

# SECONDARY MUNICIPAL PLAN BY-LAW # Z-122C



## HUMPHREYS BROOK NEIGHBOURHOOD PLAN

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FINAL | FEBRUARY 2017



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The preparation of this plan was carried out with assistance from the Green Municipal Fund, a Fund financed by the Government of Canada and administered by the Federation of Canadian Municipalities. Notwithstanding this support, the views expressed are the personal views of the authors, and the Federation of Canadian Municipalities and the Government of Canada accept no responsibility for them.

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## FOREWARD: MONCTON'S CASE FOR DENSITY AND QUALITY

The City of Moncton, like any other Canadian city, is fiscally and administratively stressed by increasing service delivery costs (relative to tax base and other funding source revenues). For this reason, cities must develop and implement approaches to efficient service delivery that sustains existing and growing infrastructure networks. Urban sprawl and low-density development affect a municipality's ability to operate sustainably. Low-density growth beyond existing infrastructure networks (i.e. sanitary and storm sewers, water supply, transportation networks) does not sustainably support the increasing service delivery costs. Key related issues include:

**a. Increase in Public Expenditure:** Increase in service delivery costs without proportional increases in tax revenues disproportionately increase public spending relative to revenues. This results in decaying infrastructure networks that support both existing and expanding neighbourhoods.

**b. Increased Traffic:** The sprawling neighbourhoods, growing away from service activity addresses will rely on personal transportation, which results in increased street traffic. As a result of this, increased air pollution and vehicle incidents are expected.

**c. Personal Health:** Increased automobile reliance results in lower resident health resulting from decreased personal activity. Common results include weight gain and resulting issues (high blood pressure and other diseases related to obesity).

**c. Environmental Impact:** Sprawl results in the loss of ecologically significant lands required to sustain regional and human health. Impacts on waterways and plant life directly affect regional ecology that sustains both wild and human life, whereas increased density reduces overall development footprint. Thus, ecological system health damage is reduced through development intensification.

**d. Social Impact:** Neighbourhoods developed through sprawl often draw people farther away from supporting social infrastructures; therefore, residents' connection to each other, and to their city, is eroded through simple sprawl.

These are not unique problems to the City of Moncton. The City, in association with the Federation of Canadian Municipalities, commissioned the creation of this Humphreys Brook Neighbourhood Plan, a development-based master plan that provides a platform and rationale to address low-density suburban sprawl within Moncton's serviceable boundary. The immediate challenge is working

with the development community to ensure a shared understanding of cost and legacy. For this reason, the following approach points should form the basis of these conversations:

**a. Think Long-Term.** Increased density development requires planners and designers to think efficiently to ensure land meets its financial potential. This master plan includes cost-benefit analysis that should be modeled for all growth areas to ensure a shared understanding of cost, well beyond project completion.

**b. Celebrate Cultural and Built Form Diversity.** Singular development models have limited market appeal and, therefore, slower absorption rates. Development should be as diverse as the marketplace to ensure complete neighbourhoods that residents can occupy for life.

**c. Build Nature Into Development rather than Simply Framing Development.** Where expanding suburbs absorb natural landscape, existing landscape features should link to become a shared greenway network that defines neighbourhood districts, provides immediate access to trails and nature for residents, and sustains land that carries increased storm flows (resulting from climate change). Reciprocally, the City of Moncton and developers can realize increased revenues from adjacencies to greenway networks.

**d. Develop Affordable and Mixed-Use Neighbourhoods.** This master plan proposes neighbourhood sizes, housing types and, where appropriate, mixed-use development structured upon marketplace desire. If developed properly, developers will see increased absorption by simply meeting market desire. They will also feel an increased sense of legacy resulting from quality mixed-development planning. Thus, developer vision will be influenced by the quality of their legacy.

**e. Better Public Spaces.** Having a sense of safety and security is very important to those consulted in the development of this plan. The City of Moncton can improve visual access to public spaces to maintain 'eyes on the street/parks'. This results in a more comfortable and socially stronger neighbourhood.

The Humphreys Brook Master Plan proposes an exciting suburban growth model that supports both neighbourhood and municipal fiscal sustainability. When considered with the City of Moncton Stormwater Management Guidelines, this master plan proposes a complete sustainability model upon which future development can be modeled.

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# 1.0 The Humphreys Brook Neighbourhood Plan



## 1.0 THE HUMPHREYS BROOK NEIGHBOURHOOD PLAN

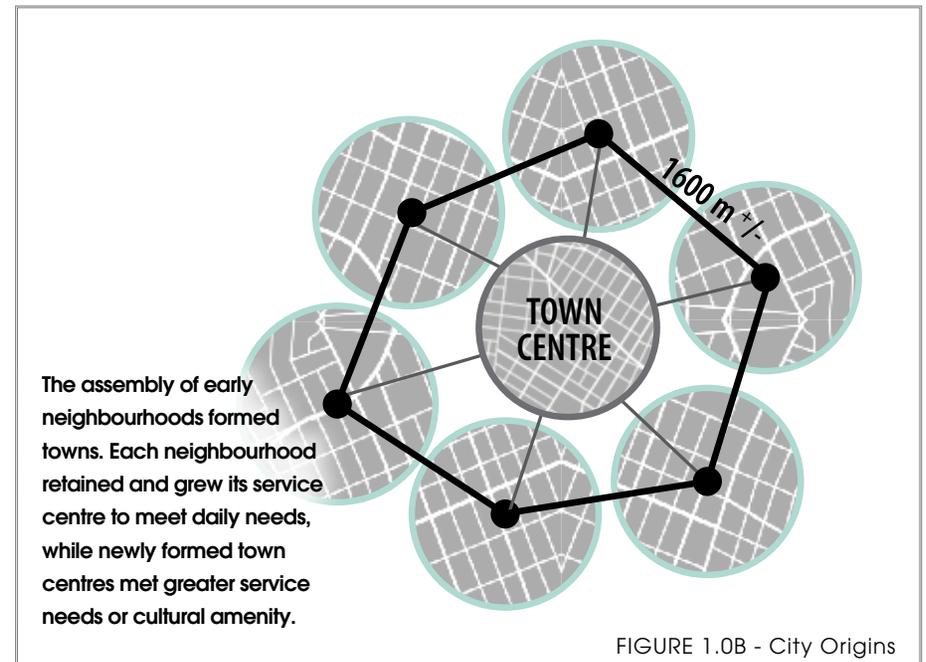
The neighbourhood is the historical base component of physical and cultural city form. All cities are a result of the assembly of neighbourhoods, and the linkage of these neighbourhoods through mobility networks. Great cities are built on the notion that neighbourhoods and networks are built for human use first, and then expanded to support varied motorized modes of mobility. This is the result of evolution and planning.

