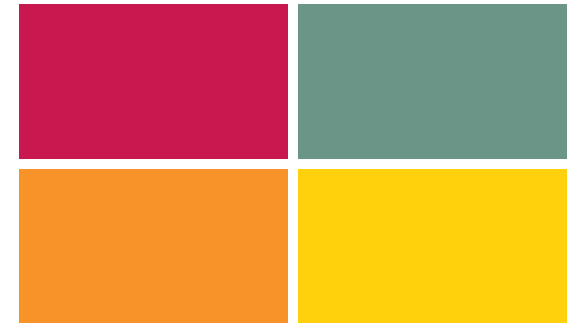




FREDERICTON CITY CENTRE PLAN

2015



FREDERICTON CITY CENTRE PLAN 2015

Smart. Sustainable.
Fredericton
Ingéniosité. Durabilité.

DOWNTOWN
FREDERICTON
INCORPORATED



The **Planning** Partnership

/TOC

/TABLE OF CONTENTS

- **Table of Contents**
- **Acknowledgements**
- **Executive Summary**

| | | | | | | | | |
|------------|----------------------------------------|-----------|------------|-----------------------------------------|-----------|-------------------------|-----------------------------------------|----|
| 1.0 | Introduction | 1 | 5.0 | Public Realm Framework | 47 | Maps and Figures | | |
| 1.1 | Purpose and Objectives | | 5.1 | Circulation Strategies | | 1 | Study Area Boundaries | 2 |
| 1.2 | Defining The Study Area | | 5.2 | Streetscapes | | 2 | Existing Land Use | 11 |
| 1.3 | Document Structure | | 5.3 | Open Space and Connections | | 3 | Major Soft Sites | 16 |
| 2.0 | Background | 5 | 5.4 | Civic Elements | | 4 | Districts and Neighbourhoods | 26 |
| 2.1 | Historical Overview | | 6.0 | Built Form Framework | 77 | 5 | Circulation | 48 |
| 2.2 | Public Engagement Process and Outcomes | | 6.1 | Built Form Character | | 6 | Streetscape Hierarchy | 56 |
| 2.3 | Existing and Emerging Conditions | | 6.2 | Built Form Elements | | 7 | Open Spaces and Connections | 68 |
| 3.0 | Vision and Key Strategies | 17 | 7.0 | Heritage Resources and Districts | 89 | 8 | Civic Elements | 74 |
| 3.1 | Background | | 7.1 | Heritage Resources and Districts | | 9 | Built Form Character Areas | 78 |
| 3.2 | Revised Vision Statement | | 8.0 | Implementation Strategies | 95 | 10 | Built Form Elements | 86 |
| 3.3 | Vision and Guiding Concepts | | 8.1 | Immediate Initiatives | | 11 | Heritage Resources Inventory | 90 |
| 3.4 | Key Principles | | 8.2 | Short-term Initiatives | | 12 | Recommended Heritage Preservation Areas | 92 |
| 3.5 | Key Visioning Strategies | | 8.3 | Medium-term Initiatives | | | | |
| 4.0 | Districts and Neighbourhoods | 25 | 8.4 | Long-term Initiatives | | | | |
| 4.1 | Cathedral District | | 8.5 | On-going Initiatives | | | | |
| 4.2 | Capital District | | | | | | | |
| 4.3 | Market District | | | | | | | |
| 4.4 | King Street District | | | | | | | |
| 4.5 | Queen Street District | | | | | | | |
| 4.6 | Garrison District | | | | | | | |
| 4.7 | Frederick Square District | | | | | | | |
| 4.8 | Victoria Circle District | | | | | | | |
| 4.9 | West Riverfront District | | | | | | | |

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We would like to thank Downtown Fredericton Inc., specifically Bruce McCormack, for initiating the Fredericton City Centre Plan in partnership with the City of Fredericton. We would like to recognize the key contribution and help of City Staff members, Ken Forrest, Juan Estepa and Sebastián Salazar.

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/EX

/EXECUTIVE SUMMARY

Fredericton was hewn from the Acadian forest, where the northern boreal blends with southern hardwood, at a turning point in North American history. Founded by United Empire Loyalists along a broad curve of the Saint John River, the new city was endowed with the foundations of a proud capital. It was, and remains today, a centre of government, education, the military, and the Anglican Church. But the City has also grown and matured. Home to high-tech start-ups and distinguished cultural institutions, the City thrives within the framework of its historic streets and buildings.

The City Centre Plan was conceived with these elements of Fredericton's identity in mind. The Plan shows regard for the qualities and values of the City's history and outlines the steps so Fredericton can make the most of its third century as a city.

The City Centre Plan contains recommendations for the public realm and open spaces, for new and existing buildings, and for all forms of circulation. It aims to reshape how Frederictonians experience the City Centre by placing greater emphasis on the quality of the urban environment. By improving the streets to better accommodate different modes of transport, increasing the quality of street and open space design, giving prominence to heritage and insisting on the quality of new development, and promoting health and social inclusion through investment in the public realm, among many other measures, the downtown can be rediscovered as a place to visit, work, live, and shop.

The benefits are substantial: Increased tourism, an incentive to new business and development, an increased sense of identity and place, and a celebration of the City's proud past are but a few.

You are encouraged to read through this document and investigate how each of the recommendations contribute to the vision for the City Centre. Change will not occur overnight, but over the coming years the downtown will transform itself according to the vision and principles for the downtown that Frederictonians have articulated. The City Centre Plan will be the roadmap that will guide and inform these changes.





/1.0

The Fredericton City Centre Plan lays the foundation for the transformation and enrichment of Fredericton's downtown over the coming decades. The Plan brings together the land use, urban design, public realm, open space and circulation plans necessary for ensuring that Fredericton's downtown can thrive and adapt to changing circumstances while retaining its historic character and finely grained mix of uses.

The City Centre Plan is a high-level framework to guide future public initiatives and studies and private development. It is designed to ensure the emergence of a coherent, vibrant, and economically vital downtown. The Plan also aligns with the numerous past and concurrent studies to ensure consistency with broader objectives, presenting a bold and comprehensive long-term vision with the potential to transform the City Centre and benefit Fredericton and its environs.

Supplementary study will be necessary in order to move forward with some of this report's recommendations. While the spirit and intent of the recommendations should remain, flexibility for how the recommendations are implemented should be expected.

/INTRODUCTION

/01

1/ STUDY AREA BOUNDARIES

- Existing City Centre Boundary
- Proposed City Centre Boundary



WEST END

EAST END

Queen

King

Brunswick

Snythe

Aberdeen

Argyle

Campbell

York

Westmorland

Saunders

Charlotte

Needham

St. Anne's Point

Sunbur

Carleton

Regent Street Wharf

Regent

Carleton

Scully

Queen

King

Brunswick

George

Churchill

Andal

Queen Square

UNB Athletic Field

Ulrichville

University

Waterloo

Shore

Lansdowne

Keating

Small Craft Aquatic Center

Water Treatment Plant

Victoria Health Centre

Governor's Residence

Woodstock

Wilmot Park

Odell

College Communautaire - NB

Fredericton Exhibition Grounds

Fredericton Raceway Fields

Capital Exhibit Centre

Rabbit Town Park

St. Charbel Catholic Church

Fredericton Historic Train Station

Lighthouse

Federal Building

Convention Centre

St. Dunstan's Parish

Science East

Boyer Farmers Market

Fredericton Police

Fredericton City Hall

Justice Building

NB College of Craft & Design

Barracks Square

NB Sports Hall of Fame

Fredericton Regional Museum

Officers' Square

Beaverbrook Art Gallery

The Playhouse

Legislative Assembly Building

Fredericton Cenotaph

Christ Church Cathedral

Spodei Israel Synagogue

Brunswick St. Baptist Church

Old Burial Ground

George St. Middle School

St. Annes Chapel of Ease

St. Paul's United Church

St. Andrew's Presbyterian Church

College Communautaire - NB

Fredericton Exhibition Grounds

Rabbit Town Park

St. Charbel Catholic Church

Fredericton Historic Train Station

UNB Athletic Field

UNB Athletic Field

Ulrichville

University

Waterloo

Shore

Lansdowne

Keating

1.1/ PURPOSE AND OBJECTIVES

The City Centre Plan is a wide-ranging and comprehensive document designed to serve as an ‘action plan’ for Fredericton for the next 10 to 20 years or more. The purpose of the City Centre Plan is to update Fredericton’s 1997 City Centre Plan and to prepare a series of urban design and implementation strategies for the downtown. Originally conceived of as two separate studies, this plan ties the objectives of a land use plan update and an urban design plan together.

The central objective is to provide a vision for the City Centre that directs guidelines, policies and priorities related to:

- Land use
- Circulation, including traffic and parking
- Heritage and character areas
- Public realm
- Services and infrastructure
- Economic development, culture and tourism
- Implementation

The objective of the City Centre Plan is to have all these recommendations work together in creating a vibrant, mixed-use downtown that preserves and enriches its past while creating the heritage of the future.

1.2/ DEFINING THE STUDY AREA

Downtown Fredericton is typically associated with the area defined by the City’s original colonial town plan. The original town plan is generally contiguous with the City Centre Study Area.

The Study Area is defined by the boundaries of the City Centre contained in Fredericton’s Municipal Plan. Its borders are the Saint John River to the north, Saint John Street to the east, Smythe Street to the west and George Street to the south. The proposed borders are the Saint John River to the north, the Bill Thorpe Walking Bridge to the east, the Lieutenant Governor’s Residence to the west, and mid-block between Brunswick and George Streets but including all of the blocks between Sunbury and Saint John Streets. The Plan proposes a change in the City Centre boundary in order to better encompass eastern parts of the downtown and to better reflect the transitions between the downtown and adjacent neighbourhoods.

Throughout this document, the terms City Centre and downtown are used interchangeably to refer to the City Centre boundary identified on the facing page.

The City Centre Plan was prepared in partnership with Downtown Fredericton Inc., the business improvement organization for the downtown.

Although the primary focus of the City Centre Plan is the downtown, it was developed with regard to the downtown’s connections with and relationship to the larger Fredericton area. Important elements outside the downtown include:

- The Town Plat Neighbourhoods
- Wilmot and Odell Parks and the Fredericton Exhibition Grounds
- The University of New Brunswick
- The ‘North Side’ Neighbourhoods

1.3/ DOCUMENT STRUCTURE

This document has been organized to provide a clear, legible, and hierarchical structure.

Section 2 provides a clear and concise description of the consultation and research process that has led to this document.

What follows is a series of sections that contains progressively more detailed and site-specific recommendations for the City Centre. The report concludes with implementation strategies that provide directions for the short, medium and long-term (including costing) and that prioritize decisions that contribute towards multiple goals at once.

/2.0

An effective plan relies on a firm understanding of the subject area's history, its existing conditions, and the thoughts and aspirations of the people who use it. The purpose of this section is to provide background documentation on these and other subjects. This information forms the foundation of the City Centre Plan.

This section will be useful in documenting how and why decisions were made, stakeholders and the public engaged, and how this plan builds on and differs from the previous City Centre Plan.

For additional background information please consult the Fredericton City Centre Background Brief and the Fredericton City Centre Workshop and Consultation Brief. The Consultation Brief can be found at www.fredericton.ca/citycentreplan.

/BACKGROUND

/02

2.1/ HISTORICAL OVERVIEW

Frederictonians are proud of their history and their rich stock of heritage buildings. History is a record of change, and Fredericton's urban structure, built form, and open spaces reflect different aspects of its over two century long history. In documenting and understanding Fredericton's past, the City Centre Plan is better equipped to develop strategies to preserve and enhance its historic fabric while creating opportunities for the creation of the heritage of the future.

Fredericton is located at the Saint John River's highest navigable point. From the flooding threat of springtime ice breakup to the river's role in the City's once-booming lumber industry, Fredericton is intimately tied to the Saint John River.

Fredericton is located in traditional Maliseet (Wolastoqiyik) territory. The Maliseet are an Algonquin speaking people associated with the Saint John River in New Brunswick, Maine, and parts of Quebec. Like contemporary Frederictonians, the Maliseet value their connection to the river and refer to themselves as Wolastoqiyik, or 'people of the beautiful river'.

The City of Fredericton was founded on Maliseet territory in 1783 by United Empire Loyalists fleeing the American Colonies after the American Revolution. A town plan was drafted in 1785, giving the City its current grid. The Fredericton town plan followed common trends in British colonial town planning. It provided for public squares, burial grounds, and broke land up into rectangular blocks, themselves divided into long rectangular lots. Fredericton was endowed with the foundations

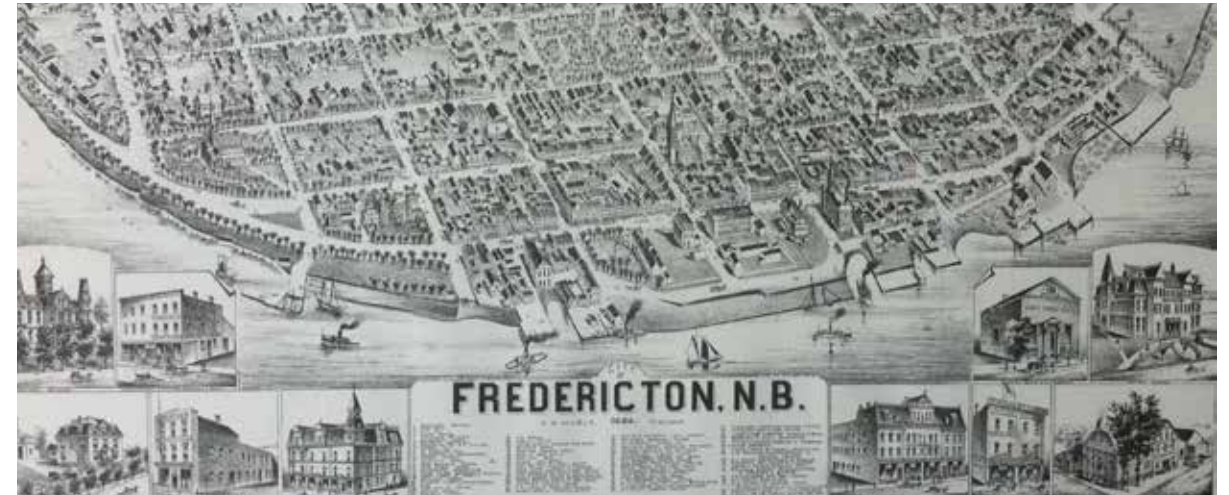
of an important capital city early in its history. Many of the City's early settlers were prominent members of Colonial American society and quickly established the City as the regional capital. The University of New Brunswick was founded in 1785 and the City became the seat of the Anglican Diocese in 1845. Less than 100 years into its history, Fredericton possessed the military, scholarly, and religious prestige of its status as a colonial, Protestant city.

Fredericton's colonial urban design still leaves its imprint on the City today. The campus-like situating of important civic and institutional buildings in the Garrison District reflects the City's status as a regional military and administrative hub. The fine-grained, mixed-use character of Queen Street is typical of the pre-automobile necessity of concentrating goods and services within a compact, walkable

area. Most of Fredericton's buildings do not address the riverfront, a reminder of when the primary function of the river was industry and resource extraction. The temporary nature of structures associated with resource trade and the fact that the river would have been on the receiving end of the City's refuse and effluent explain why the City appears to 'turn its back on the river'.



Maliseet First Nation, original inhabitants of the Fredericton area



19th century drawing of Fredericton's grid pattern and built form

BUILT FORM HERITAGE

The City Centre is home to an exemplary collection of architectural styles spanning the length of the City's history and the breadth of the City's civic, commercial and residential architectural built form.

Some examples remain of the City's early, staid colonial style, most notably in the Cathedral District. These wood frame homes are simple in form and lack adornment, reflecting both the circumstances of their construction and the spiritual dispositions of their builders: early Fredericton was a place for hard work and no frivolity.

The City Centre's defining architectural period was the 19th century. Its domestic architecture displays a rich mix of architectural styles from subsequent years. Large Queen Anne and Second Empire mansions characterize the City's East End, while more modest single family

residences define the residential character as one moves westward.

Major 19th century civic buildings in the City Centre include the Soldiers' Barracks (1826), Christ Church Cathedral (1853), Fredericton City Hall (1876), and the New Brunswick Legislative Assembly Building (1882). These civic buildings serve as place making landmarks. Each one frames an open space and provides order and structure to the City Centre. They are also often dynamic buildings whose forms and functions have changed continuously since their construction. City Hall, for example, housed a market in the basement for many years and was once home to the Police department.



New Brunswick Legislative Assembly



City Hall and Phoenix Square in the 19th century



Queen Street in the 19th century



Fine-grained retail on Queen Street today

2.2/ PUBLIC ENGAGEMENT PROCESS AND OUTCOMES

The Fredericton City Centre Plan has been the product of an extensive public consultation process designed to yield contributions from people who live, work, study and enjoy the downtown. The consultation process has involved in-depth meetings with local stakeholder groups as well as private citizens, conducted over the course of nine months.

This section summarizes the outcomes of the public consultation process and outlines the key principles and strategies established at the Visioning Workshop and Public Consultation.

INITIAL CONSULTATION

In June of 2013, the Consultant Team met with numerous stakeholder groups from across numerous sectors and conducted a comprehensive assessment of the City Centre. Meetings were held with the following people and groups:

- Mayor Brad Woodside
- City Centre Steering Committee
- Downtown Fredericton Inc.
- Fredericton Heritage Trust
- Fredericton Chamber of Commerce
- Community and Social Services including NB Non-Profit Housing Association, Economic and Social Inclusion Corporation, UNB Community Health Clinic

HARVEST JAZZ & BLUES FESTIVAL

City of Fredericton Staff also took the opportunity presented by the tremendous public turnout for the Harvest Jazz & Blues Festival to allow citizens to present their opinions about the City Centre. The festive atmosphere elicited comments related to active, pedestrian oriented uses of the downtown, including:

- Street closures to reduce traffic
- Pedestrian areas
- More activities
- More restaurants and shops

VISIONING WORKSHOP

In late September of 2013 the Consultant Team reconvened for an intensive week-long planning and design workshop. The schedule of events was as follows:

Day 1

- Stakeholder Meetings
- Presentation to Council

Day 2

- Stakeholder Meetings
- Identifying the 'Big Moves'
- Walk & Talk Site Tour
- Sketching out the 'Big Moves'
- Public Kick Off Meeting & Workshop



Discussing the possible future for the City Centre at Harvest Jazz & Blues Festival



A Walk & Talk Tour of the City Centre was held to hear views and opinions as part of the Visioning Workshop

Day 3

- Stakeholder Meetings
- Preparing the Guiding Frameworks
- Steering Committee Meeting
- Refinement of Frameworks & Concepts
- Public Pin-Up & Drop In

Day 4

- Stakeholder Meetings
- Concepts development
- Closing Public Presentation

The public was given opportunities to participate in the planning process during the open public workshop sessions. Participants contributed their thoughts and ideas on the work in progress and offered invaluable local insight to the process. The following were key exercises undertaken during these sessions:



Exercise 1: Rewriting the Vision

Participants were asked to take a fresh look at the current vision statement for the City Centre and revise it according to what they felt the City Centre is and what it should become. The revised vision statement can be found in Section 3.2. Participants also had the following general comments on the vision statement:

- The vision statement is redundant and verbose.
- It's too long.
- The vision should emphasize the sense of place. A place for everyone. Unique businesses, shopping etc.
- No one could agree, except that the current statement could fit mostly any other city.



Findings

Participants' comments showed that, overall, they wanted the statement to be less generic and to make reference to particular aspects of Fredericton not currently addressed, such as its history and its relationship to the riverfront. Language further emphasizing the City's arts and culture was also recommended.

Some commentators also described their desire for the vision statement to emphasize the new, whether in terms of making Fredericton more open to newcomers, its being a more 'forward looking' city, or its emphasis on new high-quality new development.



Exercise 2: Imagining Downtown

The Imagining Downtown exercise involved six groups of around 5 people working with a base map of downtown Fredericton and a packet of images of built form and open space precedents from around North America. Participants were asked to place images they liked next to locations on the map where they would like to see something comparable be built.

Findings

The following themes emerged from the results. Participants favoured the following:

- More programming along the riverfront
- Small-scale and active public spaces scattered throughout the downtown
- Development that is mixed-use and small-scale
- More development in the West End



Exercise 3: What's Most Important to You?

Participants were asked to identify the three most important things about the downtown that they felt should be preserved, enhanced or introduced. This was done for each of the four categories below.

Circulation

- Access to the riverfront and taming St. Anne's Point Drive
- Connections across the river
- Enhancing non-vehicular transportation options (biking, walking)

Buildings

- Respect existing heritage, especially when it comes to new development
- Retrofit buildings that present a blank face to the street
- Insist on a higher standard of architecture

Land Use

- Preserve green space and open space
- Remove parking or make it adaptable to other uses
- Active land uses like retail / an improved market / recreational facilities

Streets and Open Space

- A more pedestrian focused downtown
- Eliminate surface parking lots
- More / better trees, lighting, public art

Findings

The results revealed an emphasis on the importance of environmental or ecological conditions in the City Centre. They reflect the desire for an enhanced relationship with Fredericton's natural resources and the support of activities that occur out-of-doors, such as farmers markets and retail shopping,

recreation, and an improved pedestrian realm at the expense of surface parking.

Exercise 4: What do you like and what's missing?

Following the public presentation given at the conclusion of the workshop, participants were asked to answer two questions about the Plan at its current stage.

- What do you like best about the Plan so far?
- What do you think needs to change or is missing in the Plan so far?

Findings

There was significant enthusiasm for the public realm components of the Plan, especially

the high-quality circulation components of the public realm plan that, in particular, will offer additional connections to the riverfront. Participants also expressed support for the cultivation of better non-vehicular circulation components of the Plan, especially coming at the expense of surface parking.

Participants wanted to see greater detail regarding the circulation networks, and fuller descriptions of the quality and form of the retail being recommended. Participants also wished to know more about specific recommendations for significant sites in the downtown, such as the Centennial Building and Kings Place Shopping Centre.



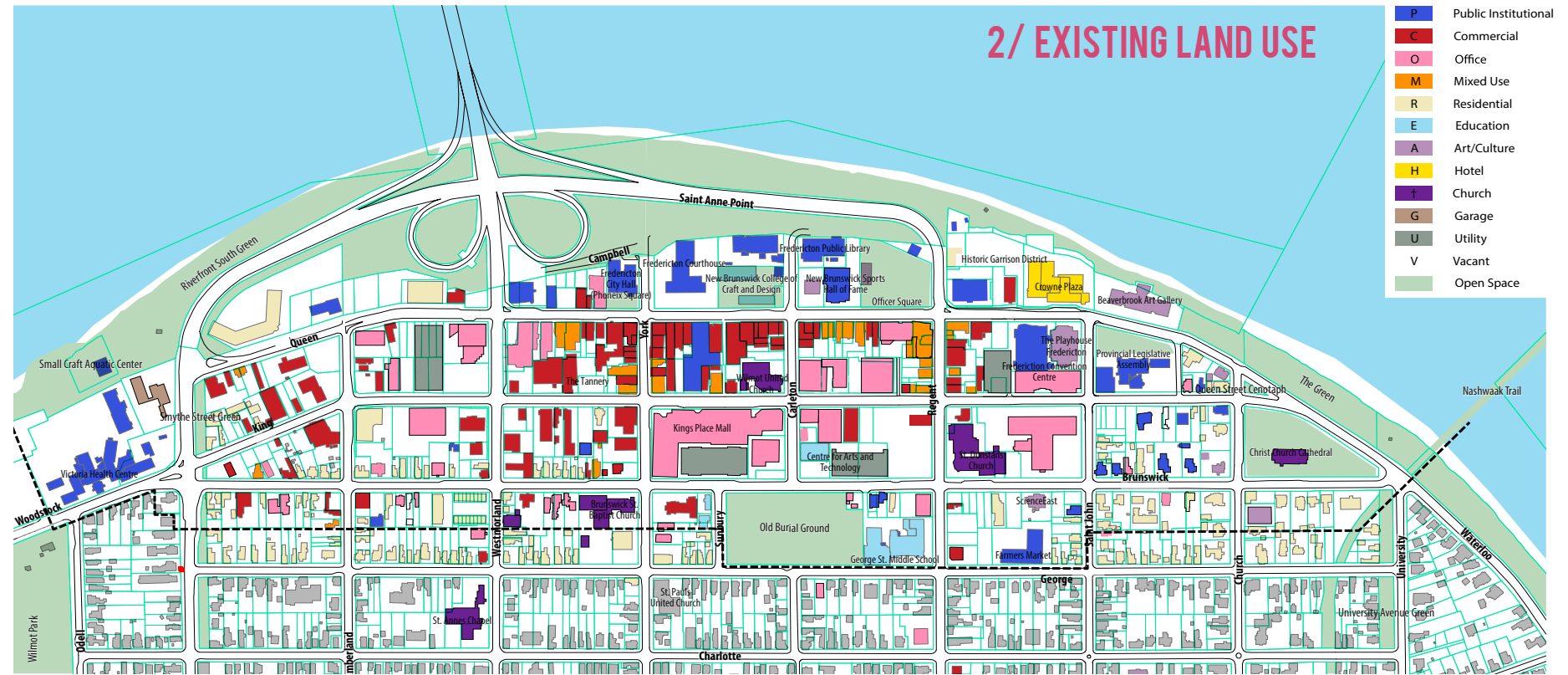
2.3 EXISTING & EMERGING CONDITIONS

This section provides a high level overview of the existing conditions observed at the beginning of the City Centre Plan process. Key points that emerged included:

- Fredericton is a successful, mid-sized city with rich heritage resources and stable institutional uses.
- The City is experiencing moderate development pressure and has significant room for infill development.
- Parking lots and vehicular thoroughfares have compromised the pedestrian realm.
- The City's largest natural heritage resource, the Saint John River, is underutilized.

2.3.1 EXISTING LAND USE

- Fredericton City Centre is a diverse mixed-use area with a fine-grain pattern of retail, commercial, residential, and institutional uses. The City Centre's land uses reflect the area's role as provincial capital and major economic centre of New Brunswick and the Maritime region.
- Queen Street between Westmorland and Saint John Streets is Fredericton's commercial and institutional core.
- A series of major government, institutional, and cultural structures line the north side of Queen Street, including City Hall, the New Brunswick College of Craft & Design, and the Government of Canada Building.



Existing Land Use in Fredericton

2.3.2 COMMUNITY & CULTURAL USES

- King Street is an active office and retail street between Northumberland and Saint John Streets. Kings Place Shopping Centre sits at the centre of King Street, almost occupying a full city block.
- The City Centre's open space network has two defining features: The first is the Old Burial Ground, located at the southern edge of the City Centre between George and Brunswick Streets; The second is the linear Riverfront Green running alongside the Saint John River the full extent of the City Centre.
- Fredericton City Centre is home to several cultural institutions that play a significant role in the life of the city, province, and sometimes, country.
- The Beaverbrook Art Gallery and the Fredericton Playhouse are high-quality performance and gallery spaces.
- The New Brunswick College of Craft & Design is a strong element of the downtown's cultural inventory and combined with the University of New Brunswick and St. Thomas University's student population they enliven the downtown's entertainment establishments.
- The bars and restaurants of the Tannery and well established venues constitute the finer grain of Fredericton's cultural life and play host to touring bands.

2.3.3 CIRCULATION

VEHICULAR

- There are several major and minor arterial roads that intersect the City Centre. Major arterials Regent Street and the Westmorland Street Bridge/Ramps provide access to the City Centre, but Regent Street, and to a lesser extent the minor arterial Smythe Street, are also the most important North-South connectors for the “City’s South Side”. Major collectors such as Queen Street, King Street, and the Westmorland Street/ York Street tandem, provide access and thoroughfare within the City Centre.
- Along the eastern and western peripheries of the City Centre are a minor arterial (Smythe Street) and a minor collector road (University Avenue).



St. Anne's Point Drive

- There is a total of 2,406 municipal parking spaces in the City Centre, comprised of 460 on-street, 1,432 in off-street garages and 514 in off-street lots.

PEDESTRIAN

- Sidewalk conditions are varied throughout the City Centre, but sidewalks are present on all streets.
- Pedestrian crossings occur at signalized intersections, with limited pedestrian-only crossings throughout.
- The City Centre has many formal and informal mid-block connections, which occur through public parks, surface parking lots, plazas and alleyways.

CYCLING

- There are currently no on-road bikeways in the City Centre.
- Many of the existing off-road trails run along, through and/or provide access to parks, although there is a certain connectivity between these East-West and North-South trails.
- The most prominent off-road trail within the City Centre runs parallel to the riverfront through South Riverfront Green. The Trails/Bikeways Master Plan illustrates potential future on and off-road routes, which would create a more complete system.



The Tannery

TRANSIT

- The City Centre is well served by transit. A majority of the transit lines run along major arterials and major collectors, and intersect or loop around the core of the City Centre, before funnelling onto or off the Westmorland Street Bridge. The main terminal for the City’s transit buses is located at Kings Place Shopping Centre.



Queen Street

2.3.4 PUBLIC REALM

STREETSCAPES

Fredericton's streetscape conditions vary significantly, from streets such as Queen Street - named Canada's Great Street in 2012 by the Canadian Institute of Planners - to portions of Brunswick Street, in which much of the streetscape is dominated by vehicular functions. Other key areas include:

- Queen Street and King Street from Saint John to Northumberland Streets, as well as north-south streets from Saint John to Westmorland Street as far south as Brunswick Street have a relatively consistent streetscaping treatment that includes brick banding, street furniture and heritage-style lighting.
- In some areas, construction and alterations have removed elements of the streetscape design. Sidewalk patios are also present in certain parts of the downtown.

PARKS & OPEN SPACES

Fredericton City Centre benefits from a good network of parks and open spaces. Key aspects include:

- The largest open space is the City's South Riverfront Green, which runs the length of downtown along the south edge of the Saint John River.
- The South Riverfront Green is a wide, largely unprogrammed green space that can be accessed from only a small number of points in the City Centre.
- Fredericton's Old Burial Ground is a unique component in the City Centre's open space network. Programming of the space is limited, but a path bisecting the burial ground permits bicycle and pedestrian access and adds character



Officers' Square

and variety to the downtown area. In addition to the heritage significance associated with the Loyalists buried on this site, it also forms of a part of the City Centre's heritage as a clearly defined element of English colonial town planning.

- Officers' Square provides a public focal point in Fredericton's downtown. Officers' Square, part of the historical Garrison District, is the site of numerous public events throughout summer and fall. Enclosed by a stone wall, mature trees, and garrison buildings, the park features lighting and furniture.
- Phoenix Square is also a public focal point in the downtown, also part of the historical garrison complex, and framed by Queen Street and City Hall.

PUBLIC ART, GATEWAYS, LANDMARKS

- Many of Fredericton's City Centre's landmarks and public art elements are elegantly arranged to form a gateway condition at the east end as one travels west along Queen Street towards downtown. The Queen Street gateway begins beneath the former train bridge and is in sequence with: Christ Church Cathedral, the Fredericton Cenotaph, followed by the Robbie Burns Statue, the Beaverbrook Art Gallery and sculpture garden, and the Legislative Assembly Building.
- Unique landmark features of Fredericton are the old Carleton Street Bridge Piers, a series of heavy stone structures stretching across the Saint John River.
- A distinct landmark is the old rail bridge, which has been converted for pedestrian and bicycle use.



