

Saint Andrews Planning By-law Update 2024 Background Report

Pre Consultation Draft – January 2024



DRAFT

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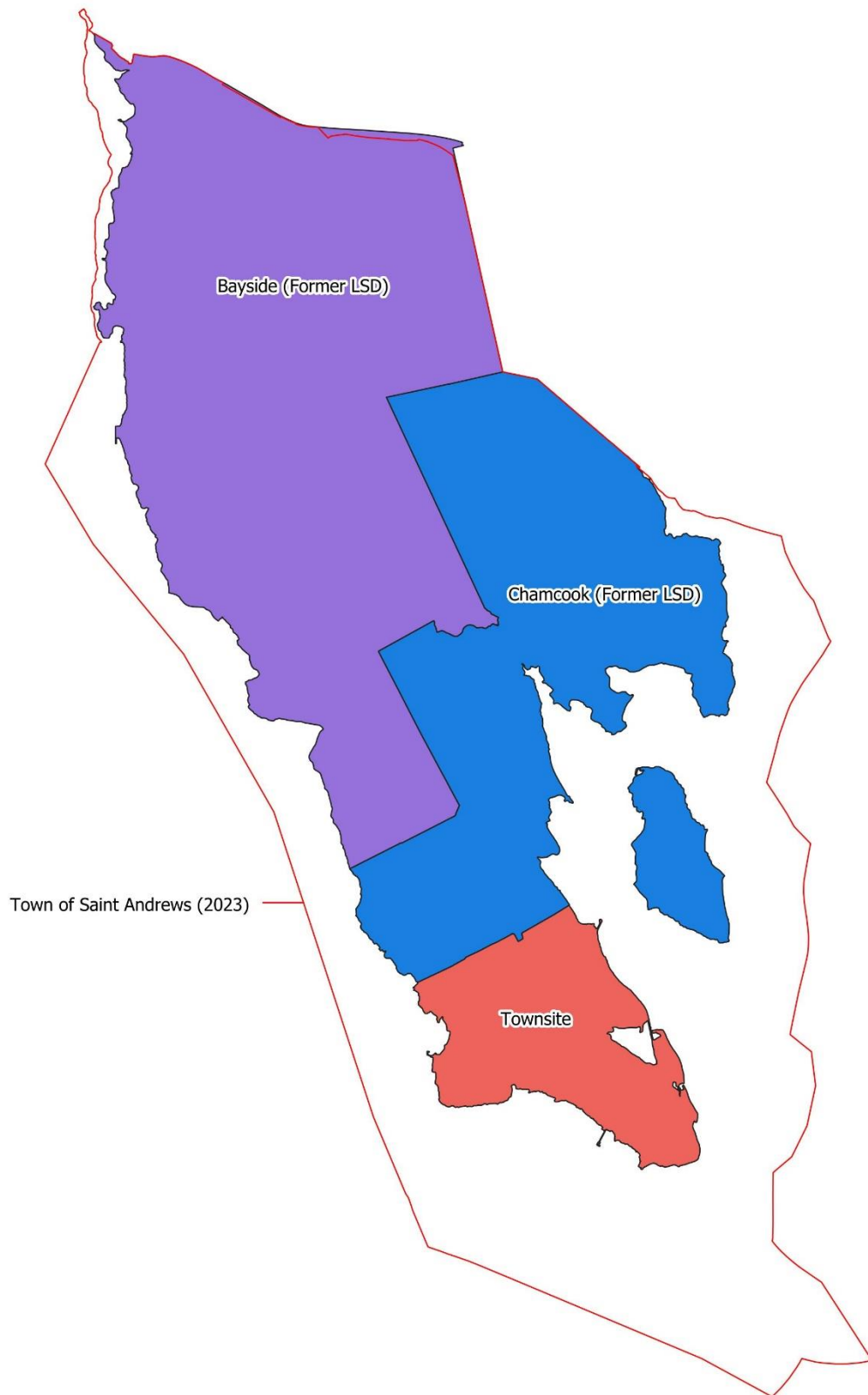
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1. CHANGING PROVINCIAL/MUNICIPAL CONTEXT

On January 1, 2023, the Province of New Brunswick implemented the Local Governance Reform Act, which included significant amendments to numerous acts, including the Community Planning Act, Regional Service Delivery Act, and the Local Governance Act. Concerning planning documents, these changes can be broadly summarized as the following:

- Boundary changes
 - The **Town of Saint Andrews** now includes the former Town of Saint Andrews (referred to as 'Townsite' or 'SA'), and Bayside ('BS') and Chamcook (CH) Local Service Districts (LSDs). Bayside and Chamcook are now municipal electoral wards with one and two councilors respectively.
 - Multiple existing planning areas cover the Town (see next section). The Municipal Plan, Zoning By-law, and Subdivision By-law are expected to cover the entire area.
- Provincial oversight
 - While municipal and rural plans were subject to approval by the Minister, Zoning By-laws are now also subject to provincial oversight.
 - In addition to ensuring proper process and content is included as per the Community Planning Act, all planning documents and decisions, as of October 2023, must conform to the Statements of Public Interest Regulation:
 - 1. Settlement Patterns** – Promote sustainable settlement patterns that do not promote residential sprawl and contribute to
 - 2. Agriculture** – Promote the agriculture, fishery and aquaculture sectors and the production of food in the Province.
 - 3. Climate Change** - Engage in processes of climate change mitigation and climate change adaptation.
 - 4. Flood and Natural Hazard Areas** - Manage development in these areas to increase health and safety and limit social, environmental and economic costs to the Province, local governments, and residents of the Province.
 - 5. Natural Resources** - Protect natural resource development areas and environmentally sensitive areas for present and future generations while fostering a more consistent and predictable regulatory environment.

The Province has prepared a guide to help Planners ensure conformity with these statements that shows the importance of data for planning. Creating/obtaining and analyzing this data is an important part of the background study process.



2. CURRENT PLANS

Council has expressed a desire to update community planning by-laws for the entire municipality (former LSDs of Bayside and Chamcook and Town of Saint Andrews). Currently there are multiple by-laws regulating land-use in these areas (see attached Map 1 for geography):

- Bayside
 - Bayside Rural Plan (2009)
 - St. Croix Corridor South Rural Plan (2021)
 - Subdivision By-law 23-05 (2023)
- Chamcook
 - Chamcook Rural Plan (2011)
 - St. Croix Corridor South Rural Plan (2021)
 - Subdivision By-law 23-05 (2023)
- Townsite
 - Municipal Plan MP20-01 (2020)
 - Zoning By-law Z22-01 (2022)
 - Secondary Municipal Plan MP20-02 (2020)
 - Town Plat Design Guidelines
 - Historic Business District Design Guidelines
 - Subdivision By-law No. 23-05 (2023)

Some of these are clearly out of date (Chamcook Rural Plan, Bayside Rural Plan), and need major overhauls, while some only need minor adjustments. However, given that there is now only one Town of Saint Andrews, most land use by-laws should apply to the entire municipality, while still having specific policies/proposals/regulations that recognize and respond to existing development patterns, neighbourhood character, and infrastructure capacity.

BAYSIDE AND CHAMCOOK RURAL PLANS (2009/2011)

Unlike zoning in the Townsite, zoning in Bayside and Chamcook is vague and unprecise, with a one-size-fits-all approach. While this approach may have worked over 10 years ago, several recent planning applications make it clear that more precision and attention to separating uses is required moving forward.

ST. CROIX CORRIDOR SOUTH PLAN (2021)

This rural plan is clearly more up to date than the other ones. Some form of this plan has been in place since 1995. This plan largely prohibits development within 30m of the Ordinary High Water Mark (OHWM) of the St. Croix River and runs through multiple jurisdictions within southwestern New Brunswick. A northern version exists in the Western Valley RSC boundaries.

SUBDIVISION BY-LAW 23-05 (2023)

Recently passed, the Subdivision By-law covers the whole municipality and has various standards for different types of streets (i.e. local, collector, arterial, laneway, etc...). It encourages active transportation where appropriate, and has standards to enhance the aesthetic and infrastructural aspects of new subdivisions, especially public portions. It is not expected to be updated as part of the overall municipal plan update.

MUNICIPAL PLAN MP20-01 (2020)

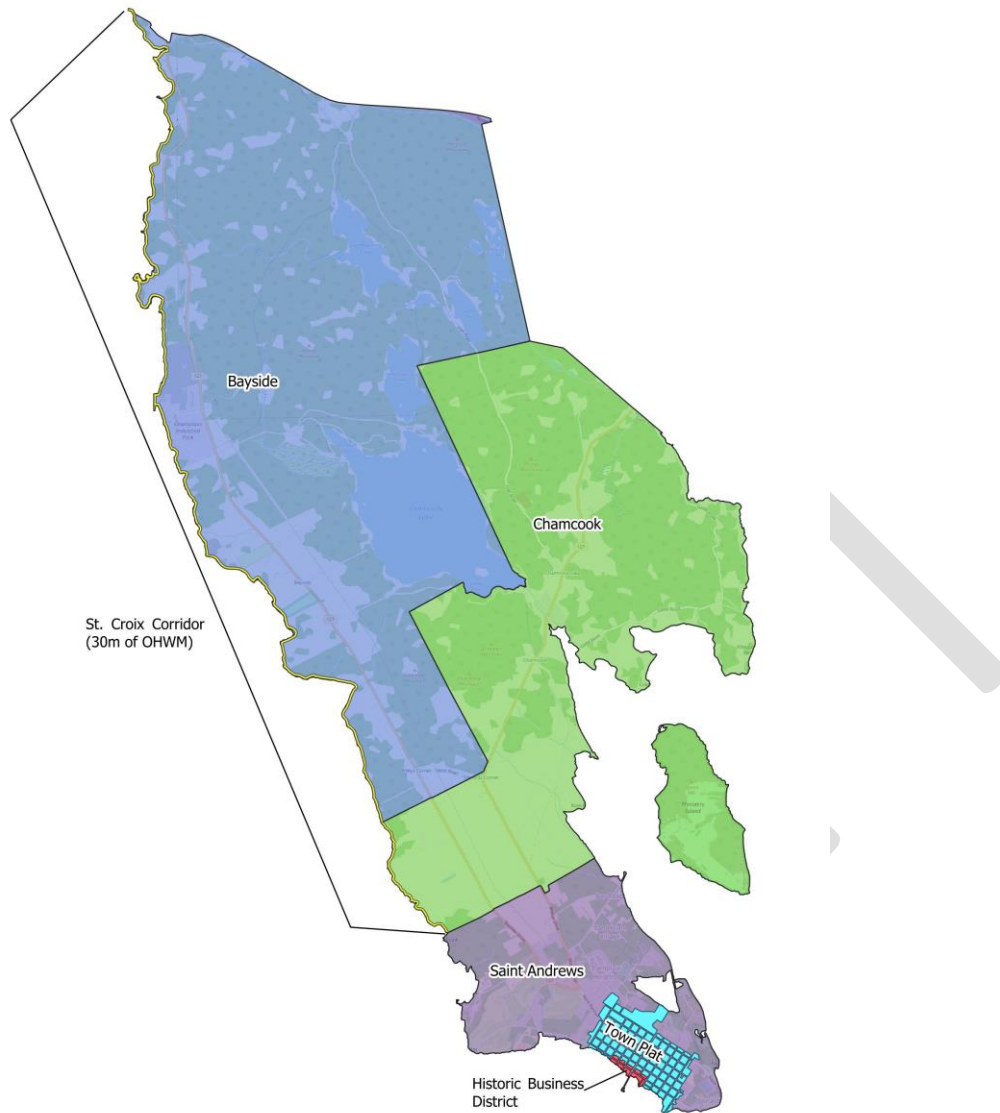
While the current Townsite municipal plan has important policies that have helped move the Town forward, it is vague and could provide more specific direction to Council. The Generalized Future Land Use Map functions largely as a second zoning by-law and is the only aspect of the municipal plan that has been amended. A more functional municipal plan would include maps related to specific policies and proposals. The Residential and Institutional Growth Areas are examples of this type of policy mapping in the current municipal plan. It will be important to distinguish policies for 'urban' and 'rural' areas. While the planning area is now one municipality, geographic, infrastructural, and cultural factors will certainly lead to policies that are only applicable to certain areas of the municipality.

SECONDARY MUNICIPAL PLAN MP20-02 (2020)

The Secondary Municipal Plan only applies to Townsite, and more specifically to the Town Plat and Historic Business District. This plan contains design guidelines – requirements and best practices that recommend and require criteria more specific than the zoning by-law. While the plan has worked relatively well in the Historic Business District, the requirements around massing and scale are highly specific ('buildings shall be IDENTICAL to another main building') and have led to amendments in the Town Plat to allow homes smaller than the existing buildings on a block. Introducing some flexibility and regulating significantly larger/taller development will ensure fewer amendments are needed moving forward. Another approach would be to shift requirements back to the zoning by-law with an overlay zone(s) and leave the Design Guidelines as best practices to be implemented through project specific variances and zoning amendments.

ZONING BY-LAW Z22-01 (2022)

The Zoning By-law is relatively up to date, but this is because it has been subject to numerous text amendments and rezoning applications. It only applies in the Townsite. It is administratively complex and stylistically unwieldy (i.e. confusing). It does not meet the visual standards of a modern zoning by-law, which should be understood by a member of the public. While flexible for residential development (allowing 3-4 units in every residential zone) it is overly prescriptive regarding mixed-use and commercial development. Too many uses are subject to additional terms and conditions from committee, when consistent conditions can be applied directly in the by-law (e.g. fences), lowering administrative requirements. The section dealing with signs is 13 pages long – almost certainly excessive for most, if not all, areas of the Town. Council may wish to plan and 'pre-zone' appropriate locations for future expected uses to expedite needed development.



3. PREVIOUS BACKGROUND STUDY

SNBSC staff began working with the Town of Saint Andrews in 2018 and immediately started producing a background study (Townsite only based on municipal boundaries at that time) to inform the 2020 municipal plan. That background study contained a number of recommendations and identified potential indicators of progress and/or decline. It goes without saying that the entire world is a profoundly different place in 2023, and that those global shifts were exacerbated and accelerated by the Covid-19 global pandemic. Some of these changes can be clearly seen in demographic changes between census periods (see Section 4) but others have been observed over the years by SNBSC staff:

- Year-round businesses have increased (mostly foodservice) and have been developed by young entrepreneurs;
- Local (from within NB) and shoulder season tourism has increased;
- Institutions (NBCC, Huntsman, and DFO Biological Station) have generally not seen growth in enrollment/employment and have not physically expanded in this period;
- Additional green and recreational spaces have been developed;
- Chamcook Lake (water supply) is now within municipal boundaries, but no new source has been identified;
- Parking is still an issue and limits residential development in the downtown area where shops and services are mostly located;
- The advent of high-speed and reliable satellite internet has made connectivity issues on Water St. less prevalent;
- The Town has greatly increased its recreational assets and programming. A dedicated Manager of Recreation was hired in 2022;
- A new healthcare center was developed in unused space in the W.C. O'Neill Arena with at least one new doctor being hired;
- A 30m coastline development buffer was established, requiring additional geotechnical and restricting landscaping;
- A Sea-Level Rise overlay zone was established based on projected Sea-Level Rise levels and storm intensity;
- Zoning By-law Z21 (and Z22 subsequently) greatly expanded housing options;

It was particularly interesting to review a scenario planning exercise (see Appendix 1) to assess Saint Andrews progress based on identified indicators. Population growth is certainly occurring, as is growth of year-round businesses run by young entrepreneurs. However, the population is still ageing faster than its surroundings. Institutional growth was also seen as critical, and has not occurred – if anything, institutions have contracted. While the municipality has made attempts to support those institutions, many key decisions in terms of staffing, enrollment, and programming are made far from Saint Andrews.

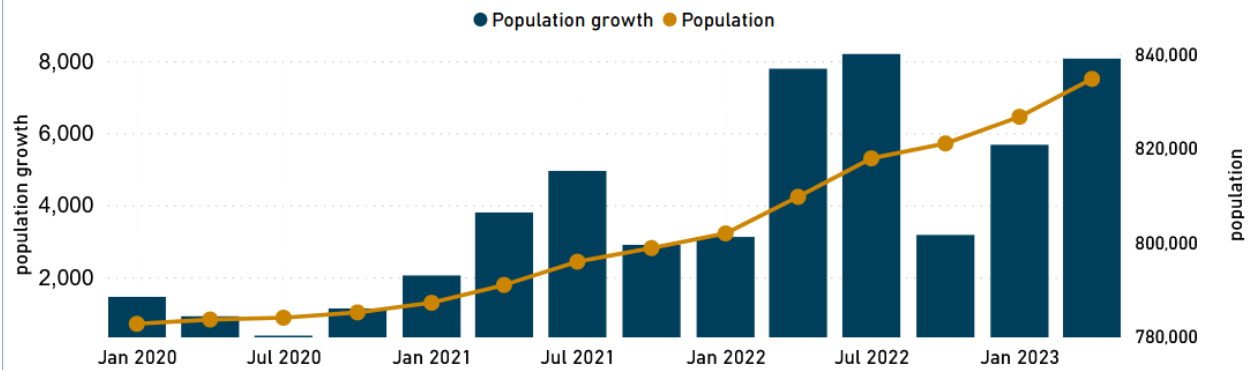
4. POPULATION DEMOGRAPHICS

Demographic information is drawn from 2016 and 2021 censuses. Bayside, Chamcook, and the Townsite are all individual Census Subdivisions allowing for aggregation (except medians) and comparison. In some cases, dissemination areas allow even more granular analysis.

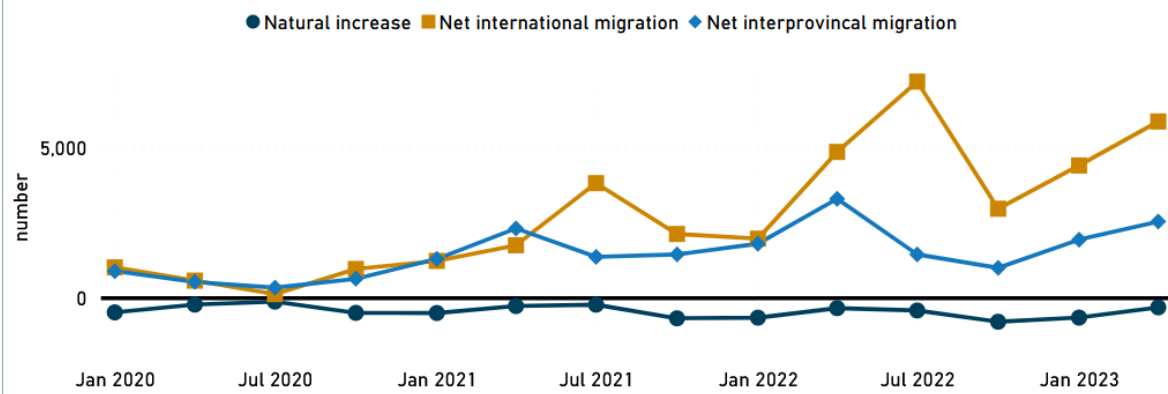
POPULATION AND DENSITY

POPULATION	2016	2021	%Change
Bayside	347	355	2.3
Chamcook	553	550	-0.5
Townsite	1,786	2,048	14.7
Total Municipality	2,686	2,953	9.9

Population growth and population, New Brunswick, all quarters, 2020 to 2023



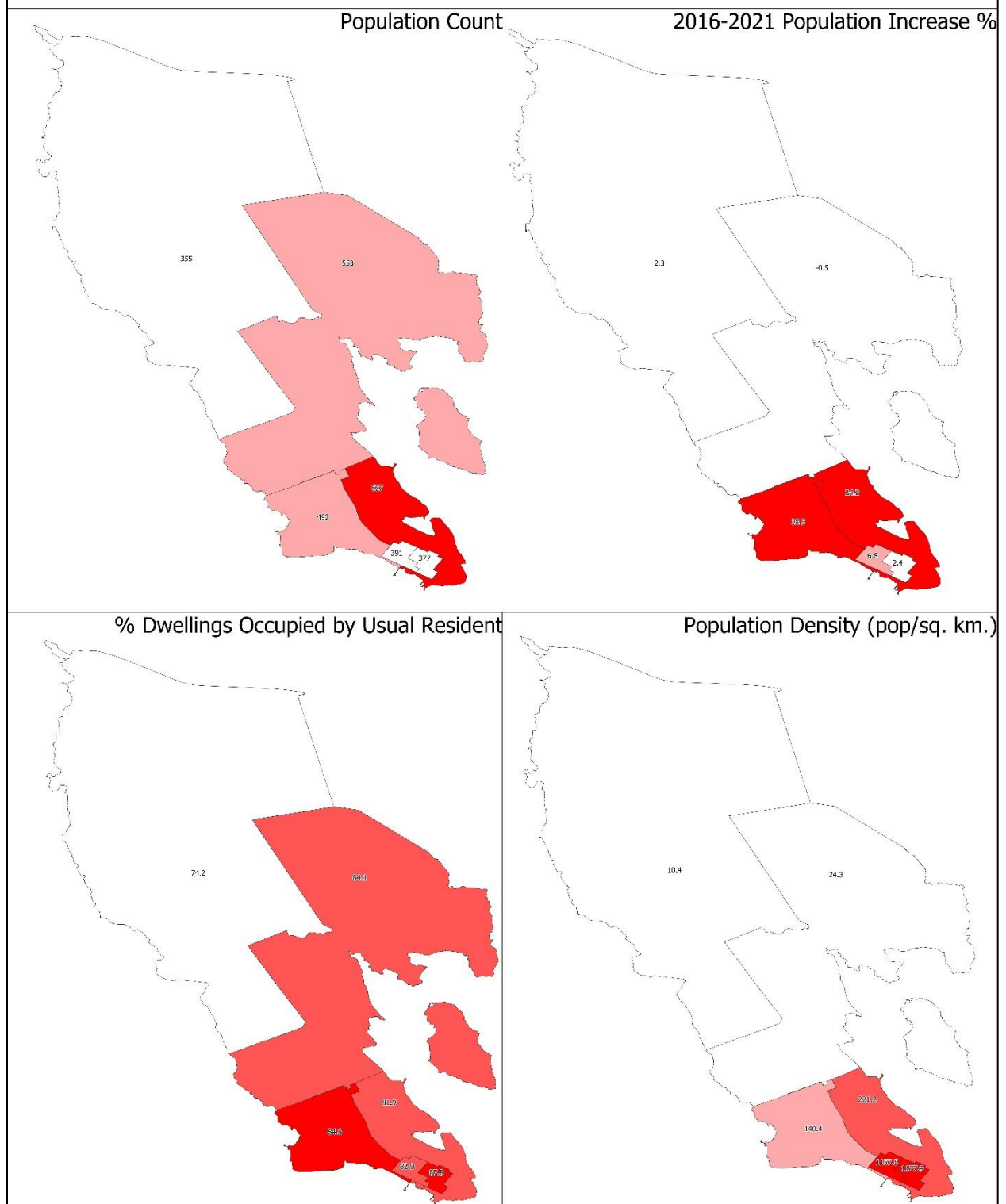
Factors of population growth, New Brunswick, all quarters, 2020 to 2023



www.statcan.gc.ca

Canada

Population Demographics by Dissemination Area (2021)

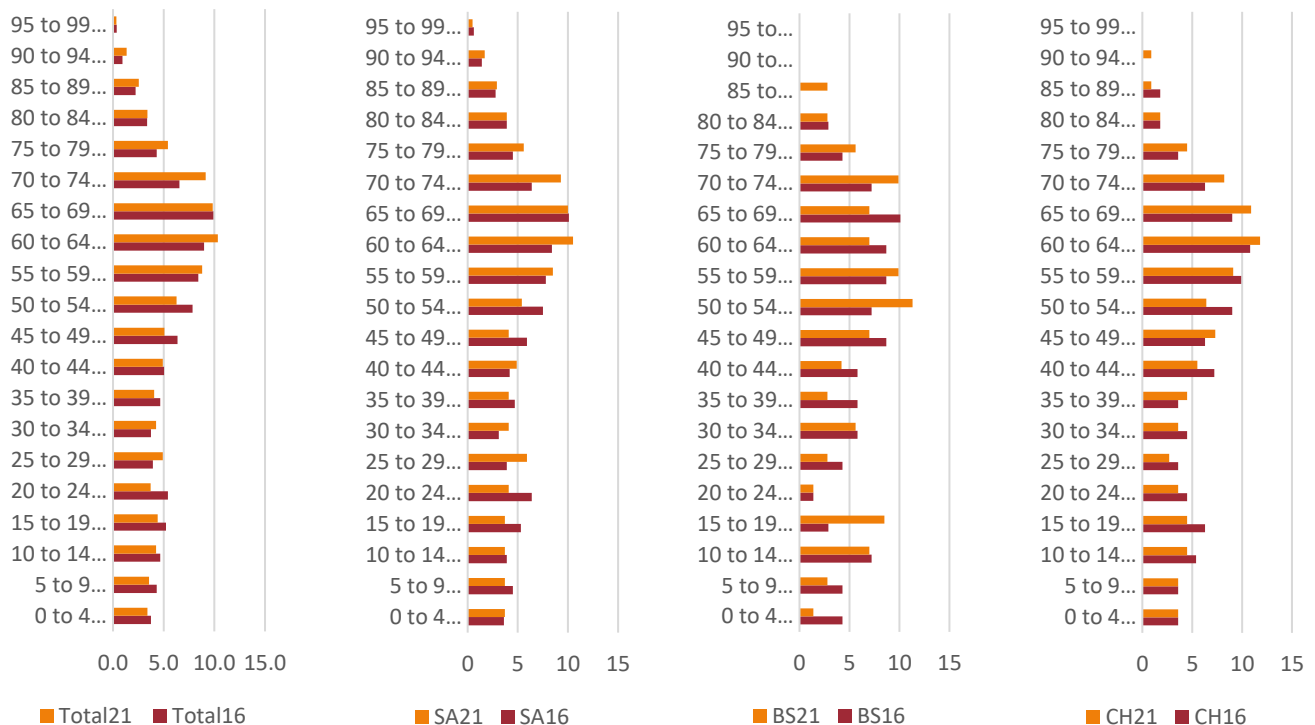


Key Insights

- Population is growing significantly faster in serviced areas (this is consistent across the region), but not the Town Plat itself.
- A greater percentage of dwellings are occupied by a usual resident (i.e. less vacation homes/more year-round residents) – this is most notable in the Townsite (2016 [79%] – 2021 [84%]).
- The Town Plat has the highest population density in the municipality at 1,200 people/sq. km. but is still less than other serviced areas in the County (St. Stephen – 1,500 people/sq. km) and less than half of a typical city downtown (Fredericton – 2,400 people/sq. km.)
- Based on intercensal population estimates for Charlotte County, rates of population growth have likely increased since the last census.

