



## PLANNING REPORT

PAC – December 14, 2022

File No.: Z-22-22, S-16-22, P.R. No. 73/22

**To:** Planning Advisory Committee

**From:** Fredrick Van Rooyen, Planner

**Proposal:** Municipal Plan Amendment, Rezoning and Tentative Plan of Subdivision to accommodate a private school, multi-residential development, and trailhead

**Property:** **825 Cliffe Street (PID 75418640, 01541341)**

---

**OWNER:** City of Fredericton c/o Ryan Seymour  
397 Queen Street  
Fredericton, NB  
E3B 1B5

**APPLICANT:** As above

### **SITE INFORMATION:**

**Location:** West of Cliffe Street and Brown Boulevard intersection

**Context:** Commercial and institutional uses to the south along Two Nations Crossing, low-rise residential neighbourhood to the east, and vacant City-owned land to the north and west

**Ward No:** 4 & 5

**Municipal Plan:** Parks and Open Space, New Neighbourhood

**Zoning:** Park (P) Zone, Residential Zone Two Holding (R-2(H)), Environment & Open Space (EOS) Zone

**Existing Land Use:** Vacant land

**Previous Applications:** None

### **EXECUTIVE SUMMARY:**

The proposal involves the creation of an institutional (I-2) lot for a private school (Fredericton Christian Academy Inc.), a multi-residential (MR-2) lot for future residential development, a park (P) lot for a trailhead, and a new public court west of the Cliffe Street and Brown Boulevard intersection for access. As portions of the proposed institutional and multi-residential lots are designated Parks and Open Space in the Municipal Plan and zoned Park (P) and Environment and Open Space (EOS) in the Zoning By-law, a Municipal Plan Amendment and Rezoning application is required. The site is located within the Northeast future residential growth area, one of four growth areas identified in the Growth Strategy that will accommodate three quarters of the City's future residential growth. The majority of the site is also designated New Neighbourhoods in the Municipal Plan. Given the site's proximity to the future mixed-use node at Cliffe Street and Two Nations Crossing as well as existing and planned residential uses in the Northeast

neighbourhood, staff are of the opinion that proposed institutional, multi-residential, and trailhead lots will contribute to the creation of a complete community. Overall, the proposal complies with the lot requirements of the I-2 and MR-2 zones and meets the intent of the Growth Strategy and Municipal Plan. Staff support the application subject to terms and conditions.

### **APPLICATION:**

Ryan Seymour, on behalf of the City of Fredericton, has made an application on property located at 825 Cliffe Street (PIDs 75418640 & 01541341) for the following:

- Municipal Plan Amendment to redesignate a portion of PID 01541341 from Parks and Open Space to New Neighbourhoods;
- Rezoning portions of PID 01541341 from Park (P) Zone to Institutional Zone Two (I-2) and Multi-Residential Zone Two (MR-2);
- Rezoning portions of PID 75418640 from Residential Zone Two Holding (R-2(H)) to Institutional Zone Two (I-2) and Multi-Residential Two (MR-2) and from Environment and Open Space (EOS) Zone to Multi-Residential Zone Two (MR-2); and,
- Tentative Plan of Subdivision to create one I-2 lot, one MR-2 lot, one P lot, and a new public court to accommodate a private school, multi-residential development, and trailhead.

### **PLANNING COMMENTS:**

#### **Background:**

- The Fredericton Christian Academy Inc. (FCA) is currently located at 778 MacLaren Avenue, being the former South Devon Elementary School, on Fredericton's north side. Notwithstanding the maintenance and investment in their current location, FCA has recognized the need for a new facility to accommodate its future needs and ambitions. Given the age of the MacLaren Avenue building and relatively small parcel, FCA have indicated that they do not believe the existing site would facilitate a redevelopment and have been looking for a new location where there will be more opportunity to provide the caliber of facilities it feels are necessary to continue the growth and success of the school. As a result of numerous discussions between representatives from FCA and the Applicant, the conditional sale of a ±20-acre portion of land off Upper Cliffe Street was advanced to Council on October 24, 2022. As part of the conditional sale, the Applicant has made a planning application to facilitate the future development.