Great cities, such as London and Paris, clearly illustrate the value of building from the neighbourhood out. Originally formed from the assembly of 9 neighbourhoods, and expanded to 20 over several hundred years of evolution and planning, Paris expresses the merit of the cultural and economic value of retaining the notion of neighbourhood. London experienced the same evolution. Residents of these cities live within their neighbourhood with access to daily product needs, social spaces, as well as market spaces. The centre of the neighbourhood is the cultural heart of a community. The collection of the neighbourhoods, or the city, is simply an assembly of important cultural assets. The city-centre, whether based on geography or linkage to an important physical asset such as a river, evolves to meet the needs of the neighbourhood assembly with museums, a business district, transportation hubs, recreation and

sport facilities, etc. Over time, cities can grow to require several centre points.

In its infancy, the neighbourhood was not planned; it was created out of necessity. The first neighbourhoods grew from a shared well - a daily need. The size of a neighbourhood was based on the distance a person could walk with a jug of water; somewhere between 500 and 800 meters contingent of topography. Thus, neighbourhoods were typically between 1000 and 1600 meters (in diameter).

The purpose of the neighbourhood centre has retained the notion of meeting daily needs; however, these needs have expanded to include other cultural amenities (recreation, food, etc.). These are still considered walkable assets and, as such, the original neighbourhood dimensions remain relevant today. This notion was locally tested during the 2008 City of Moncton Parks and Open Space Master Plan which, through an extensive consultation process, determined that a neighbourhood park should be located no further than a 10 minute walk from any resident's front door (approximately 800 meters) and become part of a local center-point that included land use supportive of daily needs. This clearly demonstrates a desire to renovate and grow the City of Moncton based on a collection of neighbourhoods.



Like most North American cities, industrialization, the emergence of the automobile, evolving transportation networks, as well as the mobile nature of retail districts (following transportation networks), has forced city planners to respond to past and present city-wide issues. Also, like most North American cities, future growth requires attention to these concerns as well as meeting the needs of the contemporary residential consumer. The municipal tool for delivering this model is the municipal plan.

The City of Moncton commissioned the Humphreys Brook Neighbourhood Plan (HBNP), to create a model for city expansion based on the integration of contemporary market need and resident desire for livable neighbourhoods. City Council are concerned about the suburban spread model that has shaped expansion over the past 50 years, resulting in growth with limited recognition of the importance of neighbourhood.

Additionally, this study incorporates the City's Naturalized Stormwater Guidelines into a community master plan that provides a legal framework to proceed with development (that addresses climate change requirements and capitalizes on contemporary and emerging residential market opportunities). The HBNP identifies the next big step in environmental and community sustainability for the City of Moncton.

To accomplish these objectives, the plan must establish a framework for the study area land use. This framework consists of a vision (identified through in-depth community consultation, market need and best practices) that leads to a land use plan which is then implemented through a series of policy statements and implementation actions. The framework must be concise enough to achieve core vision elements, yet flexible enough to allow for individual developer style and market evolution.

### 1.1 THE PURPOSE FOR THIS NEIGHBOURHOOD PLAN

This document, the Humphreys Neighbourhood Plan Design Brief, provides an overview of the plan for City of Moncton Council review purposes. The reader is lead through the various consultation, planning and design components undertaken to develop the plan. The document terminates with a brief overview of the primary plan components and a policy framework that ensures implementation compliance with the components.

It is important to note that this plan provides the City of Moncton with an approach to neighbourhood development that is a definitive departure from a neighbourhood sprawl model. The plan places the city in a 'forward

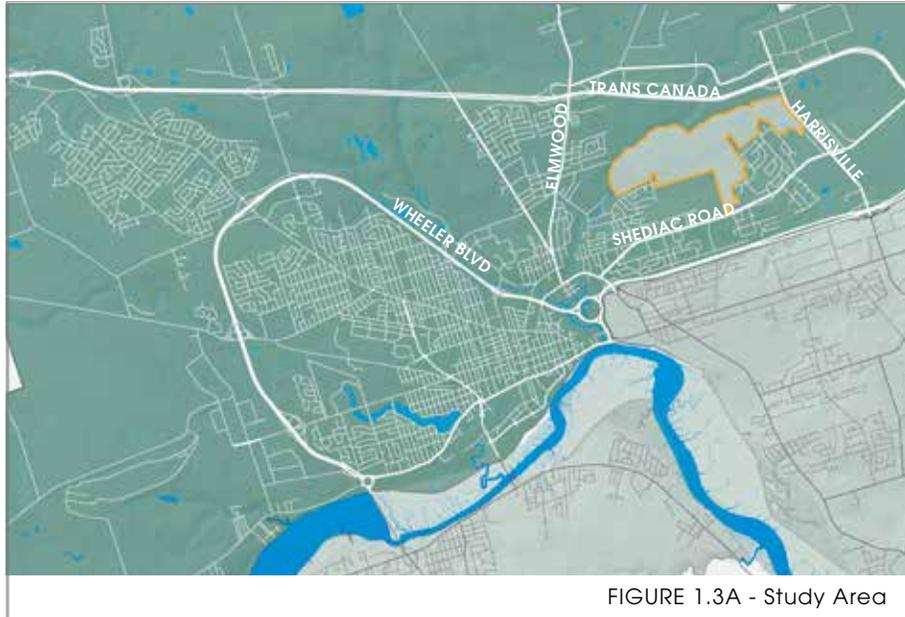
thinking' position that allows developers, residents and staff to understand how development will occur as well as relative revenues and costs expected through build-out. Equally important, the city becomes the leader in its own development process to ensure the type of neighbourhoods desired by residents keeps Moncton at the leading edge of New Brunswick's economic growth.

### 1.2 AUTHORITY OF THE NEIGHBOURHOOD PLAN

This Humphreys Brook Neighbourhood Plan (HBNP) is a secondary plan that will be incorporated within the City of Moncton Municipal Plan. As per Section 5 of the Municipal Plan, this plan is consistent with the overall vision, goals and objectives of PlanMoncton. In addition, it has been drafted to ensure consistency with Policy NP-2:

NP-2 - In preparation of neighborhood plans, Council shall ensure that the following information, but not be limited to, be provided:

- a) definition of the study area;
- b) public engagement to identify local character and community needs;
- c) assessment of parks, community facilities and service capacities;
- d) assessment of heritage sites and opportunities for heritage preservation;
- e) future potential school sites;
- f) assessment of infrastructure conditions and capacities;
- g) locations for intensification, transition and conservation;
- h) land use diversity and development densities, including the potential locations of neighbourhood or village centres;
- i) street types and locations;
- j) active transportation requirements;
- k) transit requirements;
- l) development phasing, staging and public investment;
- m) other policies or context-specific guidelines as deemed appropriate; and,
- n) impacts of land uses and densities and the need for transition and interface with development in adjacent part of the city.