AGE

Median Age	2016	2021	%Change
Bayside	50.4	52.8	4.7
Chamcook	52.2	54.8	5.0
Townsite	52.8	57.2	8.3
New Brunswick	45.7	46.8	2.4



Key Insights

- While the population is ageing throughout the municipality at a rate at least 2x the provincial rate, the Townsite is ageing at over 4x the provincial rate.
- The greatest overall increase in age category was 70-74 (Chamcook saw a large increase in this range but had a slightly larger increase in the 50-54 range).
- The greatest overall decrease in age category was 20-24 overall and in the Townsite; 65-69 in Bayside; 15-19 in Chamcook.
- The percentage of school aged children is decreasing.
- As the population ages, the need for more specialized facilities will grow. The Passamaquoddy Lodge, a nursing home built in 1973 is seeking to redevelop with a modern 60-bed facility including daycare and community space. The Town has set aside land that is currently in a residential growth area for this purpose. In order to rebuild, the Province will have to approve the new facility and provide funding¹.

INCOME

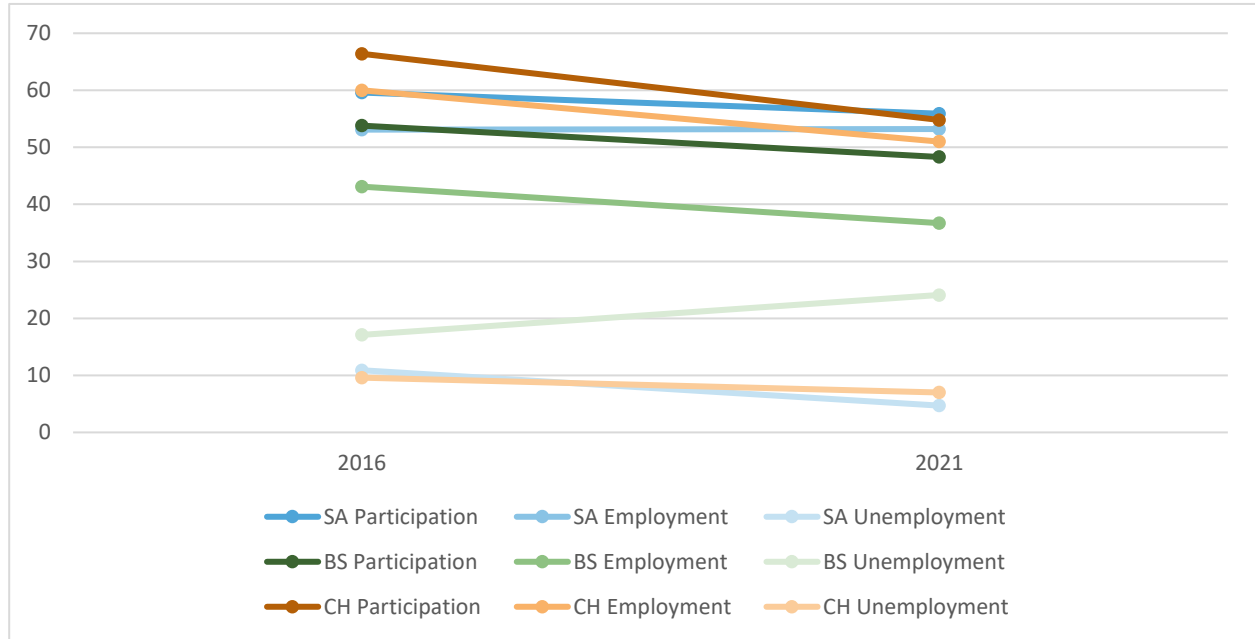
HOUSEHOLD INCOME	2016	2021	%Change
Bayside	\$55,168	\$70,000	26.9
Chamcook	\$68,864	\$81,000	17.6
Townsite	\$63,232	\$74,500	17.8
New Brunswick	\$59,347	\$70,000	18.0

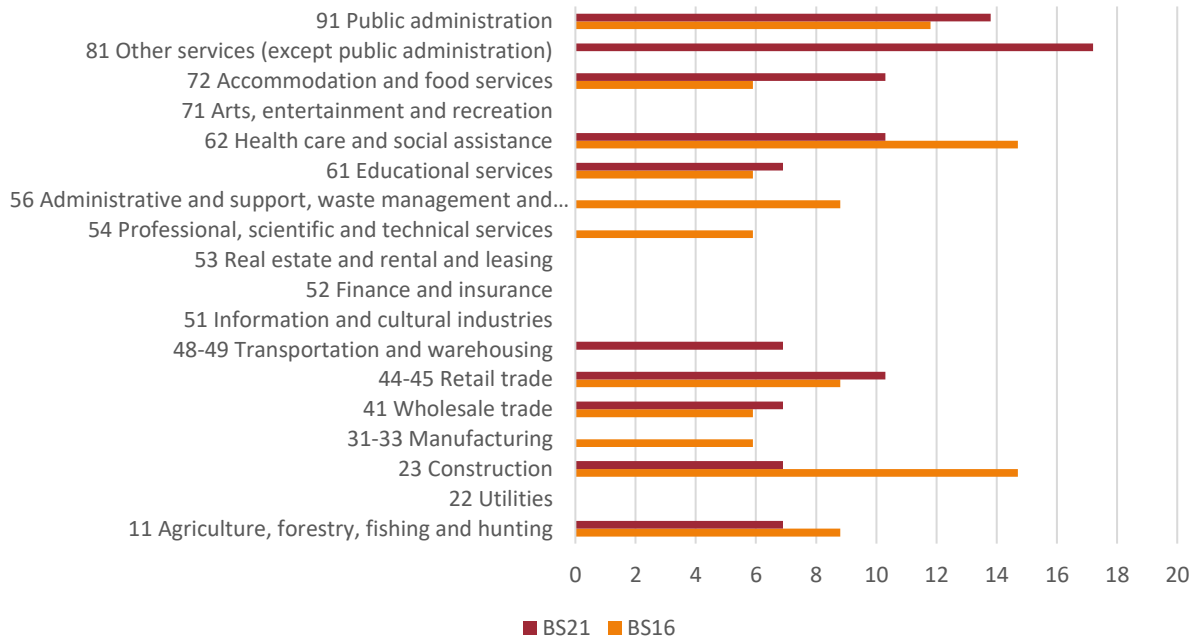
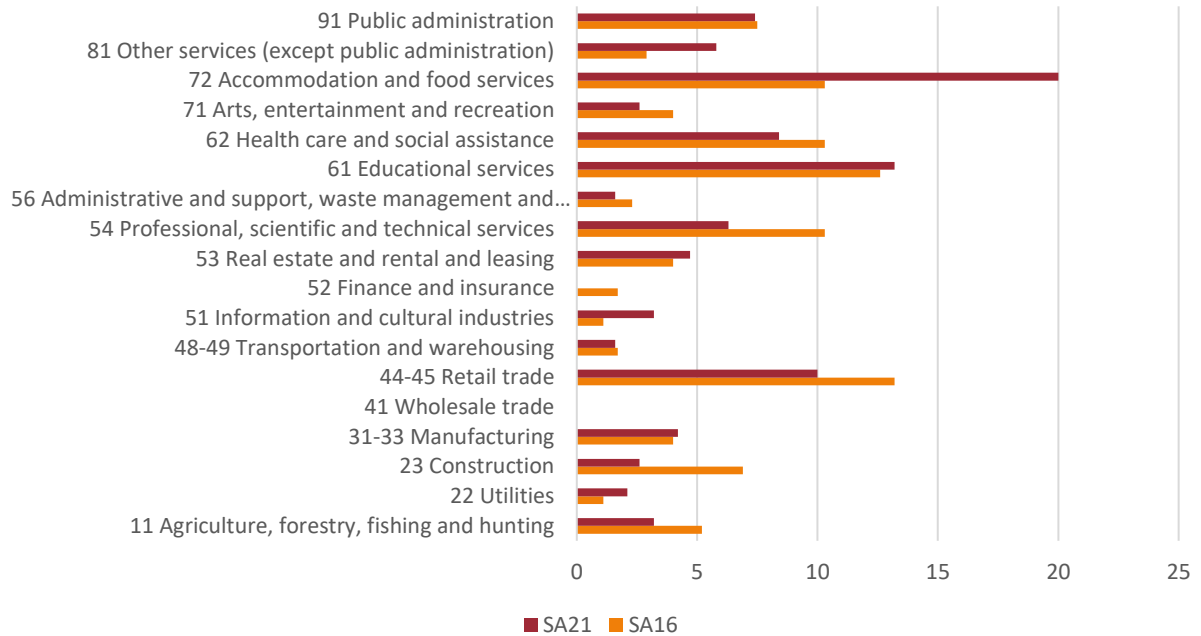
Key Insights

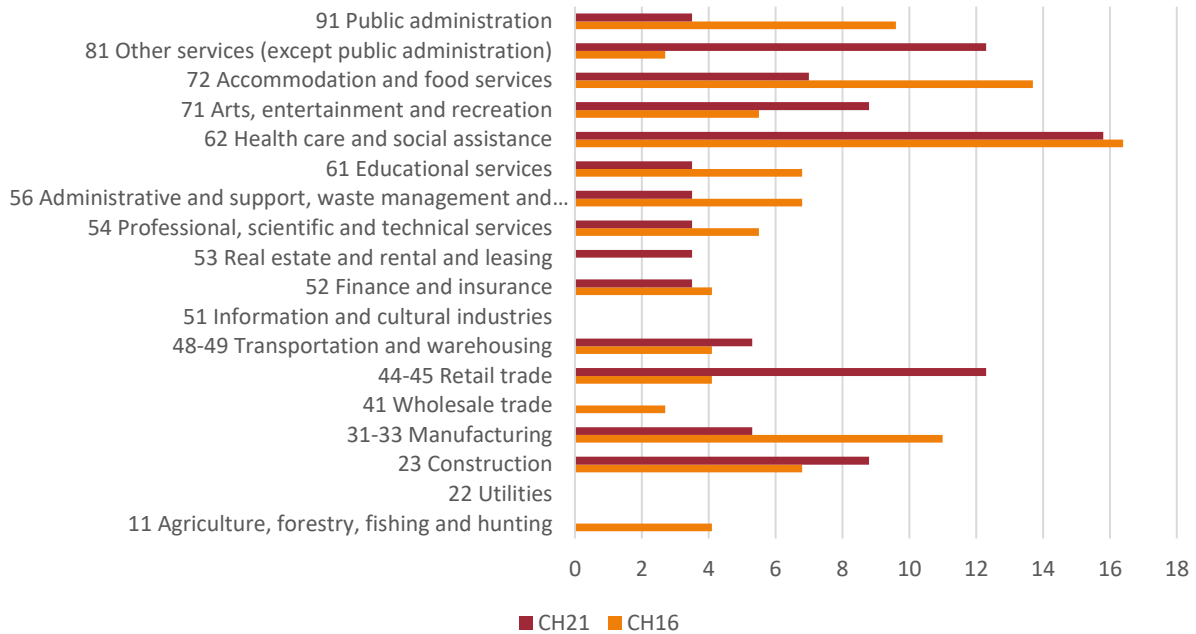
- Bayside has seen significant growth in high income households.
- Low income measures have decreased, however, StatsCan acknowledges that many unique factors contributed to this – especially CERB payments. (<https://www12.statcan.gc.ca/census-recensement/2021/as-sa/98-200-X/2021005/98-200-X2021005-eng.cfm>)

¹ <https://passamaquoddyldodge.ca/index.php/new-project-overview/>

EMPLOYMENT



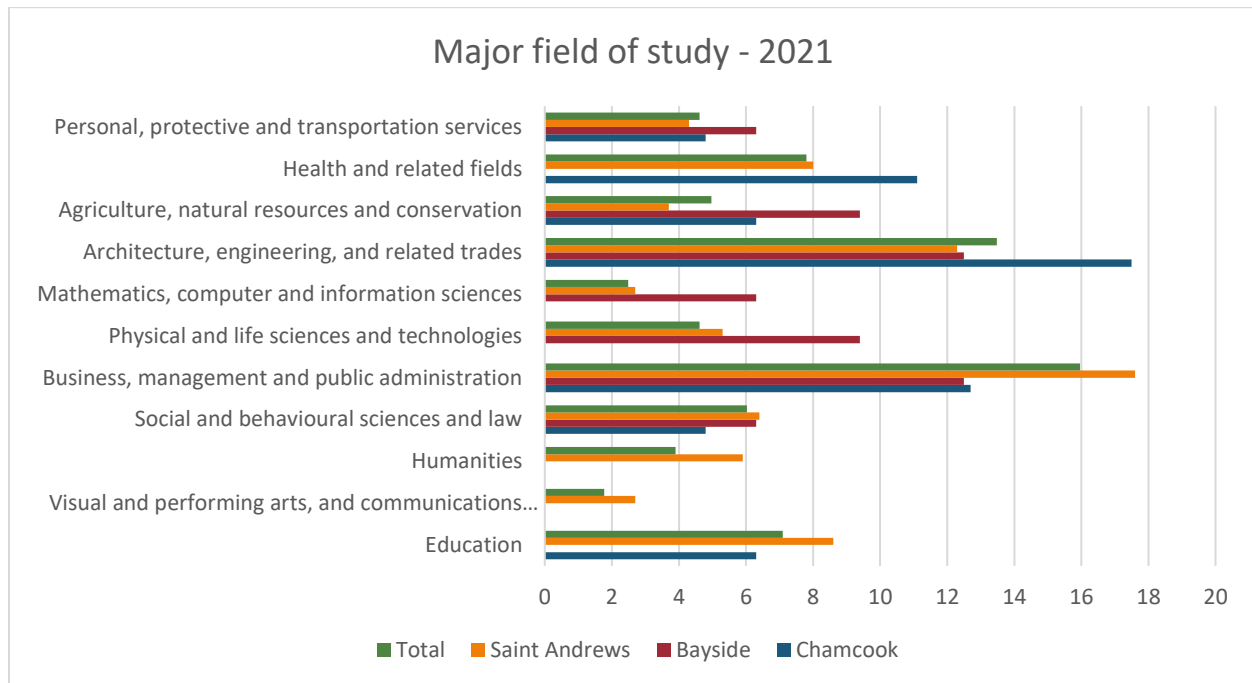




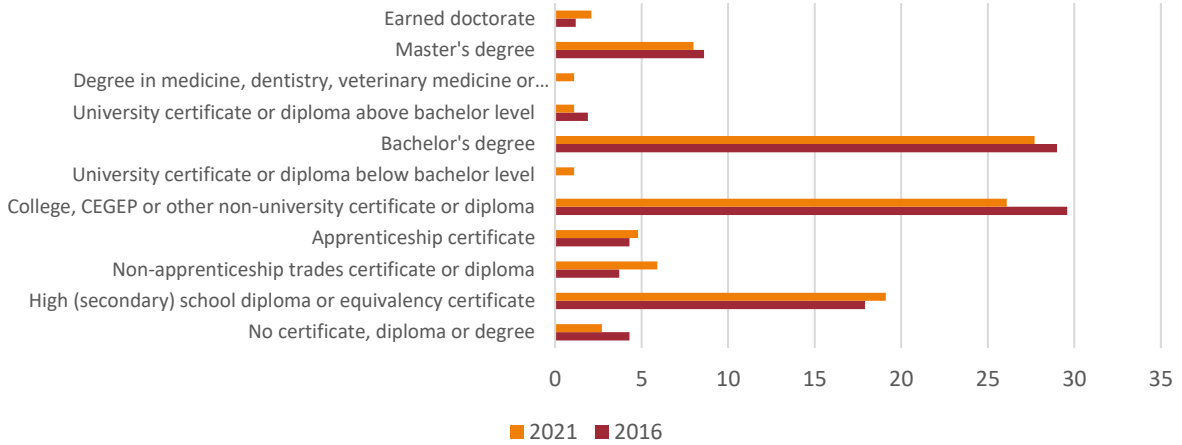
Key Insights

- Participation rate is declining in all areas (typically indicates increase in non-working age population);
- Only the Townsite has seen an increase in employment rate;
- Businesses catering to retirees and tourists have seen increases in share of employees: Accommodation and food services (except Chamcook) and other services (typically housecleaning, landscaping, etc...) have increased significantly;
- Construction, manufacturing, and primary resource industries have decreased in share;
- Professional, scientific, and professional services have decreased significantly in share;
 - o The majority of employees in these areas would be employed at the Federal Biological Station or the Huntsman Marine Centre.
- The Townsite is the only area where commuting is not by automobile – 25% of employees walk or bike to work which is higher than some urban areas.

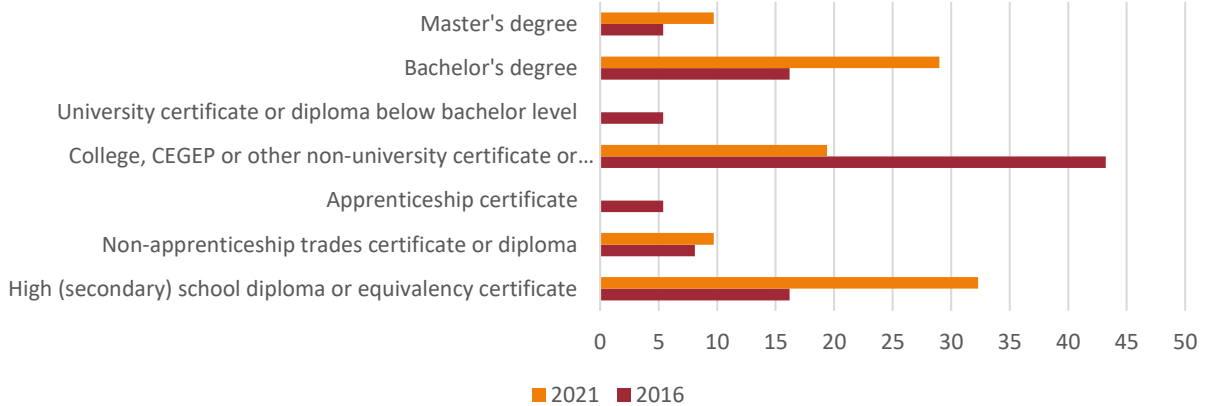
EDUCATION



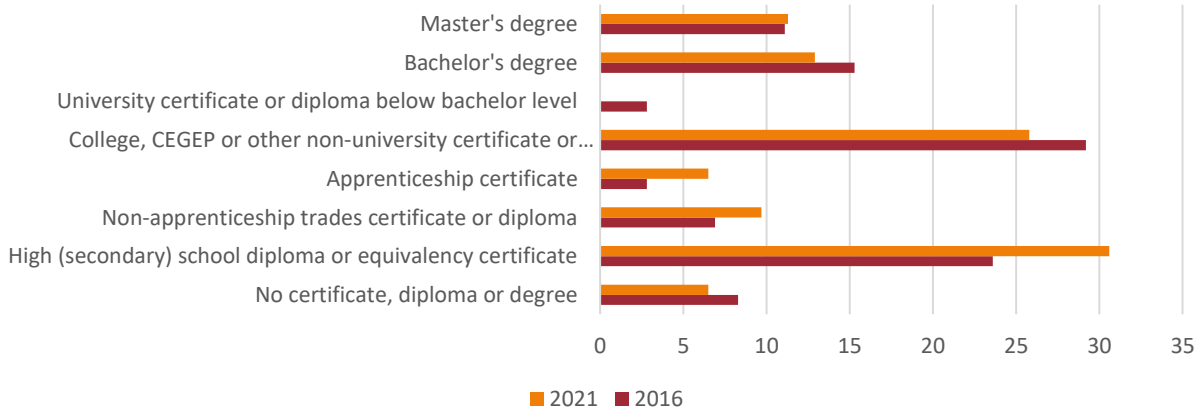
Highest Certification - Townsite



Highest Certification - Bayside



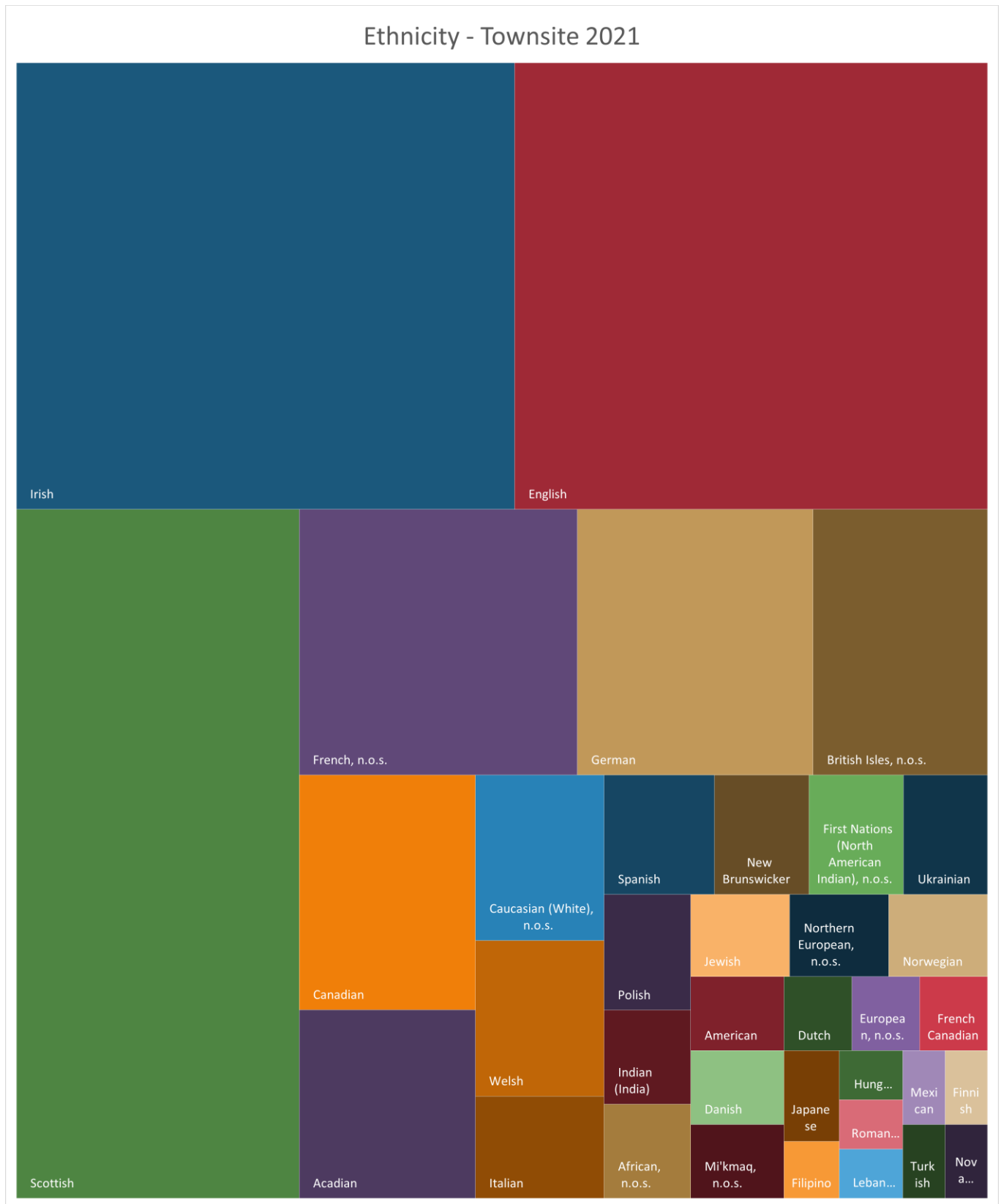
Highest Certification - Chamcook

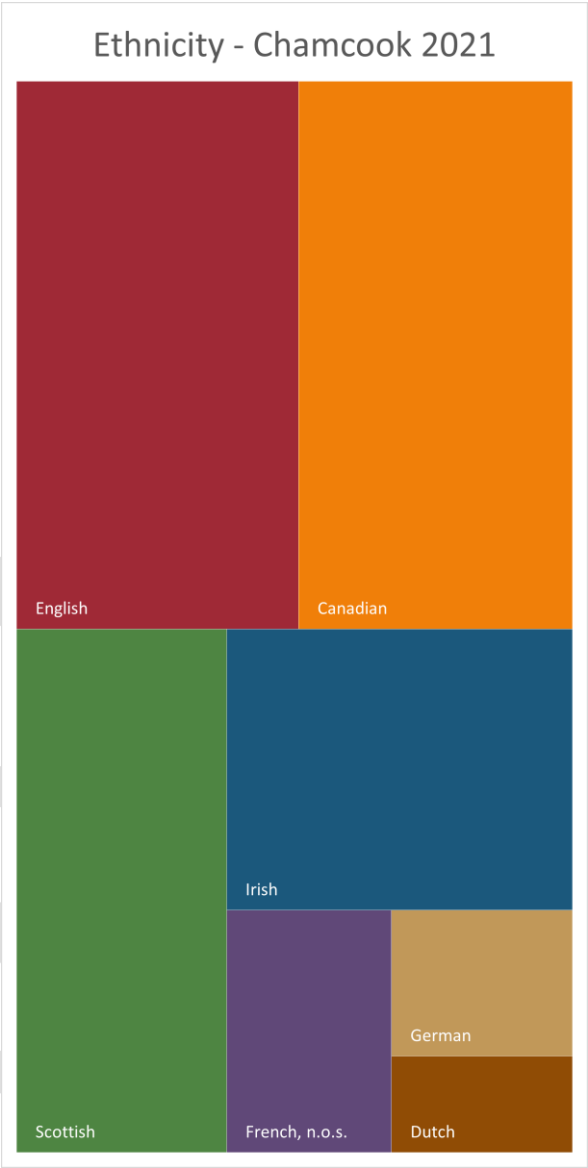
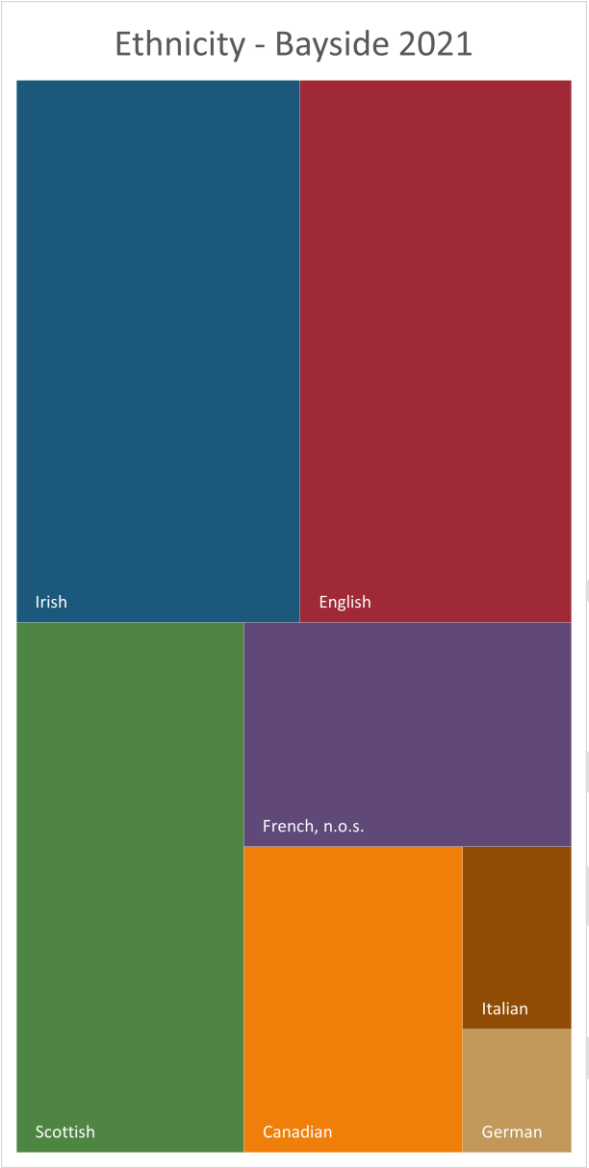


