PLANNING REPORT



PAC – March 19, 2025 File No: Z/10/2025, V/6/2025 PR: 14/25

To: Planning Advisory Committee

From: Helen Harris, Planner

Proposal: Rezoning and variances to permit a two-storey, 16-unit apartment building.

Property: 1489 Woodstock Road

(PID 75026864)

OWNER: Belmont Holdings Ltd c/o Frank Findley

224 Connaught Street Fredericton, NB, E3B 2B4

APPLICANT: As above

SITE INFORMATION:

Location: Northern side of Woodstock Road, adjacent to the Valley Trail.

Context: Low density residential development predominantly single family detached

dwellings, with some instances of apartment buildings (notably the abutting property to the east at 1475 Woodstock Road). Valley Trail and Wolastog/Saint John River located immediately to the north, and Garden

Creek School to the west (~320m)

Ward No: 12

Municipal Plan: Established Neighbourhoods

Zoning: Residential Zone Two (R-2)

Existing Land Use: Vacant

Previous Applications: N/A

EXECUTIVE SUMMARY:

The Applicant is proposing to construct a two-storey, 16-unit apartment building on the vacant land at 1489 Woodstock Road. The development includes 17 vehicle parking spaces, 5 bicycle parking spaces within a secure enclosure and a building design with entrance that addresses Woodstock Road. To facilitate the proposed development, a rezoning from Residential Zone Two (R-2) to Multi-Residential Zone Two (MR-2) is required, together with variances to the lot frontage, (3.5m), landscape area (116m²) and eastern side yard setback (1.5m).

Staff are of the opinion that the proposed rezoning and variances are suitable for the development property and appropriate to the surrounding context. Overall, the proposal meets the objectives of the Growth Strategy and Municipal Plan and represents an opportunity to utilise a presently

vacant parcel of land for residential intensification along a main corridor. As such, Staff support the application subject to terms and conditions.

APPLICATION PROPOSALS:

Belmont Holdings Ltd has made application on property located at 1489 Woodstock Road for the following:

- Rezoning from Residential Zone Two (R-2) to Multi-Residential Zone Two (MR-2);
- 3.5 metre lot frontage variance;
- 6.09% (116 square metre) landscaped area variance; and
- 1.5 metre eastern side yard setback variance;

to permit a two-storey, 16-unit apartment building.

PLANNING COMMENTS:

Background:

The property adjacent at 1475 Woodstock Road is zoned Multi Residential Zone Two (MR-2). The site adjacent was previously zoned Residential Zone 2 (R-2) before being subject to a rezoning application under File No: Z-33-2020 to permit the conversion of the pre-existing building into a 14-unit apartment building, which was approved in December 2020.

Proposal:

- The Applicant proposes to construct a two-storey, 16-unit apartment building on the vacant parcel of land at 1489 Woodstock Road. The Applicant has noted their desire for a portion of the apartment building (6 units) to be considered affordable housing under the CMHC MLI Select Program.
- The proposed housing unit mix within the apartment building would comprise of:
 - o 8 x 1-bed units (one of which would be wheelchair accessible positioned on the ground floor);
 - o 3 x 1-bed (plus den space) units; and,
 - o 5 x 2-bed units.
- The proposed building is rectangular in form with the floorplate divided such that there would be 8 apartment units per floor. The building would have two access points one from the southern (front) elevation fronting onto Woodstock Road and one from the northern (rear) elevation directly off the parking lot. Each apartment would be provided with private amenity space in the form of a private deck / balcony. Internally, apartments would range from 486sqm 841sqm in floor area. All of the proposed apartments would comply with minimum floor area requirements as set out within Zoning By-law Z-5. The proposed building layout and design is considered to make optimum use of the vacant lot. The proposed mix of materials (metal and stone), colour palette and balconies in combination assist in breaking up the building's massing and providing visual interest.
- A total of 17 vehicle parking spaces would serve the proposed development which would be sited predominantly to the rear of the apartment building. Two of the vehicle parking

spaces would be in a linear arrangement towards the rear of the site, abutting the western side of the apartment building. Two of the vehicle parking spaces nearest to the northern (rear) building entrance would be designated as barrier-free parking spaces. A secure enclosure is shown to be sited to the north-western corner of the site to accommodate the minimum 5 bicycle spaces. Adjacent to the bicycle store is shown to be a screened enclosure to accommodate garbage bins. Vehicular access to the proposed development would be off Woodstock Road. A driveway is proposed to the western edge of the site leading towards the vehicle parking area. The driveway is 8m in width at its widest point at the entrance onto Woodstock Road and reduces to approximately 6m in width for the majority of its length.