Fredericton Cenotaph

2.3.5 BUILT FORM

- The character of downtown Fredericton is defined by the form and style of its abundant 18th to early 20th century architecture. They range from the austere Georgian house forms of early settlement to the more ornate detailing of the Second Empire-style Provincial Legislative Assembly Building.
- There are, in addition, many significant areas of post-war built form throughout the City Centre. These buildings typically conform to some form of the 'modern' style, ranging from the international style Centennial Building, with its glass curtain wall, to Kings Place Shopping Centre, with its extensive use of pre-fabricated concrete.
- The 19th century built form of King Street and the south side of Queen Street, Fredericton's main commercial

corridors in the downtown, are defined by 2- and 3-storey brick and wood buildings placed at the front of the property line and occupying the majority of the lot width. This creates a consistent and permeable street wall condition in many parts of downtown. Gaps between these buildings have created formal and informal mid-block connections.

- Infill development varies significantly in form and quality.
- The 1983 NB Power Building at 515 King Street is Fredericton's tallest building, standing 9 storeys (47 metres) tall.
- Built form on the periphery of the City Centre is mainly 2-storey residential, with clusters occurring in the following areas: Brunswick and George Streets and the East End residential area east of Saint John Street.



Contemporary built form



Suburban-style built form



Residential built form



Residential built form

HERITAGE

- Fredericton has a large stock of buildings of historical or architectural significance.
- Buildings and the grouping of buildings, together with their settings, have a special character and identity reflective of the City's history and should be preserved.
- The Heritage Preservation By-Law (L-4), passed in 2005, regulates the design of any changes or work done to the exterior of existing buildings and the exterior design and siting of new buildings within a designated area. It also regulates the demolition, removal and relocation of buildings in a designated area.
- Areas presently administered under the By-Law is St. Anne's Point Heritage Preservation Area and the sites at 289 Westmorland Street, 770 George Street, 240, 261, 334 St. John Street, and 279 Regent Street. A significant portion of the City Centre is highlighted as a Potential Heritage Designation Area in the Municipal Plan.
- An inventory/classification of the built form of the downtown from a heritage perspective has been developed but is currently in draft format. It identifies:
 - Significant heritage properties as significant heritage properties that are eligible for designation on their own;
 - Character Contributing properties have some heritage value that would contribute to a heritage area but otherwise are not significant on their own for heritage designation; and,
 - Non-Contributing do not have any heritage value.

PUBLIC LAND OWNERSHIP

The Province is a major landowner in the City Centre including a cluster of buildings in the east end and key infrastructure such as land around St. Anne's Point Drive at the foot of the Westmorland Street Bridge. The City owns several properties and open spaces such as the riverfront land. The Federal government owns two sites in the City Centre.

SOFT SITES

Despite downtown Fredericton's considerable stock of heritage buildings, significant areas are occupied by soft sites. Soft sites are under-utilized areas of land that are vacant or occupied by surface parking lots, single-storey buildings, abandoned buildings or small buildings that do not use their lands intensively. They are identified as areas that could accommodate new development.

Approximately 15% of the entire City Centre is occupied by major soft sites. This statistic has significant implications for Fredericton's City Centre.

Within the City Centre the most significant area of under-utilized land is from Smythe Street to Regent Street, at the rear of the properties to the north of Queen Street and up to St. Anne's Point Drive. These soft sites are currently occupied by surface parking lots and unprogrammed green space.

Other soft sites are located within the City's existing street grid. There is a concentration of soft sites in the downtown's West End in an area framed by Queen, Brunswick, York and Smythe Streets.

Another significant soft site is comprised of the properties centered on the west side of Regent Street between King and Brunswick Streets. Part of this site consists of an abandoned complex of buildings of the former SMT site. This soft site also consists of a three storey parking structure facing the Old Burial Ground.

The City Centre also contains a number of sites identified as 'sites in flux'. These are sites where existing uses or structures are likely to remain but where some type of major transformation is likely to occur. These sites are:

- The Justice Building: The Provincial government is planning on expanding and updating its facilities, which may necessitate a new, larger site apart from their current one on Queen Street and St. Anne's Point Drive.
- The Fredericton Playhouse: The Playhouse is in the process of conducting a needs assessment study to determine where and in what form a new Playhouse or multi-use cultural facility will be built or whether it will be renovated.

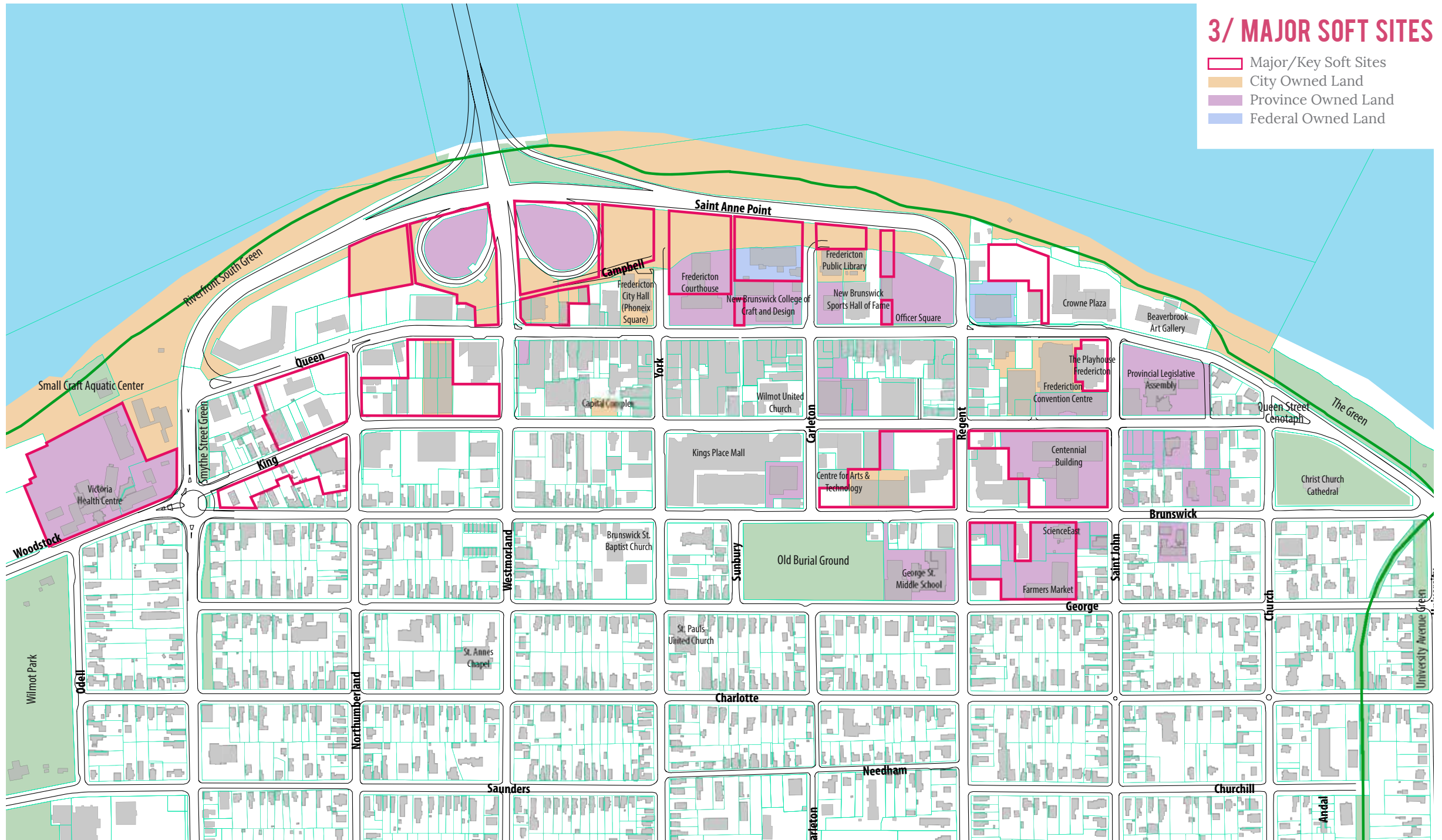
- The Centennial Building: The Provincial government offices currently located at the Centennial Building are being relocated to Chancery Place, the new Provincial office building across the street. The Centennial Building itself needs significant investment.



Potential soft site for future development

3/ MAJOR SOFT SITES

- Major/Key Soft Sites
- City Owned Land
- Province Owned Land
- Federal Owned Land



Cities are in constant change. Growth, decline, renewal and emergence create ever evolving social, cultural and economic dynamics, where the only certain outcome is change. This constant flux has been borne out in Fredericton's City Centre. Today, it is at a tipping point to begin a journey of revitalization. Recent developments indicate this – a new conference centre, Queen Street named the best street in Canada in 2012, and the Harvest Jazz & Blues Festival which continues to grow in popularity. There are several recent and proposed new higher density residential developments, and there is a strong, supportive community wanting positive change to occur.

The challenge is to capture this potential while igniting the imagination of Fredericton's citizens and the commitment of city leaders, landowners and developers. Without a shared vision and plan, decision-making will be piecemeal and reactive, and without the important co-ordination between land use, transportation planning and the public realm – which underpins the success of contemporary cities – a stronger, more resilient economy, a high-quality environment, and a better quality of life, will be stifled.

In the context of growth and change, it is vital that the opportunities evident in the City Centre are capitalized upon. Its performance is intrinsically linked with the wider success of the City, and its future therefore warrants special consideration. Local stakeholders, including Downtown Fredericton Inc. and the City of Fredericton, have been working together to devise a long-term

/VISION & KEY STRATEGIES

3.1/ BACKGROUND

plan for the City Centre which will provide a level of certainty about decision-making to give investors confidence in Fredericton, and which will create a framework for public and private sector initiatives aimed at improving the overall quality of the downtown experience.

The vision and plan for the future of the City Centre represents the consensual view of a wide range of participants from the City. Its purpose is to establish clear aims and objectives for the City Centre for at least the next twenty years and to provide a basis upon which more detailed delivery strategies can be devised.

The City Centre displays many of the characteristics that make it an attractive and desirable place to live, work and spend leisure time in. Despite the recent economic recession, it retains healthy levels of retail activity, including a strong independent retail sector. The City Centre has attracted post-secondary institutes and it continues to benefit from investment in government and innovation through employers such as the Province.

Nonetheless, it is not realizing its full potential and cannot afford to rest on its past laurels. Taken together, the strengths outlined cannot sustain the City's growth and prosperity indefinitely. Changing technologies, shifting consumer and visitor demands, the relative competitiveness of other Maritime towns and cities, and the move towards a "greener" urban agenda mean that Fredericton must harness all of its potential if it is to remain relevant and of interest to prospective residents, investors and visitors.

Now is the time for the City to consider the future of its downtown, and to lay out a map to that future. The following vision and transformative strategies, informed through public consultation, will guide the future growth and development of Fredericton's City Centre.

3.2/ REVISED VISION STATEMENT

With its rich cultural history at its foundation, the City Centre will reflect Fredericton's status as a capital city and will be the vibrant heart of business, government, learning, social, cultural and tourism activities. The City Centre will build on its success and become a place defined by excellence in design, innovation and stewardship. The Saint John River will once again be a defining and integrated feature of the City Centre. It will be a place that inspires and excites both residents and visitors. Above all, it will be a unique place – a place that captures the essence of Fredericton and its values, a place that is both proud and welcoming to all.

3.3/ VISION AND GUIDING CONCEPTS

Fredericton City Centre will be a dynamic, successful, attractive and vibrant place – a cohesive City Centre, which is more diverse and choice laden, and which is representative of its role as the capital city of New Brunswick.

A strong economy will form the backbone of a prosperous City Centre. Businesses will recognize Fredericton as a desirable place to invest and grow in, where highly educated graduates want to stay, and where an adaptable and skilled workforce can be found. The City Centre will be a place where visitors will be attracted to shop, dine, stay, and play.

To achieve economic prosperity, the City Centre will embrace its wider potential, to foster an altogether richer and more rewarding experience that is available to all of the City's residents and visitors.

It will be unrivalled within the Maritimes as a city that combines all of the excitement and bustle visitors would expect to find, with a celebration of the beauty, richness and interest to be found in one of Canada's important historic cities, and with a level of convenience and compactness that makes it very easy to get to and very easy to walk around. This in turn will confirm the image of the City as a good place to invest, work, live, study and visit.

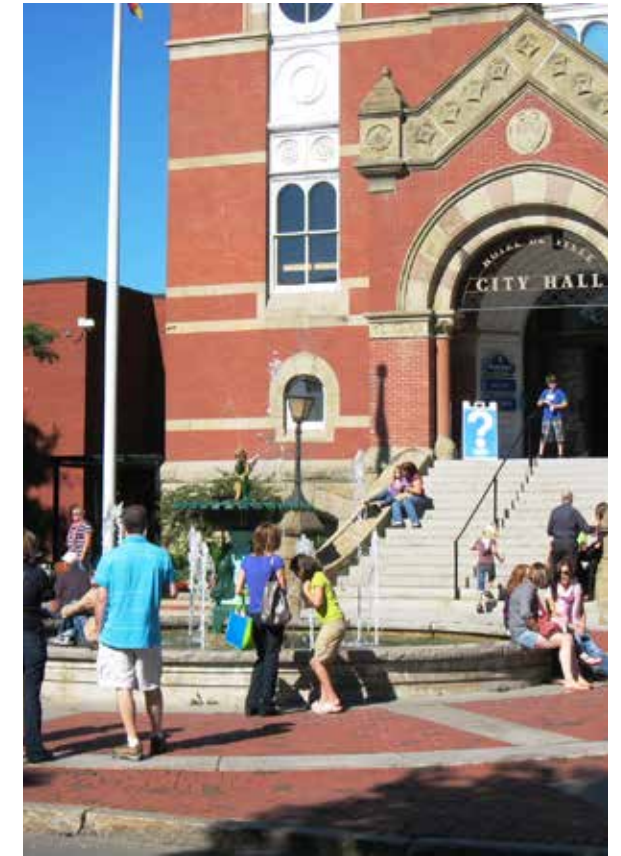
While valuing its unique heritage, the City Centre, and with it the City, will evolve with the times. It will look forward, as it will become

a more equitable City Centre, conscious of its obligation to use resources efficiently, reduce the carbon footprint of the City's residents and businesses, and ensure that those for whom personal travel becomes less affordable still have access to jobs and services.

To achieve this, the City Centre will commit to becoming a more sustainable place. It will become greener, cleaner and healthier, and will deliver choices for living and working in more sustainable ways. It will offer enhanced choices for accessing the City Centre as provisions for walking, cycling and using public transit improves, the City's streets and spaces are made more appealing and inviting, and active transportation choices contribute to improving people's health.

The City Centre will make more of its natural environment. In particular the riverside will become a focus for leisure and entertainment; for boating and cycling, watching a performance on a summer's evening, cross-country skiing in the winter or just sitting and watching the world go by.

Achieving this vision and plan represents a substantial challenge. It requires not only bold, strong and decisive leadership from the City's guardians, but also the buy-in of business, organizations and residents of the City, who can lend support, innovation and ideas to make change that is positive and allows everyone to share the benefits. To achieve the aspirations set out in this document, the focus must be on continued commitment and delivery.



3.4/ KEY PRINCIPLES

WALKABLE & CONNECTED

The City Centre should provide:

- Active and accessible transportation supportive to make walking, cycling and transit use an easier, more comfortable and appealing experience and choice.
- Visual and physical connections that are more inviting, with more choices, that are more obvious and link more places.

BEAUTIFUL & INSPIRING

The City Centre should:

- Strive for excellence in the quality and design of buildings and public spaces.
- Design buildings to reflect the values and aspiration of our time, and that can become the heritage of the future.



VIBRANT & LIVABLE

The City Centre should:

- Provide a year-round critical mass of activity and mixed uses – living, shopping, working, learning, playing.
- Ensure an appealing, safe, accessible and well-serviced built environment for living and for businesses to thrive.



CREATIVE & EXCITING

The City Centre should:

- Strengthen and intensify opportunities for arts, culture, entertainment and learning.
- Nurture local entrepreneurial and innovative potential.



AUTHENTIC & MEMORABLE

The City Centre should:

- Strengthen the sense of place by protecting and enhancing heritage, culture, public spaces and special precincts.



ECOLOGICALLY SUSTAINABLE & RESILIENT

The City Centre should:

- Apply best practices for minimizing environmental impacts in the design of buildings, streets and spaces.
- Mitigate and prepare for potential climactic-related events.

3.5/ KEY VISIONING STRATEGIES



A CONNECTED & ACTIVATED DOWNTOWN RIVERFRONT

The Saint John River is an under-utilized resource, largely because it is so poorly connected with the heart of the City Centre due to St. Anne's Point Drive, and partly because it lacks focus and a critical mass of activity. To reconnect the river with the City Centre, interim enhancements to current surface parking lots and alterations to St. Anne's Point Drive will begin to improve connections. A clear framework for the future redevelopment of this area is required to enable St. Anne's Point Drive to become a "Riverside Promenade" with buildings fronting the tree-lined street, active grade-level uses, numerous pedestrian crossing opportunities and public art.



FROM CLOVERLEAF TO INTEGRATED & CONNECTED STREET GRID

The removal of the cloverleaf interchange at the end of the Westmorland Street Bridge is key in reconnecting the riverfront to the City Centre. The structure dominates the riverfront and emphasizes vehicles over people. Traffic can be successfully integrated into a street grid that is connected back into the original City Centre grid layout without diminishing capacity. This is a long-term project that can be funded through the unlocked development potential of freeing up land that is currently occupied by the cloverleaf ramps.



ENHANCED & ACTIVATED GARRISON DISTRICT

The heritage of the City Centre is unique and treasured. It includes the important Garrison District, which is home to the City Centre's main public open spaces, Officers' Square and Barracks' Square, where the New Brunswick College of Craft and Design campus is located. This collection of heritage buildings and open spaces, which underpins a unique and beautiful streetscape aspect along Queen Street, should be enhanced and activated to reflect its future role as a key downtown mixed-use, heritage, and cultural hub.



A HIERARCHY OF BEAUTIFUL & COMPLETE STREETSCAPES

The Canadian Institute of Planners named Queen Street the Best Street in Canada in 2012. The aim is for every street in the City Centre to become worthy of this accolade. The way streets are designed and fit together influences how people perceive and experience a place. A city's image is shaped by its streets. Therefore a consistent and high-quality design vocabulary is required throughout the City Centre reflecting street hierarchies. Widened, pedestrian-friendly tree-lined sidewalks and articulated crosswalks and bike routes are priorities, particularly along streets identified as key pedestrian routes.



TRAFFIC-CALMING MEASURES & ALTERNATIVE STANDARDS

The success of a downtown hinges on its walkability. However, the overall traffic management and therefore street design of many of the City Centre streets, particularly the main arterial of Regent Street and major collectors of Queen, York, Brunswick Streets, and Waterloo Row have been predominantly focused on vehicular traffic. Comprehensive traffic-calming and alternative standards are essential to transform these streets into more pedestrian and cycle friendly routes. This could include slowing traffic; road ‘diets’; improvement of slip lanes, and drive-thrus; and, reduced parking standards for new development.



THE QUEEN & CARLETON CULTURAL CORRIDORS

Queen Street and Carleton Street will be key organizing elements for cultural, arts and heritage attractions. They will become the visual and physical axes and connectors across the downtown.

There is also an opportunity to further enhance Queen and Carleton Streets as pedestrian-priority cultural corridors, with particular emphasis on the north-south axis of Carleton Street that links together the riverfront with other key cultural and historical destinations and landmarks such as the Garrison District and the Old Burial Ground. These streets can be transformed into festival open spaces as and when required.



A NETWORK OF MID-BLOCK CORRIDORS

There is opportunity to further strengthen the north-south connections through the City Centre to and from the riverfront through the treatment of key east, central and west mid-block corridors comprising activated service ‘mews’, open spaces and enhanced pedestrian-friendly parking areas.

These mid-block corridors will offer a finer grain network of informal connections for pedestrians. These spaces also provide a new opportunity for unique intimate gathering spaces where there is an element of surprise for users, such as boutique retail and spill-out activities including cafes and bars.



A WEST DOWNTOWN GATEWAY & FOCUS

Arrival at the heart of the City Centre can be disorienting and under-whelming, particularly in the downtown’s West End. This area should be a priority for the assembly of land parcels for cohesive development and gateway treatment to create a significant entry point to the City Centre that is as impressive as the eastern gateway featuring Christ Church Cathedral. The proposed round-about at the intersection of Smythe/Brunswick/King Streets and Woodstock Road is an opportunity to create such a gateway.



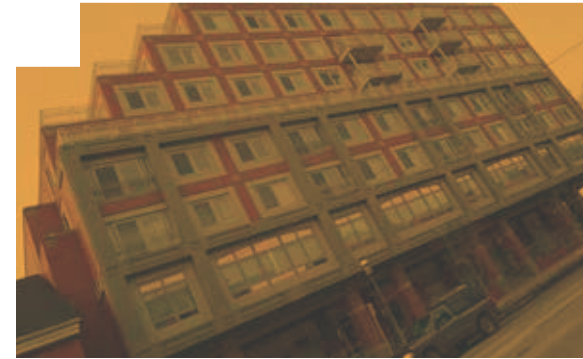
AN INTEGRATED INTERMODAL TRANSIT HUB

The main bus interchange is located in front of Kings Place Shopping Centre on King Street. There is considerable congestion around the bus interchange, mostly due to the buses' angled parking system. The limited sense of arrival in front of the blank shopping centre façade reduces the impression of being welcomed to the heart of the downtown's street life. There is opportunity to create an enhanced transit experience by integrating an intermodal transit hub in conjunction with new significant development sites or through the retrofitting of the Kings Place Shopping Centre.



INFILL, RETROFITTING & ADAPTIVE REUSE STRATEGIES

Strong pedestrian connections are vital in creating a vibrant City Centre. Gaps in the streetscape, blank walls and dead zones contribute little to the streetscape and a positive pedestrian experience. Actively identifying and prioritizing vacant sites and buildings known for being pedestrian-unfriendly, such as parking structures, for infill and retrofitting will knit the streetscape back together and encourage activity along a street once again. Design guidance, incentives and/or partnerships with landowners may be required to achieve this.



SHIFT TO FORM & DESIGN-BASED REGULATIONS & PROCESSES

To ensure that the desired outcomes for the City Centre are achieved, regulations will need to adopt a more form-based approach that reflects the complexity and transitional nature of the City Centre and its built form character. Providing more clarity and predictability through design policies and guidelines with regard to the expected built form outcomes, as well as offering incentives, such as streamlining approvals for those "getting it right", encourages investors and developers to invest with greater confidence. Establishing a Design Review Panel will help to ensure that developments are of the highest possible standard.



AN INTEGRATED GREATER DOWNTOWN STRATEGY

The successful enhancement of the City Centre will rely on open dialogue and aligned governance and stewardship by key players in the wider Fredericton to establish agreement to achieve the vision of the City Centre Plan without becoming entangled in a system that produces developments without a sense of place. Key players include the Province, the City, Downtown Fredericton Inc., developers, key stakeholders such as the University of New Brunswick, Fredericton Police, and the community. The importance of Fredericton's heritage and buildings must not be underestimated and should be kept intact through the provision of designations and Heritage Preservation Areas being placed within key areas and extended to the Town Plat Neighbourhoods. Retaining and promoting complete community elements such as schools should be encouraged.



/DISTRICTS AND NEIGHBOURHOODS

/04




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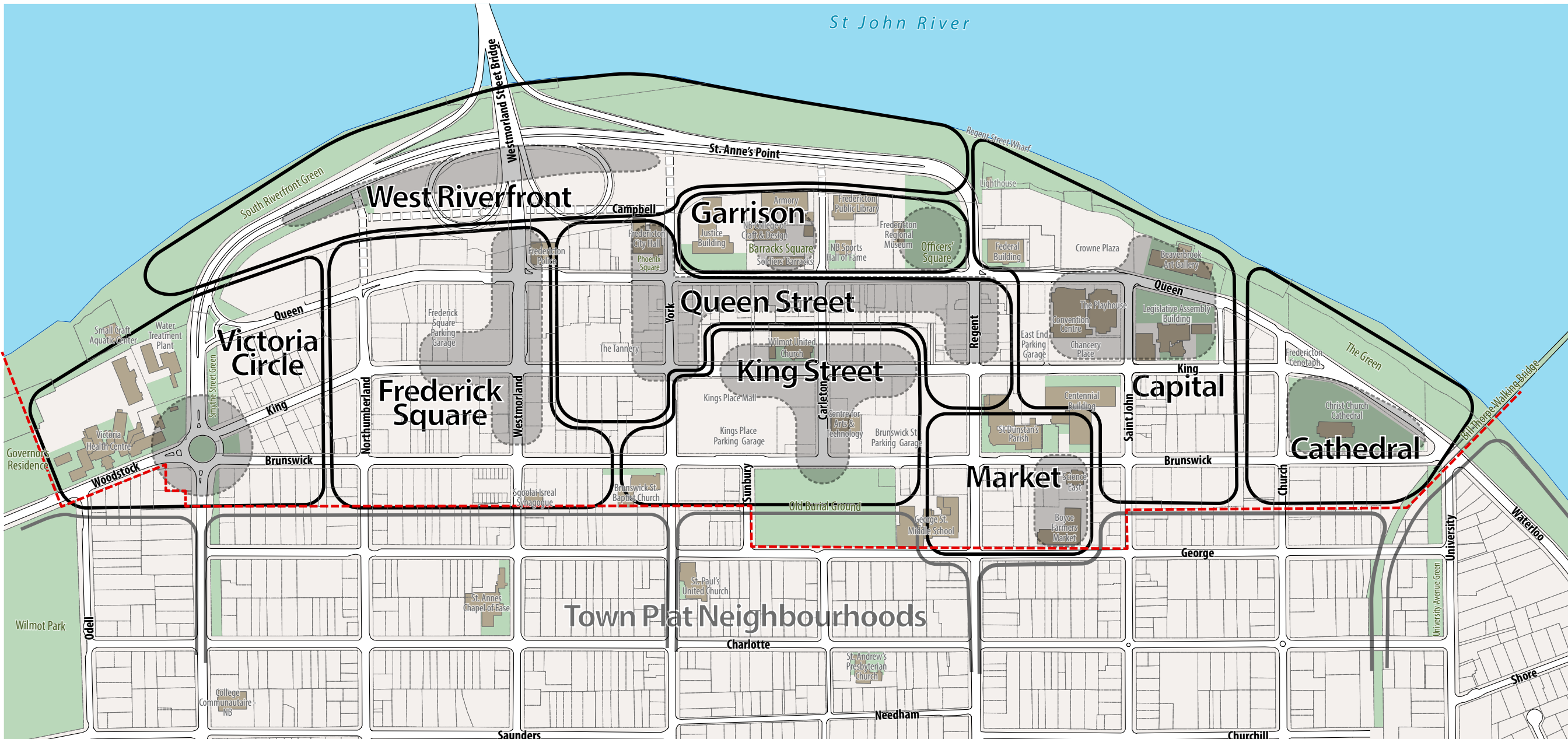
Fredericton City Centre is comprised of distinct identity areas that each contribute to the overall vitality of the downtown. The purpose of this section is to capture the character and traits of each district or neighbourhood, to articulate a vision for what the neighbourhood or district should become, and to provide a succinct statement of the overall objectives for each.

The boundaries of these areas have evolved since the previous City Centre Plan. These boundary changes respond to changes in built form and character since the last plan, to new observations and insights developed during the process and to a larger rethinking of how one should conceive of the City Centre and its relationship to greater Fredericton.

While districts refer to mixed-use areas, neighbourhoods refer to areas predominantly residential in character. The names provided for districts and neighbourhoods in this section are intended to be provisional. A community process should be held to determine the names of districts Frederictonians feel are most appropriate for each area.

4/ DISTRICTS AND NEIGHBOURHOODS

-  Districts/Neighbourhood
-  Focal Areas
-  Key Cultural/Institutional Building



4.1/ CATHEDRAL DISTRICT

KEY CHARACTERISTICS

- Centered on the Christ Church Cathedral and the large open space surrounding it, an iconic and sacrosanct element of the City Centre.
- Low-intensity office and residential uses.
- Primarily large-scale house forms with some infill and subdivision.
- Building stock primarily stately 19th and late 18th century residential.
- Defined by the strong, green edge provided by Queen Street and “The Green”.

CHARACTER VISION STATEMENT

The Cathedral District, centred on the Christ Church Cathedral is defined by its broad tree-lined streets and large heritage homes. It should build on its role as a low-intensity mixed-use neighbourhood while preserving its distinct heritage and residential built form character. The conversion of heritage homes into small-scale offices and apartments should be encouraged. Contextually appropriate infill on the area’s large lots should be considered.

Infill development should preserve and enhance the visual prominence and distinct architectural expression of heritage buildings. Infill should, where possible, be located away from the property frontage and be designed in a manner that is architecturally distinct from, yet complimentary to, the adjacent buildings and the green space associated with the Cathedral. This means respecting the visual rhythm and

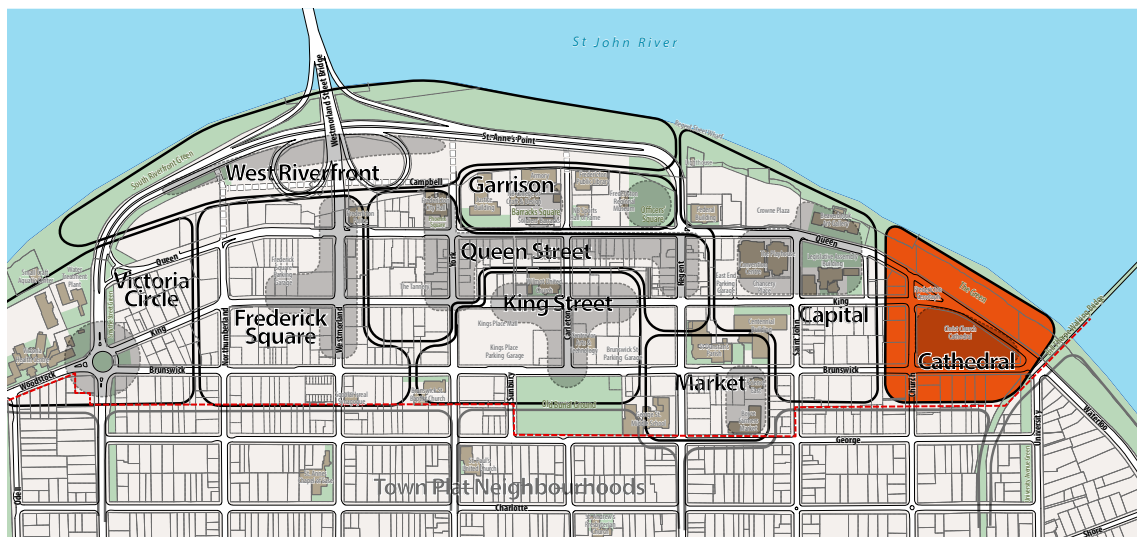
scale of the adjacent building distinguishing it through materiality and style, but not emulating historical styles. Infill should also preserve all existing mature trees where possible.

The conversion of existing residential buildings to either office or apartment uses should respect the stylistic and functional integrity of the existing structure. This means that building elements such as cladding, windows and doors should be retained where appropriate or replaced with stylistically comparable substitutes. The visual prominence of modern elements such as HVAC systems or fire protection measures should be reduced as much as possible.

