



Fredericton

Growth Strategy

DRAFT May 2017

imagine 
Fredericton 



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1.0

Introduction



Fredericton is growing. Its stable economy, strong institutions, and high quality of life will continue to attract people from elsewhere in Canada and many parts of the world. By 2041, the city's population is projected to increase by more than 50% from 60,000 in 2016 to over 90,000, and the number of jobs is expected to increase by 12,000 in the same period. To ensure this growth is planned wisely, the City initiated "Imagine Fredericton" to engage residents in a conversation about the city's future. This planning process will lead to a growth strategy and a new comprehensive Municipal Plan.

What is a Growth Strategy?

This document was prepared to provide clear direction on **where** and **how** residential and employment growth should occur in Fredericton over the next 25 years. The strategy is based on principles of sustainable growth management and city-building. These informed the community vision developed through the "Imagine Fredericton" process.

The Growth Strategy identifies areas in the city for future residential, retail, office, institutional, and industrial development, including areas where uses should be mixed. It also describes in general terms what forms growth should take and how new neighbourhoods and other places should be designed. Since there are built-up areas in Fredericton with room for growth and improvement, the strategy also describes how "infill" development and redevelopment can benefit these areas and the city as a whole. The overarching goal of the strategy is to ensure that Fredericton grows in ways that are environmentally and economically sustainable and support a high quality of life for existing and future residents.

What is a Municipal Plan?

As a statutory document, the new Municipal Plan will be essential to implementing the Growth Strategy and will address other matters related to Fredericton's environmental, economic, and social well-being. A Municipal Plan guides the physical development of a city through policies and maps. As outlined in the province's Community Planning Act, a Municipal Plan guides:

- the development and use of land
- conservation and improvements to the physical environment
- pollution control and abatement
- land for public purposes
- communication, utility and transportation systems
- municipal services and facilities

It has been over twenty years since Fredericton comprehensively updated its Municipal Plan. The city and the world have changed in many ways in that time. The new plan will contain policies that respond not only to projected growth but also to other opportunities and challenges the city is facing.

1.1

About Imagine Fredericton

To develop the Growth Strategy and new Municipal Plan, the City of Fredericton launched Imagine Fredericton in the spring of 2016. Imagine Fredericton was a multi-faceted initiative that facilitated a community-wide conversation, among residents of all ages, business owners, and other stakeholders, about the city and its future. Over many months, the conversation moved from general questions of what are the city's strongest assets and how can it be improved, to more specific topics about where and how to accommodate growth. The intent was to ensure the Growth Strategy and Municipal Plan reflected the community's values, aspirations and ideas.

Imagine Fredericton is being led by City Planning staff in collaboration with the consulting firm of Urban Strategies Inc. A Citizens Advisory Committee, appointed by City Council, with a diverse membership has regularly provided input and feedback to the team. There is also a Technical Advisory Committee made up of staff from various City departments. The initiative has been overseen by a Steering Committee comprised of senior management at the City, and regular updates have been provided to City Council's Development Committee.

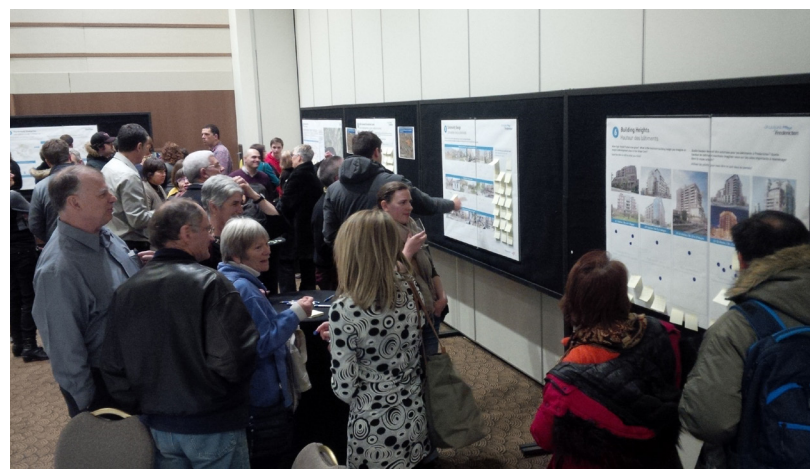
To date, Imagine Fredericton has involved three phases of work. In the first phase, the team started the conversation with one-on-one interviews with community, business, and institutional leaders to gain their insights and perspectives on the city. A public launch event was held in June 2016, and over the summer that followed, City staff engaged residents. An on-line survey was also launched to find out what residents thought about their city, and an "Imagination Station" was set up across from City Hall, and other strategic locations, to promote the initiative and invite input from passersby. A project web site and social media channels were also created.



> The Imagination Station allowed residents to provide informal input.



> The Imagine Fredericton process has entailed four distinct phases of work and numerous opportunities for public input.



> Open House participants provide feedback on the options for growth.



> At the Public Launch in June 2016, attendees used the first of three Community Compass surveys to provide input.



> A Youth workshop sparked young imaginations on the importance of urban planning and their future city.

In the second phase, City staff and technical consultants produced background reports on key topics for the Growth Strategy and Municipal Plan, such as the economy, the environment, demographics, housing, transportation, and municipal services. The findings were summarized in a highly graphic document called Snapshot Fredericton, which framed conversations about the challenges and opportunities facing the city at a public “City Summit” held over three days in October 2016. A second on-line survey allowed residents who could not attend the Summit to submit their comments and ideas.

In the third phase, the Imagine Fredericton team developed three growth scenarios for the city. Public feedback on the scenarios, received at an open house held in February 2017 and through a third on-line survey, informed development of a preferred scenario. The preferred scenario, supported by policy directions, is the basis for the Growth Strategy.

In the fourth and final phase of Imagine Fredericton, the project team will prepare the Municipal Plan. This will be informed by the Growth Strategy and will draw from all of the public input received and technical studies completed. A draft of the Municipal Plan will be shared with the public for review before being finalized and presented to City Council for adoption.



>1,500
online surveys submitted



17,000+
unique website views



435
social media followers



2,800
participants in total

85

days of formal public engagement

10

Citizen Advisory Committee meetings

800

open house participants

5

Development Committee updates

10,000

mapped points

300

City Summit participants

30

interviews with over 50 stakeholder groups

1.2

Drivers of Future Growth and Change

As a military town and then a capital city with strong institutions and a diverse economy, Fredericton has enjoyed steady growth since it was first settled. It has not experienced the ups and downs of other Maritime cities, and its economy has grown faster than that of the province. Fredericton's total employment grew 23.6% between 1986 and 2015 while New Brunswick's grew 15.0%, and this trend is anticipated to continue. Fredericton's real Gross Domestic Product (GDP) is projected to grow slightly faster than that of Canada on average and considerably faster than that of New Brunswick.

Most of the city's economic growth will come from new jobs in the private sector. As Fredericton is well represented in business services (professional, scientific, technical jobs), tourism, retail, and construction, all sectors of the economy are projected to see strong growth. The presence of the University of New Brunswick (UNB), St. Thomas University (STU), and other institutions, as well as the fact that the population is more highly educated, on average, than Canadians as a whole bodes well for the attraction and retention of new businesses to the area, particularly businesses advancing technologies (e.g. IT, biotechnologies, robotics, etc.).

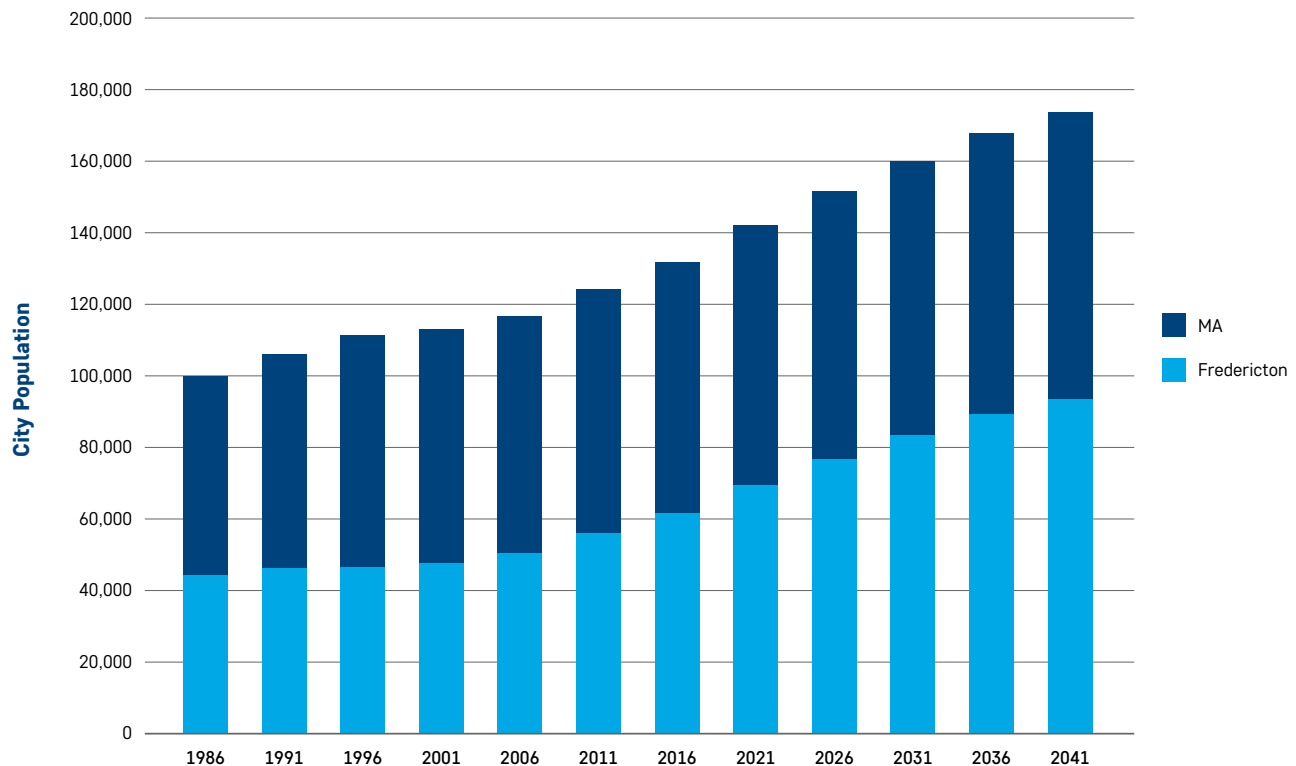
Projected Job Growth by Key Sectors, 2011-2041

	Jobs 2011	Jobs 2041	% Increase
Construction	1,145	2,378	107%
Tourism and Recreation	3,455	6,276	81%
Professional, Scientific and Technical	3,440	5,726	66%
Health	4,710	7,209	53%
Education	4,215	6,043	43%
Retail Trade	1,145	2,378	20%

Source: Economy Technical Background Report, MetroEconomics Inc.



Actual and Projected Population Growth in the City and in the Fredericton Metropolitan Area (MA) from 1986 to 2041



Source: Demographics Technical Background Report, City of Fredericton

Public sector employment will still make up a significant proportion of Fredericton's jobs, and the education and health sectors will grow, but the number of government jobs is not expected to increase significantly. Like in all Canadian cities, the population is aging, and existing jobs will have to be filled, mostly by newcomers, as more of the population retires.

In total, the number of jobs in Fredericton is expected to increase by more than 12,000 by 2041, from almost 42,000 in 2016, to more than 54,000. This economic growth will drive population growth of 32,000 people, or more than 1,200 annually on average, in the same period. Growth will also continue in communities outside the city but at a slower pace than in recent decades. As the city's population is projected to pass 90,000 by 2041, that of the larger metropolitan area is expected

to pass 170,000. Fredericton is expected to become the province's second largest city, and will be about the same size as Moncton in the future.

As in the rest of Canada, the city's population will mainly grow through immigration (mostly from Asia) and the city's workforce will get younger as baby boomers retire. Newcomers will be attracted by job opportunities but also by the quality of life Fredericton offers. In turn, the needs and desires of immigrants and young people will influence many aspects of the city. In providing direction for the future physical structure and form of the city, the Growth Strategy establishes a framework for creating urban places that attract people and businesses, support a variety of lifestyles, facilitate community-building, and contribute to a more sustainable Fredericton.

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Fredericton Today



An understanding of how Fredericton has grown and its current pattern of development provides a starting point for planning future growth. This section outlines the city's historical evolution and discusses the strengths and weaknesses of its existing urban structure. It also describes key challenges and opportunities related to the structure and form of the city, and which influenced the Growth Strategy.

2.1

Fredericton's Historical Growth

The story of Fredericton can be read in the shape and patterns of its built fabric as it changed over time. Fredericton emerged as a city because of its strategic defensive position – too far to be easily attacked by the newly formed United States, but close enough to attract new settlers and trade. The founding of the first English-speaking university in Canada and the selection of Fredericton as the seat of provincial government cemented its importance. The advent of rail and later automotive travel, together with the expansion of industry, were critical in further shaping the city. Fredericton today has familiar patterns of development but also a distinct identity and character, formed in large part by its cultural and natural heritage.

Early Settlement

Before 8000 BC, the area of modern day Fredericton was part of a vast First Nations hunting ground, used mostly by the Maliseet. They, along with the Mi'kmaq, made first contact with Europeans in 1609. In 1676, the French settled in the area and built Fort Nashwaak at the mouth of the Nashwaak River for defence and trade. The fort was dismantled in 1698, and the settlement was abandoned by 1703. A group of 15 French Acadian families fleeing Nova Scotia settled in the area in 1732. They were expelled in 1755 and their settlement was destroyed.



> Fredericton from across the Saint John River, 1842. Source: Rob Fisher.

The year 1783, and specifically the arrival of the Loyalists, marks the beginning of the modern history of Fredericton. Following the War of Independence, 14,000 Loyalists disembarked at the mouth of the Saint John River and many of them began to move upriver. Fredericton was seen as the ideal location for settlement because it was too far upriver to be attacked by opposing armies. On flat land on the south side of the river, streets for the new community were planned—all of them 66 feet wide and at right angles to each other. In 1785, lots were laid out and “Frederick Town” became the provincial capital. A generous land grant made it possible to establish the University of New Brunswick in that same year – contributing significantly to the education of local residents and attracting new ones.

While the town proper grew, the upper valley surrounding Fredericton became the home of new agricultural and timber industries. Fredericton’s position at the intersection of two major rivers, the Saint John and Nashwaak, as well as the Keswick and a number of other tributaries, aided the city in its role as a market and mill town.

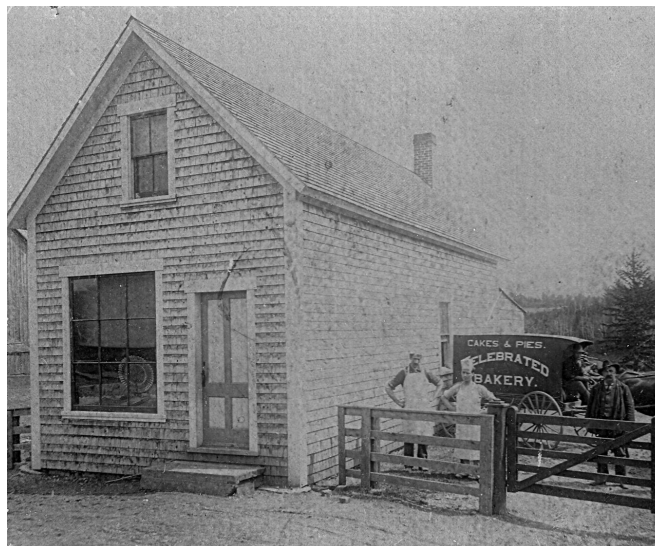
The Early City

Fredericton grew slowly but steadily during the 19th century. Most development centred on the town plat itself and the city was incorporated in 1848. By 1863, sewer systems were installed, followed by the delivery of fresh water to residents’ homes in 1882, and sanitary waste sewers in 1907.

As in all cities, transportation played a key role in Fredericton’s development. For the first forty years of Fredericton’s history, many of the routes into the city were impassable for the average individual on horseback. Consequently, the Saint John River acted as a highway for goods and people. The river was the centre of trade, travel and water-bound activity, and the most important buildings in the town were constructed close to the river. The building of railways on both sides of the Saint John River by 1868, and the construction of a bridge over the river in 1885, diminished the importance of water-based travel and increased trade and tourism. The railways encouraged the city’s steady growth, and supported economic and population growth in the north side communities of Marysville, Douglas, Gibson, and St. Mary’s Ferry.



> Officer's Square, 1885.



> Bakery in Marysville, year unknown.



> Steamers docked at Officer's Square, 1899.



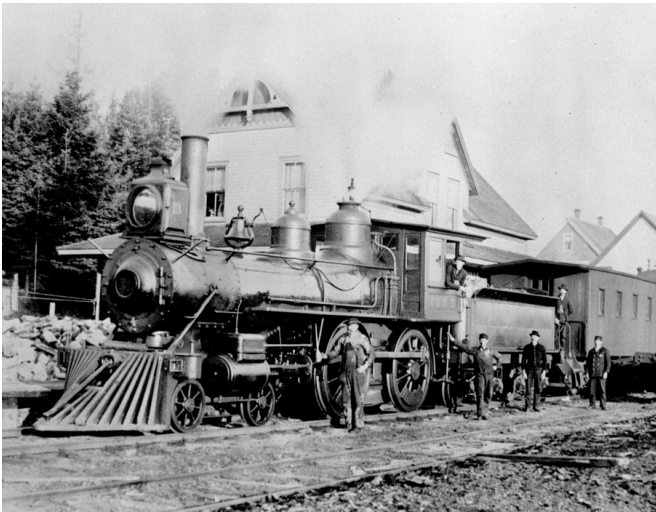
> Marysville, late 19th century.



> City Hall and Queen Street, 1897.



> Rail bridge crossing Saint John River, 1888.



> Rail station in Devon, year unknown.



> Regent Street, 1937.