- The Applicant has confirmed that they have actively engaged with local residents to gather feedback on the proposed development by conducting door-to-door outreach in the neighbourhood. Those neighbours contacted include those immediately adjacent to the side to the east and west, as well as residents directly opposite the site to the south. The majority of these neighbours have expressed positive feedback regarding the proposed development, lending support for the proposed design and many residents acknowledge that redevelopment of the site is to be expected. All of the neighbours expressed that they prefer the Valley Trail to remain at its current location or they are indifferent to any relocation. Notwithstanding, concerns have been raised by the neighbour to the west of the application site surrounding numerous aspects of the development, including fencing. stormwater management, building lighting, garbage storage siting, proposed building height, etc. The Applicant has been in correspondence with the abutting property owner to try to allay her concerns and, in response, the Applicant has proposed to extend the parking lot fence (to the western side boundary) further south so as to better contain the on-site parking site and allow for greater privacy between properties. In addition, the Applicant has confirmed that they would keep the abutting property owner informed of details on the stormwater management, recognizing that no negative impacts are permitted on neighbouring properties and a detailed stormwater management plan is required at the building permit stage. The Applicant will also ensure that external building lighting does not emit undue glare towards abutting properties.
- Staff highlight that during the course of the application's assessment, at Staff's request, the Applicant readily revised the proposal to incorporate a 2-metre separation distance between the driveway and the western property line so as to lessen the impact of the driveway on the neighbouring property to the west, as well as allow for the incorporation of a landscape strip/buffer to the western boundary of the site. Staff consider that the proposed development offers a site layout which is sufficiently considerate of the lower-density residential use adjacent to the west, ensuring that there is appropriate separation and screening to reduce any potential noise and disturbance impacts on the neighbouring property from the movement of vehicles.

Growth Strategy:

• The proposal is consistent with the Growth Strategy in terms of the Areas of Stability and Minor Change, which calls for modest forms of intensification at the edges of neighbourhoods and along main roads. The proposed two-storey building scale and ground-oriented design provides a design and scale compatible with neighouring land uses and maximizes separation from the abutting R-2 to the west and south. Staff note the MR-2 zoning designation to the immediate east of the site (subject of successful rezoning application under File No: Z-33-2020 for conversion of a pre-existing building to 14-unit apartments). With the subject site being along a major arterial road (Woodstock)

Road), the proposed infill development represents a prime opportunity for modest intensification on an underutilized lot within the limits of the Growth Boundary.

Municipal Plan:

- The site is designated "Established Neighborhood" in the Municipal Plan. Within the Established Neighborhood designation, intensifications are intended to be limited and will be primarily through complementary and compatible development on vacant lots, minor infill development and accessory units. The Municipal Plan contains the following relevant policies:
 - Section 2.2.1(18) The City shall support the stability of Established Neighborhoods by:
 - i. Encouraging the maintenance of the existing housing stock;
 - ii. Discouraging the encroachment of incompatible uses;
 - iii. Routing higher volume traffic along arterial and collector roads;
 - iv. Maintaining community services and facilities at a scale appropriate for the neighbourhood;
 - v. Encouraging the relocation of existing incompatible uses;
 - vi. Enforcing by-laws to ensure acceptable maintenance and occupancy standards; and
 - vii. Requiring that new or infill development be compatible with adjacent properties.
 - Section 2.2.1 (21) To maintain the stability of residential neighbourhoods, while allowing for incremental change through sensitive new development and redevelopment, new development will respect and reinforce the existing pattern, scale, and character of the Established Neighbourhoods, by ensuring that:
 - i. Any new lots are consistent with the lot pattern in the neighbourhood;
 - ii. Building design is compatible with the surrounding area and contributes positively to the neighbourhood;
 - iii. Adequate servicing, road infrastructure, and other municipal services be readily and efficiently provided; and,
 - iv. Healthy, mature trees are protected whenever feasible.
 - Section 2.2.1 (22) Infill development should be appropriately scaled and oriented with the primary entrance facing the public street.
 - Section 2.2.1 (23) Where a rezoning or zoning by-law amendment is required for a new mid- or high-rise residential use in an Established Neighbourhood, proposals shall:
 - Locate at the periphery of neighbourhoods and along arterial and collector roads;
 - ii. Have direct access to an arterial or collector road. If direct access to one of these road types is not possible, the development may gain access to an arterial or collector road from a local road;
 - iii. Incorporate underground parking facilities, where appropriate;