Christ Church Cathedral plays a significant role in Fredericton’s history, is one of the downtown’s most visually prominent landmarks and is situated in one of the downtown’s largest open spaces.

OBJECTIVES

- Preserve the existing built form and heritage of the Cathedral District by protecting the existing visual prominence, scale, and character of the district’s buildings.
- Preserve the complete integrity of the green space surrounding Christ Church Cathedral.
- Permit infill that respects the prominence and scale of existing buildings but is architecturally distinct from established buildings.
- Encourage the conversion of large-scale residential properties to either apartments or smaller scale office uses.
- Preserve and add to the District’s tree canopy.



Christ Church Cathedral



Early Fredericton house form
Districts and Neighbourhoods 27

4.2/ CAPITAL DISTRICT

KEY CHARACTERISTICS

- Home to the highest concentration of institutional and cultural functions.
- Focused on the Legislative Assembly Building and the Beaverbrook Art Gallery.
- Marks the entrance, from the east, into the commercial City Centre.
- Contains many examples of early residential architecture.

CHARACTER VISION STATEMENT

The Capital District is dominated by the stately Legislative Assembly Building, a Second Empire style structure that presides over an entire block of the Capital District. The Legislature is surrounded by important symbols of Fredericton's status as a capital city, such as the

Beaverbrook Art Gallery and its internationally known collection, the Crowne Plaza Hotel, the Playhouse, and the Convention Centre. The District is also home to what is arguably the City Centre's strongest piece of 20th century architecture, the Centennial Building, a refined, six-storey modernist building. With its rhythmic grid of steel mullions and centrally-located entrance, The Centennial Building is a simplified restatement of the form of the Legislative Assembly Building.

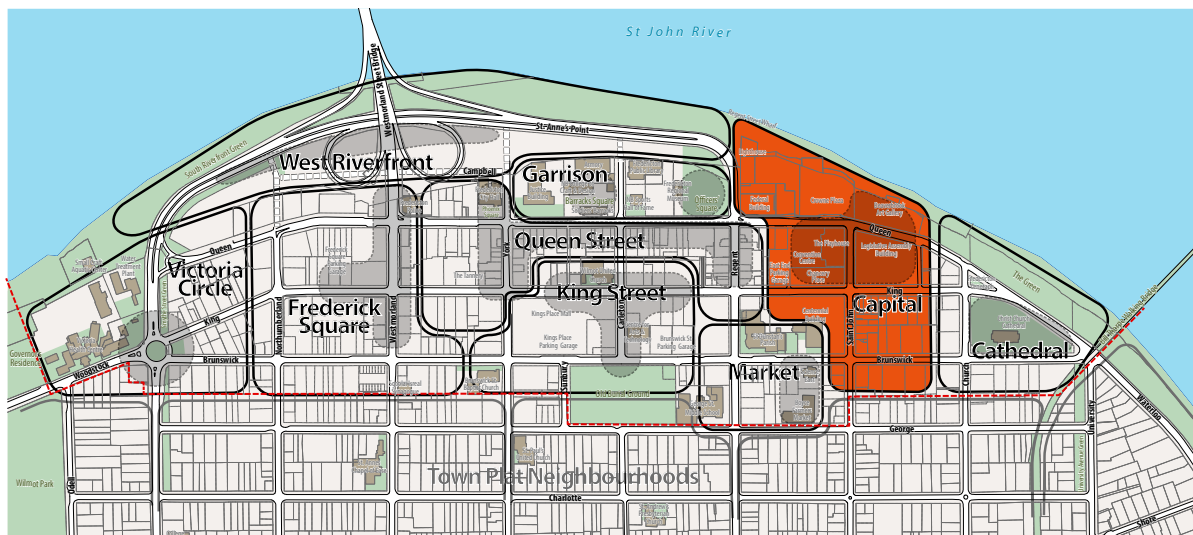
These strong architectural elements should be highlighted and preserved so as to enhance the formal character of the District. Any infill or redevelopment on Queen Street should follow the setbacks, massing and siting of the existing buildings and be a distinct and strong architectural statement.

Infill development in the District's southern residential area should attempt to re-stitch the fabric of large single family house forms under the guidance of the recommendations for infill contained in the Cathedral District section.

Special attention should be paid to restoring this district's denuded tree canopy.

OBJECTIVES

- Preserve and reinforce the iconic qualities of the public and institutional buildings in the Capital District.
- Direct new development to match the quality and expression of the existing built form on Queen Street.
- Preserve the existing built form and heritage of the Capital District by protecting the existing visual prominence, scale, and character of the district's historic house forms.
- Preserve the Centennial Building by pursuing an adaptive reuse strategy for the site. At the very least preserve the façade of the building.
- Enhance the area's already strong connections to the river and preserve the passive recreational "purpose of The Green".



Distinctive Capital District built form character



The distinctive Centennial Building



4.3/ MARKET DISTRICT

KEY CHARACTERISTICS

- Focused on the Boyce Farmers Market.
- Institutional uses are of low-impact and include the St. Dunstan's Catholic Church, Science East, and George Street Middle School.

CHARACTER VISION STATEMENT

The Market District functions as a transition zone between the Town Plat Neighbourhoods and the City Centre. Its existing uses are predominantly community-oriented.

The value of the existing community uses, especially the school and market, can be enhanced by means of a number of strategic interventions. The operation of the Farmers Market and Science East can be enhanced by transforming the surface parking lot into a

flexible space that, when not occupied by cars, can be used for community programming and events.

The impact of vehicular traffic on the quality of the pedestrian environment can also be mitigated by streetscape improvements on Regent and Brunswick Streets. A distinct paving or painting treatment should be introduced to the intersection of Regent Street and George Street. As a gateway and the only signalized intersection going south until McLeod Avenue, it is important that vehicular traffic be given a visual cue that it is entering the City Centre and that speeds should be lowered. This will also better integrate the school with the market.

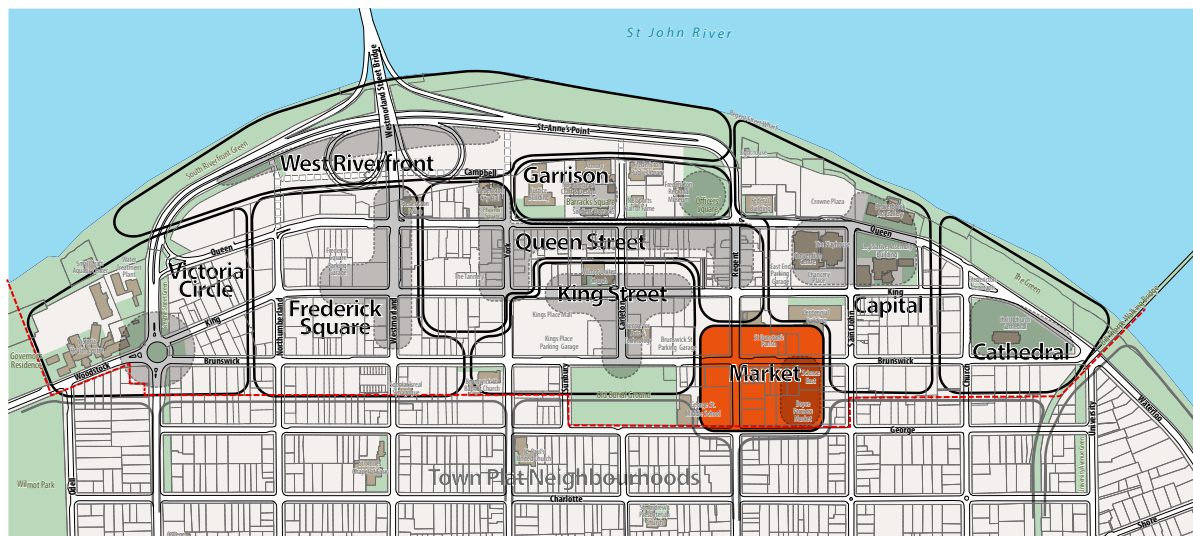
A signalized mid-block crossing across Brunswick Street north of Science East should also be introduced. The high-volume of pedestrian mid-block crossings during market

days, as well as the number of school buses accessing Science East should be acknowledged and provided with a safe crossing point or closed during market hours.

OBJECTIVES

- Provide safe and visible pedestrian crossings at the Regent and George Street intersections, and Brunswick and Regent Street intersections, and mid-block on Brunswick Street.
- Transform the interior block of the Boyce Farmers Market and Science East into a flexible event space and mid-block connection including a square across the street.
- Infill surface parking areas in the district that transitions in intensity and scale to the adjacent neighbourhood.

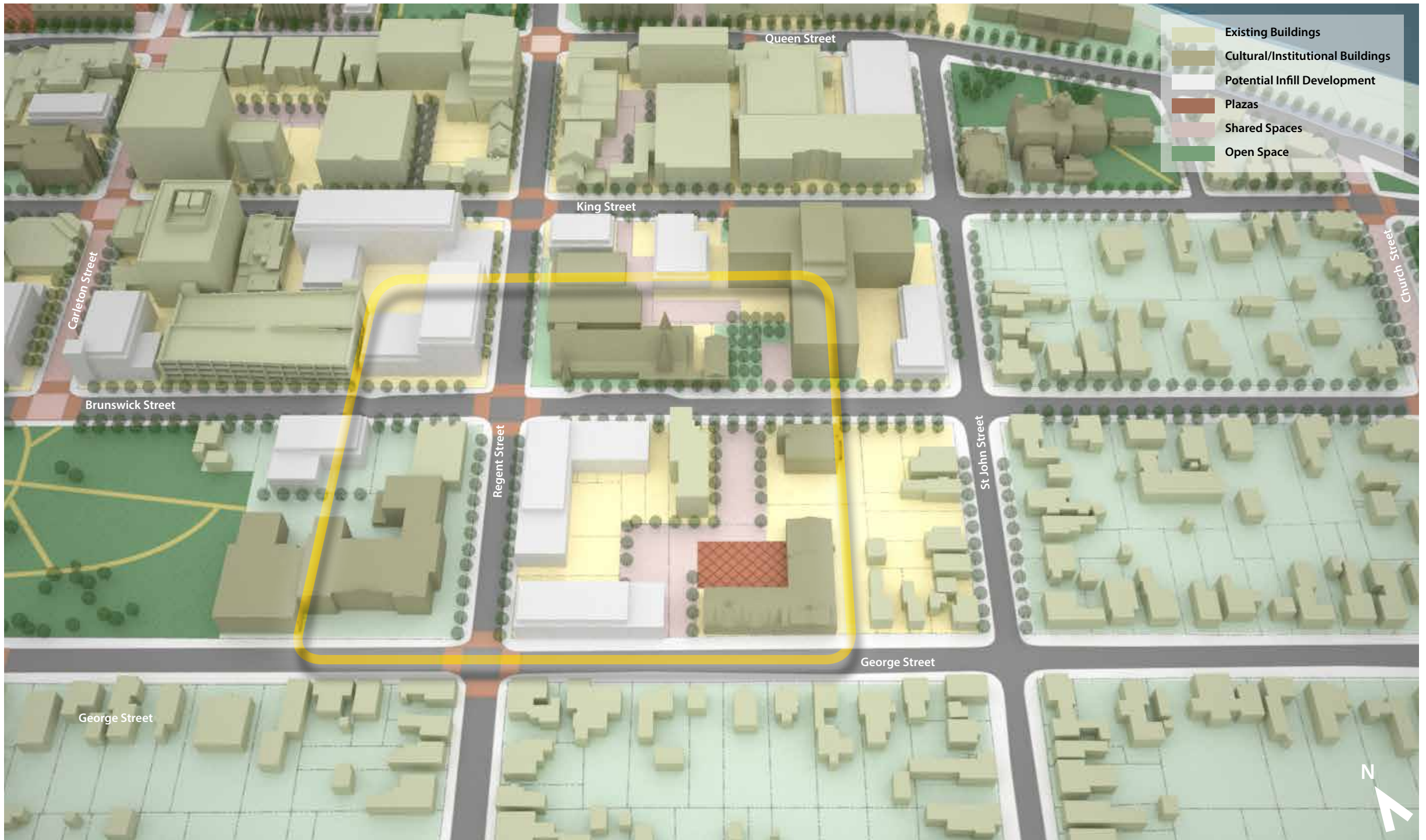
- Create mid-block connections that link the East Town Plat Neighbourhoods to the City Centre.
- Maintain the foundations of a complete community by ensuring that the George Street Middle School remains open and in place, with the addition of play space.



Science East, located in a former prison



Boyce Farmers Market



4.4/ KING STREET DISTRICT

KEY CHARACTERISTICS

- Concentrated along the commercial and office corridor of King Street and Brunswick Street.
- Bisected by Carleton Street, the north-south central axis of the City Centre.
- Many smaller parts dominated by large-scale structures that detract from the pedestrian environment, such as structured parking facilities.
- Bounded to the south by the Old Burial Ground, an element of the early settlement on Brunswick Street.
- The ‘financial district’ of Fredericton contains the City’s tallest and largest buildings.

CHARACTER VISION STATEMENT

The King Street District is a dynamic part of the City Centre that, with key interventions, can play a much stronger role in the life of the area than it currently does. By investing in pedestrian amenities, especially on Carleton Street, retrofitting buildings to increase or create additional street level activity and promoting mixed-use infill development the King Street District can become as active as its Queen Street counterpart.

Kings Place Shopping Centre is one of the district’s most significant opportunities for change. Dominating the block between Carleton, York, King and Brunswick Streets, Kings Place Shopping Centre should be retrofitted to create additional retail opportunities and entrances from the street. Increasing the permeability of the building

will promote street level activity and prevent pedestrian ‘dead zones’.

Future development on Brunswick Street should be of a quality and character befitting the significance of the Old Burial Ground, one of Fredericton’s most significant open spaces. This means retrofitting the two parking structures to create more at-grade activity and promoting active uses in existing structures along Carleton Street.

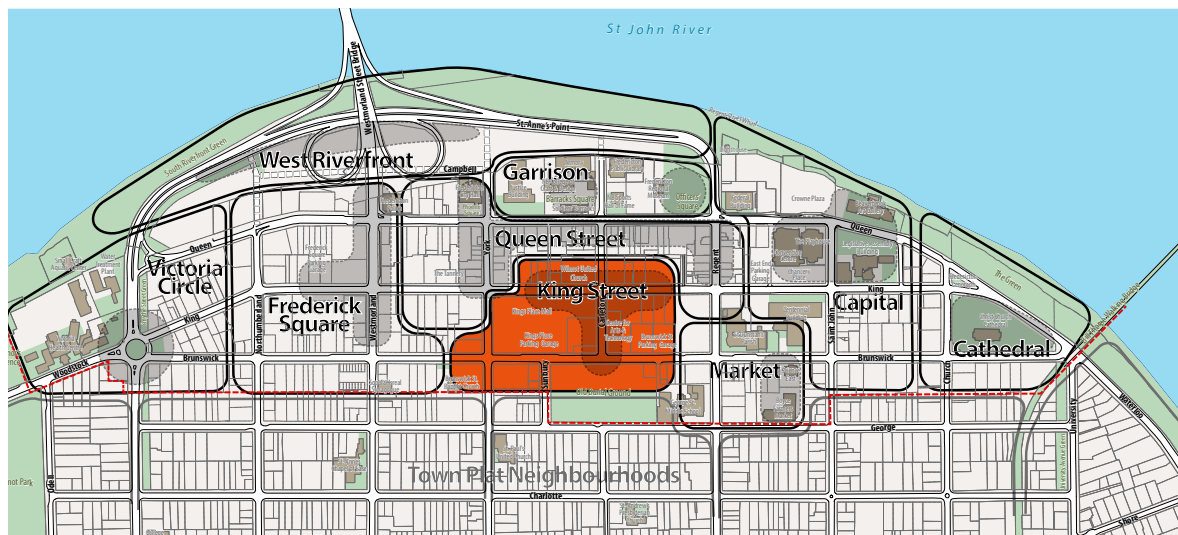
A major component of a revitalized King Street District will be the Carleton Shared Street. By transforming this important axial corridor into a pedestrian priority street, the King Street District will be better connected with Queen Street, the Garrison District, and the Old Burial Ground. It will add a new dimension to the City Centre’s pedestrian infrastructure and be unique in the City of Fredericton.

The King Street District is also the terminus of all Fredericton Transit buses. The relocation of

the transit hub to an alternative site should be pursued in the medium term.

OBJECTIVES

- Create an active, fine-grained urban environment by retrofitting Kings Place Shopping Centre and enhancing the district’s two structured parking lots with façade treatments and grade-level uses.
- Respect the significance of the Old Burial Ground by enhancing the Brunswick Street frontage.
- Enhance the pedestrian environment along King Street by relocating the transit terminal to an adjacent or nearby location and removing bus parking from the street.
- Encourage high-density mixed-use infill on vacant underutilized sites.



Varied built form of the King Street District





4.5 QUEEN STREET DISTRICT

KEY CHARACTERISTICS

- Encompasses Queen Street from Regent Street to before Westmorland Street and adjacent commercial areas to the south.
- One of the most historic public areas in Fredericton.
- Activity is concentrated on Queen Street between York and Regent Streets, and along York and Regent Streets from Queen to King Street.
- A unique one-sided high street with near continuous retail on the south and a campus of civic and institutional buildings on the north.
- A continuous 2- to 3-storey street wall on the south made up of historically significant buildings and creating an organic urban fabric.
- Narrow, transparent shop fronts.

CHARACTER VISION STATEMENT

The Queen Street District should continue to be the heart of the City Centre's retail activity. It has, owing to its history and unique form, a character unto itself in Fredericton that should be preserved and enhanced by making improvements to its public realm and ensuring that infill development is in keeping with the Queen Street District's characteristics.

Efforts should be made to ensure that existing buildings and infill development positively address the street. This will involve the retrofitting of contemporary buildings to increase the transparency of façades and increase the number of addresses and entrances. Active uses should be required at-grade to promote a sense of vibrancy. Businesses should be encouraged to increase their presence on the street with additional patios and increased transparency.

New development in the Queen Street District should be held to high standards befitting one

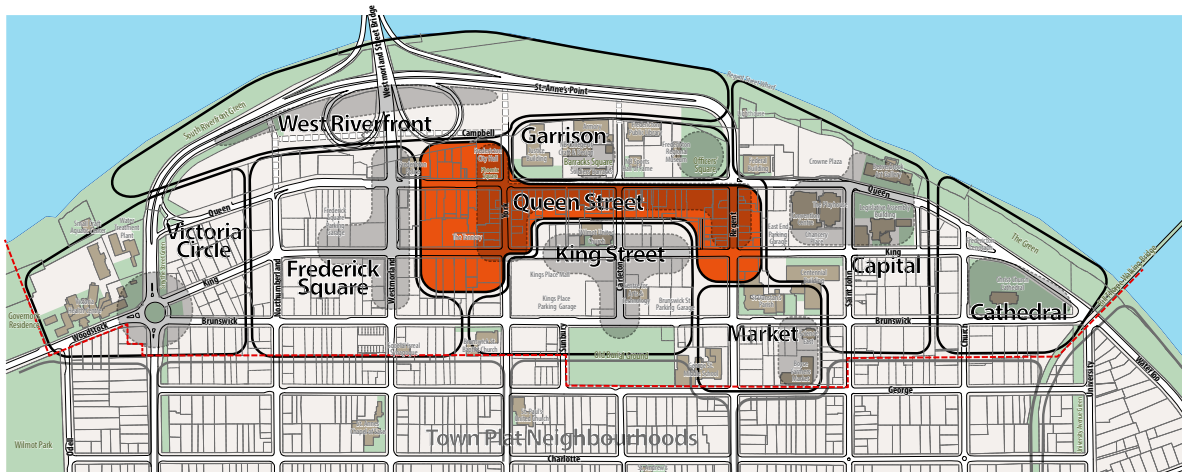
of Canada's 'Great Streets'. New buildings must reinforce active uses, respond intelligently and appropriately to the existing built form context and be built with the highest material quality.

Mid-block connections and interior block open spaces should be enhanced to encourage their use by pedestrians, perhaps in conjunction with the creation of new retail, residential or office uses accessed off of Queen Street. By introducing improved design treatments, co-ordinating servicing and loading, and prioritizing pedestrian uses, these spaces can add significantly to the retail and commercial activity of Queen Street as well as its visual interest.

Major investment should be made in streetscape improvements on Queen and York Streets. Consistent and high-quality streetscape design that prioritizes pedestrian activity and investments in bicycle infrastructure should be undertaken to ensure that the quality of the built form is matched by its public realm.

OBJECTIVES

- Retain and enhance the district's role as Fredericton's main street heart.
- Enhance mid-block connections throughout the district to add another dimension of retail and commercial activity.
- Create an enhanced streetscape that prioritizes pedestrians and encourages the traditional role of a main street.
- Ensure that new infill development is only of the highest quality and contributes to the desired aesthetic and function of the Queen Street District.
- Retain and require the introduction of new narrow shop fronts.
- Maintain the low rise character of Queen Street by requiring a minimum 3-storey street wall from Regent Street to Westmorland Street.
- Investigate infill opportunities for the Tannery site.



Architectural character of Queen Street



Tree canopy of Queen Street



4.6/ GARRISON DISTRICT

KEY CHARACTERISTICS

- A campus-like cluster of major local and regional institutions near the City's riverfront.
- The Garrison District is a National Historic Site. Once home to the British Garrison from 1784 to 1869, it has played an important role in Fredericton, New Brunswick and Canadian history.
- Home to important civic, tourism and cultural functions including the New Brunswick College of Craft and Design, Justice Building and Fredericton Public Library, defined by prominently situated 19th century architecture.
- Bordered on the north by surface parking lots and St. Anne's Point Drive.
- The location of major cultural events.
- Contains two important open spaces, Barracks' Square and Officers' Square.

CHARACTER VISION STATEMENT

The Garrison District forms the northern edge of the City Centre's most important east-west axis, Queen Street. It is home to important institutions situated in heritage buildings, and is woven together by an intricate network of open spaces and connections. The Garrison District should be revitalized in such a way that its heritage is more proudly displayed, its public realm is of a quality befitting the district's significance, and its uses are intensified to permit greater public enjoyment of its charm and interest.

Barracks' Square and Officers' Square are historically-significant but currently under-utilized public open spaces where public realm investment should be made to permit more programmed and un-programmed public activity at all times of the year. These public realm investments should serve to draw residents, workers, tourists, students, and shoppers.

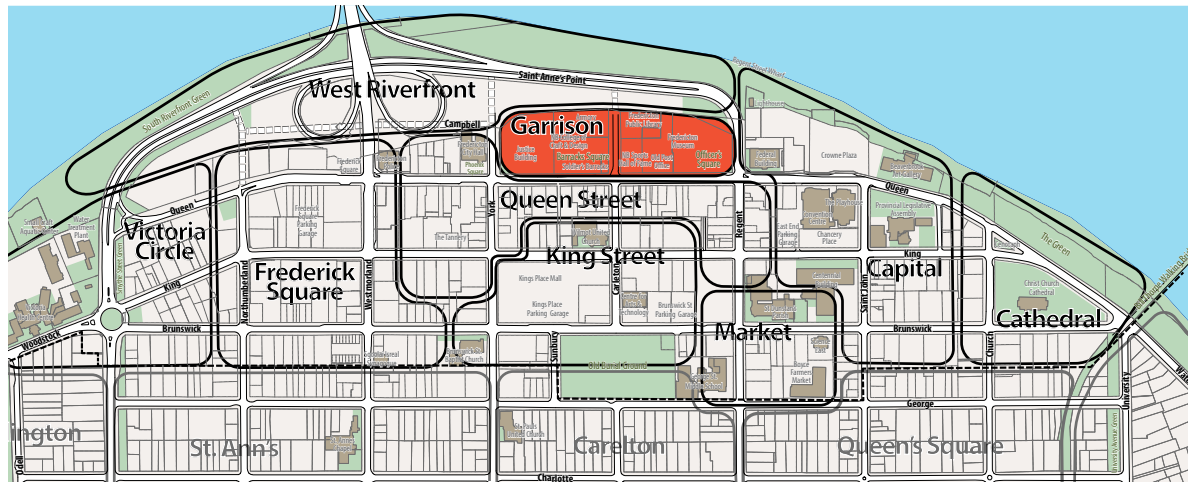
Improvements such as the removal of surface parking, new hard and soft surface treatments, and new infrastructure necessary for events of different scales at different times of the year should be made to permit Frederictonians to enjoy the Garrison District to its fullest extent.

Barriers created by blank façades, walls, and pedestrian-unfriendly treatments should be removed to encourage people to access the Garrison District more easily from Queen Street. The barracks can also be opened up to Queen Street.

Commercial and retail activity complementary to Queen Street should be introduced in the Garrison District to achieve a consistent level of activity. Examples include building on the New Brunswick College of Craft and Design's summer retail activity in Barracks' Square. The re-purposing of Fredericton's Justice Building should be explored, perhaps to accommodate a new cultural facility.

Surface parking lots on the north side of the Garrison District should be divided into development parcels by connecting Carleton Street and York Street to Saint Anne's Point Drive. Surface parking should ultimately be accommodated in below-grade or integrated above-ground structures in conjunction with new development that respects the area's rich historic character, while introducing intensified mixed-use into the District. As an interim measure to improve connectivity between the City Centre and waterfront, pedestrian walkways should be developed through the parking lots.

All these improvements will contribute significantly to Fredericton's tourist appeal. Bus tours will be compelled to spend more time in the District and events such as the Harvest Jazz & Blues Festival will be given a site appropriate to their significance in the cultural calendar of Atlantic Canada.



Gateways and open spaces in the Garrison District



OBJECTIVES

- Revitalize the Garrison District to its rightful status as the institutional and ceremonial core of Fredericton's downtown.
- Invest in a comprehensive public realm plan that permits increased and better quality access from Queen Street and improves the quality and flexible functionality of Officers' Square and Barracks' Square, including making the Soldiers' Barracks building more permeable.
- Begin the incremental process of the activation of the north side of the District and West Riverfront by partitioning surface parking lots and incorporating surface parking in to new developments.
- Respond to the function of the south side of Queen Street as the southern edge of the Garrison District and harmonize their respective functions in the City Centre.
- Encourage new and intensified uses by working with existing users such as the New Brunswick College of Craft and Design and the Harvest Jazz & Blues Festival and exploring the possibility of locating the new performing arts centre within the District.
- Connect Carleton and York Streets to St. Anne's Point Drive.
- Connect the Garrison District to the riverfront.
- Ensure that new buildings address the riverfront.
- Introduce residential uses to increase safety and liveliness at all times and during all seasons.
- Move the pedestrian bridge at the foot of Carleton Street to the foot of Northumberland Street to the west and replace with a cross walk.
- Create a key terminating vista at the foot of Carleton and Northumberland Streets.



The Garrison District



The Garrison District and Queen Street in the 19th century



Open spaces of the Garrison District





- Existing Buildings
- Cultural/Institutional Buildings
- Potential Infill Development
- Plazas
- Shared Spaces
- Open Space

4.7 FREDERICK SQUARE DISTRICT

KEY CHARACTERISTICS

- The City Centre’s largest but least defined character area.
- A transition zone between the historic downtown and adjacent areas to the south and west.
- Mixed-use area with a higher proportion of surface and structured parking and vacant lots, larger building footprints and more 20th century buildings.
- Higher volume traffic on the District’s east bounding street, Westmorland.
- Built form presents an inconsistent street wall.
- Pedestrian-related public realm is inconsistent.

CHARACTER VISION STATEMENT

The Frederick Square District presents the most obstacles to becoming an integrated and vibrant part of the City Centre, but those weaknesses can be reshaped through new development and public realm improvements. The Frederick Square District can become an important and modern part of Fredericton’s downtown.

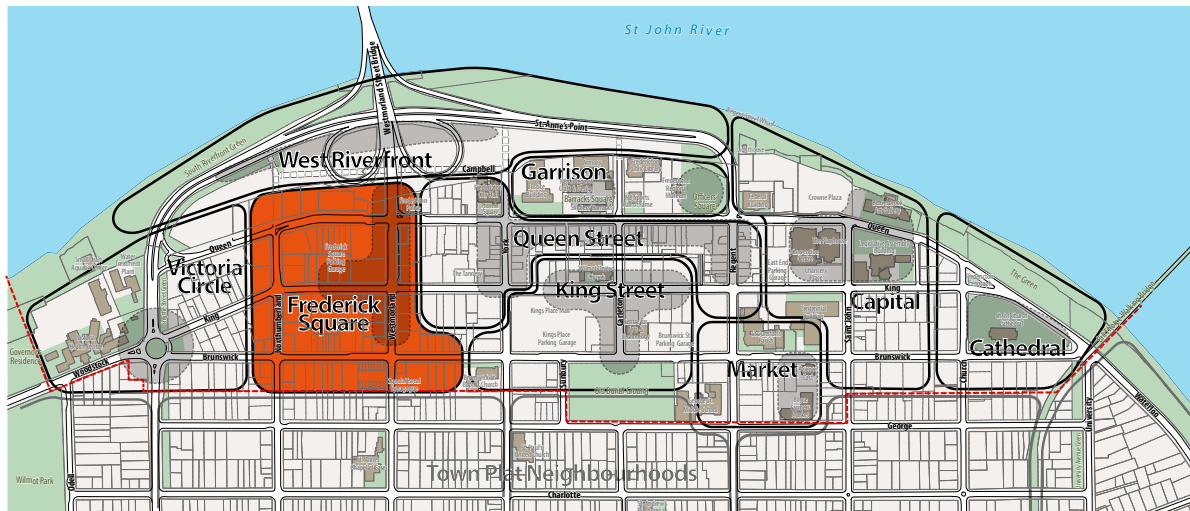
The Frederick Square District is the most likely to be the subject of larger scale development proposals and, while welcome, these proposals should be held to a high standard in regards to how they contribute to the life of the downtown. Promoting residential-focused mixed-use, encouraging active at-grade uses and insisting on a high-quality of design and construction quality should all be priorities. Buildings should be located with minimal setbacks and be of a height sufficient to create a modest sense of enclosure on the street.

While Westmorland Street plays an important role in the regional transportation network, measures such as off-peak on-street parking, increased pedestrian crossings and improvements to the pedestrian realm should be pursued in order to make these areas more hospitable to pedestrians. An improved pedestrian realm will not only help the Frederick Square District, but will encourage non-vehicular circulation between the City Centre and adjacent areas.

New potential open spaces have been proposed and will assist this District in creating a balanced new mixed-use neighbourhood.