The Post-War City

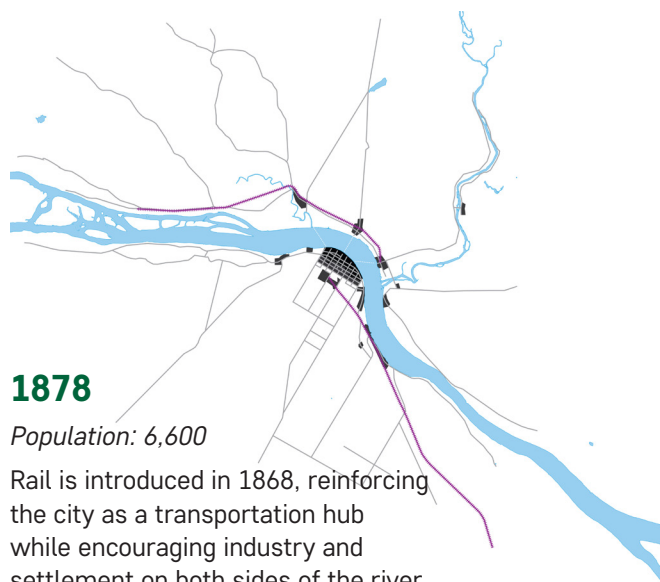
The population boom and the proliferation of the car after World War II led to rapid growth in Fredericton's outlying areas as the road and highway network expanded. The city's municipal boundary expanded with the amalgamation of Devon in 1945. From 1951 to 1976, the city added 27,000 more people as the government workforce, industrial jobs, and the university population increased. New subdivisions of single-family homes sprouted up around communities on both sides of the river.

In 1973, Fredericton amalgamated with several former towns and villages and outlying areas, including Marysville, Silverwood, Nashwaaksis, parts of Lincoln and Douglas, and Barker's Point. The current city boundary wraps around the territory of St. Mary's First Nation and encompasses 131 square kilometres. While the city's boundary has changed little over the past four decades, its suburbs have continued to grow, and many new subdivisions have formed outside of the city, including Hanwell, New Maryland, Douglas, and Pepper Creek.



1832

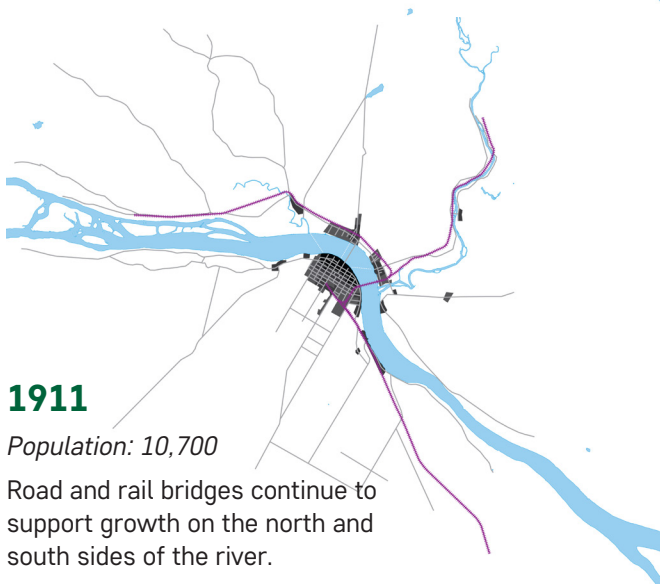
Lots are laid out in the military garrison, Frederick Town. The town grows as a centre of colonial government.



1878

Population: 6,600

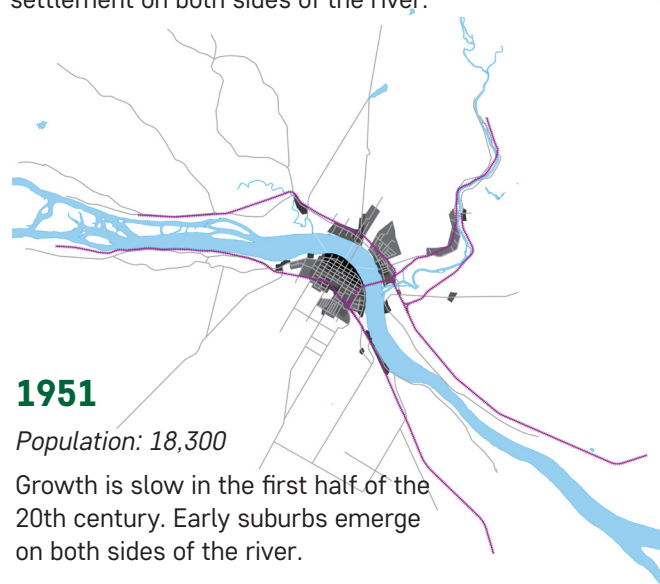
Rail is introduced in 1868, reinforcing the city as a transportation hub while encouraging industry and settlement on both sides of the river.



1911

Population: 10,700

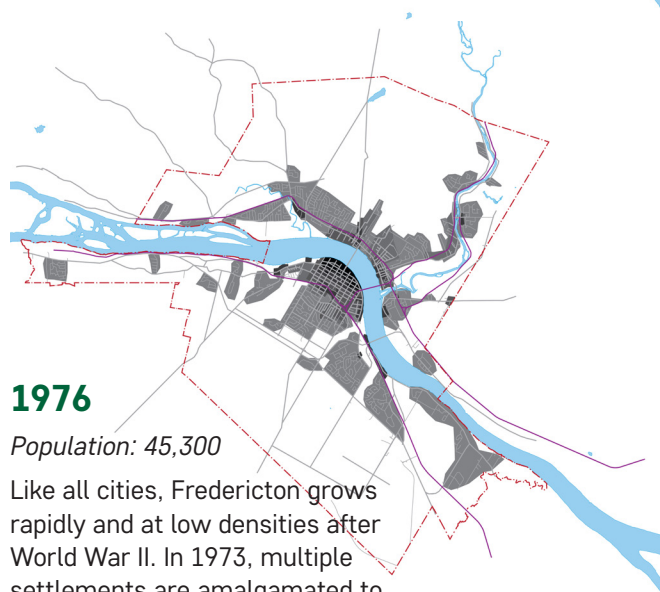
Road and rail bridges continue to support growth on the north and south sides of the river.



1951

Population: 18,300

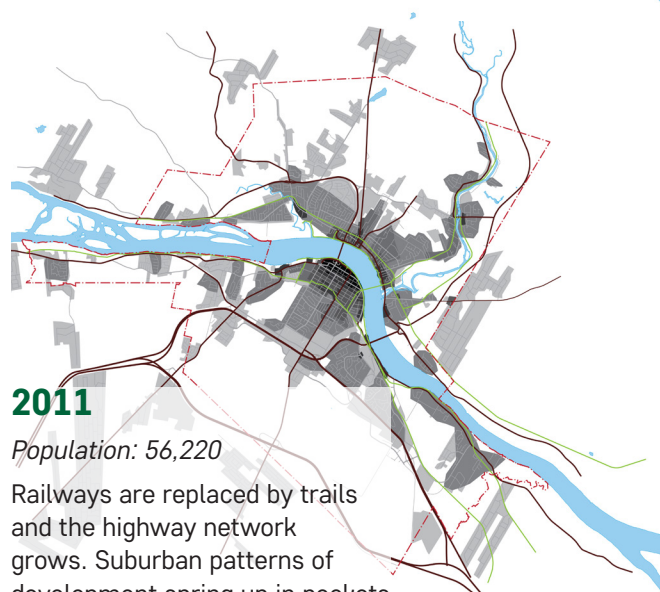
Growth is slow in the first half of the 20th century. Early suburbs emerge on both sides of the river.



1976

Population: 45,300

Like all cities, Fredericton grows rapidly and at low densities after World War II. In 1973, multiple settlements are amalgamated to form one city.



2011

Population: 56,220

Railways are replaced by trails and the highway network grows. Suburban patterns of development spring up in pockets throughout the city.

The City's Existing Urban Structure

Fredericton's natural setting and historical development have resulted in an "urban structure" that is unique and challenging. The urban structure defines where land uses, infrastructure, major open spaces, and significant natural features are located within a city. How a city is physically organized paints an important picture of how it functions. A logical urban structure allows for the efficient movement of people and goods, and the effective delivery of municipal services. It is also fundamental to a high quality of life, a healthy environment, and a robust economy. The Growth Strategy provides an opportunity to reinforce positive aspects of Fredericton's urban structure while addressing some of its weaknesses.

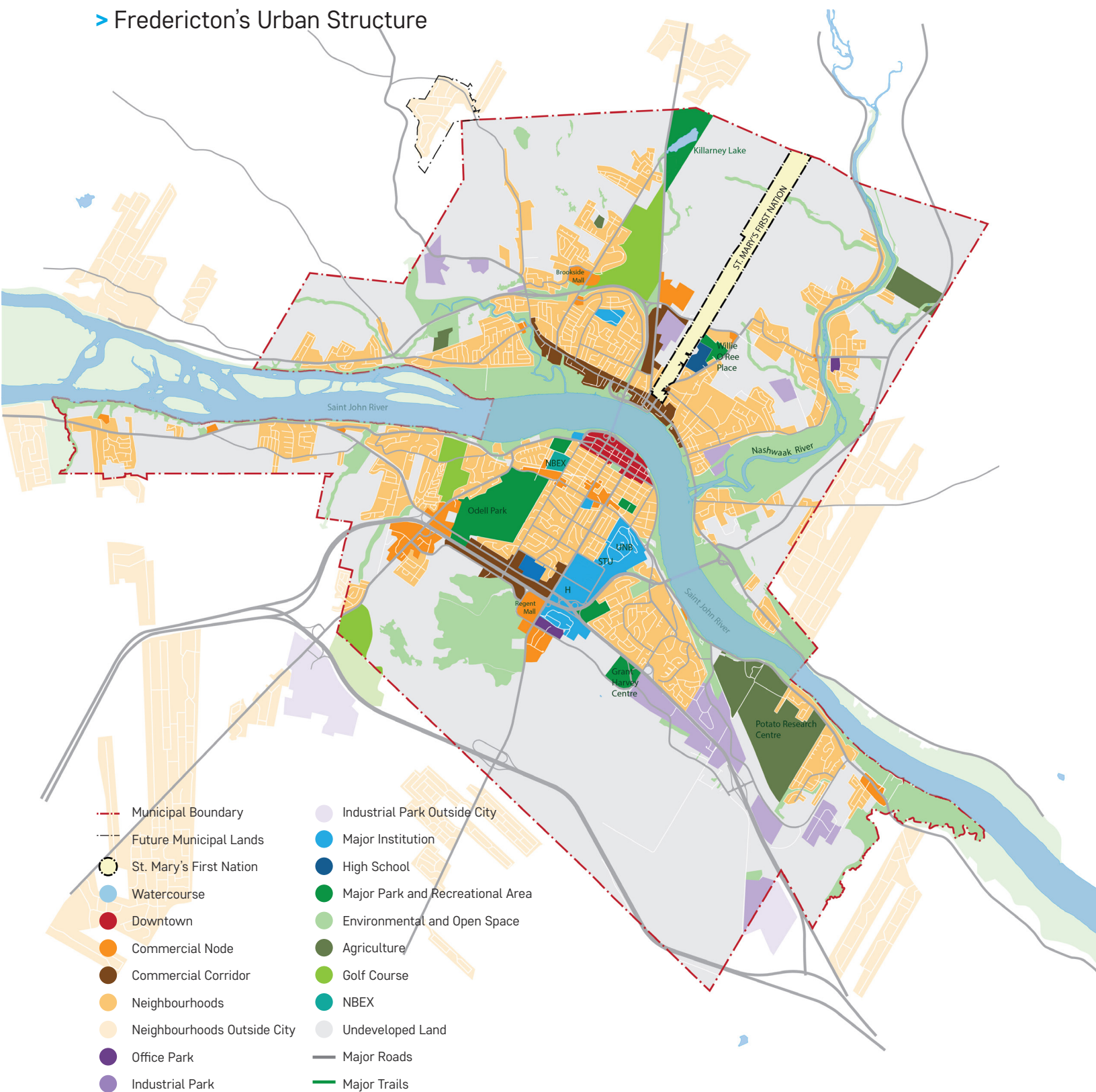
At the core of Fredericton's urban structure is the City Centre, with its mix of uses and cultural attractions. Neighbourhoods surround the City Centre on both sides of the Saint John River, but the pattern of development branches out from there. Complementing the City Centre are other institutional, commercial, and employment nodes on the south side of the river—the University of New Brunswick, St. Thomas University, Dr. Everett Chalmers Regional Hospital, Knowledge Park, and regional shopping destinations including the Regent Mall and Corbett Centre. These key destinations, together with the City Centre, are where most residents go to work, study, shop, and be entertained, and therefore constitute Fredericton's "centre of gravity". (The centre of gravity was determined by asking residents about their key destinations in Fredericton in the first Community Compass survey, please see page 18 for the full analysis).

While the Saint John River is a defining feature of the city, it bisects the community with respect to the established development pattern. However, the city is physically linked by two vehicular bridges and one pedestrian bridge. In addition to the river, large public parks and other major open spaces also figure prominently in the urban structure.

On the north side, Main Street and Union Street have long functioned as commercial corridors and are complemented by the Brookside Mall and a newer big-box development on Two Nations Crossing. Residential development is concentrated in the northwest, while the north side's history has resulted in a more fragmented pattern of neighbourhoods in the northeast.

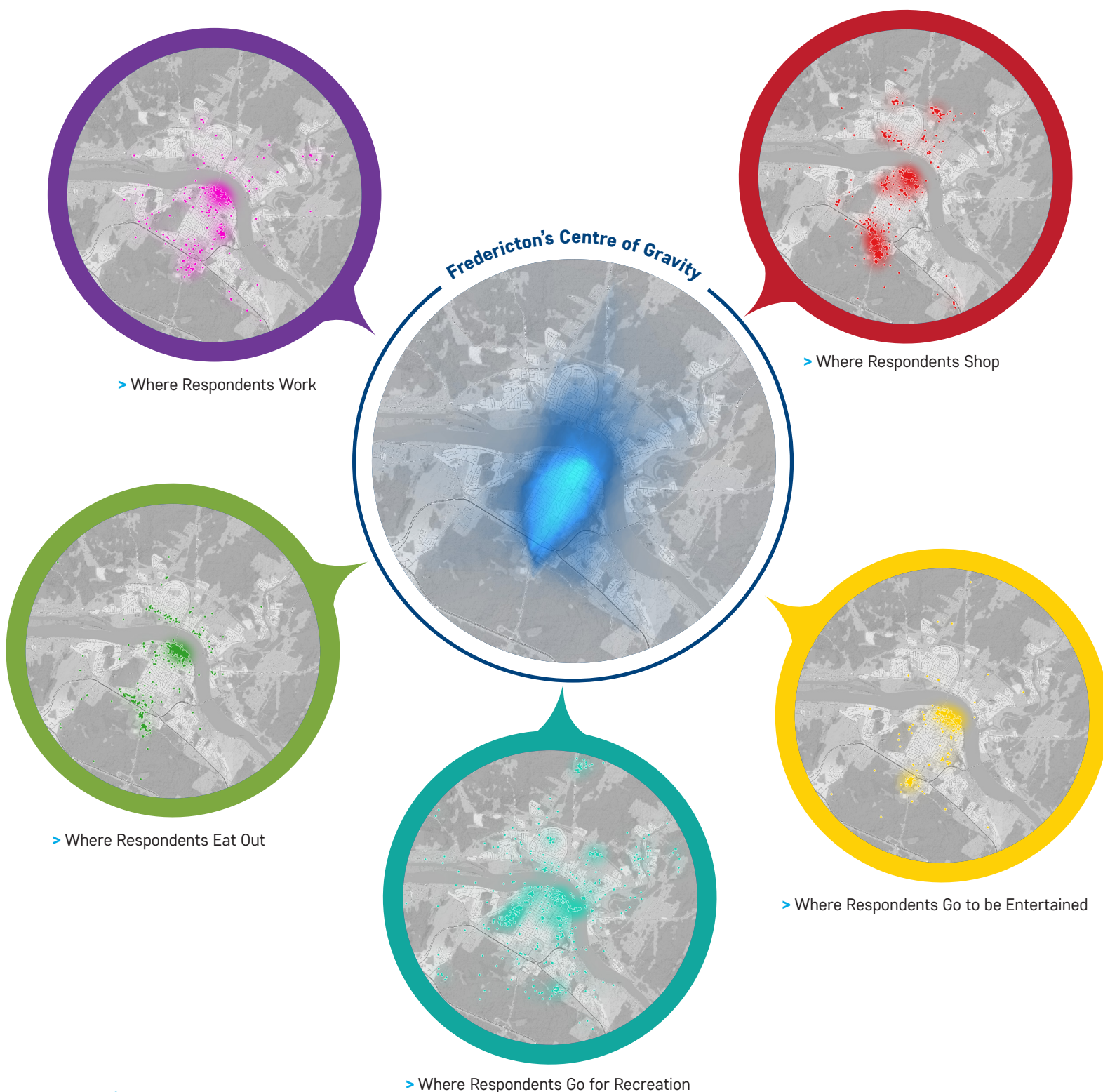
Overall, largely as a result of its historical evolution, Fredericton does not have a coherent urban structure. Land uses are highly segregated, and pockets of residential development are strung across the city. Outside of the City Centre there is very little mixing of land uses. In addition, neighbourhood street networks are not well interconnected, except within the City Centre and in the Town Plat. Highways and major arterial roads are responsible for connecting uses, but they often also act as barriers that help cement the separation of uses.

> Fredericton's Urban Structure



Where Frederictonians Go: Analysis of the First Community Compass Survey

In the first Community Compass Survey, over 600 respondents mapped where they go to work, shop, eat out, be entertained, and recreate within Fredericton. These locations were aggregated and then overlaid to identify the city's "centre of gravity." Planning growth within and close to the centre of gravity will minimize travel distances and support a more efficient and sustainable city.