- iv. Provide for adequate on-site landscaping, buffering, amenity space, parking, and garbage pickup and recycling services;
- v. Be adjacent to or in close proximity to, an existing or planned public transit route:
- vi. Be adjacent to, or in close proximity to, parks, open spaces and/ or other community facilities, services and amenities, and employment zones; and,
- vii. Provide high-quality building design that contributes positively to the City's urban form.
- Section 3.1.1 (1) promotes housing delivery by requiring a mix of housing types, sizes and densities that will accommodate changes in community needs over time.
 The City shall promote opportunities for increased housing densities and intensification for residential development.

Overall, the proposal is considered to be consistent with the objectives of the Municipal Plan by providing:

- A compatible two-storey building and residential infill along Woodstock Road to achieve residential intensification;
- An opportunity to increase the variety of the housing options along a Major Arterial Road that is serviced by a transit route and which abuts the Valley Trail;
- A proposal which includes the provision of 6 affordable housing units;
- A design and layout which satisfactorily provides for on-site landscaping, amenity space, vehicle and bicycle parking, garbage storage; and,
- Appropriate separation and screening measures to help mitigate any potential impacts on the adjacent low-rise residential to the west.

Zoning By-Law:

The proposal complies with the standards of the Multi-Residential Zone Two (MR-2) as follows:

Standard	Required	Provided			
Lot Frontage (min) Lot Coverage (max) Landscaped Area (min)	34m 45% of the lot area (855m²) 35% (665m²)	30.5m* 31% (590m²) 28.91% (550m²)*			
Building Setbacks (min) Front (Woodstock Road) Side (East) Side (West) Rear	6m 3m 3m 6m	6.1m 1.5m* 11.7m 20.9m			
Building Height	14m	7m			
Vehicle Parking (min)	Area 2: 1 spaces/1-BR unit 1.5 spaces / 2-BR unit 11x 1-BR units = 11 spaces 5x 2-BR units = 7.5 spaces 10% Parking Reduction: Transit Proximity (-1 Total Vehicle Parking Required = 17 spaces	17 total spaces			
Barrier Free Parking	16-45 vehicle spaces Therefore, 2 barrier free spaces required	2 spaces			
Bicycle Parking (min)	0.3 spaces /dwelling unit 0.3 sp x 16 units = 4.8 sp total Total Bicycle Parking Required = 5 spaces	5 spaces			
Parking Separation	2m abutting residential zone (side)	2m			
Density (Lot Area/Unit)	Min $161 \text{m}^2/\text{dwelling unit}$ $1,878 \text{m}^2/161 \text{m}^2 = 12 \text{ dwelling units (Min)}$	16 dwelling units (1,902m²)			
	Density Bonus for affordable housing dwelling units: min 45m²/dwelling unit				
	6x affordable housing units x 45m ² = 270m ² 10x market housing units x 161m ² = 1,610m ² Total area Required for Proposed 16 units = 1,880m ²				

^{*} variances required

In summary, the proposed development complies with the majority of zoning standards, with the exception of the lot frontage, landscaped area, and side yard setback requirements.