#### **Proposal:**

- The proposal involves three main components: the institutional lot for FCA, a multi-residential lot for future residential development, and a trailhead lot, all accessed from a new public court that would connect with the Cliffe Street and Brown Boulevard intersection. The institutional lot for FCA would be ±20-acre in size and rezoned to Institutional Zone Two (I-2), which would permit the private school and a campus style development for FCA's long-term needs and ambitions. The long-term vision for the FCA campus would include an academic building (K-12) with gymnasium/fieldhouse and childcare facilities, an outdoor area including a play park, tennis courts, basketball courts, a turf soccer field pitch, and the potential for residence and common buildings, with the hope of creating an athletic hub for the community. The multi-residential lot would be ±7.7 acres in size and rezoned to Multi-Residential Zone Two (MR-2), which would permit a variety of building forms including apartment buildings, townhouses and stacked

townhouses in a low-mid rise building height. Lastly, the trailhead lot would be  $\pm 1.3$  acres in size and would provide an amenity to the broader community and advance park connectivity as envisioned in the Killarney Lake Park Management Plan. Staff would note that the existing property lines were based on historic uses (a former rifle range) and that the proposed property lines, with access from a new public court, help facilitate urban development within the Northeast neighbourhood given the current planning framework.

#### Growth Strategy:

- The subject property is within the Northeast future residential growth area, one of four growth areas identified in the Growth Strategy that will accommodate three quarters of the City's future residential growth. These growth areas are intended to bring a variety of new housing in a more compact and complete neighbourhood form. The Northeast community in particular is intended to bring apartment buildings together with retail uses to create a mixed-use node off Cliffe Street. Given the property's proximity to the future mixed-use node at the intersection of Cliffe Street and Two Nations Crossing as well as the existing and planned residential uses in the Northeast neighbourhood, the proposed institutional, multi-residential and trailhead uses will contribute to the creation of a complete community.

#### Municipal Plan:

- The subject property is primarily designated New Neighbourhoods in the Municipal Plan, with a portion to the west and south being designated Parks and Open Space. The New Neighbourhoods designation comprises areas of the city that are intended to accommodate substantial new residential growth in newly developed neighbourhoods, providing a range of housing types that meet a variety of needs. Growth within the Northeast community will bring a variety of new housing, multi-residential development combined with retail uses to create a Mixed-Use Node off Cliffe Street. Staff would note that as per subsection 2.2.1(26)(ii), private schools are considered complementary and may be located in the New Neighbourhood designation without a Municipal Plan Amendment.
- The proposal is consistent with the Municipal Plan's New Neighbourhood policy regarding neighbourhood design:

*2.2.1(24): Council shall seek to ensure that the design of New Neighbourhoods:*

- i. Fosters a sense of community and neighbourhood;*
- ii. Provides for the efficient use of land;*
- iii. Provides for the compatible mix of varied and innovative forms of housing and other uses;*
- iv. Provides for the efficient and economic extension and delivery of water and sewer services and utilities;*
- v. Provides for parks, schools and other community uses in central, convenient locations;*
- vi. Minimizes the adverse effects of highways and other existing incompatible surrounding land uses;*
- vii. Includes a hierarchy of streets that adequately and safely accommodates traffic flows and provides proper linkages to other areas of the city;*
- viii. Promotes walking and cycling opportunities by providing trails; trail connections and interconnected street pattern designed to provide a variety of convenient walking routes;*
- ix. Places particular emphasis on the needs of public transit;*

- x. Minimizes adverse impacts on the environment; and,*
- xi. Includes a focal point or node, where appropriate.*

#### Municipal Plan Amendment:

- The proposed Municipal Plan Amendment is required for a portion of the institutional lot and multi-residential lot that extends into the Parks and Open Space designation (see Map II). This area would be redesignated from Parks and Open Space to New Neighbourhoods. Staff would consider this a reasonable extension of the New Neighbourhoods designation that would positively contribute to the future development and growth in the Northeast neighbourhood. Furthermore, the amendment would maintain an adequate area for Killarney Lake Park and ultimately improve access to the park through a new trailhead connection as contemplated in the Killarney Lake Park Management Plan.
- Staff would note that there is a small area designated Parks and Open Space that is part of the proposed MR-2 lot. This area was originally based on approximate mapping of Kaine Creek at the time the Municipal Plan was established. It is important to recognize that the Land Use Designations in the Municipal Plan are intended to be approximate, except where they coincide with roads and other clearly defined physical features. Accordingly, section 4.2 of the Municipal Plan allows for minor boundary adjustments to the Land Use Designations without requiring a Municipal Plan Amendment. As more accurate survey information is available for Kaine Creek (see Map III), staff would consider the small portion of the proposed MR-2 lot within the Parks and Open Space designation to be a minor boundary adjustment.