### 1.3 NEIGHBOURHOOD PLAN CONTEXT

The Humphreys Brook Neighbourhood study area occupies 505 acres of land located between the Trans-Canada Highway, Shediac Road and Harrisville Boulevard. (see figures 1.3a and 1.3b). The study area is bound on the northern edge by the Humphreys Brook watercourse and trail. The granular trail shares a utility corridor with a City of Moncton trunk sanitary line. With the exception of a small portion of land that borders the Shediac Road, all sanitary service requires access to this trunk sewer.

**Land Use Context.** Almost the entire study area is presently zoned R2. Thus, permitted uses within the study area include single and two-unit dwellings. A small portion of the site is zoned for single family uses only (R1A). Adjacent land uses include R1 and R2-based with R3 adjacent to Harrisville Boulevard.

The *City of Moncton Municipal Plan (PlanMoncton)* contemplates the creation of a neighbourhood plan that will propose new zoning and development guidelines for the study area. This will result in tighter development requirements for the study area that seeks to create neighbourhood-oriented development. This also provides the City of Moncton with a development and residential model that can be used on any suburban expansion areas.

**Circulation.** The PlanMoncton document describes a linked network of collector streets through the study area that provides regional connectivity to Shediac Road, Harrisville Boulevard and Elmwood Drive (crossing the rail line, to the west). Local connectivity is proposed to east and west collectors (see figure 1.3B). This network ensures that development builds out relative to required connectivity. Connectivity to both the regional and local network are, by requirement, the responsibility of the developer; therefore, infrastructure costs required to address additional develop impacts on networks where connections occur are the responsibility of the developer. This includes varied intersection types, traffic lights, sidewalks, street-side trails and sidewalks.

**Parks and Green Space.** The City of Moncton’s Parks and Open Space Master Plan, and the Active Transportation (AT) Master Plan, clearly describe park, trail, natural corridors and mobility routes through the study area. The parks and recreation plan proposes neighbourhood park space on approximate 800-meter intervals, with a single community park (located within the approximate geographic centre of the neighbourhood). Figure 3.5 illustrates the approximate location of the park types.

The AT plan illustrates the location of the varied linear mobility assets, including trails and street routes highlighted as multi-use corridors. These corridors must work with the varied park types to form a safe and comfortable mobility network throughout the study area.

The Shediac Road and the Humphreys Brook Trail provide strong mobility study area context. The Shediac Road corridor includes sidewalks on both street edges, bike lanes and three street lanes (two direction and one centre turning lane). The City of Moncton revitalized the Shediac Road from a 4-lane highway to the existing multi-use linear corridor.

The Humphreys Brook trail extends between the Lewisville Road and Harrisville Boulevards, along the brook. This provides a natural linear mobility option to the Shediac Road as well as a recreational corridor for walking, biking, running, etc; therefore, the proposed study area multi-use street and trail corridors must provide contextually appropriate connections to the Shediac Road and Humphreys Brook Trail at development extremities. Internal linkage must result in a network that connects the Shediac Road and Humphreys Brook Trail with study area neighbourhood parks, a central community park and the new École Champlain School.

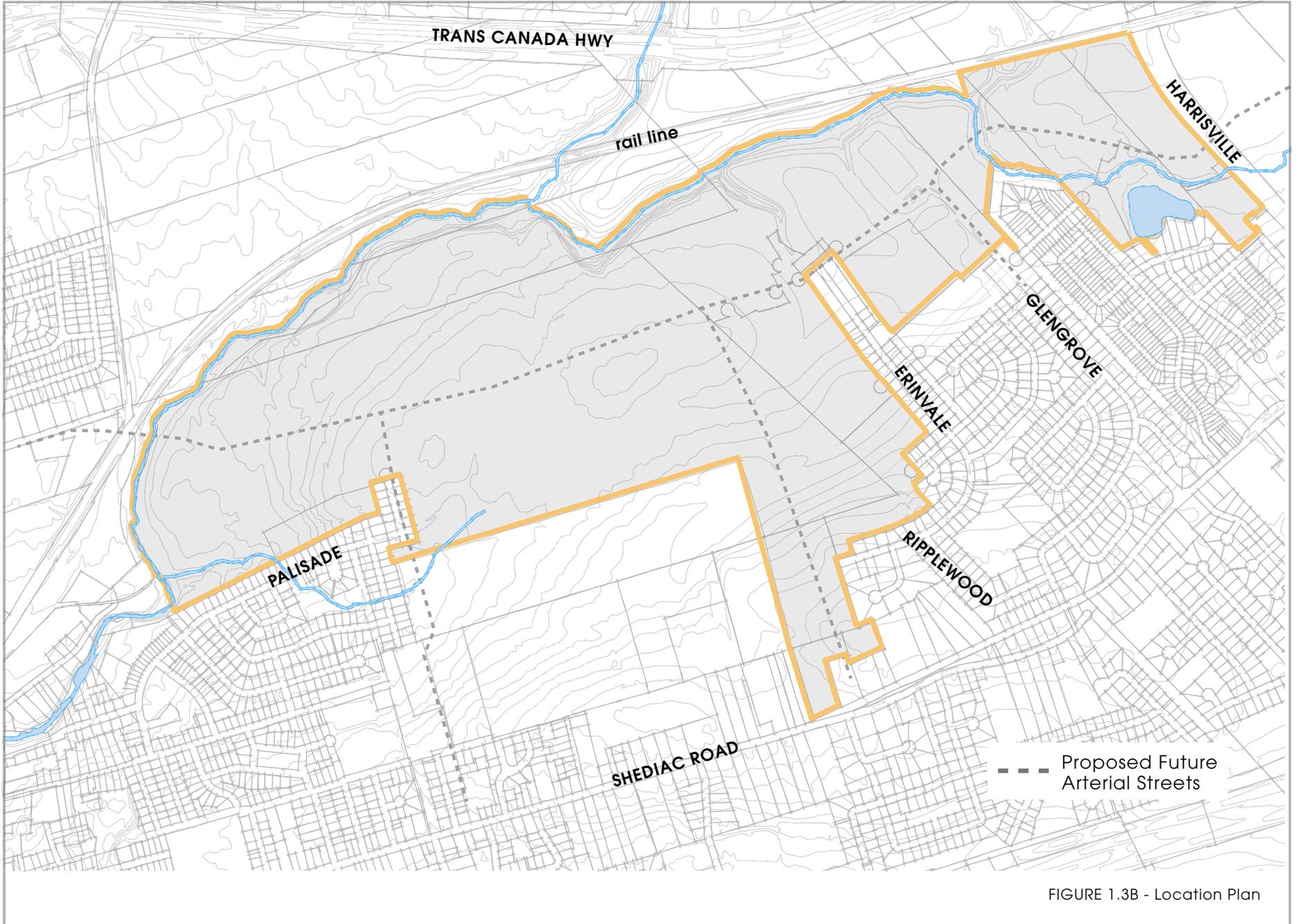


FIGURE 1.3B - Location Plan

It is important to note that the HBNP consultation process confirms the type and location of parks and AT assets proposed in previous plans.