2.3

Strengths, Challenges and Opportunities

Within Fredericton's unique urban structure are elements and places that are fundamental to the city's distinct character, its strong economy, and the quality of life it offers:

- Historic buildings and open spaces, a grid network of treed streets, and a mix of businesses have maintained an attractive, walkable city centre that is the economic and cultural heart of the city.
- The Saint John and Nashwaak rivers are remarkable natural assets central to the city's identity and network of recreational amenities.
- Odell Park and Killarney Lake Park are magnificent legacies, the value of which will only grow as the city grows.
- The well-used network of trails on the former railway lines are like linear parks cutting through the city.
- The campuses and facilities of UNB, STU, and the New Brunswick College of Craft and Design include open spaces and other amenities that benefit all residents.
- The Grant-Harvey Centre, Willie O'Ree Place, Centre Communautaire Sainte-Anne, and smaller community centres, like the Charlotte Street Arts Centre and The Ville Cooperative, are multi-purpose destinations that bring the community together.
- The city has many stable neighbourhoods with attractive homes.

Fredericton's future growth needs to protect, enhance, and leverage these assets for the benefit of existing and future residents while also addressing the challenges and opportunities described on the following pages.



> Frederictonians take pride in their many community amenities.



> Fredericton's neighbourhoods are desirable, walkable places; their street pattern and architectural diversity offer lessons for how future neighbourhoods should be designed.

Becoming a greener, more efficient city

Fredericton has a relatively clean natural environment, a healthy tree canopy and a wealth of green spaces. Being a green city also means growing and building it in a way that is environmentally and fiscally sustainable. This requires optimizing both the use of land in existing and planned development areas and the infrastructure servicing the land before expanding the city's urban footprint and building new infrastructure. Building more compact communities with a mix of housing densities and where private yards are not expansive is one way to use land efficiently. A more compact approach to growth should also lead to efficiencies in the delivery of other municipal services (e.g., waste collection, snow clearing, emergency services).

Other ways a city can become more environmentally sustainable are to ensure buildings achieve high standards for energy efficiency and landscape parking lots to reduce the Urban Heat Island Effect and capture stormwater.



> Fredericton has an abundance of green spaces that need to be preserved as the city grows.

What is the Urban Heat Island Effect?

The Urban Heat Island Effect is when an area is warmer than its surroundings due to increased heat capture by buildings and paved areas combined with the release of more heat through human activity. The effect can be mitigated through green roofs, an enhanced tree canopy, and building materials that reflect sunlight and absorb less heat.



> Expanding the city's excellent trail network with more north-south connections will help make Fredericton less car-reliant.

Becoming less car-reliant

The city's existing structure and development patterns, and the low density of development outside the city centre, results in a car-centric city and makes it very difficult to move around the city by public transit, cycling and walking. This is not unusual—following World War II, the structure of most North American cities was designed around the needs of the automobile. There is a growing realization, however, that this not a fiscally sustainable way to build a city—all those wide roads are expensive to build and maintain. It also severely limits the mobility of those who choose not to own a car for lifestyle or financial reasons and those who cannot drive, including youth, many elderly people, and those with a disability. If Fredericton can become an easier city to get around on foot, by bike, or on transit, then it will become a more equitable, greener, and healthier city.

The automobile will likely remain the preferred mode of travel for the daily trips taken by most Frederictonians. By improving connections and facilities for transit users, cyclists, and pedestrians, however, alternative modes will become more viable and traffic congestion might lessen. And building a more compact city, where many people live close to where they work, shop, and play, will shorten travel distances and encourage walking, cycling and transit use.



> Many smaller North American cities, like Hingham, Massachusetts, have brought more vitality to their downtowns with new waterfront destinations.

Enhancing the City Centre

Downtown is the one area of the city with a variety of land uses—office buildings, restaurants, stores, service organizations, places of worship, the New Brunswick College of Craft and Design, the Farmers' Market, and government buildings. It also hosts many civic and cultural events that fill up the streets and other gathering places. Besides its uses and activities, downtown's historic buildings and pedestrian-friendly streets are fundamental to its attractiveness and the city's identity.

The City Centre is certainly active during the business day, on Friday and Saturday nights, and when special events are on, but it is quiet the rest of the week. More people living downtown and close to the City Centre would give it more street life all day, every day, which would benefit existing businesses and attract more.

The City Centre would also be enhanced by improving its relationship to the Saint John River. In time, St. Anne Pointe Drive and access to the Westmoreland Bridge should be redesigned to be less of a physical barrier to the river's edge and to free up land for development. In the interim, new development facing the river with bars and restaurants on the lower floors would at least provide more opportunities to enjoy views of the river from downtown. A pier would provide a new destination over the river, and floating docks would allow people to rent a kayak or canoe.



> Fredericton's downtown is pedestrian-friendly and has a distinct sense of place, but the streets are quiet on most evenings and weekends.



> New residential development in Ottawa's Byward Market district has added vibrancy to the city's downtown.

Building walkable neighbourhoods and complete communities

Fredericton is made up of more than a dozen neighbourhoods, many of which are low-density, car-centric, and do not encourage walking. Due to circuitous local streets and cul-de-sacs, streets do not connect neighbourhoods to one another and routes are indirect. Shops and services are located in big box stores or strip plazas some distance from where most people live, and therefore most residents can only access them by car. As Fredericton grows and evolves, new neighbourhoods should be designed to be walkable, bikeable and well connected to existing and new commercial amenities, as well as to community facilities. This will help ensure residents of all ages, abilities and incomes enjoy a high quality of life.

Outside of the boutique-style shopping experience downtown, most of Fredericton's retail destinations come in two forms – within strip plazas along arterial roads or in large-format buildings that occupy significant amounts of land. Most of these commercial areas are segregated from residential neighbourhoods and car-oriented. Large parking lots front commercial buildings and make walking or cycling to them unpleasant and often unsafe. Because stores are spread out, it is difficult to access several in one trip. Future commercial areas should contain a mix of uses, including housing, and be pedestrian-friendly. This will make the areas more vital throughout the day and make the neighbourhoods they serve more attractive.

Single detached homes dominate many of Fredericton's neighbourhoods and make up 48% of the overall housing stock. The proportion of apartment buildings has increased in the last several years, and there appears to be an increasing desire for a greater mix of housing choices within the city's existing neighbourhoods. Despite this increase in housing diversity, a rich architectural character and distinct "sense of place" is missing within many neighbourhoods. This is compounded by the fact that civic gathering places are sparse and parkland is unevenly distributed across the city. Except for the recreation and relaxation that large-scale parks and recreational centres provide, there are few places to gather or simply sit and mingle within the neighbourhoods themselves. As Fredericton grows, these small gathering places will be important to the livability of individual neighbourhoods, larger communities, and the city as a whole.

What is a Complete Community?

A community can be defined in different ways. Fredericton is one big community made up of smaller communities. The term "complete community" generally refers to an area within a city with clearly defined boundaries, such as a major natural feature, highway or major road. Within a complete community there may be one cohesive residential neighbourhood or multiple neighbourhoods with recognized boundaries of their own. Generally, what makes a community complete are the following:

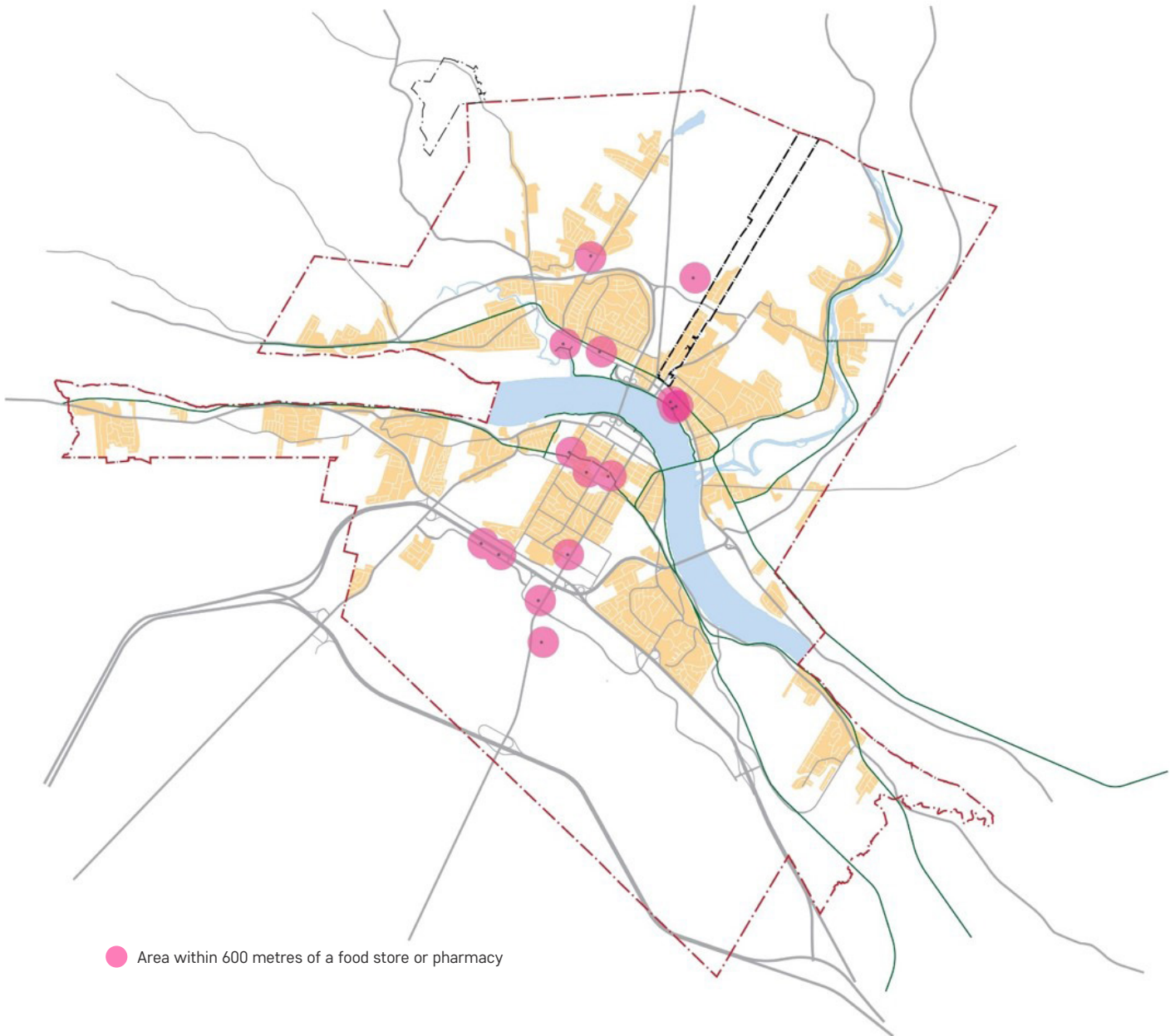
- A diversity of housing to meet the needs of a range of household types and sizes, and with varying incomes. Ideally, a person should have the choice to stay in their community as their housing needs change over their lifetime.
- A range of community facilities, including an elementary school, health care facilities, indoor and outdoor recreational facilities, and parks and other green spaces. Ideally, these facilities are within a 10-minute walk for most residents.
- The availability of a range of basic commercial amenities, including a grocery store, a pharmacy, restaurants and other frequently used services that residents can easily access by different modes of transportation, including walking, cycling, and public transit.
- Access to a range of employment and educational opportunities, inside or outside the community, within reasonably short commuting distance, by private vehicle and by public transit.

All communities are dynamic and no one is perfectly complete. The goals should be to design new communities to become complete as they develop and to make established communities more complete as they evolve.



> Complete communities, like this one in Markham, Ontario, contain a variety of housing types and offer a range of amenities within walking distance for most residents.

> Proximity of Fredericton's Neighbourhoods to a Food Store or Pharmacy



Recognizing the challenges and opportunities facing Fredericton, the Growth Strategy concentrates future growth in and around the city's "centre of gravity" and close to other community assets. This will result in a more cohesive urban structure and support a city that is fiscally and environmentally sustainable.

3.0

How the Growth Strategy was Developed



The methodology for developing Fredericton's Growth Strategy involved both qualitative and quantitative analysis. The Imagine Fredericton team first considered where and how growth could occur (i.e., in what areas of the city and what form it might take), and then estimated how much of the projected population growth could occur in each area. Areas for employment growth were also identified and assessed to ensure they could accommodate the projected job growth. The analysis led to three distinct growth scenarios.

3.1

Areas for Residential Growth and Their Potential

For most of its history, Fredericton has grown almost entirely outward from original settlements on both sides of the Saint John River. Recently, however, the city has been experiencing an increasing amount of “inward growth” through the redevelopment of former industrial and commercial lands, and through “infill development” on vacant land. This trend can be expected to continue as young people and aging baby boomers look for housing close to amenities in the heart of the city, and as more opportunities are created for redevelopment and infill. Given the potential for more inward and outward growth, three distinct areas of the city were analyzed for their capacity to accommodate residential growth, and other areas were identified for their potential to accommodate employment growth. The three areas for residential growth are:

- The Urban Core
- Undeveloped Lands Inside the Municipal Services Boundary
- Undeveloped Lands Outside the Municipal Services Boundary



The Urban Core



Inside the
Serviced City



Outside the
Serviced City

The Urban Core

The Urban Core is the most built-up area of Fredericton but contains lands that are vacant or underutilized as well as properties with the potential to redevelop with more intense uses over the next 25 years. This potential is referred to as “intensification”. The Urban Core encompasses areas on both sides of the Saint John River, including the City Centre (downtown), the Main Street/ Union Street corridor (“the North Core”), and the area centred on the old train station, and stretching from the Fredericton Exhibition grounds to Regent Street (“the South Core”). The City’s recently completed City Centre Plan and Main Street Plan identify numerous sites in both areas with significant development potential, and the North Core and South Core area contain similar opportunities for growth and improvement.

Residential intensification in the Urban Core will mostly take the form of apartment buildings, mixed-use buildings ,and townhouse developments that are compatible with their surroundings. This type of growth has many benefits. The population increase will support a more vibrant City Centre, especially in the evenings and on weekends. Greater density and the proximity of day-to-day destinations will also support greater use of public transit and encourage cycling and walking. And the more growth that happens within the built-up city, the less undeveloped, unserviced land is required for growth.

A comprehensive analysis of the Urban Core revealed a significant amount of vacant or underutilized land. Since many underutilized sites are partially developed today, it is unlikely that all of them will redevelop by 2041, and some sites will need to accommodate office or institutional buildings. It is reasonable, however, to assume that at least 20% and as much as 50% of the land they represent, could redevelop with residential uses. Applying population ratios based on recent apartment developments and standards used in other cities, this amount of land could accommodate 3,000 to 8,000 people, or 9-25% of the total projected population growth.

Assumptions used in developing the growth scenarios

Population growth to 2041 – 32,000 people

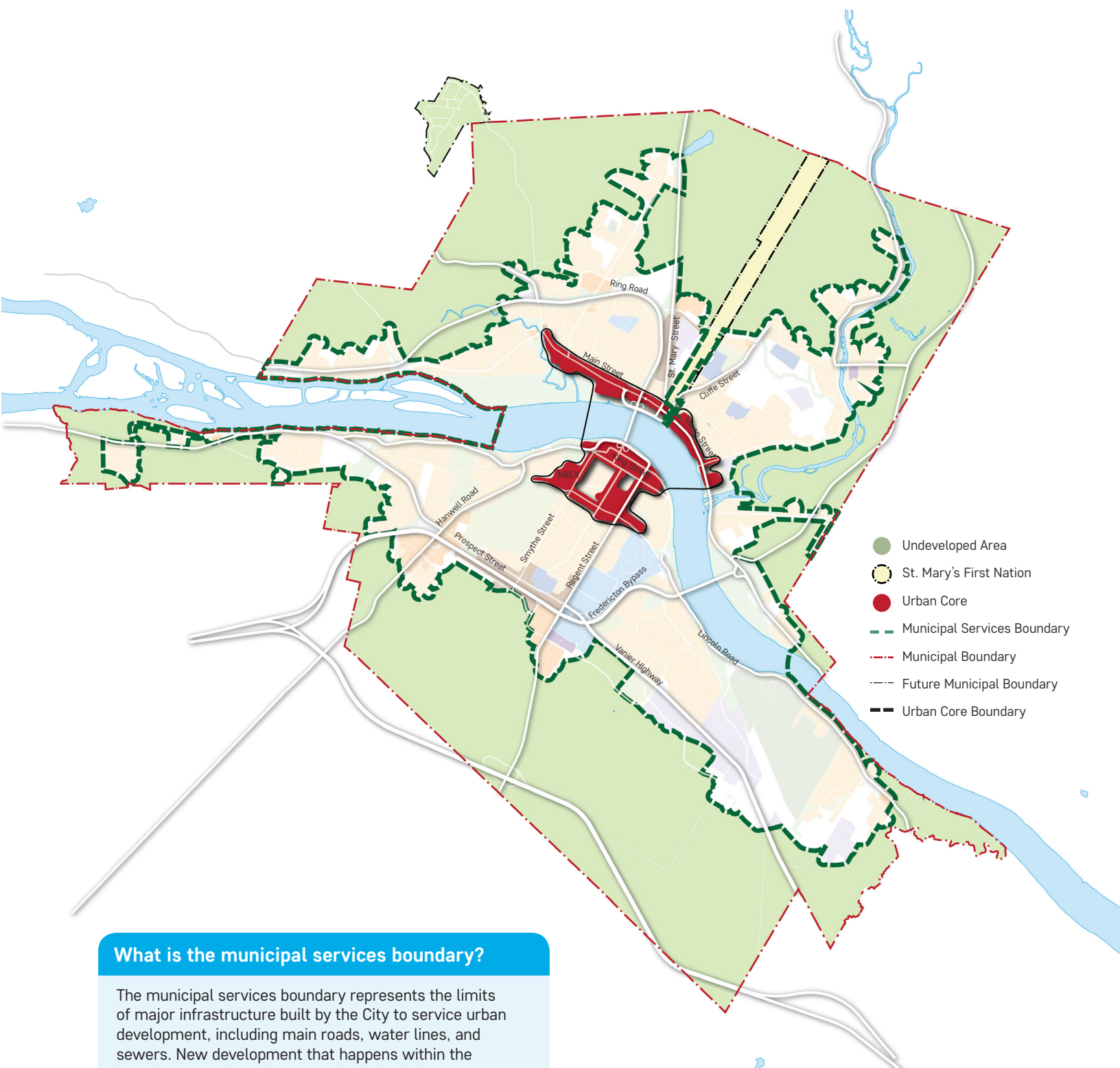
Employment growth to 2041 – 12,000 jobs

Gross residential densities*:

- New development in the City Centre – 200 people per hectare
- New development elsewhere in the Urban Core – 90 people per hectare
- New development in residential neighbourhoods outside the Urban Core – 40 people per hectare
- Employment density in business/industrial parks – 150 jobs per hectare

*Calculation of gross residential density includes land for roads, utilities, local parks, schools, and neighbourhood commercial uses

> Fredericton's Urban Core



What is the municipal services boundary?

