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# NEW BRUNSWICK EXHIBITION GROUNDS SECONDARY MUNICIPAL PLAN

DRAFT



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**Fredericton**





# Territorial Acknowledgment

The City of Fredericton, including the New Brunswick Exhibition Grounds, is located on traditional Wolastoqiyik (Maliseet) territory. The City of Fredericton is committed to ongoing relationship building and reconciliation with First Nations, who have lived on these lands since time immemorial.



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# 1.0 Introduction

The Secondary Municipal Plan for the New Brunswick Exhibition (NBEX) Grounds provides the vision, overall framework, and policies for development in the area, in alignment with the City of Fredericton’s Municipal Plan, Imagine Fredericton. This Plan is the outcome of a partnership between the City of Fredericton and Fredericton Exhibition Limited, which, after an extensive public consultation process, led to the creation of a Site Development Plan that forms the basis of this Secondary Municipal Plan.<sup>1</sup>

The intent of this Secondary Municipal Plan is to be future-focused while remaining respectful of the site’s location as part of Wolastoqey traditional territory and the site’s almost 150-year agricultural legacy.

<sup>1</sup> For additional background information, including the process to prepare the Plan, please see the New Brunswick Exhibition Grounds Site Development Plan



## 1.1 HISTORICAL OVERVIEW

The Wolastoqiyik, the people of the beautiful and bountiful river, have lived along the banks of the Wolastoq (St. John River) since time immemorial. The Wolastoqiyik identity, way of life, and culture are intrinsically linked to the river. Historically they hunted and fished along its shores, becoming incredible cultivators, artists, woodworkers, potters, and canoe builders. Upon European contact, treaties of peace and friendship were signed with the Wolastoqiyik, as well as the Mi'kmaq and Passamaquoddy, between 1725 and 1779. Today, the watershed contains many heritage sites and much evidence of Wolastoqkew settlements and activity, and the lands remain culturally significant to the Wolastoqiyik peoples.

Post European contact, the Exhibition Grounds have been a significant gathering place in Fredericton: a place to celebrate agriculture and host events that attract visitors from across the province and beyond. Today, Fredericton Exhibition Limited hosts more than 50 events annually on the Grounds. In addition to the NBEX, the organization produces two of the capital region's largest events, the FREXROD Custom Car Expo and the Freddy Beach Ribfest.



These events draw in more than a half-million visitors annually, making it one of, if not the largest, annual attendance venues in the city. Every year more than 100 local artists perform on stage at the Exhibition Grounds giving them the opportunity to showcase our local talent.

Over the years, Fredericton Exhibition Limited and the Exhibition Grounds have evolved, and the cultural needs of Fredericton have changed. With the decommissioning of the racetrack, a significant portion of the Grounds has become available for reconsideration, sparking the imaginations of Frederictonians.

This Plan illustrates the opportunities for the current Exhibition Grounds to be reconfigured in ways to better serve the South Core and greater Fredericton by creating new partnerships, contributing to reconciliation and acknowledging First Nation rights, expanding social infrastructure, and creating places for daily living. It also recognizes the essential role Fredericton Exhibition Limited plays in the city's culture and economy and explores how, through improvements to its core required spaces, it can continue to grow and succeed on the site for generations to come.

## 1.2 UNLOCKING TRANSFORMATION

Through a collaborative partnership, Fredericton Exhibition Limited and the City have unlocked a generational opportunity for physical, cultural, and social transformation of the New Brunswick Exhibition Grounds. This transformation will see a new collaborative future unfold for the capital city, founded on the aspirations of the many people who live, work, play, and celebrate in the region. This future will be one that recognizes the rich history and significance of these traditional lands to the Wolastoqiyik peoples, of gathering, celebration, and agriculture in Fredericton while also setting a new bar for sustainable and inclusive urban development that provides new homes, businesses, and amenities.

Subsequently, Fredericton Exhibition Limited will see its role in the community elevated beyond events to become an embedded part of the daily life and social fabric of Fredericton. As a champion of local

food production and community spirit, Fredericton Exhibition Limited will become the facilitator of conversations and relationships, bringing together community activators, innovators, and creators to foster a powerful ecosystem of creativity, culture, and talent.

This Secondary Municipal Plan seeks to harness the remarkable opportunity presented by the NBEX Grounds, and to realize the Grounds' full potential for Fredericton Exhibition Limited, the City of Fredericton, and Frederictonians. With a flexible framework of policies, this Plan establishes the basis for successful development. Sustained commitment and investment from partners, as well as support from Frederictonians, will be critical to the success of the final development and the NBEX Grounds realizing the vision of this Plan.


### 1.3 PURPOSE AND OBJECTIVES

The Secondary Municipal Plan for the NBEX Grounds is guided by a co-venture between two parties: Fredericton Exhibition Limited, and the City of Fredericton. The creation of the Plan was guided by the Joint Land Development Committee (JLDC), made up of key stakeholders from both parties. The Secondary Municipal Plan provides a pathway forward for flexible future development on the NBEX Grounds that will benefit both Fredericton Exhibition Limited and the City of Fredericton.

The project's objectives were established at the beginning of the project by the Joint Land Development Committee (JLDC), identifying what the Site Development Plan was to achieve.

The project objectives were to:

- » Create a bold, innovative, and exciting vision for the future of the NBEX site;
- » Develop planning objectives, policies, and proposals that address the immediate and long-term development aspirations of both the City and Fredericton Exhibition Limited and maximize the value of the site to both partners;
- » Contribute to the fiscal sustainability and evolution of Fredericton Exhibition Limited at its current location, and respond to existing development pressures on and external to the site;
- » Align with and advance all applicable municipal growth priorities and plans, ensuring the Secondary Municipal Plan is integrated within the City's existing planning frameworks and initiatives;

- 
- » Reflect diverse community values, learned through meaningful engagement;
  - » Develop the grounds in a manner that is compatible with surrounding land uses and respects existing community functions;
  - » Employ sustainable development principles and contribute to Fredericton's overall resiliency to climate change;
  - » Communicate the new vision for the site through graphic and written methods in a manner that is compelling and user-friendly; and,
  - » Have the Site Development Plan form the basis of a Secondary Municipal Plan.

## 1.4 PLAN AREA

The Exhibition Grounds is a uniquely large and relatively underdeveloped site set within the fabric of Fredericton's Urban Core. The Plan area encompasses the New Brunswick Exhibition Grounds and facilities, which are situated in the South Core of the City of Fredericton, along Smythe Street between Wilmot and Odell parks (Figure 1). These lands are within Wolastoqiyik traditional territory.

The Plan area is home to all Fredericton Exhibition Limited's facilities and grounds. This site is where the annual NBEX Fair, Atlantic Canada's largest agricultural fair, is hosted, in addition to many other major events, trade shows, and festivals. (A comprehensive exploration of the Plan area and its history is provided in the NBEX Site Development Plan, Appendix A: Background Report, and a detailed discussion of the site conditions and context can also be found in Section 2: Existing Conditions of the same document).



**FIGURE 1 | PLAN AREA**



## 2.0 Existing Conditions

This section discusses the site's existing conditions, as well as the accompanying key issues regarding the development of the site. These key issues, including both opportunities and constraints, informed the creation of this Secondary Municipal Plan. (For a more detailed look at existing site conditions, see the New Brunswick Exhibition Grounds Site Development Plan and the accompanying Background Report - Appendix A).

## 2.1 POLICY CONTEXT

As stated in the project objectives, it is critical that the Secondary Municipal Plan aligns with and advances all applicable municipal growth priorities and plans to which it is subject. This alignment will ensure that the Secondary Municipal Plan is integrated within the City's existing planning frameworks and initiatives and meets the identified needs of Frederictonians.

The key municipal plans that the Plan responds to are the Fredericton Growth Strategy and Imagine Fredericton: The Municipal Plan.

### 2.1.1 Fredericton Growth Strategy

The Fredericton Growth Strategy (2017) identifies where and how the City of Fredericton should grow over the next 25 years. Fredericton has and is expected to continue to experience higher population and economic growth than the provincial average, surpassing 90,000 residents by 2041. The Growth Strategy identified the Exhibition Grounds as just outside of the City's current 'centre of gravity' or activity, yet inside the identified Urban Core, a key area for infill growth and intensification. The target gross residential density for the Urban Core is 90 people per hectare. In the South Core, this is anticipated to be achieved through intensification, with 2 to 4 storey development along the main north-south roads (including Smythe Street) and some interior sites developed up to 10 storeys. The

Growth Strategy contains the analysis, context, and direction for the City's Municipal Plan – Imagine Fredericton.

The NBEX Secondary Municipal Plan accounts for the intensification required by the Growth Strategy, recommending scenarios that foster mid-rise residential, high-rise residential, and mixed-use forms within the plan area, increasing the number of residents living in the South Core. This intensification will also enhance the vibrancy of the site, facilitate a more active connection to Smythe Street, and create a link to the downtown core by generating new active transportation linkages through new connected streets and open space.

### 2.1.2 Imagine Fredericton: The Municipal Plan

Imagine Fredericton is the City's statutory Municipal Plan. Informed by the Growth Strategy, Imagine Fredericton establishes nine community goals with a land-use framework and policies for the future development of the city. Furthermore, the Exhibition Grounds are located within the Urban Core of the city's urban structure, and within the South Core land use designation. As the Urban Core is anticipated to accommodate approximately 8,000 more people, or a quarter of the city's growth, until 2041, the site is a prime opportunity within the South Core for intensification and urban infill.

General policies in Imagine Fredericton support a variety of potential uses within the Exhibition Grounds. Compatible residential infill, as well as small-scale commercial and office uses, are encouraged in the South Core along Smythe Street as part of the transition to downtown. The need for housing diversification and affordability at a city-wide level is also identified, as well as new recreation facilities (including an indoor aquatic facility and field house).

Imagine Fredericton directs more sustainable development and green building moving forward and increases priority for active transportation and transit connectivity. It also supports the expansion of tourism opportunities, along with the concentration of arts and cultural organizations alongside art and cultural activities within the Urban Core.

The NBEX Secondary Municipal Plan responds to Imagine Fredericton by planning for development that increases density, enables affordability, and provides a diversity of housing forms in the South Core. The development will connect to existing and planned active transportation networks, provide new recreational opportunities, and strengthen Fredericton Exhibition Limited's contribution to the economy and tourism.

### **2.1.3 Key Issues and Opportunities**

There are several factors acting on the Exhibition Grounds that create both opportunities and challenges for new development. Some of these issues reflect the physical or policy conditions that will impact the form of new development, while other issues are related to capacity, partnerships, and more intangible forces that will influence development. The Secondary Municipal Plan responds to how these key issues and opportunities can be addressed within its three adaptive development scenarios (Section 4.0).

### 2.1.4 Partnership: Moving Forward Together

The land arrangement for the Exhibition Grounds is unique in that the City owns the lands, but Fredericton Exhibition Limited retains rights to its use through the established long-term lease agreement. In the past, this has limited development

on the site, where Fredericton Exhibition Limited could not intensify or modify its uses, and the City was not receiving any tax revenue from the lands (Figure 2).

**FIGURE 2 | MOVING FORWARD TOGETHER**



There currently is a significant opportunity to move out of this holding pattern through a strategically planned development effort that benefits both Fredericton Exhibition Limited and the City.

Through this partnership, Fredericton Exhibition Limited will be able to earn revenue from the sale of a portion of the lands it currently holds indefinite control over, which can be used towards the organization and its facilities' long-term sustainability. In turn, the City will benefit from the development of the surplus lands through the additional amenities and tax revenue it will receive and the ability to achieve the goals of Imagine Fredericton.

There is a significant opportunity for further partnership in the development of shared facilities within Fredericton Exhibition Limited's portion of the site. Building upon the infusion of capital created from the sale of surplus lands for development, the City, and/or other partners, can collaborate with Fredericton Exhibition Limited to open possibilities for combined community, event, and agriculture facilities that could be used for NBEX functions as well as public and community use. Some of Fredericton Exhibition Limited's facilities are nearing the end of their lifespan, requiring replacement or significant upgrading. Some of the facilities are also inflexible, presenting challenges for their future use and adaptation. Creating new or improved flexible spaces would expand Fredericton Exhibition Limited's capacity to host a wider variety of events, activities, and organizations in the area.

### **2.1.5 Reconciliation: Respecting Wolastoqiyik Traditional Territory**

The Exhibition Grounds are located within Wolastoqiyik traditional territory. Fredericton Exhibition Limited and the City will need to foster an ongoing relationship with First Nations throughout the life of this plan to ensure land rights are respected and honoured.

Protocols must be established and followed to ensure that any cultural or archaeological resources found in the course of development are protected. There is also a significant opportunity to collaborate with First Nations on projects as part of development that will contribute towards relationship building and reconciliation.

### 2.1.6 Sustainable Growth: Adding Density to the South Core

As established by Imagine Fredericton and Fredericton's Growth Strategy, the Exhibition Grounds has significant growth potential as part of the South Core. The site can accommodate much-needed housing in the Urban Core, as well as new amenities and services for the growing population of downtown residents. The site can also add density to the South Core, redirecting development pressure from sensitive heritage areas within the Town Plat. Currently, the market climate is supportive of growth in the area.

Providing additional density on the site will also advance both Fredericton Exhibition Limited and City goals by increasing the value of surplus land and increasing the amount of tax revenue the site can generate. If the current housing market and general economic growth trends continue, the site's development could take place relatively quickly. If economic growth slows, this strategic site and others in the South Core could take longer to redevelop.

### 2.1.7 Affordable Housing: Fostering Innovation and Inclusivity

The most resounding theme heard throughout both phases of public and stakeholder engagement was that Fredericton is in critical need of affordable housing. Contributing to this overall need are increased rental demand, rising rental costs, and relatively stagnant funding supports/rent supplements for affordable housing. In 2019, the apartment vacancy rate was 1.4%, far below the Canadian average.

The Secondary Municipal Plan was also directed to contribute towards the financial sustainability of Fredericton Exhibition Limited. This requires the sale of lands at market value to fund improvements to the site. It is not possible to maintain the financial sustainability of Fredericton Exhibition Limited and subsidize affordable housing through discounting land. The City and Fredericton Exhibition Limited will need to be strategic to find other ways of creating value and incentives to provide affordable

housing on the site and ensure that it becomes an inclusive community.

Recently, the Federal Government has introduced significant incentives and financing for purpose-built rental projects and affordable housing through the Canada Mortgage and Housing Corporation (CMHC). In New Brunswick, the provincial government is responsible for delivering affordable housing. In partnership with federal and provincial governments, the Exhibition Grounds, therefore, presents a significant opportunity to leverage partnerships with private and non-profit housing partners in addition to the CMHC and provincial funding to create affordable housing solutions.