Key Insights

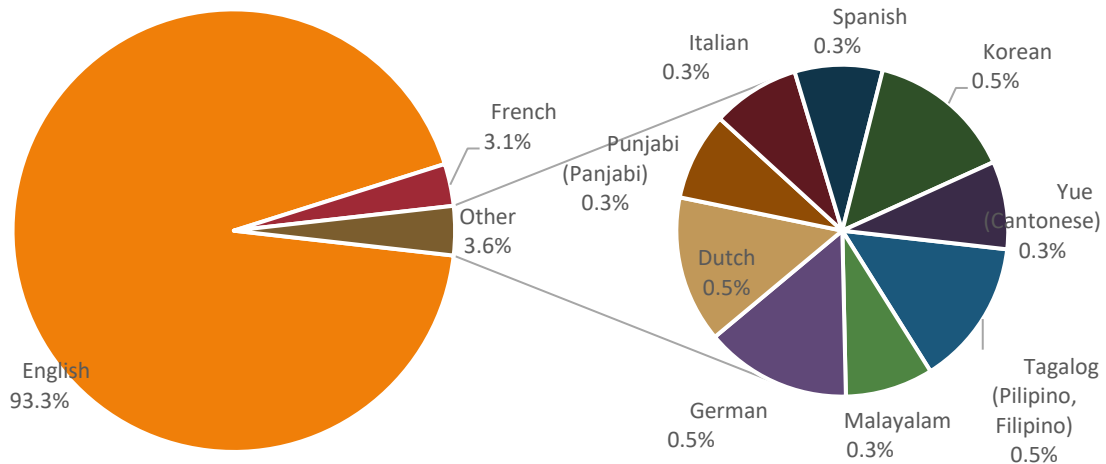
- Major fields of study tend to cluster geographically:
 - Business, management, and public administration; Humanities; Visual and performing arts, and communications technologies; and Education are most concentrated in the Townsite;
 - Mathematics, computer and information sciences; and physical and life sciences technologies are concentrated in Bayside;
 - Health and related fields; and Architecture, engineering, and related trades are most concentrated in Chamcook;
- It is difficult to see any correlation between Employment and Education in the data.

DIVERSITY

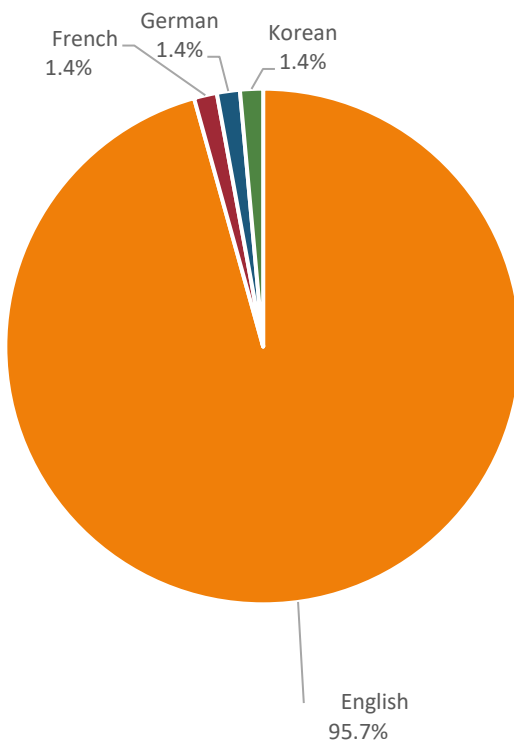




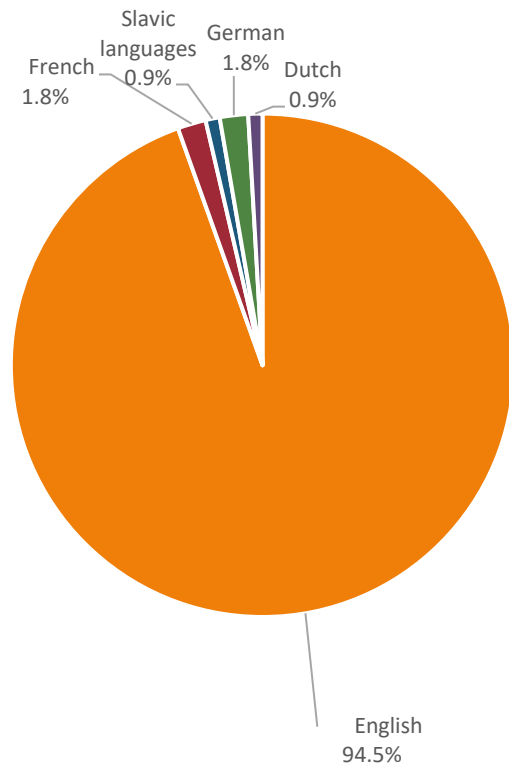
Mother Tongue - Townsite 2021



Mother Tongue - Bayside 2021



Mother Tongue - Chamcook 2021

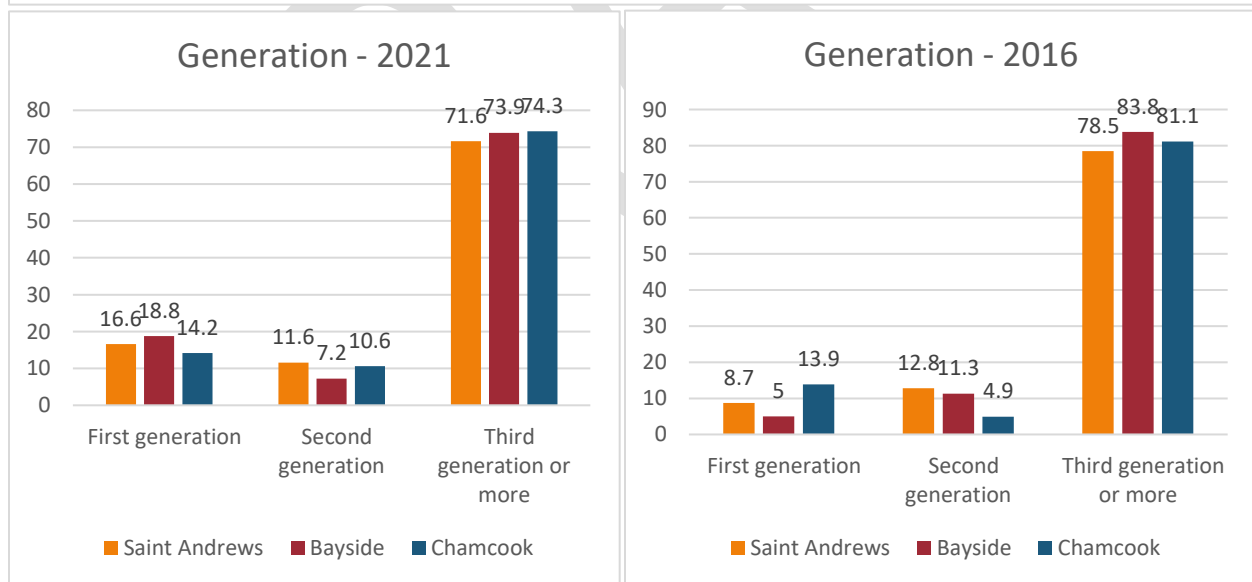
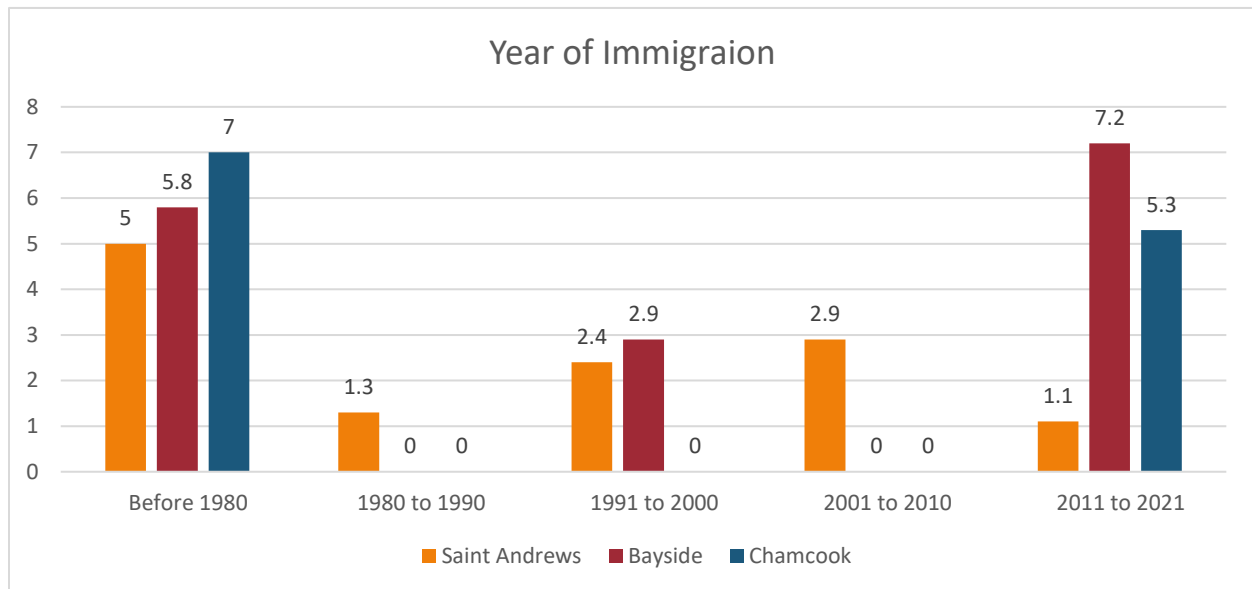


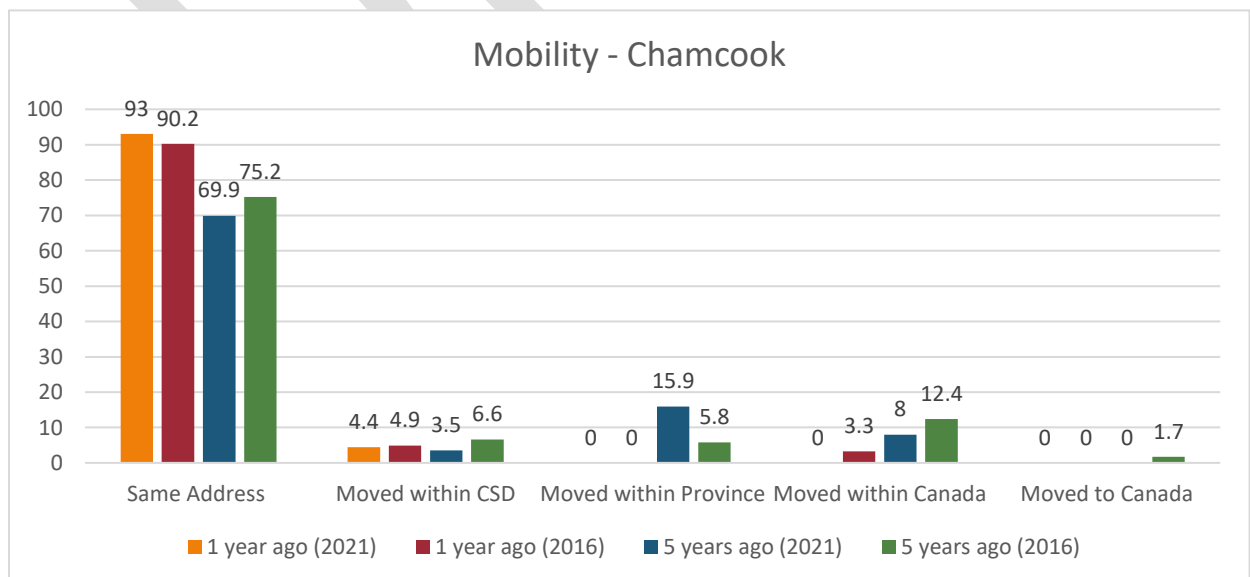
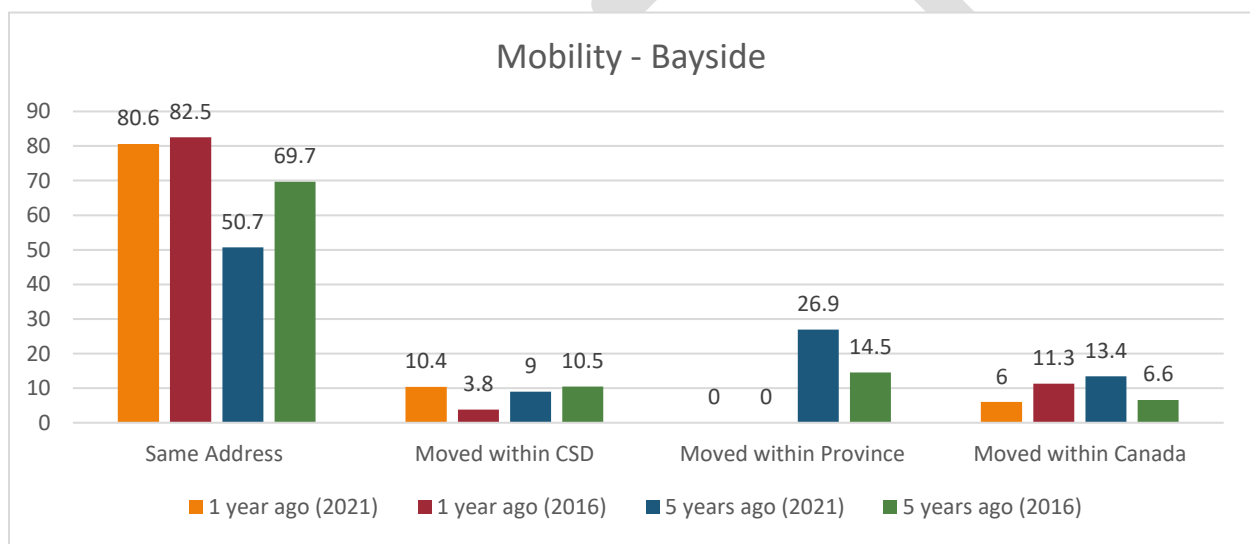
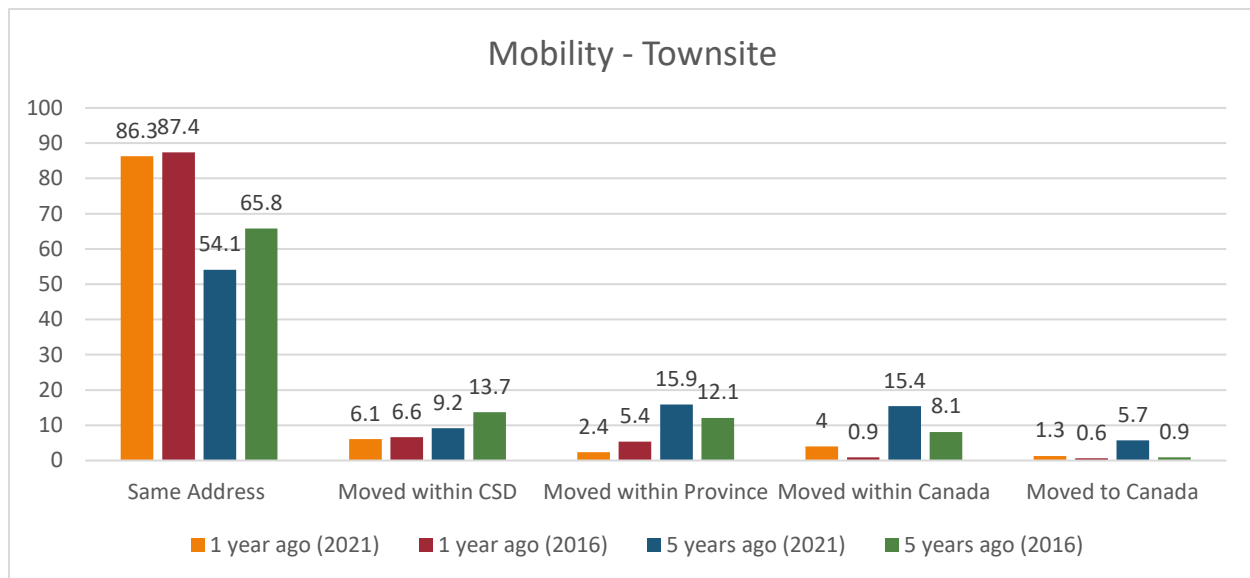
Key Insights

- Ethnic and Language Diversity have increased in the Townsite and decreased in Bayside and Chamcook.
- Prevalence of French as a mother tongue has increased slightly in the Townsite and decreased in Bayside and Chamcook.

IMMIGRATION AND MIGRATION

%IMMIGRANT/%NON-CITIZEN	2016	2021	Change
Bayside	4.9/2.5	14.5/5.8	9.6/3.3
Chamcook	11.6/4.1	13.2/7.9	1.6/3.8
Townsite	7.8/2.4	12.6/6.6	4.8/4.2
New Brunswick	4.6/2.7	5.8/4.3	1.2/1.6

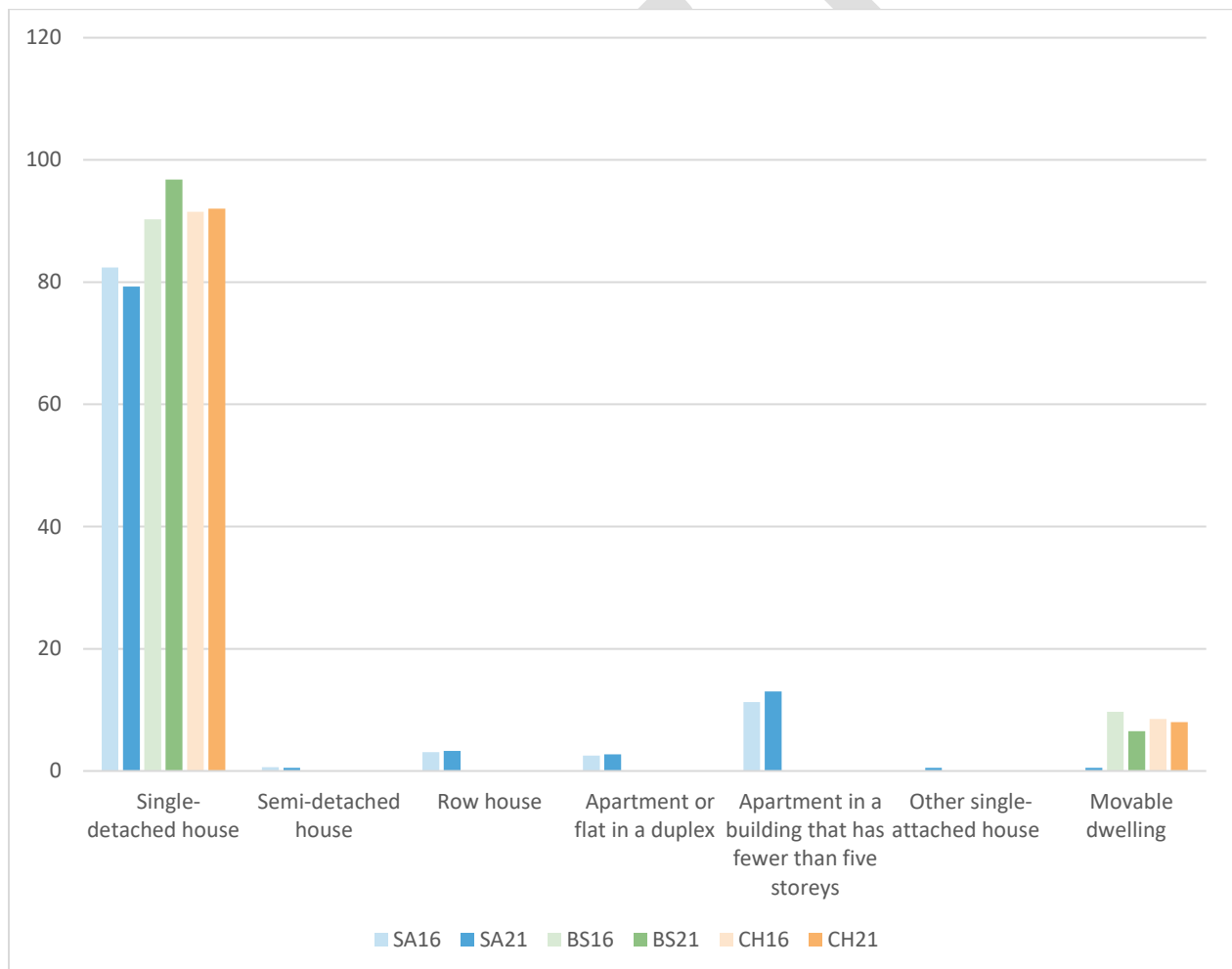


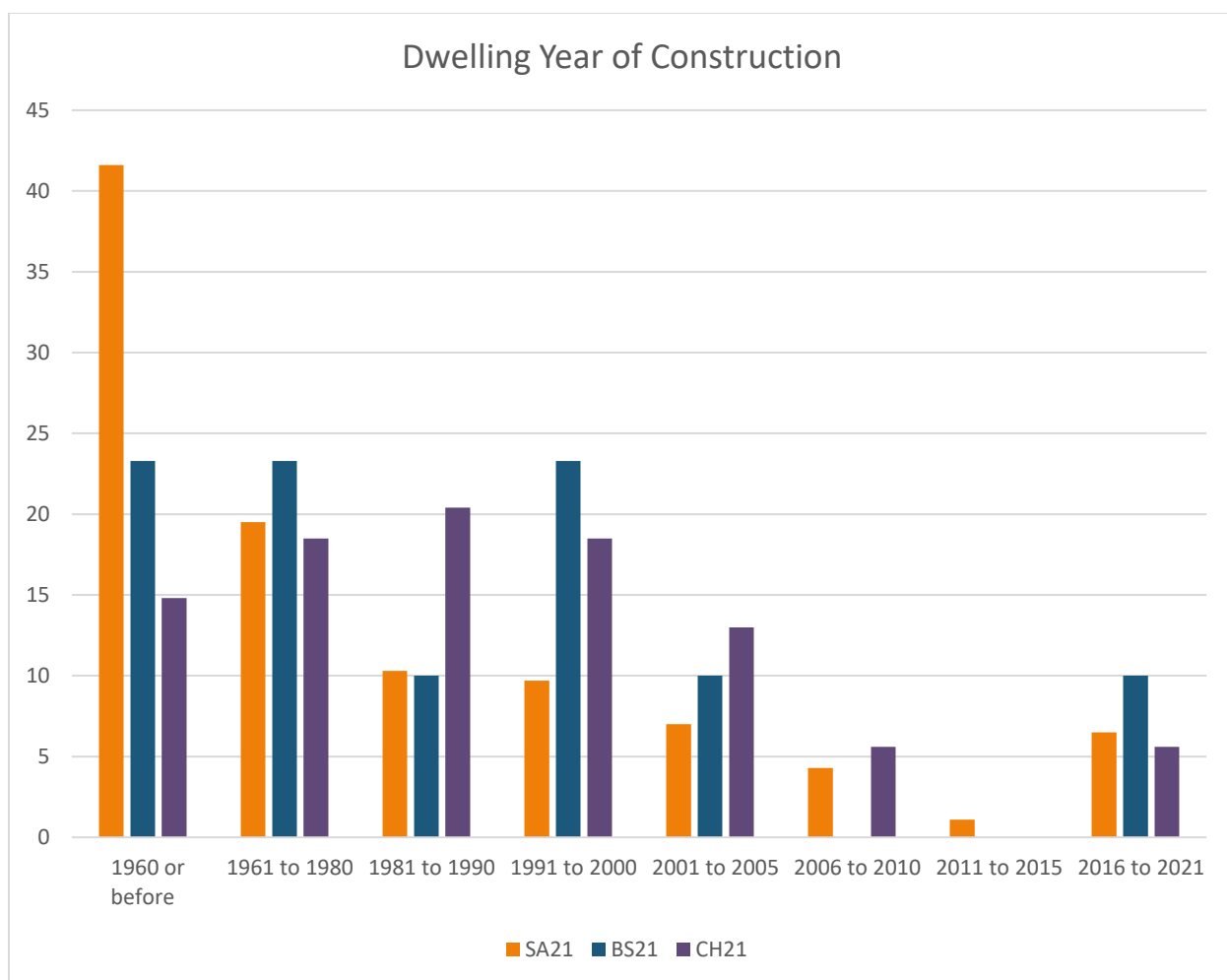


Key Insights

- Increasing proportion of first-generation immigrants suggests retention is still a challenge.
- All population growth in NB has come from immigration and interprovincial migration, likely true for Saint Andrews.
- Recent movers from within the Province were most likely to settle in the Townsite but in a smaller proportion than movers in 2016.
- Recent movers from within Canada were most likely to settle in Bayside but in a smaller proportion than movers in 2016.
- Immigrants were most likely to settle in the Townsite and are a greater proportion than immigrants who settled there in 2016.
- Stability (not moving) is most likely in Chamcook.