Overall, the proposed development meets the intent of the Municipal Plan by providing:

- A private school that is in a convenient location for the Northeast neighbourhood;
- Multi-residential development along a major arterial road with convenient access to public transit, community facilities, and trails; and,
- A trailhead for Killarney Lake Park that provides an amenity to the broader community and improves park access and trail connectivity.

#### Zoning:

- The following rezoning are required to accommodate the proposed I-2 and MR-2 lots:
  - Rezoning for the Institutional lot (FCA):
    - Park (P) Zone to Institutional Zone Two (I-2)
    - Residential Zone Two Holding (R-2(H) to Institutional Zone Two (I-2)
  - Rezoning for the Multi-Residential Lot:
    - Park (P) Zone to Multi-Residential Zone Two (MR-2)
    - Residential Zone Two Holding (R-2(H) to Multi-Residential Zone Two (MR-2)
    - Environment and Open Space (EOS) Zone to Multi-Residential Zone Two (MR-2)

- The proposed rezonings would help facilitate urban development within the Northeast neighbourhood given the current planning framework and correspond with the reasonable extension of the New Neighbourhood designation, specifically for the existing Park (P) Zone. Staff would consider the existing Residential Zone Two Holding (R-2(H)) a placeholder, recognizing that services would be extended, and additional density would be appropriate along Cliffe Street, which is a major arterial road. Lastly, staff would note that the small portion currently zoned EOS is based on approximate mapping of Kaine Creek. As more accurate survey information is available for Kaine Creek (see Map III), staff would consider the rezoning appropriate and minor in nature.
- The proposal complies with the lot standard requirements of the Institutional Zone Two (I-2) and Multi-Residential Zone Two (MR-2) as follows:

#### Institutional Zone Two (I-2) Lot

<b>Standard</b>	<b>Required</b>	<b>Provided</b>
Lot Area (min)	1.5 ha	8 ha
Lot Frontage (min)	30m	~267m
Lot Depth (min)	30m	~254m

#### Multi-Residential Zone Two (MR-2) Lot

<b>Standard</b>	<b>Required</b>	<b>Provided</b>
Lot Frontage (min)	34m	~198m
Lot Depth (min)	30m	~162m

- Both the proposed I-2 and MR-2 lots comply with the applicable minimum lot requirements and are appropriately sized for future institutional and multi-residential development. The I-2 zone is intended to accommodate large scale education, health care, culture, recreation, and worship facilities on large parcels of land and is generally characterized by multiple buildings arranged in a campus style complex. Given FCA's future needs and ambitions, staff consider the I-2 zone appropriate given the potential campus style facility and athletic hub with multiple buildings and community uses. As plans progress, staff will work with FCA to ensure that the future development complies with the zoning standards of the I-2 zone.
- The MR-2 zone accommodates multi-residential development in a variety of building forms including apartment buildings, townhouses, and stacked townhouses in a low-mid rise building height while allowing for more than one main residential building on a lot. The MR-2 zone requires a minimum area of 161 square metres per dwelling unit. With a lot area of approximately 31,160 square metres (7.7 acres), the proposed MR-2 lot could accommodate a maximum of 193 units at the standard density rate. Staff would note that the MR-2 zone does include the provision of density bonusing, including density bonusing where affordable housing is provided (45 square metres per dwelling unit). Using the affordable housing density bonus, the proposed MR-2 lot could accommodate a maximum of 302 units (151 affordable units + 151 market rate units). Any future development on the proposed MR-2 lot would be subject to the zoning standards contained in the MR-2 zone.

#### Tentative Plan of Subdivision:

- The proposed tentative plan of subdivision involves the creation of one institutional lot (Lot 22-113), one multi-residential lot (22-115), one trailhead lot (Lot 22-114), and a new public court to the west of the Cliffe Street and Brown Boulevard intersection (see Map III). The institutional lot would be approximately 20 acres in size with 267 metres of frontage, the multi-residential lot would be approximately 7.7 acres in size with 198 metres of frontage, and the trailhead lot would be approximately 1.3 acres in size with 44 metres of frontage. The new court, which would be a public street, would facilitate access to the three proposed lots. The tentative plan of subdivision is required for the location of the new public court and the 8% public land dedication is required for the proposed institutional and multi-residential lots. Staff are recommending that the parkland dedication be taken in the form of cash as funds would help contribute to the future development of the trailhead and Killarney Lake Park.

