



# City of Fredericton HERITAGE PROGRAM AND SERVICES REVIEW

Final Report

June 2023





## LAND ACKNOWLEDGMENT

The City of Fredericton is located on traditional Wolastoqey / Wəlastəkwey territory. The City of Fredericton is committed to on-going relationship building and reconciliation with First Nations, who have lived on these lands since time immemorial. The places and activities that are the subject of this document are also located on traditional, unceded Wolastoqey / Wəlastəkwey territory.





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**Natural heritage spans millions of years.  
Human heritage here spans tens of thousands of years.  
There is heritage in every neighborhood.  
The roots of tomorrow's heritage are with us today.**



# INTRODUCTION

With pressures mounting, the City of Fredericton is at a pivotal place in terms of heritage awareness and conservation. Opportunities exist for leaders and citizens to work together to achieve common heritage conservation objectives. Much has changed since the establishment of the St. Anne's Point Heritage Preservation Area and the City of Fredericton Heritage Preservation By-law. The by-law is out of date relative to its more recent enabling legislation.

The term 'heritage' means different things to different people. Understandably, attitudes regarding the term are similarly varied. There are heritage aspects to just about everything people experience: buildings, individually and in groups, and the spaces between them; geography, landforms and landscapes; scale and views; flora and fauna; the ground, above and below; spirituality; movement, settlement and social history.

Natural heritage spans millions of years. Human heritage here spans tens of thousands of years. There is heritage in every neighborhood. The roots of tomorrow's heritage are with us today.

The review process considered three broad heritage conservation tools available to the City including By-Laws and Regulations, Incentives and Awareness Building. The heritage of Indigenous Peoples, specifically the Wolastoqiyik / Wəlastəkwiyik, 'People of the Beautiful River', who have lived in this land for time immemorial, was discussed with Treaty and Aboriginal Rights Holders. As well, stakeholders, organizations and individuals were engaged.

This process was predicated on the understanding and acceptance that change is an inherent component of heritage. Experience in the heritage field emphasizes that inspired heritage conservation embraces change, thereby positively influencing the future. The City's heritage program and services need to be effective, accessible and inclusive if they are to be successful. The review process has emphasized the need for fresh commitment, continued relationship building, on-going dialogue and the accurate presentation of everyone's story.

While the City will lead, aspects of heritage awareness and conservation will be community driven and accomplished through partnerships. It is intended that the direction set can be owned by all communities so that everyone can see the City today as a product of the past and see themselves as part of its future.

The recommendations resulting from this review will help ensure that the overall character of Fredericton is maintained and enhanced and the City continues to be welcoming, attractive, thought of positively and enjoyed by all.

# REVIEW AND COMPARE

## Document Review

During this initial phase, the current state of the City's heritage program and services, planning documents and other submitted documents were reviewed. Further, a comparison to a number of other municipalities was undertaken.

Although to varying degrees and emphasis, from the 2014 Culture Plan up to and including the 2020 Municipal Plan, the City's planning documents refer to heritage character and resources, their value and conservation. Taken together, these documents clearly mandate the City of Fredericton to lead in recognizing, conserving and engaging regarding various types of heritage resources. Various secondary plans reinforce this.

## Comparative Analysis

Web reviews of twenty-two cities were undertaken including other Maritime cities, provincial capitals and US cities. Contact was made and in-depth conversations were held with heritage staff of seven of these cities including:

- Charlottetown
- Portland, Maine
- Saint John
- Moncton
- Kingston
- Guelph
- Halifax

Municipalities use similar tools, including: designation and regulation, incentives, and awareness building. However, it became clear that, while comparable at a high level, the approaches taken to heritage and heritage conservation by different cities are, to a large degree, unique. Fredericton's approach going forward will be its own.

While some, mostly larger, municipalities have increased their capacity in terms of heritage staff and program budgets, most smaller municipalities are challenged in the provision of heritage programs and services. Fredericton appears to be in line with other Maritime cities concerning per capita spending on heritage but lags significantly behind in the level of human resources with only 0.25 of one staff position focused on the heritage program and services.

To a large degree, the nature of programs and services is dependent on varying authority frameworks and programs established by other levels of government. While organizations and community-driven initiatives are involved, inevitably, it is the support for heritage conservation objectives by municipal councils that determines direction and effectiveness.

# ENGAGEMENT

The engagement process was flexible, effective and inclusive, engaging those who needed and wanted to be involved and encouraging those who may not usually participate in these processes. Aspects of the engagement process included:

- Public survey
- Discussions with Treaty and Aboriginal Rights Holders (Indigenous leaders, Elders, organizations, and individuals)
- Discussions with stakeholders, organizations, committees, individuals and municipal heritage service providers
- Public Open House

## Public Survey

The public survey ran from November 21 to December 23, 2022 with 272 respondents. The survey provided important baseline data. It also allowed respondents to provide comments and suggestions. Results can be seen in Appendix A.

## Discussions and Interviews

In addition to the public survey, numerous in-person, virtual and phone discussions were held with Treaty and Aboriginal Rights Holders, stakeholders, organizations, committees and individuals. The list is extensive and can be reviewed in Appendix B. The feedback ranged from heritage conservation is 'terrible' to heritage conservation is 'the economic model' and everywhere in between.

## Public Open House

On January 25, 2023, a Public Open House was held. It provided a great opportunity to have some in-depth discussion on many aspects of heritage, its value and approaches to conservation. Various panels, designed to elicit comments and suggestions, were on display. As with other components of the engagement phase, useful insights and perspectives were forthcoming. Panels can be viewed in Appendix C.



# ANALYSIS

## Indigenous Heritage

### Time Immemorial

Whether it is the Indigenous concept of time immemorial or the archaeological record, it is clear that Indigenous people have been part of this land for a very long time. In this regard, Wolastoqey / Wəlastəkwey knowledge and science tend to complement each other. Using traditional Eurocentric approaches regarding heritage, it is difficult to adequately express the depth of human history and long held Indigenous relationships with the river, the land and all aspects of the natural world. In depth engagement with the Wolastoqiyik / Wəlastəkwiyyik and better suited tools/approaches are required.