HOUSING





2016/2021/%change	Townsite	Bayside	Chamcook	New Brunswick
Average monthly shelter cost (renter)	692/910/+32	n/a	n/a	741/870/+17
Average monthly shelter cost (owner)	950/1,090/+15	947/900/-5*	835/920/+10	876/935/+7
% spending >30% of income (renter)	34.9/16.7/-18.2**	n/a	n/a	36.5/28/-8.5
% spending >30% of income (owner)	12.9/9.6/-3.3	n/a	13/7.7/-5.3	10.3/7.5/-2.8
Median value of dwellings	219,692/ 300,000/+37	210,597/ 250,000/+16	229,708/ 266,000/+16	150,010/ 180,000/+20

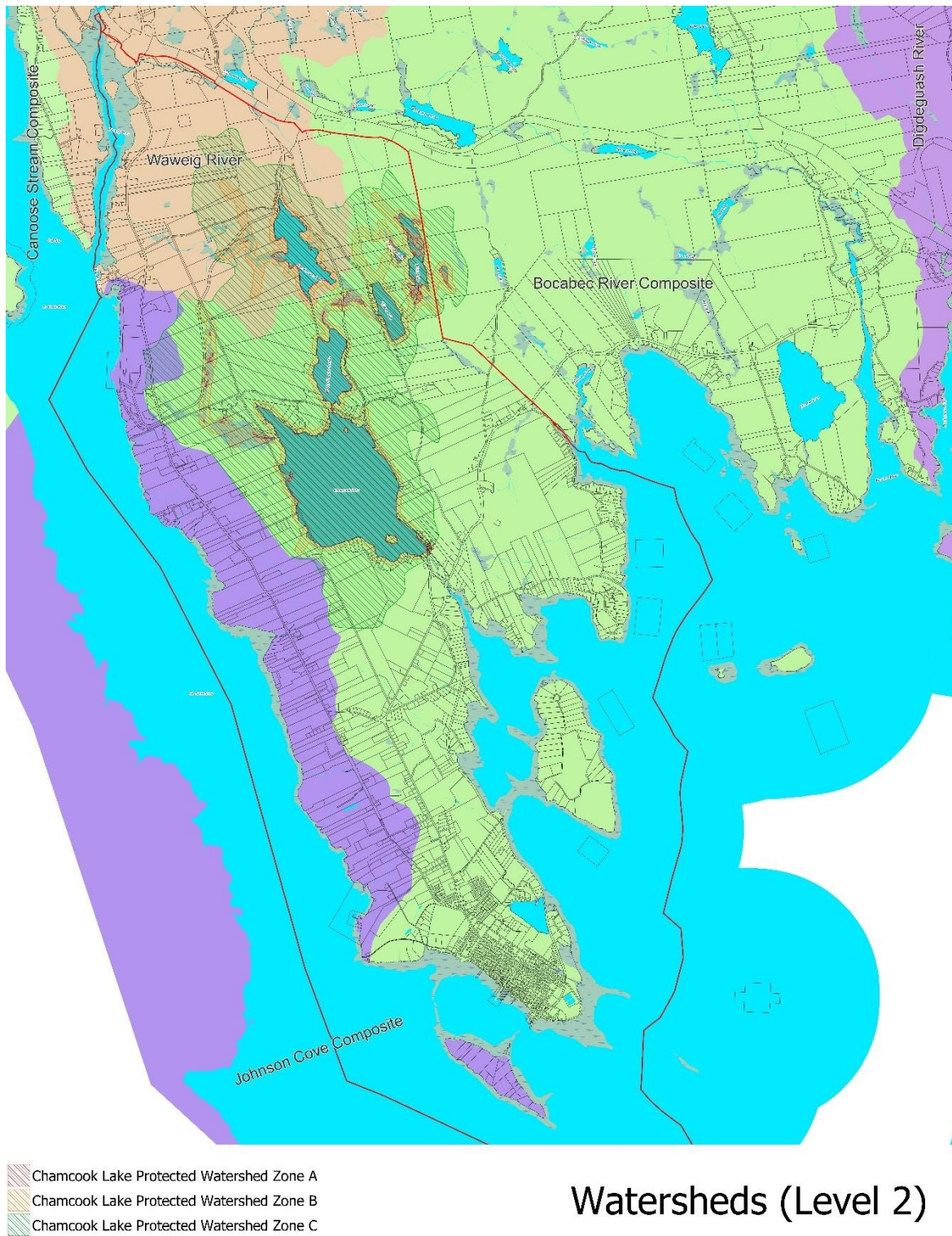
*Based on other data, it is likely this is due to an almost 20% reduction in dwellings with mortgages (i.e. mortgage payments were removed from monthly shelter costs). Further research would be needed to determine if this is due to amortization (a large portion of homes built in Bayside were built 1991-2005) or more recent movers purchasing homes without mortgages due to selling homes in other provinces (a clear trend).

**This decrease is likely due to one-time CERB payments (see INCOME). Increases in monthly shelter costs to rent (32%) are almost double increases in median household income (17.8%).

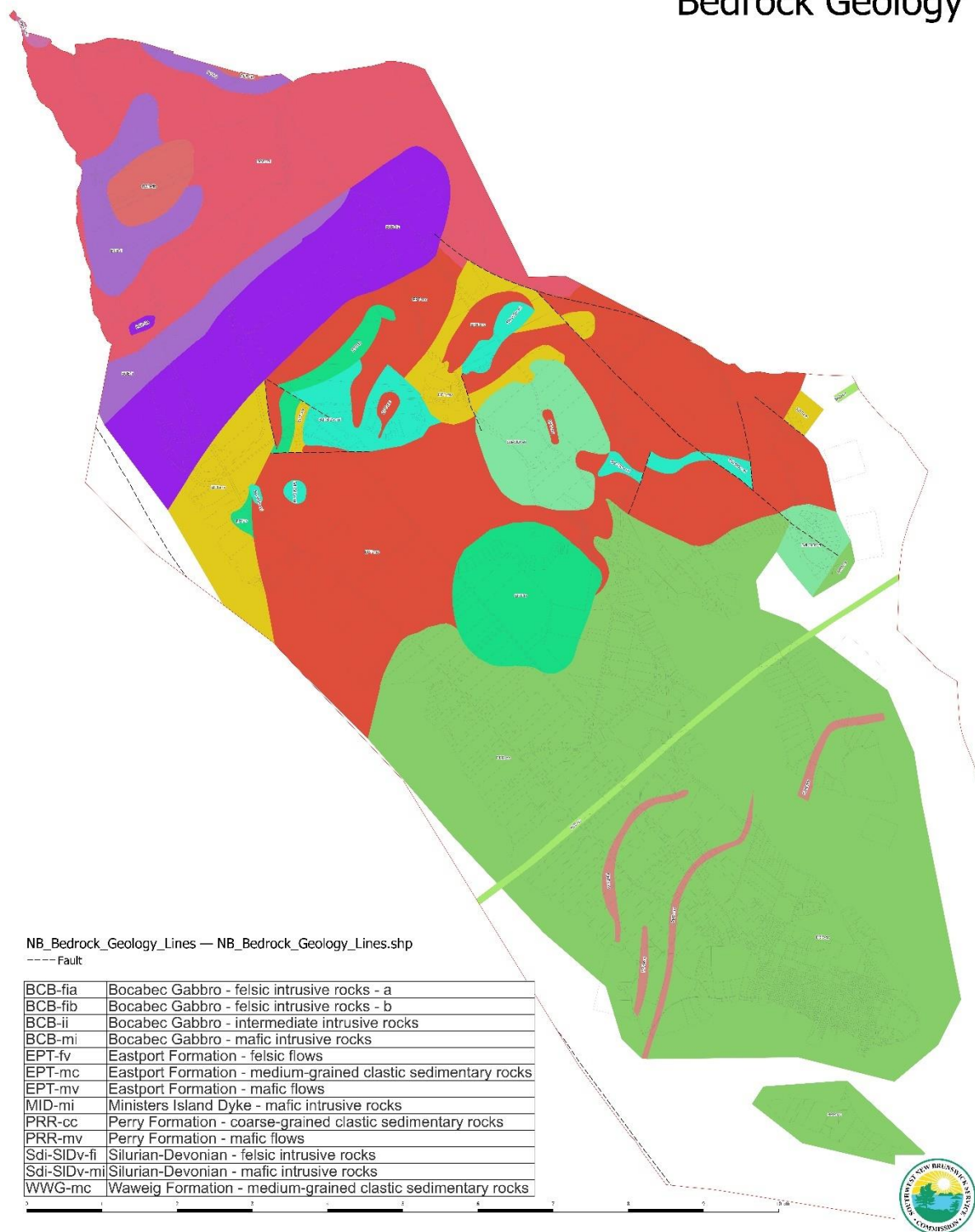
Key Insights

- Renters struggle far more than owners with all aspects of housing.
- Rental dwellings only exist within the Townsite.
 - o While the proportion of renters has not increased, the number of rental dwellings has (and has continued to increase since the last census based on permitting data).
- The municipality has made progress in its housing goals between SNBSC's 2020 Housing Needs Study and 2022 Update (see Appendix).
 - o Vacancy rate has increased from 2.3%-4%.
 - Survey results show little to no change in difficulty of renters finding housing that meets their needs but improvements for owners.
 - Based on surveys, renters in 2022 are less likely to spend over 30% of their income on shelter costs and are more likely to live in well maintained spaces that match their needs.
- Despite progress, challenges still remain, largely in the Townsite where shelter costs (especially for renters) are rising at a faster rate than incomes.

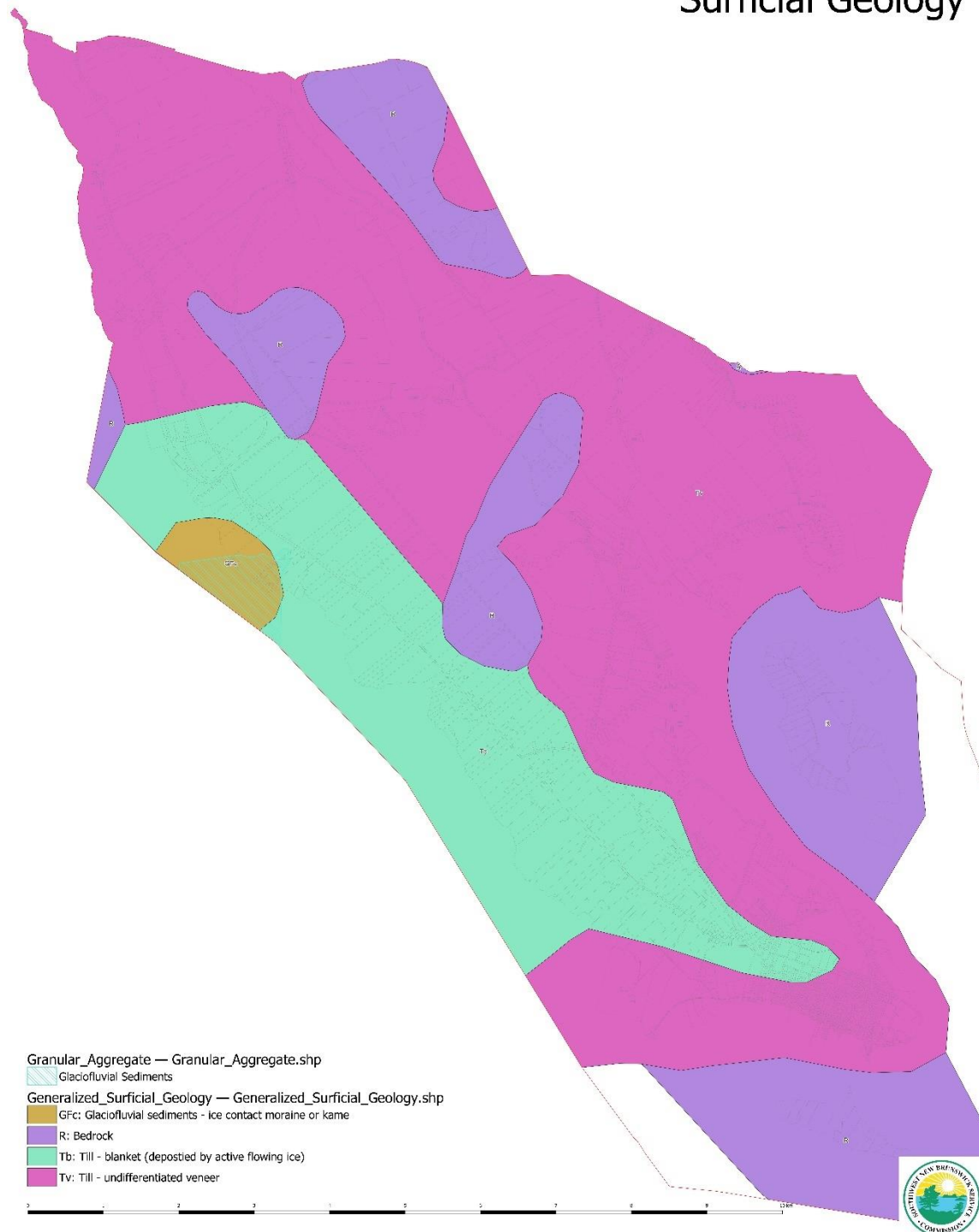
6. NATURAL ENVIRONMENT



Bedrock Geology

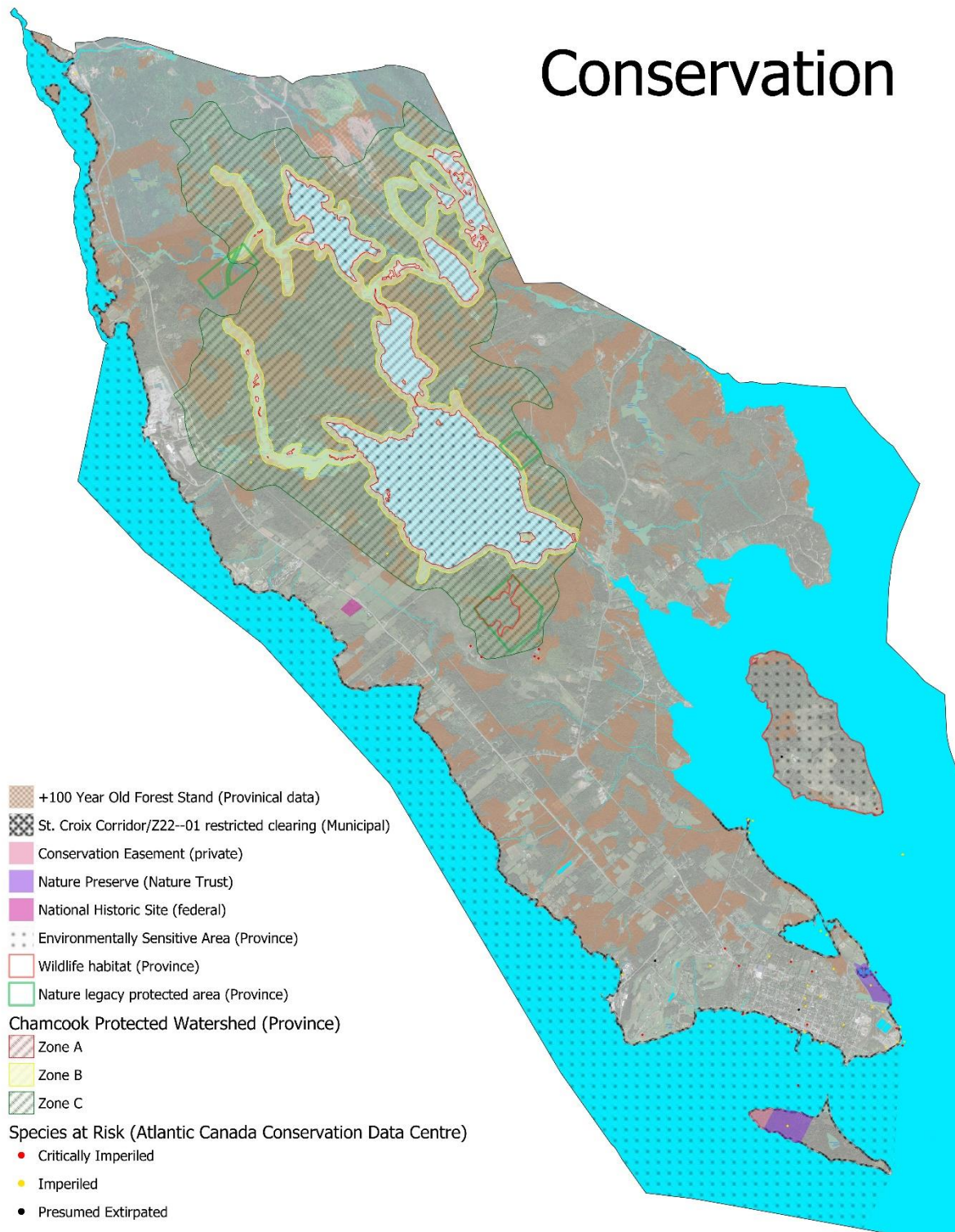


Surficial Geology

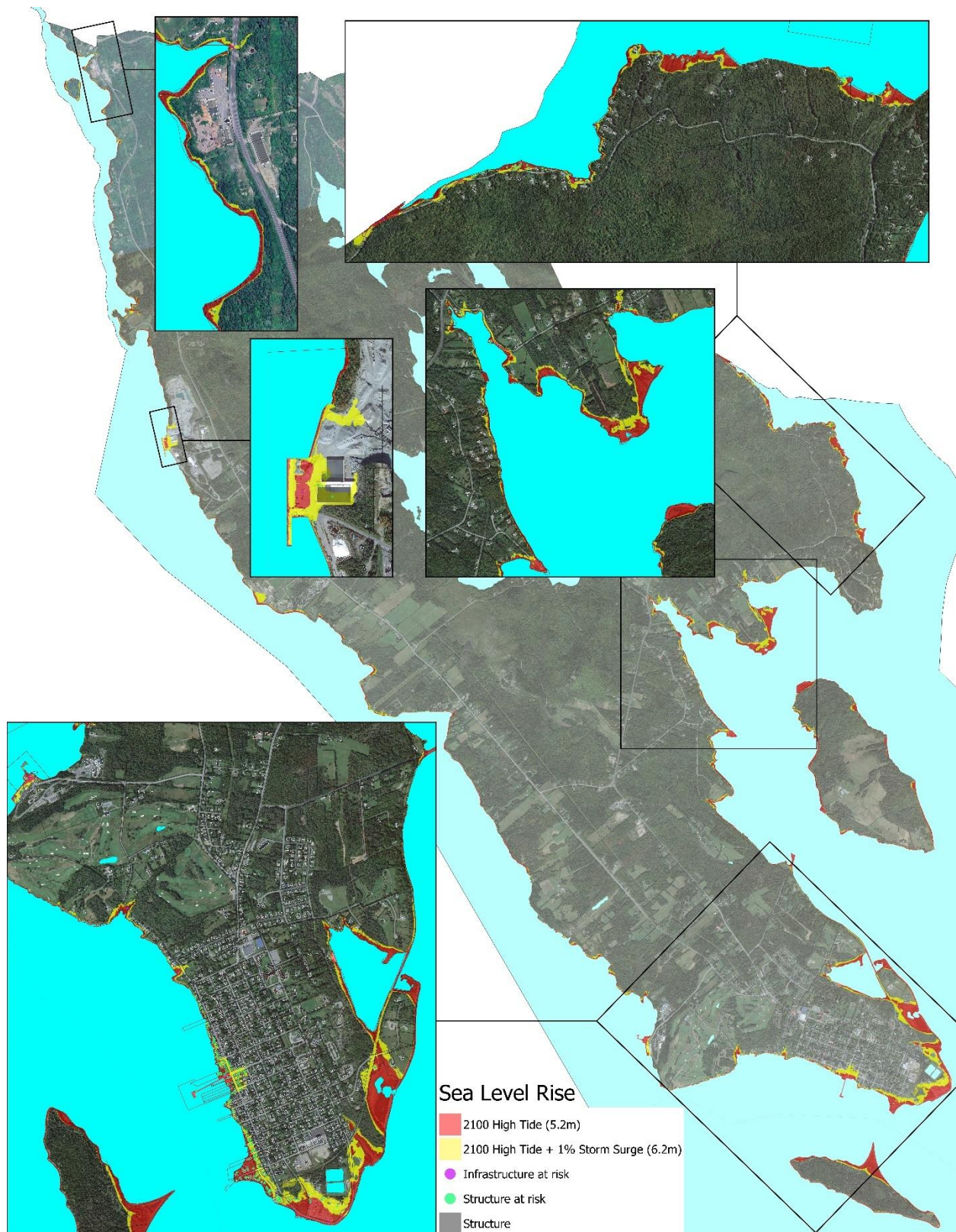


CONSERVATION

Conservation



CLIMATE CHANGE



Climate change should be of significant concern for Saint Andrews. 2023 saw a wildfire impact the municipality, burning over 250 hectares of forest. While forest fires have generally spared Atlantic Canada, 2023 shows that this will almost certainly not be the case moving forward. More obviously relevant for coastal communities is sea level rise and storm surges at high tide. While Saint Andrews experienced significant flooding in 2010 and 2016², at least 3 storm events have damaged infrastructure since 2020³, with two of those occurring at the end of 2023 and beginning of 2024. All indications are that frequency and intensity of these storms will increase making adaptation crucial.

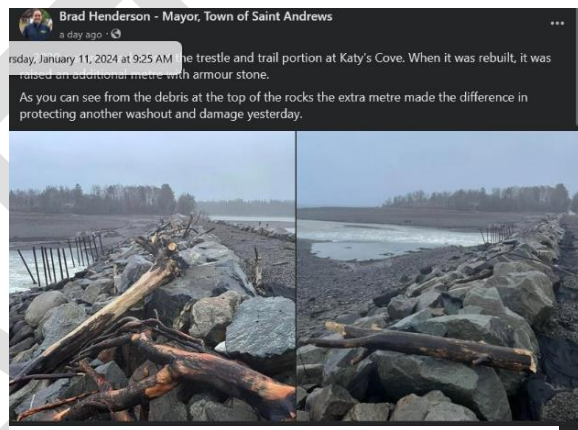


Elizabeth Fraser · CBC News · Posted: Apr 13, 2020 2:06 PM ADT | Last Updated: April 13, 2020



Water and strong winds destroyed a section of the Van Horne Trail in Saint Andrews over the weekend. (Photo: Kurt Gumushel)

Picture 1 – Katys Cove 2020 Storm Surge



Picture 2 – Katys Cove 2024 Storm Surge

Key Insights

- Sea Level Rise projections have been updated and should be reflected in planning by-laws.
- While armour stone/rip-rap is a popular solution for protecting shorelines from erosion, research indicates they are ineffective in the long run and many jurisdictions have, or are in the process of significantly restricting their use⁴.
 - o Nature Based Shoreline protection has advanced and should continue to be encouraged, if not required.
- Multi-level governmental partnerships will be required to adapt infrastructure at risk.
- The Town has undertaken strategies related to Greenhouse Gas Emissions⁵ and Energy Planning⁶ that should be reviewed for relevant planning implications.
 - o Efficient land use including mixed-uses with density of dwellings and amenities lead to less use of vehicles and associated emissions.
- Residents and staff have concerns over large-scale developments clear cutting entire properties.