The City should work with the Province, the CMHC, and affordable housing providers to develop creative partnerships to deliver affordable housing within the NBEX Grounds development.

### **2.1.8 Open Space Connections: Stitching Together the Green Network**

The Exhibition Grounds are situated in an exceptional location relative to city parks and trails. It is near O'Dell Park and Wilmot Park and is connected to the South Riverfront Trail network, which, together with the connected Valley and Crosstown trails, connects most of the city's major destinations and central neighbourhoods.

As such, there is the opportunity for new open spaces within the Exhibition Grounds to create further connections to adjacent open spaces and trails. There is also the opportunity for NBEX to extend parts of events into municipal open spaces to invite more community participation and, in turn, activate these spaces.

### **2.1.9 Joint-Use Facility: Expanding Indoor Recreation Opportunities**

Through public and stakeholder engagement, as well as discussions with the City and Fredericton Exhibition Limited, a deficiency in the amount of publicly accessible inner-city large-to-medium interior open space for community gatherings and sport/recreation activities was identified. Events such as organized community sports like indoor soccer, basketball, and volleyball, as well as smaller events like dance and gymnastic courses, require space so they can be offered within the central area of the city. Such facilities exist within the city, such as the Nashwaaksis Fieldhouse, but are generally located in peripheral locations that do not meet the current or future anticipated needs of the City Centre and South Core neighbourhoods.

There is an opportunity to create a joint-use fieldhouse through a partnership between Fredericton Exhibition Limited and the City or another partner. The fieldhouse would need to be designed to accommodate the use requirements of an agricultural complex in addition to the publicly accessible recreation amenities as noted above. The partnership between Fredericton Exhibition Limited and another entity would assist in funding and programming the facility. An agreement could be reached whereby Fredericton Exhibition Limited would be able to use the facility for its larger events, during its busiest season, while the partner would be able to program the facility during the rest of the year, providing public access alongside sport or recreation opportunities on site. Similar to the

Nashwaaksis Fieldhouse, the facility could also create a partnership with a school to allow a certain portion to be used as the school's core gymnasium during the school year and then open to the community and Fredericton Exhibition Limited use during the summer months. This could also benefit the school by offering additional adjacent gymnasium space beyond its core requirement, for times when extra space is desired or required.

Overall a joint-use facility on the site has the potential to greatly benefit Fredericton Exhibition Limited and any/all other potential partners and could become the primary means of creating more flexible interior space for all types of activities.

### **2.1.10 Roadway Connections: Building a Fine-Grained Road Network**

Access to the areas west of Fredericton Exhibition Limited's current facilities is very limited. Only Saunders Street fronts this area along the northern edge. Public and/or private accesses through the east portion of the site that aligns with Aberdeen and/or Argyle Street, will be important in improving connections to Smythe Street alongside associated reconfigurations of the layout of Exhibition Grounds. This could be a way of establishing greater connectivity throughout the entire site.

### **2.1.11 School Site: Synergies for a More Complete Community**

There is provincial interest in relocating the George Street Middle School in downtown Fredericton. The Exhibition Grounds has been identified as a potential opportunity, given its location in the growing South Core and its unmatched access to large park spaces. A school on the site would need to be developed in a way that does not conflict with Fredericton Exhibition Limited operations. To minimize the opportunity cost of these prime development lands, the school would also need to be developed in an urban format, which entails having a much smaller site and physical footprint than a typical new school.

Urban format schools are typically multi-storey street-oriented buildings that share adjacent public open spaces and recreation facilities for their playing fields and gymnasiums. Lands for an urban format

school would be acquired through an agreement with the Province, based on an assessment at fair market value, or through a potential land swap for the lands of the existing school facility on George Street. If a land swap were to occur, the acquired lands would become subject to the same sale revenue agreement between Fredericton Exhibition Limited and the City.

A school on the site would help to create a complete and walkable community, ensure daily activation of the site, and allow for synergies with surrounding open spaces, potential recreation facilities, and Fredericton Exhibition Limited's unique agricultural, recreational and community programming. Although it is not crucial to the success of the development, it would fulfill a significant need for a school within the Urban Core and allow the area to attract more families with children.

### **2.1.12 The Heart of Local: An Expanding Community Role for the Exhibition Grounds**

When asked what words they would use to describe the future of the Exhibition Grounds, the most commonly cited word was 'community', highlighting the desire for the site to become more integrated into the daily lives of residents, visitors, and the surrounding neighbourhoods. Between Fredericton Exhibition Limited's ongoing agricultural identity and significant multi-purpose facilities, Fredericton Exhibition Limited organization has a unique opportunity to step into a new role as a key community facilitator by bringing people together.

There are several existing community, service, and recreational organizations near the Exhibition Grounds, including its direct neighbours: the Stepping Stone Senior Centre, the Capital Winter Club, and the Cultural Centre. This adjacency presents an opportunity for Fredericton Exhibition Limited to establish partnerships that will strengthen the site's integration in the daily lives of Frederictonians.

There is an opportunity to expand the Fredericton Exhibition Limited's current role and embrace urban agriculture alongside education through partnerships. Establishing synergies with other agricultural and community-based organizations

in the area could be an effective way to activate the site on non-event days. The development of new facilities or the renovation of existing facilities could better incorporate elements, which might include event, gathering, or market spaces and community kitchens that could be rented out to other local organizations for revenue generation and community building. In this way, Fredericton Exhibition Limited could overcome the existing perception of 'inactivity' on non-event days. The activation of exterior spaces by adding event and sports capacity to the parking area would also help with the perception of inactivity.

### 2.1.13 Wellfield Protection Areas: Adapting to Constraint

The Wellfield Protection Zones, as defined by the *Wellfield Protected Area Designation Order - Clean Water Act*, present the most significant constraints on the property. Zone A, which covers the entire northwest portion of the site, severely restricts uses to residential and open spaces. While relaxations for additional uses are technically possible, they are rare and should not be counted on in a long-term development plan. Thus, the Plan will need to ensure that only residential and open spaces are planned for the area.

However, if there is a shift in the perceived ability to apply relaxations to the provincial regulations in the future, light intensity urban agriculture elements, including interim uses like small community gardens, small plot commercial agriculture, or research agriculture, should be strongly encouraged throughout the site. This should only be considered

when proposals can be proven not to add undue risk to the quality of groundwater below the site. Proving this will likely require unique drainage separation methods and supporting studies from relevant experts that describe the efficacy and risks of proposed measures. Attention should be paid to potential future changes in the interpretation of the relevant language in the *Wellfield Protected Area Designation Order - Clean Water Act* when urban agriculture activities are planned.

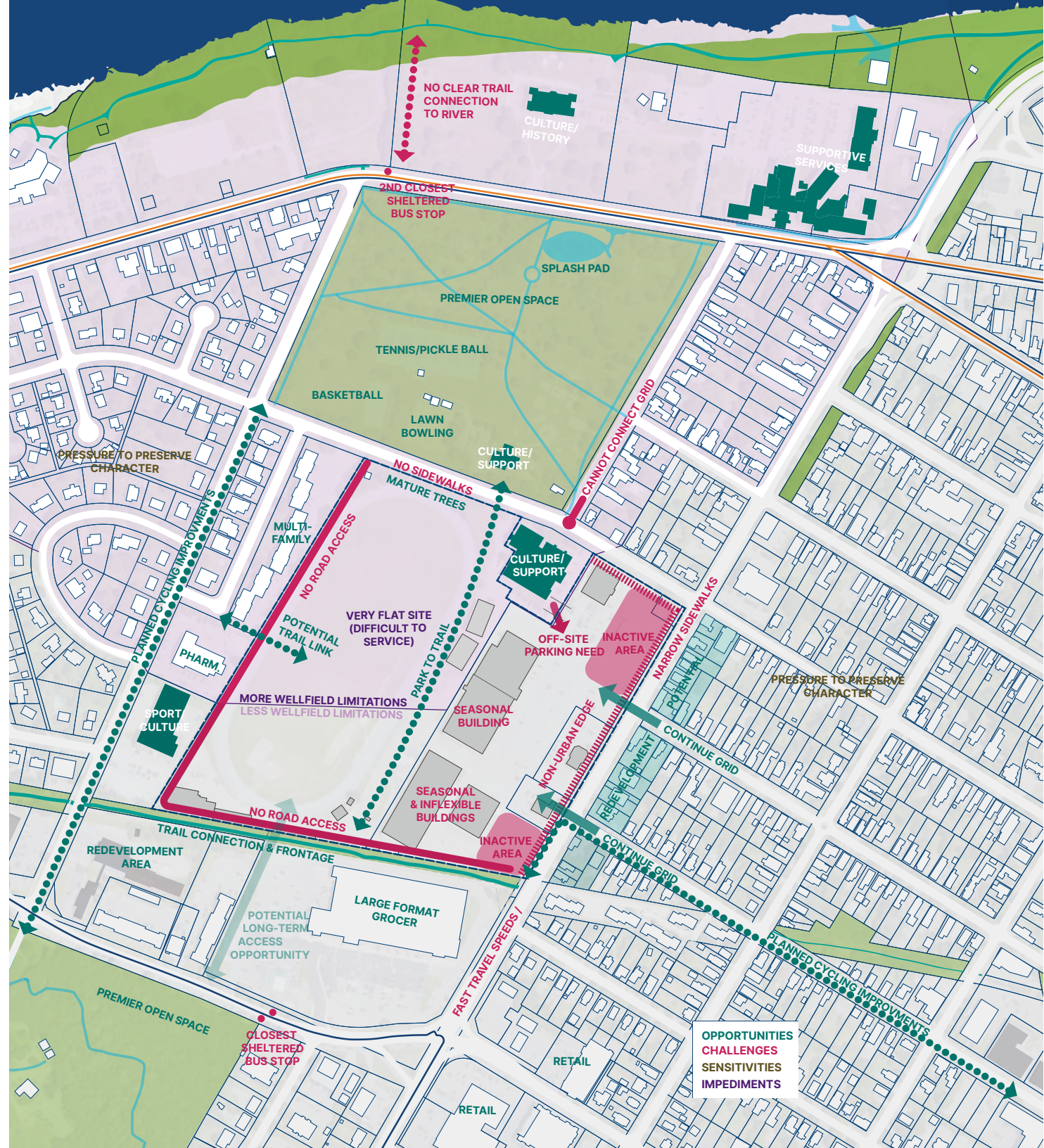
Exemption status was granted on April 14, 2021, for development within the Plan Area to specifically allow for servicing and access, via public roads and utilities, to the proposed uses permitted in Zone A. All future development in the Plan Area must adhere to the conditions described within the exemption.

### **2.1.14 Transit: Creating a More Direct Link**

There is currently no direct transit service to the Exhibition Grounds. New development on the site, and surrounding community facilities (Wilmot Park, the Stepping Stone Senior’s Centre, and Cultural Centre), would benefit from a more direct transit connection, once there is adequate demand for it.

Given the dramatic increase in planned development density on the site, the City should reconfigure its current transit routing and provide high-frequency transit service to the site to support development and access in general to the South Core. This new transit service will also assist Fredericton Exhibition Limited in becoming an attractive venue for a wider diversity of community scaled programming.

**FIGURE 3 |  
KEY ISSUES  
(OPPORTUNITIES/  
CHALLENGES) MAP**



**OPPORTUNITIES**  
**CHALLENGES**  
**SENSITIVITIES**  
**IMPEDIMENTS**

## 3.0 Vision

The vision is the overall aspiration for the development of the NBEX site. It describes what the current Exhibition Grounds will look and feel like in the future, once the development is complete.

This vision was distilled from the combined desires of Fredericton Exhibition Limited, the City, project stakeholders, and the public. It is informed by five overall principles, which are woven throughout the Plan and were integrated into all decision making on the project. Together, the vision and principles form the basis of three adaptive scenarios for development presented in Section 4.

The development will embed the NBEX site within the daily lives of Frederictonians, enable growth in the South Core, and create new amenities for surrounding neighbourhoods and the city while embracing all the historic uses in this area. The site will be activated through new connections, public spaces, and enhanced facilities that will support the everyday use of the site while still supporting a diverse range of events.

The Exhibition Grounds will provide sustainable growth and attract more people to Fredericton's Urban Core. By employing the highest standards of design, the development will be safe, inclusive, and universally accessible.

## 3.1 PRINCIPLES

The principles of the Secondary Municipal Plan were distilled from the project objectives, and the feedback garnered from public and stakeholder engagement. The principles guided all decision-making and will guide all future development in the plan area. The Plan's principles are:

**Partnership:** Fredericton Exhibition Limited and the City of Fredericton will work in collaboration with First Nations and other partners to implement the vision for the site.

**Elevation:** The Plan will elevate the Fredericton Exhibition Limited's role in Fredericton, contributing to its overall sustainability and integration within the community while retaining its agricultural roots.

**Community Building:** The Plan will bring together stakeholders and organizations beyond Fredericton Exhibition Limited and the City of Fredericton to find synergies in use that serve surrounding neighbourhoods and the greater Fredericton community.

**Sustainability:** The Plan will contribute towards economic, cultural, social, and environmental sustainability in Fredericton.

**Engagement and Inclusivity:** The Plan will solicit and consider diverse perspectives and promote design principles that foster inclusivity in the implementation of the vision for the site, recognizing that these perspectives and approaches will enrich the final outcomes in the development of the area.

## 3.2 KEY COMPONENTS OF DEVELOPMENT

There are nine key components that make up the development scenarios. Together, these components serve to achieve the vision of bringing Frederictonians together through a sense of community, with amenities and development that will activate the area and provide connections to the rest of the city. The Key Components are the building blocks for the three adaptive scenarios discussion in Section 4.



### 3.2.1 Fredericton Exhibition Limited

As part of the vision, all scenarios include Fredericton Exhibition Limited facilities and functions remaining on site. The scenarios vary in which buildings are retained and improved and which are replaced entirely. Changes to Fredericton Exhibition Limited buildings will help to provide greater use for a wider variety of events and more all-season use of event facilities.



### 3.2.2 Joint-Use Facility

Two of the three scenarios in Section 4 envision new flexible interior spaces that would be provided through partnerships with Fredericton Exhibition Limited. The intent is that the spaces would be used by Fredericton Exhibition Limited for events and be available as a field house for other programming or community activities during non-event times. Indoor shared spaces would benefit both Fredericton Exhibition Limited and its partners, contributing to the desired multi-functionality of the site.



### 3.2.3 Outdoor Flex Spaces

All the proposed scenarios envision multi-functional outdoor flex spaces. These flex spaces are intended to be used for event parking, staging, or hosting when needed by Fredericton Exhibition Limited or other site users. When not in use for these purposes, they would be converted into various temporary active outdoor spaces such as sports courts, outdoor markets, community performance spaces, or gathering spaces.