OBJECTIVES

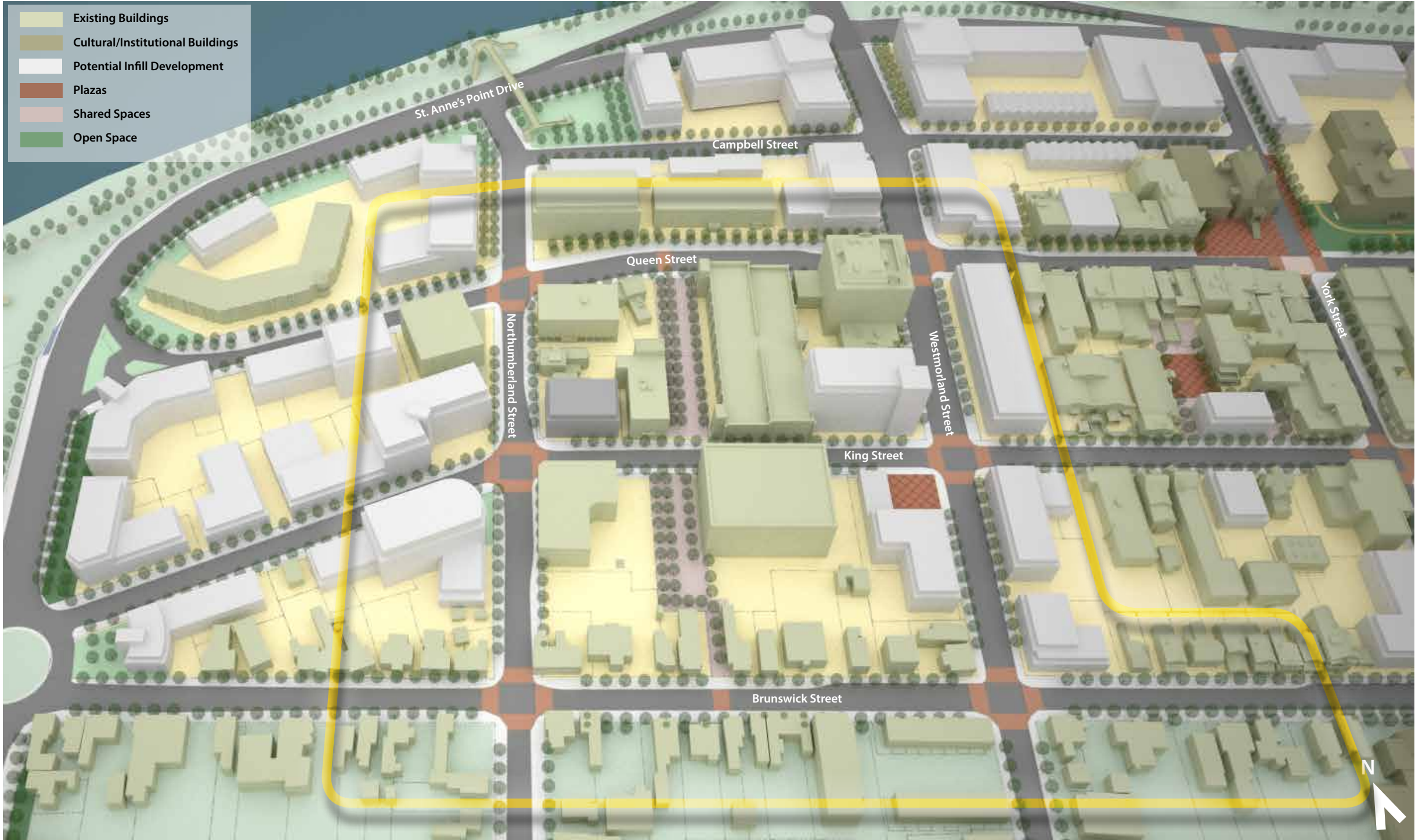
- Improve the quality of the pedestrian realm in the Frederick Square District and add a public square.
- Encourage mid-block connections throughout the District.
- Encourage new development that promotes active at-grade uses.
- Explore the opportunity to install off peak parking on the west side of Westmorland Street between King Street and Queen Street.
- Create safe and comfortable pedestrian crossings through special demarcation and treatments.
- Create new open spaces in conjunction with new developments.
- Retain the residential character of Brunswick Street where it is in a two lane condition.



Frederick Square view along Westmorland Street



The Windsor Townhouses, also known as the “Crayolas”



4.8/ VICTORIA CIRCLE DISTRICT

KEY CHARACTERISTICS

- The western gateway of the downtown.
- Transition zone between residential and mixed-use areas.
- The edge of the fabric of the historic downtown.
- A mixed-use area.

CHARACTER VISION STATEMENT

The Victoria Circle District is, as the name suggests, centered around the new proposed roundabout tying together Smythe, Woodstock, King and Brunswick Streets. This District is a high-volume traffic area serving as the west gateway to the City Centre. It is

predominately residential in character but includes significant institutional uses such as the William L. Barret Water Treatment Plant and Victoria Health Centre.

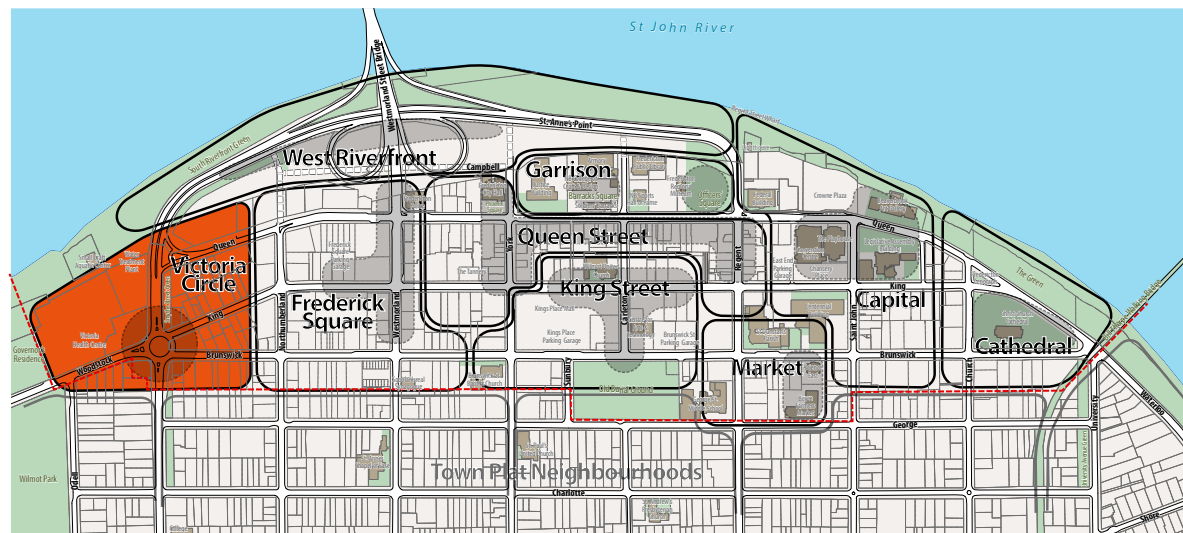
There is significant development opportunity given the large lots and/or potential for lot consolidation in the District. Mixed-use residential development in this District should focus on creating a strong and consistent street wall with minimal setbacks and concealed and/or rear-located parking, and multiple at-grade entrances.

Given the volume of traffic in the District it is particularly important that bicycle infrastructure be firmly embedded into the road network.

Victoria Circle should be provided with a separated bike lane, an example of which can be found in the circulation section. Bike lanes should also be introduced on Woodstock, Smythe, Brunswick and Queen Streets.

OBJECTIVES

- Fully integrated pedestrian and bicycle infrastructure into the design of the Victoria Circle Roundabout.
- Pursue larger-scale mixed-use development on the District's larger vacant and underutilized lots.
- Create stronger access to the riverfront through the creation of a West End mid-block connection.
- Create a gateway at or near the roundabout that is equal in significance to the gateway experience in the City Centre's East End.
- Create new open spaces and connections to the river in conjunction with new development.
- Consider the Victoria Health Centre as a major potential redevelopment site for mixed use.



The intersection of Smythe, King, Brunswick Streets and Woodstock Roads



4.9/ WEST RIVERFRONT DISTRICT

KEY CHARACTERISTICS

- A northern gateway to the downtown from Fredericton’s “North Side”.
- The northern side of this District consists of a largely unprogrammed part of the South Riverfront Green.
- Large developable soft sites.
- A prominent, though underutilized riverfront area of the City Centre.
- Significant potential for dramatic transformation.

CHARACTER VISION STATEMENT

The West Riverfront District represents a long-term development opportunity for the City Centre that should one day consist of a greater programmed riverfront green connected to

the City’s larger open space network. It should also become home to some of the City Centre’s most desirable developments on river-fronting property.

Key to realizing the potential of the West Riverfront will be rebalancing its circulation network to encourage more pedestrian and bicycle use. This will involve the removal of the Westmorland Street Bridge clover leaf and the extension of Northumberland, York, and Carleton Streets to St. Anne’s Point Drive.

Reprogramming the road network will create development lots on attractive riverfront properties. These developments should be primarily residential in nature.

The pedestrian bridge currently located at the foot of Carleton Street may be relocated

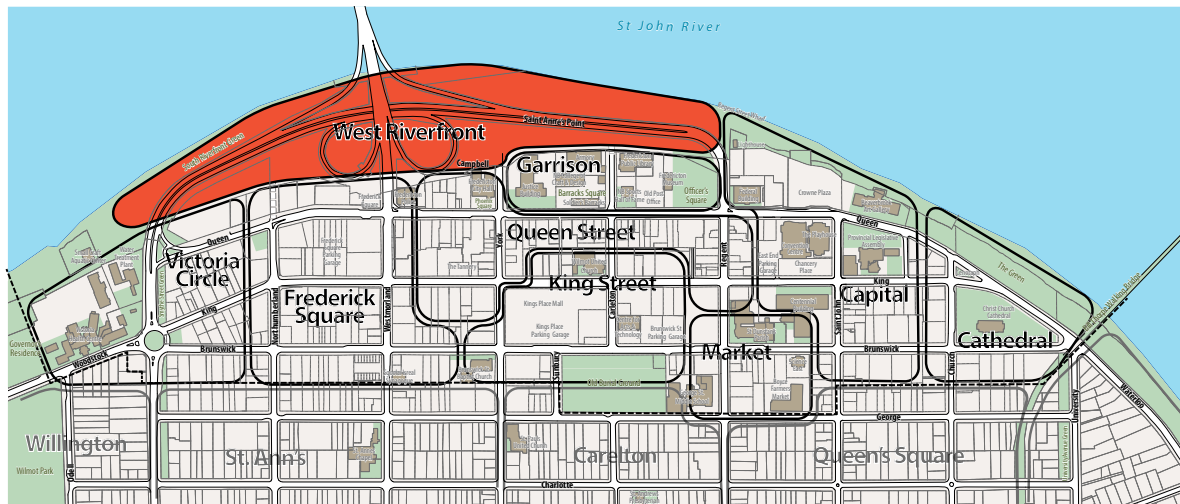
to Northumberland. Public art should also be located on the riverfront. This will create a visual and physical connection to the river.

In order for the South Riverfront Green to become a more attractive component of the City Centre’s open space network, several additional changes will need to occur. Reprogramming of the road network, though not at the scale proposed for the eastern portion of St. Anne’s Point Drive, will increase opportunities for public access to the riverfront. Low-impact programming that engages users of this open space should also be introduced.

OBJECTIVES

- Better connect South Riverfront Green to City Centre’s open space network.

- Explore completing the street grid by reinstating Campbell Street and connecting Northumberland, York and Carleton to St. Anne’s Point Drive.
- Create attractive development opportunities on riverfront-adjacent properties where feasible, pending the outcomes of a geotechnical study.
- In the event that a building is not possible on the open space adjacent to the riverfront, a public park with recreation facilities should be proposed.
- Implement a promenade redesign of St. Anne’s Point Drive with buildings fronting the riverfront where feasible, pending the outcomes of a geotechnical study, but preserve the riverfront walk entirely.



The large landscaped berms and on-ramp of the Westmorland Street Bridge





/5.0

The quality of the urban environment is a recurring theme throughout this Plan; in fact, the streets, open spaces, parks, riverside areas and trails are seen as the 'glue' that will bind the City Centre together, making it an attractive, safe, social place that is easy to understand and move around.

Where the public realm is seen and treated as a priority, particularly in historic places, cities become more attractive to investors and visitors, and residents feel a sense of pride in their city.

In the longer term, a public realm that is well planned, detailed and maintained is likely to endure. Individual buildings may come and go, but streets and public open spaces remain as the fundamental DNA of the City, holding within it the history and values of the local community.








The Public Realm framework is comprised of the following sections:

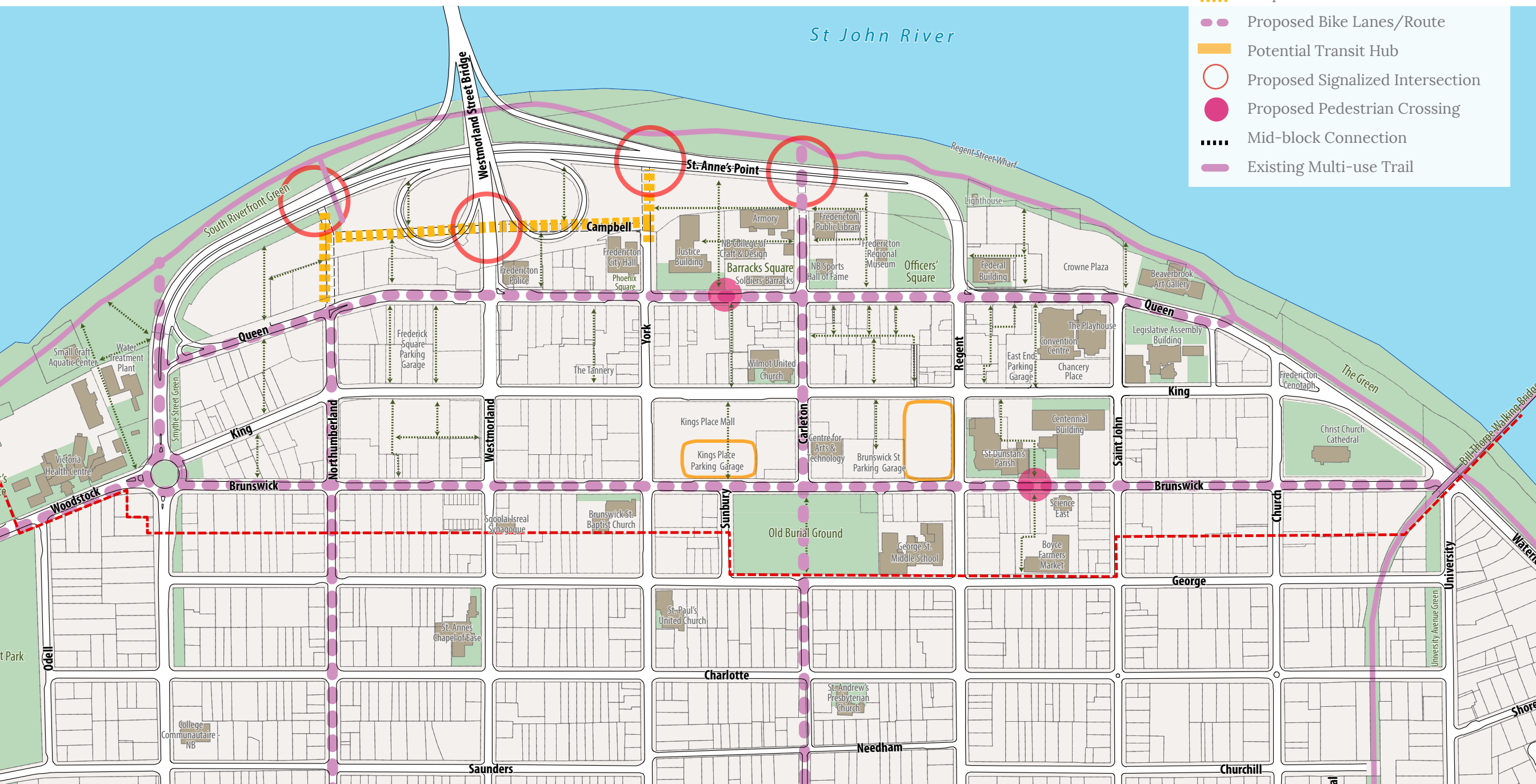
- Circulation Strategies
- Streetscapes
- Open Spaces and Connections
- Civic Elements

/PUBLIC REALM FRAMEWORK

/05

5/ CIRCULATION

-  Proposed New Street
-  Proposed Bike Lanes/Route
-  Potential Transit Hub
-  Proposed Signalized Intersection
-  Proposed Pedestrian Crossing
-  Mid-block Connection
-  Existing Multi-use Trail



5.1/ CIRCULATION STRATEGIES

The City Centre, as with most traditional downtowns, is primarily experienced on foot. The fine-grained form and pattern of the City Centre, cherished by so many, is a product of the fact that the downtown evolved at a time when most users were pedestrians. In placing this emphasis on the pedestrian experience it also helps to remember that every trip in the downtown begins and ends on foot. The Circulation Strategies therefore place the greatest significance on creating a network that facilitates and enhances pedestrian movement and includes the slowing of vehicular traffic.

The introduction of bicycle infrastructure and the re-configuration of the vehicular road network also figure largely in this plan. Separated bike lanes will promote the development of a stronger commuter cycling culture and the re-configuration of the Westmorland Street Bridge cloverleaf will help downtown Fredericton reclaim its beautiful riverfront.



A pedestrian boulevard treatment

COMPLETING THE STREET GRID

The City Centre can build on the legacy of its regular street grid and enhance the use of its riverfront by extending north-south connections to St. Anne's Point Drive. The benefits of this move would be considerable, but in terms of pedestrian circulation it would permit pedestrian access to the riverfront without having to traverse surface parking or to use the Carleton Street pedestrian bridge. The proposal is to:

- Connect York, Northumberland and Carleton Streets through to St. Anne's Point Drive.
- Reintroduce Campbell Street as an east-west, pedestrian focused street.



Bill Thorpe Walking Bridge

MID-BLOCK CONNECTIONS

Mid-Block connections offer the unique opportunity for a finer-grained pedestrian network by allowing pedestrians to move within city blocks. While the City Centre in general has very walkable scaled blocks, the Plan identifies some locations where mid-block connections ought to be improved. Where and when the circumstances are appropriate and the pedestrian traffic significant enough, rear lanes can become formal mid-block connections that may include retail frontages.

As an important aspect of the pedestrian network, these links should adhere to the same quality and design standards as other public spaces. Adequate lighting, appealing landscaping, clear signage, unobstructed views and uses that front onto these connections are all important objectives.



A mid-block connection with paving treatment

CROSSWALKS

The success of a street can hinge on how well it can accommodate and enhance the pedestrian experience. A sense of comfort and safety is heightened when the speed of traffic is reduced. Crosswalks serve two functions: as a clear demarcation of a safer route for a pedestrian to cross; and as a traffic-calming measure. Frequent stops will ensure slower traffic speeds and cautious driving. Accordingly, the City Centre Plan encourages the following objectives for crosswalks:

- Every key four-way intersection along a major pedestrian corridor should have crosswalks.
- Crosswalks should utilize distinctive feature paving or painted lines to enhance their visibility and quality.
- Special pedestrian crosswalks should be provided at mid-block locations where important civic destinations and/or significant walking traffic exists and where traffic engineering permits.



Example of a paved intersection and crosswalk

The pedestrian circulation network would be significantly enhanced by the introduction of new crosswalks at several intersections and mid-block points. These are as follows:

- At the terminus of the proposed extension of Carleton Street at St. Anne's Point Drive.
- Mid-block between York Street and Carleton Street, connecting the Garrison District to a proposed mid-block connection to the south.
- Mid-block between Regent and Saint John Streets connecting Science East and the Boyce Farmers Market with the greater City Centre.
- Other locations that may arise where increases in pedestrian traffic warrant safe crossings.



Existing mid-block connection on Queen Street

ON-STREET BIKEWAYS

Fredericton's existing cycling infrastructure is limited and focused on recreational cycling. It is not uncommon to see cyclists within the downtown using the sidewalk, a sign that a cultural shift needs to take place whereby the road is viewed as a shared space for cyclists and motorists.

The recommendations for cycling have been conceived with the intent of creating a bicycling network that enhances recreational cycling opportunities, while also building the foundation for a commuter cycling culture, a system that facilitates using a bicycle to go to work or school, to run errands, or to otherwise enjoy the downtown.

On-street bicycle infrastructure should be provided throughout the City Centre. The Plan recommends bike lanes on Queen and Brunswick Streets, and along one block of Smythe Street. Some variation of separated,

demarcated or on-street bike lanes is proposed for these streets. The alternatives are laid out in further detail in 5.2 Streetscapes.

Well-designed, but above all, more useful bike parking should be provided as part of the general streetscape pallet for all streets in the City Centre.



Example of a roundabout with a bike lane in Olympia, WA



Existing bicycle infrastructure

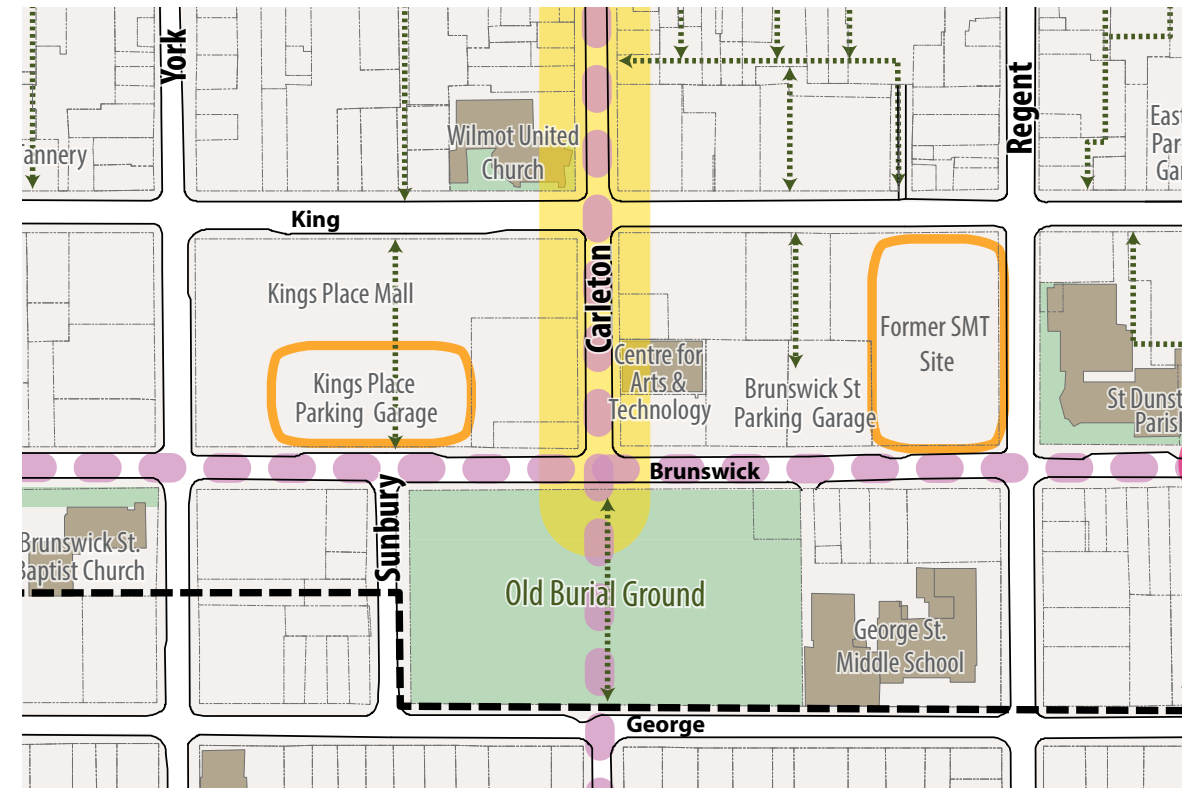
BUS TERMINAL

Transit services are an integral part of any circulation plan and appealing and convenient transit options are essential for the vitality of the downtown. This is especially true in a city such as Fredericton, with its large student population and aging demographics.

Fredericton Transit operates a bus network of eight routes based on a synchronized scheduling program. Most buses arrive and depart simultaneously from bus bays on the north side of Kings Place Shopping Centre in order to maximize transfer opportunities. The location and programming of the Kings Place terminal means that the south side of King Street is either occupied by idling buses or vacant. Moreover, the bus bays were designed for 35-foot buses, but current buses in service are 40-foot long. This causes complications for bus access and egress, as well as the circulation of regular vehicular traffic.

In keeping with the 2008 Dillon Consulting Strategic Plan for Transit Services study, it is recommended that a new, central location with two access and egress points for a dedicated bus terminal be found within the downtown. Two potential sites have been identified in the area confined by Regent, King, Brunswick, and York Streets:

- **Kings Place Shopping Centre Parking Garage:** Either in front of the existing garage or as part of a development scheme that integrates into a larger development on Brunswick Street.
- **The 'Former SMT Site':** An eastern portion of the block bound by King, Brunswick and Regent Streets, which currently stands largely empty. This site represents a strong redevelopment opportunity where a new bus terminal could be accommodated as part of a larger mixed-use development.



Two potential sites for the relocation of the bus terminal



Integrated transit facility in Barrie, Ontario



Existing condition of the Kings Place Shopping Centre fronting on King Street



Mixed-use building with an integrated bus terminal in Adelaide

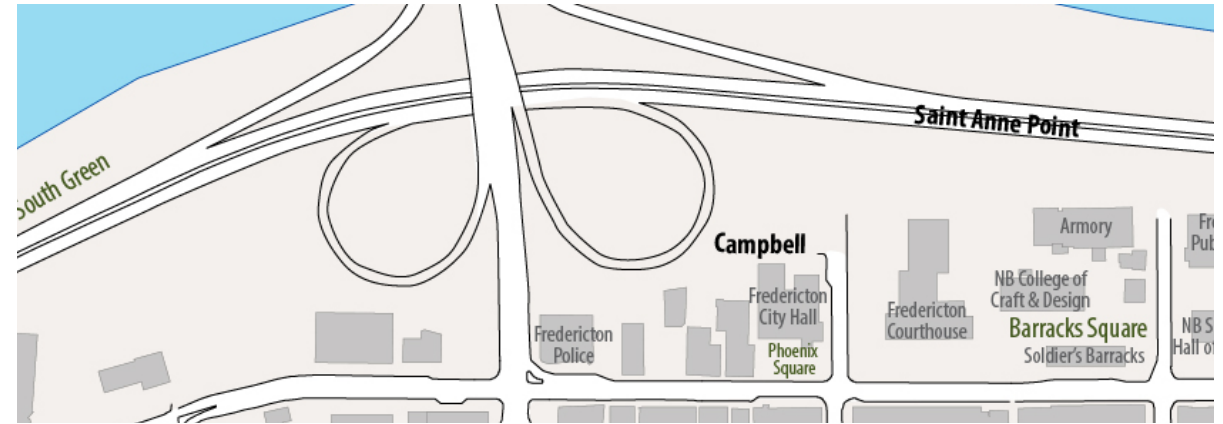
WESTMORLAND STREET BRIDGE CLOVERLEAF

The City of Fredericton's Engineering Staff has been highly informed and proactive in implementing improvements to vehicular infrastructure and coordinating these efforts with pedestrian infrastructure. The quality and comprehensiveness of the City's studies and improvements to vehicular and pedestrian networks gives us the confidence to recommend the following key initiatives to vehicular infrastructure.

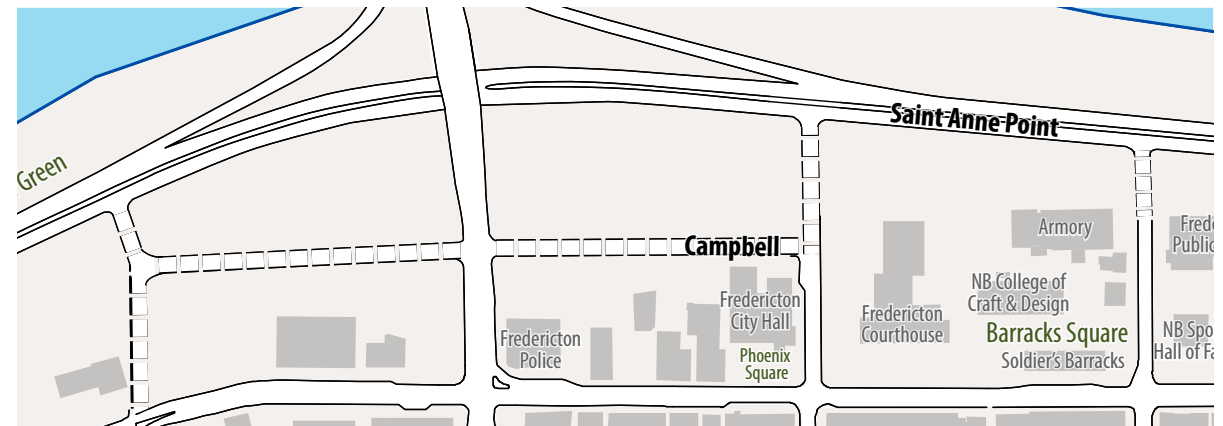
The Westmorland Street Bridge Cloverleaf provides an excess of vehicular capacity to the City Centre and occupies an area larger than a typical downtown city block. The City should conduct a study exploring the re-configuration of the Westmorland Street Bridge Cloverleaf. Modifying the Cloverleaf so that the access and egress to the bridge occurs from a reconstituted Campbell Street will have

several positive effects in the downtown:

- Unlock significant riverfront land for redevelopment.
- Facilitate public access to the riverfront and add an east-west mid-block location.
- Assist in extending the urban fabric of Fredericton to the riverfront and in better highlighting adjacent heritage resources, such as City Hall.
- Will add additional road capacity by introducing 2-way traffic and on-street parking on a reintroduced Campbell Street.



Westmorland Street Bridge and on-ramps



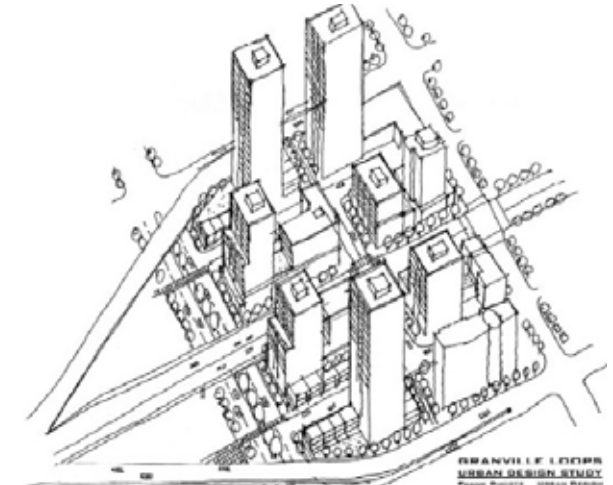
Proposed redesign of Westmorland Street Bridge and on-ramps



Westmorland Street Bridge and on-ramps



Existing Granville Street Bridge



Granville Street Bridge clover leaf proposed redesign

ST. ANNE'S POINT DRIVE

St. Anne's Point Drive has an overprovision of space and a host of wide ranging benefits to all modes of traffic (including vehicular) could be achieved by reprogramming the street as follows:

- Reducing travel lane widths.
- Enhancing the landscaped median.
- Introducing intersections where St. Anne's Point Drive meets York and Carleton Streets.
- Introducing an intersection where Northumberland connects with St. Anne's Point Drive.
- Introducing 'table top' treatments at the proposed Carleton Street intersection with either a raised road bed and/or a distinct paving treatment to accommodate events during closures while calming traffic speeds.
- Bringing to fruition the original City Centre Plan's recommendation for regular closure of St. Anne's Point Drive for special events and festivals.

The transformation of St. Anne's Point Drive will require a clear and compelling justification and an explanation of its many, systemic benefits to the downtown as a whole. These benefits will include but are not limited to:

- The integration and connection of the riverfront to downtown Fredericton.
- The unlocking of major riverfront development potential and the completion of the street grid.
- The creation of major capital and public amenity opportunities on newly available public land.
- The increased pedestrian safety resulting from lower speeds and increased crossing opportunities.
- There will be minimal impacts on Westmorland Street Bridge traffic.