² <https://www.cbc.ca/news/canada/new-brunswick/climate-change-hearings-waterfront-at-risk-1.3751556>

³ <https://www.cbc.ca/news/canada/new-brunswick/saint-andrews-trail-storm-1.5530639>

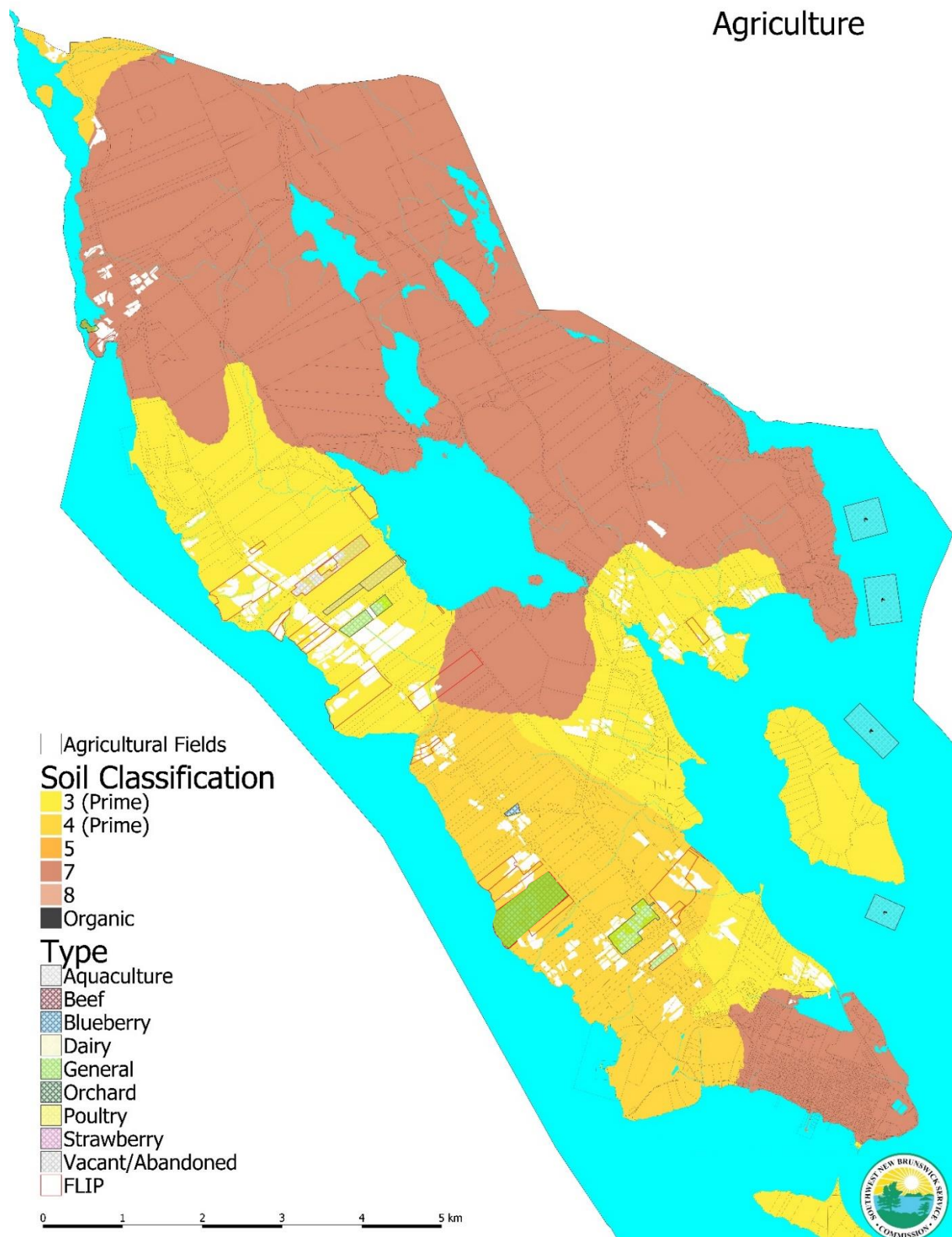
⁴ https://www.princeedwardisland.ca/sites/default/files/publications/2023_pei_interim_coastal_policy_recommendations.pdf

⁵ https://www.townofsaintandrews.ca/wp-content/uploads/2022/04/SA_GHGMitigation_LocalActionPlan_Final.pdf

⁶ <https://questcanada.org/town-of-saint-andrews-accelerator-program/>

- Planners have already considered policy changes to restrict needless clear cutting (See Appendix 2).
- Local planning policies and zoning should be consistent with or go beyond Provincial Regulation and legal statutes.
 - Chamcook Watershed Protected Area Designation (Industrial zoning currently exists within this area).
 - Watercourse and Wetland Alteration Regulation
 - Fish and Wildlife Act
 - Conservation Easements (Nature Legacy Protected Areas)
- Deer continue to be a nuisance leading to fences higher than currently allowed.
 - Front/flankage yard fences over 1m require terms and conditions from PAC – this is generally seen as unnecessary by PAC, staff, and residents.

7. RESOURCES



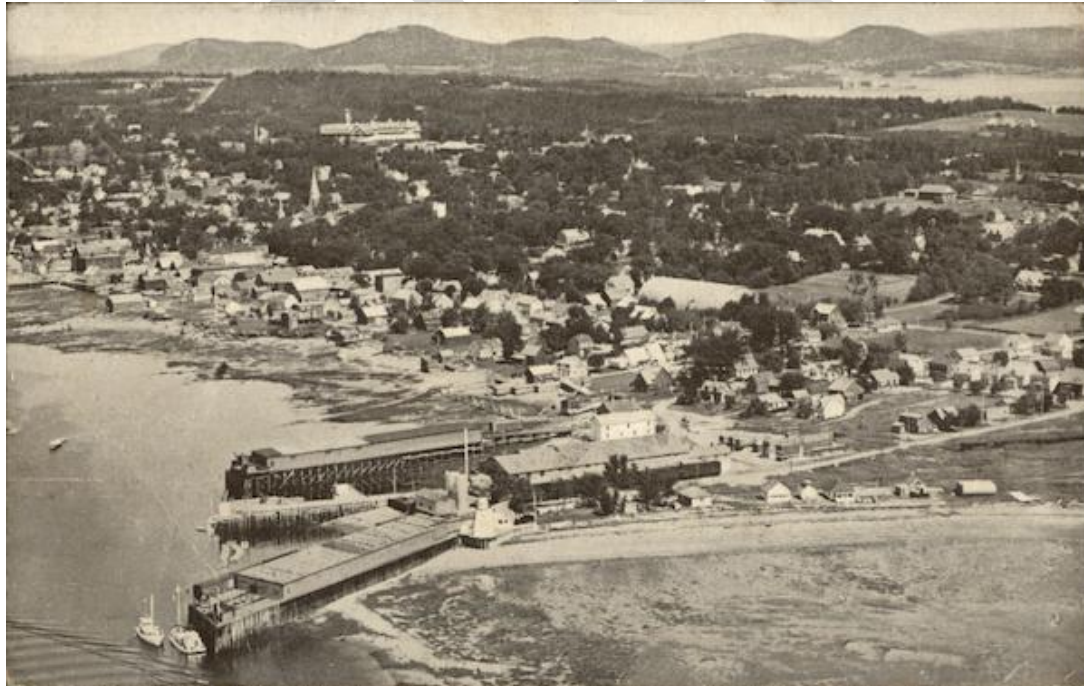
AGRICULTURE

While there is a long history of farming in Charlotte County and the Saint Andrews peninsula (see the once famous ‘Bayside Turnip’⁷), commercial agriculture has largely ceased in the area despite relatively good soils. That being said, there are two farms, notably run by young entrepreneurs, that have been revived in recent years: Bantry Bay (traditional organic) and FoodsGood Farm (permaculture). Both of these farms sell to local restaurants, small grocers, and direct to consumers through farmers markets and Community Supported Agriculture programs.

FISHERY/AQUACULTURE

Locales east of Saint Andrews are well known for fishing and aquaculture (Eastern Charlotte and beyond), but, as a coastal community there are still many commercial connections to the water. There are many lobster pounds and aquaculture sites in Passamaquoddy Bay (not under municipal jurisdiction), but there are always land-side uses for post-harvest handling, storage, and processing. These uses exist and are expanding in the Bayside Industrial Park.

It may be hard to believe, but lobster processing historically existed in the Townsite until a fire destroyed Conley’s Lobster in 1974. Fishing boats use the Saint Andrews wharf and harbour as a launching point and the Town pays homage to its current and historical ties to the fishing community with the Lobster Trap Christmas Tree in Market Square. Applications for rezonings and variances to add



Picture 3 – Conleys Lobster Plant and wharves

⁷ <https://www.mofga.org/resources/community/reviving-bantry-bay-farm/>

lobster holding facilities in Bayside and Chamcook have been made, but none have been approved at this point

As in many coastal communities, competing development pressure between residential and land-based fishery/aquaculture uses have occurred (e.g. lobster holding, seafood processing, etc...). While current plans ban such uses in the Townsite, both rural plans take a 'mixed-use' one-size-fits-all approach to land use, which no longer meets the needs of the community and has led to conflict between uses.

Three institutions in Saint Andrews play less visible, but still key roles, in fishing and aquaculture. The Federal Department of Fisheries and Oceans Biological Station (SABS) has been a part of the community since 1908. Researchers there play key roles in supporting fisheries/aquaculture by studying ecosystem, habitat, and species health.



Picture 4 – Biological Station and Huntsman Marine Science Center

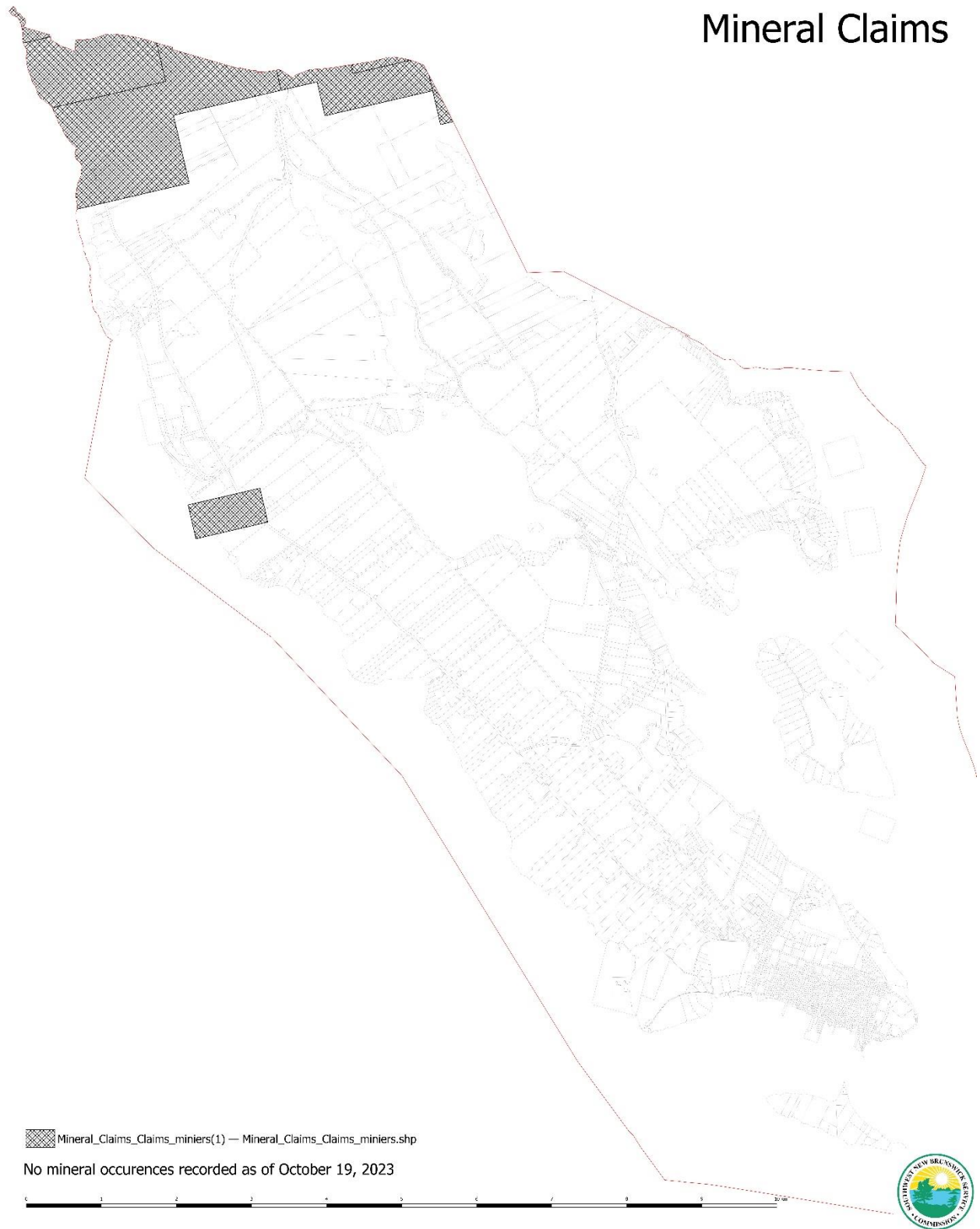
The non-profit Huntsman Marine Science Centre is just up Marine Science Dr. from SABS and engages in research, conservation, and education. Research supports fisheries/aquaculture while conservation efforts alleviate some of the negative impacts of those activities. Education opportunities exist for people of all ages with one of the most popular attractions in the region – the Fundy Discovery Aquarium. The Huntsman can expand with 28 acres of vacant, partially serviced land, which was identified in the current Municipal Plan as the location of a potential future knowledge-park.

The Atlantic Salmon Federation plays a slightly different role, only focusing on one wild (not farmed) species and including advocacy in their work. Rivers in Southwestern New Brunswick used to have abundant salmon, but industrial development significantly degraded river ecosystems. As industrial development becomes better located, and dam removal/fish passage implementation continues, there is the potential to have wild salmon in local rivers again. While there are almost certain ecosystem benefits to this, there are potential economic benefits as well – angling is a popular sport.

FORESTRY

While New Brunswick is known for forestry, there is relatively little forestry activity occurring in Saint Andrews. What forestry activity is taking/has taken place seems to be exclusively on private property, not on Crown land.

Mineral Claims



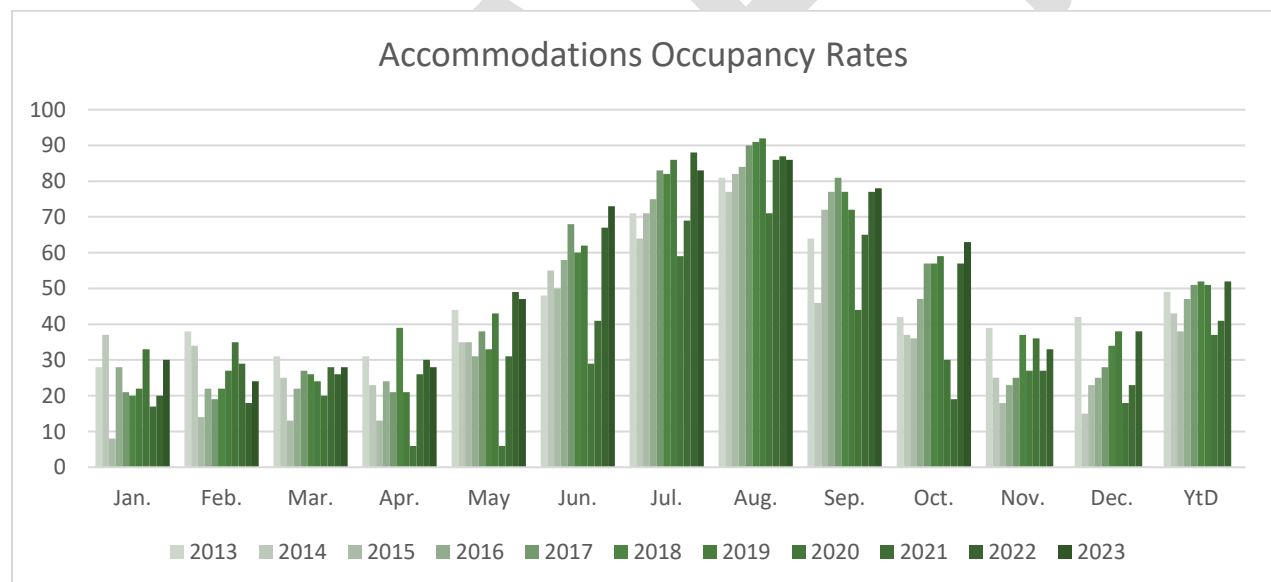
A large mineral claim covers the majority of the southwest NB with portions in the northern part of Saint Andrews. No mineral deposits have been discovered to date. A quarry is in operation at the Champlain Industrial Park that produces construction aggregate (road materials, asphalt and concrete aggregate, armour stone) for local and international road materials.

Key Insights

- Employment in primary resources has declined in all parts of Town.
- As 'homesteading' becomes more popular in rural areas, additional regulations for animals should be considered to protect public health, water quality, and reasonable enjoyment of rural land.
- The planning process should set clear standards to prevent pollution (including aesthetic) for land-based fishery/aquaculture uses that can co-exist with residential uses and identify areas for industrial zoning for such uses that cannot co-exist.

8. ECONOMY

ACCOMMODATION



The above chart is based on the Saint Andrews to Saint John tourism catchment area, but it is assumed the majority of accommodations would be in Saint Andrews.

Accommodations are a key part of tourism and Saint Andrews has a wide variety of options, which have expanded in recent years. The Algonquin Hotel is probably the most well known hotel in Saint Andrews, but the oldest is actually the Kennedy House. Both properties have recently changed ownership but are expected to continue as key accommodations. Motor inns/motels and B&B's have also been a part of the historic accommodations. Some new owners have moved into this space as well but the biggest area of expansion is in short term rentals and 'glamping'.



Picture 5 – Glamping dome in Bayside

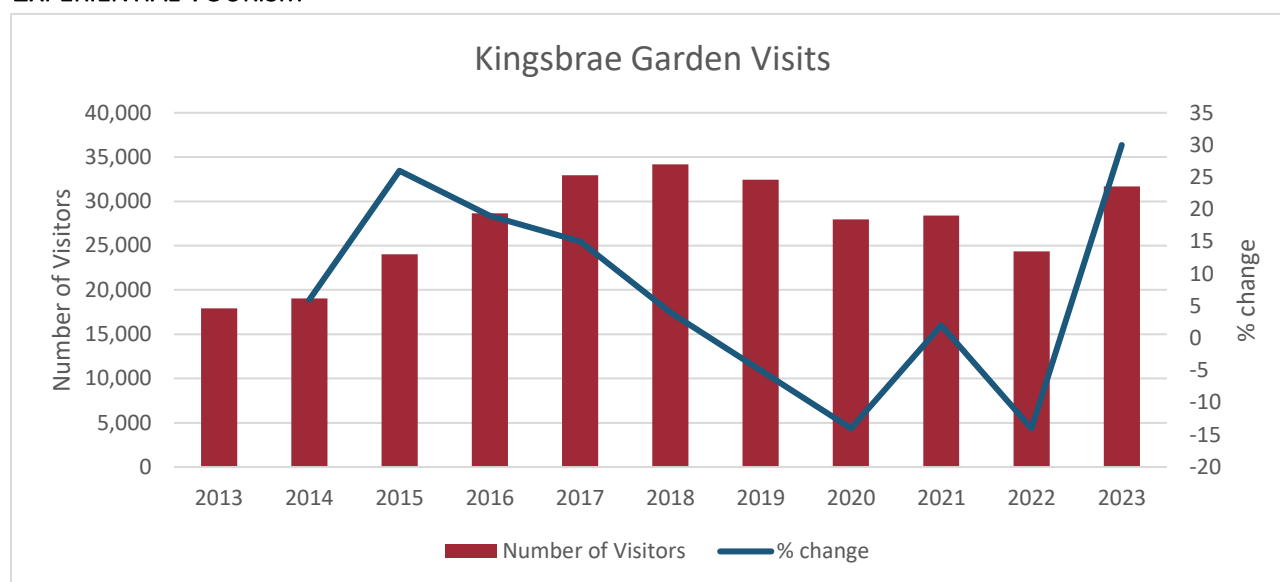
FOODSERVICE

Saint Andrews deservedly has the reputation as a foodie destination in New Brunswick. While old standbys remain, new, and increasingly diverse options have expanded in recent years. Zoning has changed to allow a nano-brewery (Saint Andrews Brewing Company), pathways for lounge licenses (liquor service without food), and live entertainment with clear standards. One area that should be addressed is food trucks on private property. These are prohibited under the zoning by-law but have been approved by PAC on a temporary basis. However, they also require a Peddlers Permit under a separate by-law (circa 1985), and despite PAC approving food trucks on a temporary basis, peddlers permits have been denied for food trucks. Council has committed to reviewing and updating the Peddlers and Transient Traders By-law.

CANNABIS

The current Municipal Plan directs Council to monitor, and if deemed necessary, regulate private retail cannabis sales. A private retail operation, licensed by Cannabis NB received a use variance from PAC and therefore has the municipal authorization to begin operation in a downtown location. There were concerns in the community at the time about the location and nature of the business.

EXPERIENTIAL TOURISM



The COVID-19 pandemic severely impacted tourism globally, but Saint Andrews remained a destination within New Brunswick and, once possible, the maritime bubble⁸. Using Kingsbrae Garden as a proxy (only site with publicly available visitor data), it appears that 2023 saw a return to pre-pandemic numbers. Whale watching remains the most popular tourist activity. There are gaps in what operators offer - previously companies offered bike and kayak tours, but those experiences are not currently available.

PORT OF BAYSIDE/CHAMPLAIN INDUSTRIAL PARK

The Port of Bayside is a deep water port with stevedoring facilities that can receive, store, and/or export dry goods (e.g. fish feed and meal), frozen goods (e.g. blueberries), bulk goods (e.g. turbines), and aggregate⁹. The associated Champlain Industrial Park is occupied by a number of operators, but most are related to seafood. ACOA is funding upgrades and repairs to the wharf, expected to start shortly¹⁰.

⁸ <https://globalnews.ca/news/9011023/st-andrews-nb-businesses-covid-19/>

⁹ <https://portofbayside.ca/>

¹⁰ <https://iaac-aeic.gc.ca/050/evaluations/proj/85928>

Kelly Cove Salmon (Cooke Aquaculture) has completed an Environmental Impact Assessment and is approved by the Province to grow Salmon smolt prior to transfer to sea cages¹¹. It is expected they will



Picture 6 – Port of Bayside/Champlain Industrial Park

begin construction shortly on PID 15166184, but buildout is projected to take several years.

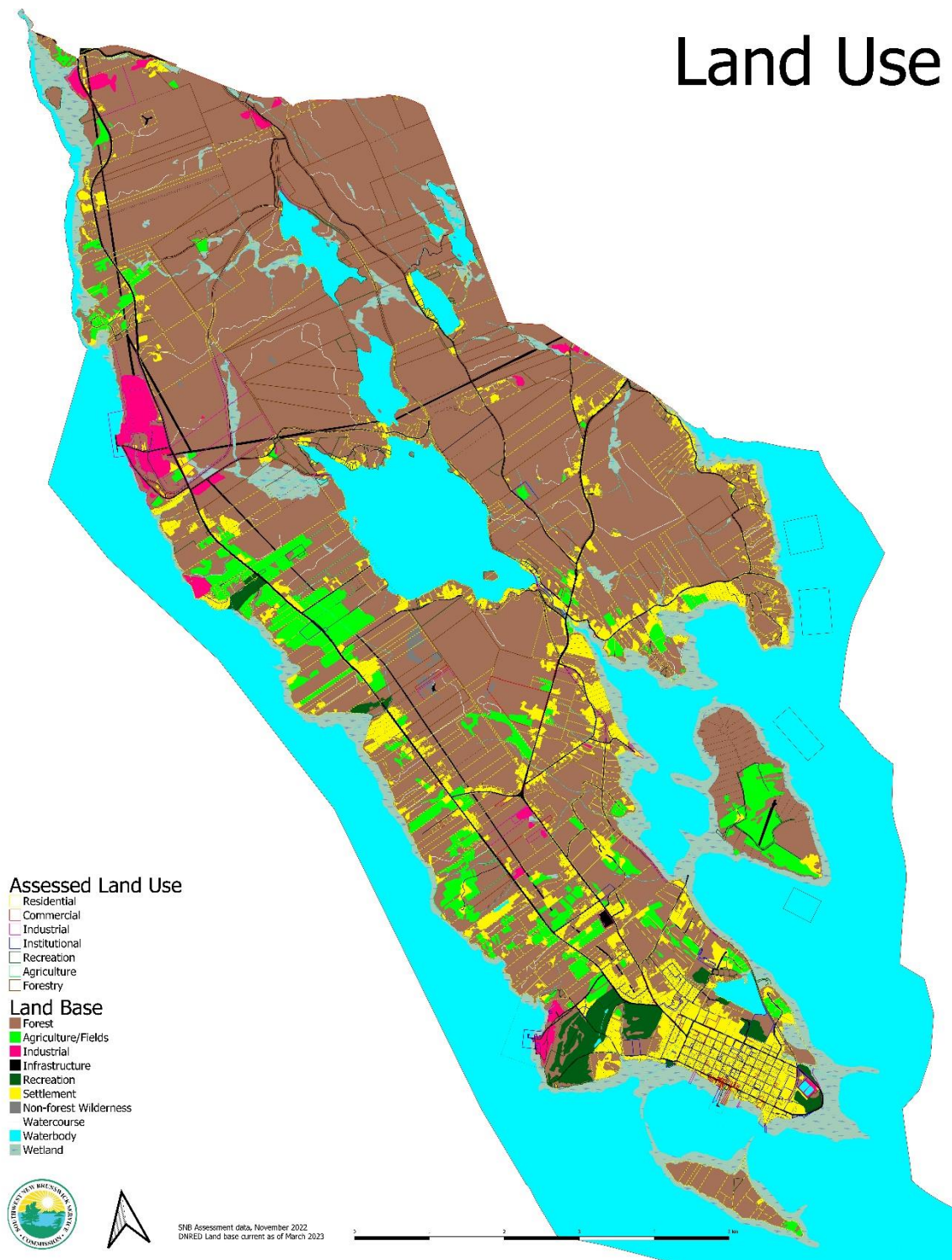
Key Insights

- 'Soft shoulder' (May and October) accommodation rates are generally increasing.
- August is consistently the peak month for accommodation rates.
- The COVID-19 Pandemic significantly impacted tourism – 2020-2021 should be considered anomalous years.
- In the townsite, accommodation growth was entirely short-term rental (e.g. AirBNB).
- New accommodations in Bayside are 'glamping' domes which are generally classified as campsites.
- Once the Peddlers and Transient Traders By-law is updated, zoning should be made consistent or simply treat a food truck as a commercial use.
- Private cannabis retail should be clearly restricted or clearly allowed.
- A secondary plan to aid in comprehensive planning for the Champlain Industrial Park should be considered.
- Champlain Industrial Park is at significant risk of sea level rise – proactive adaptation (e.g. sea wall) is required to ensure sustainability of operations.