Rezoning:

- The MR-2 Zone is intended to accommodate multi-residential development in a variety of building forms, including apartment buildings, townhouses and stacked townhouses. The MR-2 Zone provides for a transition in both residential building forms and densities through low-rise and/or mid-rise building heights. The proposed apartment building complies with the majority of the MR-2 Zone standards, but requires variances to the lot frontage, landscaped area and side yard setback requirements.
- Staff consider that the proposed rezoning from R-2 to MR-2 to allow for greater density within a building of 2-storeys is appropriate for the subject lot, particularly when taking into account its position on a major arterial road, the similar neighbouring rezoning to MR-2 at 1475 Woodstock Road and the City's overarching policy direction for greater residential intensification. While the MR-2 zone permits greater density and height (technically up to 4 storeys), the Applicant proposes a 2-storey building to best complement the height evident in the surrounding context.

Variances:

With the proposed infill development abutting predominantly low-rise residential zones (with the exception of the MR-2 zone to the immediate east of the site), the incorporation of separation and landscape buffering measures and other setbacks are crucial to assist mitigate any potential impacts. It is important to remember that the magnitude of a variance is based upon its impact rather than any particular number of variances applied for. As per the Community Planning Act, a variance is considered reasonable if it is desirable for the development of a parcel of land, building or structure and is in keeping with the general intent of the By-law and any plans applicable to the development.

Lot Frontage Variance

• The Applicant proposes a 3.5 metre lot frontage variance. Staff do not have any concerns with the proposed lot frontage variance as it is an existing condition and the lot remains able to accommodate the proposed apartment building and associated parking, while providing a small area of soft landscaping to the front of the building between the building and the sidewalk and to the perimeter of the building. This variance is considered reasonable in order to achieve redevelopment of this lot.

Landscaped Area Variance

• As part of this application, a 116 square metre or 6.09% landscaped area variance is requested. The proposed building occupies 31% of the lot. The surface parking and driveway are the predominant factors impacting the available landscaped area. Given the scale of the proposed building, the costs associated with the provision of underground parking is prohibitive upon delivering a viable development and would not allow the Applicant to proceed with their intent for providing affordable housing as part of the scheme. Staff are comfortable with the proposed landscaped area variance given the level of green space provided at ground floor to the west of the building and its location directly connecting to the Valley Trail and public park running adjacent to the Wolastoq/ Saint John River, providing access to numerous parks and open spaces. Staff consider that this variance is necessary for the optimum redevelopment of this lot.

Side Yard Setback Variance

• The Applicant proposes a 1.5 metre side yard setback variance. Staff note the background evolution of the proposed development's design and acknowledge the reasoning for the side yard setback variance, which has arisen primarily as a result of providing sufficient space to implement a proper landscape strip/buffer and the need to increase the separation distance between the driveway and the western property line to comply with the minimum 2m. These requirements led to both a reduction in the building footprint from a previous iteration (with resultant changes to the unit mix) as well as a shift of the proposed building's siting eastwards closer to the property line and Trail. Staff do not have any concerns regarding the proposed side yard setback variance given that this has enabled a positive relationship with the single, detached dwelling to the western boundary. Staff consider that this variance is in keeping with the general intent of the By-law and enables the most sensitive redevelopment of this lot.

Building Design and Layout:

• Staff consider that the proposed apartment building would positively relate, in terms of height, scale and layout, to the existing apartment building adjacent to the east of the site and would be orientated to maximise the use of the land while providing the necessary space for landscaping, vehicle parking spaces, bicycle parking and garbage storage. The positioning of the building to be set closer to the eastern boundary of the site is considered to appropriately respect the lower density detached residential dwelling to the west of the site. The proposed design would represent a reasonable development density and a good-quality overall design, with sufficient articulation to alleviate the overall massing of the building.