St. Anne's Point Drive in its current condition



Passeig de Sant Joan in Barcelona, a four-lane thoroughfare

MULTI-USE TRAILS

New and strengthened trail connections:

- Complete the multi-use trail along the rail corridor that served the former CPR Station (roughly parallel to Aberdeen Street between Westmorland and Carleton Streets).
- Provide demarcation between pedestrian and bicycle use in high-volume areas of the multi-use trail network, such as at the entrance to the Bill Thorpe Walking Bridge.
- Act as a connector between new and existing pedestrian networks, including mid-block connections.
- Provide connections to on-street bike routes.

CARLETON STREET PIER PLAZA

Investigate the creation of a plaza space at the end of Carleton Street where it meets the river. While the piers can not be utilized for a new structure, they still constitute a unique architectural element in Fredericton. A plaza at the riverfront could be used as a cafe, boat launch, or amphitheater.

ONE-WAY STREETS

One-way streets with wide travel lanes encourage a faster speed of travel and as a result can compromise the quality of the pedestrian environment in the City Centre. The City should investigate the feasibility of converting Brunswick and Queen Streets into two-way streets. However, the decision to do so must ensure an improved outcome for pedestrians and cyclists. Otherwise, reduced roadways, expanded sidewalks and cycling infrastructure should be a priority.

IMPROVING SLIP LANES

The City should consider the enhancement of pedestrian safety in the City Centre's slip lanes (separated right hand turning lanes).



The Carleton Street Bridge piers



Example of a building addressing water

PARKING INFRASTRUCTURE

The City of Fredericton has done considerable work towards providing ample and convenient parking for residents, workers and visitors. The fact is that downtown Fredericton has more parking than it needs. The City Centre has a generous stock of on-street and off-street parking (surface lots and structured parking), much of it operated by either the municipal or provincial governments. A 2002 Downtown Parking Strategy Study by the BA group found:

- There are a total of 6494 parking spaces located in the downtown or in remote fringe areas of the City Centre.
- 5000 are available for long-term use by employees and 1400 for short term parking by customers.
- Of this total number of parking spaces, 2600 parking spaces downtown are owned by the City, including off and on-street parking.

The crucial observation made by this report was that, in the City Centre, public on-street parking subsidizes off-street parking. On-street parking brings in \$488,000 while off-street parking loses \$469,000. That means that nearly all the revenue generated from on-street parking goes towards covering the costs of providing off-street parking.

The parking supply owned by the City can be used to help support new development in the downtown. The City currently owns and operates eight surface and structured parking lots in the City Centre and any number of these can be used to achieve the goals of the Plan.

Upon the full build out of the City Centre Plan, it is anticipated that the parking supply will remain roughly equal to the existing supply. New parking will be provided through parking structures, underground parking, and above-grade parking integrated into new structures. Additionally, on-street parking will be provided on proposed new streets and may be introduced to existing streets where no parking is provided.



An example of parcelled-out parking in Niagara on the Lake

SURFACE AND STRUCTURED PARKING

- Place a moratorium on the creation of new surface parking lots.
- Sell publicly-owned surface lots with a requirement for the purchaser to provide partial or complete public parking stalls integrated within new development.
- Use existing public parking structures to promote City Centre recommendations for new development.
- Implement market rates for all public parking, municipal, provincial and federal.
- Bring provincial lots under municipal control.
- Retrofit the grade-level of structured parking lots to include active uses.



Examples of designed parking structures

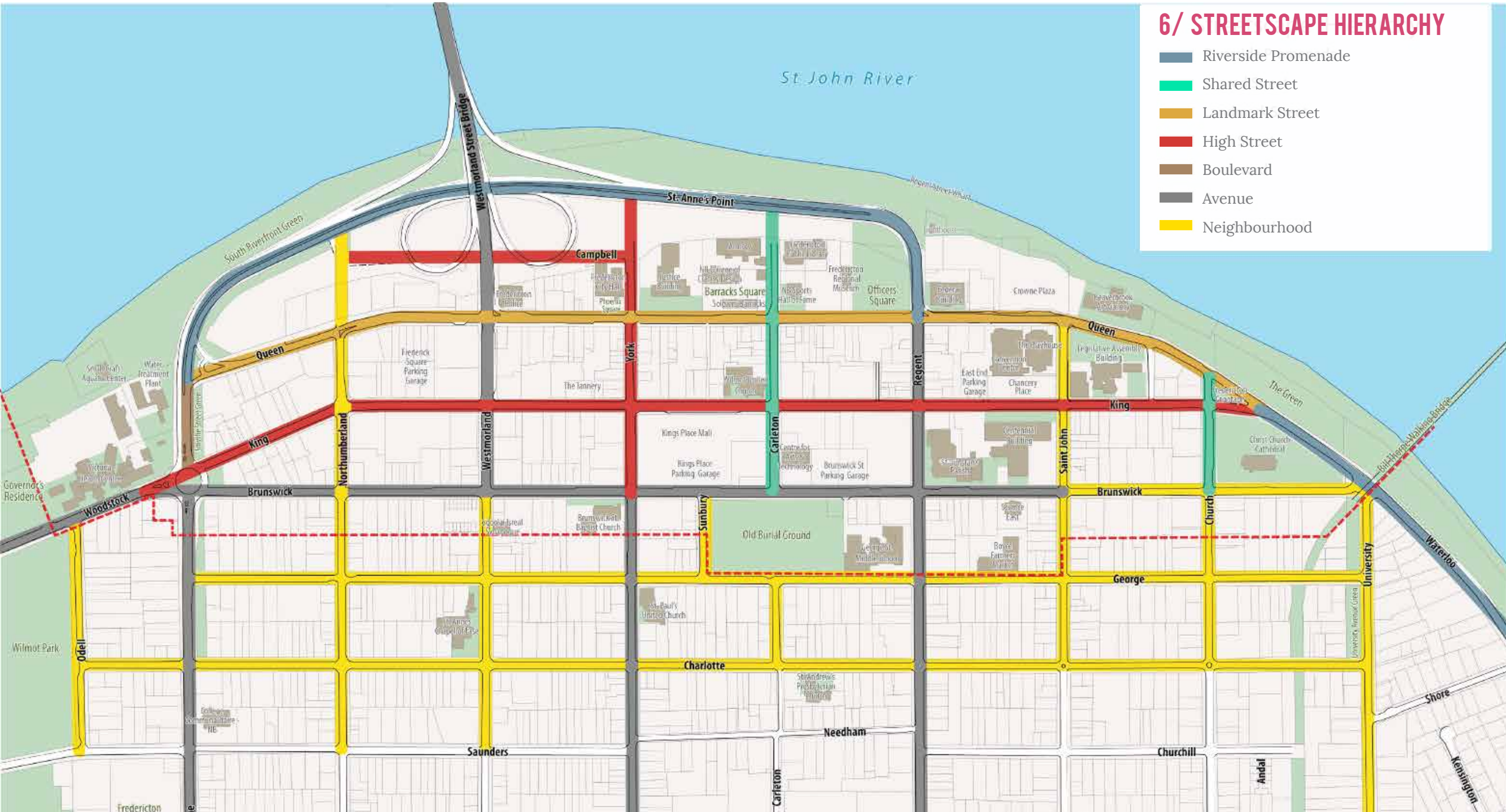
ON-STREET PARKING

- Preserve and increase short-term metred parking on King and Queen Streets to encourage non-employee use where possible.
- Implementation of this Plan involves adjustments to on-street parking (to facilitate the installation of pedestrian crossings, pedestrian sidewalk enhancements and bikeways). As changes are considered, staff should look at other on-street parking alternatives such as off-peak parking on St. Anne's Point Drive, Westmorland Street, Regent Street and Brunswick Street.
- Changes to on-street parking should be considered holistically, including pedestrian, bicycle and vehicular movements.



6/ STREETScape Hierarchy

- Riverside Promenade
- Shared Street
- Landmark Street
- High Street
- Boulevard
- Avenue
- Neighbourhood



5.2/ STREETSCAPES

Central to any downtown plan is the streetscape strategy, which can profoundly define the quality and character of the built environment. As streets comprise the most significant land area in public ownership and because they are the primary means by which to move about, they shape how we experience a given place. More than just a 'roadway', a 'streetscape' defines and considers all the elements that together create the quality and character of the 'room' that contains the street, including: sidewalks, trees and landscaping, lighting and street and/or site furniture, signage and the character and quality of the buildings that define the 'street wall'.

Given that a culture of walking is fundamental to achieving a successful downtown, streetscapes should be designed to balance their pedestrian, transit, land use and civic functions, in addition to their vehicular function. Accordingly, Fredericton needs to be open to a shift in thinking about road design to consider their 'character' as important as their 'capacity' for traffic in and through the City Centre.

STREETSCAPE HIERARCHY

The Streetscape Hierarchy Plan identifies the role and design objectives for City Centre streets.

The proposed categories of the City Centre streetscapes and their location identified on the Plan include: Riverside Promenade, Shared Street, Landmark Street, High Street, Boulevard, Avenue, and Neighbourhood.

On the following pages, these streetscapes are further described and accompanied by typical cross-sections and plans to illustrate the general intended character and design options where applicable. These plans and sections are intended to serve as a guide for informing design development undertakings when a given street is considered for improvement and/or reconstruction. The 'build within zone' identified in these sections describes the variable setback of new and proposed buildings.

General objectives applicable to all streetscapes include:

- Pedestrian convenience and amenities should be of paramount consideration by ensuring adequate sidewalk widths for the desired volume of use and in the siting, design and quality of furnishings, lighting and transit stops.
- Visual clutter and unnecessary obstructions on sidewalks should be avoided and any streetscape improvements should be part of a consistent vocabulary of design elements.
- Street trees should be placed on both sides of the street to provide visual quality, shade, and to serve as wind breaks.
- Sidewalks should bump-out at intersections to better define permanent on-street parking locations and to lessen pedestrian crossing distances.
- On-street parking should be distinguished in its paving from the roadway to visually extend the pedestrian realm and to mitigate the width of the roadway (where appropriate).
- Crosswalks should be clearly marked with special treatments.
- Access and loading should be provided off of the main right-of-way where possible in designated loading areas.
- Pedestrian lighting should be placed on each side of the street and evenly spaced.

RIVERSIDE PROMENADE

The Riverside Promenade is a dramatic transformation of St. Anne's Point Drive that retains its function as an important vehicular thoroughfare while encouraging connections to the riverfront and enabling the development of surface parking lots into an element of downtown.

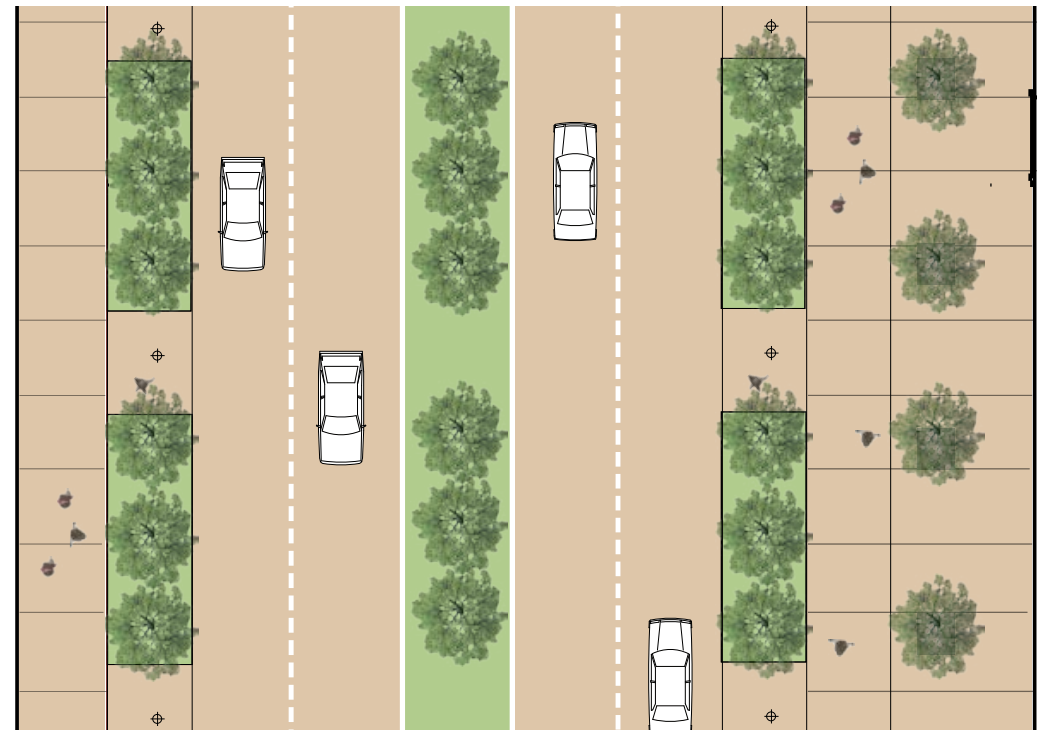
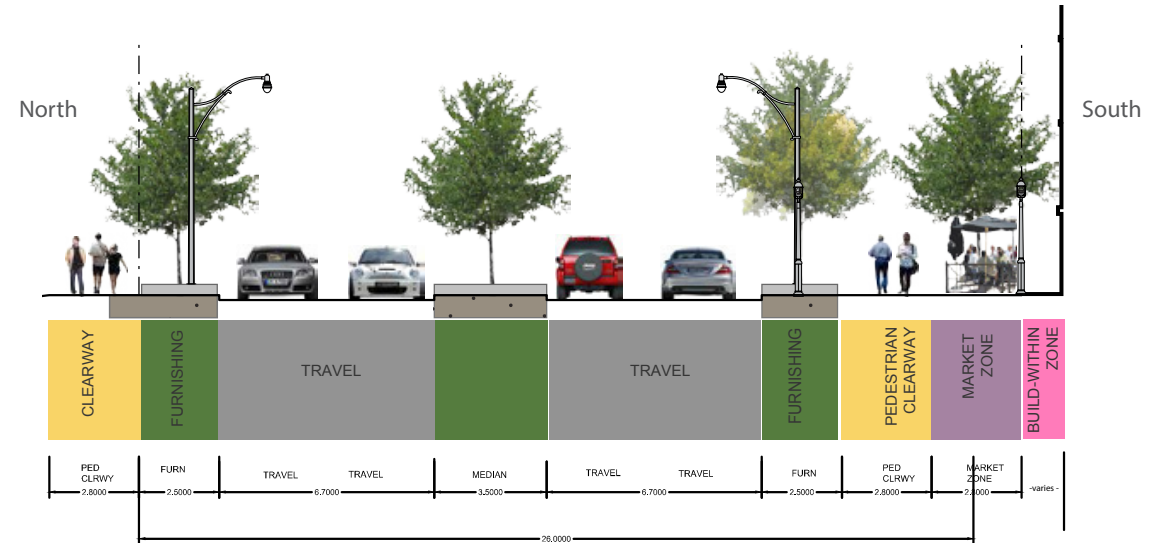
Intended City Centre Role and Function

- The Riverside Promenade will become an important gateway street and connector between the City Centre, the river and the Westmorland Street Bridge.
- The current St. Anne's Point Drive arterial street will be 'put on a diet' and a process of reallocating space given to vehicles will be undertaken to better serve a full range of users and create a complete street where the community will enjoy spending time walking along the riverfront.
- This redesign will improve safety and access for all users from the City Centre to the riverfront and will encourage walking and cycling.
- The Promenade will be overlooked and animated by a series of buildings with at-grade activity sited on land that is currently used for surface parking lots.
- The Riverside Promenade will be a vital street in the hierarchy and a commitment is needed to ensure that it is of the highest standard.

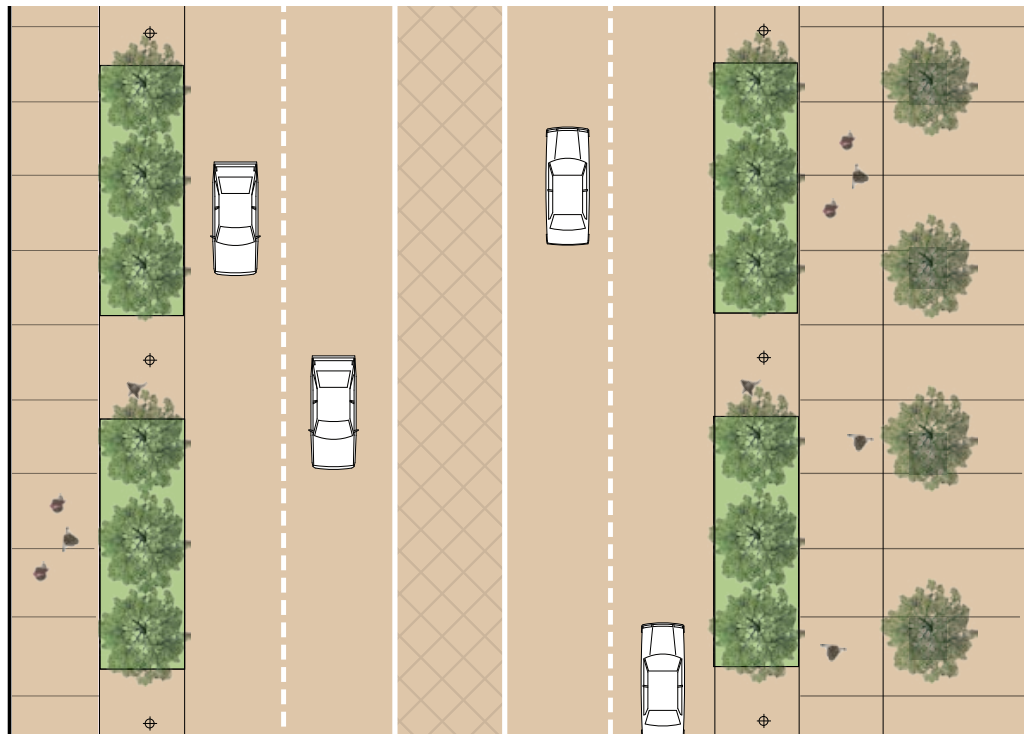
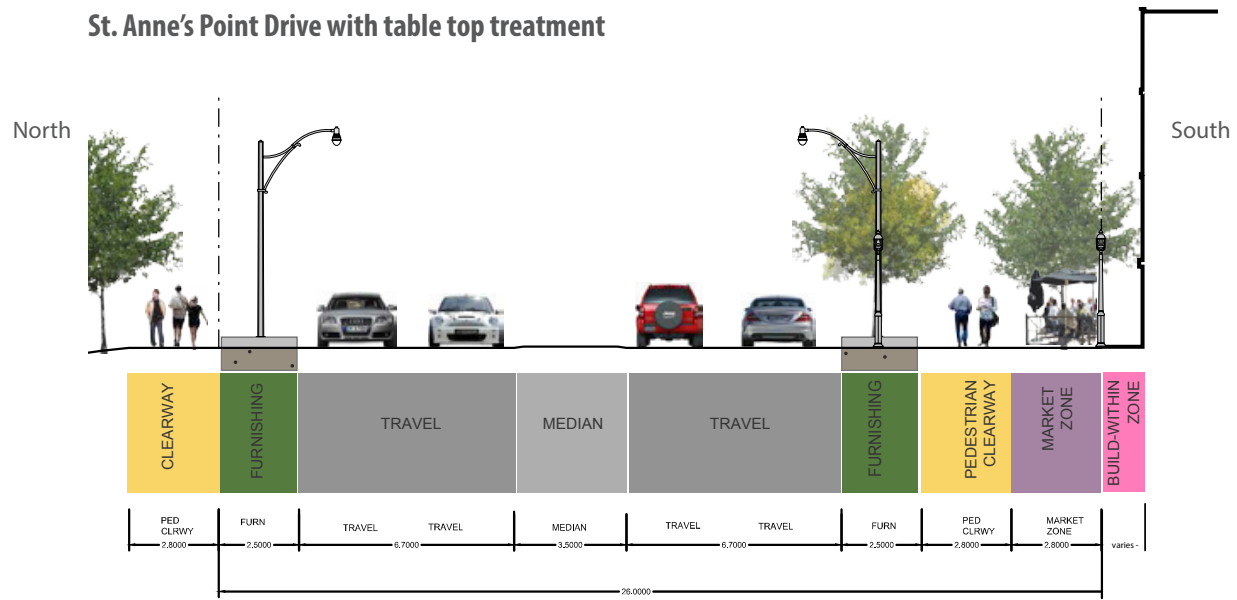
Defining Design Characteristics

- Four travel lanes with a centre median.
- Planted median of 3.5 metres minimum width.
- Treed boulevard on both sides of the street.
- Trees can be omitted from the street section where necessary to accommodate festival tents.
- Sidewalk widths to vary with uses and pedestrian volumes, but generally no less than 2.8 metres in width.
- Articulated off-peak on-street parking.
- Clearly articulated crosswalks and signalized intersections at Carleton Street.
- Well designed pedestrian refuge areas in the median.
- Buildings placed at the street edge on the south side of the Promenade.
- Pedestrian lighting along sidewalks.
- Market zone along building edge for cafes, patios and other active uses, of 2-metres minimum width.
- Special paving treatment of the table top areas of the right-of-way. Table tops are areas where the roadway rises to the same level as the sidewalk, creating a continuous level surface for street closures, pedestrian safety and traffic calming.

St. Anne's Point Drive with planted boulevard



St. Anne's Point Drive with table top treatment



A potential transformation of St. Anne's Point Drive into a riverside promenade with a planted boulevard

SHARED STREETS

A Shared Street is designed in its space allocation to clearly identify a pedestrian priority space.

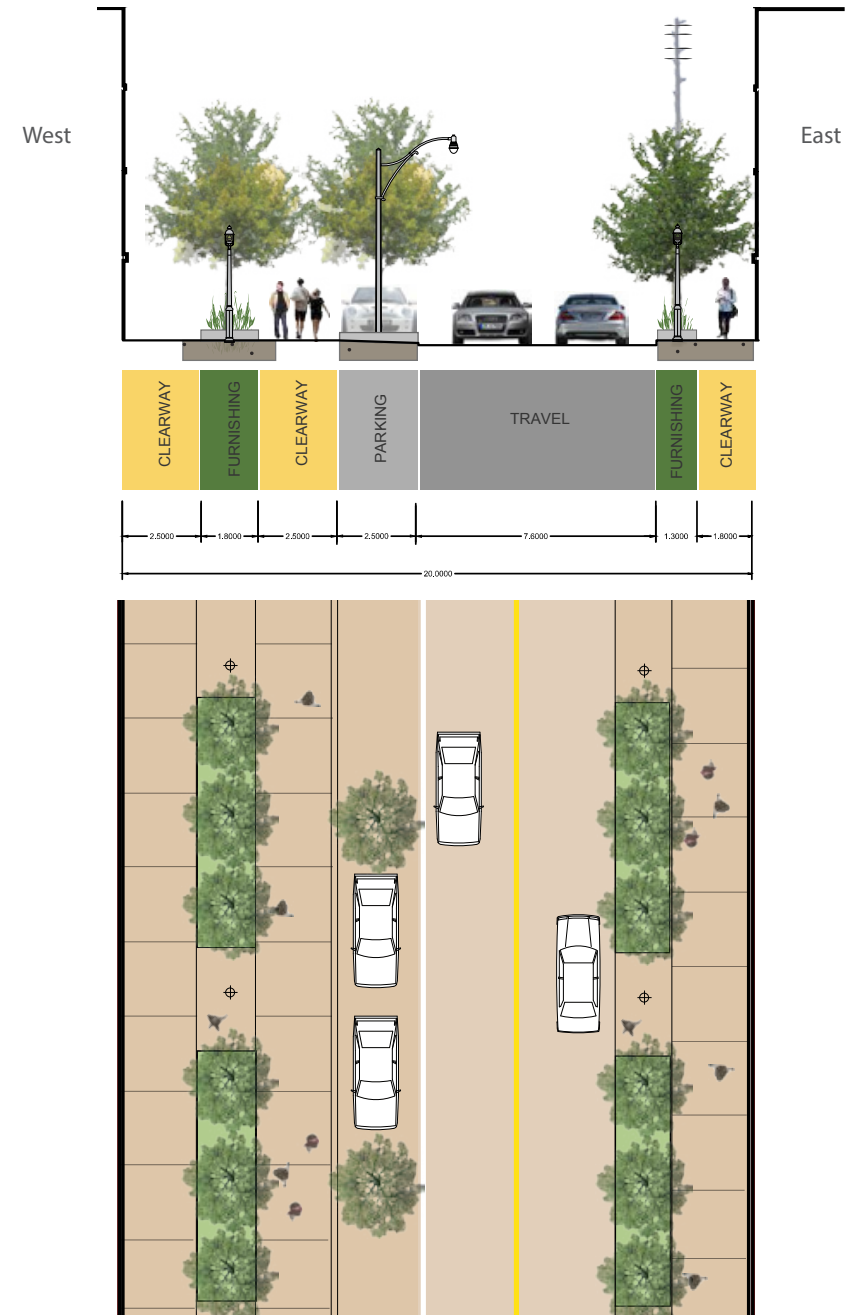
Intended City Centre Role and Function

- Carleton Street has been identified as a key north-south link between the Old Burial Ground and historical residential neighbourhoods to the south, and the City Centre and riverfront to the north.
- Street design will include shared surface/rolled or flush curb treatment, street trees, and a comprehensive and consistent suite of street furniture strategically placed to further emphasize pedestrian use.
- The majority of the right of way will be dedicated to pedestrians.
- The street can be closed off to vehicular traffic to be used as a key public open space when required for festivals and events.
- Church street between Brunswick and Queen Streets is also identified for this treatment to strengthen visual and safe pedestrian connections between Christ Church Cathedral and the west side of Church Street.

Defining Design Characteristics

- 2.5 metre minimum pedestrian priority clearways adjacent to building edge.
- Street furniture design and placement, street trees and continuous distinctive paving treatment reinforces that this is a special pedestrian street.
- Narrow local-traffic only, vehicular travel lane width of 3.2 metres with on-street parking on one side of the street in parking bays or on flexible boulevards.
- Trees planted in tree grates and/or planters.
- Pedestrian sidewalk lighting to line both sides.
- Benches and trash receptacles located at regular intervals on both sides of the street.
- Special paving treatment extended from building face to building face including both the pedestrian and vehicular areas.

Carleton Street Shared Street condition with flexible parking





A potential transformation of Carleton Street into a shared street

BOULEVARD

A Boulevard is typically a wide street in a town or city, typically one lined with trees that accommodates a wide range of street users.

Smythe Street is an important north-south route moving vehicles to and from activity centres, such as employment areas to the City Centre and Westmorland Street Bridge.

Intended City Centre Role and Function

- These streets are of varying width and programming.
- Both streets are designed with a wide linear boulevard on one side.

Defining Design Characteristics

- Two to three travel lanes with occasional lay-bys for loading, some on-street parking, and left hand turn lanes.
- Sidewalks with significant tree planting on both sides of the street in boulevards.
- The wider side of the boulevard should be a park-like setting and planted with large canopy trees.
- Benches and trash receptacles located at intervals along the park side of the street.
- Bike lanes on both sides of the Smythe Street between Queen Street and Woodstock Road.

LANDMARK STREETS

A Landmark Street is special character street and the typology is designed to enhance and emphasize this character. For example, Queen Street is the active cultural and economic hub of the City Centre and is a Landmark Street.

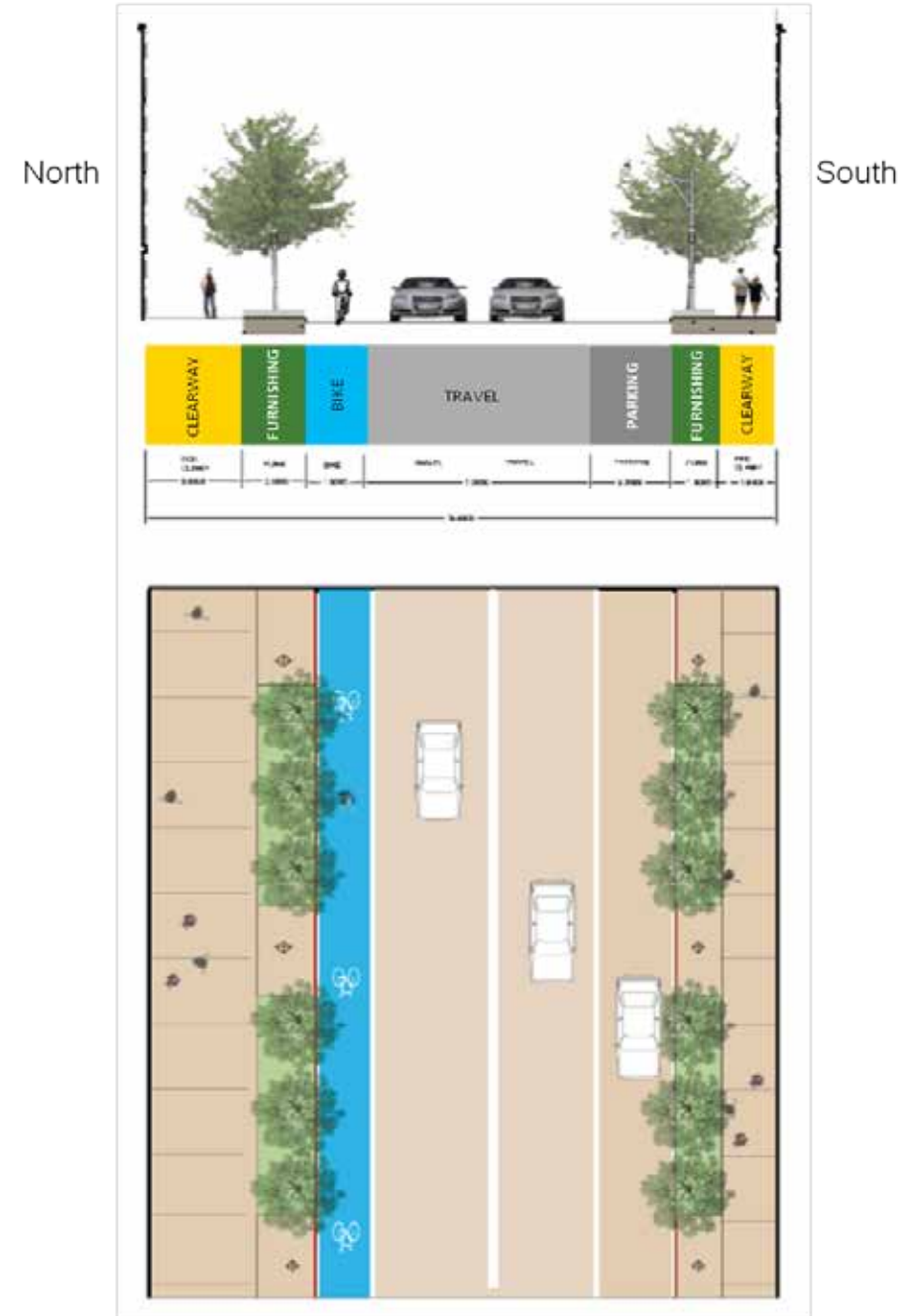
Intended City Centre Role and Function

- Queen Street is defined as the pre-eminent retail street in Fredericton and a key east-west route.
- It is distinguished by the presence of civic, institutional and heritage buildings primarily on the north side of the street, while the south side is lined with storefronts.
- Patios and spill-out zones and pedestrian-scale animation activities are encouraged to support restaurants and retail.
- The street's uniqueness is to be further emphasized through the use of complementary streetscape features such as paving, furnishings, landscaping and lighting.