**Sanitary Servicing.** The Humphreys Brook Trail exists because of a trunk sanitary service line that runs from Lewisville Boulevard to Harrisville Boulevard. This line is designed to carry all study area lands that slope toward the stream corridor. The remaining study area lands access services at existing streets (where slope and service depth permits). Where development supports the expense of accessing existing services, no constraints exist.

**Suburban Growth.** Adjacent development has extended into the study area from all edges of the study area. The western edge has seen very little development since the mid-1980s. Central and east portions of this area have seen notable growth since 2005 which constitute of a mix of semi-detached and single family homes. At present, the eastern-edge Grove Hamlet development is supporting a greater absorption rate. The relocation of École Champlain School will continue to support this.

**Stormwater Context.** Urban and suburban growth, in addition to climate change, has forced the city to address new approaches to retaining and treating stormwater flows within development zones. For The HBNP study area, the Humphreys Brook trail edge and adjacent lands provide an ideal location for addressing these issues. Storm flows will be captured, retained and treated through a series of naturalized stormwater ponds in the formats proposed in the *City of Moncton Naturalized Stormwater Guidelines* document. The results of that document are blended with the results of this document to address suburban growth issues within Moncton.





# 2.0 Vision and Planning Principles



## 2.0 VISION AND PLANNING PRINCIPLES

Meaningful vision is based on blending the needs of the existing land base with the needs of future residents. For the HBNP, the existing needs include expanding residential areas and outstanding natural assets (brook, stream and hemlock tree stands). Future residents require neighbourhoods that sustain and celebrate the existing assets while providing a quality and affordable housing mix, community retail offerings and varied recreation spaces. These requirements are described by Moncton residents during the various consultation sessions. This chapter summarizes the results of these sessions.

The planning concept for the HBNP is founded on land use and community design principles, as well as transportation and mobility strategies that ensure an appropriate development growth strategy for this area of Moncton. When blended with naturalized stormwater management strategies, these principles promote neighbourhood design which integrates natural and built systems to create a sense of place in a sustainable manner. Neighbourhood form is based on a mix of land uses and building types arranged for equal mobility access by walking, cycling, transit or vehicle. Functional form is based on a grid mobility layout where human movement is paramount throughout all corridors through sustainable transportation methods. Thus, the neighbourhood street, sidewalk and trail become powerful social and recreational corridors. The streets within the community places walking and cycling on an equal basis with vehicles. Figure 2.0 (adjacent) illustrates the consultation process that resulted on the vision articulated in this chapter.

Such a form conserves and celebrates open space and environmentally sensitive areas. The street and trail corridor are treated as a civic space that is friendly to pedestrians, and is integrated as a network of public spaces and facilities (parks, schools, residential addresses, shopping and work spaces and transit stops).

This neighbourhood model is the first in Moncton to be comprehensively planned within the context of climate change (using guiding principles for sustainable transportation outlined in the Destination 2040 study). Through the *Naturalized Stormwater Guidelines* (previously developed by WSP Canada Inc., Native Plant Solutions and Trace Planning and Design), a new stormwater management model will be tested. Through the vision and policies developed in this document, a new model of residential development will be proposed. Together, a clear direction for the future of Moncton's expanding areas are explored and defined.



## 2.1 NEIGHBOURHOOD PLANNING PRINCIPLES

Consultation session results with various resident groups combine with the stormwater management strategy to form the following HBNP neighbourhood planning principles.

- » To design a pedestrian-oriented community that provides a 'readable' pattern of streets and land uses (complete with pedestrian comfort and traffic calming through effective mobility corridor design).
- » To create mixed-income and mixed-age neighbourhoods that provide a variety of housing types to meet diverse needs, age, ability and income (complete with services for a diversity of life-stages).
- » To sustain environmental health through the conservation of sensitive areas and stewardship of natural resources.
- » To integrate parks and the natural environment by incorporating stormwater management into recreation spaces, and creating park spaces at the heart of neighbourhoods. These spaces should form gateways to the regional trail system (providing for public enjoyment of the Humphreys Brook corridor).
- » To respect the City of Moncton Parks and Green Space Master Plan by locating neighbourhood parks within a ten-minute walking distance of service area residents;
- » To develop residential lands near the new school to provide mixed-income housing choices for those wishing to live within a five-minute walk of the school.
- » To create communities for life that provides successional and mixed-income housing that evolves forward as the community grows.
- » To increase transportation choices by providing a connected 'primary routes' multi-modal transportation system and a grid-network of dedicated pedestrian and cycling routes (complete with street-edge land uses that provide passive surveillance or 'eyes on the street', and services at community centre areas).

**IMPORTANT NOTE:** Placing the appropriate residential unit types at relevant neighbourhood locations supports wayfinding and public safety, as well as places market segments where desired by residential consumers. For example, those who desire gateway housing, due to a strong daily association to city assets, wish to live close to city arterial routes. Those who have children wish to live close to schools while empty nesters like to live close to walking routes and each other (creating a strong sense of community). Seniors, as well as others who prefer higher density in-community options, prefer to live adjacent to animated spaces (parks, schools, shopping areas).