### 3.2.4 Residential

Housing on the site will bring new residents and add vibrancy to the area. This also aligns with the Imagine Fredericton and the Growth Strategy, which both call for higher density residential in the South Core. Residential uses will also help to make the most of the constrained north end of the site where development is limited due to Wellhead Protection regulations. All three scenarios in Section 4 anticipate a minimum of 20% of residential units to be affordable housing.



### 3.2.5 Mixed-Use

Mixed-use areas involve commercial uses located on the ground floor of a building, with residences above. This form of development helps to activate the street and helps to create walkable neighbourhoods, as residents have easy access to commercial goods and services. Mixed-use development can also contribute to the provision of affordable housing units.



### 3.2.5 Commercial

Commercial uses on the site will complement Fredericton Exhibition Limited and its events and will aim to support agricultural stewardship and local production through businesses like local food markets, breweries, or restaurants. Commercial uses will help to keep the site active on a day-to-day basis and benefit new residents and surrounding neighbourhoods by providing walkable amenities and services.



### 3.2.7 School

With a secured partnership with the Province, there is an opportunity to provide an urban format middle school on the site. The school would benefit from the location next to major open spaces and flexible facilities, which would be used instead of dedicated school grounds. As the provision of a school here is dependent on many additional partnership factors, the site can also be developed as additional residential space. Although the school is not the most critical ingredient for the overall success of the development, it would fill the need for a school within the Urban Core, allowing the area to attract more families with children.



### 3.2.8 New Open Space

Open space is a key ingredient in all three concepts, which threads the rest of the components together. Open space will create a connection through the centre of the site, helping to connect Odell Park to Wilmot Park, and serve as amenity space for new residents, surrounding communities, and all those visiting Fredericton Exhibition Limited and the Cultural Centre.



### 3.2.9 Mobility Network

Streets are a critical component of the public realm of all three scenarios. Streets will be safe and pleasant for all users and all modes of transportation through the provision of wide sidewalks, street trees, and traffic-calmed roadways. The buildings and streetscapes will be designed to be pedestrian-friendly, universally accessible, and used in all seasons. Access routes for larger vehicles, such as livestock trucks and school buses, will be strategically located to minimize conflicts with other uses on the site.

The following Sections 4.0 and 5.0 provide the Adaptive Development Scenarios and Policies that will be used to achieve Plan implementation.

The NBEX Secondary Municipal Plan is unique in that it does not contain a future land use map. Unlike most secondary municipal plans, the Plan presents three alternative development scenarios. While all three scenarios have common early phases of development, the major investment decisions (joint-use facility, fieldhouse, school, outdoor flex space etc.), will drive the development toward one or a combination of the scenarios. This Plan should therefore be read with this in mind.

To implement this Plan, the City and Fredericton Exhibition Limited will work collaboratively to identify appropriate development opportunities. The policies contained in the Plan will be the foundation of all decision-making. Each phase of the proposed development must therefore be consistent with Plan policy while progressing toward implementation of the development scenarios. As re-development takes place, it will be necessary to increasingly focus on the implementation of one or some combination of scenarios.

## 4.0 Adaptive Development Scenarios

The Secondary Municipal Plan provides three flexible development scenarios to allow for a range of possible futures for the site. These three scenarios reflect varying levels of partnership and external funding requirements. In this way, the Plan enables development to occur in a manner that is consistent with the intent and vision, and is also responsive to changing conditions, partnerships, and funding opportunities. As the project moves forward, actual development outcomes will likely not occur exactly as defined in the development scenarios presented.

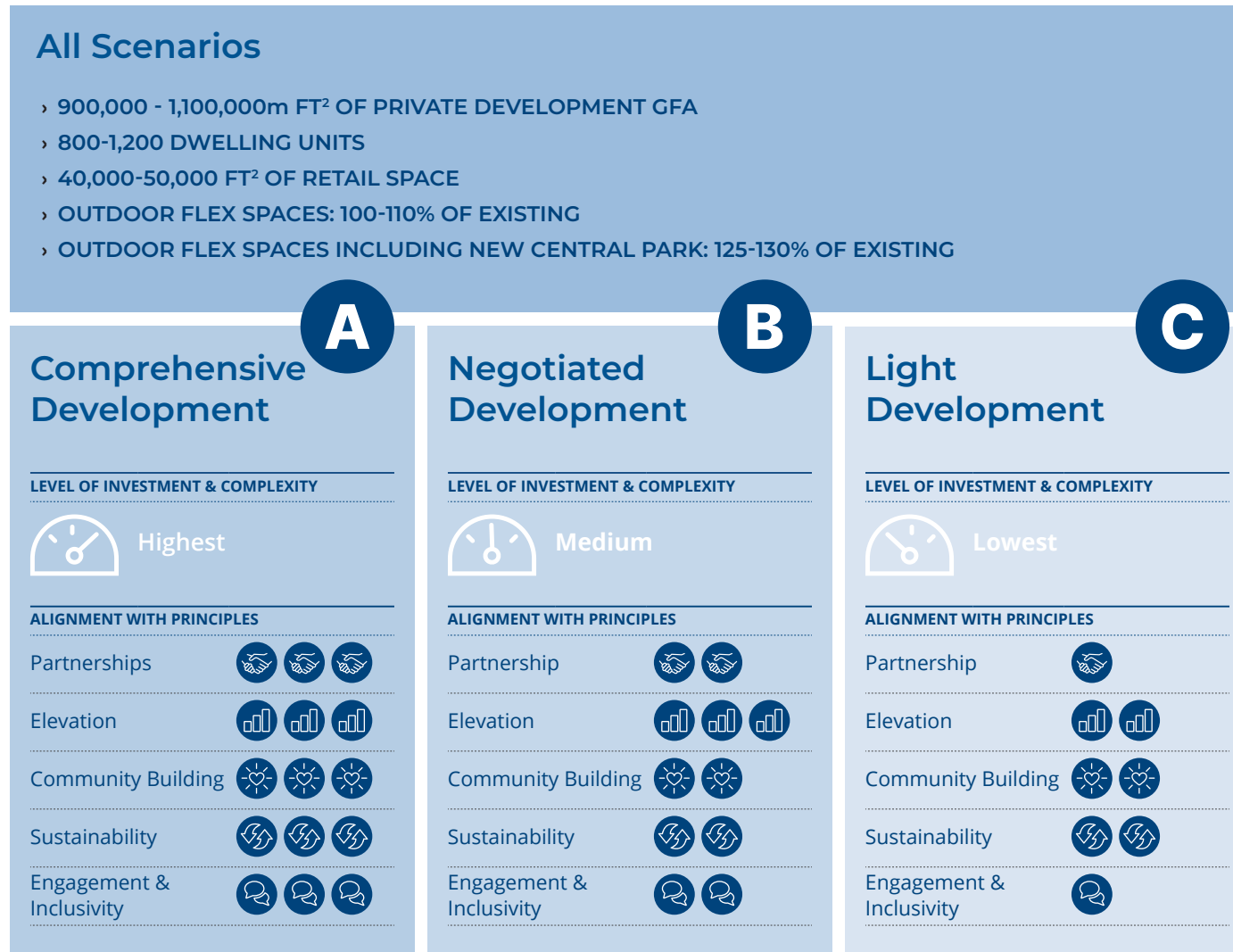
## 4.1 SCENARIOS OVERVIEW

The Secondary Municipal Plan has been structured to be able to respond to new partnerships, challenges, funding, and opportunities as they arise. Though market forecasts have informed the Plan, these conditions are also subject to change throughout the life of the Plan. Flexibility has been built into the Plan by including a spectrum of adaptive development scenarios.

All three scenarios share most of the same key plan components. The critical elements that vary amongst the scenarios are:

- » The spatial configuration of components on the site;
- » How much land is dedicated to each component;
- » The overall level of external investment required to develop; and,
- » The level of partnerships required to achieve development.

**FIGURE 4 | THREE ADAPTIVE DEVELOPMENT SCENARIOS COMPARISON**



The level of partnerships will determine the potential for joint facilities to be included on the site as well as the timing of construction, which will drive the distribution of elements on the site in the early or middle stages of development. The most important large-scale partnerships include potential agreements between the City, Fredericton Exhibition Limited, the Province, and third parties, including non-profit groups. This could unlock the potential for an urban format school (funded by the province), and/or a jointly run combined fieldhouse/agri-complex facility, all of which could share some spatial requirements.

Other potential partnerships are important and should not be overlooked. Large funding partnerships pertaining to the provision of new and improved exhibition spaces from the Provincial and/or Federal Government should be sought. Partnerships should also be sought with non-profit organizations, the Province, and the Canada Mortgage and Housing Corporation for the financing and provision of affordable housing within the development. Smaller-scale funding partnerships between Fredericton Exhibition Limited and the many local social, recreational, educational and/or cultural entities that might operate on the site should be sought. This would best ensure that the development of new or improved facilities can serve site visitors as the Plan indicates.

## 4.2 SCENARIO A: COMPREHENSIVE REDEVELOPMENT

### 4.2.1 Level of External Partnership

Scenario A imagines what development could look like if there is a significant upfront external partnership and investment from the City and other partners, in addition to Fredericton Exhibition Limited's own reinvestment.

### 4.2.2 Description

#### Fredericton Exhibition Limited and Joint-Use Facilities

Early external investments enable this scenario to reflect the most dramatic change in terms of the site's overall configuration. The scenario assumes the development of completely new Fredericton Exhibition Limited and joint-use facilities, which enables Fredericton Exhibition Limited to re-establish its presence on the site without being limited to the current location and configuration of its buildings.



In the Plan, Fredericton Exhibition Limited facilities are located along the southern edge of the site to avoid the most restricted Wellfield Protection Zone A. The proposed joint-use spaces, including a combo field house/agricultural complex, serve as flexible indoor event spaces for Fredericton

Exhibition Limited and ensure public access and enjoyment throughout the year. These new facilities are supported by significant outdoor flex spaces designed to accommodate parking, event staging/hosting, and informal programming. Overall, Fredericton Exhibition Limited gains the most flexible exhibition space, both indoor and outdoor, of all three scenarios.

### **Mixed-Use**

With Fredericton Exhibition Limited anchoring the south of the site, complementary mixed-use commercial is proposed along Smythe Street and an internal, retail fronted, festival street. The festival street could be closed to vehicles for events, creating a pedestrian-focused experience that draws Fredericton Exhibition Limited activities northward. Similar to the festival street, new open spaces running north-south are integrated with the new facilities and serve as the front lawn of

the event centres. The north-south open spaces will connect Fredericton Exhibition Limited to the surrounding new development.

### **Urban Format School**

This scenario also responds to an early commitment to provide an urban format school on the site. The school benefits from placement along Smythe Street near Fredericton Exhibition Limited, the joint-use facilities, and adjacent public parks, reducing the need for dedicated school grounds, separate from standalone recreation and sports facilities. If constructed, the urban format school fills an important need for a school within the South Core and will attract more families to live here.

### **Residential**

This scenario responds to the restricted Wellfield Protection Zone A by locating residential and open space in the northwest corner of the plan area.

New street connections will provide access to both Saunders and Smythe Streets, extending the Town Plat block pattern into the site.

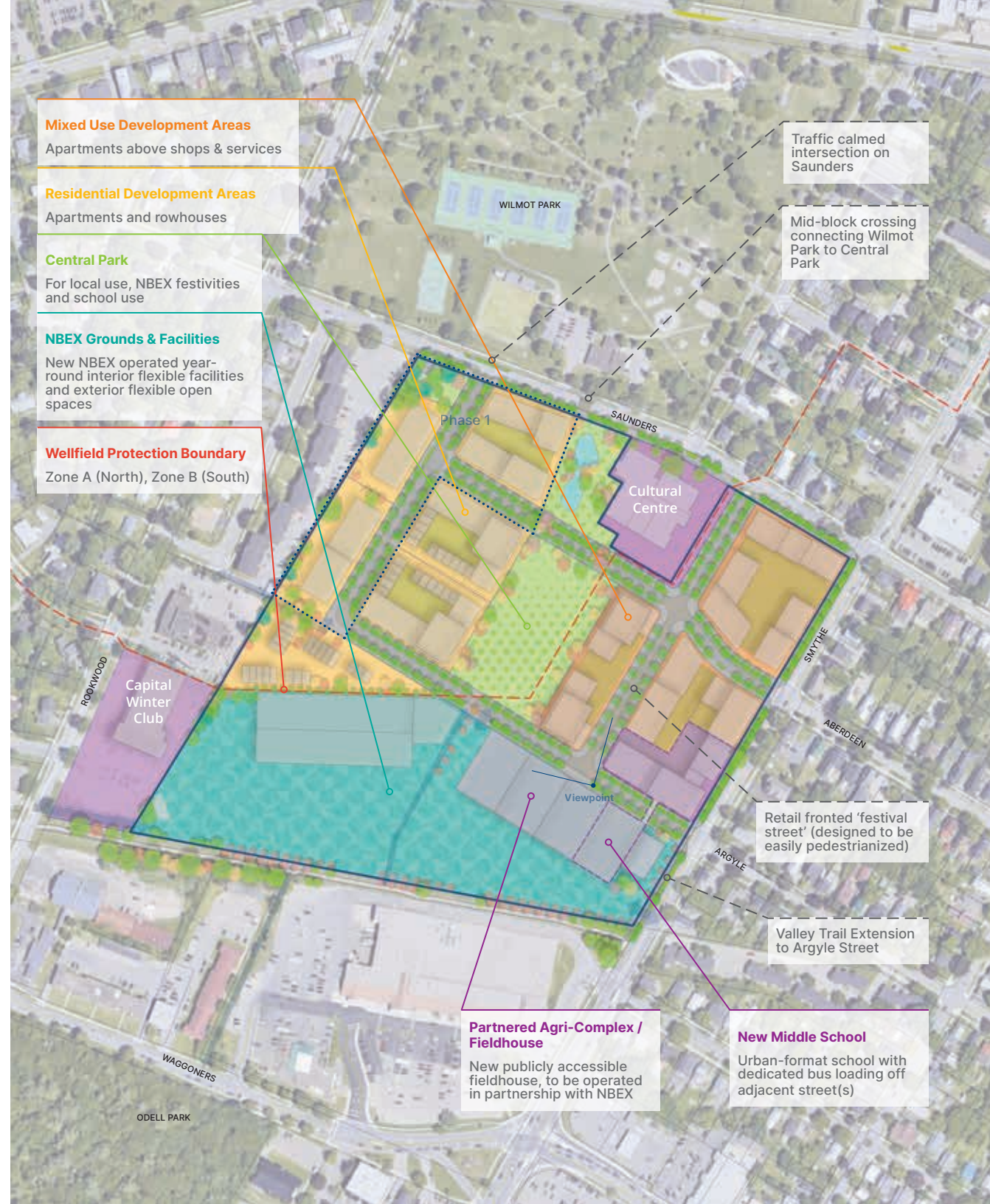
### **Open Space**

New open spaces provide amenities for residents, allowing for gathering and celebration that compliments Fredericton Exhibition Limited, and connecting the site to Odell and Wilmot Parks to the south and north, respectively. Scenario A increases the opportunity for programmatic and spatial synergies between the Capital Winter Club and Fredericton Exhibition Limited. This is primarily achieved by positioning the central park to become the connective tissue between Fredericton Exhibition Limited and the Stepping Stone Senior Centre and the Cultural Centre, resulting in a community that has a dynamic and connective open space at its heart.