Defining Design Characteristics

- Narrow two-lane one-way or two-way vehicular cross section with permanent on-street parking on the south side adjacent to retail/restaurants.
- Wide pedestrian clearways, no less than 3 metres in width.
- On-street separated bike lane on the north side of the street.
- Street trees lining both sides of the street.
- Special paving treatments on the pedestrian and parking areas reflect the status of the Garrison District.
- At-grade retail/commercial uses are highly encouraged where possible with patios and spill out zones.
- Pedestrian lighting to line both sides of the street.
- Benches and trash receptacles located at periodic intervals on both sides of the street.

Queen Street with expanded sidewalk and bikeway



HIGH STREET

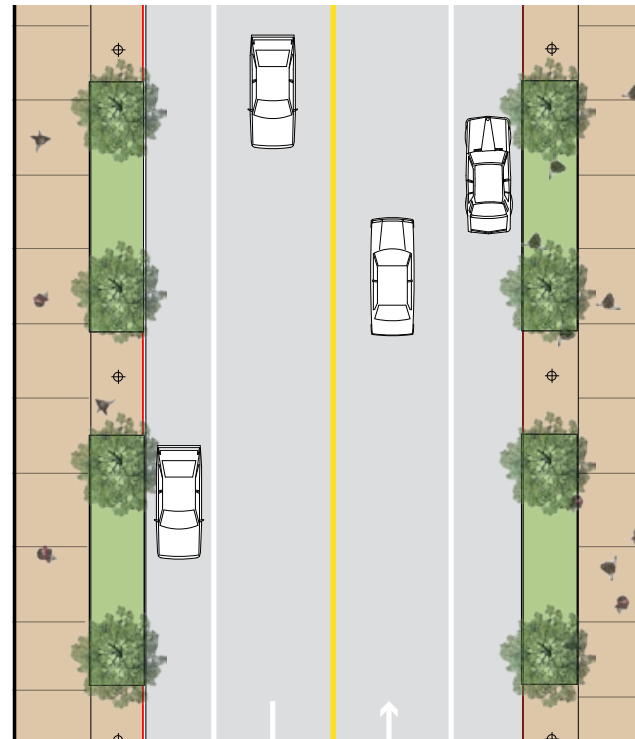
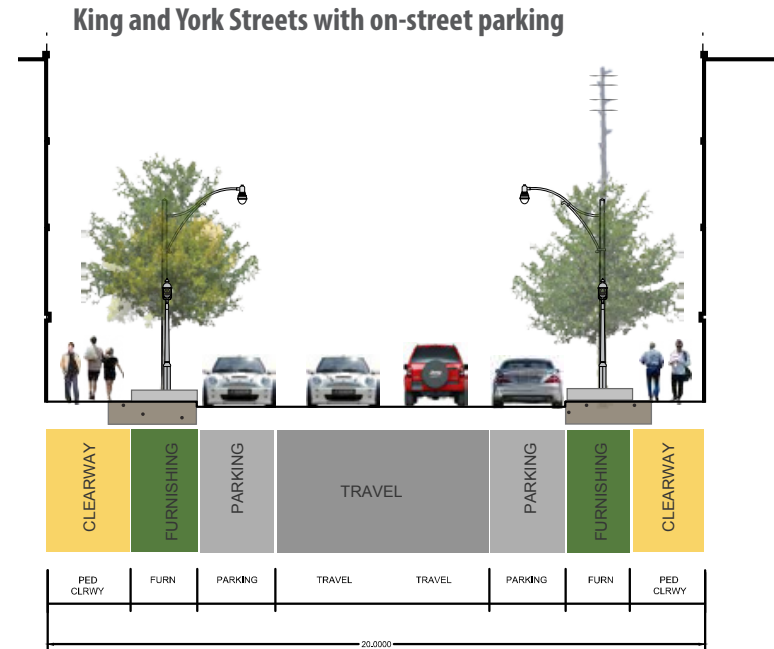
A High Street is usually the mixed-use main street of a town or city and is the traditional site for many stores, banks, entertainment facilities and other businesses to locate.

Intended City Centre Role and Function

- High Streets include York Street north of Brunswick Street and King Street from Smythe to Church Streets and will also include Campbell Street when it is rebuilt.
- Space allocation emphasizes pedestrians and transit.
- A comprehensive and consistent palette of street furniture and street trees further emphasizes the High Street character.

Defining Design Characteristics

- Two-way traffic in narrowed lanes and permanent on-street parking lanes on either one or both sides of the street.
- Wide sidewalk bump outs at corners where a permanent on-street parking lane is provided.
- Tree planting on both sides of the street with a minimum 6 metre spacing distance.
- Special paving treatments to distinguish pedestrian crossings.
- At-grade commercial uses encouraged where possible.
- Pedestrian sidewalk lighting on both sides of the street.
- Benches and trash receptacles located at intervals on both sides of the street.



AVENUE

An Avenue is road in a town or city, typically having trees at regular intervals along its sides. Avenues such as Woodstock Road and Westmorland, York, Regent, and Brunswick Streets are important vehicular, cycling and transit routes into and through the City Centre.

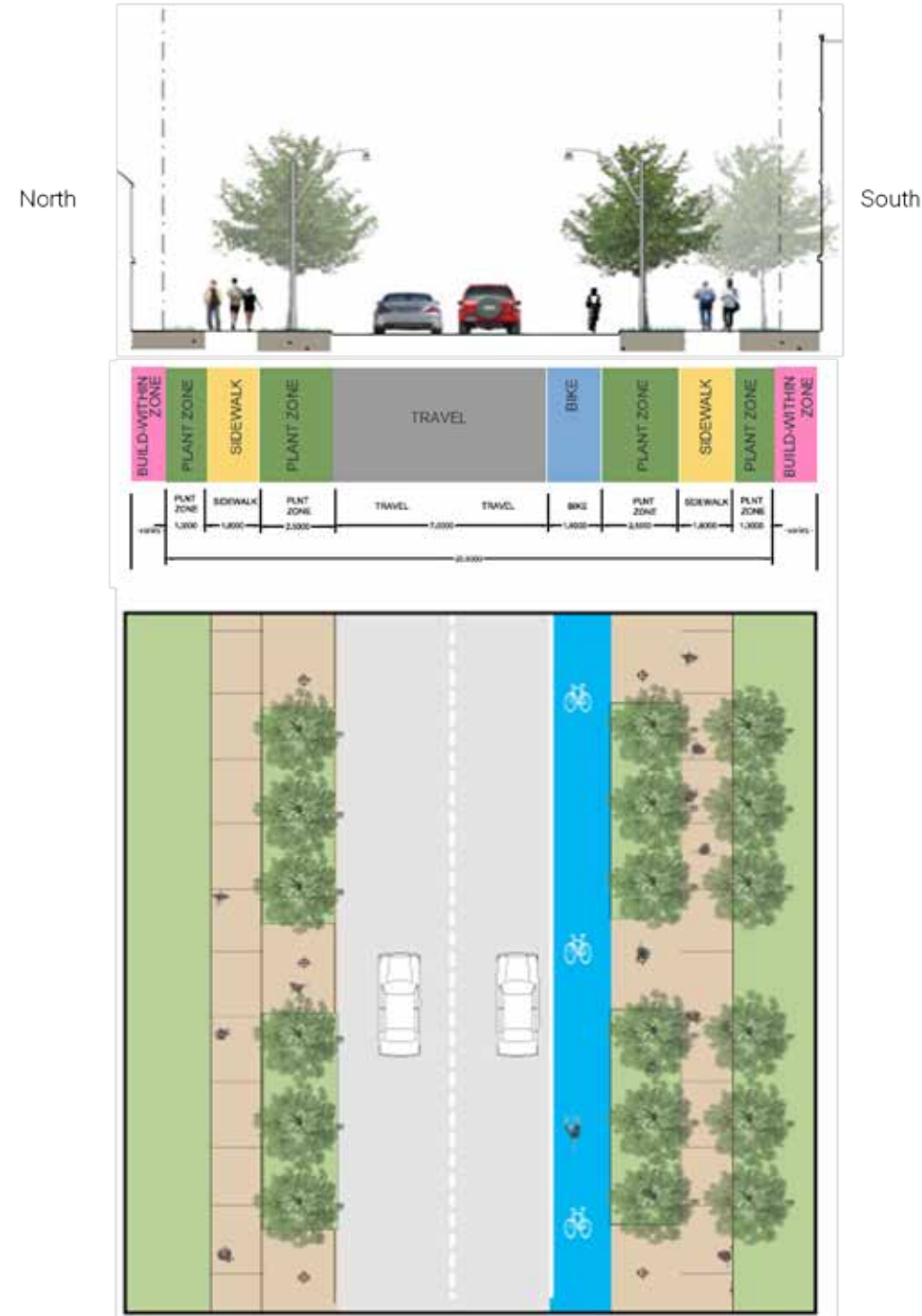
Intended City Centre Role and Function

- Traffic typically travels at higher speeds and higher volumes than other streets.
- Avenues act as gateway streets for all modes of movement, including pedestrians, and for accessing a variety of cross streets into the downtown from surrounding areas.
- These streets can accommodate a variety of land uses ranging from street-oriented retail to larger-format commercial to residential.

Defining Design Characteristics

- Two to three travel lanes and occasional lay-bys for loading.
- Pedestrian and vehicular clearway widths will vary with uses and pedestrian volumes.
- Potential to accommodate some form of on-street cycling.
- Clearly articulated crosswalks at signalized intersections.
- Street to be lined on both sides with trees adjacent to the sidewalk.
- Standard sidewalk and road surface materials.
- Off-peak on-street parking, where possible.

Brunswick Street from York to Regent Street



NEIGHBOURHOOD

Neighbourhood streets are a network of local streets that connect the surrounding residential areas to the City Centre.

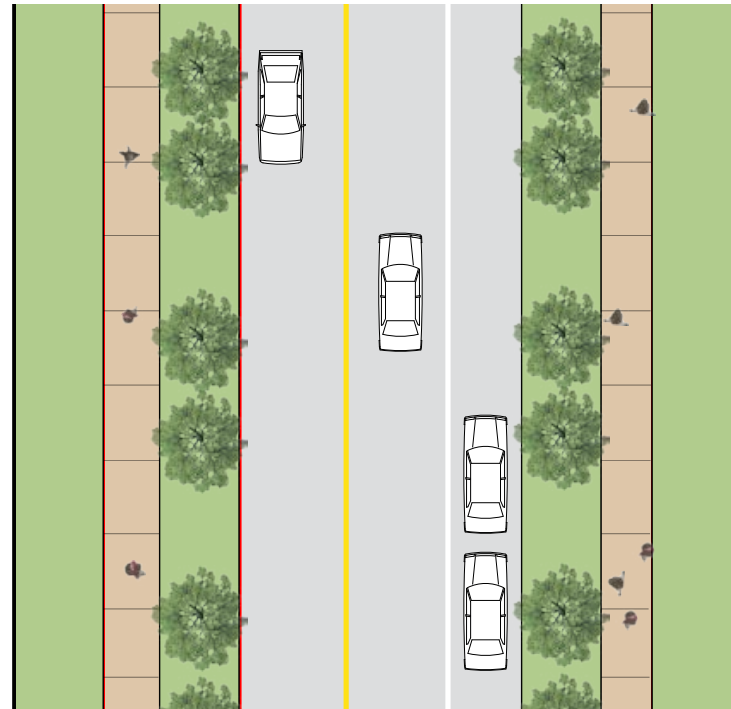
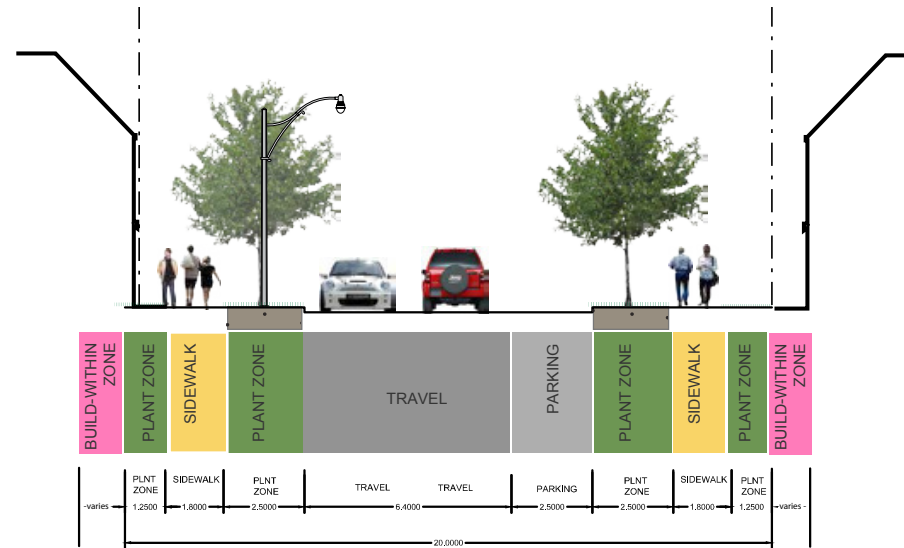
Intended City Centre Role and Function

- This network of streets provides alternative routes for pedestrian, cycling and local vehicular access as well as local on-street parking.
- Typically slow speeds and less vehicular traffic in predominantly residential areas.

Defining Design Characteristics

- Neighbourhood streets will not experience change, only enhancement of their existing condition.
- Typically two travel lanes in 20 metre right-of-ways.
- Tree-lined with sidewalks and setbacks that vary with use and location.
- Parallel on-street parking.
- Despite local function, quality of streetscape should be consistent with overall City Centre streetscape.
- Standard sidewalk and road surface materials.

Typical Neighbourhood Street condition



5.2.2/ STREET FURNITURE AND WAYFINDING

Street furniture and wayfinding complement and enhance streetscape design by adding an additional layer of detail and quality to the streetscape experience. They can increase legibility and visual quality and are, in many cases, the aspects of the streetscape that pedestrians engage with.

SIGNAGE/WAYFINDING

Pedestrians use wayfinding to navigate in unfamiliar surroundings. For a tourist-oriented area such as Fredericton, a wayfinding strategy is of great importance for orienting pedestrians to transit stops, parking areas, site specific and/or area destinations. While civic elements such as landmark buildings, public art and gateways serve as important cues for orientation, a coordinated and legible signage strategy should be implemented to enhance connectivity.

Key design principles for signage include:

- Wayfinding signage should be placed perpendicular to the path of travel, above eye level and appropriately illuminated.
- Wayfinding signage should be placed at regular intervals, particularly at decision points.
- All informational signage should be legible, even under adverse weather conditions.
- The text of the sign should be large, easy to read, and have a high contrast with the background.
- Text should be paired with graphic images that are easily understood.
- Colour should only be used as a reinforcing cue.
- Maps that are less cluttered and employ anchor points are the most accessible – including ‘you are here’ markings.



Examples of street furniture and tree grates

FURNITURE

The quality of streetscapes, like the buildings, reflects the City’s culture and character. High-quality design, choice of materials and furnishings, execution of work and regular maintenance are all important. Street furniture should support the needs of people walking and cycling, as well as for an aging population, and provide visual interest to the streetscape. Furniture should:

- Have a consistent standard of quality.
- Not interrupt pedestrian desire lines.
- Be carefully selected and positioned to avoid cluttering the street.
- Support and not detract from the retail experience.
- Be adaptable to a variety of informal uses.
- Be robust and easy to maintain so that quality is retained.
- Enhance and reinforce the area’s character.

TREE GRATES

Walkable tree grates should be used in high traffic areas. These grates would allow for a balance of the human and ecological needs, protecting the trees from pedestrian traffic while maximizing pedestrian movement and stormwater inflow.

- Grate should be heel friendly with small openings so garbage and cigarette butts do not get stuck in the openings.
- Grates should be easily removable for cleaning and maintenance purposes.

LIGHTING

A comprehensive lighting strategy contributes to an improved public realm by extending a street’s open hours into the night. All too often, however, city streets are lit for the benefit of motorists, while ignoring the pedestrian realm. Appropriate design and application of lighting can help to prioritize the scale and experience of pedestrians. For Fredericton’s City Centre, pedestrian lighting is suggested at key intersections and through urban cross-sections to complement street lighting.

TREES AND LANDSCAPING

General Targets

- Thoughtful planting design can encourage desirable fauna, such as migrating songbirds, to inhabit urban landscapes.
- Planting beds composed of functional ecological plant communities can exponentially increase a landscape's ecological value.
- Plants that work together are more sustainable, resilient, and generally beneficial to the local environment, while also being less time consuming to monitor for City workers.
- Planting the next generation of street and park trees should begin now and start to establish a secondary green infrastructure to ensure canopy cover for future generations.

- Establish canopy cover targets for the City to protect and promote Fredericton's urban forest. For example, having 60% coverage for parks and 20% for streets.

Native Plants

- Where plant resiliency is of principal importance (in rights of way), tolerance to urban stressors should be the principal species selection criteria; however in all other cases native plants should be prioritized.
- At least 75% of all woody planting (shrubs/trees) should be native in origin.
- Herbaceous material, vines and ground cover should be at least 50% native.
- Native plants are prioritized as frequently as possible, while not compromising site appropriate species.

Planting Biodiversity

- It is not just 'native-ness' that matters; it is the diversity of the plant material which ensures landscape resilience into the future.
- Increased biodiversity means a landscape that is both significantly more resilient to environmental stressors, as well as one far more in tune with local fauna or migrating birds.

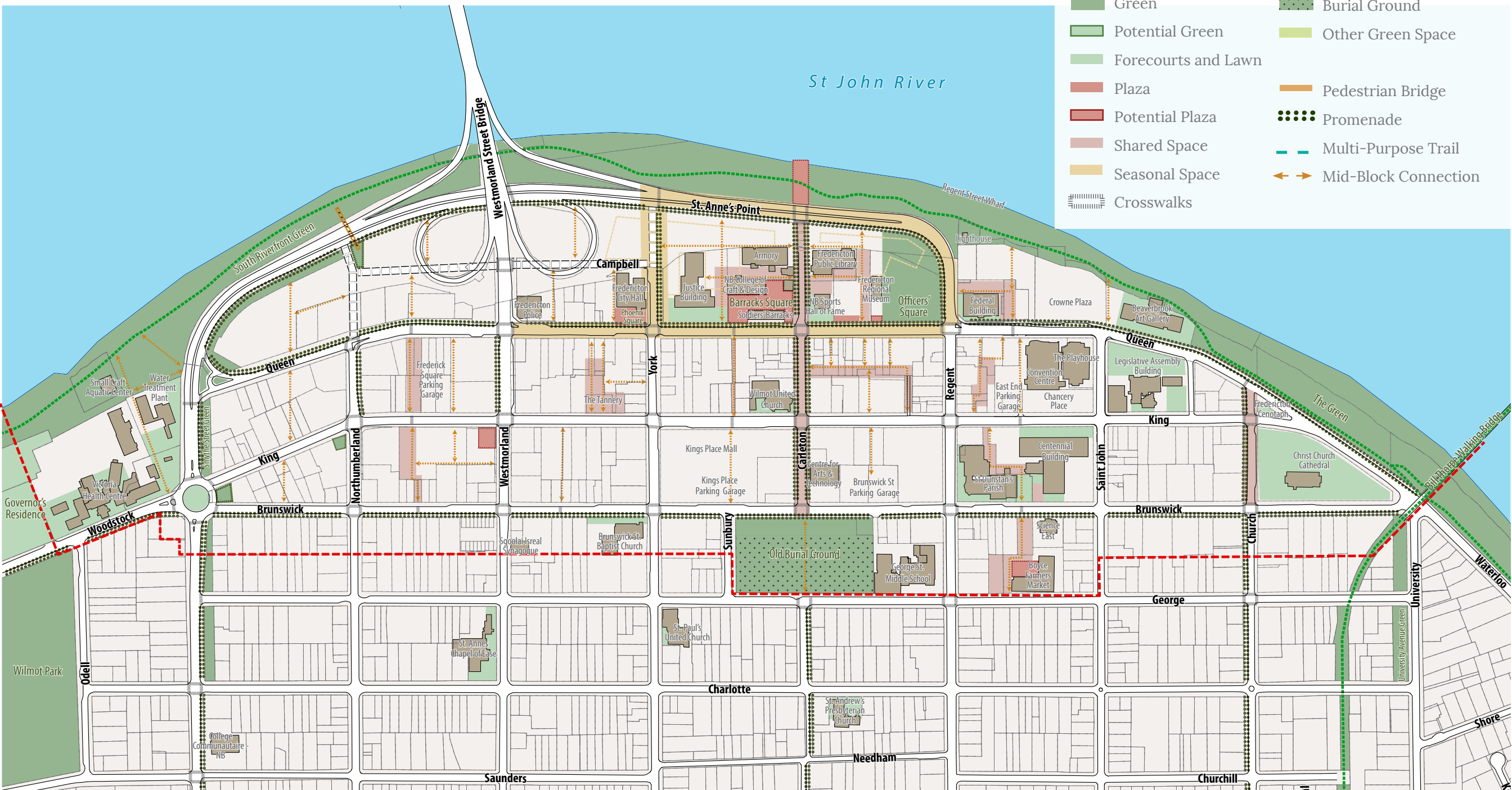
On-Site Stormwater Management

- Passive drainage through thoughtful site grading in dense urban environments provides trees the opportunity for enhanced irrigation. Increased water volumes not only contribute to the well being of the tree, but mitigate pressure on City stormwater systems such as aging storm sewers.
- Furthermore, a general effort to decrease impermeable hardscape should be made, which can be addressed either in terms of increasing the area of softscape plantings, or by using permeable or porous pavers, as opposed to the traditional impermeable paving language.



Examples of wayfinding signage and street trees

7/ OPEN SPACES AND CONNECTIONS



- Green
- Potential Green
- Forecourts and Lawn
- Plaza
- Potential Plaza
- Shared Space
- Seasonal Space
- Crosswalks
- Burial Ground
- Other Green Space
- Pedestrian Bridge
- Promenade
- Multi-Purpose Trail
- Mid-Block Connection

5.3/ OPEN SPACES AND CONNECTIONS

Open spaces that are successful can have a tremendous influence on the image, appeal and economic development of an area. They are fundamental amenities that enhance the liveability of an area, attracting and retaining business investments and residential population.

Open space connections or networks contribute significantly to the walkability of a downtown by creating off-street linkages and programmable opportunities. Networks may join up linear parks, squares, playing fields, parks, trails, natural areas, open spaces and surrounding historic and/or civic buildings.

Open Space connections can be improved and expanded through a series of strategies:

- Enhance existing open spaces through land use decisions that encourage a critical mass of people living and working in proximity to underutilized open spaces, such as the South Riverfront Green.
- Identify new and strategic open space opportunities that can serve as catalysts for revitalization and address areas deficient in open spaces such as areas of future redevelopment – such as the West End of the City Centre.
- Ensure open spaces will appeal to the broadest demographic in all seasons, including active and passive uses, soft and hard surfaces, formal and informal spaces.
- Enhance visual and physical connectivity to existing and potential open spaces through streetscapes, pedestrian connections and orientating features such as public art.
- Ensure adequate private amenity spaces and encourage publicly accessible spaces within new significant developments.
- Complement and strengthen the presence of key destinations and attractions through special treatments to surrounding streets and open spaces.
- Design spaces that can be used during all seasons.



Winter use of Officers' Square as a skating rink

GREENS

Fredericton City Centre is endowed with a rich network of parks and open spaces. This Plan defines these spaces as 'Greens', small to mid-size, distinctly urban open spaces for passive or active public use. Greens are distinguished from traditional parks for their more intensive programming. They can accommodate casual recreation, lunchtime crowds, bicyclists and pedestrians.

Major Greens

The South Riverfront Green is the most significant park within the City Centre area. It runs the length of downtown along the south edge of the Saint John River. This long linear park is a wide, largely un-programmed green space with a multi-use trail but with limited connections to the City Centre currently.

There is significant opportunity to reconnect this open space with the City Centre through improvements to St. Anne's Point Drive and continuation of Carleton, York and Northumberland Streets in the future. Reactivation of areas within this open space can be achieved through a series of programmed activity nodes to create a level of interest along the riverfront. The South Riverfront Green will also be framed by a critical mass of uses including civic functions, public art, cafes, restaurants, employment and residential uses to create further activity and vibrancy.

Officers' Square, part of the historic Garrison District, is used as the site for numerous public events throughout the year. There is a significant opportunity to enhance the Garrison District through a comprehensive redesign and redevelopment of the area.



Park am Gleisdreieck in Berlin

Pocket Greens

There is potential for new pocket parks to be located at the 'Flatiron' site east of the new proposed roundabout at Woodstock Road, and King and Brunswick Streets. Where there is currently a landscaped area, including mature trees, Pocket Greens can help to address a deficiency of green space in this part of the City Centre.



Example of a pocket park in London, UK

Other Greens

Other key areas not within the City Centre but important within the overall green open space network include Wilmot Park to the west and Queen Square to the south-east.

Greens can also be designed areas with primarily lawns and trees and can serve as buffers from trafficked streets. They are often ceremonial and offer an urban oasis. Key greens within the City Centre include Officers' Square, The Green running along the riverfront to the east of downtown as well as Smythe Street Green and the University Avenue Green. These areas should provide for passive pedestrian amenities such as seating.

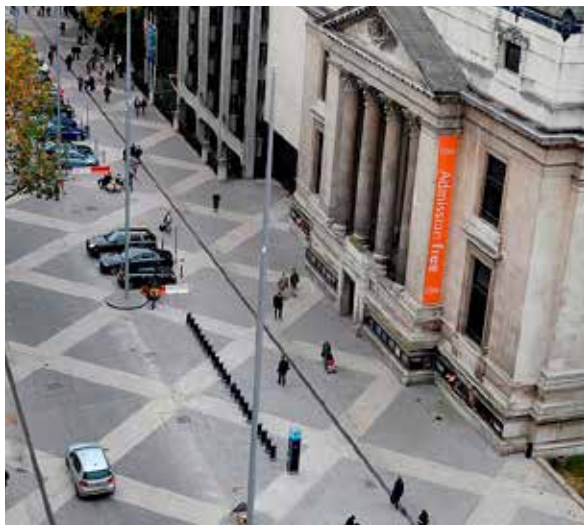


SHARED SPACES

Designed with specialty paving and landscaping, Shared Space areas accommodate vehicular, pedestrian and cyclist movement within the same space the majority of the time but can also be closed occasionally to serve as event spaces.

Shared Spaces have been proposed for many of the City Centre's mid-block connections. Positive steps have already been taken towards creating shared spaces through the creation of a concept plan for the East End Courtyard, a pedestrian area behind the restaurants and pubs on Regent Street, between King and Queen Streets.

The shared space concept is recommended for Carleton Street and within the Garrison District.



Example of a shared street in London

PLAZAS

Public plazas are generally paved open space often associated with a civic or commercial function and can accommodate a variety of gatherings and events. They vary in shape and size depending on their purpose, and generally serve locations with high volumes of pedestrian traffic, functioning as animated pedestrian spaces for gathering, lingering, sitting or having a meal or drink at adjacent restaurants, bars or cafes. For plazas to work well, they should generally be no larger than 900 square metres, be located at key intersections and/or adjacent to key destinations, and should be framed by animated uses with a high degree of transparency that spill out into the public space. Plazas should be enhanced with distinctive paving, seating, lighting and public art.



Another example of shared space

Phoenix Square (in front of City Hall) provides a key public focal point in the City Centre. Phoenix Square has recently undergone a redesign. The redesign has received praise and encouraged other property owners to undertake their own upgrading of public space.

An enhanced Barracks' Square will serve as a new plaza for this mixed-use area in a 'campus' like setting.

There is also opportunity to utilize some of the numerous surface car parks throughout the City Centre, especially those located adjacent to the riverfront, as interim plaza spaces through landscaping and design measures during off-peak times and for weekend events and/or festivals.



The redesigned Phoenix Square

New potential or enhanced plaza spaces include:

- The area fronting Queen Street south of the Fredericton Regional Museum. This paved space could incorporate the remains of the foundation of a previous building currently on-site.
- The area in front of the old Post Office on Queen Street.
- The central space at The Tannery.
- The surface parking lot behind the Boyce Farmers Market.
- Southwest corner of King and Westmorland in conjunction with redevelopment.
- The end of Carleton Street on the riverfront and at the entry to the potential plaza.

SEASONAL SPACE

Seasonal Spaces are specially paved, vehicular priority areas that can be occasionally closed to serve as major event spaces or seasonal vendors. The Seasonal Spaces proposed here are:

- St. Anne's Point Drive: From York Street to Regent Street.
- Queen Street: From Westmorland Street to Regent Street.
- York Street: From Queen Street to St. Anne's Point Drive.
- Carleton Street: From Queen Street to Brunswick Street.



Icefest in Yorkville, Toronto, an active winter use

FORECOURTS AND LAWNS

Forecourts and lawns are formal or ceremonial spaces associated with specific buildings that are framed by, and provide pedestrian amenities in association with those buildings. A forecourt provides a vantage from which a building can be viewed and appreciated. These spaces are typically passive in nature and can include seating, landscaping and public art.

The Legislative Assembly Building is a significant civic site with a forecourt. Any future works of the open space in front of the building must be coordinated with the Provincial government to ensure a cohesive look and integration into the remainder of the City Centre's open space network.

Christ Church Cathedral sits within a magnificent park like setting adjacent to the Green and trail along the Saint John River. It acts as an informal gateway/landmark into the City Centre. Other key forecourt and lawn sites include the spaces in front of the Justice Building and the Centennial Building.



The Justice Building Forecourt

PROMENADE

Promenades are enhanced pedestrian paths that strengthen connections between major open spaces, along streets and are reinforced with strong landscaping features such as a double row of trees. Promenades include:

- South side of Brunswick Street
- North side of Queen Street
- South side of St. Anne's Point Drive
- East side of Smythe Street from Queen Street to Charlotte Street
- West side of Church Street

THE OLD BURIAL GROUND

The Old Burial Ground is a unique component in the City Centre's open space network. Programming of this heritage space is limited, but a path bisecting the Old Burial Ground permits bicycle and pedestrian access to and from the neighbourhoods surrounding the City Centre. Improving connections to, from and through this key open space will be enhanced through the development of the Carleton Shared Street.

The north side of the Old Burial Ground can be enhanced to serve as an important green along Brunswick Street.



The Old Burial Ground

PIERS / WATERFRONT PLAZA

Riverfronts can be wonderful places to socialize and to relax. Fredericton has a unique built form asset in the form of the Carleton Street piers that could be taken advantage of to create a location for a unique public space.

A pier plaza in this location could take many forms but would be designed to highlight the riverfront experience.



Example of a floating riverfront walk

OTHER GREEN SPACES

The City Centre's network of open spaces does not end at the borders of the City Centre itself. Several important, more recreationally focused, open spaces surround the downtown and should serve as a resource to workers and residents of the City Centre. These include:

- Queen Square
- UNB College Field
- Fredericton Raceway Grounds
- Wilmot Park
- Odell Park

Given the spatial constraints and desired uses of public open spaces in the City Centre, these outer open spaces should be programmed with formal and informal recreational opportunities such as sports fields, running tracks, and walking and biking trails.



