since 2005, the assessed value of heritage buildings in the Central Peninsula has **doubled**, representing roughly $150,000. This increase is 21% greater than that experienced by pre-war buildings outside of the Heritage Conservation Areas.

Development Incentive Grants for Buildings in the Central Peninsula, including some Heritage Areas:

- In 2016, the City awarded roughly $275,000 towards the rehabilitation of heritage and pre-war buildings in the Central Peninsula through its Development Incentives and Beautification Grant Program, leveraging millions in private sector reinvestment.
- The City offers between 5-10% of project costs, up to $182,500 for projects that reinvest in vacant upper floors and vacant pre-war buildings in the Central Peninsula.
- The City offers 35% of project costs, up to $6,000 for property owners looking to improve the facades of pre-war buildings outside of the Heritage Areas. In 2016, the City has already awarded 16 grants worth $45,000, and are still accepting applications.

Demolitions via Vacant Buildings Program:

- From 2010 to 2016, about 140 buildings were demolished by owners or by the City under the Dangerous and Vacant Buildings Program; **4** buildings were in Heritage Areas.

Suggested social media: #heritageSJ

Appendix L: “Older, Smaller, Better: Preservation Green Lab, National trust for Historic Preservation. 2014

Older, Smaller, Better
Preservation Green Lab, National Trust for Historic Preservation
2014

The study looked at 50 cities across the United States to understand the role that historic buildings (those built prior to 1945) play in promoting positive economic, social and cultural activities. Using spatial analytics, the study overlaid a 200 x 200 metre grid over mixed use areas each city centre. The grid served two purposes: 1) it generally replicated the size of a city block and 2) it allowed an ‘apples-to-apples’ comparison of statistical information.

Across the 50 cities, the findings were generally the same. Notably that blocks containing a mix of older, small buildings of diverse age support greater levels of positive economic and social activity than areas dominated by larger, newer buildings. Other findings include:

- Older, small buildings provide flexible space for entrepreneurs and small-business owners. Moreover, the small-business owners are more likely to be women or minorities. These types of buildings also support the creative economy with businesses in media production, software publishing and performing arts.
- Streets and blocks with a mix of small, old and new building have a higher proportion of non-chain restaurants and retailers than areas with new, larger buildings.
- Older mixed use area contain ‘hidden density’. In many cities, areas of smaller, older buildings have higher population densities and more businesses per square foot than areas of large, new buildings.
- Young people love old buildings. In several cities, the median age of residents in areas of older, smaller buildings is lower than areas with predominantly new buildings.
- Nightlife is most alive on streets with a diverse range of building ages.

The study suggests general planning and development principles:

- Focus on streets and blocks rather than individual buildings.
- Realize the efficiencies of older buildings and blocks. Older buildings tend to have mixed daytime and nighttime uses, common entrances and shared services. Codes and regulations that limit these uses should be reviewed and revised to encourage the efficient use of older, smaller buildings.
- New and older buildings should be fit together on a human scale. Variety of building age, including new construction, should be encouraged because it promotes blocks that thrive. The scale of the new construction is important and new infill of be of a compatible size and scale to the older buildings.
- Neighbourhoods should be encouraged to evolve. Successful areas tend to be those than have evolved over time, adding and subtracting buildings incrementally rather than comprehensively and all at once.
- Vacant and underused buildings contain density that should be unlocked. Outdated zoning, parking requirements should be reviewed and revised. Permitting and approvals processes should be streamlined. Incentives and financing programs should be created to assist small-scale projects.

Boston Summary (population 667,137, Est. 1822)
89,910 buildings in study area
    - 53% built pre-1920
    - 24% built 1920-1945

- 11 % built 1945-1967
- 11% built 1967-2017

In Boston, compared to areas with large, new structures, character-rich blocks of older, smaller, mixed-age buildings contain:

- More than twice the population density
- 61% more jobs in small businesses and 54% more jobs in new businesses
- 62% more women and minority-owned businesses

San Francisco Summary (population 864,816, Est. 1850)

168,843 buildings in study area

- 32% built pre-1920
- 39% built 1920-1945
- 21% built 1945-1967
- 8% built 1967-2017

In San Francisco, compared to areas with large, new structures, character-rich blocks of older, smaller, mixed-age buildings contain:

- 78% greater population density
- 55% more jobs in small businesses and 54% more jobs in new businesses
- 50% more people of colour

Portland, Maine (population 66,881, Est. 1786)

17,354 buildings in study area

- 38% built pre-1920
- 18% built 1920-1945
- 20% built 1945-1967
- 23% built 1967-2017

In Portland, compared to areas with large, new structures, character-rich blocks of older, smaller, mixed-age buildings contain:

- Nearly three times the population density
- Three times as many jobs in small businesses, and twice as many jobs in new businesses
- Four times as many women and minority-owned businesses

Appendix M: “How to Reclaim a Vacant House” Preservation Tips and Tools, National Trust for Historic Preservation (2017)

June 13, 2017

How to Reclaim a Vacant House

More:
Preservation Tips and Tools

By:
Meghan White

Breathing Lights [Link: http://www.breathinglights.com/] was a temporary public art installation, held in October and November of 2016, in which the interiors of vacant houses in Albany, Schenectady, and Troy, New York, were lit with lights that mimicked the rhythm of human breathing. Its purpose: to change people's perceptions of vacant buildings and to bring attention to the need to revitalize these structures and their communities.

To help people in the communities see high vacancy as opportunity, cities that held the Breathing Lights exhibits also held building reclamation clinics. Open to the public, these one-day clinics took attendees through the steps from finding a vacant house, to financing a rehabilitation, and establishing end goals for the houses. Here, we've summarized their work into a step-by-step toolkit.

1. Consider what you would for a typical purchase.

Delve into the neighborhood culture; proximity to work, school, and shopping; and current and future size of your household. These may seem like common sense, but taking the time to really consider these can guide you in the right direction and give you confidence in your choice.

2. Know what will need to be done for a rehab purchase.

Vacant structures will more than likely have problems from neglect, such as leaky roofs and broken windows. Ask these questions: How much work will need to be done to make it habitable? How much cash will you need upfront? Can you live in the house while work is being done? What will the schedule for design, removals, approvals, and construction look like? Our Starter Kit series [Link: /starter-kit-stories] helps you think through these questions in detail.

3. Check out financial incentives.

Owning a historic house qualifies you for several financial incentives [Link: /preservation-tips-tools-how-to-fund-your-preservation-project] that could significantly reduce your financial burden. Consult your State Historic Preservation Office to determine whether you qualify for state or federal historic tax credits. Also look into grants your city offers for affordable housing, building rehabilitations and facade improvements.

4. There will be a lot of people involved in the reclamation process.

When considering purchasing a vacant property, there are a number of people who will be involved in the process of reclaiming a vacant building from start to finish. Your "team" could include architects, engineers, contractors, real estate agents, home inspectors, historic preservation organizations, attorneys, accountants, and estimators.

These three houses were part of the Breathing Lights exhibit.

5. Attend a class.

If this is the first property you've owned, or you want to reacquaint yourself with the financial or maintenance side, nonprofit housing organizations or housing development authorities offer classes in basic home ownership skills. Topics typically include an introductory course in budgeting, debt management, and savings. Maintenance training cover basic home repairs, such as hardware and tools, painting, weatherization, and energy efficiency.

If you're considering renting the vacant house out, you will need to take part in a landlord training course. This may cost a small certification fee, but you will be able to hear from people in the business and learn about rental management practices.

6. Find a vacant property [Link: /10-on-tuesday-how-to-find-a-historic-house] that fits your criteria.

Once you've answered these questions and completed your homework, search for the right property. Look for Land Bank signs, For Sale signs, foreclosure notices, or building permits. Use the internet to find MLS listings and scout real estate websites like Zillow. Get in your car and drive around neighborhoods. Also check out bank foreclosure lists, or visit your City Assessors Office as well as city or county auctions.

The Breathing Lights exhibit, along with public talks and clinics, allowed cities with high vacancies to begin conversations on how vacancy occurs and what the public can do about it. Though the installation is now over, the Breathing Lights team hopes that the dialogue on vacancy will continue and inspire others across the country to brainstorm creative solutions to preserve building stock [Link: /six-reasons-save-old-buildings] and create thriving communities once more.

Special thanks to the Breathing Lights team, including Susan Holland (Historic Albany Foundation [Link: http://www.historic-albany.org/]), Barb Nelson (TAP, Inc. [Link: http://www.tapinc.org/]), and Judie Gilmore (Breathing Lights [Link: http://www.breathinglights.com/]) for their expertise.