Construction and Servicing:

- Following approval of this application, Engineering & Operations Staff will meet with the applicant's consultant to review sanitary servicing, water servicing and storm water management to ensure that there are no issues as the design progresses.
- Servicing, lot grading and storm water management plans are to be to the satisfaction of the Director of Engineering & Operations and provided prior to the building permit application. A backflow preventer and a storm oil-grit separator are required.
- A Storm Water Management Plan (SWMP) is required for all infill development/ redevelopment. This is to reduce potential flooding impacts to the property and neighboring properties. The SWMP should consider the entire property and should follow the City's latest Guidelines for Storm Water Infrastructure.
- Any trees within the City's right-of-way, notably along the northern side of the proposed development are to remain unless directed otherwise by the City Forester.
- The existing lot elevations are approximately 9.2 metres. It should be noted that no habitable space be below 9.0 metres.
- The City has been in contact with Canada Post who have indicated that discussions are moving forward between Canada Post and the Developer on accommodating the mail boxes on their site with an upgraded mailbox.

Traffic:

- The proposed development is located on Woodstock Road which is a major arterial roadway. There is an existing driveway as access. An additional 17 units is not expected to generate any traffic impacts. A bus route is available in front of the adjacent property, No. 1475 Woodstock Road. There is no sidewalk currently available on Woodstock Road at this location.
- The adjacent City-owned property along the eastern side of the proposed development provides access to the Valley Trail system as an active transportation connection. The developer will be responsible for reinstating any portions of the City owned property impacted to a trail standard.

RECOMMENDATION:

It is recommended that the application submitted by Belmont Holdings Inc. on property located at 1489 Woodstock Road for the following:

- Rezoning from Residential Zone Two (R-2) to Multi-Residential Zone Two (MR-2);
- 3.5 metre lot frontage variance;
- 6.09% (116 square metre) landscaped area variance; and,
- 1.5 metre eastern side yard setback variance;

to permit a 16-unit, two-storey apartment building, be approved subject to the following terms and conditions:

- a) The site be developed generally in accordance with Map II attached to P.R. 14/25, to the satisfaction of the Development Officer;
- b) Final building design be generally in accordance with Maps III, IV, V, and VI attached to P.R. 14/25, to the satisfaction of the Development Officer;
- c) City trees within the public right-of-way and along the trail shall be protected. If it is necessary to remove or relocate trees, the work shall be coordinated with the Parks and Trees Division and the Developer is responsible for all associated costs (including cleanup of material between the Trail and the building);
- d) A final landscape plan including a 2.0m high wooden opaque fence along the western property line and parking plan be provided, to the satisfaction of the Development Officer prior to the issuance of a building permit;
- e) Access, servicing, lot grading, and stormwater management plans be provided to the satisfaction of the Director of Engineering & Operations;
- f) Any building permits or other required permits/licences are obtained;
- g) No habitable residence shall be located below 9.0 m elevation (geodetic);
- h) The Applicant and/or their Consultant are to participate in a design start-up meeting with Engineering staff upon approval of this application; and

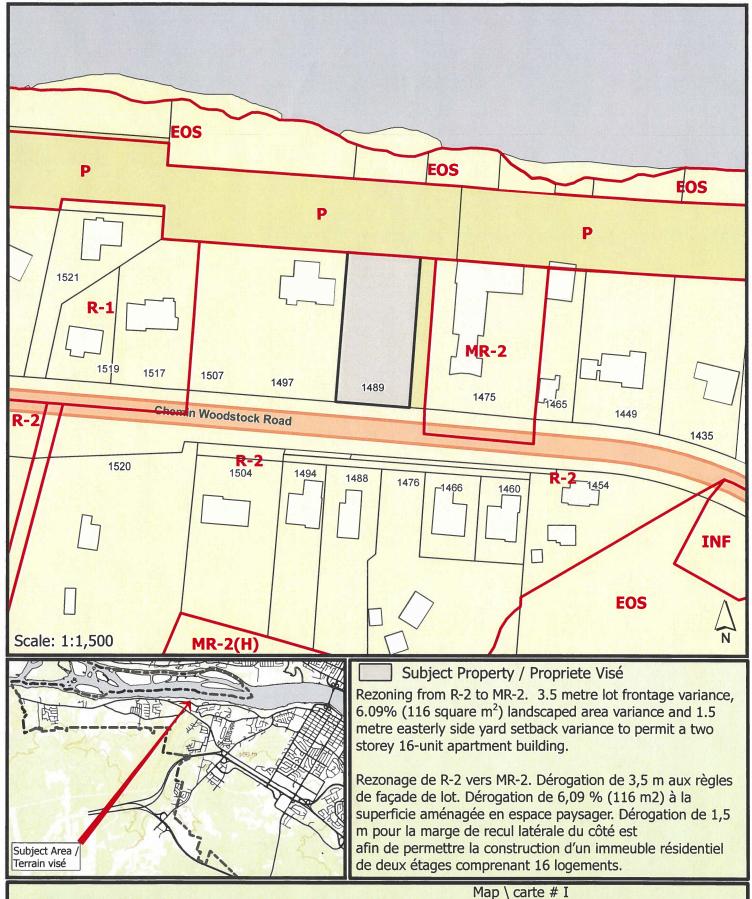
i) Record drawings prepared by a Professional Engineer are required at completion of the project.