Through the history of colonization and subsequent periods, the relationships with land and language have been eroded and, in some cases in the past, actively suppressed. The Wolastoqiyik / Wəlastəkwiyyik of this territory have great resilience and are initiating actions to restore the Wolastoqey / Wəlastəkwey language and strengthen traditional connections with the land. To a large part, the heritage presented to citizens and visitors focuses on the British Colonial and early Post Confederation periods. The complete story of the Indigenous experience before, during and after those periods needs to be presented. This will bring greater balance to how Wolastoqey / Wəlastəkwey Indigenous heritage is portrayed fostering critical engagement on heritage issues while enhancing interpretation of the heritage of the British, Acadian and other cultural groups.

Other opportunities that exist include the following:

- Educational components in City heritage activities that recognize and inform about Peace and Friendship Treaties, Treaty and Aboriginal Rights as well as, ancient Wolastoqey / Wəlastəkwey oral traditions of the Fredericton region
- Acknowledging and recognizing significant Indigenous people and places, including, but not limited to, the story of Gabriel and Mary Acquin, the founding of St Mary's (Sitansisk) and early paleo shorelines
- Increasing Indigenous presence and involvement in activities downtown and in the Garrison District, such as related theatre, artistic performances, art and self-guided tours



The Community Inclusion Office and First Nation Relations explore and nurture initiatives and opportunities to foster meaningful relationships with Sitansisk and the other Wolastoqey / Wəlastəkwey communities in New Brunswick. Through these efforts, aspects, opportunities and directions, the heritage of Indigenous People can continue to be explored together in meaningful and respectful ways with the Indigenous community, Sitansisk Chief and Band Council, Wolastoqey Grand Council, Grandmothers, Elders, Knowledge Keepers, Wolastoqey Nation in New Brunswick and others.

A broader understanding of Wolastoqey / Wəlastəkwey Indigenous knowledge and world views, acknowledged in the words 'All my relations', will benefit everyone as climate change and other challenges are faced together.

### **Wolastoqey / Wəlastəkwey**

Within various aspects of the municipal realm, the City of Fredericton use Wolastoq when referencing the river that flows through it. This can lead to fully supporting the wider acknowledgement that the river is Wolastoq / Wəlastəkwey. Also, further naming, signage and language-related opportunities can be identified throughout the city.

In 2013, the 400km portion of the St. John River in New Brunswick was designated a Canadian Heritage River. As a next step, working with Treaty and Aboriginal Rights Holders, the St. John River Society, the Province and others, consideration could be given to changing this designation to reflect the name Wolastoq / Wəlastəkwey.

#### **RECOMMENDATION**

- Through the Community Inclusion Office and First Nation Relations:
  - Continue to explore together with Treaty and Aboriginal Rights Holders approaches to the presentation of the heritage of Indigenous People in what is now the City of Fredericton and the region
  - Identify Wolastoqey / Wəlastəkwey naming, signing and language opportunities including the wider acknowledgement of the river as Wolastoq / Wəlastəkwey

*'All My Relations is an acknowledgement to our ancestors and to all creation for the lives we have. These words express our social and spiritual concepts of understanding that each and every life depends on all other beings (animate and inanimate) for survival here on Mother Earth. Embedded within this concept is the reality that all creation is interconnected and interdependent upon one another as a collective. The collective includes future generations as well as the present and past so this concept of All My Relations has relevance throughout the temporal and spatial dimensions of Wabanaki life and spirituality.'*

- Cecelia Brooks, with the wisdom and generosity of our Wabanaki Community Elders

## Natural Heritage

The overall physical character of the City, including landform, built heritage, natural and cultural landscapes, the river and vegetation have been highlighted as an important aspect of its heritage character and sense of place.

The City and region's geography is, in large part, a result of geological activity over millions of years. From a Wolastoqey / Wəlastəkwey perspective, some geography was reshaped by Klouskap, the Wolastoqi / Wəlastəkwi cultural hero, and his interactions with Giant Beavers, a species that has been extinct for millennia. Both perspectives tell amazing stories. There are related local sites, collections and expertise here, including at the University of New Brunswick, Geological Survey of Canada, the Fredericton Region Museum, the New Brunswick Museum and Stonehammer UNESCO Global Geopark. The retreat of the Ice Age led to the lands and waterways where Indigenous People have lived for at least 13,500 years.

The environmental concerns of a few decades ago have evolved into a broad acceptance that Climate Change is real. Learning from Indigenous knowledge may positively inform perspectives about the land and water.

Parks, green spaces, the urban forest and the river are substantial components of the City's heritage, character and lifestyle. As a pedestrian system flowing citizens and visitors to and along the City's waterfronts and through its vibrant areas and historic neighbourhoods, much of the trail system, land and bridges are, in themselves, part of the City's transportation history.



## Cultural Layers and Social Movements

The City's significant Acadian heritage, including early relationships with Indigenous people, has been under-represented. No substantial above ground evidence of Fort Nashwaak or the settlement of Point Ste Anne remains.

Recently, along with Indigenous material, significant archaeological resources related to the Acadian period have been discovered as part of the archaeological assessment at Officers' Square. In partnership with Acadian heritage organizations, Le Centre communautaire Sainte-Anne and the Fredericton Region Museum, this and other known sites provide opportunities to better acknowledge and present Acadian heritage.

Within the Garrison District, provincial and national historic designations speak to the City's built heritage and military history. With the astounding collection of built heritage from the overlapping British Colonial and early Post Confederation periods including Officers' Square, the Officers' Quarters, Soldiers Barracks as well as other landmark buildings, period residential built form and the town plat layout, it is somewhat understandable that heritage interpretation and presentation, as well as tourism promotion has, for a large part, focused on these periods. Consistently, the clear message has been that, while these periods need to be presented, it is crucial that it be balanced with the truthful and complete interpretation of the Wolastoqey / Wəlastəkwey experience during these times.

Black History is strong in Fredericton, the region and the Province. The Black History Society and other Black cultural organizations have been successful at bringing Black history and heritage to the fore. The City can complement these efforts by working with the Black History Society and other organizations, Fredericton Region Museum and others identified to recognize, commemorate and tell the stories of significant people, places and sites, as well as facilitating greater involvement by the Black community in civic activities.

Similarly, sites can be recognized, historical figures acknowledged and more stories told related to Scottish, Irish and other cultural layers. It goes without saying that arts, music and literary heritage all provide great opportunities to celebrate the City, its contributions and all its people.