Appendix N: “At Philadelphia’s Oxford Mills, a Former factory becomes a Beacon for Educators” Preservation Magazine (2017)

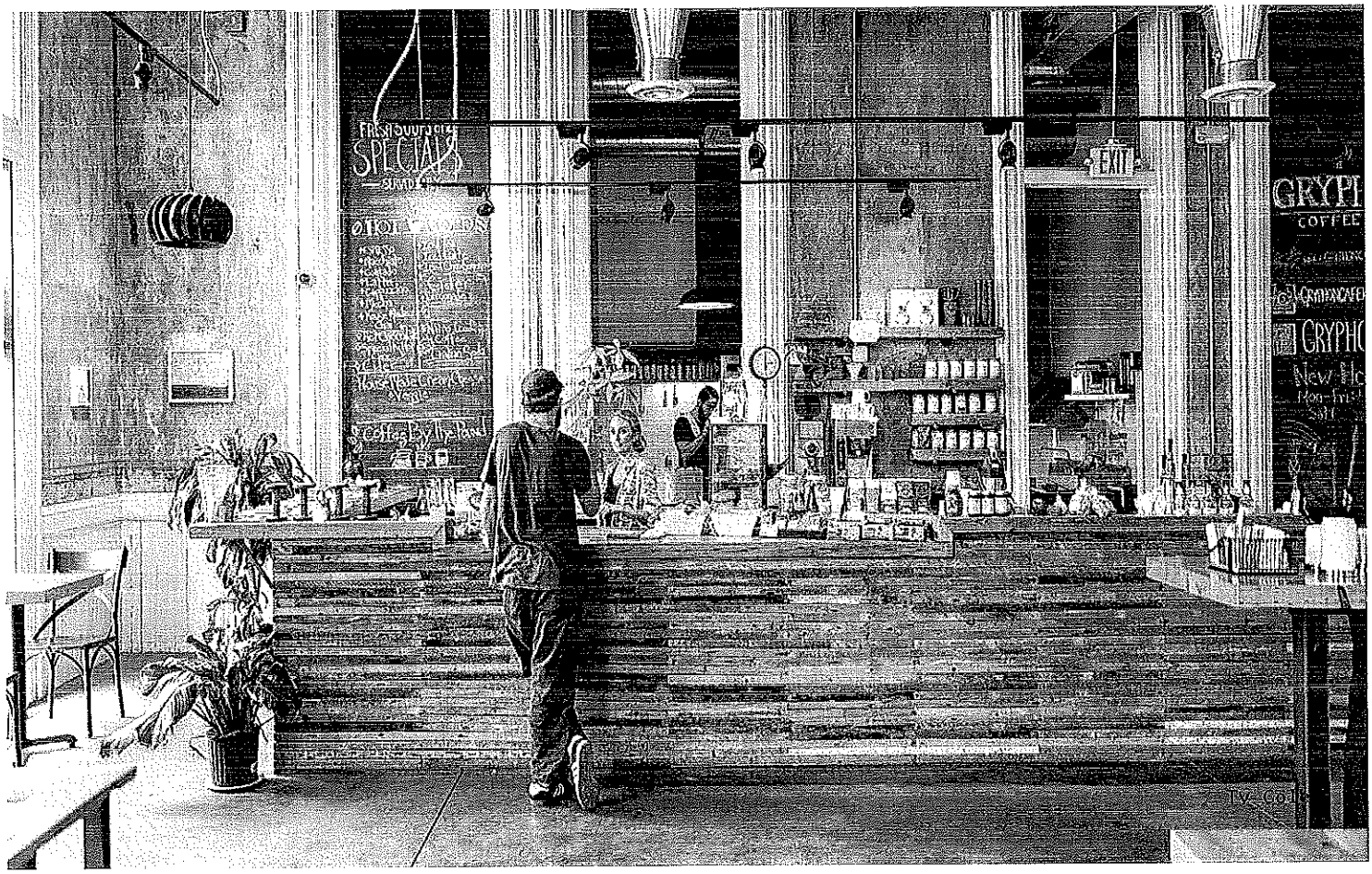
Preservation Magazine, Summer 2017

At Philadelphia's Oxford Mills, a Former Factory Becomes a Beacon for Educators

More:
Preservation Magazine

By:
Katherine Flynn

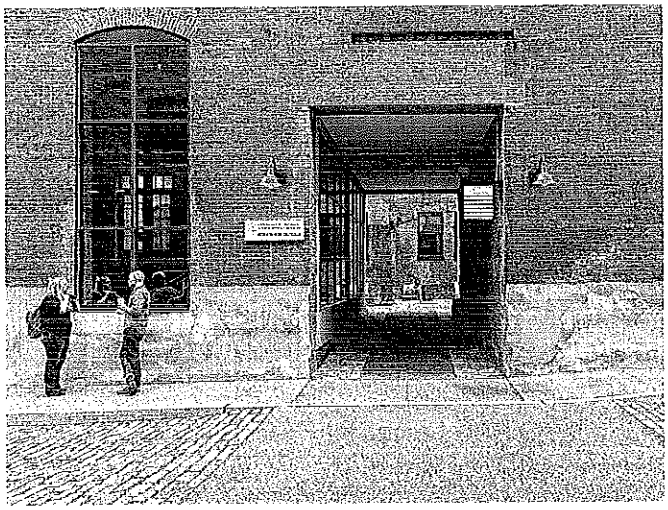
Photography:
Ty Cole



In the South Kensington neighborhood of Philadelphia, you can almost always hear the distant rumble of trains. The Southeastern Pennsylvania Transportation Authority (SEPTA) runs on an elevated track along North Front Street, one of the area's main thoroughfares; on its way uptown and downtown, it passes right below the third-story

"Our goal was to bring people together and encourage people to maybe cross-pollinate from one organization to the other," Canuso says.