The municipal services boundary represents the limits of major infrastructure built by the City to service urban development, including main roads, water lines, and sewers. New development that happens within the boundary can take advantage of existing infrastructure; whereas, new development outside the boundary requires extending roads, water lines, sewers, and other utilities.

Undeveloped Lands Inside the Municipal Services Boundary

Fredericton's current development pattern has resulted in pockets of undeveloped land located within the limits of the city's municipal services boundary. Since development in these areas would not require the extension of major roads, sewer and water systems, and other utilities, they are logical places to plan growth. In addition, many of these areas are close to existing schools, shopping centres, and other community services. They are appropriate locations for new residential neighbourhoods with a mix of low-rise housing, including detached and semi-detached houses, townhouses, duplexes and apartment buildings of 3-4 storeys. In fact, residential development has already been approved in many of these areas.

In total, there are approximately 200 hectares of undeveloped land with access to municipal services. If one assumes new residential neighbourhoods in these areas will include a mix of low-rise housing types, parks and open space, local retail amenities, and potentially an elementary school, then it is reasonable to assume they will accommodate approximately 40 people per hectare. This means that 8,000 more people, or 25% of the projected growth, can be accommodated on undeveloped land within the municipal services boundary.

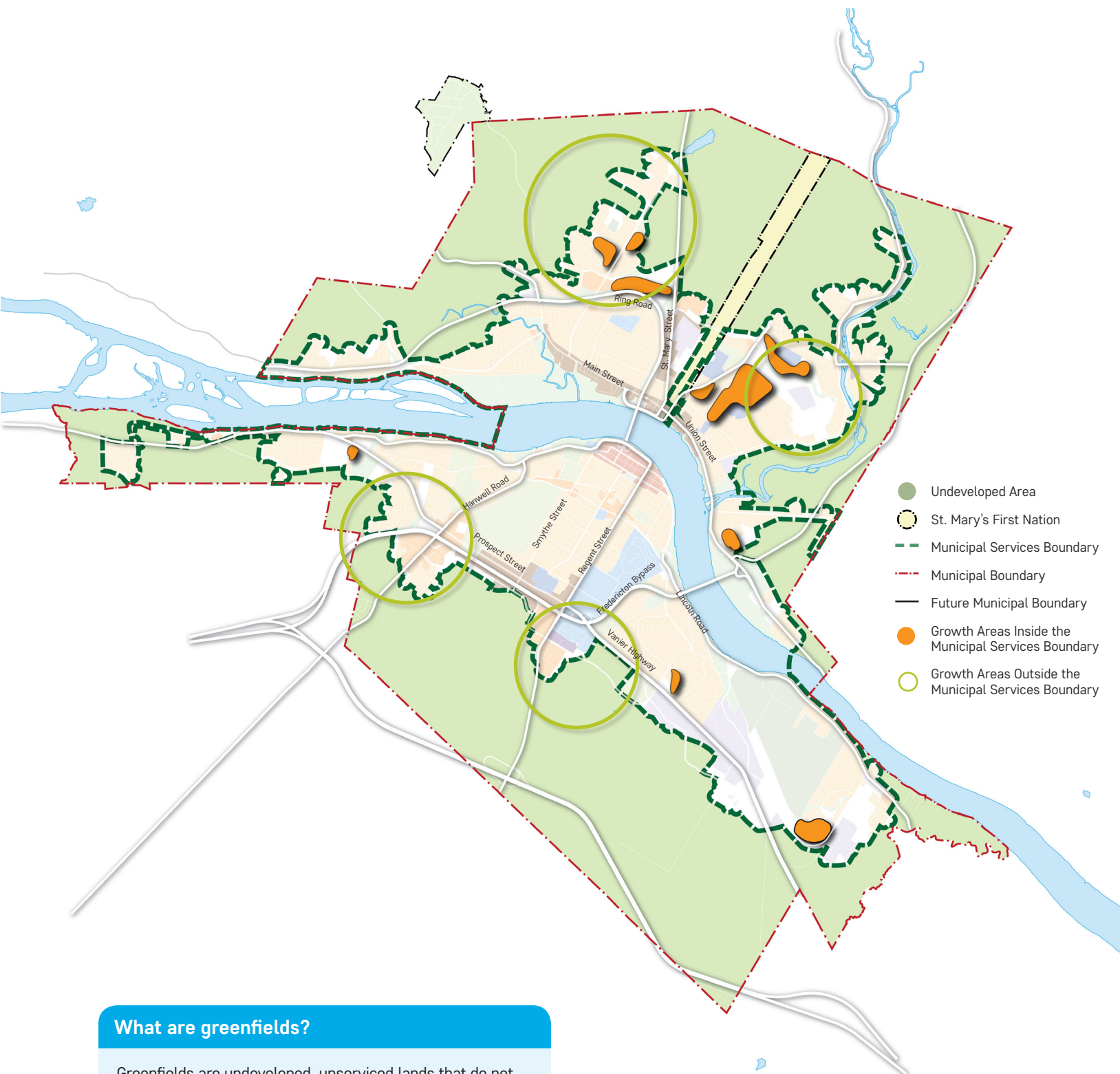
Undeveloped Lands Outside the Municipal Services Boundary

In total, only about a third to a half of Fredericton's projected population growth to 2041 can be accommodated on already serviced land, through a combination of intensification in the Urban Core and new residential neighbourhoods on undeveloped land. Therefore, 16,000 to 21,000 people will need to be accommodated in areas outside the current municipal services boundary, on undeveloped "greenfield" lands. Since new neighbourhoods in these areas would be similar to those inside the existing municipal services boundary, an average gross density of 40 people per hectare can also be assumed. This means that 400-525 hectares of land outside the current municipal services boundary will be needed for future "outward growth".

Fredericton has approximately 7,500 hectares of undeveloped land today, which might suggest there are many potential areas for new outward residential growth. Based on the city's existing urban structure, however, there are four general areas where additional residential development would be most appropriate for the following reasons:

- The four areas either contain or are close to a range of retail amenities to serve future residents.
- The eastern-most and southern-most areas are close to Willie O'Ree Place and the Grant Harvey Centre, respectively, and the range of recreational amenities each offers.
- These four areas are close to Fredericton's "centre of gravity," which means daily trips for most residents will be relatively shorter.
- Three of the areas have been undergoing incremental development; additional growth would help to fill in gaps and help these areas to become more complete communities well connected to the larger city.

> Areas for New Neighbourhoods



What are greenfields?

Greenfields are undeveloped, unserviced lands that do not contain environmentally significant natural features or other constraints that would prevent them from being developed.

3.2

Accommodating Employment Growth

Since Fredericton's population growth will largely depend on employment growth, it is important to ensure there is adequate land in appropriate locations for a full range of employment uses, including office and institutional buildings, retail and service establishments, and industrial uses. Based on the projected employment growth of 12,000 jobs in the next 25 years, approximately 45.2 hectares of additional land will be required, broken down as follows:

Retail and commercial service employment	18.9 hectares
Institutional employment	12.8 hectares
Industrial employment	11.0 hectares
Commercial office employment	2.5 hectares

Many of the areas where the above uses are found today can accommodate employment growth:

- The City Centre and the Main Street/Union Street Corridor contain underutilized land and potential redevelopment sites that could accommodate office, retail, and service employment uses. Growth in government employment is not expected to be significant and can be accommodated in the City Centre.
- The city's well-established retail nodes and corridors, including the Regent Mall/Corbett Centre node, the Prospect Street and Bishop Drive corridors, the Main Street/Union Street corridor, and the Two Nations Crossing commercial area all have the potential to accommodate additional retail uses on existing underutilized sites or undeveloped lands.
- The University of New Brunswick has adequate land on or adjacent to their campuses to accommodate its future growth, and the Dr. Everett Chalmers Regional Hospital has adequate land to expand or to accommodate other related institutional employment.

In addition, areas of the city planned for residential growth will also accommodate new retail stores, commercial services and institutional uses (e.g., elementary schools), to serve local residents.

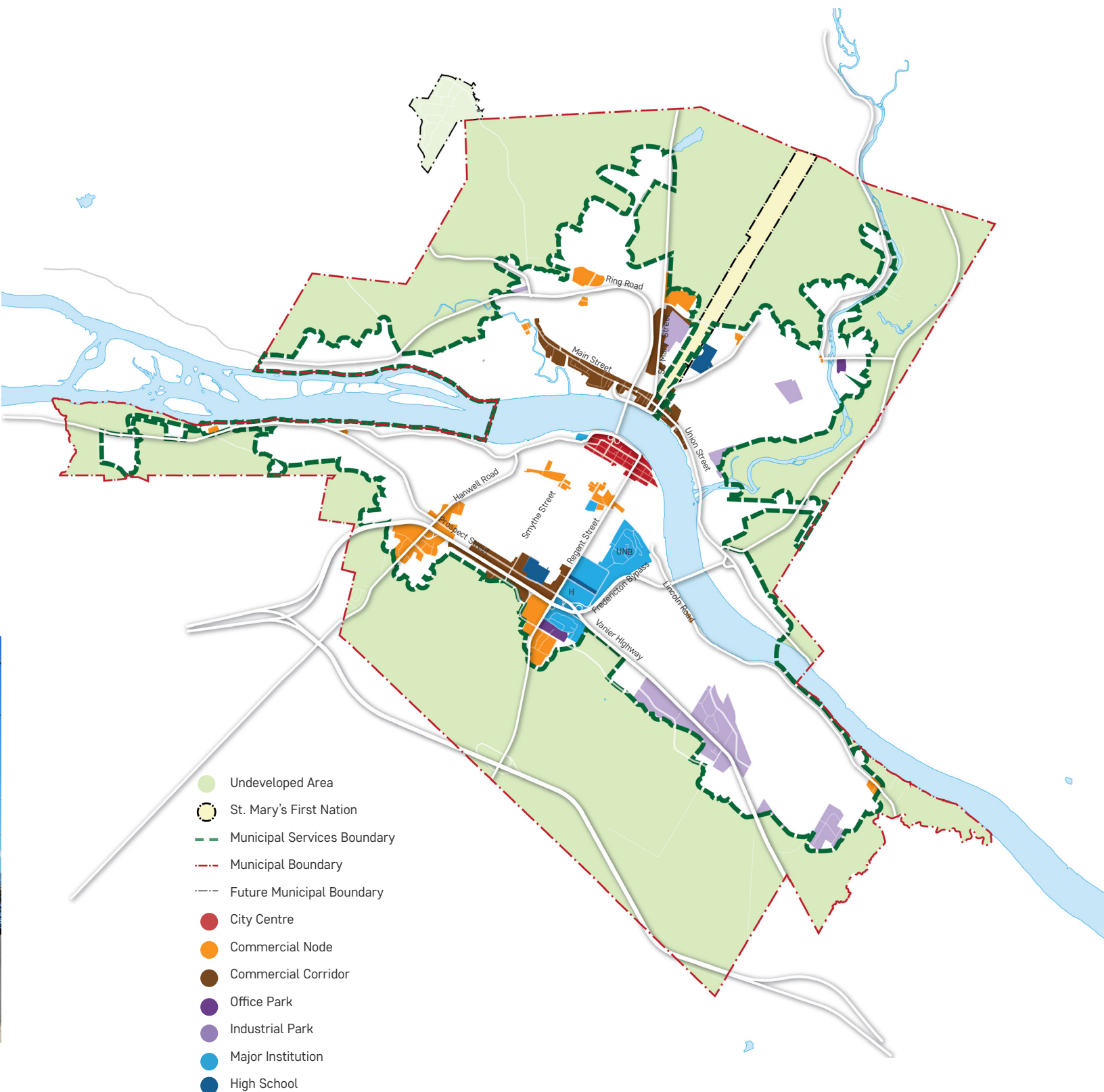
Given the potential of existing commercial and institutional areas and future residential neighbourhoods to accommodate employment growth in those sectors, there is no need for Fredericton to plan new nodes or corridors dedicated to retail, office, or institutional uses.

With respect to employment growth in the industrial sectors of the economy (such as manufacturing, warehousing, distribution and construction), planned expansions to existing industrial parks can easily provide the 11 hectares of land required. Since most industrial businesses prefer locations with convenient access to the provincial highway network, the best areas to plan for industrial growth are adjacent to business parks along the Vanier Highway.



> The Prospect Street commercial corridor has the potential to accommodate additional retail uses on existing sites and in the process become a more attractive street.

> Areas for Employment Growth



3.3

Three Growth Scenarios

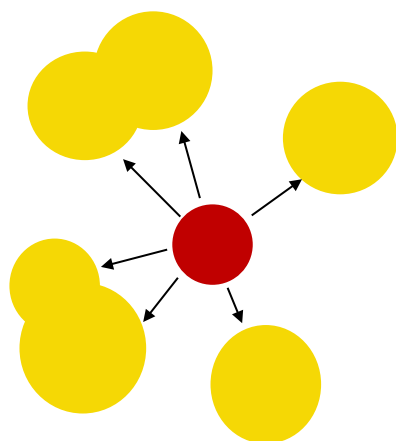
Having identified appropriate locations for residential and employment growth and determined how much undeveloped land they will require, the Imagine Fredericton team prepared three growth scenarios. The scenarios represented distinct choices about where and how Fredericton should grow over the next 25 years. They were intended to not only illustrate the choices but also to explain the implications of each, so that residents could provide informed feedback on their preferences.

The scenarios focused on residential growth since relatively little new land is required to accommodate employment growth and therefore future residential development will have the most significant impact on the city's urban structure and sustainability. All the scenarios assumed that Fredericton will need a range of housing options, from single detached homes and townhomes to apartments and secondary suites, to meet the needs and desires of its future population. They were also consistent in assuming that remaining undeveloped land within the current municipal services boundary, that is not environmentally significant, will develop by

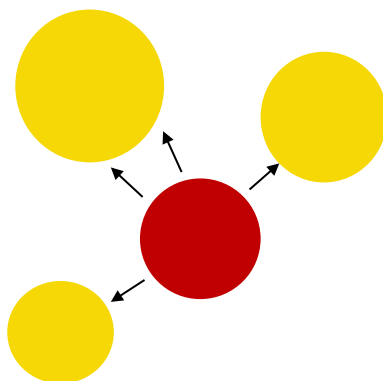
2041. As described below, the scenarios varied in the amount of growth that would be accommodated through intensification in the Urban Core and in the locations and amount of outward residential growth.

What is a mixed-use node?

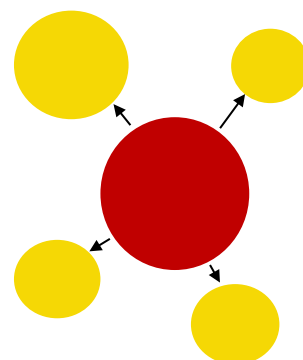
A mixed-use node is a distinctive place within an area of mostly low-rise housing where commercial uses serving the area, such as food stores and restaurants, are clustered along a main street or around a public gathering space, like a small park or square. Apartments or professional office space for doctors, dentists, lawyers, etc., ideally would be located above these uses in mixed-use buildings, and surrounding them in close proximity would be higher-density forms of housing, i.e., apartment buildings and townhouses. Mixed-use nodes help to create complete communities and can be thought of as "urban villages".



Growth Scenario A
Dispersed Growth



Growth Scenario B
North-Side Focus



Growth Scenario C
Compact Growth

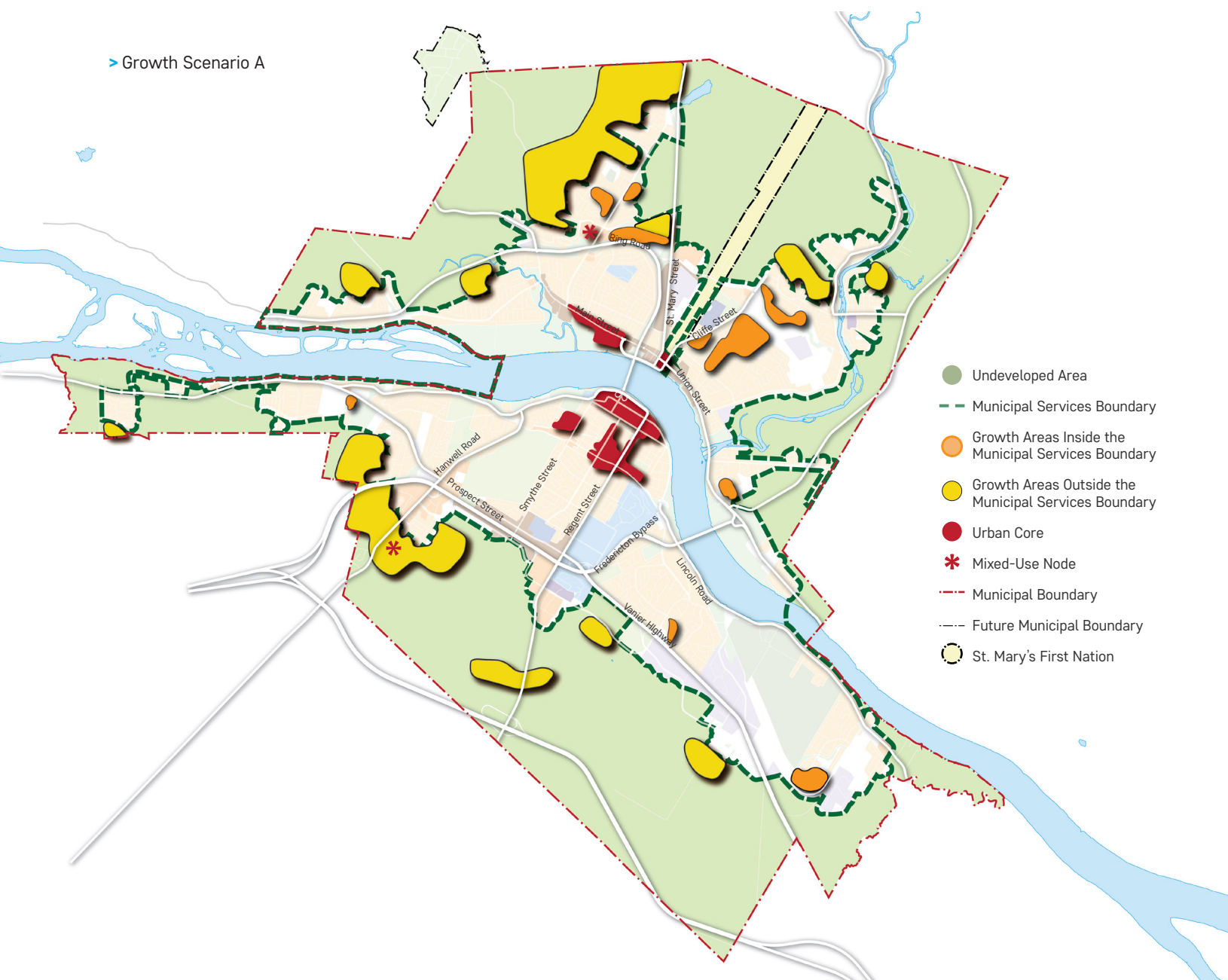
> The three scenarios represent three distinct choices between inward growth (red) and outward growth (yellow).