Running through the cultural layers and mix are, of course, numerous important social movements including but not limited to Civil Rights, the Women's Movement, the rights of LGBTQIA2S+ peoples, as well as the struggles of Indigenous people to survive colonialization and to have their Treaty and Aboriginal Rights recognized. Similar to cultural layers, there are people, events and places that speak to these movements.

### RECOMMENDATION

- Jointly through Heritage and Urban Design, Community Inclusion Office, First Nation Relations and Recreation, Tourism and Community Development, work with cultural groups and organizations to:
  - Acknowledge, celebrate and present all layers of cultural heritage and significant social movements
  - Tell complete stories
  - Recognize significant buildings, people and places related to Treaty and Aboriginal Rights Holders, cultural groups and social movements

## Digital Library

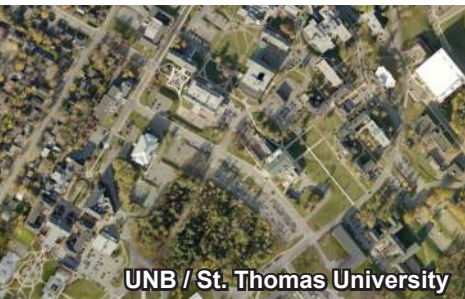
Information regarding heritage resources in the City are widely dispersed and are in different formats. Some areas have been previously inventoried, studied and recognized at different levels. While preservation area designation did not follow, this material is still relevant.

It is understood that various organizations and individuals have collected information and stories on buildings and places. The list of Provincial and Federal designations and the Local Historic Places Register are, in essence, inventories as well. It would be useful to bring this information together and supplement it with new inventories undertaken as components of future planning exercises to create a complete city-wide inventory of heritage resources.

A digital library, created and maintained through the City or another identified entity, could hold and make accessible this information as well as heritage material related to cultural layers and social movements.

### RECOMMENDATION

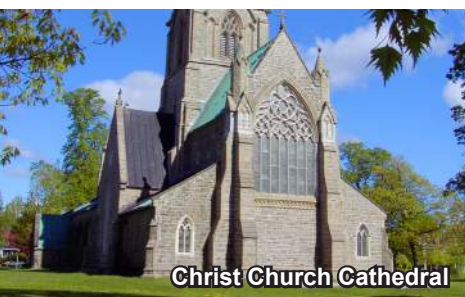
- Through the City or another identified entity, with existing and verified inventories supplemented through future planning exercises, begin to build and maintain a comprehensive digital library of heritage resources and other heritage material



UNB / St. Thomas University



NB College of Craft & Design



Christ Church Cathedral

## Post-Secondary Institutions and Faith Communities

Post-secondary institutions, schools and faith communities are a major component of the history, heritage and character of the City of Fredericton.

The New Brunswick College of Craft and Design adds energy, life and creativity along Queen Street. The University of New Brunswick, St. Thomas University and New Brunswick Community College step up the Hill and K-12 schools dot the urban landscape. Beyond their significant built heritage, Faith Communities throughout the City add to the social and spiritual heritage of Fredericton.

There are numerous opportunities to recharge relationships with these institutions for the benefit of all. These can include partnerships related to built heritage recognition, technology, awareness building, inclusion, community activity and other aspects of life in the City.

### RECOMMENDATION

- Through a variety of City departments and divisions, Fredericton Heritage Trust and others, pursue greater relationships and beneficial partnerships with post-secondary institutions, schools, faith communities and others identified

## Heritage Program and Services Capacity

Currently, the City lists the following as its heritage program and services:

- Heritage approvals
- Heritage by-law designation
- Local Historic Places Register
- Heritage planning studies or processes
- Arts, culture, and heritage funding program
- Heritage interpretation and tours
- Other “informal” heritage services

It should also be noted that, while primarily delivered by Heritage and Urban Design, others are involved in the provision of the heritage program, services and activities. These include Community Inclusion Office, First Nation Relations and Recreation, Tourism and Community Development and Engineering and Operations.

Considering its present HR allocation of .25 of one staff position, which lags significantly behind most cities compared, Heritage and Urban Design’s provision of the heritage program and services is commendable. However, as currently staffed, it does not have the capacity to accomplish all its present heritage responsibilities.

To begin to address the present capacity issue and to begin the implementation of the recommendations presented here, at least one full time position needs to be added to Heritage and Urban Design with responsibilities devoted solely to the heritage program and services.

This will allow for increased provision of expert advice and clarity around regulations and design guidelines based on ongoing dialogue.

### RECOMMENDATION

- Increase heritage staffing by adding one full-time position to be better able to provide the necessary level of service and expert advice and to begin to implement the recommendations presented here



## Evolution of the City and Landmark Structures

In addition to those highlighted previously, the City and its built form have evolved through a number of epochs, expansions and design approaches including:

- Wars and Depression Years
- Industrial Fredericton
- Post War Housing and Development
- Amalgamation 1973
- Increasing Population and Changing Demographics
- New Neighbourhoods
- Architectural Design Innovation and Adaptation
- New Retail Centers

Fredericton is fortunate to have retained a number of significant landmark buildings, structures, places, religious built heritage and transportation infrastructure from these epochs.

Several landmark buildings presently have some level of designation or recognition. For others, it is important to work with owners to increase awareness of community value and consideration of the appropriate types of recognition.

Many of these still serve their original purpose. Some have been successfully and sustainably re-purposed. Others provide great opportunities for the same. This is very encouraging. There will be opportunities for the City to facilitate significant re-use projects, led by others, where there is rationale in doing so either to advance the project or strengthen the viability of it. In these instances, the project outcome must be sustainable, accessible, and there will need to be clear benefit to taxpayers.

The City has recently designated the Lemont House under the heritage by-law. The City can continue to show leadership in this regard by designating other municipally-owned heritage buildings, structures, parks and places including City Hall and Phoenix Square, William L Barrett Water Treatment Plant and others.

### RECOMMENDATION

- Continue to show civic leadership by designating municipally owned landmark buildings, structures and places including City Hall and Phoenix Square, William L Barrett Water Treatment Plant and others



## Communication, Dialogue, Involvement and Learning

In terms of communications and dialogue, it is fair to say a degree of polarization has developed that is hindering the success of heritage awareness and conservation activities. A strategy to ensure increased citizen engagement, effective communication in all directions and on-going dialogue regarding heritage resources, character, value and conservation is required to address this and to begin to implement the recommendations in this report.