### **4.2.3 Opportunities and Constraints**

Scenario A provides the most opportunity for significant, planned transformation by allowing uses to be fully repositioned on the site in a manner that is most conducive to development and sustained Fredericton Exhibition Limited operations. However, the scenario's reliance on external partnerships also makes it the most complex, challenging and externally focused, making it more difficult to implement. Key partnership agreements would need to be established early on to enable the investments needed for the scenario's success.

**FIGURE 5 | SCENARIO A:  
COMPREHENSIVE DEVELOPMENT**



**Mixed Use Development Areas**  
Apartments above shops & services

**Residential Development Areas**  
Apartments and rowhouses

**Central Park**  
For local use, NBEX festivities and school use

**NBEX Grounds & Facilities**  
New NBEX operated year-round interior flexible facilities and exterior flexible open spaces

**Wellfield Protection Boundary**  
Zone A (North), Zone B (South)

Traffic calmed intersection on Saunders

Mid-block crossing connecting Wilmot Park to Central Park

Phase 1

SAUNDERS

Cultural Centre

ROCKWOOD

Capital Winter Club

ABERDEEN

Retail fronted 'festival street' (designed to be easily pedestrianized)

Viewpoint

ARGYLE

Valley Trail Extension to Argyle Street

**Partnered Agri-Complex / Fieldhouse**

New publicly accessible fieldhouse, to be operated in partnership with NBEX

**New Middle School**

Urban-format school with dedicated bus loading off adjacent street(s)

WAGGONERS

ODELL PARK

- Residential
- Mixed Use
- Commercial
- NBEX & Partners
- Open Spaces
- Stormwater Retention
- Exterior Flex Space



## 4.3 SCENARIO B: NEGOTIATED DEVELOPMENT

### 4.3.1 Level of External Partnership

Scenario B imagines development with some partnered investments towards the beginning or middle phases of the Plan.

### 4.3.2 Description

#### Fredericton Exhibition Limited and Joint-Use Facilities

In this scenario, Fredericton Exhibition Limited retains its position on the east edge of the site by significantly improving both the Coliseum and the Capital Exhibit Centre buildings. Substantial renovations to those buildings would create 4,600 square metres (50,000 square feet) of year-round interior event space.

Eventually, through partnerships, the existing barns are replaced by a shared agri-complex/field house which, as in Scenario A, would enable a further 5,500 square metres (60,000 square feet) of flexible



all-season indoor events space and greater public use during non-event times. Hard surface outdoor flex spaces would eventually expand around the south of this new facility, looping to connect to new central open spaces on the west side of Fredericton Exhibition Limited.

### **Urban Format School**

The southwest corner could be reserved for a potential school or redeveloped as residential to complete the western edge. Access to the school would likely be located just north of the Valley Trail, at the south end of the Capital Winter Club's parcel. This location allows the decision on the school to be made at a later stage in the development, without impacting the overall position of other site components; however, the school would be less optimally located than if it were on Smythe Street, as in Scenario A.

### **Mixed-Use**

Mixed-use is proposed in the northeast corner of the site, adjacent to the Cultural Centre. This would provide a significant anchor at Smythe and Saunders Streets, providing walkable services and amenities to new and existing residents. To provide access to the new residential neighbourhoods, a formalized street extension of Aberdeen is proposed, in order to create a connection to the Town Plat. Finally, the scenario sees the eventual development of commercial spaces along Smythe Street to create a more active interface and a sense of enclosure for Fredericton Exhibition Limited and its flexible outdoor event spaces.

## Residential

As in Scenario A, residential development and open space would be primarily located in the northwest corner of the site and extend further south along the western edge of the plan area.

## Open Space

Scenario B also creates unique new relationships between Fredericton Exhibition Limited's flex spaces, configured to allow outdoor sports and recreation uses, and a new central park system that connects all uses to Wilmot Park and the Valley Trail. This results in a central connective space that would help build a sense of community between the Stepping Stone Senior Centre, the Cultural Centre, the potential school, and Fredericton Exhibition Limited, in addition to providing an interface with new residential areas.

## 4.3.3 Opportunities and Constraints

Through the retention and renovation of Fredericton Exhibition Limited's most adaptable buildings, Scenario B requires fewer external partnerships and funding agreements. However, a significant partnership will still be required for the delivery of the joint-use fieldhouse/agri-complex. While the scenario does not create as dramatic a change in form to Scenario A, it still provides significant new activity on the site through a mixed-use node and a shared recreation/agricultural facility.

**FIGURE 6 |  
SCENARIO B:  
NEGOTIATED  
DEVELOPMENT**



- Residential
- Mixed Use
- Commercial
- NBEX & Partners
- Open Spaces
- Stormwater Retention
- Exterior Flex Space



## 4.4 SCENARIO C: LIGHT DEVELOPMENT

### 4.4.1 Level of External Partnership

Scenario C envisions development occurring without external partnerships and investment. In this scenario, Fredericton Exhibition Limited relies solely on its own investment and proceeds from surplus land sales to upgrade its facilities.

### 4.4.2 Description

#### Fredericton Exhibition Limited and Joint-Use Facilities

Similar to Scenario B, Scenario C focuses on Fredericton Exhibition Limited retaining its existing position along the east edge of the site. In this case, all the facilities are retained and upgraded, including the barns, to make them more suitable for all-season events. Renovation of the Capital Event Centre and Coliseum would result in 4,600 square metres (50,000 square feet) of year-round



flexible event space, while strategic renovations to the cattle and horse barns would prolong their life and moderately enhance their ability to host non-agricultural buildings.

## **Commercial**

Commercial pad leases would be on the east edge of the site and could be redeveloped by Fredericton Exhibition Limited at a later stage to provide additional retail frontage to activate both Smythe Street and Fredericton Exhibition Limited's own flexible outdoor event spaces.

## **Residential**

Development focuses on the west side, with open space demarcating the transition between Fredericton Exhibition Limited and new residential neighbourhoods. Access to the residential neighbourhoods would be focused on the north edge of the site, with access agreements in place to allow for additional through-access to the Aberdeen intersection at Smythe Street when Fredericton Exhibition Limited is not hosting events.

## **Urban Format School**

As in Scenario B, a space in the southwest corner could be reserved for a school site or developed as residential uses with access located just north of the Valley Trail, at the south end of the Capital Winter Club's parcel. This would be decided mid-term in the life of the development.

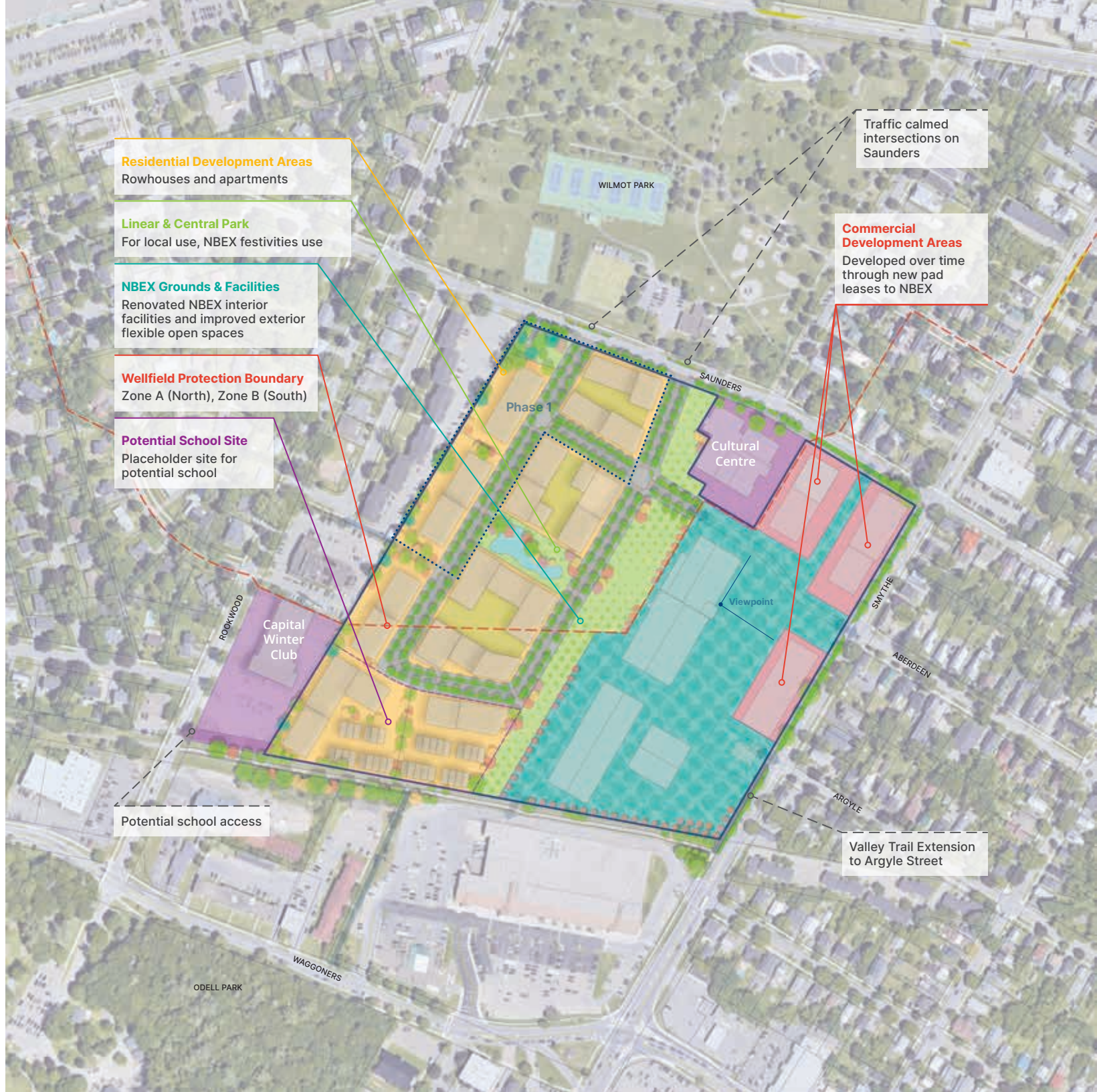
## Open Space

Scenario C creates new opportunities for celebratory and local open spaces between Fredericton Exhibition Limited's facilities and flex spaces and the new residential areas. By positioning these new open spaces as the mediating use, they will also play a connectivity role, connecting all uses to Wilmot Park and the Valley Trail. This results in a central connective space that would help build a sense of community between the Stepping Stone Senior Centre, the Cultural Centre, the potential school, and Fredericton Exhibition Limited, in addition to providing an interface with new residential components.

## 4.4.3 Opportunities and Constraints

Scenario C requires no major external partnerships or funding agreements. Because of this, there are no joint-use facilities, and there is not enough capital from land sale proceeds to construct new large event facilities. This makes it the easiest scenario to implement. The scenario would provide some additional activity on the site but would not benefit from some of the larger transformations and new spaces proposed in Scenarios A and B, which could be made possible through external partnerships and investment.

**FIGURE 7 |  
SCENARIO C: LIGHT  
DEVELOPMENT**



- Residential
- Mixed Use
- Commerical
- NBEX & Partners
- Open Spaces
- Stormwater Retention
- Exterior Flex Space



## 4.5 DECISION-MAKING CHECKPOINTS

The scenarios describe a range of possible futures for the Exhibition Grounds. At this stage, commitment to one of the scenarios is not necessary. City Council, the Fredericton Exhibition Limited Board of Directors, and the joint decision-making authority should explore the potential of partnerships and external investments before committing to a desired trajectory of development on the site. The degree of partnerships desired and achieved will ultimately determine which scenario will unfold.

Additionally, the flexibility in the multi-scenario approach will allow partnerships to emerge as the project develops. New partnerships will not significantly interrupt the development processes of the site but might shift which scenario is preferred for future development decisions.

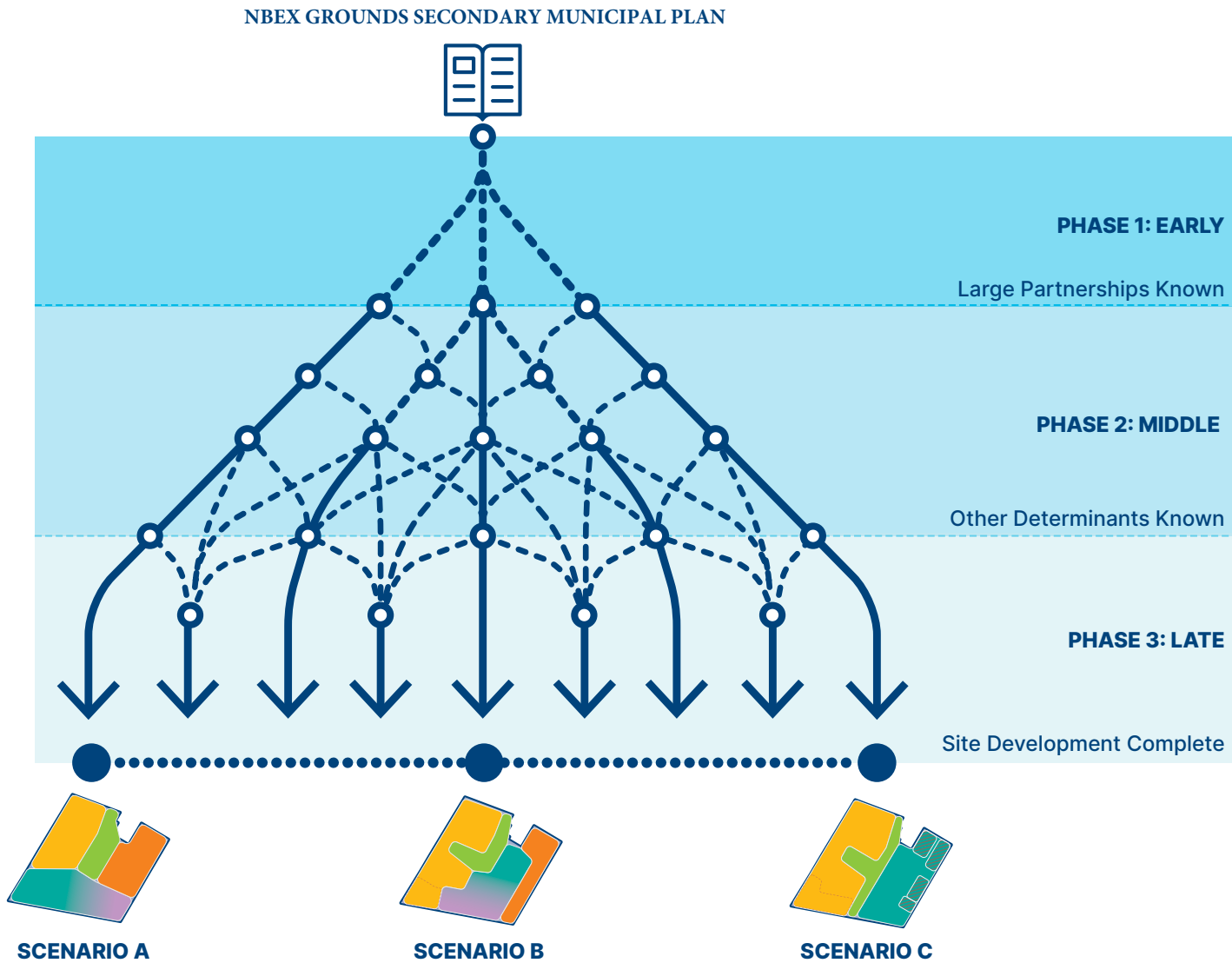
All three scenarios configure residential similarly in the northwest corner of the site. Land sales and development can be initiated here before large partnerships and a preferred scenario trajectory have been determined. This will take short timeline pressure off the need to secure partnerships and allow all parties enough time to build trust and relationships to ensure the project's success.