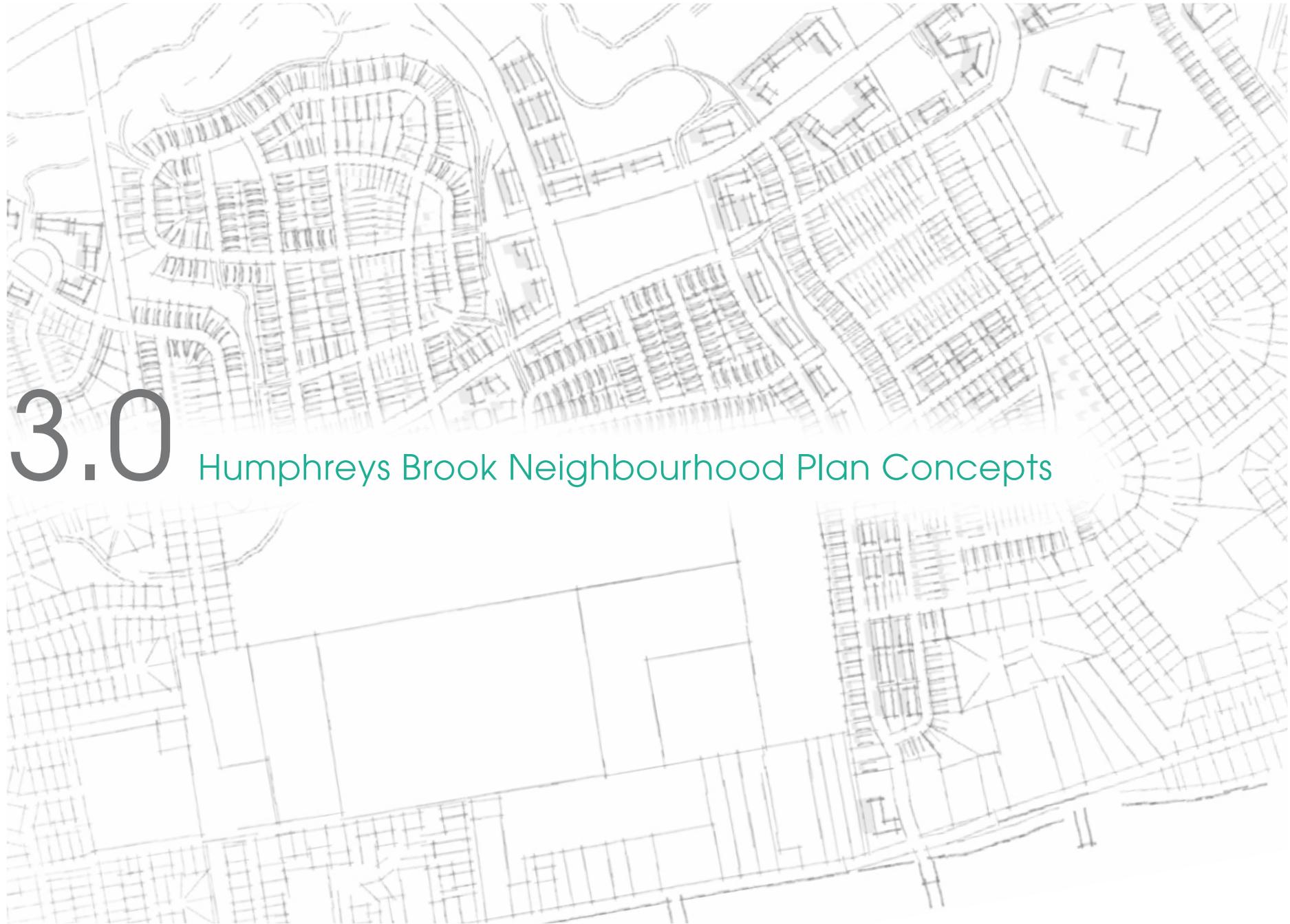
Placing these uses within a neighbourhood is a balancing act with land use and market demand variables. The market will predict varied model types; however, the notion of residential grading must be retained to ensure product diversity and a strong and diverse sense of neighbourhood. Single unit developments become suburban sprawl while development that plans for diversity and connectivity becomes a neighbourhood.



When considering implementation and the future of Moncton's neighbourhoods, it is important to remember that residents participating in consultation believe that the present suburban growth model does not result in livable neighbourhoods. This is a common concern where suburban growth is largely managed by home builders rather than developers. Not surprisingly, the home builder focuses on feasibly creating their particular brand of housing and is less concerned with the social and cultural context of communities. Thus, this master plan must articulate a role and result for both builders and developers.

Residents consulted throughout this process articulated a crystal clear message to both the City of Moncton and members of this project's design team: the present suburban growth model is unacceptable. Diversity in housing across a spectrum of costs and resident life-position must combine with safe street corridors and civic assets (such as parks) to create neighbourhoods that citizens and developers are proud of. Any variation from this approach will be considered a failure.





# 3.0

## Humphreys Brook Neighbourhood Plan Concepts



### 3.0 HUMPHREYS BROOK NEIGHBOURHOOD PLAN CONCEPTS

Creating a development vision requires careful blending of resident desire for neighbourhood living, proposing market-appropriate housing that fits into that desire, ensuring residential densities that sustain infrastructure, and exploring builder ability to create the neighbourhood. This blend challenges traditional development thinking and requires builders to consider the creation of financially and culturally sustainable communities, prior to considering homes within the community. Thus, vision creates developers from builders.

The vision and planning principles inform the following HBNP concepts. Together, the concepts are the component layers of the master plan (described at the end of this chapter).

#### 3.1 OPEN SPACE CONCEPT

The HBNP open space initiates from Humphreys Brook and its riparian edge. This is strengthened by extending the shoreline habitat zone to include significant shoreline vegetation, tree species or slopes that, if exposed, could erode and affect the brook.

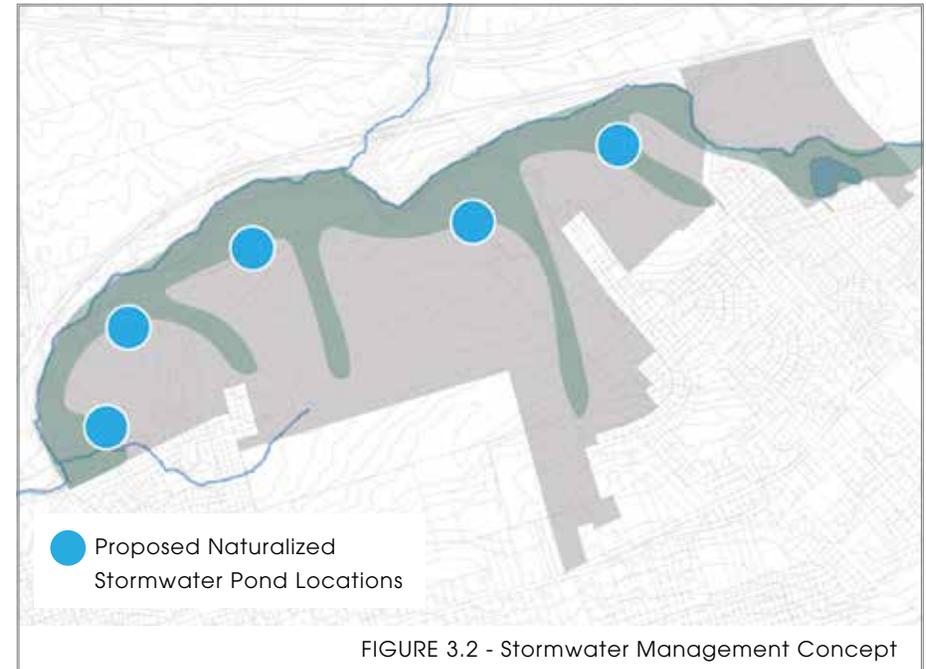
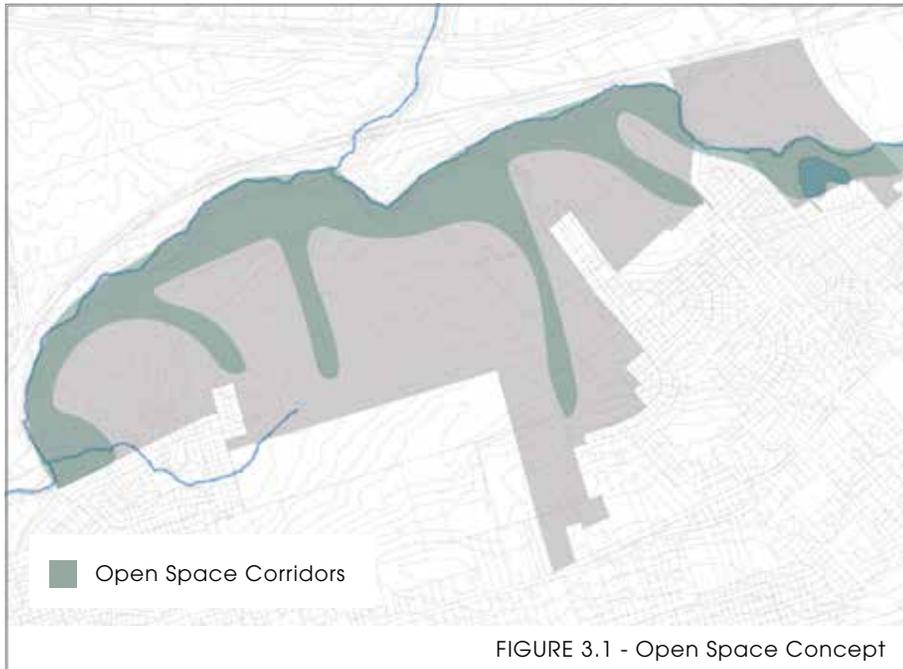
Open space extends from the expanded brook corridor to include drainage