The first step would involve one or more facilitated sessions, convened by the City, for heritage players to engage in positive, constructive dialogue with the objective of clarifying roles and resetting relationships. The strategy should consider approaches to optimizing the role of Fredericton Heritage Trust, Fredericton Region Museum, Treaty and Aboriginal Rights Holders, heritage and cultural organizations, communities, developers, volunteers and subject matter experts.

There is a need to reinforce positive public attitudes embracing the social, community, educational and economic benefits of heritage character and conservation. Through the review process, the assumption that younger demographics are, generally, not that interested was proven false in many ways. When students at all levels learn, they care.

Expanded heritage web presence using current technology, such as mapping layers, timelines and game-based learning applications will encourage multi-generational engagement.

In learning and awareness building, the value of theatre and the arts has been effectively utilized and will continue to be going forward.

### RECOMMENDATIONS

- As a first step in improving on-going dialogue and communications, convene a facilitated session, and more if required, for heritage players, including Treaty and Rights Holders, Fredericton Heritage Trust and others, to engage in positive, constructive dialogue with the objective of clarifying roles and resetting relationships
- Develop a strategy for on-going dialogue resulting in better communications, awareness building, multi-generational engagement, increased involvement and community initiative that will be required to reach heritage conservation objectives



## Capital Character

Fredericton became the Capital of New Brunswick in 1785. As such, there is a degree of shared connection by all New Brunswickers. This comes with a responsibility to lead the Province in heritage conservation ensuring the City's overall character is, while evolving, maintained by best practices and enhanced by great design. This will leverage image, visitorship, density and economic and social objectives.

The Legislation Assembly Block and the larger Capital District speak to this role. This is complimented by the adjacent Cathedral District. The Federal and Provincial governments, as owners of significant heritage properties, are important players and must do their part. Various departments and agencies play crucial roles related to National Historic designations and Provincial Heritage Place designations and the accompanying regulatory process. Further, the Federal and Provincial government need to offer useful and effective built heritage conservation programs.

Other areas add to the heritage character of the Capital. The Town Plat still retains much of its original character and charm. With landmark buildings framing views of the river and remaining intact commercial blocks along Queen Street and environs, all animated by citizens, artists, theatre and visitors, the downtown area is a fascinating place in which to visit, live, work, learn, and socialize.

It is accepted that change is a given and development is essential in meeting many municipal objectives. However, while developers express mixed feelings regarding built heritage conservation, development or re-development can both express new design approaches and be sympathetic to heritage and sensitive to character. Great design is always the objective. Scale, massing, materials and accessibility must continue to be important considerations. River views and access to it, on both sides, are paramount.





**11/ Heritage Resources Inventory**

- Significant
- Character Contributing
- Non-Contributing

## Heritage Conservation By-Law

With a few amendments, the City of Fredericton Heritage Preservation By-Law, By-Law No. L-4, has been in place since 1984, predating the current enabling Legislation. A new City of Fredericton Heritage Conservation By-Law needs to be created that is in line with the intent of and municipal authorities enabled in the Heritage Conservation Act. The Preservation Review Board would be re-branded as the Municipal Heritage Board with roles, in line with Section 53 of the Act, as follows:

- Inform, advise and recommend to Council on all heritage matters and heritage resource management
- Provide substantive input into decisions related to demolition and/or new development in or otherwise impacting identified heritage areas and/or heritage resources
- Consider and recommend further conservation tools
- Develop heritage policies and advise on any other heritage conservation matters

It will be crucial for the new Municipal Heritage Board to have the involvement of appropriate expertise and representation as outlined and intended by Section 47 of the Act. Further, Wolastoqey / Wəlastəkwey representation is essential and can be explored with Sitansisk and/or Wolastoqey Nation in New Brunswick.

The enactment of the new by-law and establishment of the new board will also result in the drafting of new design guidelines.

### RECOMMENDATION

- Create a new City of Fredericton Heritage Conservation By-Law, and corresponding new design guidelines, in line with the municipal authorities enabled under Heritage Conservation Act including an expanded role for a new, re-branded Municipal Heritage Board

## Acknowledgement, Recognition and Designation

The City of Fredericton is rich in historic areas, unique neighbourhoods and heritage buildings and places. Beyond the very recent designation of the Lemont House, and while some areas have been studied and proposed for designation, there have been no designations under the by-law in quite some time.

In light of the level of heritage value and benefits and the pressure on its heritage building stock, the City should engage property owners and Downtown Fredericton Inc. in a conversation regarding the designation of selected intact blocks and buildings in the Queen Street/King Street/York Street downtown area under the new City of Fredericton Heritage By-Law.

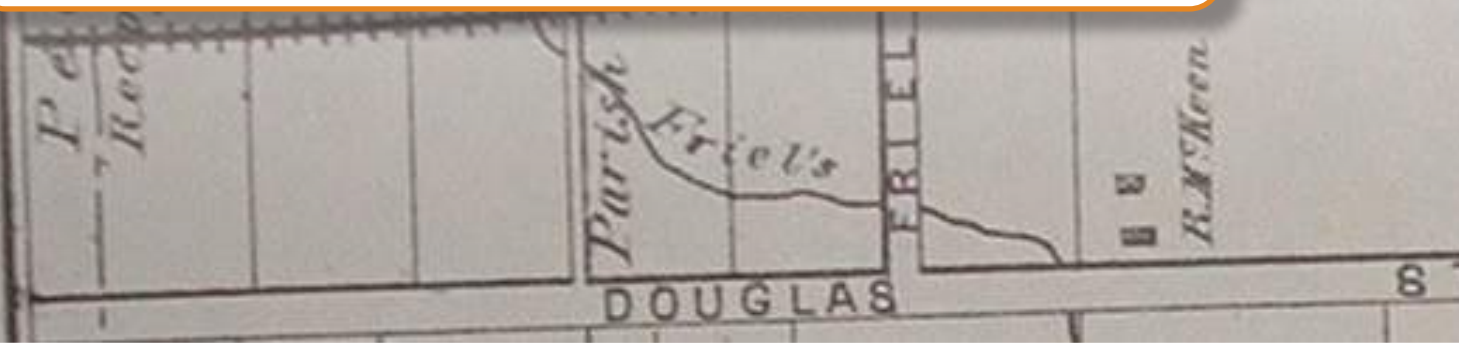
Further, the new heritage by-law should include the establishment of an intermediate, non-regulatory level of recognition, applicable to historic/heritage neighbourhoods, areas, buildings, building clusters, streetscapes, structures and places.