Concurrent to land sales, Fredericton Exhibition Limited and the City, as well as other potential partners, would work towards joint agreements for funding the new facilities. This decision checkpoint and the level of investment committed at that time will enable Fredericton Exhibition Limited to determine if it is feasible to construct entirely new facilities, as in Scenario A, some new joint facilities, more similar to B, or solely improvements to existing facilities as in C.

Depending on when and how much investment is committed, the decision can be made as to whether Fredericton Exhibition Limited will move towards the southern edge of the site or stay in its current position to the east. This will greatly influence the configuration of the remainder of the site and how development will proceed there.

In parallel, the level of commitment to a school on the site and the location of Fredericton Exhibition Limited will either enable its construction promptly along Smythe Street or the designation of an otherwise residential parcel on the west edge of the site to be developed at a later stage. It is anticipated at this time that the residential parcels and accompanying open space within the site would begin development, with the final decision being whether development along Smythe Street will continue as pad leases tied to Fredericton Exhibition Limited or as sold and redeveloped land for new mixed-use development.

**FIGURE 8 | DECISION-MAKING TREE DIAGRAM**





## 5.0 Policies

The following policies apply to all scenarios. The policies address overall land use, built form, circulation, the public realm, and servicing.

They guide how the key components of each scenario should be built and how they will be stitched together, ensuring overall continuity and quality of development throughout the life of the Plan.

## 5.1 LAND USE AND BUILT FORM

The land use and built form policies affect how each of the key components of the scenarios is developed, from building height and density to the interface between private and public spaces.

### 5.1.1 General

The general land use and built form policies apply to all development in the plan area. Specific policies for each of the key components and land uses are provided in sections 5.1.2 to 5.1.6.

### Heritage Resources

- a) Ensure the identification of archaeological or cultural heritage resources on the site prior to and during development.
- b) Work in partnership with First Nations and the Province to preserve any archaeological heritage resources found on the site.
- c) Follow all appropriate predetermined procedures if or when archaeological resources are encountered, including monitoring by assigned members of the Wolastoqey Nation.

## Sustainable Development

- d) Ensure all new development on the site demonstrates a high level of environmental leadership and innovation. Support developers in pursuing net-zero, passive, LEED, and/or other environmental certifications for projects.
- e) Encourage new development to be resource and energy-efficient and to meet or exceed certification standards established by the Canada Green Building Council.
- f) Where feasible, incorporate underground cisterns or Low Impact Development (LID) solutions in the design of building sites as part of stormwater management.
- g) Encourage water re-use systems for buildings and/or landscaping.
- h) Retain existing trees and replace those that must be removed for development, where possible.
- i) Encourage planting of native vegetation species, where possible, to reduce water consumption and contribute to the ecological value of the area.
- j) Encourage the use of high-quality, durable, and sustainable building materials.
- k) Celebrate environmental innovations on the site through educational displays, pilot projects, etc.

## **Interface with Public Space**

- l) Design buildings to provide for passive surveillance of all open spaces and flex spaces, such as through significant first-floor windows/glazing and frequent entrances, and/or ground floor residential units with their principal entrances on the street.
- m) Require buildings on corners to provide entrances on both sides fronting streets or at the corner. These can include secondary entrances or single-unit entrances.
- n) Ensure that all mechanical equipment, including roof mechanical units, are screened or incorporated within the building's design.
- o) Ensure that site design, building scale, and placement consider the prevailing winds, solar penetration, and impact of shadowing on and off the site to prevent the creation of adverse micro-climate effects.
- p) Encourage planting of deciduous trees, wherever possible, to provide shade in the summer and allow sunlight in the winter.
- q) Design private developments, public spaces, and streets to accommodate snow removal and storage.

## **Accessibility**

- r) Ensure new development within the site incorporates universally accessible, age-friendly design and is mindful of the different needs that people with different disabilities (such as mobility, vision loss, hearing loss, and invisible disabilities) have in accessing the built environment.
- s) Encourage the universal design of individual residences and commercial establishments to be accessible to all persons, regardless of ability.

## 5.1.2 Fredericton Exhibition Limited Facilities

Fredericton Exhibition Limited and its functions are the key ingredients in all three scenarios. By supporting Fredericton Exhibition Limited's ability to continue operating sustainably on the site in the South Core, all New Brunswickers can continue to enjoy the Exhibition and many other celebrations for years to come. As described in the vision for development, Fredericton Exhibition Limited will become more integrated within the community with active edges and activities that draw people to the site year-round.

The following direction applies only to Fredericton Exhibition Limited facilities and grounds.

### **General**

- a) Ensure new development supports the continued hosting of the annual New Brunswick Exhibition and associated activities.

### **New/Retrofit Buildings**

- b) Ensure that buildings are multi-functional when updating or creating new facilities.
- c) Consider opportunities for partnership to facilitate more day-to-day activities on the site when designing or updating facilities.

- d) Engage with local community support services, food services, and industries as part of the design of new Fredericton Exhibition Limited facilities to identify and incorporate synergies within facility design that will further embed Fredericton Exhibition Limited into the community.
- e) Ensure a pedestrian supportive entrance is provided, where new or retrofit Fredericton Exhibition Limited buildings front onto a public street. Encourage facades that are designed to be transparent and active, wherever feasible, and concentrate and position internal uses to have outward-facing components adjacent to public streets. Blank façades (longer than 40m) directly adjacent to public streets should be avoided.
- f) Make efforts to maximize the appeal of the building's façade in instances where new or improved Fredericton Exhibition Limited or joint-use facilities are directly adjacent to public open spaces. In circumstances where existing buildings become positioned directly adjacent to public open spaces, façade improvements, such as large high-quality public art murals, should be introduced to help provide a sense of place and develop a positive relationship between the two parcels. Where feasible, universally designed entrances should be added to the building to maximize opportunities for events to occur simultaneously in both spaces.
- g) Explore opportunities for innovative waste-heat exchange/recycling with the Capital Winter Club.

## Flex Spaces

- h) Maintain a minimum gross area of outdoor event/ flex space, including access points and internal circulation routes, for Fredericton Exhibition Limited, equivalent to or greater than the existing 2.5 hectares (6.1 acres) of outdoor space.
- i) Configure a large proportion of Fredericton Exhibition Limited surface parking areas to become multi-functional hard-surfaced flex spaces, enabling them to serve as parking, event hosting/staging spaces, and programmed activity spaces such as sports courts and fields.
- j) Minimize the use of permanent fencing on the perimeter of the NBEX Grounds. Where required, ensure fencing is high quality and helps convey the agricultural nature of the Fredericton Exhibition Limited. Chain link fencing should be avoided at all interfaces with public streets, open spaces and trails.
- k) Use temporary fencing instead of permanent fencing, wherever possible, to demarcate events and parking areas to enable a greater visual and physical connection to the surrounding community.
- l) Use unique landscaping and rows of trees to delineate the edges of the Grounds, wherever feasible. Consider the use of apple or other fruit trees to help communicate the agricultural relevance of the site and to build community through fall harvest programming.

- m) Ensure all flex spaces are well lit with downward directed lighting (to reduce impacts to adjacent neighbourhoods).
- n) Develop a movable/modular kit of programming components that Fredericton Exhibition Limited can quickly deploy and rearrange on the flex spaces. Suggestions for programming components include:
  - i) Seating;
  - ii) Play structures;
  - iii) Sports equipment/nets;
  - iv) Skateboard ramps;
  - v) Warming huts;
  - vi) Outdoor ice rinks; and,
  - vii) Market kiosks, stands and canopies.
- o) Ensure there is adequate infrastructure when designing flex spaces to support:
  - i) Water and electric hookups for food trucks/ market stalls;
  - ii) Sound systems;
  - iii) Event staging;
  - iv) Lighting;
  - v) Screening; and
  - vi) Traffic flow.
- p) Consider designing for winter uses of flex spaces through snow or ice installations, such as seating made of snow, small toboggan slides, etc. Coordinate with snow clearance of parking areas and entrances.

- q) Share parking supply on the NBEX Grounds, with other non-residential site users within the site development area, through agreements between Fredericton Exhibition Limited and relevant parties. Parking supply should be considered holistically throughout the site, allowing for strategic considerations to be taken to avoid unnecessary redundancies in parking supply. Opportunities for shared supply between user groups whose use timeframes generally do not overlap should be highly encouraged.
- r) Design some parking spaces to support electric vehicle charging or, at a minimum, have the infrastructure in place to support electric vehicle charging in the future.
- s) Ensure public access is provided in any development layout where outdoor flex space is situated between new public open space and the Valley Trail via a clearly marked minimum 3-metre-wide pathway. This pathway should align with adjoining pathways and be accessible on all days without major Fredericton Exhibition Limited event-related activity.

### 5.1.3 Joint-Use Facility

The creation of a joint-use facility is dependent on the level of partnerships achieved by Fredericton Exhibition Limited, the City, and potential third-party operators. Such a facility would further elevate Fredericton Exhibition Limited, bringing more year-round community activity to the site and opening many different opportunities for events and recreational activities. If a joint-use facility is established, the following policies apply:

- a) Ensure the facility is fully capable of handling large and small livestock (horse, cow, hog, mutton, poultry, etc.) for storage and display to facilitate Fredericton Exhibition Limited's relevant agricultural events.
- b) Ensure the facility can function during events in unison with Fredericton Exhibition Limited's other facilities, including, but not limited to, the transfer of machinery, livestock, goods and performers between venues.
- c) Ensure public access is maximized in any joint-use facility by considering the integration of the following programming elements into the design of joint-use facilities:
  - i) Flexible indoor recreation space;
  - ii) Multi-purpose gathering/meeting spaces;
  - iii) Cultural performance space;
  - iv) Commercial kitchen facilities;
  - v) Storage for recreation equipment, flex space equipment, etc.; and,
  - vi) Public washrooms.

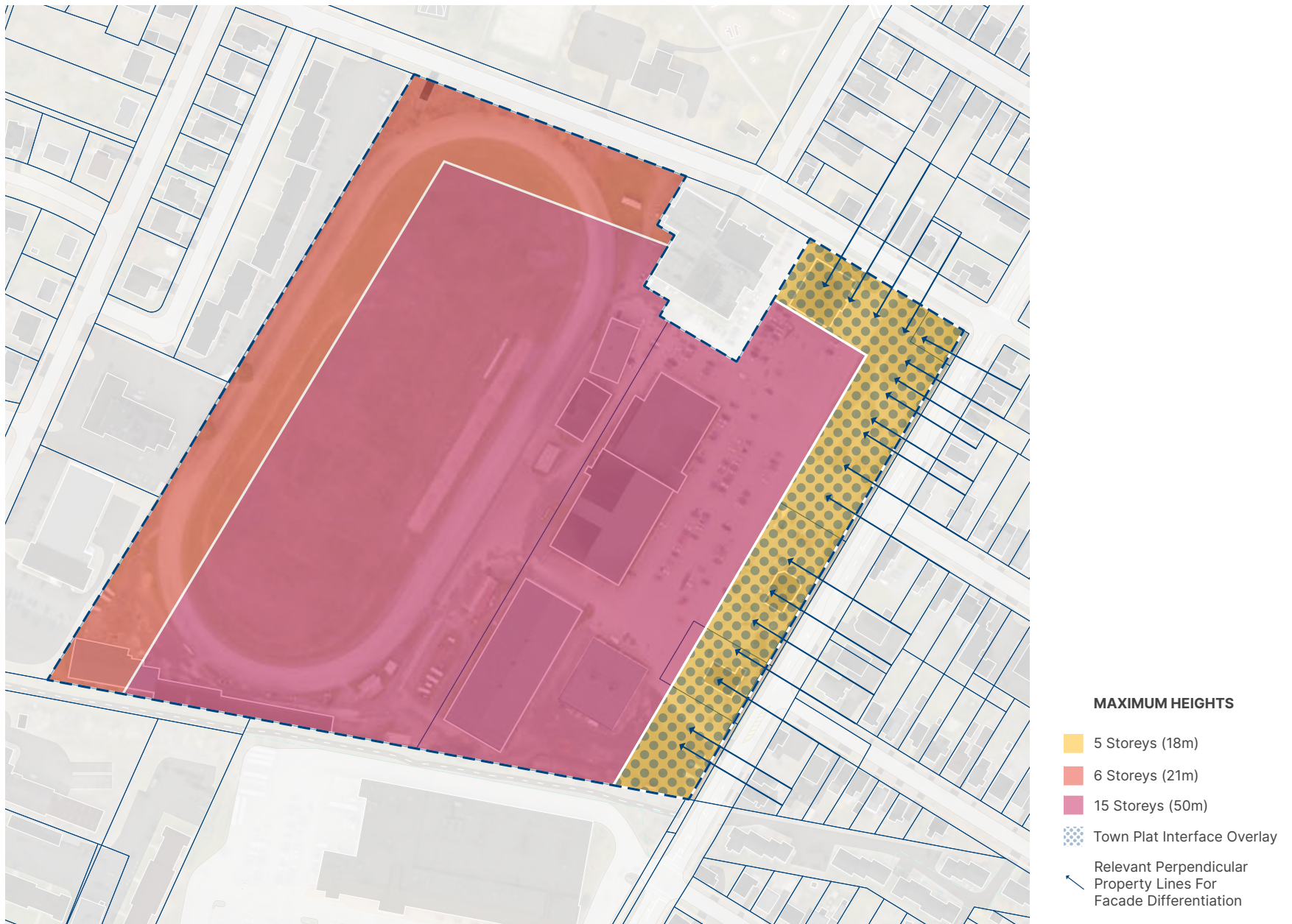
- d) Engage with community partners to determine if any other supportive programming elements can be incorporated into the design of the joint-use facility. Explore if funding partnerships can be created to help fund partner-specific accommodations, such as unique equipment requirements or building characteristics.
- e) Establish long-term joint-use agreements that prioritize Fredericton Exhibition Limited access to the joint-use facility in the summer months, with City or other third-party operator access throughout the rest of the year.
- f) Connect the joint-use facility and its multi-purpose spaces strategically to the outdoor flex spaces and recreational programming.
- g) Consolidate parking supply related to the joint-use facility under the responsibility of Fredericton Exhibition Limited as part of site-wide parking supply. Access to certain stall requirements for relevant durations should be part of relevant agreements between Fredericton Exhibition Limited and the partners and should be subject to periodic re-evaluations.