¹¹ <https://www2.gnb.ca/content/dam/gnb/Departments/env/pdf/EIA-EIE/Registrations-Engestremments/documents/EIARegistration1481/EIARegistration1481.pdf>

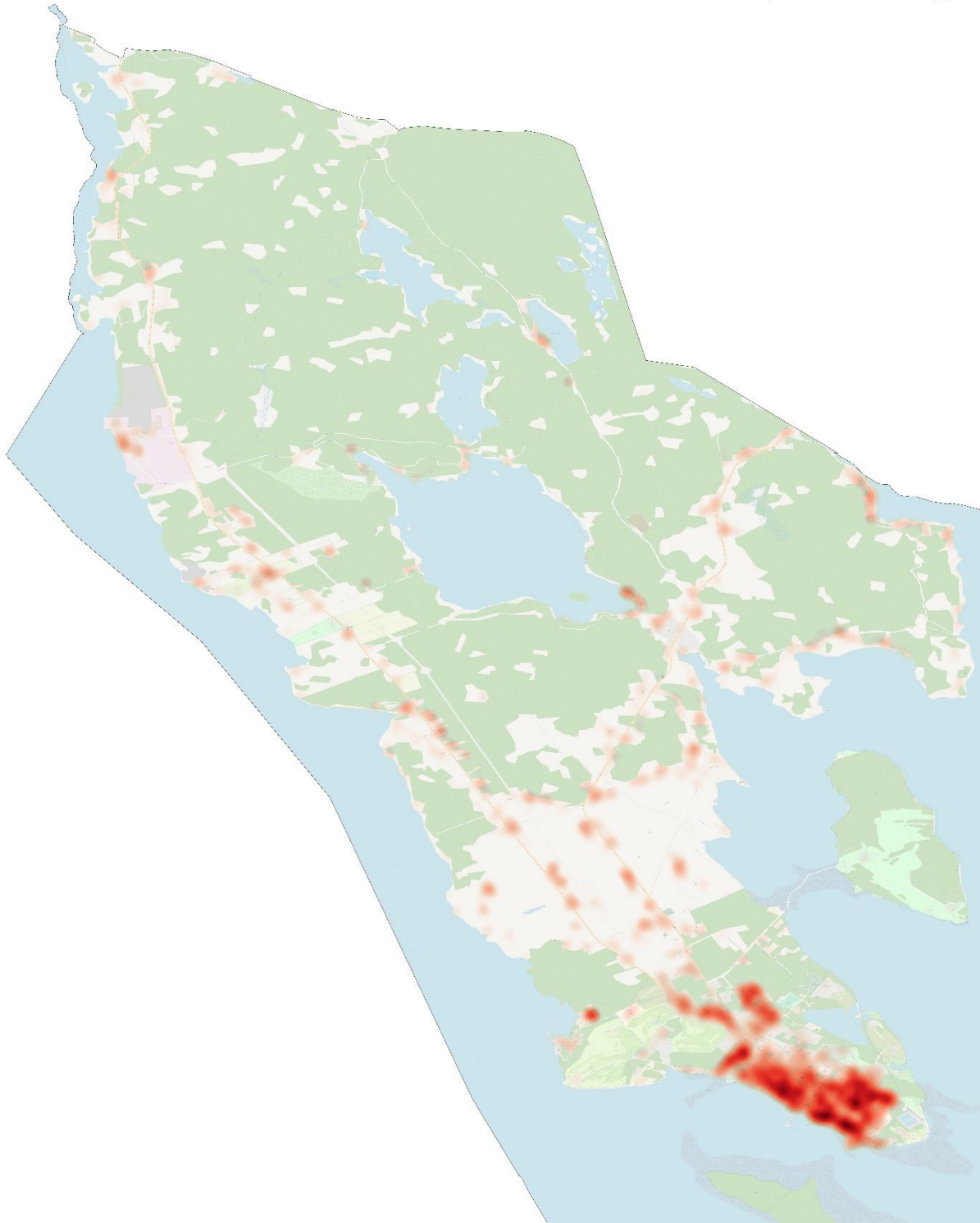
9. LAND USE

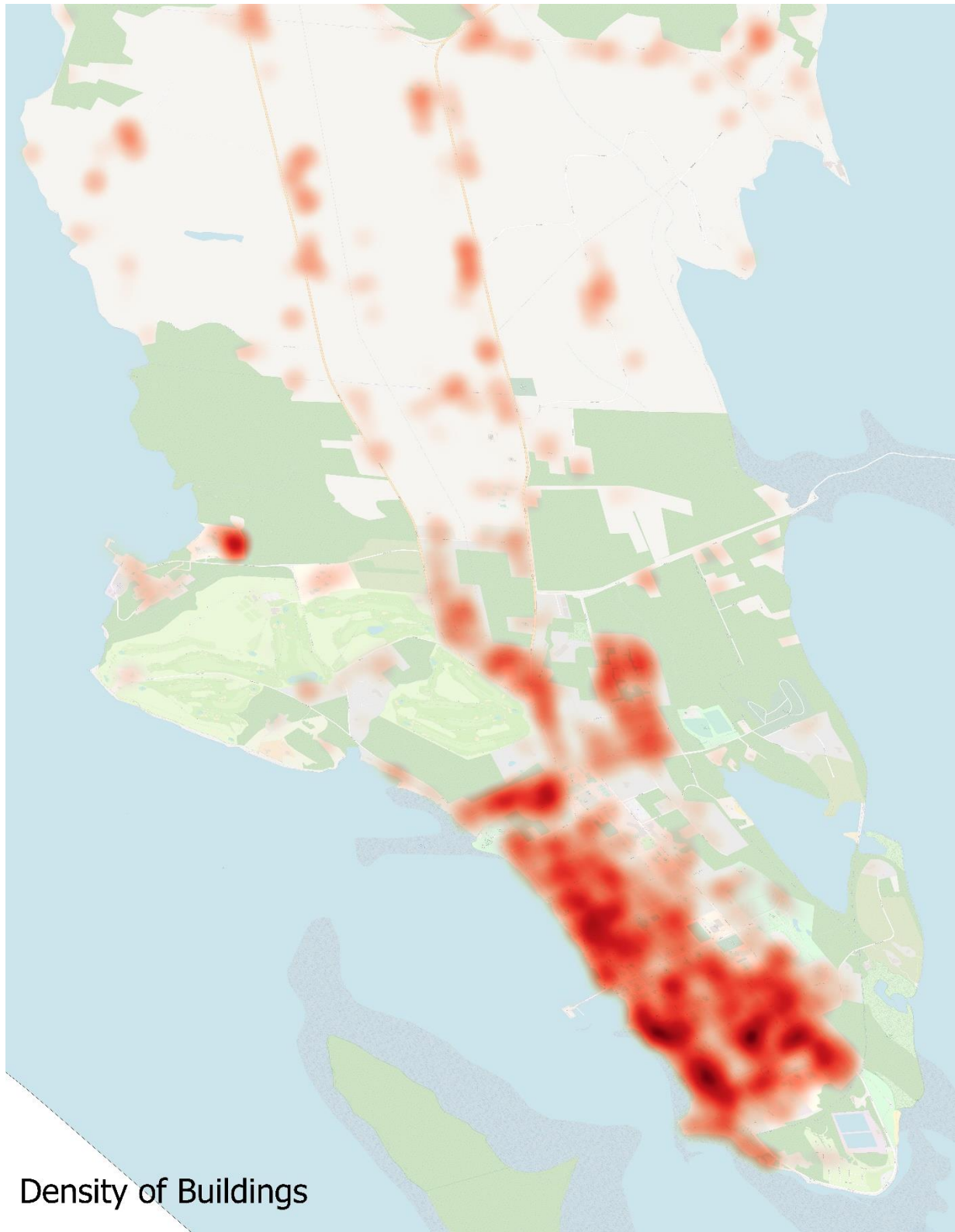
Land Use



SETTLEMENT PATTERNS

Density of Buildings





Density of Buildings

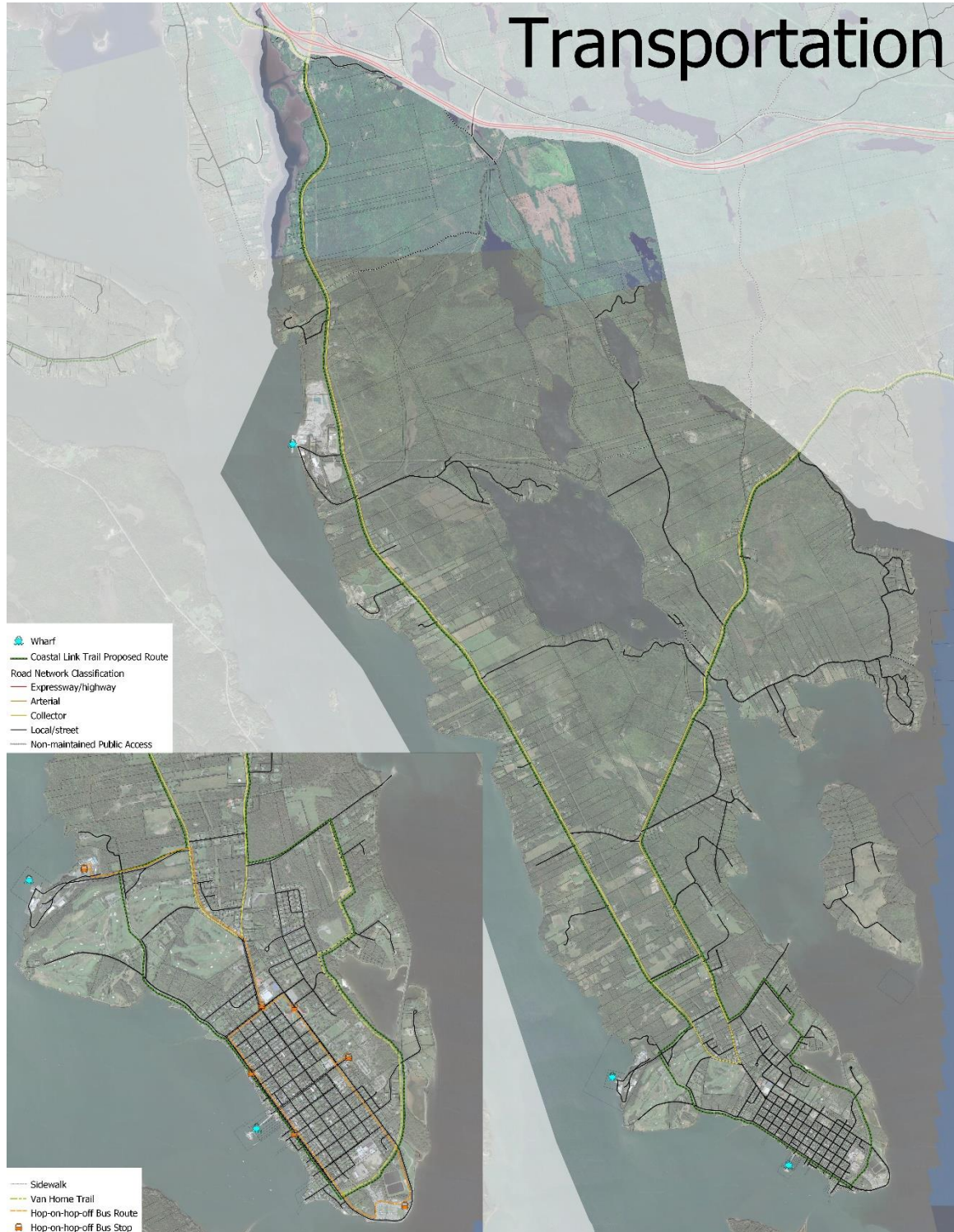
Land use and settlement patterns are typical for the Southwest NB area. Predominately forested (less forestry activity than is common – see Resources), with settlement around main roads (Rte. 127) with some seasonal and year-round settlement around the southern portion of Chamcook Lake and along the coast in Bocabec. Recreational (seasonal dwellings, campsites, etc...) are also included in this settlement pattern. While many cleared fields exist, few are still used for agriculture purposes outside of haying (see Resources). Industrial uses are generally limited to the Champlain Industrial Park with some research laboratory applications in the Townsite. The Townsite is the only 'urban settlement' in the municipality.

Key Insights

- Statements of Public Interest direct growth to serviced areas or existing roads to both create sustainable settlement patterns and to preserve large enough landscapes for rural resources so that the viability of agricultural and natural resource sectors is not compromised due to land use conflicts with rural residential uses.
- Residential and Institutional growth areas were identified in the current Municipal Plan and have not been further developed. These should carry forward to ensure desirable development occurs at key locations.
- Existing Rural Plans do little to separate land uses and have a 'one-size-fits-all' approach that is not recommended moving forward due to land use conflicts. Settlement areas in rural parts of Saint Andrews need to be mapped, limited in size, and protected, so that they do not permit a variety of incompatible rural resource uses, such as light industry, large-scale fishery facilities, or livestock operations.
- Locations for rural resource activities, such as livestock farming, forestry, and small-scale/traditional fishery uses, need to be permitted by-right in a large resource zone outside of the Chamcook Watershed and with reciprocal setbacks from dwellings in proximity.
- Industrial and large-scale fishery uses must be segregated and directed to the Champlain Industrial Park at the Bayside Port and opportunities to expand the Park into the newly excavated areas of the quarry should be encouraged.

10. TRANSPORTATION

ROAD NETWORK



Transportation networks and resulting modes of transportation are starkly different in the Townsite than in the outlying areas. The municipality is bound in the north by Route 1 (controlled access highway) which connects the peninsula to St. Stephen to the east, and Saint John to the west. Heading south from Route 1 with two intersections, (one is not in the municipality but would be the typical access for the Chamcook side), Route 127 (collector) forms a 'U' shape with the bottom being the Townsite. Public local roads, private roads, and public access non-maintained roads (legal access but not maintained by the Province) provide further to properties. This final category of road presents challenges as DTI will not issue setback certificates or access permits for these roads – severely limiting development.

The Townsite street grid (specifically the 'plat') is a significant part of the National Historic Site designation¹². Designed in the 1700's as a typical British colonial town, little has changed about the street network, except the main mode of transportation. While cars are now dominant, walking/cycling as a form of commute makes up 25% (mostly walking) of mode share – very high for a non-urban area. In 2021, the Transportation Master Plan¹³ was adopted. This plan offers recommendations for road reclassification and redesign to emphasize traffic calming, active transportation network buildout, public transit, loading zones on Water St., and off-street parking. The Town has been working towards its implementation. The 2023 Subdivision By-law follows many of those recommendations and will ensure that new streets are right-sized for their users, safe, and attractive. Parking remains an issue and makes developing rental units in the Historic Business District and Town Plat very challenging.

PUBLIC TRANSPORTATION

Summer of 2023 saw the introduction of a free Hop-on-Hop-off bus operating Thursday-Saturday in July and August servicing seven stops and 611 riders. Based on ridership numbers, this service could expand in 2024.



Picture 7 – Hop-on-hop-off Bus

Charlotte County Dial-a-Ride helps those who do not have access to transportation due to financial or physical challenges, and uses a fleet of volunteer drivers who predominately use private vehicles. A wheelchair accessible van is available¹⁴. The Town supports the service through community grants.

Project:Village Car Share offers bookable electric vehicles to those with drivers licenses¹⁵. The

¹² https://www.pc.gc.ca/apps/dfhd/page_nhs_eng.aspx?id=838

¹³ <https://www.townofsaintandrews.ca/wp-content/uploads/2020/01/Transportation-Master-Plan-Town-of-Saint-Andrews.pdf>

¹⁴ <https://charlottedial-a-ride.com/>

¹⁵ <https://www.projectvillage.ca/pvcarshare>

Town has partnered with Project:Village to locate one of their fleet at the W.C. O'Neill Arena. While this is a relatively new service, there has been high uptake in Saint Andrews.



Picture 8 – Project:Village Car Share at the W.C. O'Neill Arena

ACTIVE TRANSPORTATION

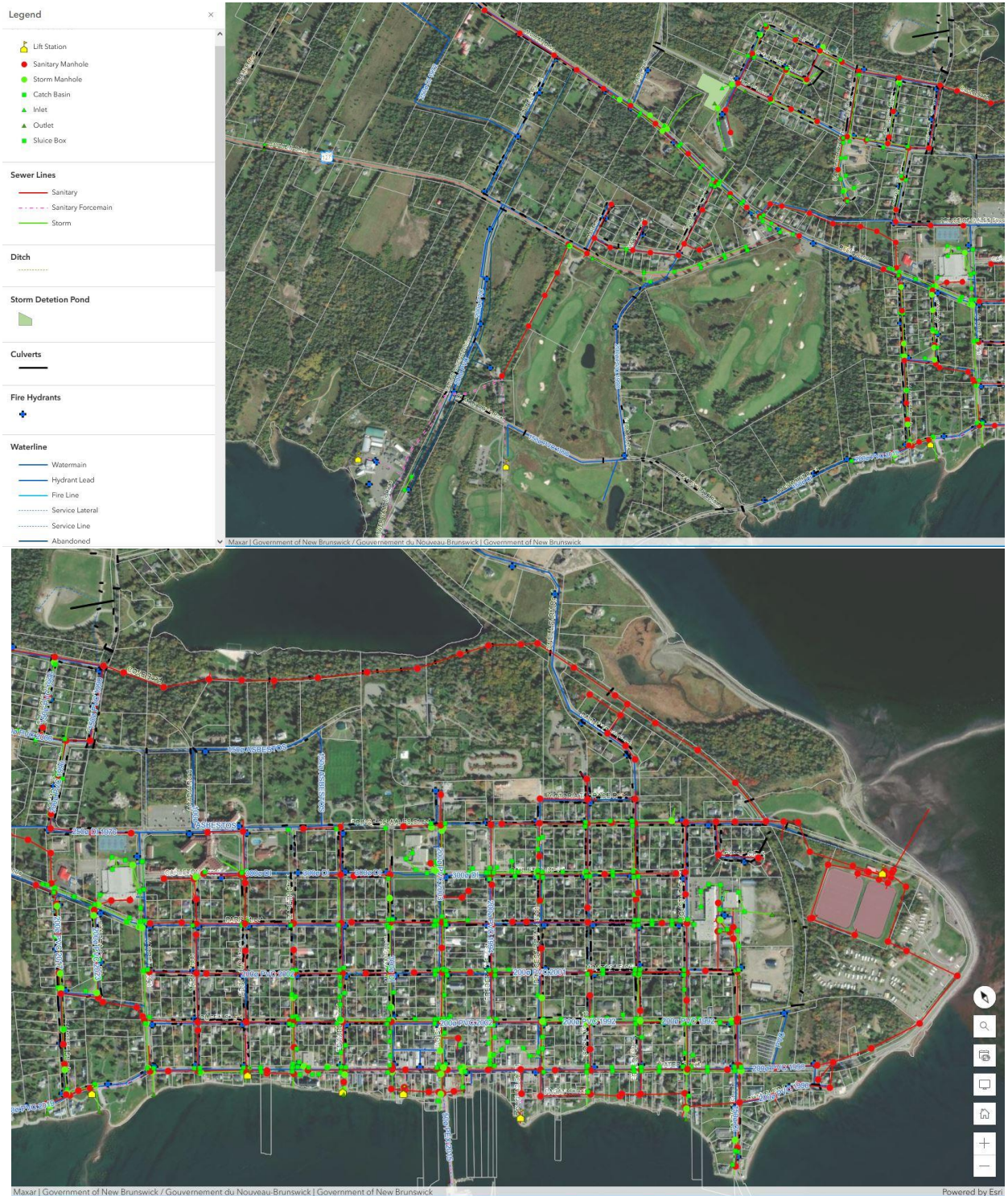
Active transportation (i.e. human powered – walking, cycling, paddling) has been a focus in the Townsite for some time. The Van Horne Trail began development in 2013 and follows a former rail bed with approximately 4km of paved surface. While primarily used for recreation, it does connect residential neighbourhoods to the downtown area. Sidewalks could be more prevalent in the residential areas, but this does not stop walkers from making up a relatively large percentage of commuters.

Key Insights

- Once additional parking facilities are developed, parking minimums should be reduced.
- Future subdivisions and growth areas should facilitate active transportation.

11. INFRASTRUCTURE AND MUNICIPAL SERVICES

PUBLIC WORKS



Where services and infrastructure exist, they are generally well managed with asset management plans overseen by senior staff and contracted engineers. A 2014 study measured water usage in the Chamcook watershed by main users (Industrial Park, Town, and the Atlantic Salmon Federation).

EMERGENCY MANAGEMENT



Picture 9 – Stein Lake wildfire

2023 saw two major events that required significant emergency management. The Stein Lake wildfire in June led to the evacuation of hundreds of homes in the adjacent area of Bocabec. As the closest municipality, Saint Andrews became the center of operations and hosted numerous evacuees in the W.C. O'Neill Arena, as well as being the central fire response station¹⁶. In December, a powerful storm led to the loss of power for the entire municipal area (and far beyond). Again, the W.C. O'Neill arena hosted residents from the municipality and beyond¹⁷. In both cases, while there was significant coordination between the Province and municipality, Council and staff showed significant leadership and residents also strongly supported those impacted by offering generators, accommodations, and other necessities, as well as moral support.

¹⁶ <https://www.cbc.ca/news/canada/new-brunswick/forest-fire-under-control-saint-andrews-burn-ban-bocabec-chamcook-1.6866107>

¹⁷ <https://www.facebook.com/groups/165868728884907/posts/647566567381785/>

Land use planning has implications for emergency management, especially emergency transport. Long cul-de-sacs can be cut off and residents can be trapped without other means of escape¹⁸. While exacerbated and sometimes started by human activity, natural disasters (i.e. flooding, wildfire) are natural processes. Emergency management is generally only necessary when areas of settlement are impacted. Ensuring new settlement areas are resilient and adapted for increasingly severe weather patterns is a key aspect of proactive Emergency Management.

Key Insights

- Private use of the Chamcook watershed groundwater and lake water as a potable water source could be regulated with a by-law under the Local Governance Act if there is concern over private use.
- Financial modeling should be done on new infrastructure to ensure growth pays for growth.
- Land use patterns should facilitate evacuation in case of emergencies.

13. FINANCES

Local Governance Reform has impacted the finances of every local government in ways that will not be known for several years; tax bases have changed, assets have been acquired, and funding models have shifted¹⁹. Prior to LGR, Saint Andrews has generally been in an excellent financial position for a community of its size with assessed property values at a level where even a low mill-rate yields a significant tax-base. This has allowed the municipality to provide a very high level of service per person relative to communities of similar population size.

Key Insights

- The Town should carefully consider developing/acquiring new assets to ensure levels of service do not decline.

14. HERITAGE AND HISTORY

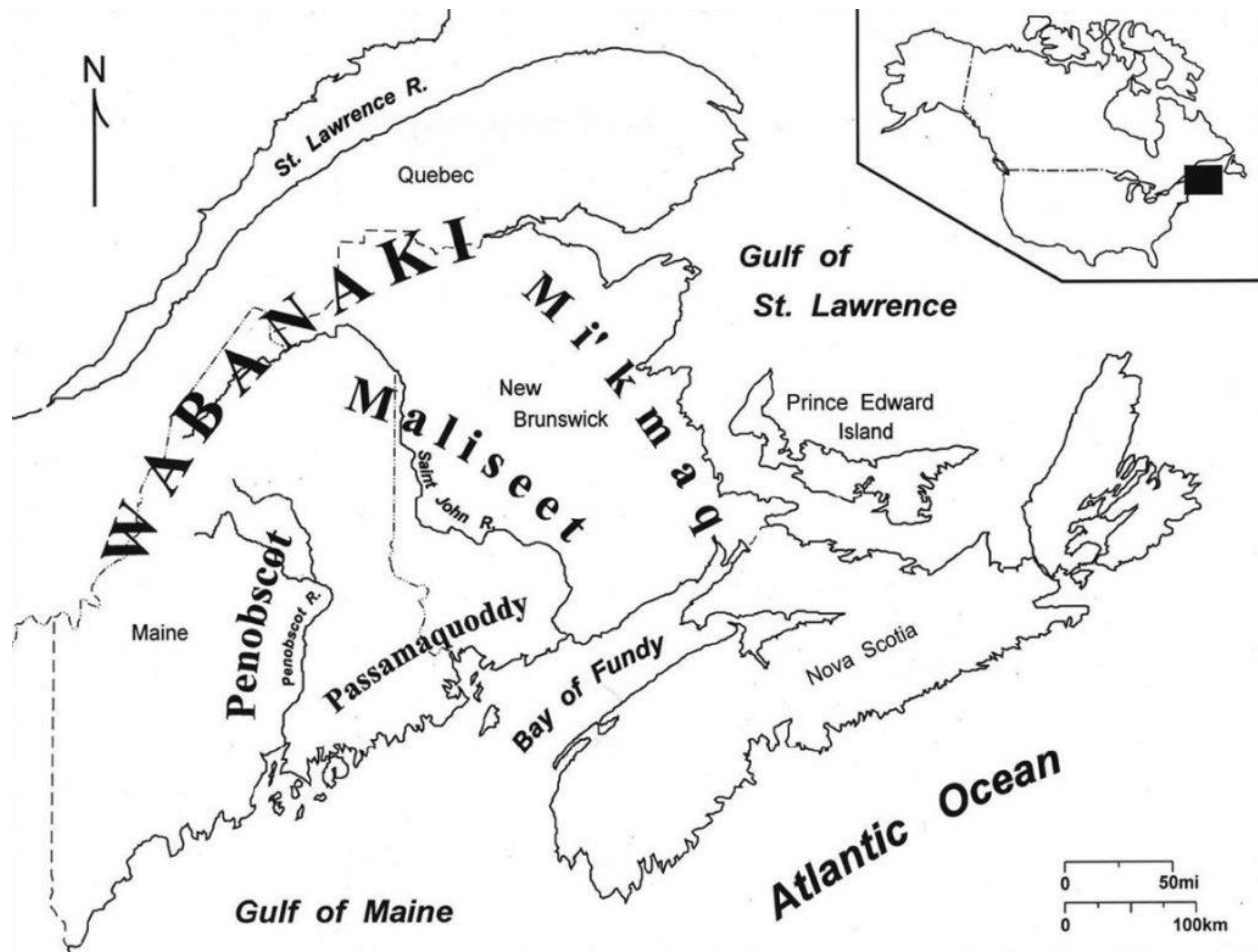
*“The traditional territory of the Peskotomuhkati Nation is the watershed of the Schoodic or Skutik (St. Croix) River and Passamaquoddy Bay. For centuries, the Peskotomuhkati way of life was a seasonal, cyclical round, in which the people left light footprints on the land. They would be in specific places at specific times of the year: upstream on the lakes in mid-December when the tommycod were spawning; inland after that to hunt caribou and tap maple; down to the Bay in the spring to dig clams and fish behind the weirs; out to the islands to take seal and porpoise; upstream to the salmon falls in the summer, fishing and gathering as they went. Qonasqamkuk, the present site of St. Andrews, was the fire place, the place where the councils of the nation were held.”*²⁰ Ministers Island (Qonasqamqi-monihkuk) is another important site. Evidence of gathering places exists with shell middens and other

¹⁸ <https://atlantic.ctvnews.ca/find-a-way-to-do-it-residents-of-wildfire-ravaged-n-s-community-anxiously-await-evacuation-exits-1.6480430>

¹⁹ <https://www2.gnb.ca/content/dam/gnb/Departments/fin/pdf/Publications/state-of-municipal-and-regional-finances-in-nb.pdf>

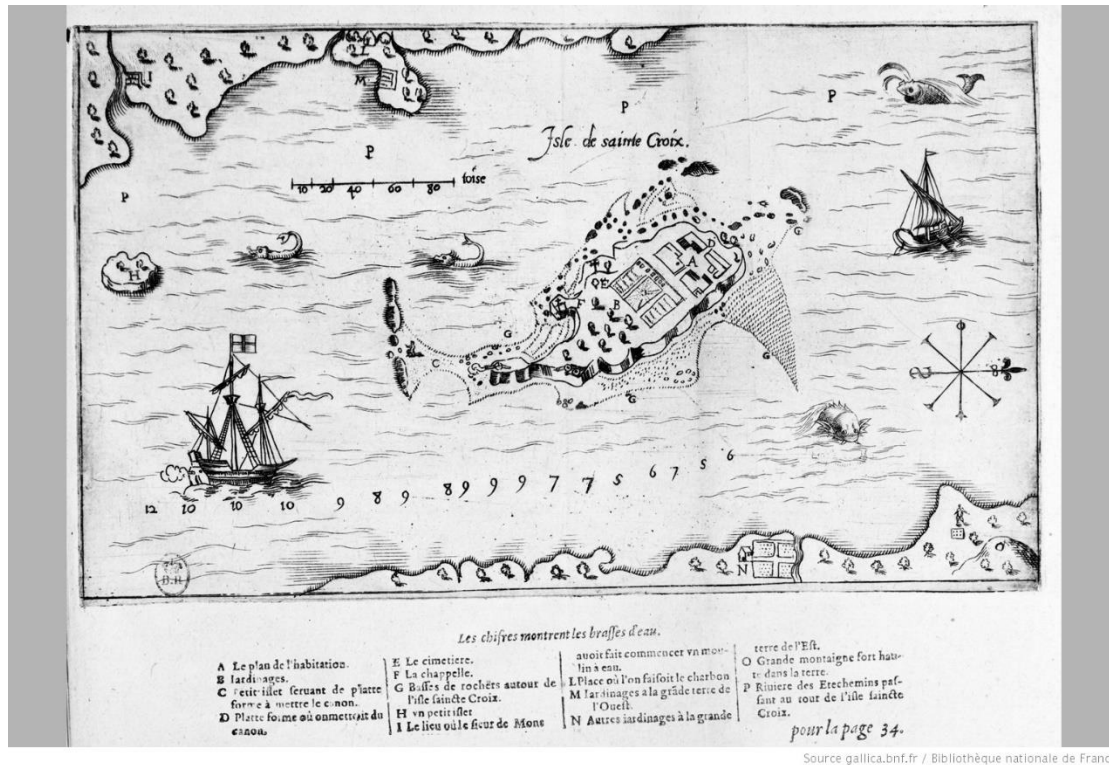
²⁰ <https://qonaskamkuk.com/peskotomuhkati-nation/peskotomuhkati-persistence/>

archeological artefacts, but these are often buried, and locations are not publicly known to avoid desecration.