Previously studied historic areas and newly identified areas could, going forward, be defined, described and afforded this honourific level of recognition. This concept builds on Established Neighbourhood Designation as described in the City's current municipal plan. Ongoing communication, dialogue, information exchange emphasizing the positive elements of recognition and a range of community building activities over time could lead to consensus and subsequent designation through by-law. Street and area signage and publicly presented area/neighbourhood history could be employed to emphasize and celebrate their value and uniqueness.

Ideally, perhaps through the establishment of neighbourhood committees, much of the initiative and activities in this regard could be community driven. For places with this intermediate, non-regulatory level of recognition, heritage and community character must be a prime consideration as the City reviews proposed developments in the area or directly adjacent to it. As proof of concept, St. Mary's Ferry and the West Town Plat, which will be inventoried as part of the upcoming South Core Secondary Plan, could serve as pilot projects.

### RECOMMENDATIONS

- Engage with property owners and Downtown Fredericton Inc. in a conversation regarding the designation of selected intact blocks and buildings in the Queen Street/King Street/York Street downtown area under the new City of Fredericton Heritage By-Law
- Develop and institute a new, intermediate, non-regulatory level of recognition under the new City of Fredericton Heritage By-Law for identified heritage neighbourhoods and areas, buildings and places
- As pilot projects, consider affording this honourific level designation to the St Mary's Ferry neighbourhood and, as part of the upcoming South Core Secondary Plan, similarly consider areas of the West Town Plat



## Insurance Issues

By far, the single most expressed concern regarding heritage designation or listing is the difficulties in getting insurance and the cost of it. These concerns are real and understandingly cause serious pause on the part of property owners when considering what comes with heritage designation. From discussions with the insurance industry at all levels, it is fair to say that insurance costs for older buildings, designated or not, are likely to continue to increase for the foreseeable future, and incrementally more for heritage designated and regulated buildings.

Insurance issues are complicated. Many insurers will not quote on any properties in New Brunswick due to the small size of the market. Insurers that will quote base their rates on aspects such as risk and replacement value. Further, the cost and supply of materials is a growing concern. While the needed skilled trades exist in the area, it is felt that availability is sometimes difficult.

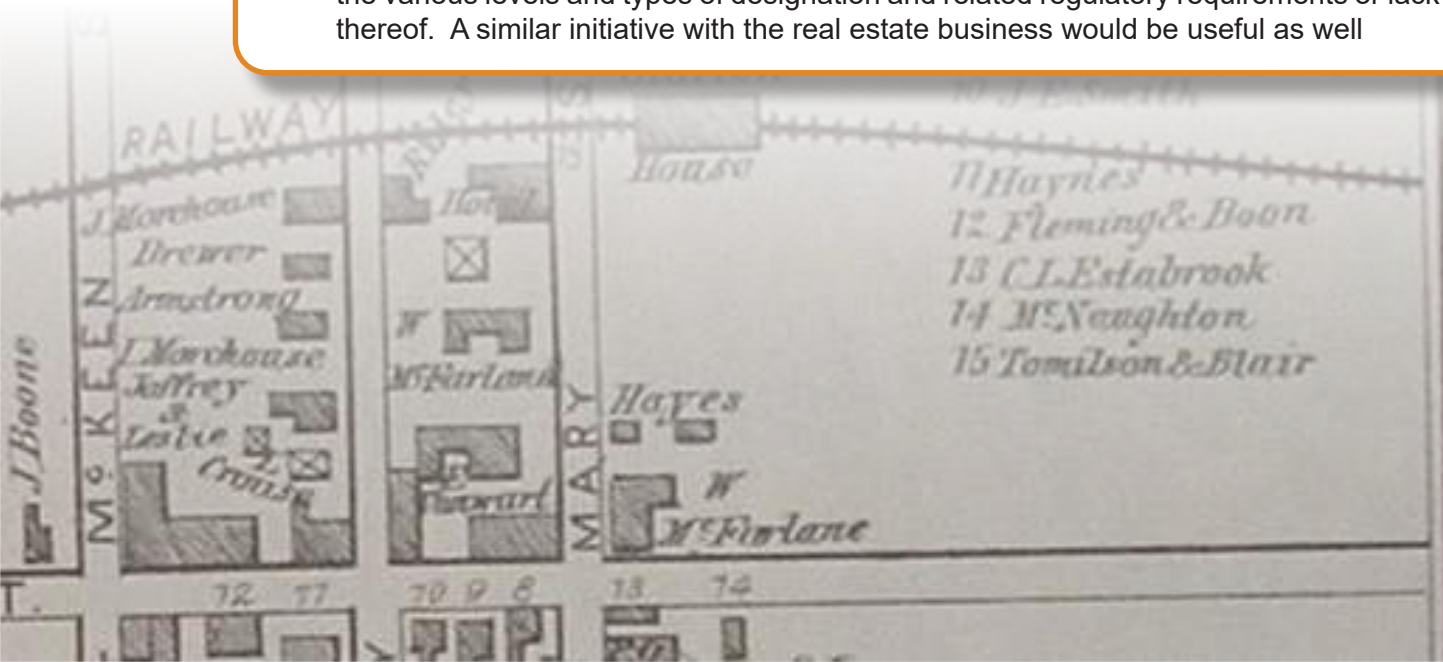
Although differing in nature somewhat, insurance issues related to designated properties have been around for at least a couple of decades. Then, as now, there are multiple misconceptions on the part of the Insurance Industry that contribute to the situation. These include misunderstandings related to municipal designation and regulatory requirements. Further, while listing on the Provincial/Canadian Register of Historic Place come with no requirements for owners, it is sometimes confused with Provincial Heritage Place designation which has a regulatory process around it.

The National Trust for Canada has established a task force to look for solutions at a national level. However, if there is to be hope for an improved situation here, it will involve working with other New Brunswick municipalities in considering some level of standardization related to municipal heritage designation and accompanying requirements on owners, as well as working with the insurance industry and the Provincial government.