swales that direct overland storm flows to the brook's edge and brook. Although the swales are not designated watercourses, vegetated edges should be conserved to a dimension no less than 15 meters on either side of the swale. Thus, overland flows are directed through retained vegetated swales (within a corridor that can support joint ecological and recreational use).

#### 3.2 STORMWATER POND LOCATION CONCEPT

The naturalized stormwater ponds are located where vegetated swales meet the expanded riparian corridor. This location provides an opportunity for both overland and structural storm flows to combine at the naturalized ponds. Where trails are placed within the swales, the ponds also become a gateway to the Humphreys Brook trail and Moncton's trail network. Thus, the ponds, if designed correctly, serve both ecological and recreational functions.

Stormwater management assets are not commonly treated as recreation and community assets. To do this, the site must become a park that sits within a greenway corridor. The location must be treated as a park that includes a naturalized stormwater pond rather than a pond with park amenity, to function as park and community asset. The following guidelines apply to this asset.



- » The naturalized stormwater pond will perpetually hold flow up to the normal water line (to support the immediately adjacent marshland planting). This water body will also settle the majority of entering sediment and, therefore, could require periodic maintenance. Due to the potential monitoring and maintenance requirements, this portion of the naturalized pond, located below the normal water line, will be retained as public works infrastructure, and is not considered lands for public purposes (LFPP).
- » The marshland or edge portion of the ponds, shaped to carry the 1:100 year stormwater events, are planted to biologically treat storm flows. Flows carried within this portion of the ponds will percolate as mechanically and biologically treated water to adjacent groundwater destinations (to aid in retaining extended riparian zone health). This zone will require periodic monitoring and maintenance in keeping with city parks operations; thus, this portion of the ponds are to be considered as LFPP.
- » The transition from public works pond to LFPP storm flow zone is extended to all lands designated to host the pond. Thus, the lands are to be treated as neighbourhood park as per the *City of Moncton Parks and Open Space Master Plan*. The space will also be treated as regional trail gateway to provide access to, and from, the Trail network.
- » Land uses at the edge of this park space are to provide passive surveillance of the site. A higher density is preferred at this location with uses that front onto the park wherever possible.

### 3.3 REGIONAL CIRCULATION CONCEPT

The City of Moncton Future Roads Map proposes an east-west arterial linkage and is supported under Destination2040 study of being a critical link for this community. In concept, this linkage ensures lateral city movement for developing areas without excessively loading existing lateral linkages.

This linkage is slightly modified to provide benefit to external and internal community areas. Externally, the western portion of the linkage is moved north to the Elmwood Drive Sobeys development to provide community access to important weekly retail services. Internally, the linkage becomes a community square complete with park and daily retail space built into mixed-use land uses around the square. Thus, daily needs are met within the community where residents can meet and socialize for shopping and recreation purposes while weekly needs are met within a short drive from the community square.

The regional corridors, when extending through the community, are important wayfinding assets and should be easy to read when using. All regional linkage intersections should be three way with only one required



Naturalized stormwater pond in Winnipeg

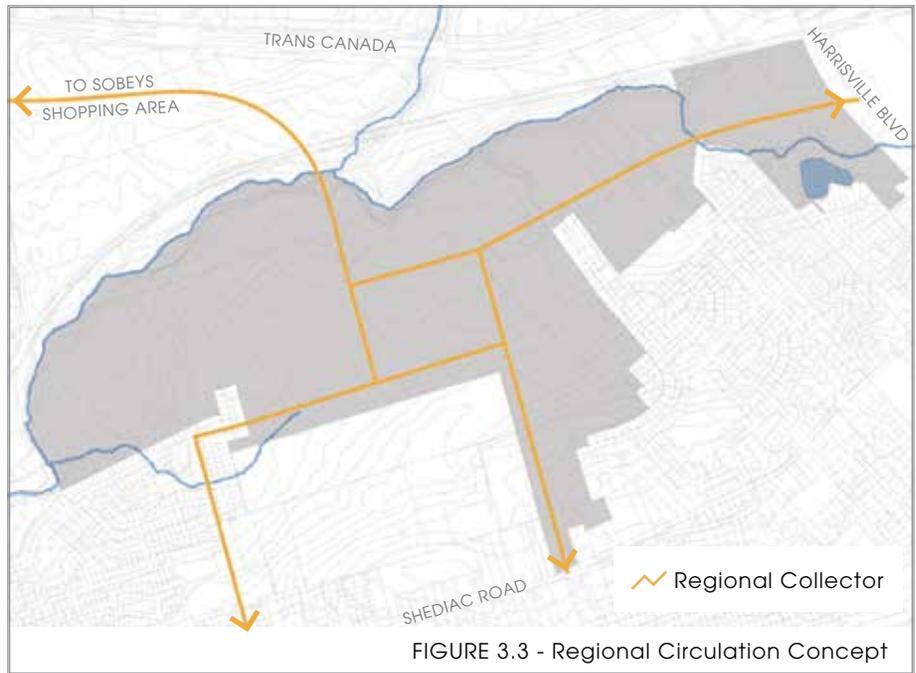


FIGURE 3.3 - Regional Circulation Concept

stop (for perpendicular connection only). This limits turning options to primary community and regional connectivity only, and prevents 'getting lost' in residential neighbourhoods.