Growth Scenario A: Dispersed Growth

Scenario A most closely represented a continuation of the city's current pattern of development, which predominantly consists of outward, dispersed growth. In this scenario, two-thirds of projected residential growth would occur outside of the current municipal services boundary and less than 10% would occur within the Urban Core. It is assumed that slightly more than half of future growth would be accommodated on the north side of the river, and that residential development would occur on the UNB Endowment Development Lands to help balance growth.

Much growth would occur on the north side of the city and in the southwest, on either side of Hanwell Road. Mixed-use nodes, where retail uses would be clustered and integrated with higher-density forms of housing around potential transit hubs, would be planned in or close to each of these areas to ensure the larger community offers a broad mix of housing types and retail amenities. In addition to these large areas of outward growth, smaller pockets of land across the city, but outside the current municipal services boundary, would be allowed to develop.

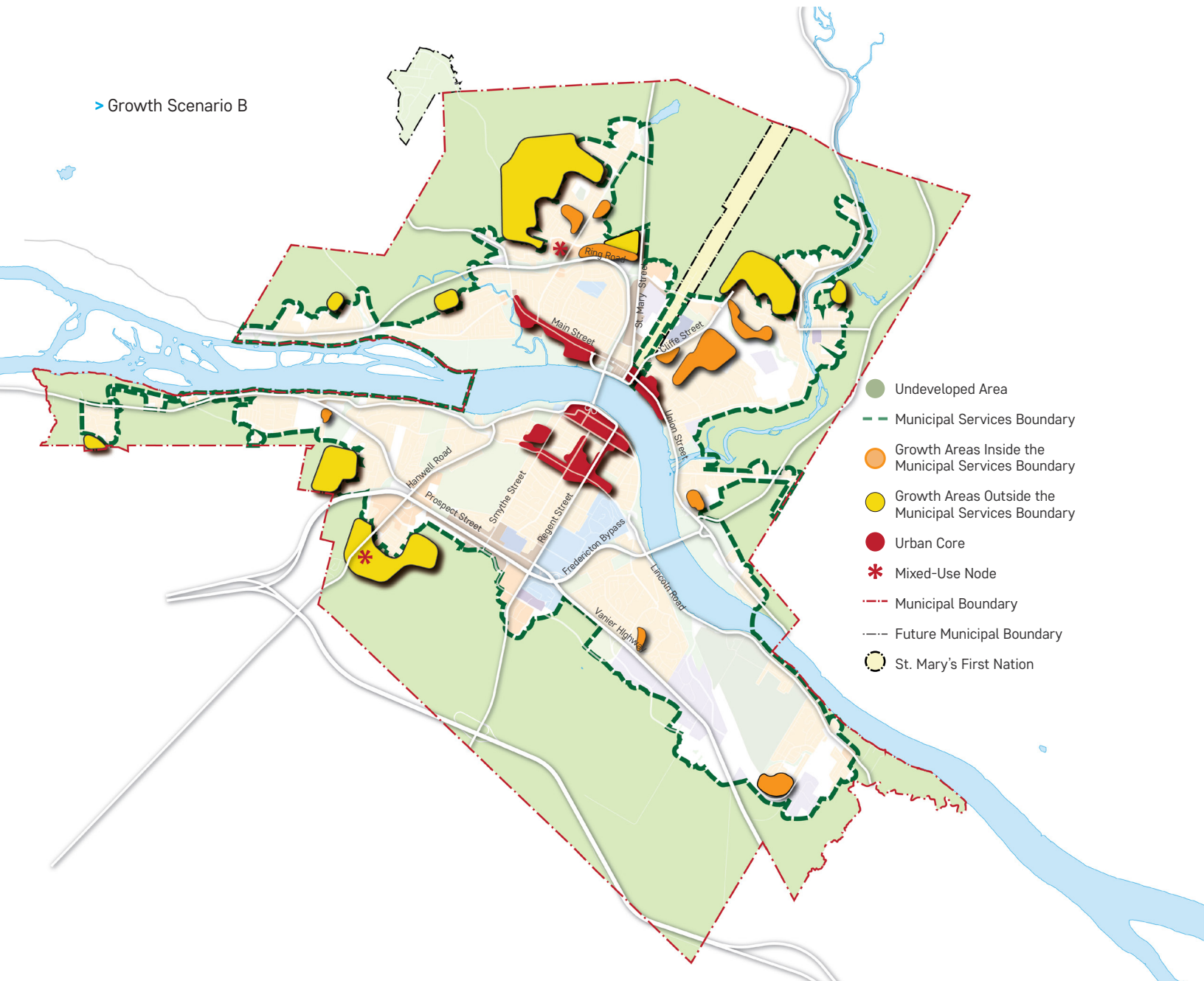
> Growth Scenario A



Growth Scenario B: North-Side Focus

Scenario B assumed that the UNB Endowment Development Lands will not be used for residential uses, which suggested that most of the city's future outward growth would likely occur on the north side of the river. Although growth in this scenario was less balanced, it was also less dispersed than in Scenario A. This scenario also imagined 5,000 more people, or 16% of future growth, being accommodated in the Urban Core, more than in Scenario A. Like Scenario A, it included two mixed-use nodes.

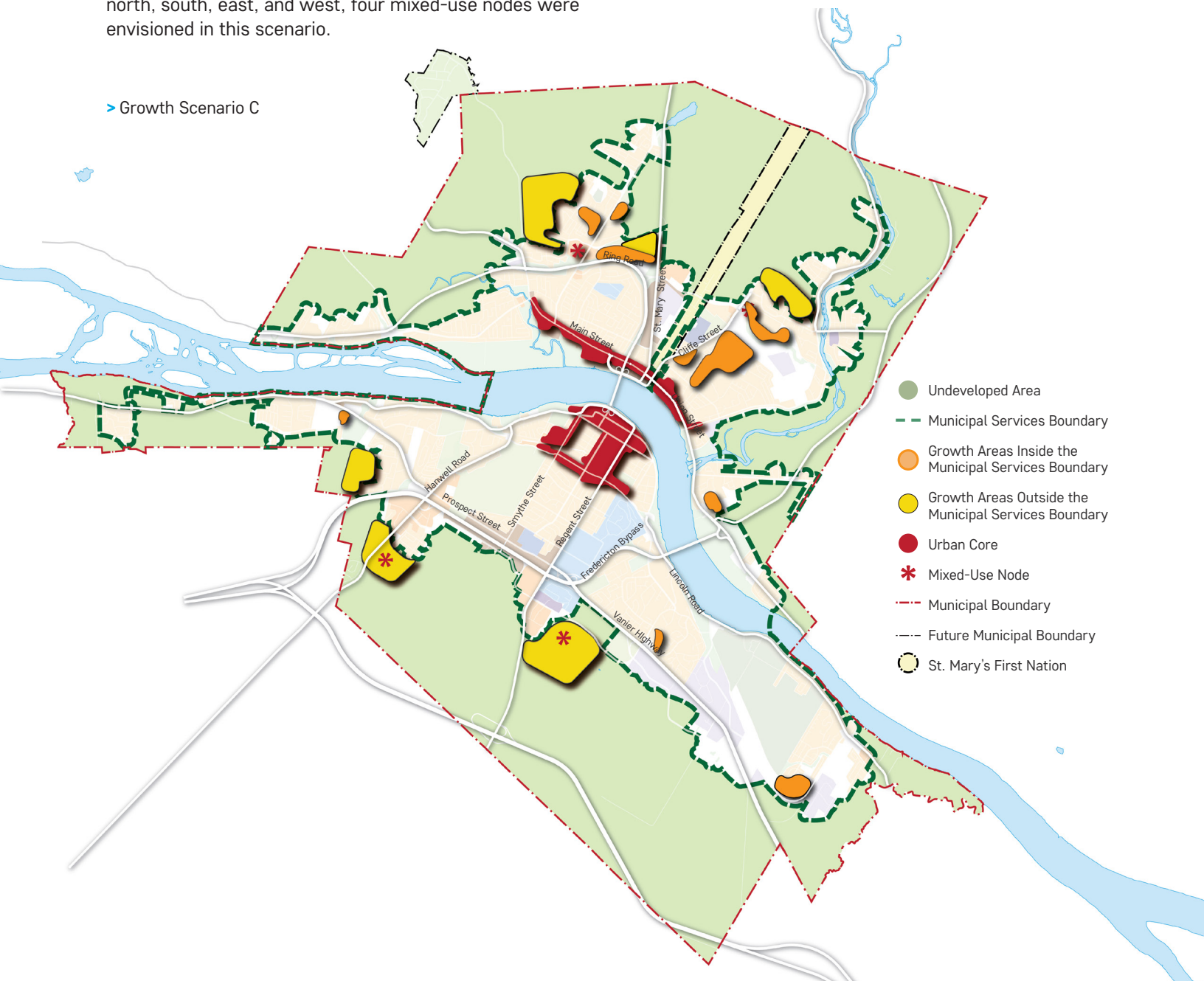
> Growth Scenario B



Growth Scenario C: Compact Growth

Scenario C imagined Fredericton becoming a more compact city as it grows, with 25% of future population growth being accommodated in the Urban Core and half in new residential neighbourhoods outside the current municipal services boundary. In this scenario, overall growth was evenly balanced between the north and south sides, based on an assumption that the UNB Endowment Development Lands will be developed with residential uses. With outward growth distributed in pockets to the north, south, east, and west, four mixed-use nodes were envisioned in this scenario.

> Growth Scenario C



Comparing the Three Growth Scenarios

All three growth scenarios located future residential development in strategic locations—on underutilized land in the Urban Core, on undeveloped land with access to municipal services, and on undeveloped, unserved land contiguous to the built-up city and close to amenities. In this respect, they all supported a more rational urban structure for the city. However, there were stark differences among the scenarios in how much growth would be accommodated in the Urban Core versus outside the current municipal services boundary. And they differed in where outward growth would be accommodated. The implications of these differences needed to be considered in choosing a preferred growth scenario. Specifically, each scenario was evaluated against the key challenges and opportunities discussed in Chapter 2—land and infrastructure efficiency, transportation choices, downtown vitality, and complete communities.

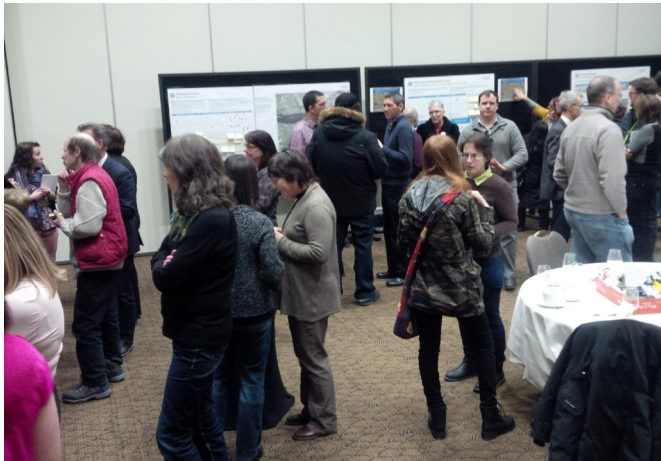
Scenario A dispersed growth and used the most undeveloped land and therefore required the most new infrastructure, making it the least efficient and most costly of the three scenarios from a municipal services standpoint. It was also the most automobile-reliant scenario and least supportive of public transit, cycling, and walking as viable alternatives for getting around. Since a relatively small percentage of future growth would occur in the Urban Core, this scenario also offered the least support for a more vibrant downtown.

In comparison, Scenario B was more efficient and less costly in terms of infrastructure. In concentrating growth on the north side, some distance from destinations on the south side, it would have encouraged driving, although the increased share of growth in the Urban Core would have made public transit, cycling, and walking viable options for more people. More people living in the Urban Core would also have supported a more vibrant downtown.

With the most growth through intensification and least through greenfield development, Scenario C was the most efficient, transit-friendly, and downtown-supportive scenario. By incorporating four mixed-use nodes, it also went further than the other scenarios in supporting the development of more complete communities.

Principle	Scenario A	Scenario B	Scenario C
Uses land and infrastructure efficiently	✓	✓	✓✓✓
Supports transit, cycling and walking as viable mobility options	-	✓	✓✓✓
Reinforces downtown vitality	✓	✓✓	✓✓✓
Facilitates more complete communities	-	✓	✓✓

- ✓ Good
- ✓✓ Better
- ✓✓✓ Best
- does not meet criteria

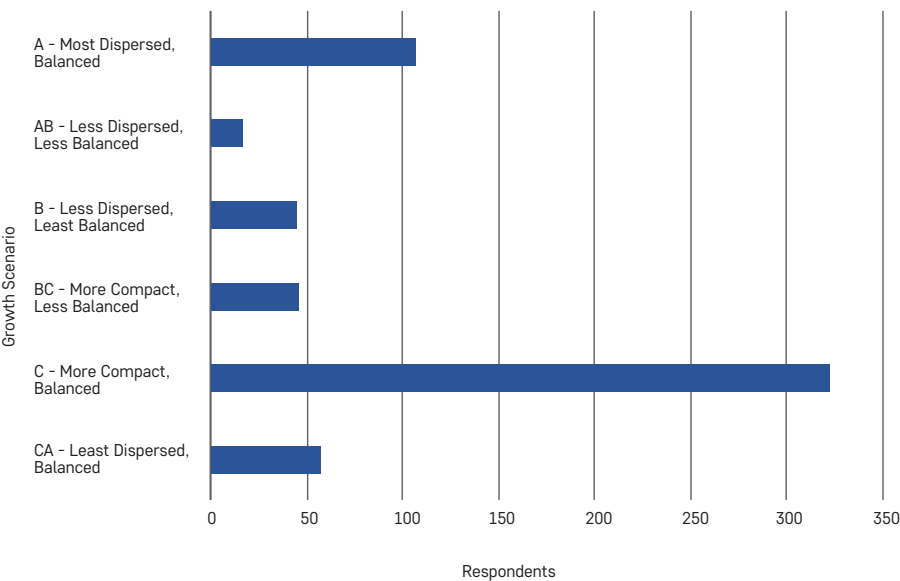


> A public open ouse was held to obtain input on the three growth scenarios.

What the Community Said

The three growth scenarios were presented at a well-attended public open house and posted on the Imagine Fredericton website. Feedback was received verbally, on interactive panels, and via an on-line survey. From open house participants and survey respondents, more than 700 people in total, there was strong support for less dispersed, more compact growth, as generally reflected in Scenario C. Shared comments on this approach to managing growth included the following:

Residents Were Asked: which future growth scenario do you prefer?



Reduces dependence on the car.

Minimizes sprawl.

Sustainable.

Fills gaps in the urban fabric.

Promotes a more liveable city.

Efficient.

Will require the least amount of infrastructure (which is expensive).

Best supports a vibrant downtown.