While heritage designation should be seen as a positive in the real estate world, these issues also impact the real estate business related to the buying and selling of designated or listed properties.

### RECOMMENDATION

- In conjunction with other New Brunswick municipalities, brokers, insurers, the insurance industry and the Province, create a task force with the objective of ensuring clarity on the various levels and types of designation and related regulatory requirements or lack thereof. A similar initiative with the real estate business would be useful as well



## Incentives

Heritage and heritage conservation must be seen as an opportunity, not just an obligation. Incentive programs can be useful in this regard. With a number of variations, incentives can include financial grants, cost recovery, tax-based incentives and in-kind support. Incentive programs are typically developed based on the nature and makeup of designated areas.

Incentive programs need to be balanced, fair and designed to meet clear objectives. To be fully effective, municipal incentive programs need to mesh with programs offered through the Provincial and Federal governments.

Property tax incentive programs have great potential. In conjunction with other New Brunswick municipalities and the Province of New Brunswick, the City should seek clarification and, if necessary, the creation of a legislative framework that allows for the development of effective property tax-based built heritage incentive, or disincentive, programs by municipalities.

The social benefits of heritage conservation are subtle. The economic benefit is real and more readily apparent. In heritage neighbourhoods, buildings that become more financially viable through different usage, can be part of the City's efforts to increase density, strengthen inclusion, provide affordable housing as well as build public support for heritage conservation. There may be opportunities to incentivize this activity.

The City should consider the development of a program to incentivize investment in heritage buildings that have demonstrated a lack of economic purpose and financial viability, thereby working towards implementation of the Municipal Plan while ensuring their longevity. Lemont House and Saint John the Evangelist Church are examples of where this type of program could be effective.

### RECOMMENDATIONS

- In conjunction with the Province and other New Brunswick Municipalities, investigate opportunities and the necessary legislative framework allowing municipalities to develop effective property tax-based built heritage conservation incentives
- As a future consideration, develop a program to incentivize investment in heritage buildings that have a demonstrated lack of economic purpose and financial viability, thereby working towards implementation of the Municipal Plan and ensuring their longevity

## Fredericton Region Museum and Other Institutions

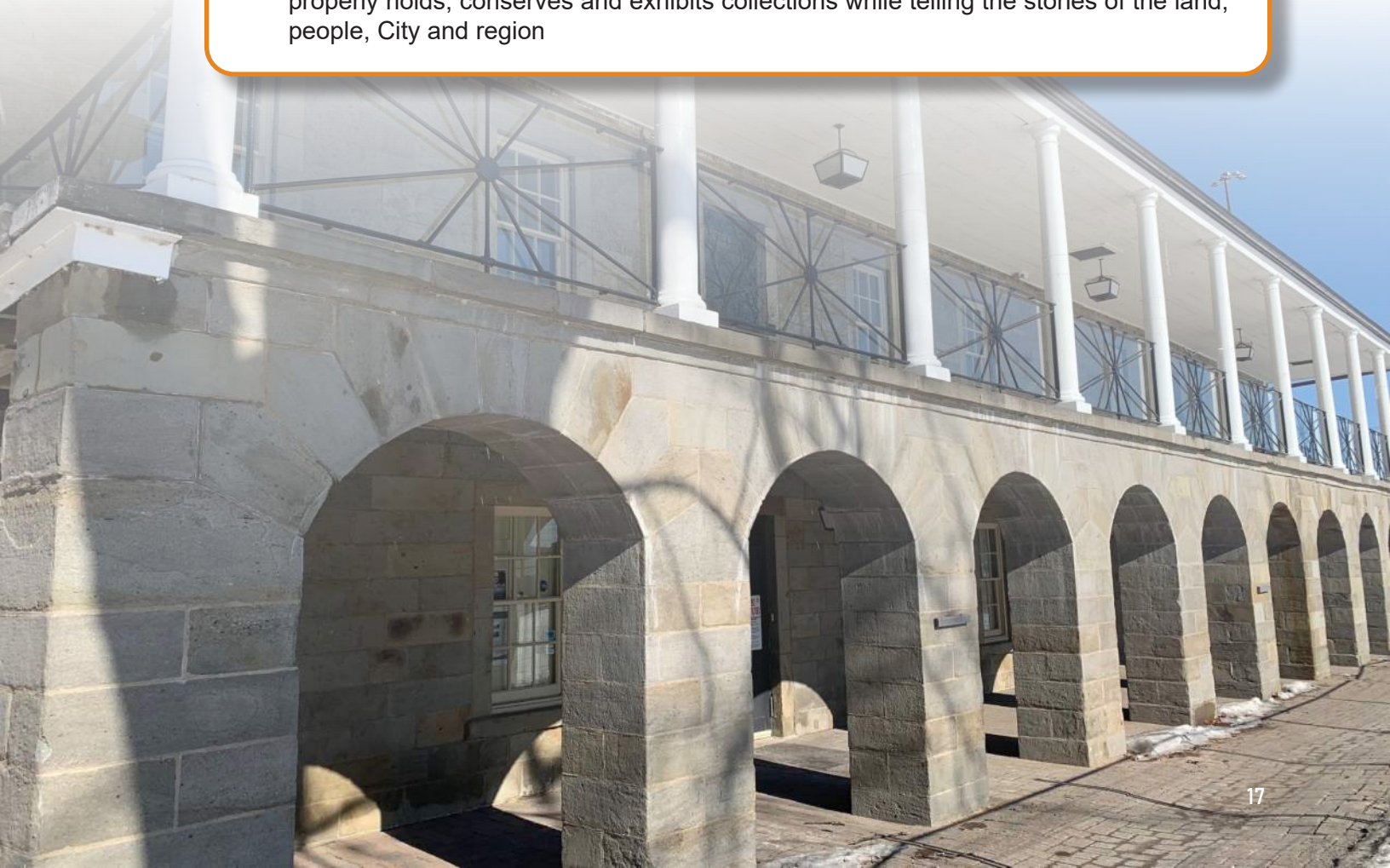
As the primary collecting, conserving and interpreting institution in the City, the Fredericton Region Museum's value cannot be overstated. While the museum has great social, educational and economic potential, presently it cannot adequately store, conserve and exhibit collections, despite the best efforts of staff and board. Among other issues, temperature control issues are not adequate for collections or staff and limited access to upper storeys impacts visitors and visitorship.