Figure 3.3 also illustrates two linkages from Shediac Road into the Humphreys Brook community. Both linkages are retained where located with the eastern linkage developed as the primary community entry from the Shediac Road.

It is important to note that these linkages are the collectors that will provide multi-modal access into and through the community. Thus, the corridors will include vehicle surface complete with bike lanes, and asphalt trail complete with tree cover.

### 3.4 GRID MOBILITY CONCEPT

The regional circulation concept ensures multi-modal movement through the community and into surrounding areas of the city while the grid mobility concept ensures pedestrian-dominant linkages within the community. This concept capitalizes on streets and trails to provide a 'human-powered' grid that links all neighbourhood areas to other residents, the central park space, the regional trail network and the school.

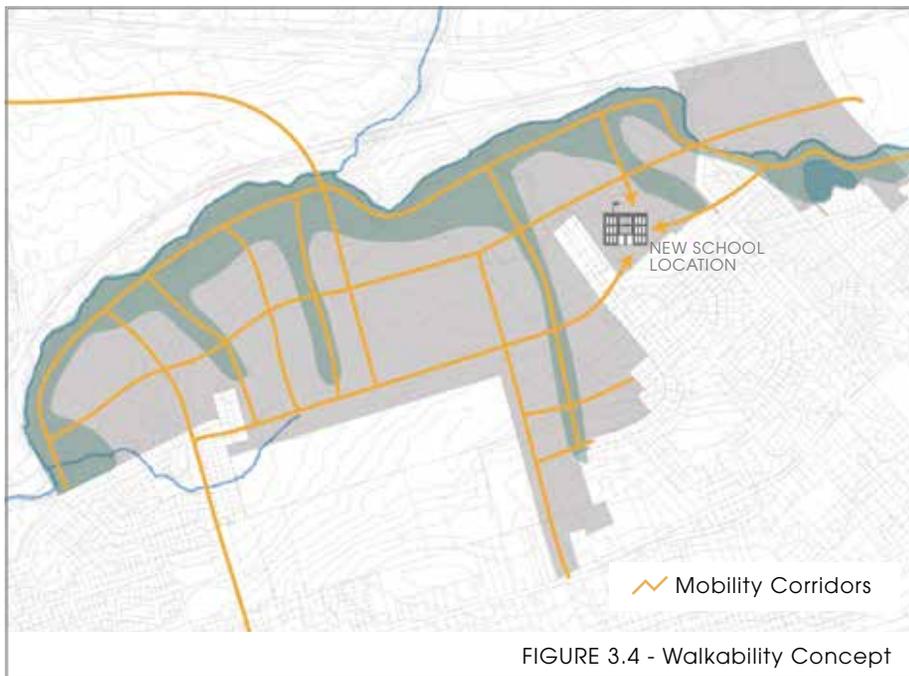
It is important to note that the regional circulation link, shown in figure 3.3, is the primary movement tool moving people. Vehicles will find access to community areas through these corridors; however, pedestrians, bikers, and other human powered movement will find access through the grid of street and trail connections illustrated on Figure 3.4.

The illustrated grid corridors will include shared-route streets and asphalt trail. Land uses along the trail should limit sidewalk/driveway intersections and maximize passive surveillance.

### 3.5 PARKS OVERLAY CONCEPT

The mobility concept suggests where in-neighbourhood east-west and north-south linkages should generally occur, as well as where the mobility grid connects with the regional trail network. These important 'crossings' will bring people together for both social and recreational reasons and provide ideal venues for neighbourhood park spaces.

Figure 3.5 illustrates the conceptual relationship with the mobility corridor and park space. A community focal point park results from the three-way intersections



surrounding the space while neighbourhood parks are located at important mobility-grid intersections. The following describes the three park space types.

- » **The Community Common.** This powerful focal point is created for gathering purposes. Surrounded by mixed-use and mixed-income land uses designed to provide passive surveillance, the park includes trails, varied sizes of green space for programmed and un-programmed play, performance space and heavy corridor planting.
- » **The Neighbourhood Park.** This park space is created within the context of the *City of Moncton Parks and Open Space Master Plan* (for neighbourhood parks). Amenity at these sites will include play equipment, splash play and associated social space. Adjacent land uses and mobility corridor creation ensure passive surveillance of the park space.
- » **Regional Park Gateway.** This park space provides linkage to regional trails. In some cases, a neighbourhood park is developed at this location where neighbourhood development requires this park type. In other cases, the gateway may only require social amenity that provides comfort for trail users. Each gateway will require design relative to adjacent land use.