#### Killarney Lake Park Management Plan:

- A portion of the subject property, being the portion currently designated Parks and Open Space in the Municipal Plan, is within Killarney Lake Park and is covered by the Killarney Lake Park Management Plan. The Killarney Lake Park Management Plan is meant to be a guiding document that sets the framework for the evolution of the regional park. Today, Killarney Lake Park is Fredericton's biggest park at approximately 645 hectares and is a regional destination for hiking, off-road cycling, and cross-country skiing. As part of the plan, land within Killarney Lake Park has been classified according to four Management Zones: Conservation, Natural Environment, Recreation and Sport Tourism based on an analysis of the ecological sensitivities of the existing conditions of the park. The subject property is within the Recreation Zone, which is defined by areas that can support a greater intensity of activity. The Recreation Zone permits a wide range of outdoor activities and infrastructure, including trailheads. The objectives of the Recreation Zone specifically reference the creation of new park gateways and trailheads from surrounding streets. This is further supported on Map 4 of the plan, which identifies the Cliffe Street and Brown Boulevard intersection as a secondary gateway for the park. Accordingly, staff consider the proposed trailhead at the top of the new public court a positive step forward in meeting the objectives of the Killarney Lake Park Management Plan and ultimately improving access to the park. Furthermore, staff are of the opinion that the proposed Municipal Plan Amendment would maintain an adequate area for Killarney Lake Park and would not detract from future programming in the Recreation Zone of the park.
- It should be noted the plan does not preclude the ability to develop lands along the existing and future Cliffe Street corridor. Specifically, within the Appendix of the management plan, there are maps that reference future transportation connections and potential lands for a future development corridor. The future transportation connections and development corridor would be along Cliffe Street, including the northern extension of the street. Staff would consider this proposal a part of the future development corridor, recognizing that this area is primarily within the New Neighbourhood designation and Cliffe Street is a major arterial road that can accommodate significant growth.

## Traffic and Servicing:

- The proposed redevelopment will result in changes to the land use and road network at Cliffe Street and Brown Boulevard. In order to provide a street and servicing to the property, the intersection of Cliffe and Brown will be upgraded initially as a three-way intersection. In the future, subject to budget approvals, it will be upgraded to a single lane roundabout. This will be designed specifically for this location and will have capacity to handle existing traffic, traffic from this development and future phases of the Cliffe Street extension. The extension of Cliffe Street and its development will be factored into the design of the roundabout. This development is not anticipated to add excessive pressure to the surrounding street network. Cliffe Street will have the largest increase in traffic; however, the street network is currently designed to accommodate this demand. Crocket Street will also experience some increase in traffic levels as a result of the private school, however, the anticipated increase is expected to be minimal and sufficient capacity exists to accommodate this increase. The new street will be designed to accommodate pedestrians and will likely include a multi-use trail to connect Cliffe Street to the proposed trailhead lot.
- The design and construction of the new public street, services in the street, services for the proposed lots, and related stormwater management plan, are to be to satisfaction of the Director of Engineering & Operations and in compliance with the City's "General Specifications for Municipal Services". This includes full time inspection by the design engineer, construction of water and sanitary services by a qualified contractor, and signed record drawings upon completion. The downstream capacity of the existing sanitary system is to be assessed by the Applicant's consulting engineer. A stormwater management plan (SWMP) is required for this development. The purpose of the SWMP is to reduce potential flooding impacts to the property, neighbouring properties, and the City's storm system. The Applicant may also need to obtain a Watercourse and Wetland Alteration (WAWA) permit from the NB Department of Environment & Local Government given the proximity to Kaine Creek.

## **RECOMMENDATION:**

1. It is recommended that the application submitted by Ryan Seymour, on behalf of the City of Fredericton, on property located at 825 Cliffe Street (PID 75418640 & 01541341) for the following:

- Municipal Plan Amendment to redesignate a portion of PID 01541341 from Parks and Open Space to New Neighbourhoods;
- Rezoning portions of PID 01541341 from Park (P) Zone to Institutional Zone Two (I-2) and Multi-Residential Zone Two (MR-2); and,
- Rezoning portions of PID 75418640 from Residential Zone Two Holding (R-2(H)) to Institutional Zone Two (I-2) and Multi-Residential Two (MR-2) and from Environment and Open Space (EOS) Zone to Multi-Residential Zone Two (MR-2);

to accommodate a private school and multi-residential development, be approved subject to the following terms and conditions:

- a) If required, a Watercourse and Wetland Alteration Permit (Kaine Creek) be obtained from the NB Department of Environment & Local Government; and,

- b) Access, servicing, lot grading and storm water management plans be provided to the satisfaction of the Director of Engineering & Operations prior to the issuance of a building permit.