Understanding that the City is presently involved with a number of large capital projects, including a new Performing Arts Centre and aquatics facility, planning should begin towards a modern Fredericton Region Museum to meet public expectation, be functional and tell the stories of this land, its people, the city and region. Treaty and Aboriginal Rights Holders and cultural and social groups need to be involved.

Other important institutions including NB Sports Hall of Fame, Science East, Charlotte St Arts Centre, Boyce Farmers Market and others throughout the City that provide significant cultural contributions, as well as Kings Landing, should be part of the conversation.

### RECOMMENDATION

- Liaise with the Fredericton Region Museum, Treaty and Aboriginal Rights Holders, cultural institutions and social groups in the City to begin to explore the creation of a modern and functional signature civic attraction that meets public expectation and properly holds, conserves and exhibits collections while telling the stories of the land, people, City and region



## Archaeology

In the survey, many felt that collections and historic objects were of a high priority. This includes archaeological collections. Archaeology also includes archaeological assessments and investigations which inform science, mitigates impacts related to development activity and can complement aspects of Wolastoqey / Wəlastəkwey knowledge. Archaeological collections and activity have great potential for engaging citizens and visitors and being a vehicle to greater understanding.

Presently, artifacts are held and archaeological activity is regulated by the Province under the Heritage Conservation Act. Due to its nature and varying cultural perspectives around it, archaeological activity can sometimes be controversial. Proactive and on-going dialogue would better inform and guide development while conserving heritage.

In this regard, a new mechanism is required. Similar to some other municipalities, the City should advocate for an Archaeology Plan created by the Province, through an urban lens, that provides clearer and more efficient pathways for development to navigate processes established in the legislation. The City, Treaty and Aboriginal Rights Holders, the Province, cultural organizations and others identified would be involved in the creation of this plan.

### RECOMMENDATION

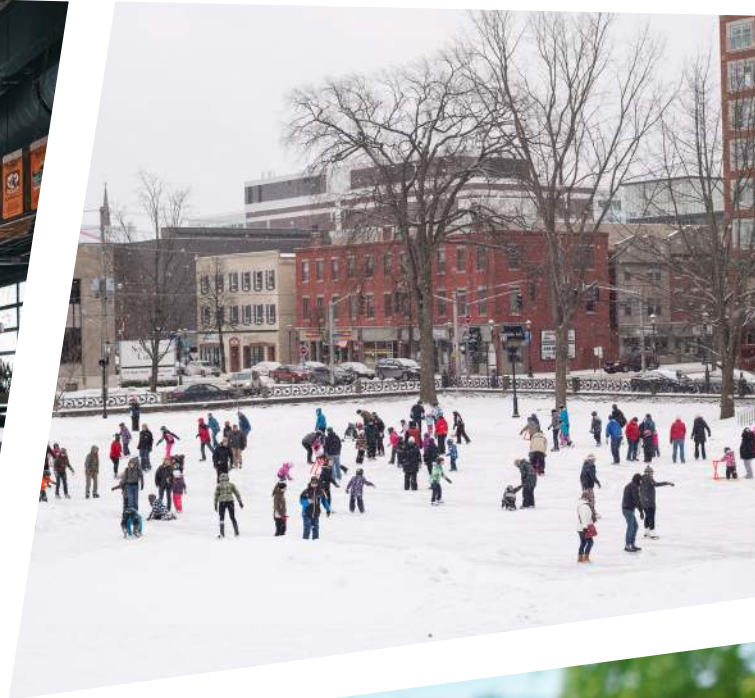
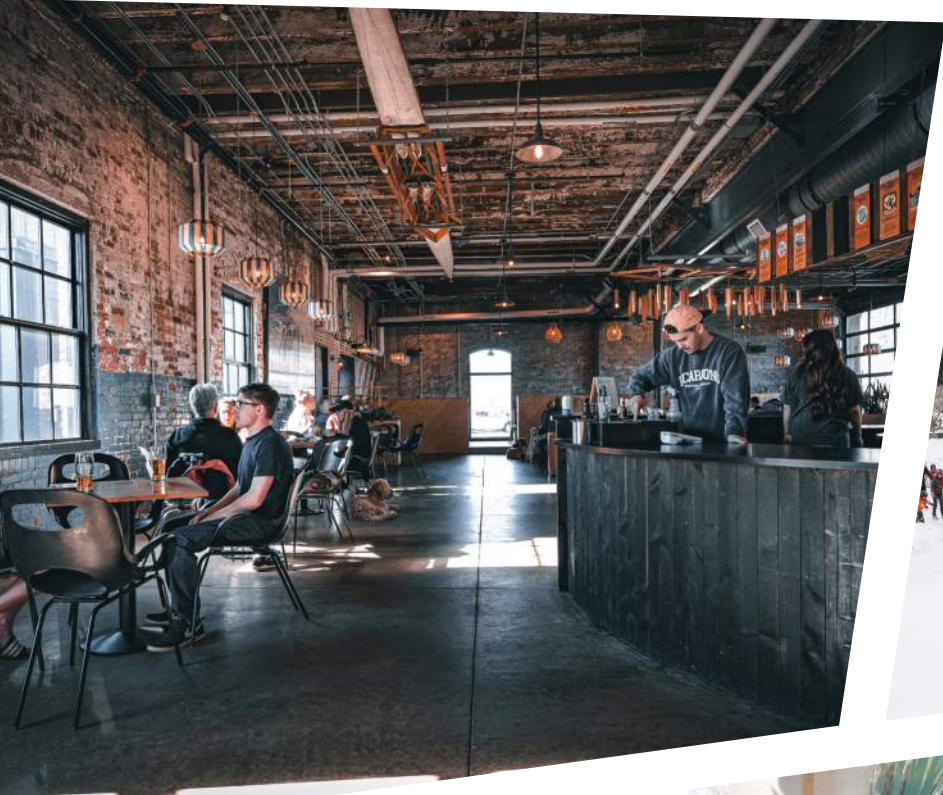
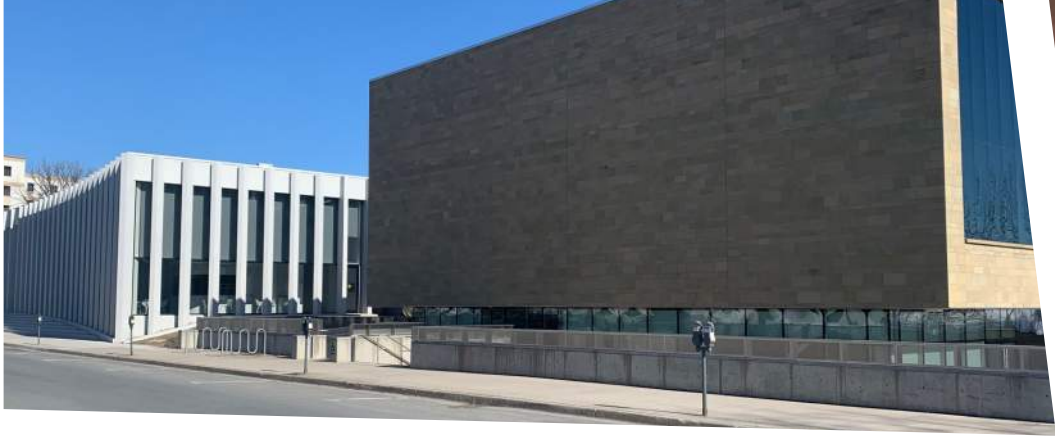
- Advocate for an Archaeology Plan to be created through an urban lens by the Province, with appropriate consultation, that provides clearer and more efficient pathways for development to navigate processes established in legislation