### 5.1.4 Residential

Bringing residents to the site will create an extension of surrounding neighbourhoods, furthering the integration goals of Fredericton Exhibition Limited and supporting population growth in the city's South Core. To maximize the value of the land to both Fredericton Exhibition Limited and the City and to promote a wider variety of housing choices in the South Core, the site will be developed at a higher density than surrounding neighbourhoods. The policies in this section ensure that this added density is provided in a form that is sensitive to surrounding neighbourhoods and Fredericton Exhibition Limited and centres on providing a highly livable urban form within the site.

Through the Municipal Plan and Growth Strategy, the City of Fredericton has positioned itself to grow in an environmentally and economically sustainable manner that supports a high quality of life for existing and future residents. In alignment with the Municipal Plan, it is anticipated that higher building heights will be enabled through the creation and comprehensive revision of relevant secondary plans. In line with these expected changes, this Plan assumes a maximum allowable height of 15 storeys, with the expectation that buildings greater than 6 storeys must undergo a design review to ensure successful integration with adjacent developments, and buildings greater than 10 storeys must also undergo an assessment of community benefit by the City prior to approval.

**FIGURE 9 | MAXIMUM HEIGHT FOR RESIDENTIAL DEVELOPMENT**



**FIGURE 10 | URBAN SETBACK/INTERFACE WITH THE PUBLIC REALM (RESIDENTIAL)**



### **Built Form Characteristics**

- a) Achieve a minimum height of 2 storeys for all residential development.
- b) Limit maximum heights to 6 storeys within 20 metres of the north and west edges of the site and up to 15 storeys on the remainder of the residential portion of the site, as per Figure 9. Development above 6 storeys must demonstrate design excellence, and development above 10 storeys must also demonstrate significant community benefit in alignment with the Secondary Municipal Plan goals, to be verified through City review prior to approval.
- c) Design buildings within the Residential Town Plat Overlay on Figure 9 to demonstrate sensitivity to the historic architectural features of the Town Plat. This should be done through façade and/or building mass articulations that align with the position of property lines across the street. Segments less than 12m wide may be consolidated with adjacent lots as long as the total width of a single façade segment does not exceed 42m. Segments greater than 12m should be able to be clearly read in the building's design.
- d) Encourage a mix of residential forms on the site overall and within individual developments, including mixed-use buildings, multi-family apartments, townhouses, and stacked townhouses.

- e) Set back developments adjacent to public roads or open spaces 2.0 to 3.0m. These setbacks should serve as frontage zones for adjacent residential units and lobby entrances. These setbacks should not serve any transportation or utility purpose. They should be used to create compact urban interfaces for residential stoops and/or patios and lobby forecourts.
- f) Figure 10 Urban Setback/Interface with the Public Realm provides examples of how the development setbacks can be efficiently designed and occupied in order to create a more textured and enriching urban experience. They can also provide a degree of separation between public and private spaces.

### **Residential Unit Considerations**

- g) Encourage residential development to provide a mix of unit types, sizes, and tenures to accommodate different household compositions and needs. Specifically, consider units for independent and accessible seniors living and student housing.
- h) Encourage family-sized townhouse units to be integrated within the lower floors of large apartment developments, where accessible ground floor units are not feasible. They should be specifically located along the parcel perimeter and where above-ground parking structures can be flanked with residential uses.

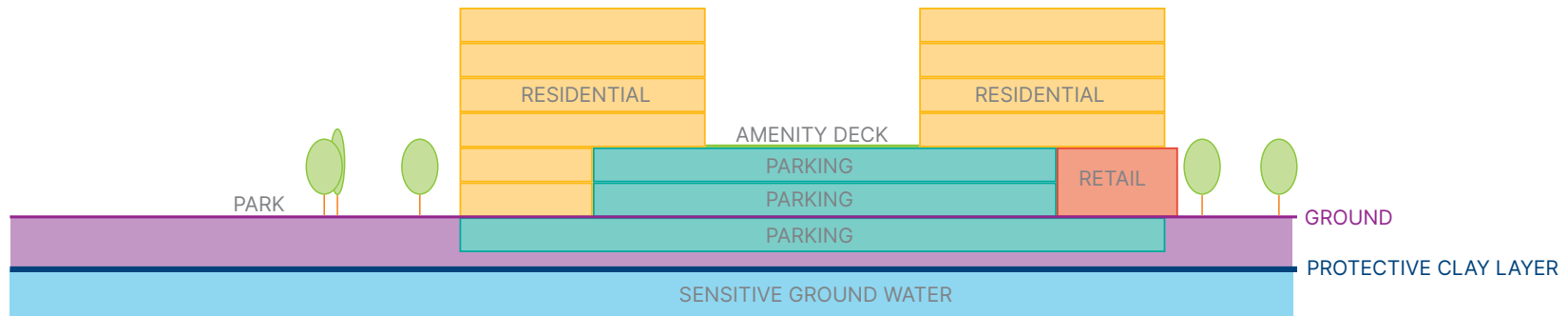
- i) Require multi-unit residential development to include lobby entries as well as individual private entries for ground floor units that incorporate porches and windows at ground level.
- j) Ensure that all residential development incorporates the principles of universal design, including the provision of accessible parking.

### **Affordable Housing**

- k) Ensure that a minimum of 20% of the residential units provided within the plan area are affordable.
- l) Provide affordable units in the plan area at a minimum of 10% below market rates for a minimum of 15 years. A deeper level of affordability is encouraged where possible through additional subsidies and partnerships
- m) Provide affordable housing within mixed-use and/ or mixed-income developments, wherever possible.
- n) Encourage partnerships between the private-sector and non-profit housing providers to support the provision and ongoing operation of affordable housing.

- o) Pursue, aggressively through the City and Fredericton Exhibition Limited, funding and commitment from the Province of New Brunswick and the Federal Government to provide affordable housing in the plan area.
- p) Investigate opportunities to support private-sector and non-profit sector affordable housing, in addition to pursuing funding from higher orders of government, such as:
  - i) Joint applications to the Canada Housing and Mortgage Corporation (CMHC) financing programs and grants;
  - ii) Leasing land (long-term) at a reduced rate to a non-profit for affordable housing;
  - iii) Property tax exemptions or reductions for affordable units;
  - iv) Development fee reductions; and,
  - v) Expedited planning approvals.
- q) Establish a legal housing agreement between the City and the affordable housing provider (private or non-profit) to detail:
  - i) the specific relaxations being provided by the City;
  - ii) the number of affordable units and their level of affordability;
  - iii) the length of time that units must remain affordable; and,
  - iv) the compensation required to the City if the agreement is breached.
- r) Encourage creative housing forms and materials to provide a more affordable housing product, such as the provision of micro-units or the use of modular components or lower-cost materials, as long as they provide high-quality living spaces.

**FIGURE 11 | EXAMPLE OF INTERNAL PARKING WITHIN A BLOCK**



### Parking

- s) Encourage the provision of secure bike parking in all residential developments.
- t) Amend the Zoning By-law to ensure that there is no parking minimum for residential development on the site. Parking shall be determined and justified by the developer's assessment of market need, to a maximum of 1 stall per unit.
- u) Design some parking spaces to support electric vehicle charging or, at a minimum, have the infrastructure in place to support electric vehicle charging in the future.
- v) Allow nearby on-street parking within public roads to be considered as visitor parking supply for residential developments.
- w) Locate on-site parking away from public streets. All on-site parking must be screened from view of the street and public open spaces, which can be accomplished through providing underground parking or parking internally within a block (see Figure 11 Example of Internal Parking within a Block as an example).

## **Landscaping and Amenities**

- x) Allow for reductions to the City's minimum landscaped area requirements to reflect the urban nature of the development, especially for parcels in the mixed-use area and those adjacent to public open spaces.
- y) Encourage landscaped amenity rooftops within developments, especially atop parking structures. Allow for these amenity areas to count towards minimum landscape area requirements. If allowed under the Wellfield Protected Area Designation Order, encourage the provision of resident community gardens on them.

### 5.1.5 Urban Format School

Incorporating a school as part of the development would contribute significantly to the South Core being a complete and walkable community. If a school is provided on the site, it will need to be developed in an urban format. This means that the school would be compact, with many indoor multi-use spaces. Rather than have its own dedicated grounds, the school would make use of the many surrounding municipal parks for recreation and outdoor programs.

- a) Develop the school in an urban format, with an active interface to the street and a focus on safe pedestrian access.
- b) Consider joint-parking or access agreements with Fredericton Exhibition Limited to meet the school's parking needs.
- c) Establish joint-use agreements with the City to use public parks for recreation and outdoor programming instead of providing dedicated school grounds on-site.
- d) Establish joint use agreements for facilities such as a field house or agri-complex should they be constructed, between the school, Fredericton Exhibition Limited, and the City/ third-party operator. This should ensure the school has priority access to part of the facility throughout the school year.
- e) Ensure the design and placement of the school incorporates Crime Prevention Through Environmental Design Principles.
- f) Ensure that bus lay-bys are integrated into the design of the street(s) adjacent to the school.

- g) Ensure that bus staging design considers mitigation of peak-hour congestion. Multiple areas and routes should be considered, if feasible, to avoid pinch points at staging times.
- h) Allow for residential development following the Residential Policies in Section 5.1.4, if a school is not provided on a potential school site.

### 5.1.6 Commercial and Mixed-Use

Commercial development will complement Fredericton Exhibition Limited’s activities and provide a variety of walkable goods and services for new residents on the site as well as those in surrounding neighbourhoods. Though they may take many forms, commercial uses should be strategically placed on the site to generate activity and create a vibrant pedestrian experience on streets and other public spaces.

- a) Encourage the provision of space for businesses that complement Fredericton Exhibition Limited’s activities and events, with a focus on local agriculture and food.
- b) Ensure that businesses fronting onto NBEX event grounds are those that will be active during event times, including evenings and weekends.
- c) Integrate commercial uses into the ground floor of residential buildings to achieve mixed-use, where possible.

FIGURE 12 | URBAN SETBACK/INTERFACE WITH THE PUBLIC REALM (MIXED-USE/COMMERCIAL)



- d) Mixed-use developments are subject to all of the policies for residential buildings, provided in Section 5.1.4.
- e) Design commercial buildings to contribute to a permeable, active, pedestrian-scaled streetscape through the use of generously proportioned windows, window bays, and frequent entryways.
- f) Set back developments adjacent to public roads or open spaces 2.0 to 3.0m. These setbacks should serve as frontage zones for adjacent retail uses, residential units and lobby entrances. These setbacks should not serve any transportation or utility purpose. They should be used to create compact urban interfaces for retail spill out, food and beverage patios, residential stoops and/or patios and lobby forecourts. Figure 12 provides examples of how the development setbacks can be efficiently designed and occupied in order to create a more textured and enriching urban experience and provide a degree of separation between public and private spaces.
- g) Ensure active commercial frontage is provided along Smythe Street.
- h) Provide dual commercial frontage along Smythe Street, wherever possible, to activate the site externally and internally.
- i) Commercial development may be provided in the form of long-term pad leases provided by Fredericton Exhibition Limited. Over time, existing pad-lease buildings should be redeveloped in a more urban configuration and into multi-tenant buildings to create more active frontages on Smythe Street and Fredericton Exhibition Limited flexible event spaces.
- j) All standalone commercial developments should be a minimum of 3 storeys in height, except for existing Fredericton Exhibition Limited pad leases, which may be 1-2 storeys.

## 5.2 PUBLIC REALM

The higher density, mixed-use development proposed within the plan area means a greater need for enhanced attention to the quality of public spaces.

These public spaces, including streetscapes and parks, support and enhance the quality of the urban environment and the pedestrian experience it provides. Public realm enhancements typically involve additional trees and landscaping, street furniture, pathways, signage, and other social and recreational amenities. In new, highly urban environments, the need for these enhancements often exceeds conventional municipal standards

that are geared to less urban forms of development. Fortunately, the additional maintenance costs associated with these enhancements are offset by the higher density (and higher tax revenue/area) of the development area.

To address the uniquely urban needs of this plan area, the City of Fredericton should consider designating the area an 'innovation zone'. This would come with the expectation that all public infrastructure will be subject to customization and will be expected to exhibit leadership in urban design.

This customization of public infrastructure will:

- » Create a unique development that exhibits leadership in public infrastructure design in an urban infill context;
- » Reflect the location of the site within the South Core and the desire to create a non-suburban environment;
- » Create a pedestrian/cyclist/transit-friendly environment, through the provision of area-wide traffic calming applications, as well as facilitating the use of the car and other required vehicles; and,
- » Build on the success of customized design approaches used on similar projects across the country.

Rather than relying on existing municipal standards that are not typically tailored to this type of urban development, the intent is to use functional/performance-based design criteria (e.g. function, maintenance, etc.).

Prior to any major development and subdivision on the site, customized road designs shall be created for primary and secondary roads. Conceptual cross-sections are provided in Section 5.2.3 as a departure point for this process. These customized roadway designs should be approved at a detailed engineering level, with all utility line assignments established. These customized roads shall then become the base for all of the internal roadways within the plan area and be applied where applicable as the development evolves.

Despite the desire to achieve narrower roadways and rights-of-way, core functions of the roadway must still be designed to be effective. These include:

- » transit/school bus routing (if applicable);
- » garbage truck routing;
- » fire access;
- » snow storage and clearance;
- » driveway entrances; and,
- » where desired for short-term visitor supply, on-street parking.