2. It is recommended that the tentative plan of subdivision to create one I-2 lot, one MR-2 lot, one P lot, and a new public court be forwarded to City Council with a recommendation that a sum representing 8% of the market value of the land be taken in the form of cash and the location of the public court be approved as shown on Map III.

Additional Information:

Pursuant to Section 75(1) of the *Community Planning Act*, the following terms and conditions will be imposed on the subdivision by the Development Officer:

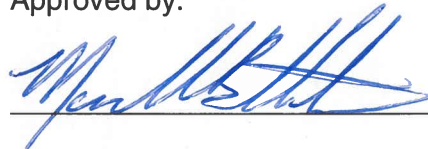
- a) The final plan of subdivision be submitted substantially in accordance with Map III attached to P.R. 73/22 to the satisfaction of the Development Officer; and,
- b) Design, construction, inspection and record drawings for the new public court are to be to satisfaction of the Director of Engineering & Operations.

Prepared by:



Fredrick Van Rooyen, RPP, MCIP  
Planner, Community Planning

Approved by:

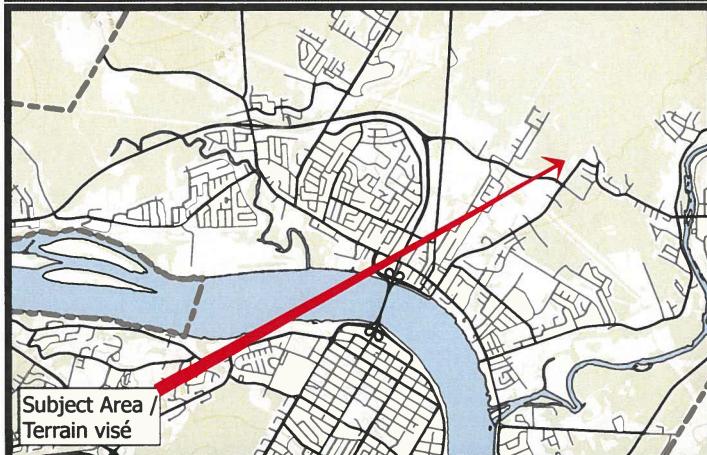
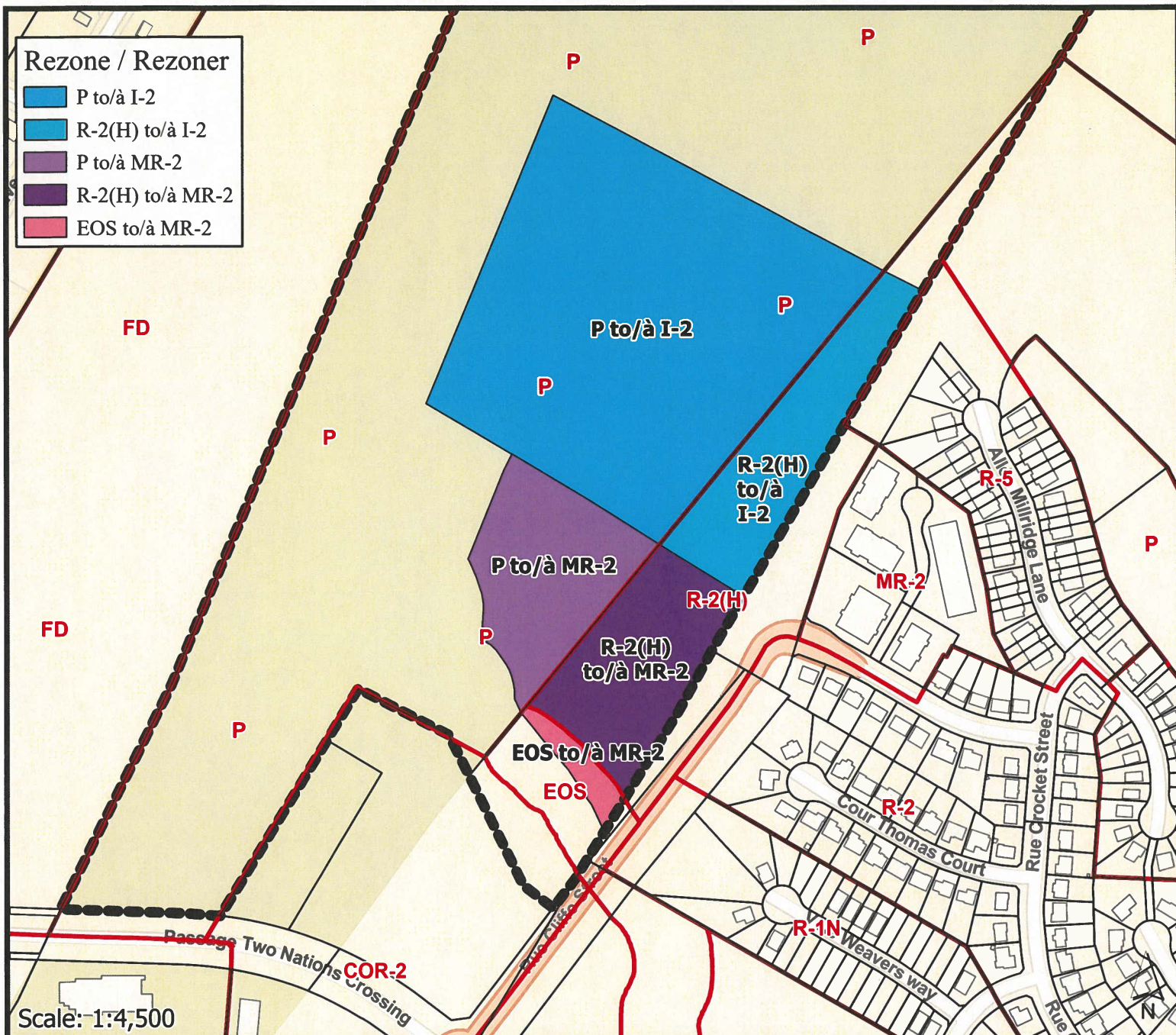