Prepared by:

Helen Harris, MRTPI, AssocRICS Planner, Community Planning

Approved by:

Marcello Battilana, RPP, MCIP Assistant Director, Planning & Development



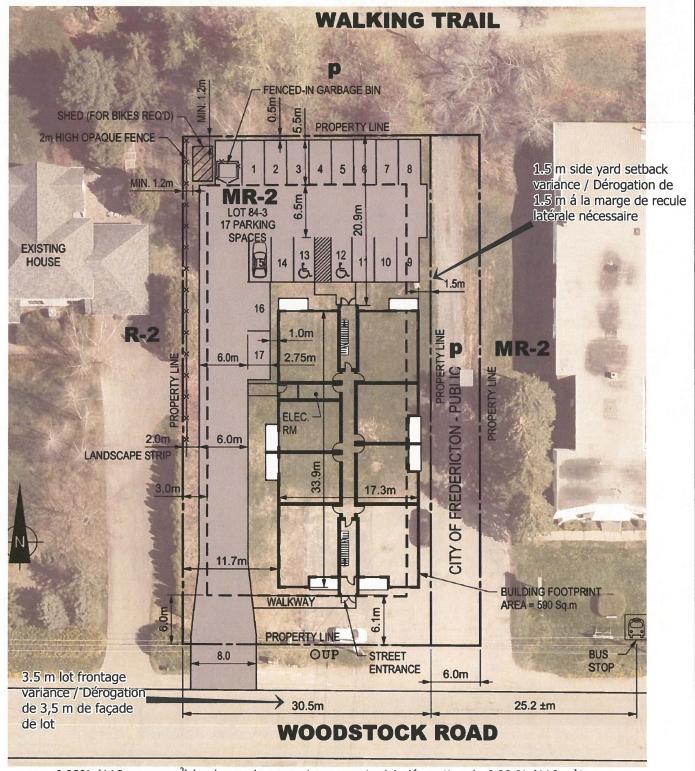
Fredericten

Community Planning Planification urbaine

File \ fiche: PR-14-2025

Date \ date: mars \ March 19, 2025 Subject \sujet: rue 1489 Woodstock Road

Belmont Holdings Ltd. c/o Frank Findlay



6.09% (116 square m²) landscaped area variance required / dérogation de 6,09 % (116 mètres carrés) de surface paysagée requise

Site Plan / Plan Du Site

Fredericten

Community Planning Planification urbaine

Map \ carte # II

File \ fiche: PR-14-2025

Date \ date: mars \ March 19, 2025 Subject \sujet: rue 1489 Woodstock Road

Belmont Holdings Ltd. c/o Frank Findlay



Facing Woodstock Road (South) / Face à la chemin Woodstock (Sud)



Bird's Eye View - West / Vue aérienne - Ouest

Conceptual / Conceptuel

Fredericten

Community Planning Planification urbaine

Map \ carte # III File \ fiche: PR-14-2025

Date \ date: mars \ March 19, 2025 Subject \sujet: rue 1489 Woodstock Road Belmont Holdings Ltd.