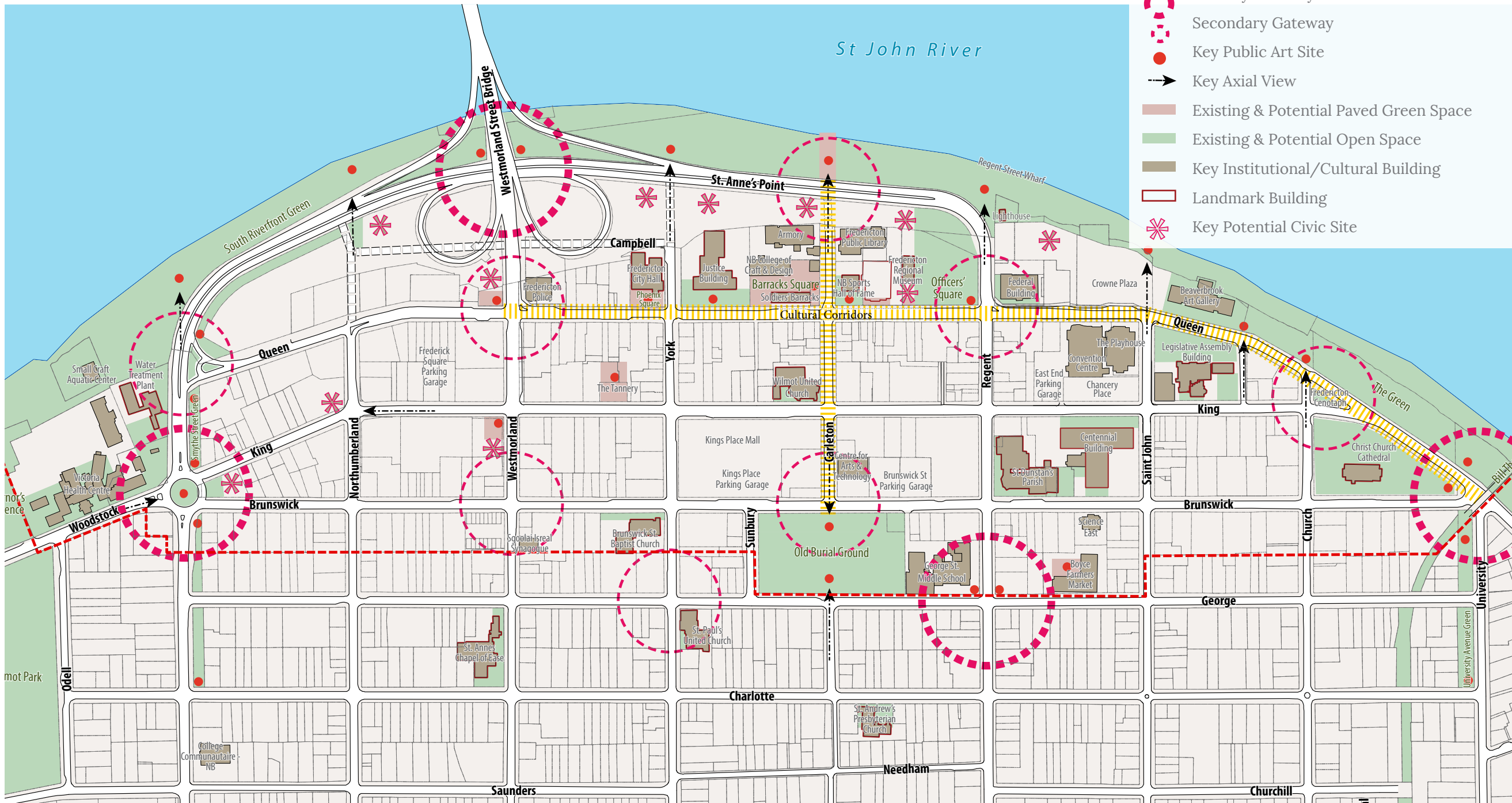
Passive seating area and event space for concerts and theatre



Passive seating area

8/ CIVIC ELEMENTS

-  Primary Gateway
-  Secondary Gateway
-  Key Public Art Site
-  Key Axial View
-  Existing & Potential Paved Green Space
-  Existing & Potential Open Space
-  Key Institutional/Cultural Building
-  Landmark Building
-  Key Potential Civic Site



5.4/ CIVIC ELEMENTS

Civic Elements identify existing and potential aspects within the City Centre that aid in creating a distinct sense of place and enhance the experience within the City Centre. These elements provide a sense of entry, aid in wayfinding and orientation, highlight important aspects and heritage of the City Centre, and enhance visual and physical connections in and around the City Centre.

This section should be read in conjunction with Section 6.2, Built Form Elements, which provides further clarification.

GATEWAYS

Gateways are areas or sites that signal key points of entry into the downtown and can include major intersections or points of arrival. Clearly identifying these areas helps to enhance orientation, reinforces a sense of place and generates civic pride. These locations provide key opportunities where the co-ordination of the design of landscaping, streetscaping, public art, and wayfinding can create a strong sense of entry and orientation.

The City Centre Plan proposes two types of gateways: primary and secondary. The Primary Gateways are located at the key entry points to the City Centre along Queen Street, Woodstock Road, Regent Street and the southern end of the Westmorland Street Bridge.

Secondary Gateways are proposed for significant intersections leading to the historic core of the City Centre.

KEY PUBLIC ART SITES

Public art should be placed at visually strategic locations including the terminus of view corridors, at gateways, on prominent corners, and parks and open spaces. Public art provides an opportunity to celebrate and showcase arts and culture and can contribute to enhancing the quality of the public realm in ways conventional streetscape elements cannot. Key objectives of public art include:

- Public art should reinforce or celebrate local identity such as the area's rich history and abundance of landmarks and heritage buildings.
- Public art may include memorials, sculptures, water features, murals, illumination or individual art installations at visually prominent sites, key termini, open spaces, gateways, major intersections, and in association with public and institutional buildings.
- The scale of public art should be determined by the visual prominence of the site.

CULTURAL CORRIDORS

The cultural corridors proposed for Queen and Carleton Streets are public spaces where public open space, streetscaping, at-grade activity and event programming create a vibrant urban environment. A cultural corridor is a place that can be closed for festivals, concerts and other events; where patios and spill out spaces are frequent. Its purpose is to:

- Link key cultural destinations and amenities.
- Create an identity with a distinct streetscape treatment.
- Provide wayfinding, banners, and other elements that contribute to the legibility of the corridor.



Proposed gateway for Carleton and Brunswick Streets at the Old Burial Ground



Gateway public art



Spill out spaces on Queen Street

LANDMARK BUILDINGS

Landmark buildings are prominent, civically important and architecturally distinguished buildings in the City Centre. Their prominence should be protected and enhanced by avoiding modification, substandard renovation, or cluttering by adjacent buildings. They shape the image of the area, are orienting elements of the City Centre and views to them should be protected. Some landmark buildings are:

- Fredericton City Hall
- Soldiers' Barracks
- NB Sports Hall of Fame
- Fredericton Region Museum
- Old Post Office
- Legislative Assembly Building
- Centennial Building
- St. Dunstan's Catholic Church
- Christ Church Cathedral
- Justice Building
- Brunswick Street Baptist Church
- Wilmot Church

KEY POTENTIAL CIVIC SITES

Strategic Potential Civic Sites are locations that have been identified for the development of major cultural and/or civic functions. These sites represent large, prominently located soft sites in the City Centre. Examples of possible uses include:

- Performing arts centre
- Educational facilities
- Art galleries
- Museums
- Government functions



Landmark Building - Sports Hall of Fame



Landmark Building - Justice Building



/BUILT FORM FRAMEWORK

/6.0

Built form refers to the function, shape and configuration of buildings as well as their relationship to streets and open spaces. The Built Form Framework defines an overall structure for guiding the order and hierarchy of the future built quality and character of the City Centre as shaped by the use, design, massing scale and type of buildings.

The purpose of the Built Form Framework is to assure that the scale and intensity of uses and built form are in the appropriate areas to reinforce their desired future vision, including the Public Realm Framework. This will ensure that new buildings reinforce a coherent, harmonious and appealing urban environment, as well as contribute to the enhancement of the public realm.

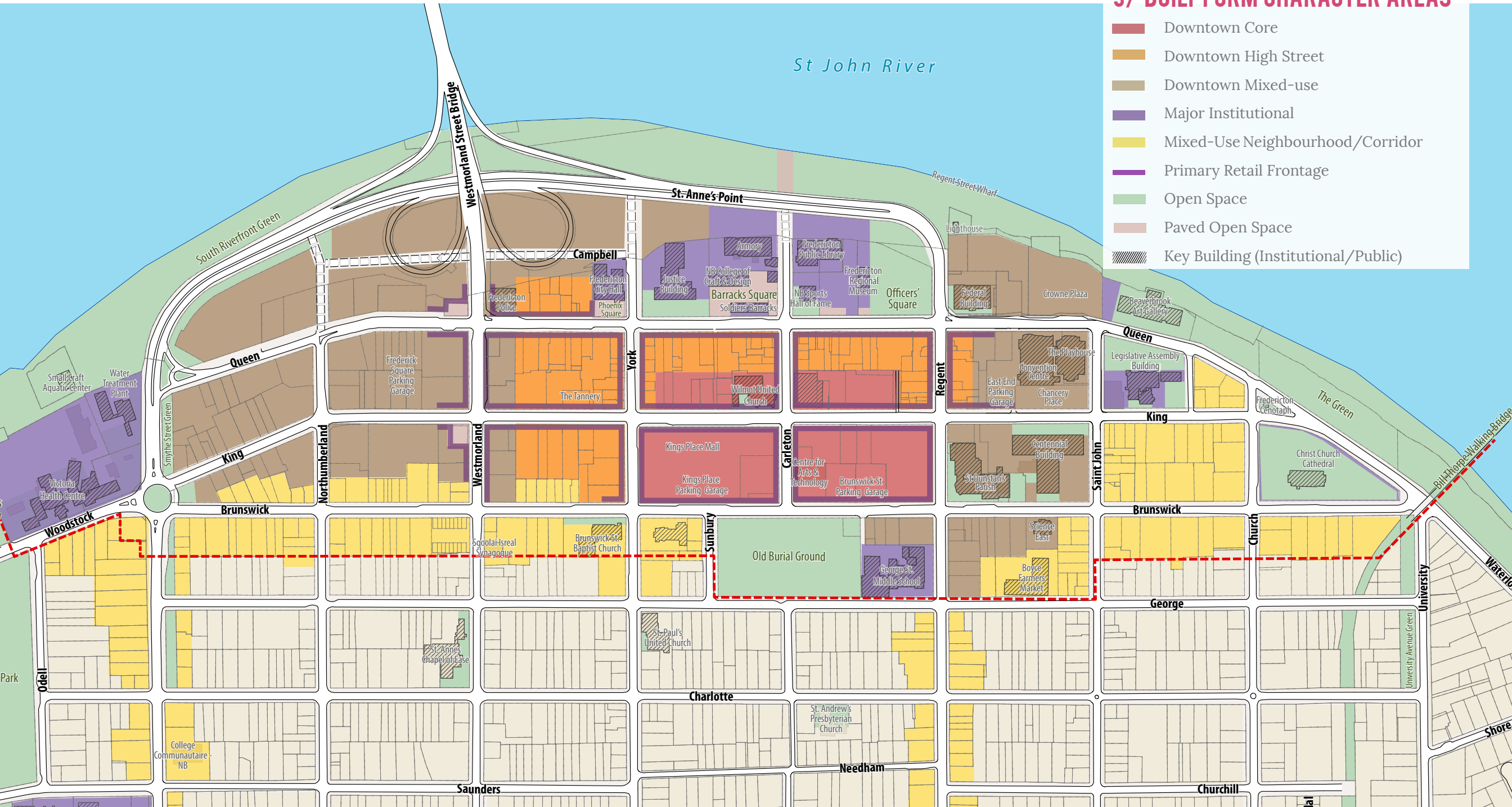
The Built Form Framework will inform and be supported by land use policies, design guidelines and the Implementation section.

The components that comprise the Built Form Framework are:

- Built Form Character
- Built Form Elements
- Built Form Design Guidelines

9/ BUILT FORM CHARACTER AREAS

- Downtown Core
- Downtown High Street
- Downtown Mixed-use
- Major Institutional
- Mixed-Use Neighbourhood/Corridor
- Primary Retail Frontage
- Open Space
- Paved Open Space
- Key Building (Institutional/Public)



6.1/BUILT FORM CHARACTER AREAS

The Built Form Character Plan for the City Centre provides a rational hierarchy for guiding appropriate uses and building typologies for development that is consistent with the character and surrounding context. This Plan reinforces the existing urban structure; ensures that there is a transition in the intensity of uses and building types in established neighbourhoods; directs certain uses to desired areas; and ensures compatibility between areas of differing uses and scales.

In conjunction with other components of the Plan, the Built Form Character Plan will help inform amendments to existing policies and by-laws. The components of the Built Form Character Areas are described as follows.

OPEN SPACES

These are lands identified as existing or potential public open spaces that include paved, green, natural or landscaped areas. The most significant open spaces in the City Centre are the South Riverfront Green, The Green running along the banks of the Saint John River, Officers' Square and the Old Burial Ground.

Appropriate Uses

- Public Parks
- Event Spaces
- Nature Reserves
- Public Riverbanks
- Pedestrian Trails
- Cycling Trails
- Landscaped Areas (forecourts and lawns)

Appropriate Building Types

- Ancillary pavilions such as washrooms and concessions
- Civic
- Recreation



Christ Church Cathedral



Officers' Square

DOWNTOWN CORE

Located over four central urban blocks and bisected by King Street, a busy pedestrian, vehicular and transit through-route, the Downtown Core Character Area is where the greatest intensity of commercial and office uses and the tallest buildings in the City Centre are located.

The built form is characterized by a mix of small to large-scale buildings such as the Kings Place Shopping Centre.

The Downtown Core Character Area is the part of City Centre where the greatest intensity of development can be accommodated. The Downtown Core Character Area presents opportunities for retrofitting existing buildings, such as the Shopping Centre, to better relate to the street and other buildings.



The fabric and character of existing Downtown Core

Placement and Massing

- Setbacks: no setbacks required, development should be at the street edge (0 to 1 metre).
- Building heights vary from a minimum of 3 storeys to a maximum of 6 storeys.
- Minimum 1.5-metre step-back above the 3rd or 4th storey.
- Bonus of up to 6 additional storeys (to a maximum of 12 storeys) in exchange for community benefits.

Articulation

- Main building entrances are oriented to the street.
- Façades are articulated using horizontal tiers to express a base, middle and top.
- All façades facing streets use entrances, windows, narrow retail frontages, architectural details and/or signage to provide pedestrian interest.



Parking and Servicing

- Parking is provided on-street or in below-grade structured parking garages.
- Access to parking should be integrated with the streetscape.
- Servicing and loading should be accommodated internally or at the rear of the property.

Appropriate Uses

- Residential Mixed-Use
- Small to Medium Scale Retail
- Office/Commercial
- Institutional/Public
- Entertainment
- Hotels
- Transit Terminal



Inappropriate Uses

- Automobile-Oriented uses (i.e. drive-thru, car wash)
- Stand-alone singular commercial uses

Appropriate Building Types

- High street
- Mid-Rise Apartment
- Low to Mid-rise Office
- Institutional
- Integrated Parking Structure



DOWNTOWN HIGH STREET

The Downtown High Street Character Area is the historic retail, entertainment and service area located primarily along the south side of Queen Street, and along two blocks of York Street and King Street, and along one block of Regent.

The built form character is mostly low-rise continuous buildings that express narrow frontages with at-grade retail that are placed at or close to the sidewalks, reinforcing the existing fine-grained and 'human-scaled' form defined by walkable streets and blocks.

Any new infill development in the High Street area will be sensitive to the quality, scale and character of adjacent heritage buildings.

Placement and Massing

- Setbacks: no setbacks required, development should be at most 1 metre from the property line.
- Building heights: a minimum of 3 storeys to a maximum of 5 storeys.
- Minimum 1.5-metre step-back above the 3rd or 4th storey.
- Bonus of up to 2 additional storeys (to a maximum of 7 storeys) in exchange for community benefits (see Implementation Strategies, Section 8 on Bonus Heights).

Articulation

- Main building entrances are oriented to the street.
- Façades are articulated using horizontal tiers to express a base, middle and top.
- All façades facing streets use entrances, windows, narrow retail frontages, architectural details and/or signage to provide pedestrian interest.

Parking and Servicing

- Parking is provided on-street or in below-grade structured parking garages.
- Access to parking should be integrated with the streetscape.
- Servicing and loading should be accommodated internally or at the rear of the property.

Appropriate Uses

- Small-scale Retail
- Live-Work
- Office/Commercial
- Institutional/Public

Appropriate Building Types

- Low-Mid-rise Apartment
- High street
- Low-Mid-rise Office
- Institutional



The fabric and character of existing Downtown High Street



DOWNTOWN MIXED-USE

Downtown Mixed-Use Character Areas are located at the East and West Ends of the City Centre and consist of a wide variety of uses and built form. These areas are predominantly defined by 2-4 storey continuous buildings positioned close to the street edge and consist of narrow storefronts at street level, with office and residential type uses on the upper levels. Building forms vary between heritage buildings to new office buildings to mid-rise apartment buildings. Infill opportunities on The Tannery site should be investigated.

Placement and Massing

- Setbacks: no setbacks required, development should be at most 1 metre from the property line.
- Minimum 1.5-metre step-back above the 3rd or 4th storey.

- Building heights: a minimum of 3 storeys to a maximum of 6 storeys.
- Bonus of up to 2 additional storeys (to a maximum of 8 storeys) in exchange for community benefits (see Implementation Strategies, Section 8 on Bonus Heights).

Articulation

- Main building entrances are oriented to the street.
- Façades are articulated using horizontal tiers to express a base, middle and top.
- All façades facing streets use entrances, windows, narrow retail frontages, architectural details and/or signage to provide pedestrian interest.

Parking and Servicing

- Parking is provided on-street, in rear surface lots and/or in below-grade structured parking garages.
- Access to parking should be integrated with the streetscape.
- Servicing and loading should be accommodated internally or at the rear of the property.

Appropriate Uses

- Residential
- Small-to Medium-scale Retail
- Mixed-use
- Live/Work
- Office/Commercial
- Institutional/Public
- Entertainment
- Hotels

Inappropriate Uses

- Automobile-Oriented uses (i.e. drive-thru, car wash)
- Stand-alone singular commercial uses

Appropriate Building Types

- Low to Mid-Rise Apartment
- Low to Mid-rise Office
- Institutional
- Integrated Parking Structure



The fabric and character of existing downtown mixed-use

MIXED-USE NEIGHBOURHOOD/ CORRIDOR

Mixed-Use Neighbourhood and Corridor Character Areas are located on the periphery of the downtown area along key north-south arterials such as Regent, York and Smythe Streets and along parts of Brunswick Street.

Mixed-Use Neighbourhood/Corridors have similar built form characteristics to that of General Neighbourhood areas. The uses are often contained within the form of single detached dwellings but include or are suited to a greater mix of uses and commercial activity.

This character area corresponds to areas adjacent to existing established neighbourhoods and provide appropriate transitions between Downtown Mixed Use character areas and the general neighbourhoods of the Town Plat south of the City Centre.

Placement and Massing

- Setbacks: vary between 2 to 5 metres.
- Building heights are generally between 2 to 4 storeys.

Articulation

- Main building entrances face the street and use techniques such as stoops, porches, overhangs, punctuation and/or changes in roof line that are in keeping with the built character of the area.
- Roof lines are typically gable/pitch or hip.

Parking and Servicing

- Parking and services are located to the side or rear of the property.

Appropriate Uses

- Residential
- Small-scale Retail
- Mixed-Use
- Live-Work
- Office/Commercial
- Institutional/Public
- Inns/ Tourist Homes

Inappropriate Uses

- Automobile-Oriented uses (i.e. drive-thru, car wash)
- Stand-alone singular commercial uses

Appropriate Building Types

- Single-Detached
- Semi-Detached
- Townhouse
- Low-Rise Apartment / Office
- Institutional



The fabric and character of existing Mixed-use Neighbourhoods/Corridors

MAJOR INSTITUTIONAL

Major Institutional Character Areas correspond to key civic destination or attractions including important sites of cultural importance such as the Garrison District and Christ Church Cathedral, and other institutional activities that play an important service role in the City Centre.

Placement and Massing

- Setbacks: varied, usually located within an open space setting.
- Building heights vary.

Appropriate Uses

- Library
- School
- Government
- Cultural
- Place of Worship
- Office/Commercial
- Small-scale Ancillary Retail



The fabric and character of Major Institutional Areas

PRIMARY RETAIL FRONTAGES

Primary Retail Frontages correspond to streets where continuous pedestrian-oriented retail uses exist and are required. The retail frontages reinforce the 'high street' qualities expected in the Downtown Core, Downtown High Street and Downtown Mixed-Use Character Areas including the articulation of narrow shop fronts, high levels of transparency and frequent entries.

Protecting pedestrians from the elements using awnings is important. Patios and other spill-out activity should be encouraged wherever possible.

Where development is proposed in remaining downtown mixed-use areas that is not retail and is subject to the Primary Retail Frontages requirement, other interim uses may be considered provided that the uses are designed to enable conversion but is encouraged to be designed to enable conversion to retail use in the future.









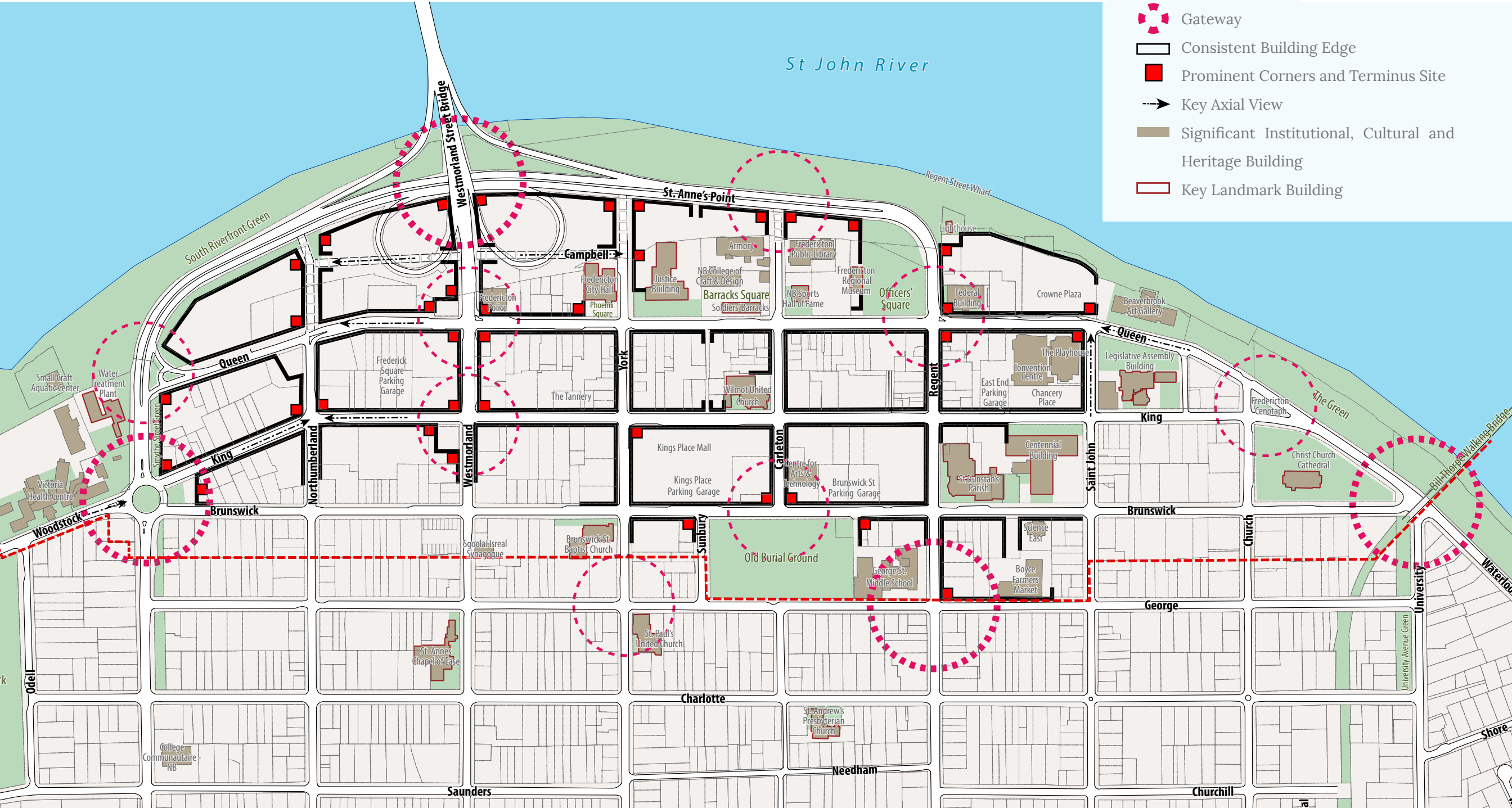
Kings Place Shopping Centre, existing condition



A potential transformation of Kings Place Shopping Centre, including retail frontages and streetscape treatment

10/ BUILT FORM ELEMENTS

-  Gateway
-  Consistent Building Edge
-  Prominent Corners and Terminus Site
-  Key Axial View
-  Significant Institutional, Cultural and Heritage Building
-  Key Landmark Building



6.2/ BUILT FORM ELEMENTS

The Built Form Elements Plan is a complementary plan to the Civic Elements Plan as it pertains to built form. Specifically, this plan provides additional guidance for new development with respect to reinforcing important interfaces with streets and open spaces, as well as visually prominent sites so as to enhance the City Centre's civic quality, reinforce urban structure and/or serve as orienting devices. Accordingly, this Plan is comprised of the following two key elements, for which further guidance is provided in the Built Form Design Guidelines.

CONSISTENT BUILDING EDGE

The Consistent Building Edge identifies key frontages where new buildings should reinforce a consistent and strong interface with streets and open spaces so as to positively frame and activate these spaces. In most instances this occurs where multi-storey, street-oriented buildings with grade-level commercial uses currently exist or are desired. Along these frontages, new infill development should be placed close to the property line and/or consistent with adjacent buildings and provide for active grade-level conditions such as shops so as to animate the street or open space.

PROMINENT CORNERS AND TERMINI

These sites correspond to the corners of key intersections and gateways, which should be reinforced through high-quality and distinctive architectural treatments. Public art and landmark architectural treatments at termini sites provide an opportunity to celebrate important views while helping to orient and draw visitors throughout the district.



The consistent building edge of York Street in Fredericton



An example of a potential prominent corner building where the Westmorland Street Bridge passes over St. Anne's Point Drive

The Heritage Resources and Districts section is the capstone of the Built Form elements of this document. Heritage defines downtown Fredericton to a greater degree than it does other downtowns and is a tremendous source of local pride and national identity.

The following section is designed to provide clear recommendations for future heritage preservation areas, heritage buildings, and heritage landscapes that includes both early European structures and First Nations' sites.

/HERITAGE RESOURCES & DISTRICTS

/07

11/ HERITAGE RESOURCES INVENTORY

- Significant
- Character Contributing
- Non-Contributing



7.1/ HERITAGE RESOURCES AND DISTRICTS

Heritage Resources and Districts identify existing and potential heritage buildings and landscapes that lend to the distinct identity of Fredericton's downtown as well as to the larger City. These structures and spaces should be retained and restored or readapted as a legacy to the City's past and to maintain a significant attribute of the City Centre's identity.

This Plan identifies significant heritage buildings within the City Centre for potential heritage preservation areas.

EXISTING HERITAGE BUILDINGS

Existing municipally, provincially and federally significant heritage buildings contribute most strongly to the City Centre's sense of identity and place and should be preserved in their entirety. Their status as heritage is based on the quality of their design, the significance of their historical associations, their uniqueness, condition and completeness. Key heritage buildings include the Provincial Legislative Assembly, the modernist Beaverbrook Art Gallery, Fredericton City Hall and several buildings within the Garrison District, namely the Justice Building, Armoury, the New Brunswick College of Craft and Design and the Soldiers' Barracks.

POTENTIAL HERITAGE BUILDINGS

The City's 2013 heritage inventory of City Centre properties identified a number of potential heritage properties that may have historic significance. Properties identified as significant are considered in this plan for potential heritage designation, to be confirmed with further study by the City.

LANDMARK BUILDINGS

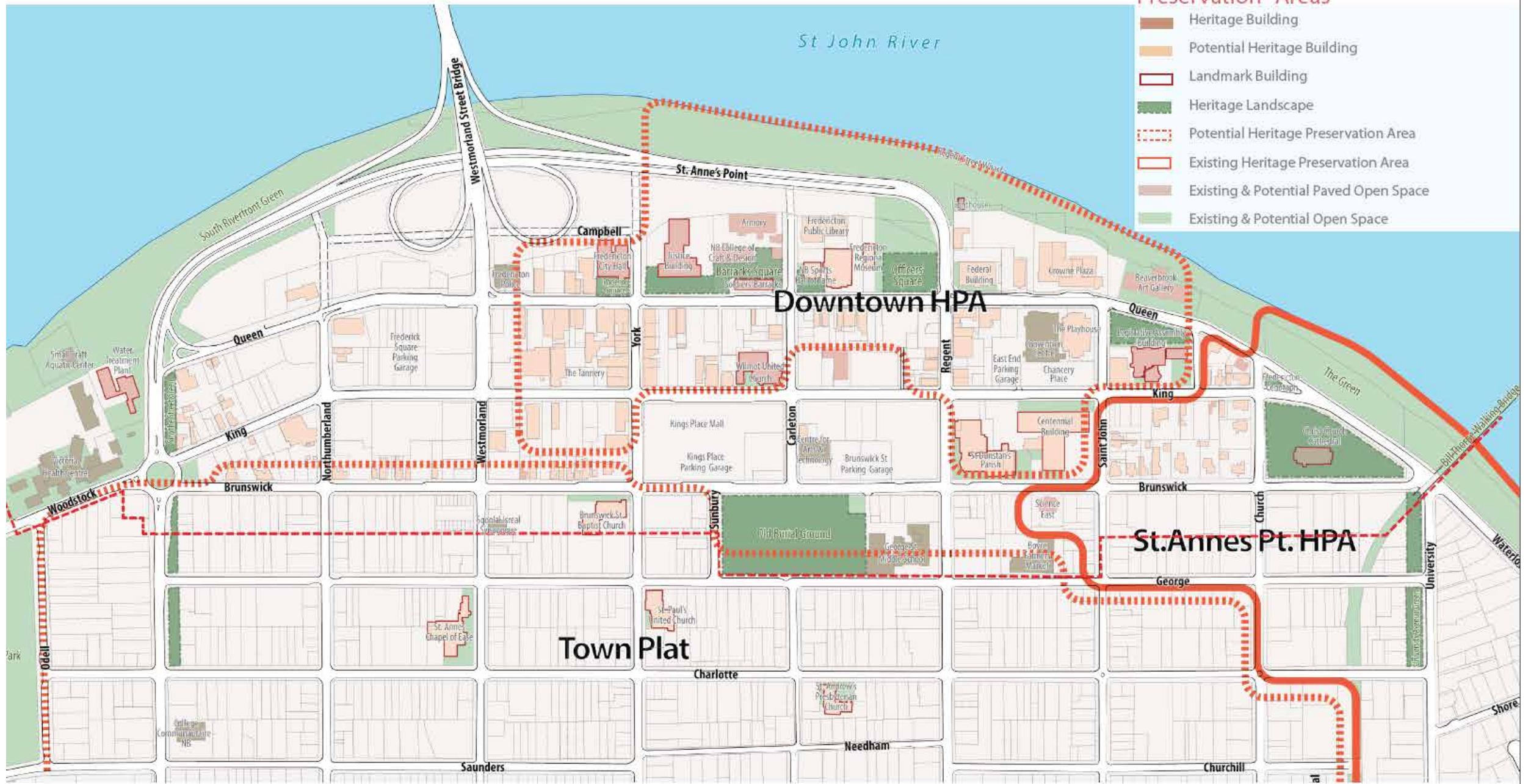
Landmark buildings may or may not yet be listed or designated but are highlighted as making a significant contribution to the legible structure and character of Fredericton and will require protection. Landmark buildings include religious buildings distributed through the downtown, and other iconic buildings that either have a prominent street presence or have civic or cultural importance.