Marcello Battilana, MCIP  
Assistant Director, Planning & Development



## Rezone / Rezoner

- P to/à I-2
- R-2(H) to/à I-2
- P to/à MR-2
- R-2(H) to/à MR-2
- EOS to/à MR-2



## Subject Properties / Propriétés Visées

Municipal Plan Amendment to redesignate a portion of PID 01541341 from Parks and Open Space to New Neighbourhoods; Rezoning portions of PID 01541341 from P to I-2 and MR-2 and portions of PID 75418640 from R-2(H) to I-2 and MR-2, and from EOS to MR-2; Tentative Plan of Subdivision to create one I-2 lot, one MR-2 lot, one P lot, and a new public street to accommodate a private school and multi-residential development.

Modification du plan municipal pour remanier une partie du PID 01541341 de Parcs et espaces ouverts à de nouveaux quartiers; Rezonage des parties du PID 01541341 de P à I-2 et MR-2 et des parties du PID 75418640 de R-2(H) à I-2 et MR-2, et de EOS à MR-2; Plan provisoire de lotissement pour créer un lot I-2, un lot MR-2, un lot P et une nouvelle rue publique pour accueillir un pensionnat privé et un complexe résidentiel.

**Fredericton**

Community Planning  
Planification urbaine

Map \ carte # I

File \ fiche: PR-73-2022

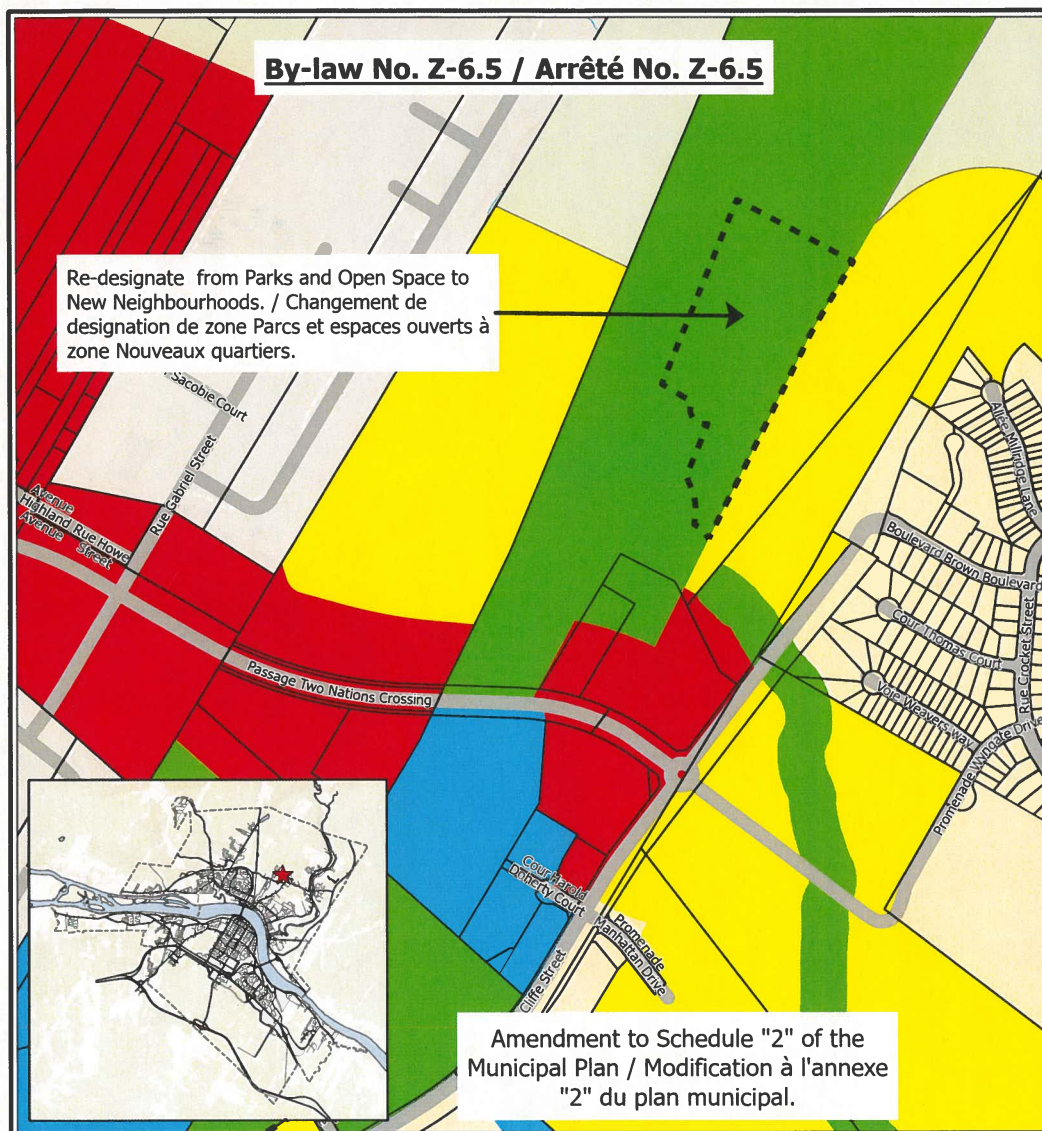
Date \ date: decembre \ Dec. 14, 2022

Subject \ sujet: rue 825 Cliffe Street

City of Fredericton

c/o Ryan Seymour

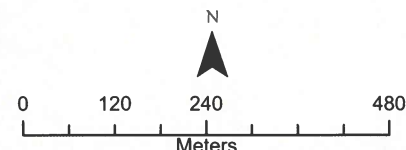




**Fredericton**

Schedule B / Annexe B

rue 825 Cliffe Street



**Land Use Designations /  
Désignations d'utilisation  
des sols**

- Established Neighbourhoods / Quartiers établis
- New Neighbourhoods/ Nouveaux quartiers
- Commercial Centres and Corridors/ Centres et corridors pour le commerce
- Business and Industrial/ Utilisation industrielle et commerciale
- Major Institutions / Utilisation institutionnelle
- Parks and Open Space / Parcs et espaces ouverts
- Rural and Agricultural / Désignation rurale et d'utilisation agricole

Compiled by Community Planning - September, 2021  
Dressée par les Planification urbaine en septembre, 2021

Municipal Plan Amendment to redesignate portions of PIDs 01541341 and 75418640 from Parks and Open Space to New Neighbourhoods.