Bird's Eye View - East / Vue aérienne - Est

Conceptual / Conceptuel

Fredericten

Community Planning Planification urbaine

Map \ carte # IV
File \ fiche: PR-14-2025
Date \ date: mars \ March 19, 2025
Subject \sujet: rue 1489 Woodstock Road
Belmont Holdings Ltd.
c/o Frank Findlay



Facing Woodstock Road (South) / Face à la chemin Woodstock (Sud)



Rear (North) /- Arrière (Nord)

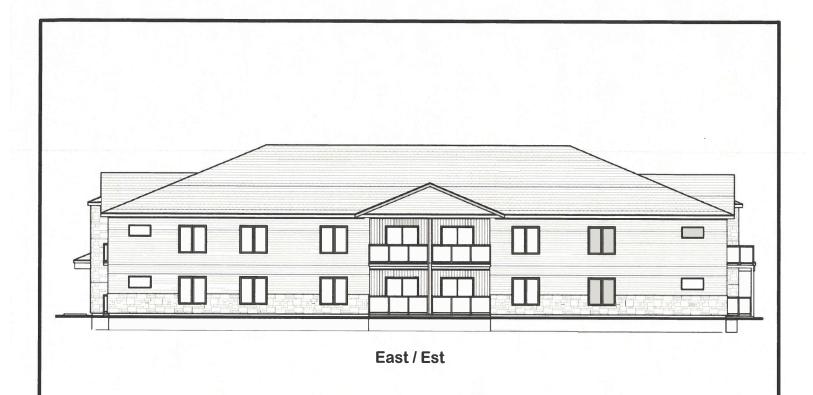
Elevations / Élévations

Fredericten

Community Planning Planification urbaine

Map \ carte # V File \ fiche: PR-14-2025

Date \ date: mars \ March 19, 2025 Subject \sujet: rue 1489 Woodstock Road Belmont Holdings Ltd.





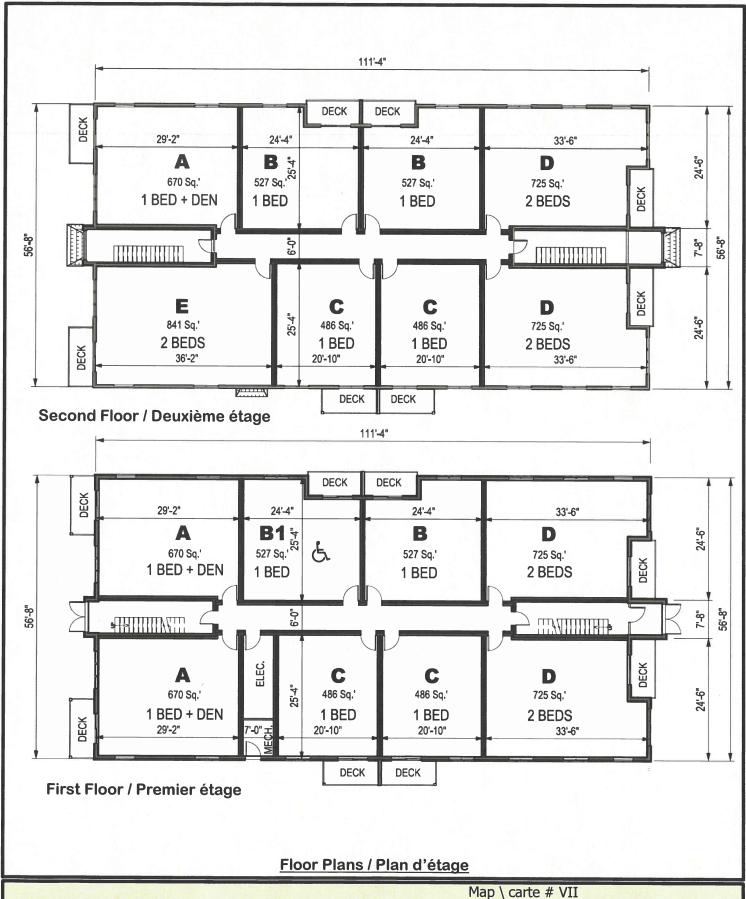
Elevations / Élévations

Fredericten

Community Planning Planification urbaine

Map \ carte # VI File \ fiche: PR-14-2025

Date \ date: mars \ March 19, 2025 Subject \sujet: rue 1489 Woodstock Road Belmont Holdings Ltd.