Claiborne Taylor and Suzie Eliscu chat in Teach For America's Oxford Mills office.



Hope Street (foreground) divides the east and west buildings at Oxford Mills.

Over more than a century, the two masonry buildings on West Oxford Street have been at the center of change in South Kensington. Originally built as the headquarters of the Quaker City Dye Works between 1873 and 1913, the structures housed one of the biggest employers in the larger Kensington neighborhood at the turn of the century. The firm manufactured dye, cotton and woolen yarns, and silk, gradually expanding to employ 200 workers at its peak.

More recently, starting in the 1970s, the former dye-works complex housed the Pieri Creations lamp factory. As the lamp industry moved overseas and business dwindled, however, the 175,000 square feet of space became less and less necessary. By the time Canuso and Hill scouted the property in 2011, the lamp factory had only one employee left, and the evidence of years of deferred maintenance was everywhere.

"Some people might look at it and go, 'Oh my god, this is a nightmare,' but we looked at it as all opportunity," Canuso says, laughing. "I mean, there were trees growing out of the

"We are very modern in our approach, but we're thoughtful about the history of the city that we live in," says Canuso, who grew up in nearby Cherry Hill, New Jersey. "We would much rather work with an existing building than tear something down and build something new." Hill (whose connection to the city began when he attended Temple University) and Canuso also designed and constructed the project to achieve a green building certification from Enterprise Green Communities, an initiative of the housing nonprofit Enterprise Community Partners. They preserved the building's original materials, such as hardwood floors, in as many places as they could, and used sustainably sourced and manufactured materials for brick infill and roof repairs.

D3 collaborated on the project with Seawall Development, which had developed two similarly education-focused communities in Baltimore. The team used federal historic tax credits for the $37.8 million project, and $9 million of the total cost was financed through the National Trust Community Investment Corporation (a for-profit subsidiary of the National Trust) using New Markets Tax Credits.

Hill estimates that teachers live in about 60 percent of the units, while the remainder of the one- and two-bedroom apartments are rented to tenants making comparable salaries. Because they used tax credits, Hill and Canuso could finance the project with a lower debt-service requirement, and in turn pass those savings along to Oxford Mills tenants. Currently, a one-bedroom apartment in the building goes for about $1,300 a month, and teachers receive a discount of between $200 and $400, depending on the unit.

Rodolfo Coplin has lived at Oxford Mills since 2016, and two years before that he worked in the east building as a Teach For America corps member. Now an assistant principal of operations at Woodrow Wilson High School in nearby Camden, New Jersey, the 24-year-old says he loves the easy sense of community that he encountered when he moved into his one-bedroom apartment. It has concrete floors and high ceilings, and it overlooks a central courtyard scattered with circles of chairs surrounding fire pits. In the evening, his windows are illuminated by the glow from strings of hanging lights that zigzag across the courtyard.

"Many of the people here are young," he says. "It's communal." He adds that the building's management hosts happy hours and provides breakfast at the start of each new semester, encouraging tenants to bond.

In thinking about how Hill and Canuso took the dye-works building and made it useful again, I'm reminded of a detail in a conference room that Canuso showed me on the ground floor of the west building. Behind a bank of tables and chairs stands a cast iron, load-bearing column with a brick-and-concrete base. It looks out of place in the carpeted, fluorescent-lit room; it's clearly a piece out of time, a holdover from another era. When I point it out, Canuso gets excited.

"That's what I was saying before about seeing an opportunity," he says. "Some people might say, 'That's a shame, it's kind of in our way.' For us, it was quite the opposite. We said, 'This is absolutely fantastic, how can we make it work?'"

Hill and Canuso believe that without their intervention and without the possibilities for rehabilitation afforded by historic tax credits, the complex would have continued to languish, and an essential stitch in the historic fabric of South Kensington might eventually have been irretrievably lost. Today, they're watching it live up to the potential they sensed underneath the leaky roof and the Philadelphia trees, waiting to be recognized.

Katherine Flynn is an assistant editor at Preservation magazine. She enjoys coffee, record stores, and uncovering the stories behind historic places.

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