In addition to this, utility line assignments will need to meet basic clearances but should be kept as tightly spaced as possible. If current minimums prove to be too large to meet other design criteria, successful examples of tighter spacing from other jurisdictions should be proposed. Amendments will potentially be required to the zoning and subdivision bylaws to enable these narrower rights-of-way.

These customized roadways shall be accepted through the approval of cross section drawings that depict:

- » ROW width;
- » Sidewalks, walkways and pathways within the ROW;
- » Carriageway widths, including widths of drive lanes and parking lanes;
- » Boulevard and furniture/planting/lighting zone widths;
- » Lip of gutter alignments;
- » Surface feature locations; and,
- » Utility alignments for deep and shallow utilities.

Beyond cross sections, typical intersections shall also be developed. Intersections for the following circumstances shall be designed:

- » External intersections with existing primary and secondary roadways;
- » Internal intersections with primary and secondary roadways; and,
- » Mid-block crossings.

These intersections shall determine acceptable sweep paths for vehicles, curb radii, site lines, on-street parking setbacks, vertical deflections, curb extensions and any intersection-specific alterations required to ROW width.

## 5.2.1 General Public Space Design Considerations

The following considerations apply to all public spaces, including parks and streets.

- a) Use Crime Prevention Through Environmental Design (CPTED) principles in the design of open space to ensure that spaces feel safe, have adequate lighting, clear sightlines, and intuitive wayfinding.
- b) Promote the principles of universal design and incorporation of accessibility best practices into the design of all public spaces.
- c) Use native and edible vegetation species, where possible, in the design of open space to contribute to ecological health, reduced water consumption, and increased food sustainability.
- d) Provide frequent, accessible seating along streets and pathways.
- e) Design all public spaces for four-season use.

- f) Encourage use of recycled materials, reuse of water, low-water landscaping, energy-efficient lighting and other devices in building and site designs to reduce the consumption of energy and materials.
- g) Design and maintain pedestrian walkways and bike routes for ease of use during winter.
- h) Increase the overall tree canopy in the plan area.
- i) Integrate low-impact development stormwater facilities as part of public amenities, such as rain gardens or bio-swales.

## 5.2.2 Connection and Circulation

The following connection and circulation policies direct new connections throughout the site and from the site, linking the key components in the Plan with surrounding neighbourhoods.

- a) Provide greater permeability throughout the site through the provision of new public streets and parks.
- b) Create a segment of the Valley Trail along the west side of Smythe Street to facilitate the planned linking of the Valley and Crosstown Trails, north from Victoria Street to Argyle Street. In association with general intersection improvements related to new access points or internal streets, provide improvements at Argyle Street to better facilitate safe active mode crossings on Smythe Street.

- c) In the long term, work with adjacent landowners to create an active connection from Odell Park through the plan area to connect to Wilmot Park and the Valley Trail.
- d) Encourage a joint agreement upon development along the west edge of the plan area in any of the scenarios (adjacent to the southern edge of the existing apartment complex), to allow for the provision of a public access easement for a multi-use pathway between the new westernmost internal street and Wilmot Street.
- e) Consider creating a highly distinctive entrance feature, or series of features, in development outcomes that constrict Fredericton Exhibition Limited's visibility from Smythe Street, for Fredericton Exhibition Limited to communicate its primary entry, or entries and its significance in the area. These should act as prominent icons in the area and increase the legibility of Fredericton Exhibition Limited's access points. They should be visible from a distance from the north and the south along Smythe Street.

### 5.2.3 Street Hierarchy

The street hierarchy establishes the street typologies that may be used in the development and the specific conditions for those typologies. The general policies apply to all street types.

#### General

- a) Ensure new public road rights-of-ways are designed to be as narrow and urban in nature as possible. To accomplish this, shallow utilities should be provided within rights-of-way, and easements should only be granted in small pockets of land, and only where necessary.
- b) All streets should be designed as complete streets that consider mobility for all modes of transportation, including pedestrians, cyclists, transit, and motorists. Separated cycling facilities shall not be required for streets with 30km/h or less design speeds.
- c) Post and design speed limits for all internal roadways at 30km/h. Traffic calming measures shall be implemented to ensure that actual driving speeds are equal to or less than the design speeds and the posted speed limits.
- d) Provide mid-block pedestrian crossings on streets to break up stretches of roadway greater than 120 metres.

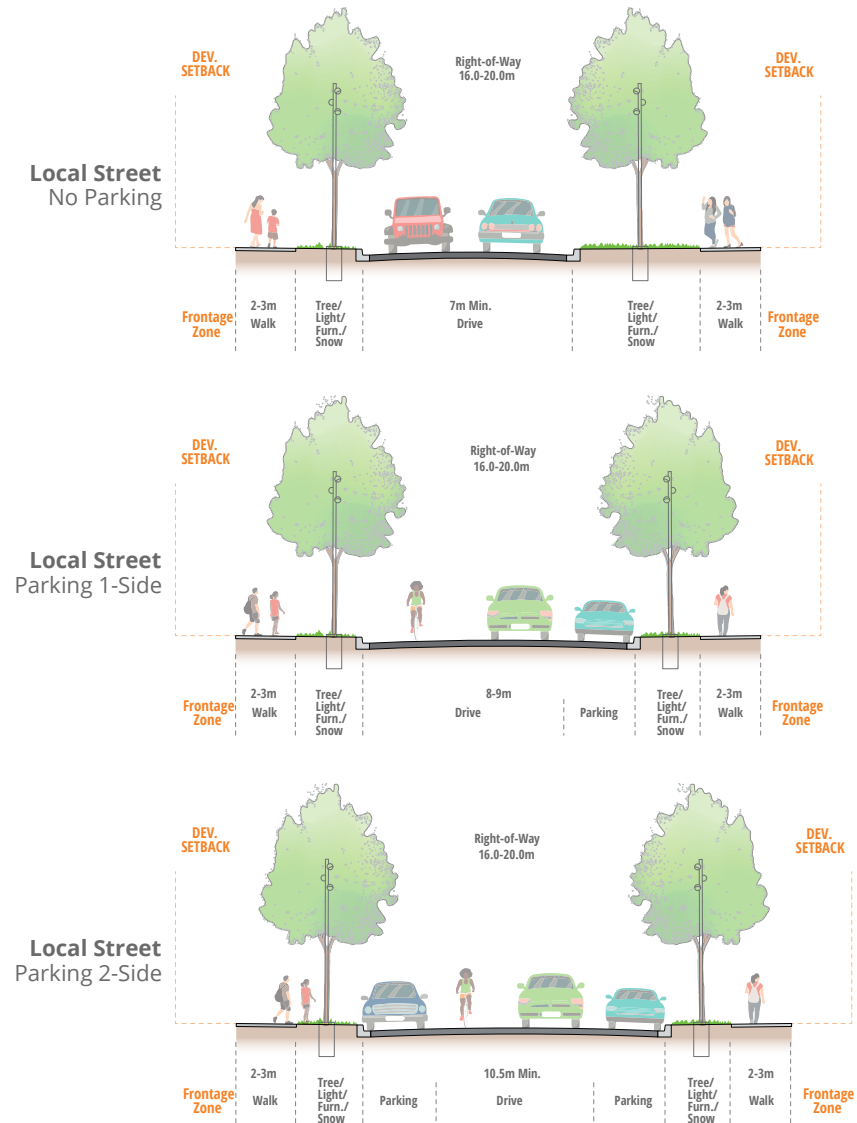
- e) Include street trees, grassed boulevards, and sidewalks on all streets fronting residential uses for both sides of the street.
- f) Include street trees in covered or exposed trenches and sidewalks on both sides of the street on all streets fronting commercial uses greater than 1-storey.
- g) Ensure street trees are provided with ample soil and protection to enable their survival and desired growth.
- h) Construct sidewalks to be a minimum width of 2 metres where adjacent to residential frontage, and 3 metres where adjacent to commercial frontage. Sidewalk width should be measured from outside edge of walk to inside edge of walk, or to 20cm inside of the edge of the tree grate gap for the tree trunk.
- i) Design tree grates in compliance with the Americans with Disabilities Act (ADA) standards to ensure an even and universally accessible walking surface.
- j) Use curb extensions on sidewalk bump-outs where on-street parking is provided to lessen pedestrian crossing distances and enhance visibility between drivers and pedestrians.
- k) Encourage tabled or raised intersections and mid-block crossings, wherever possible.
- l) Consider roadway lighting levels for sidewalks in streetlight spacing to ensure adequate lighting of pedestrian areas.

- m) Provide bike racks and benches on streets, particularly in commercial/mixed-use areas or adjacent to event spaces.
- n) Consider incorporating public art throughout the pedestrian realm as part of the streetscape design or furnishing.
- o) Carry through Town Plat street alignments into the site, wherever possible.
- p) Allow for on-street parking to be supplied for short-term visitor use for all uses. In the long term, consider making this short-term on-street parking supply a revenue generator through paid parking technologies, where the revenue would be redirected back into local area improvements and enhanced maintenance.
- q) Allow the on-street parking supply on public streets to count toward visitor and short-term parking for residential, retail, community, and institutional developments.
- r) In instances where a public street is adjacent to a public open space, the portion of the right-of-way required for the sidewalk may be removed so long as a nearby pathway within the public open space can provide a similarly efficient route for pedestrians.

**FIGURE 13 | LOCAL STREET**

**Local Street**

- s) Design Local Streets to be as narrow as possible, with a right-of-way between 16 to 20 metres (Figure 13 Local Street).
- t) Provide a minimum of a 7.0m face-of-curb to face-of-curb dimension on Local Streets.
- u) Design local roads to safely accommodate cyclists, passenger vehicles, garbage trucks, small commercial vehicles, and the appropriate emergency vehicles within the carriageway.
- v) Consider the provisions of on-street parking in regard to the amount of high turnover uses in a short walking distance. On-street parking on none, one, or both sides of the street should be a strategic decision based on the anticipated demand associated with nearby developments.



**FIGURE 14 | FESTIVAL STREET**



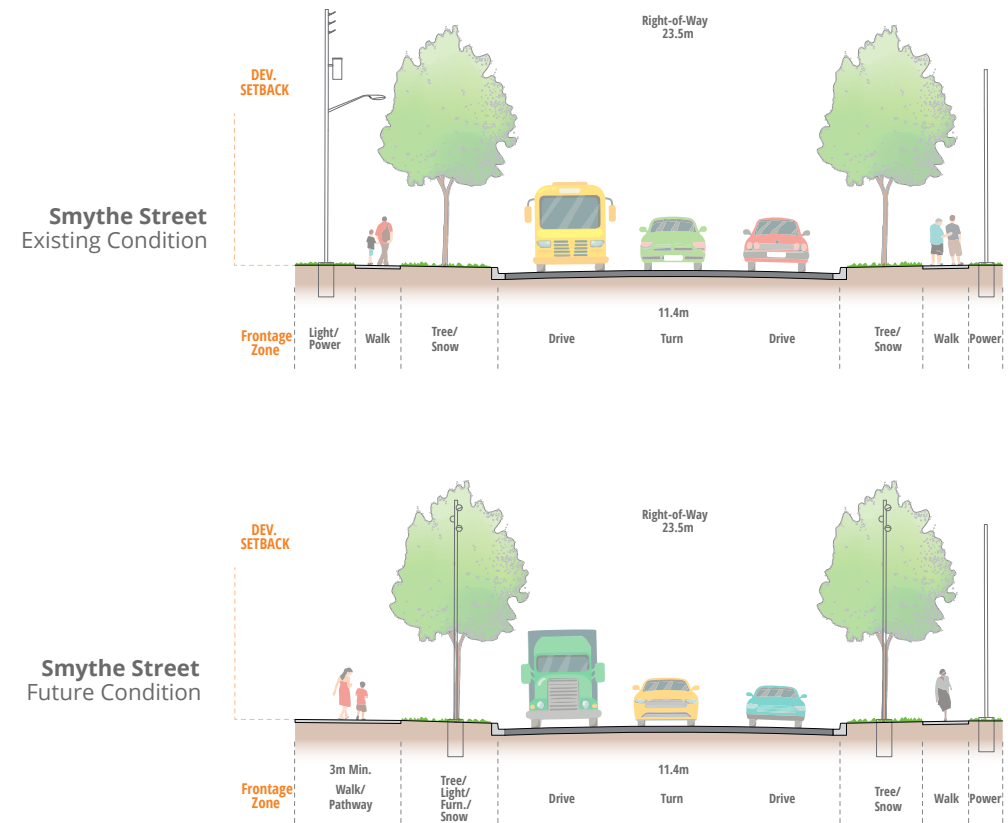
### Festival Street

- w) Provide on-street parking for short-term retail visits on one side of the street. If necessary, position additional on-street parking on adjacent streets to avoid on-street parking on both sides of Festival Street.
- x) Provide appropriate sidewalk widths to support anticipated pedestrian volumes.
- y) Provide enhanced surfacing on sidewalks and carriageways to communicate the prominence of the street.
- z) Provide enhanced street furniture and lighting standards to communicate the prominence of the street.
- A) Consider catenary street lighting over the street to establish a distinctive sense of place. These can be suspended from poles in the road right-of-way or from purposefully designed points in adjacent facades.
- B) Consider full street closures and festival usage in the street's design. Elements such as low-profile curbs and centre-draining or reverse crown roadway design should be considered.

## Smythe Street

- C) Enhance the safety of pedestrian crossings along the street by formalizing intersections with signals or pedestrian-activated red lights wherever possible.
- D) Make medium-and long-term efforts to relocate NBEX Grounds access to align Argyle and Aberdeen roadway extensions if Argyle and Aberdeen roadways cannot be carried into the site. This should only be done when pad lease or development configurations allow.

**FIGURE 15 | SMYTHE STREET IMPROVEMENTS**



## 5.2.4 Parks

The parks policies apply to all new parks and open spaces in the plan area.

### General

- a) Incorporate edible landscaping and orchards into the design of new parks wherever possible.
- b) Engage with the surrounding community and First Nations in the design of new open spaces.
- c) Explore creative ways to acknowledge the historic First Nations, agricultural, and horse racing legacy of the site through public art, interpretation, and other park elements.
- d) Work with the City and Province to determine how to support community agriculture, such as food forests, greenhouses, and community gardens on the site while still meeting the intent of the Wellfield Protected Area Designation Order.
- e) Ensure all new park spaces provide interconnected internal pathways that connect to Wilmot Park and the Valley Trail. Where possible, ensure pathway alignment with mid-block crossings.