Fredericten

Community Planning Planification urbaine

Map \ carte # VII File \ fiche: PR-14-2025

Date \ date: mars \ March 19, 2025 Subject \sujet: rue 1489 Woodstock Road Belmont Holdings Ltd.

Fredericton, New Brunswick E3C 1P2

March 17, 2025

City of Fredericton Planning Advisory Committee

Dear Planning Advisory Committee Members,

I am writing to request that the city maintain the existing R-2 zoning of 1489 Woodstock Road.

While I support responsible development on the site, the recent re-zoning of 1475 Woodstock Road from R-2 to MR-2 has already introduced significant densification to this established neighbourhood. Maintaining the existing R-2 zoning, which now permits modest densification, is the best approach to sensitively integrate new housing on the vacant lot.

This is not a case of rezoning that is required to make best use of an existing vacant building and parking lot, as was the case when 1478 Woodstock Road was rezoned to allow conversion of the Sansom Equipment building to a 14-unit apartment. The 1489 Woodstock Road development plans require new parking and garbage facilities that are proposed to border directly with my property. Storm water runoff, light pollution, and issues associated with garbage disposal facilities are reasonably likely to interfere with the use and enjoyment of my property.

I appreciate Mr. Findlay's proactive approach to communication regarding his development plans; however, I remain concerned with his position that that the only feasible location for garbage facilities on the site is adjacent to my garden at 1497 Woodstock Road.

Further densification of the neighbourhood by adding 16 new units beside the existing 14-unit development is inappropriate and inconsistent with the Municipal Plan.

Development of 1489 Woodstock Road is an exciting opportunity to demonstrate thoughtful integration of new, lower density residential units that respect and reinforce the existing pattern, scale, and character in established neighbourhoods.

Ιa	ask	that	the	City	deny	this!	rezoning	g req	uest.
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Sincerely,

Patricia Dineen

Murray, Elizabeth

From: Ken Whamond

Sent: Monday, March 17, 2025 6:11 PM
To: PLANNING AND DEVELOPMENT

Cc: Mallet, Henri

Subject: 1489 Woodstock Road rezoning

External email: Do not follow instructions, click links, open attachments, forward or respond to the email unless you recognize the sender and know the content is safe.

Subject: 1489 Woodstock Road rezoning application

March 17, 2025

Members of Fredericton planning advisory committee,

I am writing today to voice my concerns about a zoning change from R-2 to MR-2, to allow a 16 unit apartment building to be constructed at 1489 Woodstock Road.

I was opposed to the previous rezoning to convert 1475 Woodstock Road from Sansom Equipment to a 14 unit apartment building.

Reasons for my current objections are as follows:

- 1. The proposed building requires front yard, side yard and landscape variances to allow for the placement on the lot. Obviously the building is too large for the existing vacant lot.
- 2. The existing access to the walking trail will be 3.5 metres from tenants decks and balconies.
- 3. 16 units likely means at least 16 additional vehicles entering and exiting the Woodstock Road which has a posted speed limit of 60 kmh. Many vehicles travel at 70 + kmh as observed by watching the flashing speed indicator for Garden Creek School.
- 4. Community mail boxes are currently located on the Woodstock Road in front of 1489. I received notice that we are getting new mailboxes but the location was not disclosed. A phone call to the number provided, did not resolve my query.
- 5. Currently, there are no sidewalks along the Woodstock Road between Garden Creek School and the Prospect Inn. The road is dangerous for pedestrians as the shoulder area is not paved. Mud, ice and potholes are visible depending on the season. Regardless of approval or denial of the application, the City needs to give priority to completing sidewalks and maybe another monitored crosswalk by the bus stop in front of 1475.
- 6. In my opinion a better fit for the vacant lot at 1489 Woodstock Road would be a 4 or 6 unit, single story building, similar to ones built on Sarah's Lane.

Thank you for considering my comments,

Ken Whamond

Sent from my iPhone