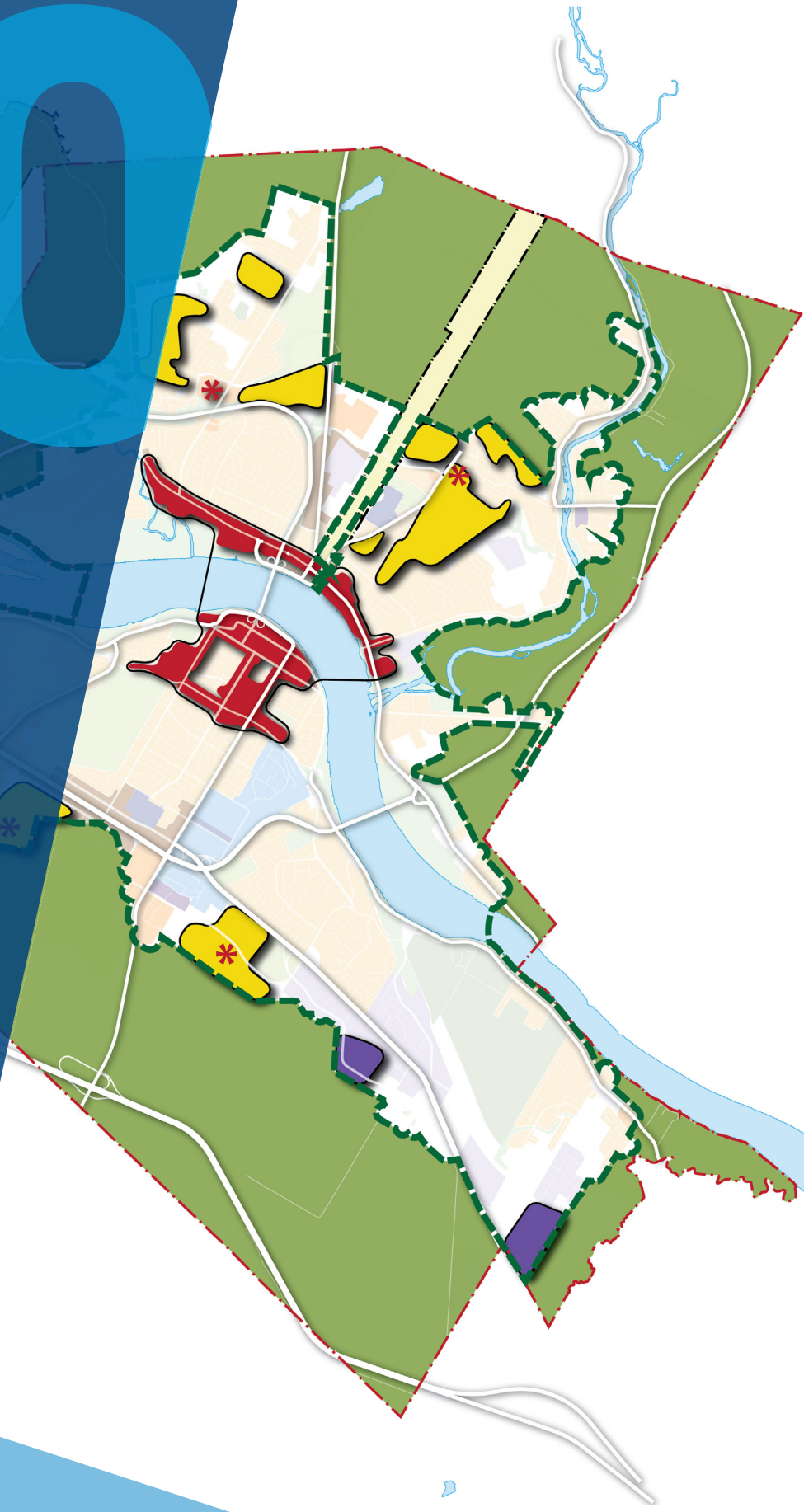
Balanced.

Fosters complete neighbourhoods.

High density is much better for the environment and walkability.

4.0

The Growth Strategy



The growth strategy for Fredericton described in this section is based on an evaluation of the three growth scenarios with the community. It is also based on a shared vision and set of goals the community has conveyed through the Imagine Fredericton process.

The growth strategy highlights where residential and employment growth should be focused over the next 25 years and describes the vision for each distinct area of the city, reinforced by policy directions related to land use, urban design, and built form.

4.1

Community Goals for Fredericton

Frederictonians love their city while knowing that growth will bring opportunities to make it an even better place to live, work, and play. They also recognize Fredericton will become more socially and culturally connected to the rest of the world and needs to respond to environmental and economic issues at the global scale. Reinforcing its assets, managing growth wisely, and designing the city to be attractive and sustainable will help ensure Fredericton remains prosperous and resilient.

The community's vision for Fredericton is captured in the following nine goals. These have not only informed the Growth Strategy but will also underpin the policies of the Municipal Plan.

Community Goals



A sustainable and efficient city

- Land, infrastructure, and fiscal resources will be used efficiently.
- Buildings and utilities will be designed, built, and operated to be energy efficient and resilient.
- The city's carbon footprint will be reduced over time.
- Infrastructure will be designed to withstand and mitigate the impacts of severe weather events and climate change.
- Residents and businesses will produce less waste, and the City will manage it responsibly.



A green and healthy winter city

- The city's air, groundwater, and surface water will be kept clean, and contaminated lands will be remediated or contained.
- Valued and significant natural features will be protected.
- The city will contain a diversity of parks that celebrate nature and encourage a range of outdoor and indoor sport and recreational activities in all seasons.
- The city's tree canopy will grow, and there will be more tree-lined streets.
- The built environment will be designed to encourage outdoor winter activities.



A welcoming and supportive city

- Fredericton will continue to offer a range of employment and educational opportunities.
- Newcomers will be embraced and helped when they arrive and as they settle into the community.
- Existing residents and newcomers, at all stages of life and regardless of their income and abilities, will be able to find affordable, good-quality housing.
- All residents will have convenient access to affordable, healthy food.
- Local government will remain transparent and encourage participation in civic life.



A strong and diverse economy

- Institutions will continue to facilitate and encourage innovation, creativity, and entrepreneurship.
- Government will remain an economic anchor and work with the private sector to promote technological innovations.
- Private businesses working independently and together will reinforce the city as a technology hub.
- Small and medium-size businesses will have access to affordable space.
- Business parks will be highly accessible and accommodate a range of employment uses.



A culturally rich and diverse city

- St. Mary's First Nation will be a valued neighbour and partner in building a more prosperous, healthy, and sustainable city.
- Significant built and cultural heritage will be protected, interpreted, and celebrated.
- Events and places will celebrate the city's growing cultural diversity.
- Local artists and craftspeople will be supported and promoted.
- Spaces will be provided where cultural organizations can meet and hold events.



A vibrant downtown and riverfront

- Public and private investments will reinforce downtown as the economic, civic, and cultural heart of the city and the region.
- Thousands of more people will live downtown or within walking or cycling distance, supporting businesses and creating street life.
- Commercial space downtown will accommodate a wide range of retail and service establishments.
- Access to the Saint John River will be improved, and unique, year-round destinations will be established on the riverfront.
- The quality of architecture and the design of streetscapes and open spaces will be consistently high, reinforcing civic pride and raising the city's international profile as an attractive waterfront city.



7

Complete neighbourhoods and distinctive places

- New neighbourhoods will have a diversity of housing types for people to buy or rent, including affordable housing options.
- New neighbourhoods will contain or provide convenient, direct access to basic commercial amenities, parkland, and other community facilities, such as an elementary school.
- Established neighbourhoods will be enhanced with new types of housing sensitively integrated.
- Mixed-use places oriented to pedestrians will link neighbourhoods, support local businesses, and bring people together.
- New development will meet high standards of urban design and architecture.



8

A complete transportation system

- There will be viable choices for moving around the city, including by public transit, cycling, and walking, in addition to the automobile.
- Traffic congestion will be managed so that people and goods can move easily through the city most times of the day.
- The transit system will be easy to use and comfortable for those who rely on it or choose to use it.
- The city's network of trails and other cycling facilities will be extended, and there will be more north-south connections within the network.



9

A safe and inviting public realm

- Streetscapes will be designed or improved to feel safe and comfortable for pedestrians and to encourage walking.
- Parks and other public open spaces will be designed for active and/or passive use by people of all ages and abilities in all seasons.
- The city's public realm will be designed and maintained so that main pedestrian thoroughfares and other well-used pedestrian connections are usable and safe year-round.
- Recreation and other community centres will be designed and programmed to be accessible to all residents.
- Fredericton will be city where all residents and visitors can feel safe and secure.

4.2

Overview of the Growth Strategy

Inspired by the community's vision for the city and based on the evaluation of the three growth scenarios summarized in Chapter 3, the Growth Strategy for Fredericton aims to create a more compact, efficient, and sustainable city over time, one with a more vibrant Urban Core, options for moving around, and complete neighbourhoods. The strategy promotes "intensification" to reinforce the mixed-use core of the city and calls for the development of mixed-use nodes that place local amenities close to existing and future neighbourhoods outside the core. Future neighbourhoods will have a variety of housing and be less car-oriented.

The Growth Strategy recognizes that in all great cities, even winter cities like Fredericton, people can choose to walk, cycle, and take transit to get around. Planning growth and designing places to create a more walkable, bikeable, and transit-friendly city, will lead to a healthier city that continues to attract and retain people and jobs.

Central to the Growth Strategy is the establishment of a Growth Boundary, which represents the maximum extent to which the City will extend municipal services for new development. All future residential growth and almost all employment growth to 2041 will be accommodated inside the Growth Boundary. A very small amount of employment growth related to natural resources, agriculture, and/or recreation may be permitted in unserved rural areas where employment uses either exist or are otherwise appropriate.

Inside the Growth Boundary, residential growth will be accommodated primarily in two ways:

- Intensification of the Urban Core, i.e., infill development and redevelopment; and,
- Development of new neighbourhoods and three mixed-use nodes on undeveloped land outside the Urban Core.

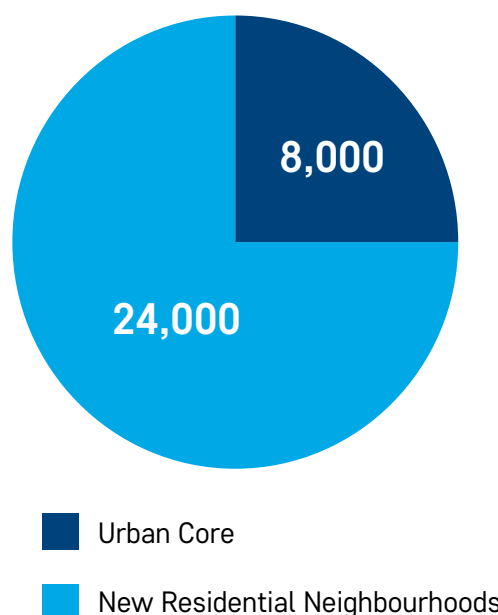
A fourth mixed-use node will involve residential intensification of the Brookside Mall site. Intensification may occur in other areas inside the Growth Boundary, e.g., through minor infill developments or secondary

suites in built-up areas outside the Urban Core, but this growth is not expected to be significant.

The target for residential growth in the Urban Core is 8,000 people, a quarter of the total projected growth to 2041, and the target for all new residential neighbourhoods is 24,000 people.

Much of the city's future employment growth will be accommodated in the Urban Core, particularly in the City Centre and along the North Core, and in existing institutional and commercial areas. Some commercial and institutional employment growth will be accommodated within mixed-use nodes and potentially elsewhere within new neighbourhoods. Industrial growth will be accommodated primarily through the expansion of two existing business parks in the southeast part of the city, one west of Doak Road and the other adjacent to Vanier Highway.

> Population Growth Targets

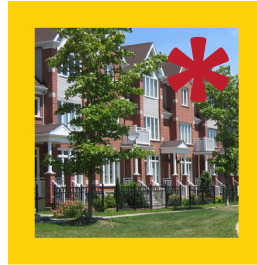


Where Growth Will Be Planned



In the Urban Core

Much of Fredericton's employment growth will be accommodated in the City Centre and larger Urban Core, along with 8,000 more people, a quarter of the projected population growth to 2041, living in apartments and townhomes.



In new neighbourhoods and mixed-use nodes

New low-rise neighbourhoods adjacent to existing neighbourhoods and containing a variety of housing types will be planned to accommodate up to 24,000 people, or three-quarters of the projected population growth. Some of these people will live in higher-density forms of housing within mixed use nodes.



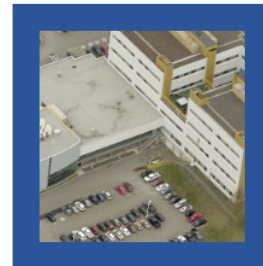
In existing and expanded business and industrial parks

Almost 3,000 new jobs will be accommodated in Fredericton's existing business and industrial parks throughout the city and through the expansion of two industrial parks off the Vanier Highway.



In existing commercial and institutional areas

Fredericton's established commercial centres and corridors and its major institutions can accommodate much of the projected growth in those sectors of the economy. (The Urban Core, new neighbourhoods and mixed use nodes will also accommodate commercial and institutional development.)

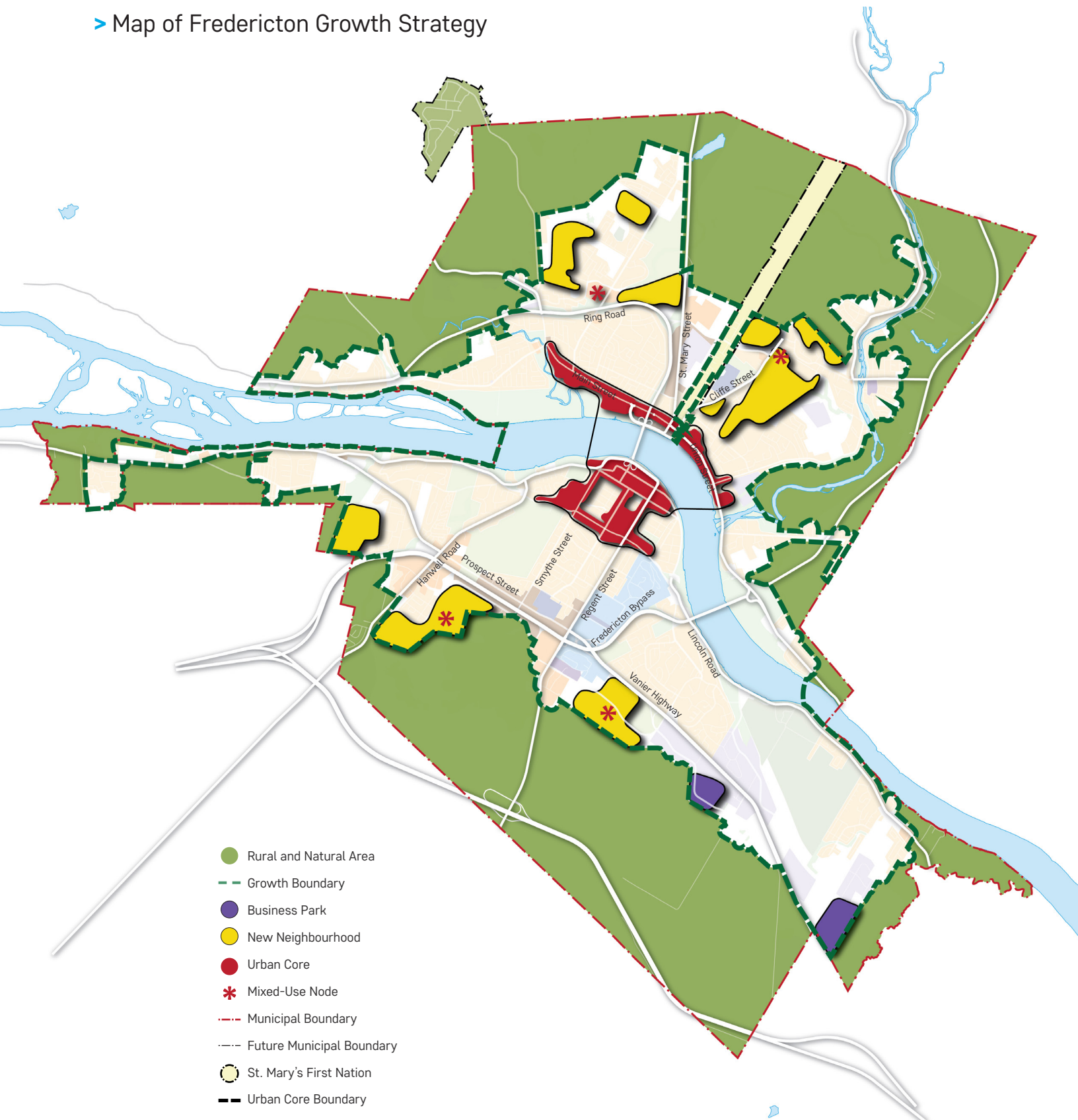


What is the Growth Boundary?

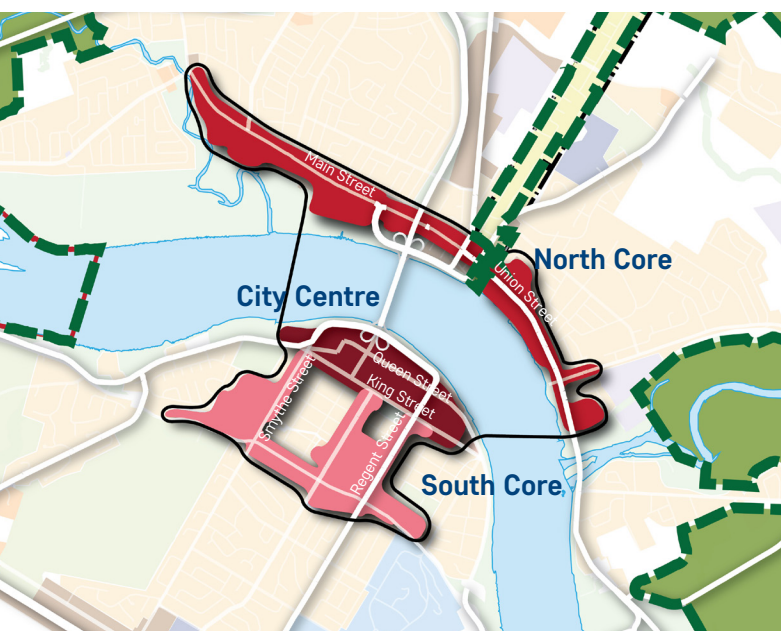
The Growth Boundary separates the area of the city planned for municipal services to accommodate growth from the rural area, where urban growth is not intended to occur. The Growth Boundary will help to ensure future growth is contiguous to built-up areas and does not contribute to a sprawling, fragmented pattern of development. In this way, the Growth Boundary will support the efficient delivery and use of municipal services and help to keep residents close to existing community assets.

The sections that follow describe the vision for growth and development in each area of the city and provide direction for the policies of the new Municipal Plan.