Picture 10 – First Nations in Maine and Atlantic Canada

In 1604, one of the first attempts at European colonization of North America occurred on an island in the St. Croix River. A French expedition landed on Dochet Island (now called Saint Croix Island) and established a brief settlement that was abandoned after less than a year. While the island itself is in the United States and closed to the public, a National Historic Site on the Canadian mainland commemorates this history²¹.



Picture 11 – St. Croix Island chart by Samuel De Champlain

The colonial history of Saint Andrews (and New Brunswick) began with the French but after the British gained control of the colony in the early 1700's, it became a refuge for British loyalists fleeing the American revolution²². Saint Andrews was one of those early loyalist refuges with the original settlers literally rafting homes from Castine, Maine, to the Saint Andrews peninsula in 1783. Some of those homes are still standing to this day.

Once settled, the peninsula developed similarly to many other colonial outposts. Natural resource development (fishing, agriculture, forestry), industry (mostly shipbuilding), and maritime trade made up the majority of economic activity. Tourism development began in the late 1800s and with a railway spur leading to the community, Saint Andrews became a serene, summer destination for elites from Montreal and Boston seeking to escape their industrial cities²³. The Canadian government established the Saint Andrews Biological Station in 1908, adding scientific research as an economic node.

²¹ <https://parks.canada.ca/lhn-nhs/nb/stcroix/activ>

²² https://www2.gnb.ca/content/gnb/en/gateways/about_nb/history.html

²³ <https://standrewsbythesea.ca/history/>

BUILT HERITAGE



Picture 12 – Saint Andrews Courthouse

Built heritage is a keystone of the Saint Andrews Townsite. It is one of the main attractions for visitors and residents-to-be. Designated a National Historic Site, the layout and several buildings in the town plat date back to 1783. The Charlotte County Courthouse, another National Historic Site, was the longest running operational courthouse, functioning from 1840-2016. Just outside the plat sits the Saint Andrews Blockhouse built in 1812 to defend against a potential American invasion. 117 buildings in Saint Andrews are listed on the New Brunswick Register of Historic Places. It is worth noting that there is no dominant or 'typical' architectural style — those 117 properties represent 26 different architectural styles. Sheriff Andrews House, the Ross Memorial Museum, and the Oppenheimer-Prager Museum at Dayspring are Historic House Museums offering glimpses of 18th and 19th century life in Saint Andrews. The St. Andrews Civic Trust was founded in 1973 to advocate for, and support, the preservation of heritage buildings. In addition to this advocacy, they use membership fees and donated funds to restore historic properties and offer plaques to designate historic properties — over 250 properties sport these plaques. They also produce the *Saint Andrews Heritage Handbook on Building Conservation*²⁴. They are now in the process of developing future plans for the courthouse complex to support sustainable operations.

²⁴ https://drive.google.com/file/d/1hy8Pk3T2EUYju1zhJfDCT-NPqWO_-psi/view

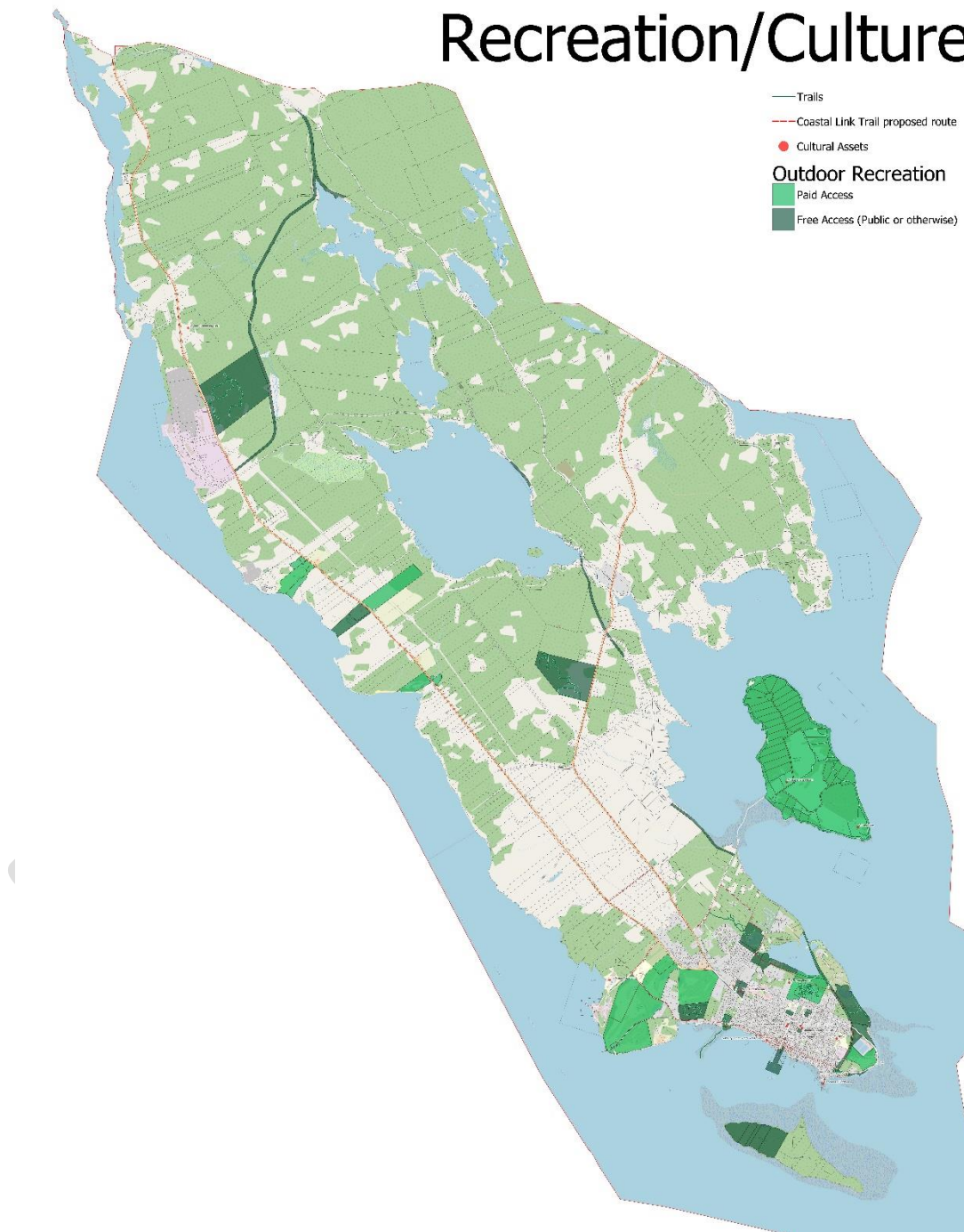
Now part of Saint Andrews, Ministers Island is also a National Historic Site with impressive built heritage linking the railway baron (William Van Horne) of Canada to the development of Saint Andrews as a tourism haven in the 1900's.

The current municipal plan proposed the development of a Heritage Conservation By-law to protect heritage resources. Despite two previous unsuccessful attempts, in 2023 Council struck a committee to begin the proscribed process set out in the Heritage Conservation Act to recommend a by-law for adoption. Design of new development in the Town Plat and Historic Business District is regulated beyond the zoning by-law through the Secondary Municipal Plan, but the associated guidelines focus on compatible design and do not require adherence to any particular architectural style.

Key Insights

- Provincial Department of Tourism, Heritage, and Culture (responsible for archeology) should be consulted in the case of large scale developments to ensure known archeological assets are not disturbed.
- Any heritage by-law should be compatible with municipal plan, secondary plan, and zoning by-law.

Recreation/Culture



FIRST NATIONS

While it is important to celebrate the history and heritage of local first nations, it is more important to acknowledge that these nations continue to exist and continue to engage in cultural expression. A current Municipal Plan policy points to supporting the ongoing cultural expression of the indigenous Peskotomuhkati people (the local first nation). Since the adoption of that Municipal Plan and policy, many actions have been taken demonstrating the Town's commitment to reconciliation. Land acknowledgements are a part of every meeting, the Town hosts events for Truth and Reconciliation Day and Orange Shirt Day, and the Peskotomuhkati language is being used in public signage. However, there are still concerns around specific lands and compensation.



Picture 13 – Truth and Reconciliation crosswalks

ARTS

Saint Andrews is arguably the artistic capital of Southwest New Brunswick. Visual arts, music, and theatre are well represented by residents and events. Since the 1960's, Sunbury Shores has been a hub for the visual arts featuring exhibitions, classes, and studio space²⁵. Music of all kinds is featured throughout the year at venues across the Townsite, with the largest event being Paddlefest – a four day celebration of music and nature that consistently features well known regional headliners (e.g. Joel Plaskett). Local businesses (Saint Andrews Brewing Company, Red Herring, Kennedy House, Char and Chowder) frequently host live music. KIRA and the Huntsman Marine Science Center feature

²⁵ <https://sunburyshores.org/>

auditoriums used for larger acts. Since 1982, the Saint Andrews Arts Council has offered courses to high school students in operatic and other classical vocal techniques²⁶. Sculptures and murals dot the Townsite as reminders of connections to the arts.



Picture 14 – Sculpture in Pagan Point park by Karin Van Ommeren

²⁶ <https://janm46.sg-host.com/wp-content/uploads/2023/09/2023-Program-Summary.pdf>

RECREATION



Picture 15 – Saint Andrews Community Playground

While Town staff have always worked to promote recreational offerings, the hiring of a Recreation Manager in 2023 has significantly increased recreational offerings. Local Governance Reform also added several recreational assets to the Town's portfolio, most notably the Bayside Community Hall. Other recreation assets include parks, trails, sports fields, the W.C. O'Neill Arena Complex, museum houses, market square and the wharf. These spaces are well utilized with regular programming and special events happening throughout the year. The Town is in the process of creating a Recreation Master Plan.

Key Insights

- Municipal plan policies should have regard for the Recreation Master Plan.
- Municipal plan policies should continue to support ongoing cultural expression of First Nations.

IMAGE SOURCES

All maps and graphs by SNBSC.

Picture 1 - <https://www.cbc.ca/news/canada/new-brunswick/saint-andrews-trail-storm-1.5530639>

Picture 2 - <https://www.facebook.com/saintandrewstowncouncil>

Picture 3 - <https://www.cardcow.com/485537/st-andrews-new-brunswick-canada-waterfront-conleys-ltd-lobster-plant/>

Picture 4 - <https://www.google.com/maps>

Picture 5 – Service New Brunswick

Picture 6 - <https://www.tidalretreatglamping.ca/>

Picture 7 - <https://www.huntsmanmarine.ca/visitorinformation>

Picture 8 - <https://www.projectvillage.ca/pvcarshare>

Picture 9 - <https://nbnewsnow.ca/2023/06/03/stein-lake-wildfire-now-listed-as-contained/#>

Picture 10 - <https://standrewsbythesea.ca/history/>

Picture 11 - [https://en.wikipedia.org/wiki/Saint_Croix_Island,_Maine#/media/File:\(Illustrations de Les Voyages de \(...\)Champlain Samuel Isle Ste Croix 1613.jpg](https://en.wikipedia.org/wiki/Saint_Croix_Island,_Maine#/media/File:(Illustrations_de_Les_Voyages_de_(...)Champlain_Samuel_Isle_Ste_Croix_1613.jpg)

Picture 12 - <https://www.townofsaintandrews.ca/contact/charlotte-county-archives-courthouse-gaol-1842/>

Picture 13 - <https://www.saltwire.com/atlantic-canada/lifestyles/saint-andrews-nb-new-truth-and-reconciliation-inspired-crosswalks-fantastic-says-deputy-mayor-100881844/>

Picture 14 - <https://www.townofsaintandrews.ca/contact/story-of-the-stone-sculpture/>

Picture 15 - <https://www.townofsaintandrews.ca/contact/st-andrews-community-playground/>

APPENDIX 1: 2018 SCENARIO PLANNING

Saint Andrews 2036: Potential Futures

Southwest New Brunswick Service Commission

April, 2018

Introduction

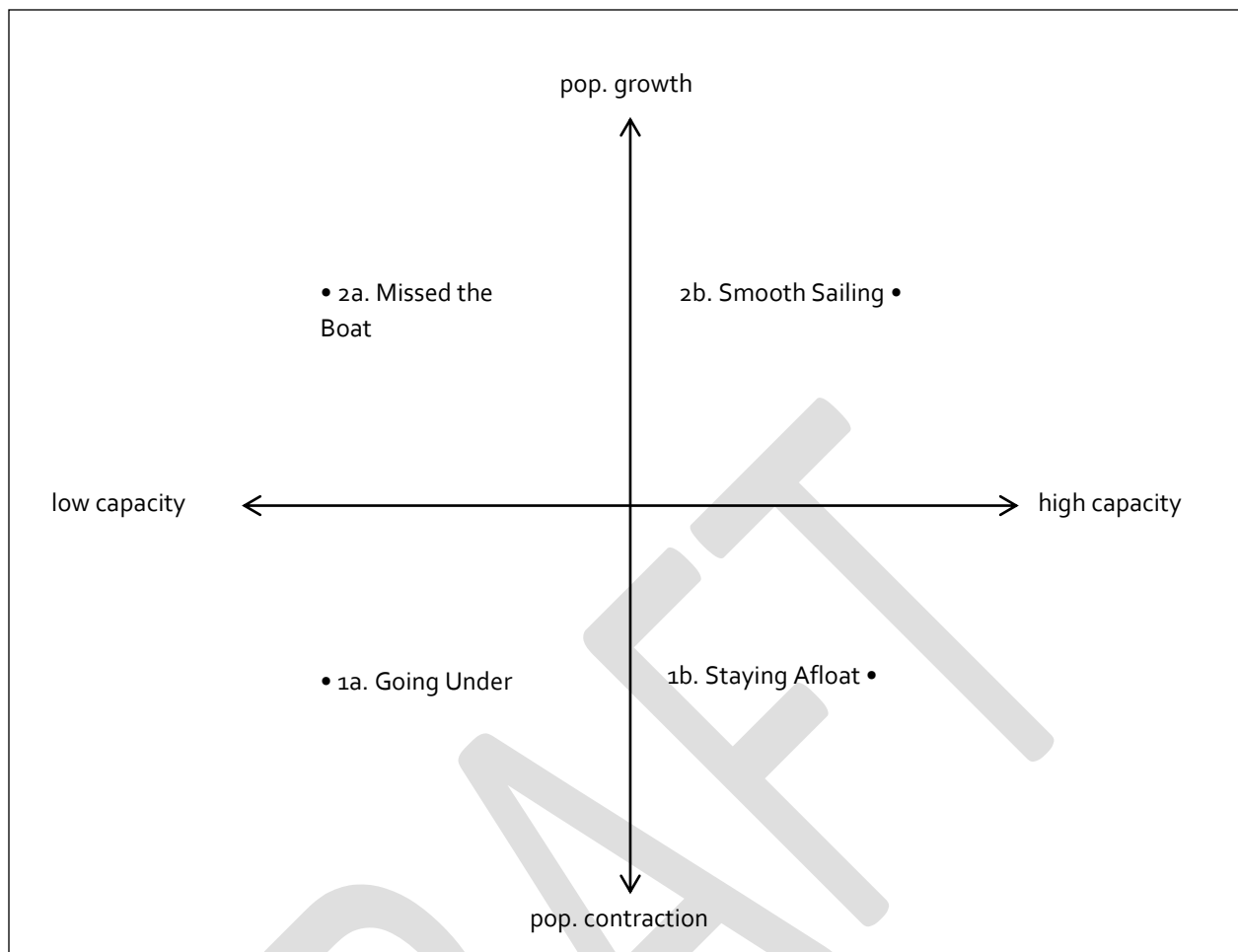
In thinking about its future Saint Andrews needs to be both reactive and proactive.

Saint Andrews must be reactive because many of the forces that will impact the community are not controllable by the community: national and even global economic changes will lead to changing opportunities and shifting migration patterns and climate change on a planetary scale will certainly impact coastal communities.

Saint Andrews must be proactive because there are interventions that can allow the community to leverage external forces for community benefit. Saint Andrews must be proactive in understanding how these external forces are affecting the community to know what interventions are appropriate. While policy implications and strategies change depending on those larger forces, what is critical is that Saint Andrews understands what is happening in as close to real time as possible. Waiting until the 2021 census (data not available until 2022) is not sufficient for short-term and long-term planning.

These population projections and scenarios have been designed to consider a range of realistic possibilities based on current local, provincial, and national trends. Going further, they include potential interventions based on past interventions, case studies, and best practices. Most importantly they include *indicators* that aspects of these scenarios are starting to play out, and in the conclusion, *policy directions* for how to steer towards desired outcomes.

There are four scenarios: a set of two different responses based on a context of either population contraction or population growth. These scenarios are not mutually exclusive and may play out in different timescales. It can be helpful to imagine two axes, the horizontal being the population and the vertical being the capacity of Saint Andrews to proactively react, with the different scenarios falling into different quadrants.



Data and Sources

Population projections are sourced from *Small Area Population Forecasts for New Brunswick* and *Southwest New Brunswick Recreation Master Plan* (please contact SNBSC for a copy). It should be noted that projections are based on Charlotte County or the St Stephen Health Community Zone with the current proportion of the Saint Andrews population used to determine Saint Andrews' future population.

Peters, Paul A. (2017). *Small Area Population Forecasts for New Brunswick* (Report No. 2017- 02). Fredericton, NB: New Brunswick Institute for Research, Data and Training (NB- IRDT).
<http://www.unb.ca/fredericton/arts/nbirdt/resources/pdfs/report-small-area-population-forecasts.pdf>

Scenarios

1. Contraction

Canadian demographic trends have remained constant. Those from less populated areas are moving to more populated areas: rural to urban and East to West. The only areas growing in Atlantic Canada are urban centres: Halifax, Moncton, and Fredericton. There is regional growth around these centres, but it does not extend to Charlotte County. By 2036 Saint Andrews' population has declined by 6% to 1,716. The population has aged to the point where the majority of residents are now over fifty years old.

Indicators

Global

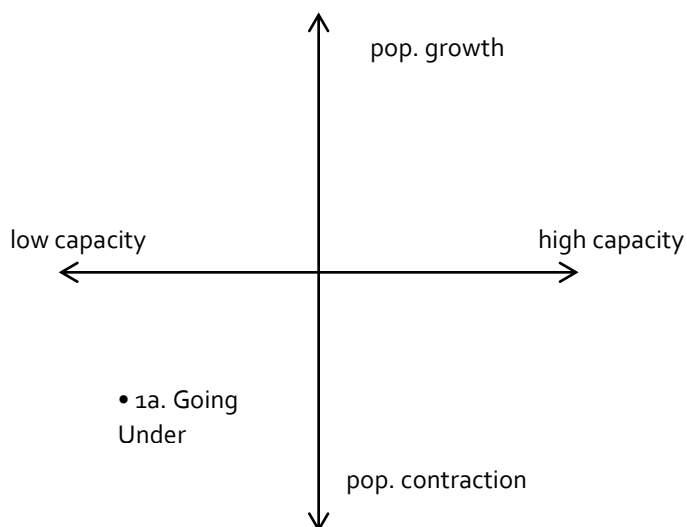
- Decreasing rate of Canadian economic growth (GDP)

Local

- decreasing rate of in-migration/out-migration to NB
- Population decrease
- Immigrants not being retained (2-3 year attrition typical)
- Median age of community rising, growing number of 65+

1a. Going Under

In order to grow the economy and increase population, Saint Andrews has focused economic development on its primary industry, tourism. While more and more tourists are coming, this puts additional strain on municipal infrastructure:



roads are clogged with traffic, natural amenities like trails and parks are overrun, and rental and housing prices have soared due to the AirBnB effect. The ecological and cultural heritage that draws many to Saint Andrews is being literally eroded by increased foot traffic, and tranquil maritime views are now dotted with cruise ships.

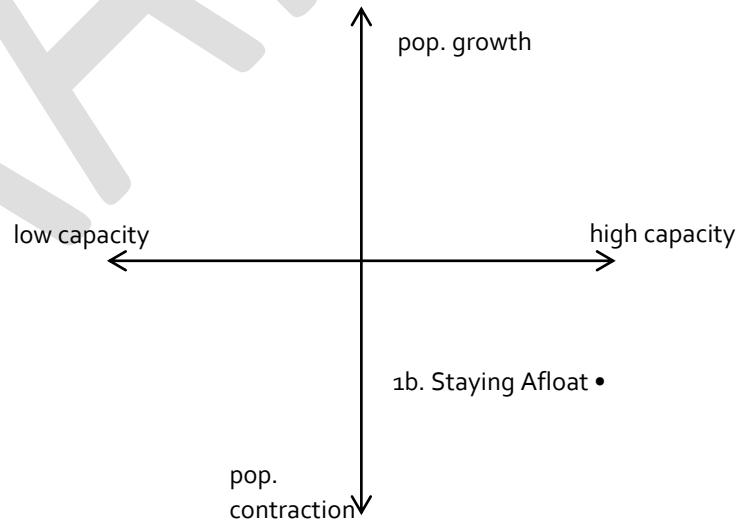


Although there is an initial boost to the economy, employment is increasingly seasonal and with no signs of economic diversification, it is increasingly difficult to attract new, year-round residents.

In the long term, the tourism economy cannot sustain itself. The lack of year-round opportunity means youth leave and do not return and immigrants do not choose to settle down. When business owners retire, they do so without secession plans. Due to decreasing services and amenities, tourists increasingly seek other markets. A shrinking tax-base, growing disparity between rich and poor, and decreasing opportunities for youth continue to exacerbate community development issues.

1b. Staying Afloat

Saint Andrews has leaned into its aging population. The same things that make Saint Andrews attractive for tourists make Saint Andrews attractive for retirees. In fact, it is likely that many migrant retirees were once tourists. 'Urban' retirement communities are being planned in the main plat so that residents are walking distance to amenities.



Saint Andrews may still struggle to attract younger residents, but the economic development associated with new retirement communities – construction projects, nursing and personal support worker jobs, and the financial, social, and intellectual capital of new retiree residents – is of great benefit to the community.

International students are supported in applications to NBCC's Personal Support Work, Human Services, and

Practical Nursing streams, with job placements leading to employment. Retirement related careers offer full-time employment providing economic security — increasing the likelihood of settlement. The tourism economy is still active and growing, but a diversified economy makes this growth sustainable.



2. Growth

Fed up with the increasing unaffordability and un-livability of major Canadian cities, Canadian migration trends show signs of reversing and less urban areas begin to repopulate. Smaller urban centers still see growth, which pushes regional growth. More and more jobs are done at a distance and so values besides proximity to work take increasing priority in where people choose to settle. The growth in population and employment opportunities in Moncton and Fredericton (and possibly Saint John) leads to regional growth – growth that now occurs at higher rates due to the increasing prevalence of telecommuting. By 2036 the population of Saint Andrews has increased by 6%, around 100 people, to 1,936.