## Living History and the Heritage of Tomorrow

In the City, relationships with Indigenous people are continuing to build. Cultural activity in the City reflects the living history of increasing diversity and greater inclusion. By embracing culture, the City and its citizens contribute to a better world.

Hopefully, the heritage of tomorrow will include increasing environmental consciousness and actions toward better relationships with nature. Adaptive reuse of buildings, of which there are many opportunities, will be one of those actions. Newer architecture will also contribute to tomorrow's built heritage.

Our neighbourhoods and heritage areas will evolve. With the bold, exciting new direction planned for Main Street and conservation of the character of Queen Street and environs, our city centres will be wonderful and unique places to be.



# SUMMARY OF RECOMMENDATIONS

With robust implementation of these recommendations, and others that evolve, the City of Fredericton can be a heritage conservation leader both regionally and nationally. To achieve this, consistent and strong Council and community commitment and support will be necessary.

Recommendations are listed by suggested implementation time frames.

## On-going

- Through the Community Inclusion Office and First Nation Relations:
  - Continue to explore together with Treaty and Aboriginal Rights Holders approaches to the presentation of the heritage of Indigenous People in what is now the City of Fredericton and the region
  - Identify Wolastoqey / Wəlastəkwey naming, signing and language opportunities including the wider acknowledgement of the river as the Wolastoq / Wəlastəkwey
- Jointly through Heritage and Urban Design, Community Inclusion Office, First Nation Relations and Recreation, Tourism and Community Development work with cultural groups and organizations to:
  - Acknowledge, celebrate and present all layers of cultural heritage and significant social movements
  - Tell complete stories
  - Recognize significant buildings, people and places related to Treaty and Aboriginal Rights Holders, cultural groups and social movements
- Through the City or another identified entity, with existing and verified inventories supplemented through future planning exercises, begin to build and maintain a comprehensive digital library of heritage resources and other heritage material
- Through a variety of City departments and divisions, Fredericton Heritage Trust and others, pursue greater relationships and beneficial partnerships with post-secondary institutions, schools, faith communities and others identified

## Short Term (1 year)

- Increase heritage staffing by adding one full-time position to be better able to provide the necessary level of service and expert advice and to begin to implement the recommendations presented here
- Continue to show civic leadership by designating municipally owned landmark buildings, structures and places including City Hall and Phoenix Square, William L Barrett Water Treatment Plant and others
- As a first step in improving on-going dialogue and communications, convene a facilitated session, and more if required, for heritage players, including Treaty and Aboriginal Rights Holders, Fredericton Heritage Trust and others, to engage in positive, constructive dialogue with the objective of clarifying roles and resetting relationships

## Mid Term (1 - 3 years)

- Develop a strategy for on-going dialogue resulting in better communications, awareness building, multi-generational engagement, increased involvement and community initiative that will be required to reach heritage conservation objectives
- Create a new City of Fredericton Heritage Conservation By-Law, and corresponding new design guidelines, in line with the municipal authorities enabled under Heritage Conservation Act including an expanded role for a new, re-branded Municipal Heritage Board
- Engage with property owners and Downtown Fredericton Inc. in a conversation regarding the designation of selected intact blocks and buildings in the Queen Street/King Street/York Street downtown area under the new City of Fredericton Heritage By-Law
- Develop and institute a new, intermediate, non-regulatory level of recognition under the new City of Fredericton Heritage By-Law for identified heritage neighbourhoods and areas, buildings and places
- As pilot projects, consider affording this honourific level designation to the St Mary's Ferry neighbourhood and, as part of the upcoming South Core Secondary Plan, similarly consider areas of the West Town Plat

## Long Term (3 - 5+ years)

- In conjunction with other New Brunswick municipalities, brokers, insurers, the insurance industry and the Province, create a task force with the objective of ensuring clarity on the various levels and types of designation and related regulatory requirements or lack thereof. A similar initiative with the real estate business would be useful as well
- In conjunction with the Province and other New Brunswick Municipalities, investigate opportunities and the necessary legislative framework allowing municipalities to develop effective property tax-based built heritage conservation incentives
- As a future consideration, develop a program to incentivize investment in heritage buildings that have a demonstrated lack of economic purpose and financial viability, thereby working towards implementation of the Municipal Plan and ensuring their longevity
- Liaise with the Fredericton Region Museum, Treaty and Aboriginal Rights Holders, cultural institutions and social groups in the City to begin to explore the creation of a modern and functional signature civic attraction that meets public expectation and properly holds, conserves and exhibits collections while telling the stories of the land, people, City and region
- Advocate for an Archaeology Plan to be created through an urban lens by the Province, with appropriate consultation, that provides clearer and more efficient pathways for development to navigate processes established in legislation