> Map of Fredericton Growth Strategy



Urban Core Growth Areas



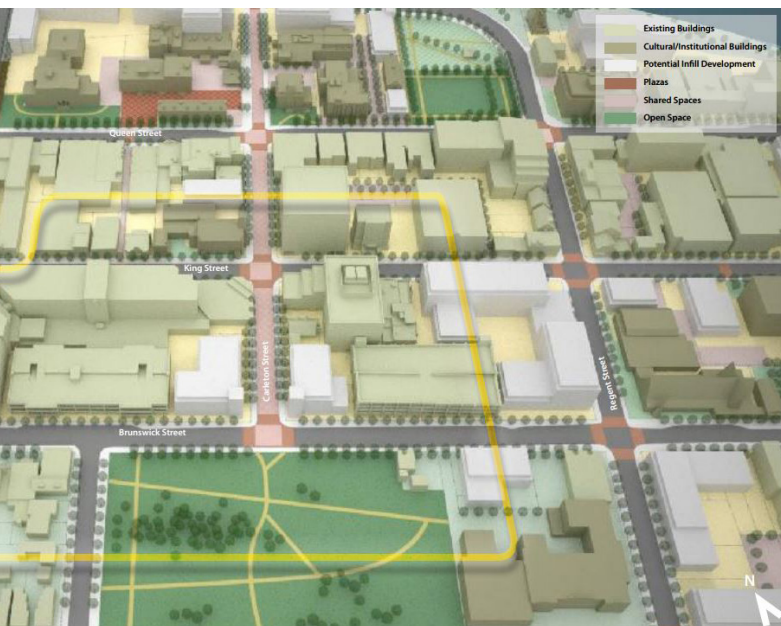
Capturing the city's oldest areas of settlement, the Urban Core will continue to grow and evolve as land redevelops and intensifies with residential and employment uses. There are three distinct areas within the Urban Core—the City Centre; the North Core; and the South Core. As described here, each of these areas is expected to grow in different ways.

City Centre

Although it will be important to conserve and continuously use downtown's remarkable heritage buildings and open spaces, there is much capacity for additional development in the City Centre to accommodate both residential and employment growth. This can be achieved by developing on parking lots and redeveloping sites occupied by low-rise buildings with little or no heritage value.

Growth and physical change in the City Centre generally will be guided by the recently completed City Centre Plan, which provides direction regarding the appropriate form of new buildings and on improvements to the public realm that will help to attract more people and private investment. As new development adds more housing and commercial space, it will be vital to enhance the pedestrian experience by: adding more ground-floor shops and restaurants; locating parking underground or at the rear of buildings; improving streetscapes with trees and pedestrian amenities; requiring parking structures to look like buildings and have active uses on the ground floor; and ensuring new buildings contribute positively to the architectural character of the downtown and riverfront. Restaurants and other entertainment/cultural uses on the first floor of new buildings facing the river will significantly enhance downtown as a regional destination.

To help achieve a critical mass of downtown residents, the density of new development should be high and buildings taller than traditional height limits will be accepted in certain areas. Heights in the commercial core of downtown will vary but not exceed 10 storeys, while west of Westmorland Street, buildings of up to about 15 storeys may be permitted, provided taller elements are limited in their floorplate size and set back from the street wall of the building to minimize negative impacts on the pedestrian realm. Along Brunswick Street, heights should be lower to provide a transition to the neighbourhoods to the south; townhouse developments and apartment buildings of four storeys, potentially up to six storeys in some locations, would be appropriate. All new development in the City Centre should be subject to a design review process to ensure each project meets the objectives of the City Centre Plan and will deliver built form and architecture of the highest quality.

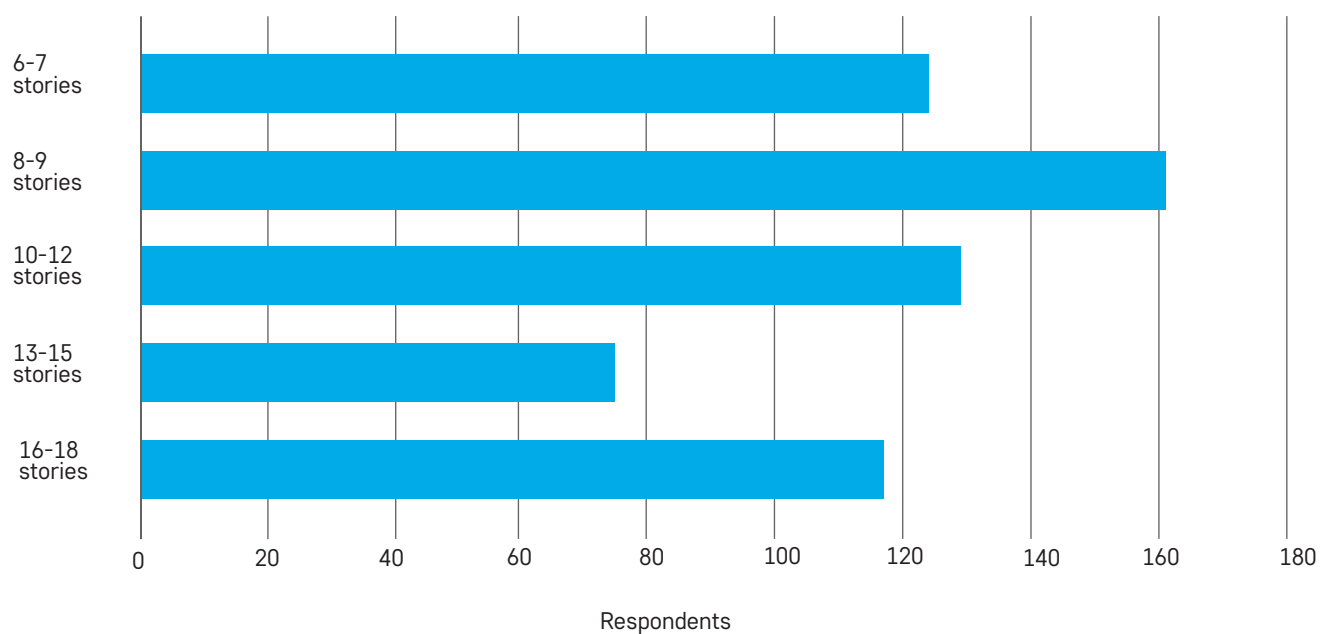


> The City Centre Plan envisions infill development throughout the City Centre.



> The City Centre Plan proposes more active uses on the ground level along Carlton Street.

Residents Were Asked: What is the maximum building height you imagine on major redevelopment sites in the Urban Core?



North Core

The many commercial properties along Main Street and Union Street, as well as many of the large semi-rural residential properties also found along these streets, have the potential to accommodate residential growth through infill development or redevelopment, with most future projects including new commercial space at grade.

The recently completed Main Street Urban Design Plan clarifies this potential for the west half of the corridor and provides guidelines for new development and streetscape improvements. The City should initiate a new plan for Union Street that takes a consistent approach in updating urban design guidelines and encouraging intensification. Generally, buildings of two to four storeys, including apartment buildings and townhouses, will be appropriate in the North Core. At key intersections, like those at Brookside Drive/Ferry Street, Fulton Street, Wallace Avenue, Devonshire Drive, St. Mary's Street, Cliffe Street, and Clark Street, buildings up to six storeys may be permitted and active grade-related uses will be required on the ground floor. On deep lots near these intersections, buildings up to ten storeys may be appropriate, provided they are set well back from lower buildings at the street frontage and from adjacent low-rise housing.



> Future development in the North Core is intended to give Main Street and Union Street a strong identity and make them pedestrian friendly.



> The Main Street Urban Design Plan provides guidelines for new development along this corridor.

South Core

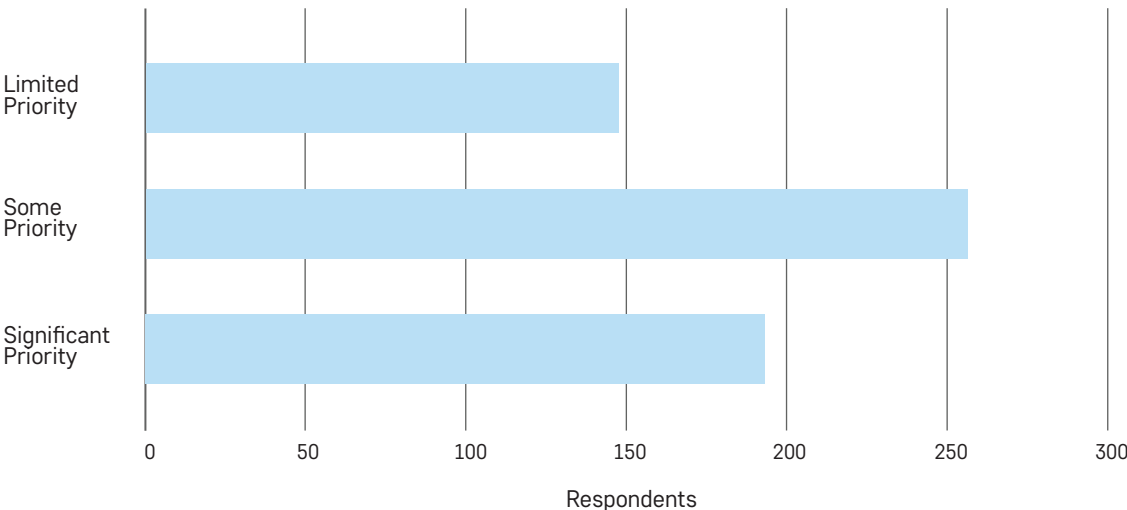
The South Core, largely comprised of the Town Plat, includes large sites for potential redevelopment around the old train station and along Smythe Street, including the NBEX (FREX) site, as well as small sites for modest intensification along the main streets in the area. To provide detailed guidance regarding new development and public realm improvements that support positive transformation, the City will initiate a South Core Neighbourhood Plan.

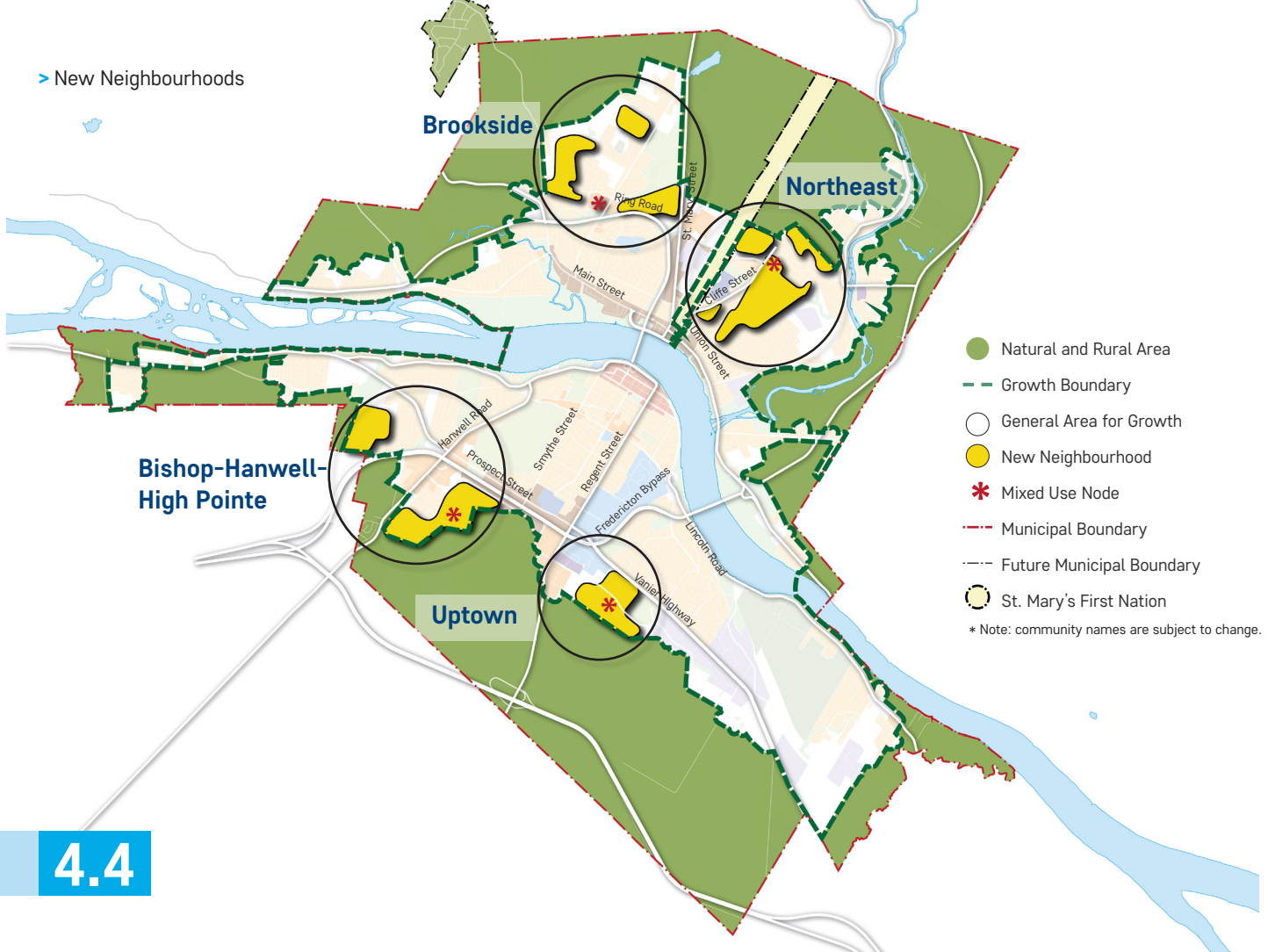
Given the constrained boundaries of the City Centre, and therefore its limited capacity for residential growth, achieving significant intensification in the South Core, a short walk away, will be critical to maximizing downtown vitality. Along the main north-south roads, new buildings generally should be two to four storeys, but in the interior of large sites, buildings up to ten storeys may be permitted where they will not have adverse impacts on surrounding low-rise neighbourhoods. Along Smythe Street, York Street, and Regent Street, small-scale commercial uses and professional offices will be encouraged in low-rise buildings to achieve a more complete neighbourhood and provide a transition to downtown. As in the other areas of the Urban Core, development should contribute to a strong urban character and inviting pedestrian realm. To this end, buildings will be located close to the street, parking will be located at the rear of buildings or underground, and street trees will be required everywhere.



> Townhouse developments like this one, as well as mid-rise apartment buildings will be very appropriate in the South Core.

Residents Were Asked: How much priority should be placed on the redevelopment of the NBEX (FREX) site as a key element of achieving the city-building goals?





4.4

New Neighbourhoods

Three quarters of Fredericton's future residential growth will be accommodated in new neighbourhoods to be built in four areas, three of which are partly being actively developed:

- In "Brookside" to the north, future development will tie existing neighbourhoods together, reinforce the amenities in the Brookside Mall area, and bring a new elementary school to the community. Growth of 6,000-7,000 people will be planned for this area.
- "Bishop-Hanwell-High Pointe" has been steadily growing with a mix of housing. Future development will include commercial amenities clustered in a mixed-use node near a community park, and should include an elementary school that students can walk to. Growth of 6,000-7,000 people will be planned for this area.
- The "Northeast" community already has good access to schools and Willie O'Ree Place. Growth will bring a variety of new housing, with apartment buildings coming together with retail uses to create a mixed-use node off Cliffe Street. Growth of 6,000-7,000 people will be planned for this area.

Development Densities

Development densities in new neighbourhoods will average 35 units per net hectare. This can be achieved in a neighbourhood where about half of the dwellings are in detached or semi-detached houses, a third in townhouses, and the remainder in apartments, or by mixing housing types in other ways.

- "Uptown" is bookended to the west by major retail destinations and Knowledge Park, and to the east by the Grant-Harvey Centre. The City will work with UNB to realize a variety of housing in a transit-oriented community on its Endowment Development Lands, with neighbourhood-scale amenities in a mixed-use node at its heart. Growth of 5,000-6,000 people will be planned for this area.

The City will develop Secondary Plans for each of these growth areas with the intent of accommodating the targeted growth, and creating more complete communities. The Secondary Plan process will involve integrating and updating current neighbourhoods plans.

To ensure future development uses land and infrastructure efficiently, and supports the overall growth target for new residential neighbourhoods, growth in each community will average 35 units per net hectare. To further support the vision and goals for Fredericton, the Secondary Plan will reflect the following urban design principles for complete, walkable, sustainable communities:

- Plan grid-like interconnected street networks wherever possible to encourage walking and cycling.
- Require sidewalks and street trees.
- Incorporate a mix of housing types within each neighbourhood to meet the needs of all household types, sizes, and incomes, including a significant percentage of affordable ownership and rental housing.
- Locate apartment buildings close to transit routes and concentrate the highest density forms of housing within 500 metres of a planned mixed-use node.
- Ensure new parks and other open spaces are highly visible and accessible and designed for year-round use.
- Integrate neighbourhood-scale commercial uses at key intersections in the community and/or located within a mixed-use node.
- Ensure all buildings face and address the street and contribute to an attractive streetscape. Do not allow garages to dominate the streetscape.
- Encourage private laneways for townhouse developments.
- Require architectural variety and the use of high-quality materials in both housing development as well as the design of public open spaces.
- Protect significant natural features.



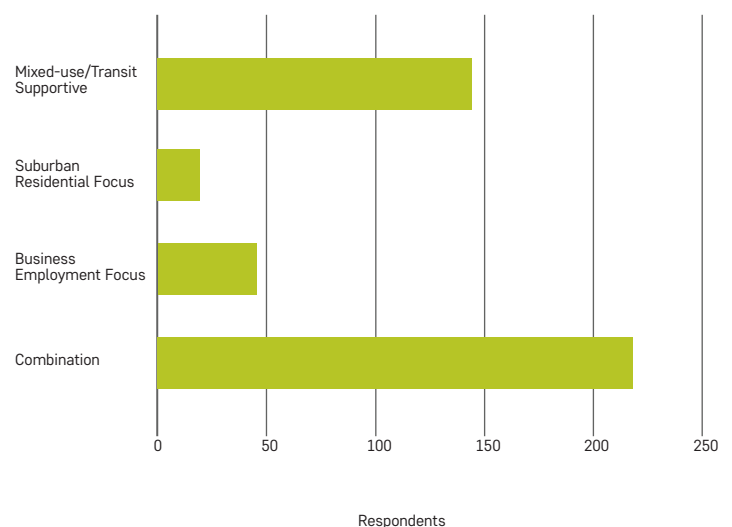
> New residential neighbourhoods will offer a variety of housing options.