## Central Park

- f) Establish a clear relationship between Fredericton Exhibition Limited facilities, flex spaces and open space, and that the park has adequate infrastructure and a high carrying capacity for events and gatherings.
- g) Provide amenities for nearby residents in the park, such as playgrounds, dog-runs, fitness equipment, and BBQ/picnic areas.
- h) Provide barrier-free seating along trails, paths, and other activity areas in the park.
- i) Ensure park design incorporates infrastructure considerations for winter programming such as ice rinks, fire pits, and electrical hookups for decorative lighting.
- j) Ensure the park is designed to accommodate school activities in the best manner possible if a school is located in the plan area. Smaller field sizes will be required to be acceptable for use by the school.

## 5.3 SERVICING

The following policies provide guidance on servicing and utility connections. Further study and creation of a servicing plan will be required as part of development.

### 5.3.1 General

Due to the flat nature of the site and the required depths of all utilities, the servicing strategies for all phases should minimize fill and connect to existing utility lines at the perimeter of the plan area. The following policies apply to the entire site.

### Phase 1 Scope Limitations

- a) Minimize the extent to which Phase 1's engineering requirements include the rest of the site, given the uncertain nature of the layout for the later phases. When site-wide information is required for modelling and reporting, ensure it be included in a conceptual manner, with clear communication of the uncertainties surrounding future decisions.

### Routing and Grading

- b) Service future development parcels by tying into existing utility lines along the perimeter of the site whenever possible. This should mostly be achieved by providing new internal utility lines under new internal public roadways.

- c) Create easements in a manner that minimizes impacts on the development potential of affected lands if efficiencies can be achieved by routing lines in new easements through development parcels (as opposed to longer or deeper routing under new internal roadways).
- d) Create a conceptual site-wide grading plan as part of the early phase servicing strategy that considers the potential grading impacts, the most efficient use of materials, and the minimization of fill requirements.
- e) Avoid routing utilities in a manner that requires unnecessary depths and fill.
- f) Use the deepest of the existing perimeter utilities used to strategically service the most central areas of the Plan.

## Capacity

- g) Undertake a detailed capacity analysis, as part of the early phase's servicing strategy, and factor it into considerations for servicing all phases. This capacity analysis should be updated in future phases' servicing strategies.
- h) Determine if fire pumps are required as part of the early phase's servicing strategy, given the site's position within the low-pressure zone, the expected static pressure within the site, and the expectation of multi-storey sprinklered multi-family developments throughout the site.
- i) Undertake a detailed capacity analysis, as part of the early phases' servicing strategy, and factor it into considerations for servicing all phases. This capacity analysis should be updated in future phase's servicing strategies.

### **Stormwater Management**

- j) Restrict post-development peak runoff, in alignment with current regulations, to that of the pre-development condition.
- k) Conduct a detailed site-wide stormwater analysis in Phase 1, including confirmation on downstream capacity.
- l) Require a Stormwater Management Plan in each phase's servicing strategy.
- m) Determine the amount of runoff that will be stored above ground through Low Impact Development (LID) controls with site landscaping in each phase's Stormwater Management Plan. The amount of runoff that will be stored in on-parcel cisterns associated with individual developments should also be determined.

- n) Work with relevant groups at the City to determine the timing or development thresholds for when a new river outfall along Odell Avenue would be required to be constructed to service the site.

### **Wellfield Protection**

- o) Ensure that developments are serviced in a manner that conforms with the *Wellfield Protection Designation Order - Clean Water Act*, or the granted exemption status in each phase's servicing strategy, to protect the city's drinking water supply.

## 6.0 Plan Implementation

Integral to achieving the vision and principles of the development is a clear path to implementation. The Plan sets out several steps to be conducted upon its approval that will pave the way for successful development. This includes implementation actions and high-level phasing. More in-depth implementation strategies will need to be prepared throughout the life of the Plan to consistently adapt to changing opportunities or challenges and information.

## 6.1 IMPLEMENTATION ACTIONS

The following steps present a series of implementation actions, along with implementation responsibility, to be initiated following the adoption of this Plan. The recommended high-level phasing for these actions is presented in Section 6.2.

As part of the implementation, the City and Fredericton Exhibition Limited should first appoint a joint decision-making authority. The specific composition and mandate of the joint decision-making authority requires consensus between the City and Fredericton Exhibition Limited. It is recommended that the formation of the joint decision-making authority be the first implementation item of this plan.

### 6.1.1 Joint Decision-Making Authority

- a) Introduce a Partnership Strategy to gain a common understanding of a set of assumptions to carry into Phase 2, once initial progress has been made with discussions on externally funded elements (Fieldhouse/ Agri-plex, school, higher-order funding for complete relocations). Update this strategy throughout development, as required.
- b) Initiate an active relationship between the affordable, seniors', student, and accessible housing neighbourhoods along with the City, Province, and local development community. Use this time to build knowledge and linkages and to create opportunities for market and non-profit participation through innovation.

- c) Produce a Land Sale Process Plan (LSPP) outlining how relevant lands will be divested in a predictable and accountable manner to achieve the vision in this Secondary Municipal Plan. The LSPP should outline high-level expectations for the process to build public and developer trust and understanding, including high-level expectations for the Request for Proposals (RFP) process. It should also include early ideas on the types of elements that will be evaluated beyond bid price, including but not limited to a proponent's ability to:
  - i) Secure affordable housing, seniors' housing, and/or student housing partnerships;
  - ii) Deliver affordable and accessible units;
  - iii) Contribute to a public art strategy;
  - iv) Provide innovative sustainability targets or initiatives; and
  - v) Provide other community amenities or benefit in line with the Plan vision and principles.
- d) Early ideas on the main elements of the term of sale agreement should also be shared in the Plan to communicate the type of commitment that any given developer can anticipate from other developers. Elements such as construction completion deadlines, buy-back clauses, marking strategy partnerships, etc., could be communicated at a high level. This Plan should also be updated throughout the life of the development and should be publicly shared as part of periodic reporting.

- e) Consider creating a comprehensive branding and marketing strategy for the site, whereby the City, Fredericton Exhibition Limited, and developer partners agree to collaborate on the site's messaging in a cohesive manner throughout all phases of development. The strategy should ensure that the messaging is about the totality of the site and not just the collection of single developments. This strategy is common to other developments across the country and has proven very effective for larger urban infill projects. It is effective because it allows seemingly disconnected good news stories to help build a singular perception of momentum and help control the arc of the story.

### **6.1.2 Fredericton Exhibition Limited**

- a) Commence an annual canvassing of local non-profit and agriculture groups to solicit ideas and opportunities for synergetic growth. Establish this process as a sector roundtable, with Fredericton Exhibition Limited as the hub.

### **6.1.3 City of Fredericton**

- a) Conduct a traffic impact study.
- b) Initiate a custom road design and engineering process for the site to set out the standards to which all development must adhere.
- c) Update the Transit Strategic Plan and any other relevant plans to support the goals of the Secondary Municipal Plan.

## 6.2 TIMELINE/PHASING

The following section provides an overview of the high-level phasing for the development. This is presented in 3 phases: Early, Middle, and Late.

### 6.2.1 Phase 1: Early (Prior to Establishment of Structural Agreements)

- a) Custom Roadways: Create customized road cross sections and intersections for internal streets to a detailed engineering design level, including typical utility line assignments.
- b) Phase 1 Development: Amend Subdivision and Zoning Bylaws as required to conform with the Secondary Municipal Plan. Initiate formal subdivision and rezoning of Northwest corner off Saunders for the first phase's land sale(s), including the subdivision of the initial phase's internal roadways and open spaces.
- c) Site-Wide Parking Strategy: Reduce/remove parking requirements for the entire plan area through amendments to the Zoning By-law, especially for non-residential uses.
- d) Land Sale(s):
  - i) Issue RFP(s) for Phase 1 residential/mixed-use parcel(s). This can be paced, or consolidated, as desired.
  - ii) Evaluate and interview proponents, subsequently award successful proponent(s).
  - iii) Negotiate terms of sale agreement, securing proponent's Plan commitments as defined in their RFP submission.

- e) New Infrastructure: Construct the new Phase 1 roadways and open spaces associated.
- f) Partnership Strategy: Establish a large-scale partnership strategy and associated action list to base future layout decisions on:
  - i) Enter into a memorandum of understanding with the Province regarding the middle school, if needed, as a possible early driving element in the Plan, a possible mid-late element, or as a non-factor.
  - ii) Determine the timing of a possible joint-use fieldhouse facility on NBEX Grounds.
  - iii) Determine the likelihood of external funding for a comprehensive replacement of Fredericton Exhibition Limited facilities.
  - iv) Update the Partnership Strategy as required to ensure it is able to accommodate new opportunities.
- g) Create tentative road and servicing plans for all subsequent phases, in accordance with assumptions on the school, fieldhouse, and external funding, to predict the site's layout.
- h) Design and construct Phase 1 investments on the NBEX site in accordance with the Partnership Strategy. This may include new facilities and grounds or renovations to existing facilities and grounds. All investments should consider providing a runway for future investments in subsequent phases.
- i) Design and construct any funded investments of joint or educational facilities in accordance with the Partnership Strategy.

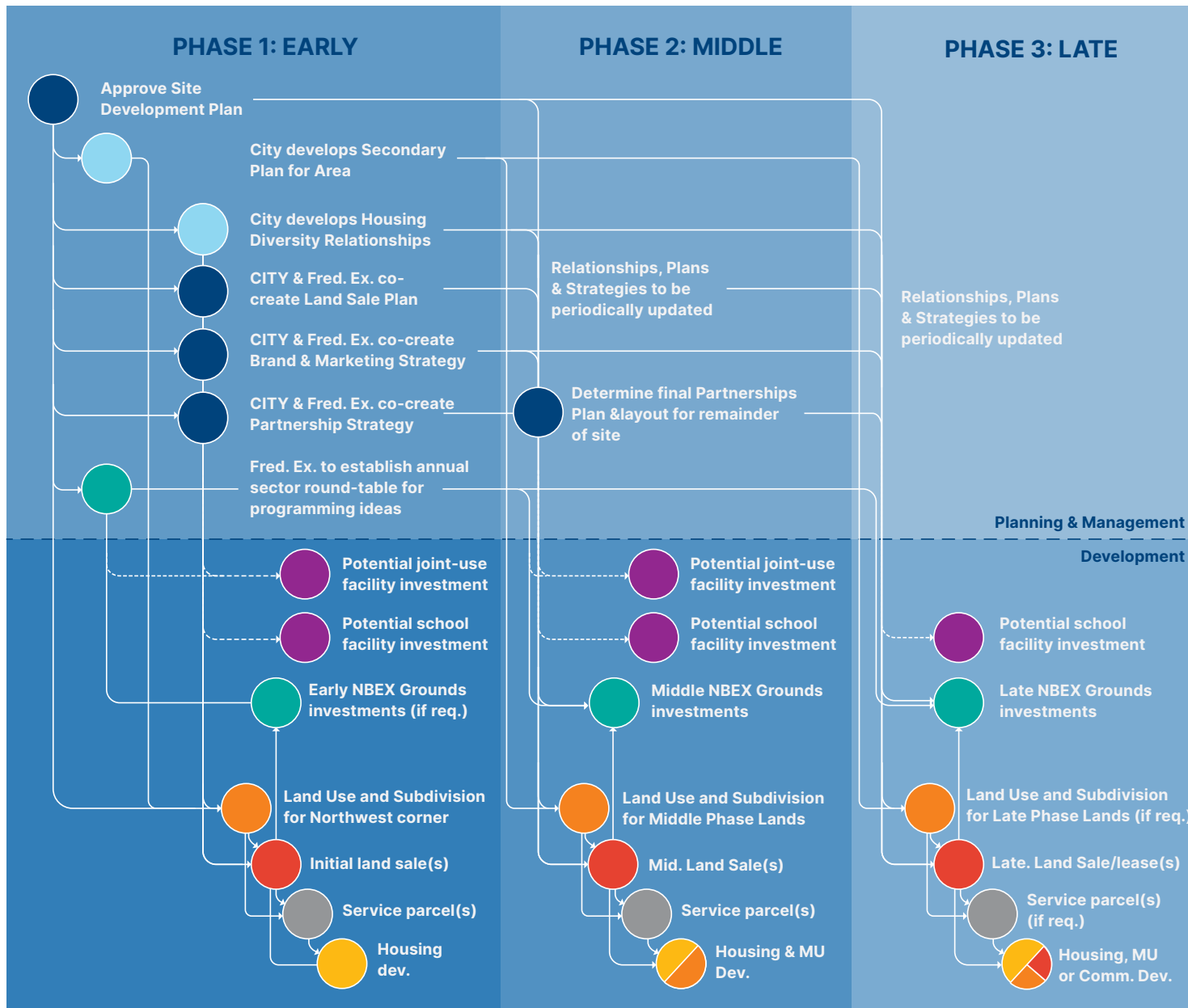
## 6.2.2 Phase 2: Middle (During Establishment of Structural Agreements)

- a) Initiate the formal subdivision and rezoning of Phase 2's development parcel(s), including the subdivision of the internal roadways and open spaces. If the nature of potential large partnerships is known, it may be prudent to carry out formal subdivision and rezoning for the remainder of the site, so long as existing conditions do not conflict with future plans.
- b) Land sale(s):
  - i) Issue RFP(s) for Phase 2 residential/mixed-use parcel(s). This can be paced, or consolidated, as desired.
  - ii) Evaluate and interview proponents, subsequently award successful proponent(s).
- c) Negotiate terms of sale agreement, securing proponent's commitments to achieve the Plan's goals, as defined in their RFP submission.
- d) New Infrastructure:
  - i) Construct the new Phase 2 roadways and open spaces.
  - ii) If feasible, fully construct the remaining phases' public open spaces and roadways to provide required site-wide connectivity. This construction can be done in an interim fashion.
- e) Design and construct Phase 2 investments on the NBEX site in accordance with the delivery of the Partnership Strategy. These may include new facilities and grounds, or renovations to existing facilities and grounds.
- f) Design and construct any funded investments of joint or educational facilities in accordance with the Partnership Strategy.

### 6.2.3 Phase 3: Late (Development of Remaining Lands)

- a) If still required, initiate formal subdivision and rezoning of Phase 3's remaining development parcel(s), including the subdivision of internal roadways and open spaces.
- b) Land Sale(s):
  - i) Issue RFP(s) for Phase 3's remaining development parcel(s). This can be paced, or consolidated, as desired.
  - ii) Evaluate and interview proponents, subsequently award successful proponent(s).
  - iii) Negotiate terms of sale agreement, securing proponents commitments to achieve the Plan's goals, as defined in their RFP submission.
- c) New Infrastructure (if still required).
- d) Construct the new Phase 3 roadways and open spaces.
- e) Construct Phase 3 investments on the NBEX site in accordance with the Partnership Strategy. These may include new facilities and grounds, or renovations to existing facilities and grounds.

**FIGURE 16 | IMPLEMENTATION TIMELINE AND PHASING**







*Fredericton*