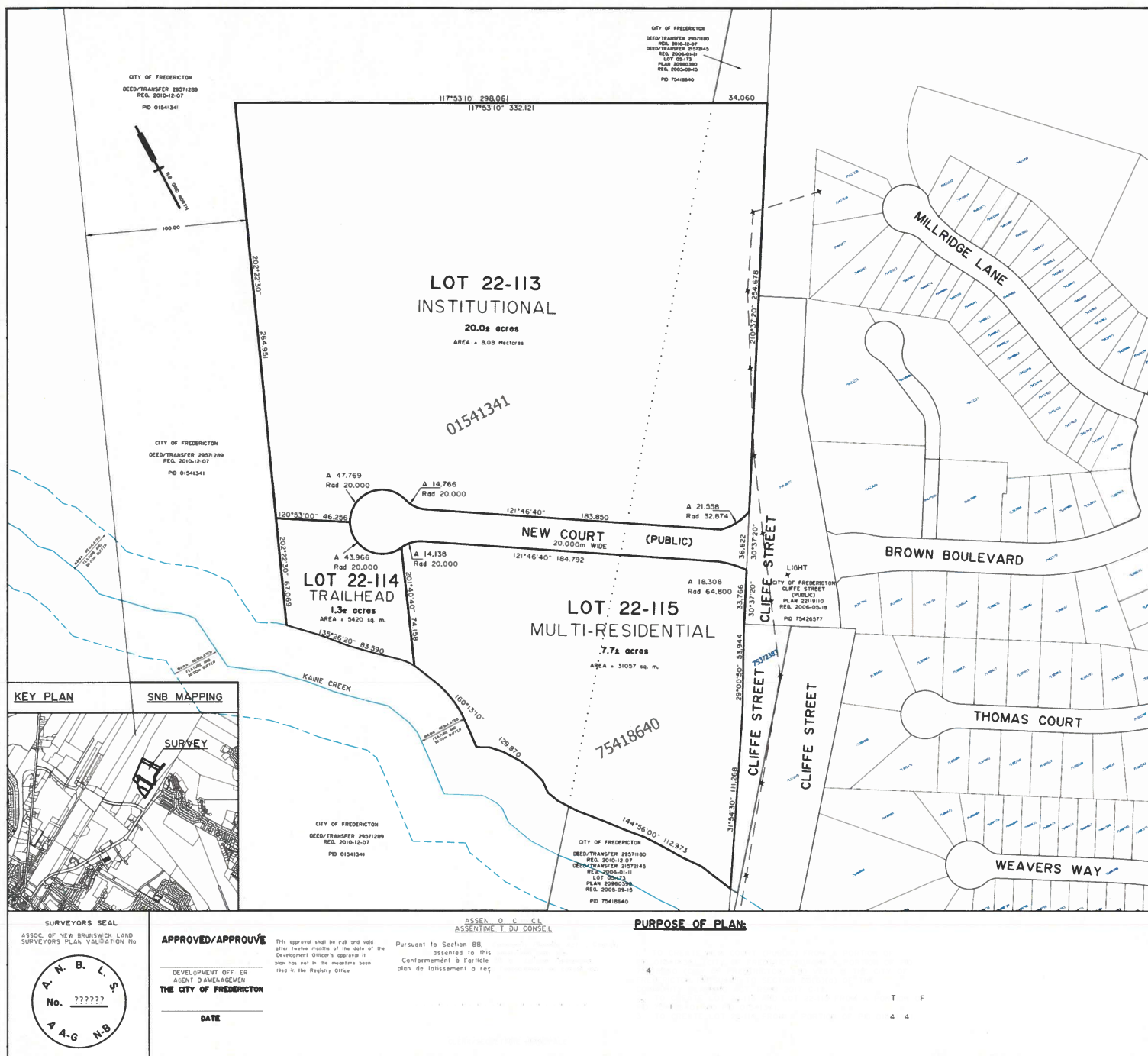
Modification au plan municipal pour remanier certaines parties des PIDs 01541341 et 75418640, des parcs et espaces ouverts aux nouveaux quartiers.

**Municipal Plan Amendment / Modification du plan municipal**

**Fredericton**

Community Planning  
Planification urbaine

Map \ carte # II  
File \ fiche: PR-73-2022  
Date \ date: decembre \ Dec. 14, 2022  
Subject \ sujet: rue 825 Cliffe Street  
City of Fredericton  
c/o Ryan Seymour



## Tentative plan of subdivision / Plan provisoire de lotissement

**Fredericton**

Community Planning  
Planification urbaine

Map \ carte # III

File \ fiche: PR-73-2022

Date \ date: decembre \ Dec. 14, 2022

Subject \ sujet: rue 825 Cliffe Street

City of Fredericton  
c/o Ryan Seymour