Expanding Neighbourhoods Outside the Growth Boundary

Notwithstanding the City's intent to accommodate all projected growth to 2041 within the Growth Boundary, developers may apply to modify the Growth Boundary through a Municipal Plan amendment to facilitate contiguous development of a new residential neighbourhood. However, such applications will be subject to a rigorous review process that considers a number of criteria, including the effect of the amendment on the City's objectives to achieve:

- An efficient, compact urban structure;
- Walkable neighbourhoods and complete communities;
- Significant intensification in the Urban Core;
- The conservation of sensitive and valued natural features in the rural area.

Residents Were Asked: What type of development do you feel is appropriate on the UNB Endowment Development Lands?



4.5

Mixed-Use Nodes

As previously noted, mixed-use nodes, which were described in Section 3.3, will be planned in the four areas where much of Fredericton's future population growth will be accommodated. Three of the mixed-use nodes will be new, developed in conjunction with broader residential development, while the fourth is expected to involve changes and intensification to the Brookside Mall site and surrounding area (e.g., through residential development on underused parking lots and/or through partial redevelopment of the mall itself).

In addition to helping to create more complete communities, mixed-use nodes are intended to cluster higher-density forms of housing at a stop along a main transit route. This will allow some households to be less car-reliant and will encourage more residents to use the transit system for trips to the City Centre and other destinations.

Mixed-use nodes can be made up of different combinations of residential and commercial uses (and potentially institutional uses) and can take different forms. For example, they would ideally contain mixed-use buildings with apartments or professional office space above retail uses on the ground floor but could include some one- or two-storey commercial buildings. The key to their success is (a) compactness, i.e., clustering uses close to one another and accommodating higher-density housing, and (b) a pedestrian-oriented public realm that encourages walking and social interaction.

Generally, the following guidelines will apply to the design of mixed-use nodes:

- Commercial spaces will be planned for a variety of mostly small-scale, neighbourhood-oriented shops and services, although larger-format food stores and pharmacies will be permitted.
- Mixed-use buildings and apartment buildings up to six storeys will be permitted.
- Commercial and mixed-use buildings will be oriented to and have their main entrance on a street or other public gathering space at the centre of the node.



> Mixed-use nodes will be places that offer both housing options and commercial amenities.

- Townhouse developments will be permitted but generally should have a high lot coverage. Stacked townhouses will be encouraged.
- Parking for commercial uses should not be a dominant feature. Small parking lots may be permitted at the sides of buildings containing commercial uses. Large parking lots, where required, should be located at the rear of buildings, with well-lighted pathways providing easy access to storefronts facing the street or other public space.
- Parking for residential uses should be located underground, accessed from a side street or rear laneway.
- The public realm of a mixed-use node should feature generous sidewalks lined with trees, pedestrian amenities (benches and/or moveable chairs and tables, garbage/recycling bins), bicycle parking, and high-quality landscaping.
- Improvements to transit stops in mixed-use nodes should be considered, such as introducing heated shelters with seating and clear information on transit routes, schedules, and wait times.

4.6

Commercial Areas

Fredericton's older and newer commercial areas outside the City Centre will continue to evolve as the city grows and as the nature of retailing changes. Generally, future retail intended to serve large parts of the city (e.g., the north side or south side), the entire city, or the larger metropolitan region will be directed to these areas. The Corbett Centre, Bishop Drive, St. Mary's Street, and the power centre on Two Nations Crossing all have potential to accommodate retail growth. Mixed-use nodes will also accommodate local-serving retail, and the City Centre is expected to grow as a retail destination as its population increases.

Given the location of established retail nodes and corridors, and the geographically large markets they serve, future retail development outside the City Centre and mixed-use nodes is expected to be mostly car-oriented in its design. Nevertheless, as these areas grow and evolve, more attention to the pedestrian realm will be required. New development and the intensification of existing retail sites with more retail should include buildings close to the street with entrances visible and accessible from the public sidewalk. Comfortable, lighted walkways from the public sidewalk to all store entrances deeper on the site will be required. Shaded seating and bicycle parking will also be required in front of stores.

4.7

Major Institutions

Fredericton's residential and employment growth will create opportunities to reinforce and enhance the city's "institutional corridor" that captures the campuses of the universities and colleges, the Centre Communautaire Ste. Anne, and the Dr. Everett Chalmers Hospital. Complementary institutional, commercial, and residential developments, and improved connections for pedestrians and cyclists, will be encouraged in the corridor.

The growth of Fredericton's major and smaller institutions is expected to be accommodated for the most part on their existing sites, although the development of educational institutions in the Urban Core will always be encouraged. As institutions grow to meet their programmatic needs and goals, new development should be guided by site master plans prepared in consultation with the City. New buildings and parking facilities should be compatible with adjacent neighbourhoods and contribute positively to the public realm.



> The Dr. Everett Chalmers Regional Hospital can accommodate its future growth on the existing lands.

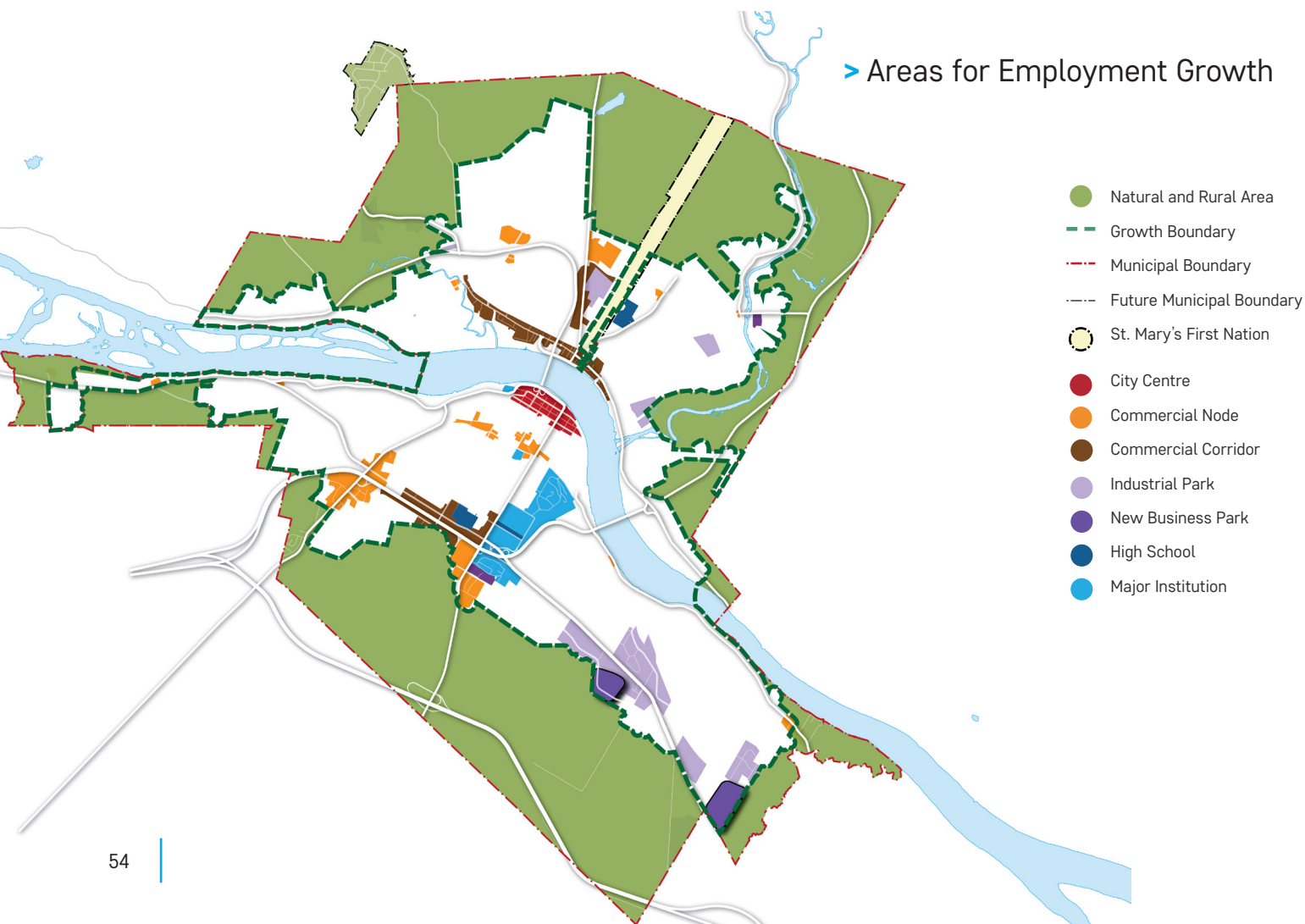
4.8

Business and Industrial Parks

Most of Fredericton's future industrial growth will be accommodated through the expansion of existing business and industrial parks in the southeast part of the city, where businesses have easy access to the highway network. Land use permissions in business and industrial parks will continue to be flexible to accommodate a range of industrial uses, as well as secondary complementary uses, such as office and retail. To create an attractive setting for private investment and mitigate the visual impacts of industrial uses, front yards and the public boulevard should be well landscaped. Parking should be located at the side and rear of buildings; loading areas should not be visible from the street; and outside storage areas, where permitted, should be screened from the street with attractive landscape materials.



> Future industrial growth will be accommodated through expansion of existing business and industrial parks.



4.9

Areas of Stability and Minor Change

While there are many built-up areas expected to see significant change as Fredericton grows and evolves over the next 25 years, most of the developed city is considered stable and not planned for major growth or other significant physical changes. This includes the city's established residential neighbourhoods, the urban parks system, and lands in a flood plain.

Maintaining Fredericton's stable, healthy residential neighbourhoods will be essential to sustaining growth, prosperity, and the city's high quality of life. Existing neighbourhoods will undergo minor change as older homes are improved or replaced, and modest forms of intensification may be permitted at the edges of neighbourhoods, along main roads, e.g., townhouse developments and low-rise apartment buildings. To make established neighbourhoods more attractive and complete, small-scale commercial amenities, e.g., convenience stores and personal services, also may be permitted on primary roads, particularly transit routes. All such changes, however, will respect and reinforce the existing pattern, scale, and character of the neighbourhood. More specifically, new development will:

- Maintain the lotting pattern in the neighbourhood and ensure any new lots have dimensions consistent with those of adjacent lots;
- Generally maintain existing standards regarding building setbacks and maximum height, as set out in the zoning by-law;
- Protect healthy, mature trees.

Where possible and desirable, the City will pursue opportunities in established neighbourhoods to improve pedestrian and bicycle connections to schools, parks, trails, other community facilities, and local shops.

The city's network of parks and trails will be protected for public enjoyment and the conservation of significant natural features. As Fredericton grows and the recreational needs of the population change, the park system will expand into new neighbourhoods and many existing parks will see more use. As this happens, the City will monitor park usage and facility needs and work with the community on plans for park improvements where necessary and desirable.

4.10

Natural and Rural Areas

A primary objective of the Growth Strategy is to preserve Fredericton's natural features and rural areas outside of the Growth Boundary. This will help ensure significant watercourses, wetlands and woodlots are protected for the health of the environment and the enjoyment of residents and visitors. It will also allow agriculture and other existing appropriate rural uses to continue.

Outside of the Growth Boundary, the City will endeavour to ensure environmentally significant features are protected and will encourage the conservation of all natural areas in private ownership. These areas are intended to be preserved for future development beyond the planning period. Only minor development associated

with rural uses, as provided for under current zoning, will be permitted. Where plans for new neighbourhoods beyond the proposed Growth Boundary have been approved by the City, the approval will remain in effect for five years from the date of adoption of the new Municipal Plan, and the developer will be required to extend municipal services to their land at their expense before development can proceed. The expansion of agricultural uses and tree farms and the development of land-based recreational uses may be permitted in the rural area but only where they will not have a significantly adverse impact on the natural environment.

5.0

Implementation



The Growth Strategy provides the foundation and general guidelines for the development of a more compact, efficient city with an enhanced core and complete neighbourhoods. This chapter describes the more detailed planning documents and other initiatives necessary to implement the Growth Strategy and the broader city vision behind it.

Municipal Plan

The Growth Strategy will provide a foundation for the new Municipal Plan, which will translate elements of the strategy into an urban structure plan, a land use plan, and policies regarding growth, land use, and urban design. The Municipal Plan will also address a range of other city-building elements that were discussed with residents during the Imagine Fredericton process, including the following:

- Natural Environment and Energy
- Community Well-Being
- Economic Prosperity
- Arts and Culture
- Parks, Open Space and Recreation
- Transportation and Mobility
- Municipal Services and Infrastructure
- Place-Making: Heritage, Land Use & Urban Design
- Administration and Finance

A draft of the new Municipal Plan will be prepared over the summer of 2017 and shared with the public in the fall. Following a public review process, the Plan will be finalized and presented to Council for adoption. Until the plan is adopted, all planning recommendations, municipal investment decisions, and service delivery options will be guided by the vision, goals, and policy directions in the Growth Strategy.

Transportation Master Plan and Engineering Standards Review

Input from the City's transportation planners ensured that the Growth Strategy responded to the existing transportation network and viable opportunities to extend and improve it. Nevertheless, since the strategy has implications for all aspects of the city's transportation system and focuses on improving mobility by public transit, cycling, and walking, the City will prepare a Transportation Master Plan (TMP) following completion of the Municipal Plan. The TMP will lay out a long-term transportation network based on the Growth Strategy and intended to support all modes of travel, including goods movement. It will consider whether the Westmorland Bridge and its approaches/ramps can be improved for drivers, cyclists, and pedestrians while freeing up land in the City Centre. As part of the Transportation Master Plan the need for a new Saint John River crossing will also be explored including location and timing. The study will also review the City's engineering standards against best-practices in roadway design that consider the needs of all modes.

Servicing Master Plans

The City will also prepare servicing master plans based on the Growth Strategy. These will include a Water Distribution System Master Plan, a Waste Water Collectino System Master Plan and a Stormwater Management System Master Plan. The studies will identify and address any issues with the condition or capacity of existing water, wastewater, and stormwater systems needed to support both intensification in the Urban Core and the development of new residential neighbourhoods and business parks. The plans also will address the phasing of major new servicing infrastructure to ensure development can proceed in a timely manner in each of the four mixed-use areas. NB Power will be engaged in the study to ensure existing and planned electrical utilities are aligned with the Growth Strategy.

Emergency Services Planning

Future growth will have an impact on Fire Services. For example, more compact built form, with closer building footprints and reduced yard sizes, could increase potential exposures during fire events which could necessitate the use of different extinguishing tactics and more diversified training for the fire service. As the city grows, servicing capacity should be reviewed to ensure adequate services and facilities are available for emergency response including water supply and main sizes in densely populated areas; fire station locations; bridge crossing times and potential need for a third bridge; and, effective traffic routes. As an initial step toward addressing these considerations, a Fire Risk Analysis Study is planned for late 2018 which is intended to identify prime locations for fire stations, transportation routes and traffic calming measures that could affect fire response standards. Secondary Plans and the TMP will also provide opportunities to address many of the potential issues. Fire and Police Services will need to continue to be engaged in the review of significant development applications to ensure their concerns are addressed in a timely fashion.

Financial Analysis and Planning

As Fredericton becomes a more compact city, how it builds infrastructure and delivers services will change, and this will have implications for the municipality's financial planning. For example, there should be less hard infrastructure per hectare to build for new development, while the costs of maintaining and improving infrastructure in the Urban Core to support intensification may increase. Generally, the cost of delivering such services as fire and police, waste pick-up, and snow clearance should be lower on a per capita basis as the city's overall population density increases. The City will analyze the potential fiscal impacts of the Growth Strategy to inform capital and operating budgets.

Secondary Plans

Secondary Plans will be prepared for each of the four areas where new residential neighbourhoods and mixed-use nodes are planned. The Plans will:

- Be informed by general and area-specific policies in the Municipal Plan and approved subdivision plans;
- Establish the framework for development with plans for the street network and open space systems;
- Provide specific direction regarding the form and phasing of development;
- Identify the housing mix to be achieved in each neighbourhood, ensuring there will be a wide variety across the community and the average density target will be achieved;
- Confirm the location for the mixed-use node and include guidelines for its development; and,
- Be statutory documents but may lead to new or amended area-specific policies and will guide future plans of subdivision and zoning.

Union Street and South Core Plans

Building on the City Centre Plan and Main Street Urban Design Plan, the City will initiate detailed land use and urban design plans for the North Core and the South Core, the latter of which encompasses the Town Plat area and additional properties on Smythe Street (including the NBEX (FLEX) site). The new plans will update current policies for both areas based on the Growth Strategy and an analysis of current issues and opportunities. Guidelines in the plans will address appropriate land uses and site planning, building height and massing, architectural features and materials, streetscape and open space design, bicycle and car parking, heritage and public art, and accessibility.

Design Control and Review

Stronger urban design policies in the Municipal Plan and Secondary Plans will be critical to achieving many of the goals of the Growth Strategy, particularly those related to sustainable buildings, heritage conservation, the public

realm, and place-making generally. In addition, the City will explore and implement new tools and strategies to help ensure projects by both the private and public sectors are designed to a high standard. For example, stricter built form controls may be added to the zoning by-law, and architectural control documents may be required for significant new residential and commercial developments. Alternatively or in addition, the City will also consider retaining outside design professionals to peer review significant development proposals. The feasibility and benefits of these ideas and others will be studied and discussed with the community before being recommended to City Council.

Development Incentives

Policies and guidelines will play an important role in implementing the Growth Strategy, but development incentives might also be a tool in achieving objectives related to heritage conservation, environmental sustainability, affordable housing, urban design, and other matters of public interest. Taking advantage of new powers under the updated Community Planning Act, the City of Fredericton will explore the costs and benefits of financial and other incentives.

Inter-Municipal and Provincial Collaboration

The City will engage neighbouring municipalities and the Province on regional growth planning to help ensure growth outside the city's boundaries is sustainable and does not undermine the Growth Strategy. The City will also work with the Province on the planning of schools, health care and social service facilities, highways, and the natural environment in the metropolitan region to ensure alignment with the Growth Strategy and the more detailed plans to follow.

Monitoring the Growth Strategy

The City will monitor implementation of the Municipal Plan to ensure continued alignment of the Growth Strategy and regularly report to City Council on progress made and challenges encountered. Every five years, the City will endeavour to formally review and update both documents.