Indicators

Global

- Increasing rate of Canadian economic growth (GDP)
- Changing workforce demographics (increase in telecommuting)

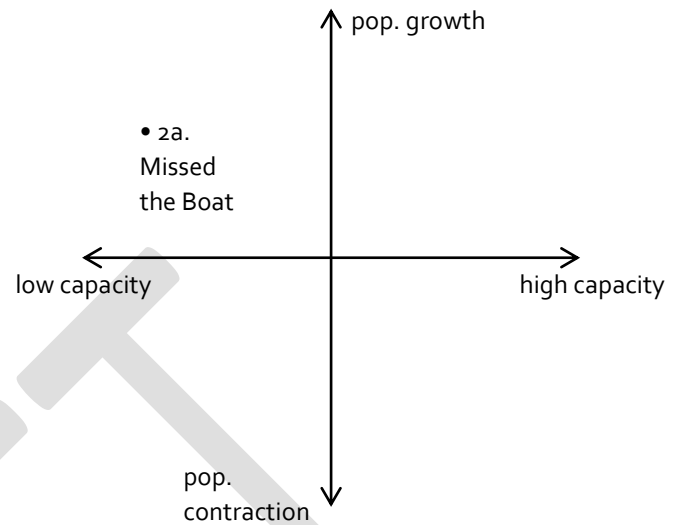
Local

- Increasing rate of in-migration/out-migration to NB
- Population increase
- Immigrant retention (5+ years)

- Median age of community lowering, growing number of families with children
- More people choosing active transportation methods

2a. Missed the Boat

People are attracted to Saint Andrews beauty and relaxed pace of life, but a lack of housing options and development focused on the periphery means that the younger telecommuters who are seeking an urban lifestyle in a more rural setting might come, but they don't stay long. The only population increasing is retirees but since most new housing are single-detached homes on the periphery, seniors' needs are not met and long-term growth is uncertain. Tourism remains the focus of the economy.

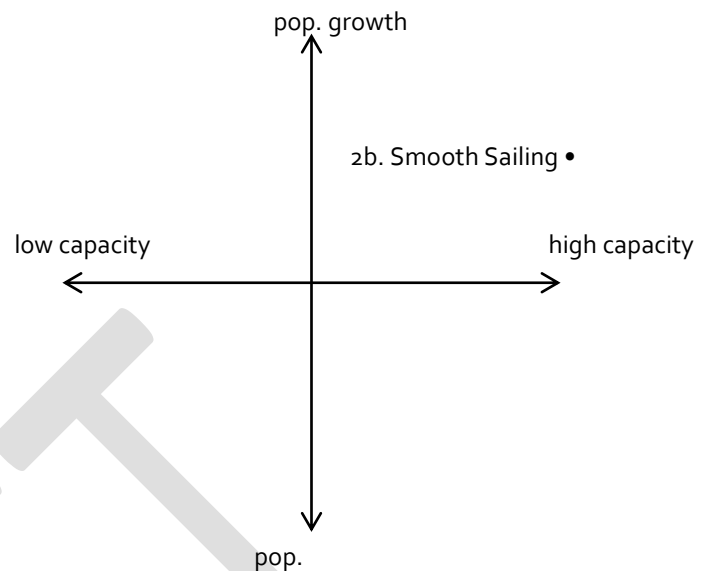


Political disagreements bog down otherwise straightforward processes and developers once interested in Saint Andrews look for other opportunities. Short term cost saving is prioritized over long-term investment and so infrastructure improvements that would attract new residents like bike lanes, community gardens, and daycare centers are passed over. Unfortunately, this means that potential younger residents pass through Saint Andrews and after a short period of growth, the population begins to decline and age once again.



2b. Smooth Sailing

Saint Andrews has leveraged its marine-scientific assets into a diversified economy. New private aquaculture companies have been attracted to a thriving scientific community that includes NBCC, the Huntsman Marine Sciences Centre, the Wild Salmon Interpretive Centre, and other private industry. The development of a new scientific research park means that Saint Andrews is fast being seen as *the* knowledge hub for Atlantic marine research and bio-science. Retirees are flocking to Saint Andrews spurring additional economic and community development and the tourism industry is growing sustainably.



Housing has been built to meet the needs of this growing population – there are diverse options that meet the needs of every age group and family structure. Because of smart-growth planning practices, the footprint of the town remains the same while density increases. Due to the increase of telecommuting, residents are less reliant on their cars for daily commuting. Retail services have increased to meet the needs of a growing population and active transportation methods now meet the daily needs of most residents — infrastructure that supports those methods will need to be increased and maintained. While Saint Andrews does not require internal public transit at this time, it is important that it is part of a regional transportation network that meets the needs of residents.



Conclusion

Based on the above scenarios SNBSC recommends the following broad policy directions:

- An aging population requires urban design that focuses on accessibility and active transportation
- Development should be consolidated so that no new servicing is needed, e.g. creative re-use of heritage buildings that are no longer holding business or residents

- A diverse economy is far more likely to be resilient to global changes than a single focus (i.e. tourism) economy
- Long term investment should be prioritized over short term cost saving

Population growth, especially in a small community, takes time. In 20 years it is unlikely that the population will fluctuate by more than a hundred people in either direction. Of course, that is a large proportion of the current population and either way will impact the community. However, good planning is good planning. To grow Saint Andrews' capacity to leverage changes into benefit should be the ultimate goal of any plan and one of the upsides of slow growth is that it can be properly planned for. While Saint Andrews should certainly enact growth policies, many of the factors that lead to population growth are outside the control of the community. What is in control of the community is how it responds to those changes. Understanding demographic shifts as they are happening through careful monitoring, responding to community needs through active engagement (like the Age-Friendly Community Survey), and using best-practices to ensure those needs are met will ensure Saint Andrews resilience in the face of uncertainty.

APPENDIX 2: HOUSING

HART Analysis

This analytical tool uses custom census data to identify granular affordability thresholds and project number of households (by size and income category) based on historical trends. (Saint Andrews TV = Townsite; St. Croix P = Bayside; St. Andrews P = Chamcook).

Income Categories and Affordable Shelter Costs, 2021

The following table shows the range of household incomes and affordable shelter costs for each income category, in 2020 dollar values, as well what percentage of the total number of households falls within each category. Income categories are determined by their relationship with each geography's Area Median Household Income (AMHI).

EXPORT

Saint Andrews TV (CSD, NB)			
Income Category	% of Total HHs	Annual HH Income	Affordable Shelter Cost (2020 CAD\$)
Area Median Household Income		\$78,500	\$1,962
Very Low Income (20% or under of AMHI)	2.21%	<= \$15,700	<= \$393
Low Income (21% to 50% of AMHI)	17.68%	\$15,700 - \$39,250	\$393 - \$981
Moderate Income (51% to 80% of AMHI)	20.44%	\$39,250 - \$62,800	\$981 - \$1,570
Median Income (81% to 120% of AMHI)	22.65%	\$62,800 - \$94,200	\$1,570 - \$2,355
High Income (121% and more of AMHI)	37.02%	>= \$94,201	>= \$2,356

EXPORT

Saint Croix P (CSD, NB)			
Income Category	% of Total HHs	Annual HH Income	Affordable Shelter Cost (2020 CAD\$)
Area Median Household Income		\$70,500	\$1,762
Very Low Income (20% or under of AMHI)	0.0%	<= \$14,100	<= \$353
Low Income (21% to 50% of AMHI)	16.98%	\$14,100 - \$35,250	\$353 - \$881
Moderate Income (51% to 80% of AMHI)	15.09%	\$35,250 - \$56,400	\$881 - \$1,410
Median Income (81% to 120% of AMHI)	33.96%	\$56,400 - \$84,600	\$1,410 - \$2,115
High Income (121% and more of AMHI)	33.96%	>= \$84,601	>= \$2,116

EXPORT

Saint Andrews P (CSD, NB)			
Income Category	% of Total HHs	Annual HH Income	Affordable Shelter Cost (2020 CAD\$)
Area Median Household Income		\$83,000	\$2,075
Very Low Income (20% or under of AMHI)	0.0%	<= \$16,600	<= \$415
Low Income (21% to 50% of AMHI)	15.09%	\$16,600 - \$41,500	\$415 - \$1,038
Moderate Income (51% to 80% of AMHI)	24.53%	\$41,500 - \$66,400	\$1,038 - \$1,660
Median Income (81% to 120% of AMHI)	18.87%	\$66,400 - \$99,600	\$1,660 - \$2,490
High Income (121% and more of AMHI)	41.51%	>= \$99,601	>= \$2,491

2031 Household Projections by Income Category

The following table shows the total number of households in 2021, for each household income category, as well as the projected gain (positive) or loss (negative) of households over the period between 2021 and 2031 by using a line of best fit from 2006–2021, projecting forward to estimate the number of 2031 households. Please note this is not a projection of housing need, but a projection of total households in each category.

EXPORT

Saint Andrews TV (CSD, NB)			
HH Income Category	2021 HHs	Projected Gain/Loss of HHs by 2031	Total
Very Low Income	20	0	20
Low Income	160	19	179
Moderate Income	185	26	211
Median Income	205	3	208
High Income	335	–7	328
Total	905	41	946

Saint Croix P (CSD, NB)			
HH Income Category	2021 HHs	Projected Gain/Loss of HHs by 2031	Total
Very Low Income	0	0	0
Low Income	45	–21	24
Moderate Income	40	10	50
Median Income	90	9	99
High Income	90	10	100
Total	265	8	273

Saint Andrews P (CSD, NB)			
HH Income Category	2021 HHs	Projected Gain/Loss of HHs by 2031	Total
Very Low Income	0	0	0
Low Income	40	7	47
Moderate Income	65	9	74
Median Income	50	–3	47
High Income	110	6	116
Total	265	19	284

2031 Household Projections by Household Size

The following table shows the total number of households in 2021, for each household size category, as well as the projected gain (positive) or loss (negative) of households over the period between 2021 and 2031 by using a line of best fit from 2006–2021, projecting forward to estimate the number of 2031 households

EXPORT

Saint Andrews TV (CSD, NB)			
HH Size	2021 HHs	Projected Gain/Loss of HHs by 2031	Total 2031 HHs
1 Person	320	26	346
2 Person	410	34	444
3 Person	65	6	71
4 Person	75	–36	39
5+ Person	40	10	50
Total	910	40	950

Saint Croix P (CSD, NB)			
HH Size	2021 HHs	Projected Gain/Loss of HHs by 2031	Total 2031 HHs
1 Person	70	–6	64
2 Person	95	0	95
3 Person	30	–10	20
4 Person	40	23	63
5+ Person	25	–14	11
Total	260	–7	253

Saint Andrews P (CSD, NB)			
HH Size	2021 HHs	Projected Gain/Loss of HHs by 2031	Total 2031 HHs
1 Person	65	1	66
2 Person	160	–4	156
3 Person	0	21	21
4 Person	20	0	20
5+ Person	0	0	0
Total	245	18	263

2031 Projected Households by Household Size and Income Category

The following table shows the projected total number of households in 2031 by household size and income category.

EXPORT

Saint Andrews TV (CSD, NB)						
HH Income Category	1 Person	2 Person	3 Person	4 Person	5+ Person	Total
Very Low Income	19	0	0	0	0	19
Low Income	161	0	14	0	0	175
Moderate Income	99	81	0	0	0	180
Median Income	55	118	33	0	0	206
High Income	9	239	10	11	45	314
Total	343	438	57	11	45	894

Saint Croix P (CSD, NB)						
HH Income Category	1 Person	2 Person	3 Person	4 Person	5+ Person	Total
Very Low Income	0	0	0	0	0	0
Low Income	1	19	0	0	0	20
Moderate Income	9	46	0	0	0	55
Median Income	26	41	26	11	0	104
High Income	9	14	0	35	6	64
Total	45	120	26	46	6	243

Saint Andrews P (CSD, NB)						
HH Income Category	1 Person	2 Person	3 Person	4 Person	5+ Person	Total
Very Low Income	0	0	0	0	0	0
Low Income	20	11	0	0	0	31
Moderate Income	26	51	9	0	0	86
Median Income	0	46	9	0	0	55
High Income	0	54	14	0	0	68
Total	46	162	32	0	0	240

2031 Projected Household Gain/Loss (2021 to 2031)

The following table shows the projected gain or loss of households by household size and income.

These values represent projections of total households for the period between 2021 and 2031.

EXPORT

Saint Andrews TV (CSD, NB)						
HH Income Category	1 Person	2 Person	3 Person	4 Person	5+ Person	Total
Very Low Income	-1	0	0	0	0	-1
Low Income	21	-20	14	0	0	15
Moderate Income	14	6	0	0	0	20
Median Income	0	13	3	0	0	16
High Income	-11	34	-10	-39	10	-16
Total	23	33	7	-39	10	34

Saint Croix P (CSD, NB)						
HH Income Category	1 Person	2 Person	3 Person	4 Person	5+ Person	Total
Very Low Income	0	0	0	0	0	0
Low Income	1	19	0	0	0	20
Moderate Income	9	46	0	0	0	55
Median Income	26	41	26	11	0	104
High Income	9	14	0	35	6	64
Total	45	120	26	46	6	243

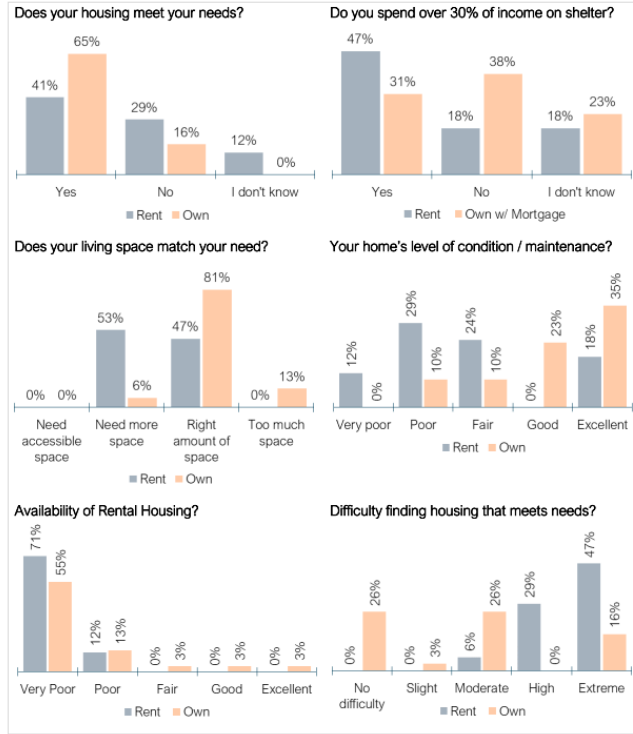
Saint Andrews P (CSD, NB)						
HH Income Category	1 Person	2 Person	3 Person	4 Person	5+ Person	Total
Very Low Income	0	0	0	0	0	0
Low Income	0	11	0	0	0	11
Moderate Income	6	6	9	0	0	21
Median Income	0	1	9	0	0	10
High Income	0	-1	14	0	0	13
Total	6	17	32	0	0	55

Turner Drake & Partners Analysis

SNBSC engaged Turner Drake & Partners (thanks to CMHC funding) to produce a detailed needs assessment of all municipalities in SNBSC boundaries. At that time, Bayside and Chamcook were not part of the municipality so were not included.

2022 Resident Survey

Sample (n) = 48

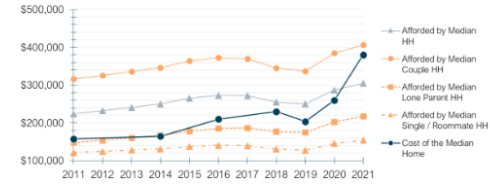


Affordability

HOMEOWNERSHIP

Source: Statistics Canada Data Tables, ML58, CMHC, Bank of Canada

Median Affordable Purchase Price by Household (HH) & Median Sale Price

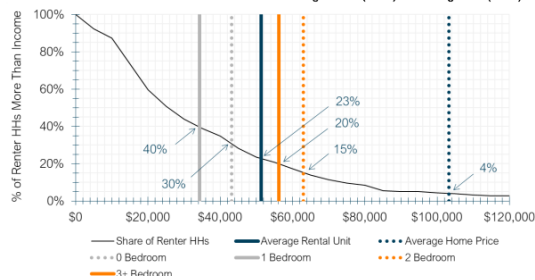


The above chart illustrates how the median cost to purchase a home has changed over the last decade in relation to the estimated price that the median household type could afford at that time. The chart is not meant to be a 100% accurate representation, but rather a visualization of how housing affordability / attainability has changed. Assumption details are found in **Appendix D**.

RENTERS / FIRST-TIME HOME BUYERS

Source: Statistics Canada 2016, Bank of Canada, Landlord Survey, MLS®

Percent of Renter HHs w/ Incomes Needed to Afford Average Rents (2022) & Housing Price (2021)



ANTICIPATED HOUSEHOLDS

Source: derived from Statistics Canada

	2021	2026	% Δ '21-'26	2031	% Δ '26-'31
Total Population	920	1,125	22%	1,245	11%
% Young Adult (15 to 24)	2% [20]	2% [20]	0%	2% [20]	0%
% Middle Adult (25 to 44)	25% [230]	24% [270]	17%	24% [300]	11%
% Mature Adult (45 to 64)	34% [315]	29% [325]	3%	23% [290]	-11%
% Senior (65+)	40% [365]	45% [510]	40%	51% [635]	25%

Housing Market

RENTAL HOUSING

Source: Landlord Survey (n = 15 of 22 properties)

Response Rates

	# Units Surveyed	# Units Responded	% Units Responded	% Properties Responded	% Landlords Responded
SWNB Municipalities ^a	902	525	58%	51%	38%
Saint Andrews ^b	105	50	48%	68%	79%

Rents & Vacancy

	Minimum	Average	Maximum	% Vacancy
SWNB Municipalities ^a	\$370	\$777	\$2,000	2.7%
Saint Andrews ^b	\$550	\$897	\$1,700	4.0%

Note: Saint Andrews vacancy was largely representative of units that had been taken off the market temporarily for renovations, not the inability of landlords to find suitable tenants.

Average Rent by Unit Type

	All Units	0 Bedroom	1 Bedroom	2 Bedroom	3+ Bedroom
SWNB Municipalities ^a	\$777	\$642	\$682	\$813	\$894
Saint Andrews ^b	\$897	\$756	\$600	\$1,102	\$983

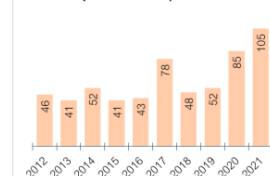
Included Appliances / Utilities & Pet Allowance

	Appliances Incl.		Utilities Incl.		Pets Allowed	
	Dish-washer	Washer / Dryer	Yes	Partial	Yes	Depends
SWNB Municipalities ^a	42%	23%	13%	45%	27%	25%
Saint Andrews ^b	40%	14%	51%	27%	32%	0%

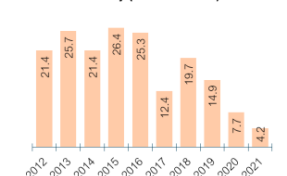
HOMEOWNERSHIP

Source: Canadian MLS® Systems, CREA

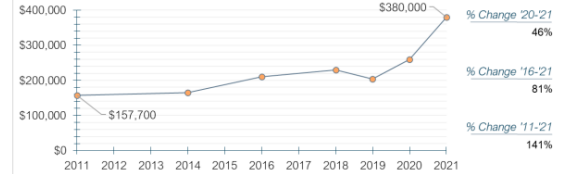
Total Sales (December Y2D)



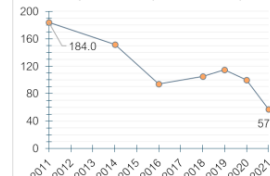
Months of Inventory (December Y2D)



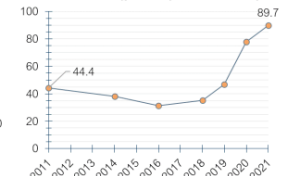
Median Sale Price (December Y2D)



Median Days on Market (December Y2D)



Sales to New Listings Ratio (December Y2D)



Anticipated Population & Households

This study projects the future population and households of the SNBSC's municipalities. Population projections use the "Cohort Survival" method, which anticipates growth by 5-year age population cohorts. The model considers the influence of births, deaths, and migration on local population, and what that might mean for the future age distribution of local communities and how it impacts future household totals. Note that population data is as recent as the 2021 Census, while household data comes from 2016. Greater detail about the method is available in **Appendix C**.

ANTICIPATED POPULATION

Source: derived from Statistics Canada

	2021	2026	% Δ '21-'26	2031	% Δ '26-'31
Total Population	2,050	2,390	17%	2,710	13%
% Youth (< 15)	11% [225]	10% [230]	2%	8% [225]	-2%
% Young Adult (15 to 24)	8% [160]	7% [160]	0%	6% [160]	0%
% Middle Adult (25 to 44)	19% [390]	20% [480]	22%	22% [590]	23%
% Mature Adult (45 to 64)	29% [585]	25% [605]	3%	20% [555]	-8%
% Senior (65+)	34% [690]	38% [920]	33%	44% [1185]	20%
Median Age	57.2	59.5		60.9	

APPENDIX 3: SAINT ANDREWS TREE PROTECTION STRATEGY

Saint Andrews Tree Protection Strategy

March 22, 2023

Preamble

As development increases in Saint Andrews, more and more trees are being removed. Development and growth are important to sustain communities, but the negative impacts should be mitigated whenever possible. Residents have noticed and expressed concerns over the wholesale clearing of lots. While this is a typical development practice, municipalities have the ability to use various planning by-laws to regulate how this is done to ensure patterns of development that support the entire ecosystem.

It should be noted that allowing denser development in already built up areas through changes to the zoning by-law is the best way to avoid greenfield development. No matter what, development pressure for greenfield sites will continue - retaining trees and natural areas has myriad benefits and would be supported by the following existing policies in the Town's Municipal Plan:

2.1.2(7) Council shall, where necessary, introduce new standards and operational approaches to reduce potential climate change impacts. This may include flood control measures, *vegetation retention*, and shoreline erosion control.

2.1.2(8) Council shall support efficient and sustainable land use and development patterns and a mix of uses and densities that support pedestrian movement and that improve energy efficiency where feasible and appropriate.

2.1.2(10) When considering adaptation infrastructure, natural solutions (swales, natural buffers, retention ponds, etc...) shall be considered over hardscaped engineered solutions (sea-walls, storm sewers, reservoirs) where feasible and appropriate.

2.1.2(13) Council shall have regard for the recommendations contained in the *Saint Andrews Climate Change Adaptation Plan, 2019*.²⁷

The Rural Plans for Bayside and Chamcook also contain relevant policies (identical between plans):

(i) Conservation of the Physical Environment

It is a policy to encourage development which minimizes impacts to the air, land and water resources for the benefit of present and future generations.

While some municipalities have created by-laws and permits specifically for removing trees, planning staff does think adding another layer of regulatory documents/systems is necessary. The following recommendations have been crafted to increase bureaucracy as little as possible and have the greatest impact on large-scale developments while having little-to-no impact on the typical residential homeowner.

²⁷ https://www.townofsaintandrews.ca/wp-content/uploads/2019/03/ECW_CLIMATE ETF_Saint-Andrews-adaptation-plan-Final.pdf

Policy recommendations

Municipal Plan/Subdivisions (*italics indicate additions to existing policies*)

- Policy 2.4.2(6) Council shall require that at least eight percent (8%) of the area of a subdivision be provided as Land for Public Purpose through the Subdivision process. Where appropriate, this land shall be used for parks, trails, *greenways, green infrastructure networks, wildlife corridors, and protecting ecological assets.*
- Policy 2.4.2(7) Council shall have specific regard for the following when assessing the location of Lands for Public Purpose:
 - a. Accessibility of this space to the new neighbourhood;
 - b. Accessibility to existing neighbourhoods;
 - c. Connectivity with other parks, trails, open spaces, recreation facilities, *wildlife corridors, ecological asset networks;*
 - d. The existence of similar or like facilities in the immediate area; and
 - e. The recreational needs of the community.
- *Council or Advisory Committee (as the case shall be) shall review Zoning by-law amendments and variances for negative impacts on ecological asset networks and impose conditions to avoid or mitigate potential impacts.*

Zoning By-law

- Require Development Permits for clearing over 1 HA (show on site plan)
- 10% of a lot to be left natural (show on site plan with application) see map below for size per lot
 - o Exempt Plat
 - o Exception for forestry uses?
 - o Prioritize old growth and wildlife corridors as mapped
- Conservation zone for all wetlands and 30m buffer
 - o Passive recreation and conservation uses



Glossary

Conservation Subdivision²⁸ - A conservation subdivision is a residential subdivision in which a substantial amount of the site remains as permanently protected open space while the homes are located on the remaining portion of the site. Under this approach, the community works with the applicant to fit the development into the landscape in a way that maximizes the protection of important natural and cultural amenities on the site and maintains the character of the community.

Greenway^{29,30} - A greenway is usually a shared-use path along a strip of undeveloped land, in an urban or rural area, set aside for recreational use or environmental protection. Greenways are frequently created out of disused railways, canal towpaths, utility or similar rights of way, or derelict industrial land.

Green Infrastructure³¹ - the natural vegetative systems and green technologies that collectively provide society with a multitude of economic, environmental, health, and social benefits. This includes:

- [Urban forests and woodlots](#)
- [Bioswales, engineered wetlands and stormwater ponds](#)
- [Green roofs and green walls](#)
- [Parks, gardens and grassed areas](#)
- [Natural heritage systems \(interconnected meadows, wetlands, ravines, waterways and riparian zones\)](#)
- [Urban agriculture](#)

Old Growth Forest³² - Structurally diverse stands of older, mainly late successional trees. Typical characteristics include a patchy, multi-layered canopy made up of trees of multiple age classes and late-successional species that dominate the overstory; Forest stands where 20% or more of the basal area is in trees greater than 100 to 140 years depending on the forest vegetation types, and have not been recently disturbed by humans. See map on next page for mapped Old Growth Forest in Saint Andrews.

Wildlife Corridor³³ - Wildlife corridors are connections across the landscape that link up areas of habitat. They support natural processes that occur in a healthy environment, including the movement of species to find resources, such as food and water. See map on next page for mapped Wildlife Corridors in Saint Andrews.

²⁸ <https://www.nh.gov/osi/planning/resources/documents/ilupt-chpt-1.4.pdf>

²⁹ <https://www.merriam-webster.com/dictionary/greenway>

³⁰ Encyclopedia of Environmental Studies by William Ashworth and Charles E. Little. New York: Facts on File, c1991

³¹ <https://greeninfrastructureontario.org/what-is-green-infrastructure/>

³² <https://storymaps.arcgis.com/stories/6f26ab43844741209024f65a346992ea>

³³ <https://www.dceew.gov.au/environment/biodiversity/conservation/wildlife-corridors>

Saint Andrews Forest Conservation



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