Foundation remnants next to the Stone Barracks in the Garrison District

12/ Recommended Heritage Preservation Areas

- Heritage Building
- Potential Heritage Building
- Landmark Building
- Heritage Landscape
- Potential Heritage Preservation Area
- Existing Heritage Preservation Area
- Existing & Potential Paved Open Space
- Existing & Potential Open Space



HERITAGE CATEGORY DEFINITIONS

Significant Heritage Buildings

Significant Heritage Buildings are properties containing one or more components of a building great cultural, historic, or architectural significance and should be afforded the greatest degree of protection. The heritage contributing aspects of these buildings should be protected to the greatest extent possible and adjacent developments ought to provide appropriate transitions and complementary design and material qualities. These buildings represent the foundation of Fredericton's historical identity.

Character Contributing Buildings

Character Contributing Buildings are on existing properties that have been identified by the City as having potential heritage significance. These include buildings that may not be of great heritage value but in their quality and appearance they contribute to a heritage context. These qualities include scale, materiality and architectural expression. When considered for intervention or adjacent development is proposed, an assessment should be undertaken to determine what, if any, aspects should be protected and/or respected.

Non-Contributing Buildings

Non-Contributing Buildings are properties, that do not support the overall cultural heritage values, character and integrity of the district. Non-contributing properties should nevertheless be subject to policies for alteration and new construction as detailed in any design guidelines or Heritage Preservation Area (HPA) guidelines so that new development contributes to or at least does not detract from the overall heritage attributes of adjacent properties or of the area as a whole.



Heritage fabric of Queen Street

HERITAGE LANDSCAPES

Heritage Landscapes are open spaces endowed with a special value associated with their use and context. They are spaces whose aesthetic qualities or historical associations imbue them with an added significance to a neighbourhood or district's identity. This Plan identifies open spaces associated with significant buildings or with the historical foundations of the City of Fredericton. They are as follows:

- The Christ Church Cathedral Green
- The Old Burial Ground
- The Provincial Legislative Assembly Green
- Officers' Square
- Justice Building Green
- Phoenix Square
- The University Avenue Green
- The Smythe Street Green
- Fredericton Cenotaph Green

New development should not be permitted to infringe on these open spaces and programmatic changes should be limited and contextual.

POTENTIAL HERITAGE PRESERVATION AREAS

The importance of the heritage building stock and landscapes contribute not only to the City Centre's identity, but to Fredericton's identity. They warrant the establishment of Heritage Preservation Districts to be applied to areas where there are significant concentrations of existing and potential heritage resources.

This Plan recommends that a Downtown Heritage Preservation Area encompassing major parts of the Garrison District, Queen Street, and King Street be created to preserve and enhance the City Centre's heritage resources. This heritage preservation area would consist of three major components:

- The Garrison District: Campus style collection of important historical civic buildings and open spaces.
- Queen and King Street District: The fine-grained, 19th century collection of commercial properties.
- The Capital District: The stately collection of major cultural and governmental buildings.

An additional HPA, subject to future study by the City, is also proposed for the Town Plat Neighbourhoods area, which overlaps with the City Centre. Significant house form buildings of historic significance and predominately residential character defines this area. This would be comparable to the existing St. Anne's Point HPA.

The defining characteristics of the proposed HPA should be embedded in a design review process for all new developments within the HPA. The design review process is not intended to be onerous or didactic, but provides guidance as to how a new development can fit into and enhance the charm and character of the area. Elements as simple as a consistent cornice line, similar heights and massing, and materiality can transform a building that would detract from character, to one that would contribute to it.

The HPA should also encompass public realm elements, such as distinct streetscapes in the area as well as the City Centre's rich mature tree canopy.



The Old Burial Ground



A plan is only as successful as its implementation. In order for the goals contained in the City Centre Plan to be realized, the public and private sectors as well as other stakeholders and residents must use the Plan as a consistent point of reference and guide to long, medium and short term decision-making. It is vital to keep several important, broader considerations in mind when pursuing the implementation of this plan:

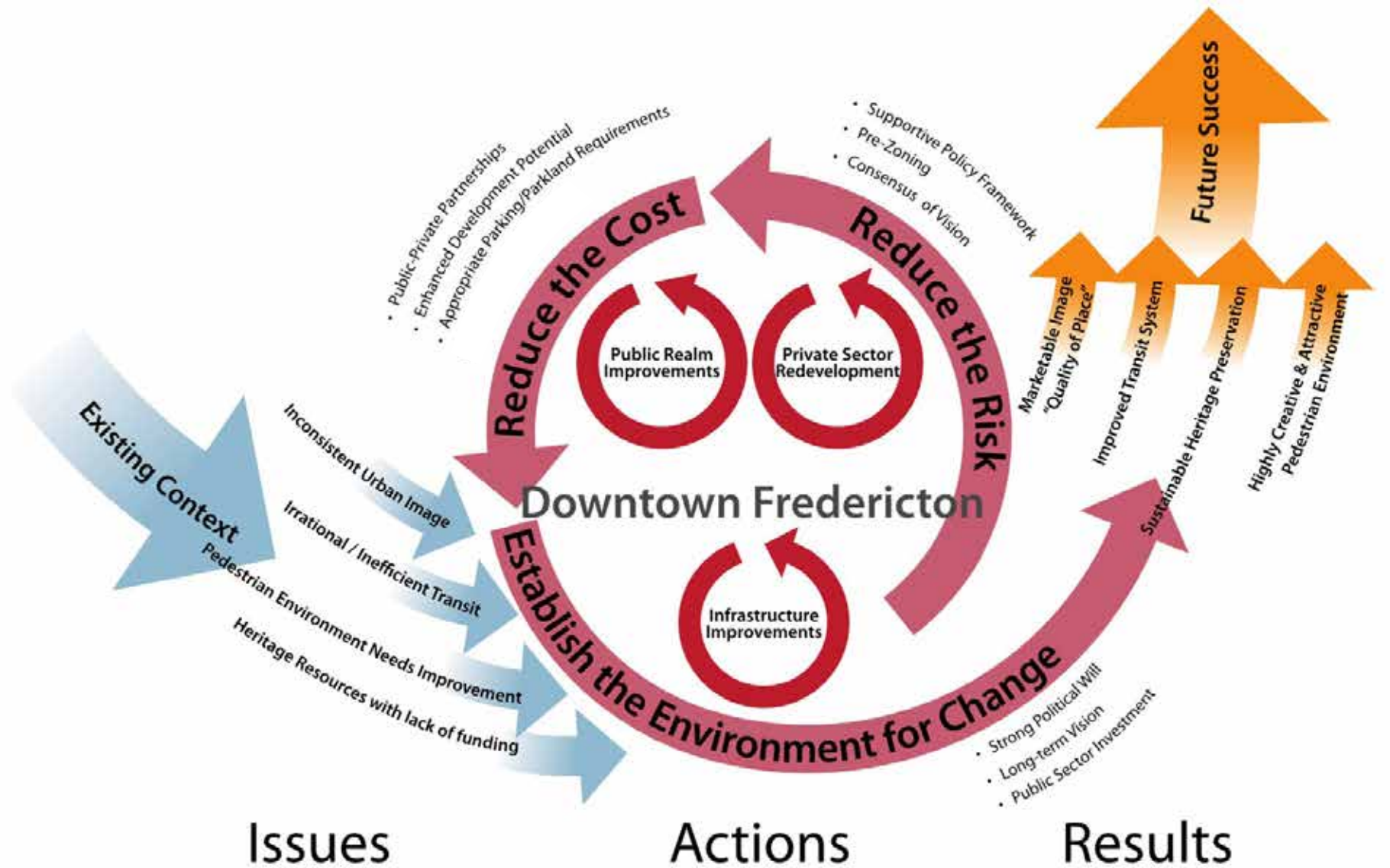
- **Evolve the Approach:** Fredericton's downtown will never be finished or complete. It is in constant evolution. The key is to establish a vision and constantly work toward achieving it.
- **Refine the Plan:** The vision and the projects it promotes should be refined and adjusted over time to react to changes in public perception, shifts in the market, availability of funding and other opportunities that may present themselves from time to time.
- **Foster Political Will:** Strong political will to achieve the vision is a fundamental requirement.
- **Champion the Plan:** There will need to be a determined and unrelenting champion for change.
- **Understand the Pace:** The public sector will lead the change and must encourage private sector investment and commitment.

/IMPLEMENTATION STRATEGIES

/08

- Develop Partnerships: The City will need strong partnerships with Federal and Provincial levels of government, Downtown Fredericton Inc., and private sector developers to achieve the vision.
- Strategize: Financial resources will be limited, and priorities will need to be established - quick wins, with a longer term improvement/investment strategy.

The recommendations contained herein can be thought of as creating a cycle of transformation. It is the City's responsibility to establish the environment for change within the existing context. Only by displaying the necessary political will, articulating the City's vision, and providing the initial investment can this process begin. Working within the context of a clearly articulated vision will also facilitate bold transformations wherein multiple objectives can be reached simultaneously. For example, combining improvements in the public realm with necessary infrastructure investments reduces costs and achieves multiple goals. Costs can also be reduced by the public sector collaborating with a newly emboldened private sector. Once this environment of progress and change is established, other goals become easier to accomplish. In addition, the standards of development may be set higher once the belief that bold ideas can be accomplished is created.



8.1 IMMEDIATE INITIATIVES

8.1.1 AMENDMENTS TO THE MUNICIPAL PLAN, ZONING BY-LAW, AND THE DEVELOPMENT OF DESIGN MANUALS

The recommended implementation strategies are grouped into five categories:

- Immediate
- Short-Term: 0 – 5 years
- Medium-Term: 5 – 10 years
- Long-Term: 10 years or beyond
- Ongoing

The regulatory amendments pertain specifically to the City of Fredericton’s Municipal Plan and Zoning By-Law and outline the necessary actions to implement the City Centre Plan from a legal standpoint. These are the basic components of the strategy to implement a new form-based approach to zoning in the City Centre, and to achieve key objectives identified throughout this project, including:

- The establishment of a transparent and consistent development approval process;
- The promotion of heritage preservation; and,
- The implementation of predictable “bonusing” procedures (explained further on in this section).

Additional implementation strategies are proposed to support the successful integration of the City Centre Plan into Fredericton’s development context. These recommendations are intended to achieve additional objectives, including:

- To encourage and facilitate a pre-application review process;
- To build an understanding and capacity for the new City Centre Plan; and,
- To recognize and award development and design excellence.

The intent of this document is to promote appropriate development standards and design guidelines. Given the need for clarity and predictability on how development is regulated, assessed, and approved, the City Centre Plan should be adopted within the statutory regulatory framework. Other implementing strategies—including heritage designation, design review procedures and “bonusing”—are also recommended and should be clearly articulated as part of the regulatory framework for the City Centre.

To provide a template for further form-based revisions to the Fredericton Municipal Plan and the Zoning By-Law it is recommended that the policies contained in the City Centre Plan be incorporated into Section 3.4 of the Municipal Plan. In addition to the revised Municipal Plan, a number of other amendments will be required to implement the City Centre Plan, including but not limited to:

- Surgical amendments to other sections of the Zoning By-Law and Municipal Plan to ensure consistency in design and regulatory intent (such as in Section 2.6 of the Municipal Plan on commercial land uses, which regulates the form and location of commercial development);

- An amendment to Figure 3.4.1 of the Municipal Plan (City Centre Planning Area - Character Areas) to incorporate the new Districts;
- An amendment to Schedule C of the Municipal Plan (Potential Heritage Designation Areas) to include the proposed Downtown and Town Plat Neighbourhood HPAs; and,
- The replacement of Figure 3.4.2 of the Municipal Plan (City Centre Planning Area - Development) with Figure 3.4.2 (City Centre Planning Area - Built Form Character), corresponding to the Built Form Character Map in the City Centre Plan.

More detailed guidance for the content and approach to implementing these amendments to the Zoning By-Law are provided below. In addition, two Design Manuals should be created:

- A Public Realm Design Manual which would be internal for City Staff and which would aid in the formulation of Requests For Proposals and in hiring the consultants to carry out the work; and

- A Built Form Design Manual with specific guidelines that would provide developers with a clear expectation of what Staff is looking for in the quality of developments; in addition, it would assist Staff's review of development and building permit applications.

The remaining content of the revised Section 3.4 – City Centre should:

- Be consistent with the objectives and guidelines provided in this document;
- Provide the vision and objectives for each district in an illustrated and user-friendly manner; and,
- Include provisions for additional information requirements, design review, and “bonusing”, as outlined in the remainder of this section.

INCORPORATE THE BUILT CHARACTER AREAS INTO THE ZONING BY-LAW

To give effect to the new Built Form Character Areas they will need to be incorporated into the Zoning By-Law. As such, it is recommended that Council:

Amend Schedule 1 – City Centre Planning Area & Central Business District of the Zoning By-Law to replace all existing zone designations within the City Centre with the Built Form Character Areas as defined in the City Centre Plan. The Built Form Character Areas shall have the regulatory effect of zones, and include:

- Downtown Core
- Downtown High Street
- Downtown Mixed-use
- Major Institutional
- Mixed-Use Neighbourhood/Corridor
- Primary Retail Frontages (an overlay to be applied to multiple designations)

HERITAGE AMENDMENTS

The heritage policies included in Section 2.14 of the City's Municipal Plan provide a number of tools and controls for protecting heritage resources.

The City should amend the map that constitutes Schedule C (Potential Heritage Designation Areas) to include the proposed Downtown and Town Plat Neighbourhood HPAs. These neighbourhoods are where the vast majority of heritage resources in the City Centre are located. Creating new HPAs will ensure that all properties within these key areas are eligible for protection—a key component of the enhanced design review process proposed below for the City Centre.

As part of its effort to recognize the unique character of the City Centre, the City should continue designating additional properties inside the proposed HPAs.

8.1.2 NEW BUILT FORM DESIGN REVIEW PROCEDURES

INFORMATION REQUIREMENTS FOR CITY CENTRE DEVELOPMENTS

Essential to making an informed decision about how well a development proposal performs with respect to the City Centre Plan, is having adequate information by which to assess appropriateness and impacts. Detailed information will be particularly useful for major development in high priority areas and for development that is heritage-related. Such development has the potential for greater impacts and should be subject to higher scrutiny.

Section 2.13.2 of the Municipal Plan provides the basis of a development review process related to heritage specifically, but it is recommended that a more comprehensive development review process be initiated for major development that occurs anywhere in the City Centre. This process should be embedded in Section 3.4 – City Centre of the Municipal Plan.

Some of the following pieces of information are already required by the City of Fredericton, but additional information has been included in the following list to give the City the opportunity to accurately assess the quality of new proposals.

A REVISED SECTION 3.4 – CITY CENTRE

It is recommended that Section 3.4 – City Centre of the Municipal Plan be substantially revised to be in accordance with the recommendations of the City Centre Plan. To avoid duplicating regulatory requirements that are applicable to all development in Fredericton, while recognizing the unique policies for the City Centre, it is recommended that the revised Section 3.4 begin with statements that convey the following:

- Notwithstanding the provisions and requirements of the preceding sections of the Municipal Plan, the following policies and standards shall apply in the City Centre, as identified in Figure 3.4.1 (City Centre Planning Area – Character Areas).
- “Future development within the City Centre shall be in conformity with the standards outlined here.”

The list of required information should include:

- Site plan (including parking and landscaping plan);
- Building floor plans;
- Building elevations;
- Architectural renderings (such as perspectives, 3D models, etc); and
- A written statement with professional-quality graphics that addresses how the proposed development is compatible and integrated with existing development.

Additional information requirements should be required for all applications for “significant development” within the City Centre. Significant development shall be defined as:

- Any new building or structure;
- Any addition to, or alteration of, a building that results in an increase in Gross Floor Area by 50 percent or more; and
- Any addition to, or alteration of, existing heritage structures or structures located in either of the proposed HPAs.

Development proposals that meet the above criteria should be required to provide the following information and studies, as deemed applicable by the City:

- A digital or scaled massing model of the proposal in its immediate context.
- Shadow studies during the shoulder seasons (March 22 to September 22)

where buildings over 4 storeys are proposed to ensure that there aren’t any shadow impacts on public plazas, parks or other open spaces, and where shadows have a duration of not more than 2 hours on adjacent residential properties.

- Wind studies where buildings over 5 storeys are proposed to ensure comfortable conditions for pedestrians at the sidewalk.
- Heritage Impact Study and Conservation Plan where proposals include a heritage building(s).
- Detailed elevations of the building base’s (first 3 storeys) at 1:50 scale indicating architectural detailing and selection of materials to be secured in a development agreement.

These requirements for additional information in applications for “significant development” should be outlined in the revised Section 3.4 - City Centre of the Municipal Plan.

DESIGN REVIEW BOARD

In addition to the increased information requirements, the City should establish internal City Centre-specific design review procedures for any significant new development in the City Centre to ensure the professional and transparent review of higher-profile development applications. The purpose of the Board would be to provide review and guidance to development applications that upholds a high quality of design, protects and enhances heritage assets, and implements

the overall vision of the City Centre Plan. The City should include provisions, procedural requirements, and a defined scope for a City Centre Design Review Panel (DRP) within the revised Section 3.4 - City Centre of the Municipal Plan, as follows:

- Enhanced design review conducted by a City Centre Design Review Panel should be required for all proposals for “significant development” in the City Centre.

The mandate of the DRP should be to ensure that proposals are consistent with the spirit and intent of the characteristics, character vision statement, and objectives for each District.

It should be noted that (in addition to enhanced design review and information requirements) all development applicants would still be subject to the basic requirements outlined in Section 3.4 - City Centre of the Municipal Plan.

The City should also implement a “Sunset Clause” for design review approval that places a limit of, for example, 5 years, on DRP approvals, after which time, developers will have to resubmit to an DRP review process. This will ensure that development is in keeping with all current best practices and will allow the review board to reassess projects with regard to contextual changes that have occurred in the intervening period.

BONUS HEIGHT

The Built Form Character of the City Centre Plan, contained in Figure 3.4.1 (City Centre Planning Area - Character Areas) and described in the Built Form Character section of Section 3.4 - City Centre of the Municipal Plan, proposes appropriate development parameters to consistently guide the conditions whereby height above the normal height restrictions may be permitted. Furthermore, consistent with the guiding principle that larger developments have the greatest civic obligations, these provisions require that all developments that exceed their height limits do so only as a bonus in exchange for defined community benefits.

Clear procedures for attaining the bonus permissions should be developed to ensure a credible and predictable process. The policies proposed below are intended to be included in the revised Section 3.4 of the Municipal Plan, and are based on the provision of community benefits in exchange for bonus height—heritage preservation being the first priority.

Bonus height may be granted to development within the City Centre in the following character areas:

- Downtown Core
- Downtown High street
- Downtown Mixed-use

“Bonusing” and/or variances in height shall not be permitted in any other areas of the City Centre. An increase in height above the as-of-right height indicated in the City Centre Plan and in Section 3.4 - City Centre may be provided in exchange for community benefits,

as defined in this section. Community benefits may include:

- The preservation of a heritage building in its entirety on the property or another property within the City Centre;
- The preservation of façades of a heritage building on the property or another property within the City Centre;
- The provision of a public recreational or cultural amenity space;
- The provision of affordable housing units;
- A publicly accessible open space or mid-block connection where appropriate and desirable;
- A public art installation on the site or elsewhere in the City Centre;
- City-defined public realm improvements (such as streetscaping or park improvements) on-site or elsewhere in the City Centre;
- The provision of amenities that support active transportation, including but not limited to bicycle parking for visitors and residents/employees, benches, and transit shelters; and,
- Where a heritage property is located on-site, heritage preservation shall be prioritized above all other types of community benefits.

As an alternative to physically providing the defined community benefit(s), Council could also consider whether applicants may provide cash-in-lieu at a per-square-metre rate in exchange for an increase in height up to the maximum shown for the respective Built Form Character. The cash-in-lieu of community benefits shall be retained by the City in a “community benefits bank” and be used exclusively to provide defined community benefits within the City Centre.

The community benefit, or cash-in-lieu, provided in exchange for bonus height shall be negotiated on a site-by-site basis between the applicant and the City, who shall consider the guidance of the DRP. The bonus height shall be secured through a legal agreement (the Bonus Agreement) to be registered on title.

ENCOURAGE AND FACILITATE A PRE-APPLICATION CONSULTATION PROCESS

A number of regulatory amendments have been proposed for improving transparency in the decision-making process. One additional strategy for pre-empting unnecessary controversies is to encourage and facilitate a pre-application consultation process, which already occurs in a less formalized manner.

A pre-application process has proven to be successful in other jurisdictions. Particularly where significant developments are proposed, support is much more likely to be gained

when the community is consulted early in the design development process. Proponents can better gauge the expectations and desires of interested parties, while the community gains a sense of ownership in the process as well as an appreciation of potential challenges faced by the developer. Not only does this approach lend to a more transparent process, it can also serve to mitigate potential unanticipated conflicts.

To encourage and facilitate a pre-application consultation process, Staff should:

- Take an active role in organizing the meetings and notifying stakeholders;
- Promote the benefits of the pre-application process among planning and heritage Staff;
- Develop and publish material explaining that the opportunity for pre-application consultation exists; and,
- Informational material should be made available on the City’s web site.

8.1.3 CIRCULATION INITIATIVES

Circulation strategies and initiatives should also be made a more central component of the revised City Centre section of the Municipal Plan. Figure 3.4.4 of the Municipal Plan (City Centre Planning Area - Transportation) should be replaced by the finer-grained Circulation Initiatives Plan contained in the City Centre Plan. This will show both existing and proposed vehicular circulation recommendations and also include proposed changes for pedestrian and bicycle infrastructure.

Fredericton’s City Centre is a unique part of Fredericton and has circulation needs distinct from the rest of the City. As such, it is deserving of a separate treatment in Section 2.9 of the Municipal Plan on Transportation. This can take the form of a substantially expanded Section 2.9.3 (10) of the Municipal Plan wherein the objectives and standards for transportation in the City Centre are laid out in roughly the same manner as they are in the circulation section of this report.

In addition to these policy amendment measures, the City should also pursue the following initiatives in the short-term:

- Investigate the connectivity of York, Northumberland, and Carleton Streets to St. Anne’s Point Drive;
- Investigate the feasibility of modifying the two off-ramps;
- Explore options to begin making the downtown streets more pedestrian- and

8.1.4. ORGANIZATIONAL INITIATIVES

BUILD AN UNDERSTANDING AND CAPACITY FOR THE NEW CITY CENTRE PLAN

- bicycle-friendly in keeping with the circulation plan recommendations; and
- Explore options to develop integration strategies for bicycle traffic, such as bike tracks, how bikes can traverse intersections and roundabouts, and the development of bicycle signage and furnishings.

The City Centre Plan is a significant departure to the *status quo* and may require broad support and political will to implement. To do what is being proposed, the underlying principles and rationale will need to be properly communicated in order to build an understanding amongst all stakeholders as well as Council. Capacity-building with City Staff will also be required to ensure its proper implementation and application. To ensure that this document doesn't fall victim to inaction it is recommended that subsequent to its adoption, a series of stakeholder workshops be held to present and translate the City Centre Plan.

At a minimum, these stakeholder workshops (with residents, developers, landowners, Staff and Council) could consist of a highly graphic and accessible presentation of the City Centre Plan followed by an interactive exercise designed to facilitate constructive feedback about what is supported and what may need further clarification or exploration.

CAPITAL WORKS CO-ORDINATION

The costs of quality of life improvements to the public realm in the City Centre can be significantly reduced if the construction or repair of elements such as rights-of-way can be co-ordinated with necessary capital infrastructure improvements. This means, for example, that if necessary water main replacement work is being performed, that the opportunity for public realm enhancements, above and beyond basic streetscape standards, to be constructed is taken, and that all other servicing agencies are informed, so as to prevent additional unnecessary construction work in revitalized streetscapes. A clear long term plan for infrastructure investment and renewal should be developed and shared freely with other City departments with all efforts made to ensure that communication between departments remains open.

RECOGNIZE AND AWARD DEVELOPMENT AND DESIGN EXCELLENCE

Consistent with the guiding principle that encourages the designing of buildings that will become the future heritage in the City Centre, the City should establish an annual Urban Design Awards program to recognize not just historic preservation, but all worthy design excellence in city-building architecture, landscape architecture, small and large-scale developments, public art, etc. This recognition

can serve as an incentive for good design and can help to further nurture a design-oriented development culture by fostering a healthy competitiveness amongst designers and builders.

CREATION OF A GARRISON DISTRICT COMMISSION

The significance of the Garrison District and the need to approach its future in a coherent and collective way requires that decisions be made through a unified organizational body representing all the public authorities. Some immediate priorities are getting buy-in for the plan from all levels of government and creating an organizational structure through which the steps necessary to achieve that plan can be taken. A Garrison District Commission would facilitate the sharing of costs among the public sector, provide a venue for communicating the plans of different levels of government, and help restore the cultural and historical significance of the Garrison District.

8.2 SHORT-TERM INITIATIVES (0-5 YEARS)

DETAILED DESIGN AND RECONSTRUCTION OF CARLETON STREET / BURYING THE CARLETON STREET HYDRO POLES

The City should pursue the detailed design and reconstruction of Carleton Street as a shared street. The precise order of the phasing of these projects is yet to be determined, but if the Carleton Street reconstruction occurs before the burying of the hydro lines, then the design should accommodate that expected change.

\$800,000 - \$1.2 million

GEOTECHNICAL STUDIES FOR BUILDINGS / BELOW-GRADE PARKING FEASIBILITY

Central to the City Centre's vision for downtown Fredericton is the belief that the riverfront needs to be reclaimed for the citizens of Fredericton. Therefore, in order to establish the feasibility of new development facing St. Anne's Point Drive, geotechnical studies should be undertaken to establish the suitability of the land to accommodate new structures.

\$20,000 - \$35,000

8.3 MEDIUM-TERM INITIATIVES (5-10 YEARS)

NEW PERFORMING ARTS CENTRE

The outcomes of the Performing Arts Centre Feasibility Study will provide direction for the future of a new facility in the City Centre. The City Centre Plan also provides recommendations for possible locations of the Performing Arts Centre. The City can and should continue to play an active role in decisions related to the Performing Arts Centre and should seek to have the construction of the new facility contribute to other City Centre objectives as well. For example, the new Performing Arts Centre may contribute to the activation of the vacant lands north of the Garrison District.

TBD (\$30 - 40 million)

RELOCATING THE NB POWER SUBSTATION

The Garrison District is an inappropriate location for such a major piece of electric infrastructure. The City should maintain open lines of communication with NB Power in order to co-ordinate the relocation of the substation and present the corporation with plans for the alternative use of the site once the substation is removed. Further details of alternative uses are contained in the Garrison District Plan.

Public realm improvement will cost somewhere in the range of 5% of total substation relocation project cost.

BIKEWAYS STUDY, DESIGN, AND CONSTRUCTION

The construction of bikeways (whether tracks or lanes) in the City Centre will require a study to determine their proper alignment and to assess its impact on other forms of circulation. Subsequent to the study, the City should commission a detailed design of the bikeways as well as construction drawings. For the bike tracks or lanes on Queen Street, the City may wish to expedite the detailed design and construction of Queen Street in order to achieve greater efficiency in the realization of the plan.

\$40,000-\$60,000 (study),

\$500,000 - \$1.2 million
(per 100 m, combined with streetscape)

8.4 LONG-TERM INITIATIVES (10 YEARS OR BEYOND)

REMOVAL OF THE WESTMORLAND STREET BRIDGE CLOVERLEAF

The removal of the Westmorland Street Bridge Cloverleaf will require years of planning and design but will contribute significantly to the rejuvenation of the Fredericton riverfront. The City should pursue this objective by maintaining open communication with the Province in order to advocate for the completion of the necessary studies and initiatives to have the Cloverleaf removed.

\$5 – \$7 million

RESTORING THE STREET GRID

A regular street grid, consisting of a revived Campbell Street and the removal of the Westmorland Street Cloverleaf, will facilitate development of the surface parking lots adjacent to St. Anne's Point Drive. The completion of the street grid will consist of the creation of connections between north-south streets and St. Anne's Point Drive, as well as the construction of Campbell Street, and will require the co-operation of the Provincial and Federal governments.

\$500,000 – \$1.2 million

NEW TRANSIT HUB

As new development on infill sites occurs in the City Centre, the opportunity will likely arise for the City, in conjunction with a private developer, to initiate the construction of a new transit hub that relocates buses off of King Street and is part of a mixed-use development.

\$3 – \$5 million

8.5 ONGOING INITIATIVES

DETAILED DESIGN AND CONSTRUCTION OF NEW STREETSCAPES

The detailed design and construction of new streetscapes will occur in conjunction with necessary infrastructure improvements and repairs. Improvements will be incremental, but should be pursued wherever possible.

\$500,000 – \$1.2 million (per 100 m)

PUBLIC ART COMMISSION AND INSTALLATION

The City Centre Plan contains recommendations for the locations of public art. Either in conjunction with new development or as part of a purely public process, the City should commission the design of public art installations. The commission could be the result of a public competition that attracts talent from around the province or beyond.

\$25,000 – \$100,000

BUILDING RETROFITTING

Existing built form that does not meet the standards of design and performance laid out in this document should be retrofitted and/or redesigned when the opportunity arises. Anytime the landowners of properties such as the Kings Place Shopping Centre seek permission to renovate or change their properties, the City should take a proactive role in providing guidance and recommendations on how to improve the grade-level experience of the building.

Private/Grant

CITY ASSETS AND FINANCING TOOLS

Numerous financing tools are available to the City of Fredericton. They involve leveraging the City's assets in the service of the City Centre Plan's objectives while avoiding large-scale, single-initiative capital investments.

- Publicly-owned land: The sale or lease of publicly-owned land in exchange for public amenities provided in conjunction with private development.
- Parking revenue: On-street parking subsidies off-street parking can be redirected towards public realm improvements as surface parking lots become development parcels. The revenue from the sale of city-owned surface parking lots can also be used to finance projects.
- Development charges, including bonusing agreements or services and amenities in lieu of development charges (such as cultural facilities or public realm improvements).
- Tax increment financing: Providing tax breaks in exchange for private development, which ultimately provides additional tax income generated with new development.