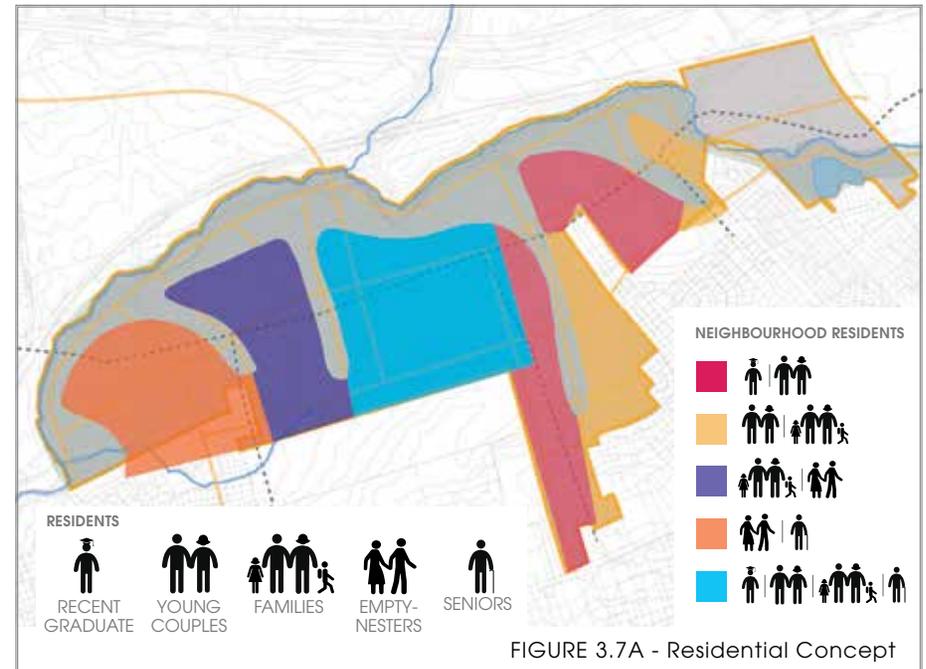
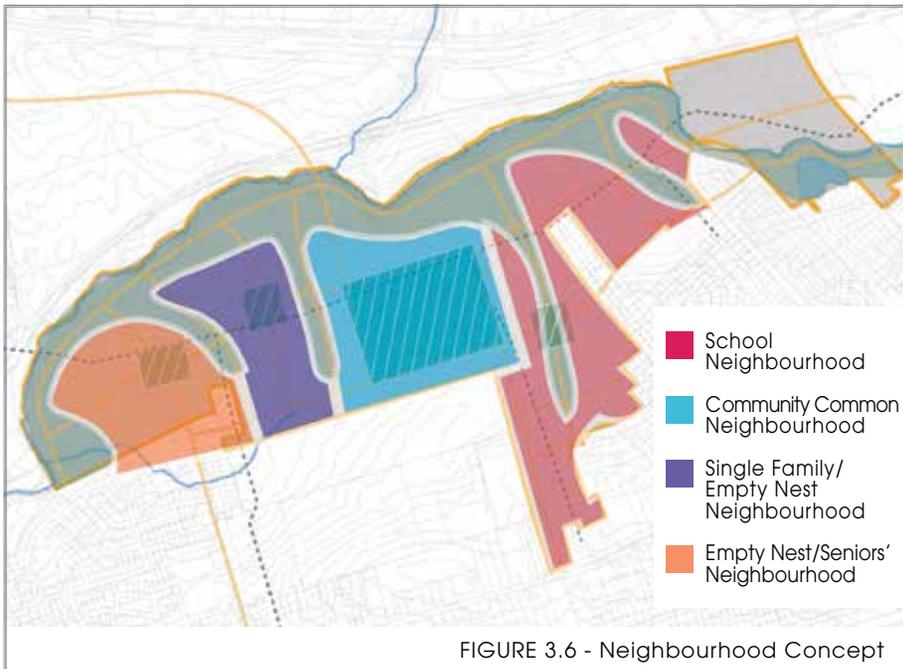
### 3.6 NEIGHBOURHOOD CONCEPT

The location and size of the HBNP neighbourhoods are simply the result of the open space concept. The lands remaining when greenway corridors are set aside provide four distinct neighbourhood 'proposers' that support the previously designated park spaces and mobility corridors. The regional circulation concept proposes in-community linkages between the neighbourhoods as well as connection to regional assets. The following section describes the residential layouts for each neighbourhood.

### 3.7 RESIDENTIAL CONCEPT

The concept of developing a residential model within the project study area received the greatest attention from Moncton's consulting citizens (for this project). Residents are concerned that the same type and quality of housing, and resulting neighbourhoods being developed in this area of the city will dominate the future residential landscape. Moving forward, it is evident that developers require municipal direction.

Instead of the present model, residents envision neighbourhoods that are designed for the people that live there. Housing is both mixed-use and mixed-income and placed



in neighbourhood locations that support the livability model proposed in the open space, mobility and parks concepts. Residents believe that, if left to developers and present day requirement, the localized trend of creating neighbourhoods without any relevance to livability will continue (and another 'soul-less community' will emerge). Thus, developers must be provided with a platform and support that solicits pride in their results and a sense of legacy in their creations (for both housing and land).

Interestingly, the housing models chosen for this community, and their placement in each neighbourhood is the key to creating a great development. Related activities such as mobility corridors, retail services and park layouts are previously designated; therefore, the type and location of housing simply needs to support these amenities within the context of market demand. Consultations with residents, real estate professionals and those planning to purchase new homes over the next five years resulted in the following residential development concepts.

- » **Communities for Life.** Residents choose to live in a community for various personal reasons. Strong personal connections between a resident and the community should not be broken because housing is not available relative to age and/or income. A housing model must be developed that ensures varied housing model types are available in desired areas of the community. Thus, residents do not need to leave friends, relatives and familiar community assets as their lives evolve.
- » **Gateway Housing.** The entry point to the residential market place is rental or starter housing. Because of interest, residents living in this market segment tend to participate in city-life more than community life. Thus, this housing (rental apartments, starter bungalows, semi-detached homes, townhouses) should be located along primary routes and community entry points (to ensure the desired city-connectivity).
- » **Single Family Housing.** Residents will move from gateway to single family housing when partnerships result in additional family members, and when the desire to establish strong relationships to community assets occurs (schools, parks, the mobility grid). This housing should be located within the neighbourhood proper and within a ten-minute walk to the neighbourhood parks.
- » **Empty Nester Housing.** When family members leave home, residents can downsize to bungalow-style or rental housing that is strongly associated to in-neighbourhood living (close to the mobility network and neighbourhood services). Housing in this category should include a high-quality fit and finish and indoor parking, and be located closely to similar residences to encourage and provide for strong social relationships between neighbours.
- » **Senior Housing.** This is all about activity. Senior residences, of all care types,

should be located in high-activity areas for two reasons. First, high-density senior residences provide passive surveillance by simply locating facilities along mobility corridors. Second, senior residents experience a higher quality of life when associated to activity. Any opportunity to place seniors along activity corridors, beside parks or schools, or adjacent to commercial spaces provides animation and participation opportunities that result in community ownership later in life. This is a reciprocal opportunity that must be capitalized on.

- » **Successional Neighbourhoods.** All of the housing models have a place in the proposed neighbourhoods. It is important to note that not all housing can be built today because the evolutionary market is not built to support all housing types. Thus, development should begin with gateway and single family housing, and expand to empty nester and senior housing as evolution creates demand. Consulted residents understand this and have proposed a development model that sees housing-based neighbourhoods created as demand creates need. This model, illustrated on Figure 3.7B, suggests that neighbourhoods will capitalize on the new school with the creation of gateways and single family housing and expand to the west where an empty nester and senior housing neighbourhood meets evolutionary needs. Each neighbourhood supports two to three housing types only to ensure mixed-use and mixed income housing within a narrowed and buildable residential product band.



FIGURE 3.7B - Successional Housing Model

This model illustrates a relationship between a resident's life cycle position and the type of housing that respond to his or her needs at varied points in life. Real estate professionals and home buyers clearly articulated a need to develop 'mature resident' housing for empty nesters that varies from starter homes. The mature resident home is a single storey building complete with garage and high level of 'fit and finish'. The creation of these homes, when properly placed in neighbourhoods, results in a successional housing model that allows residents to stay within their community for life.

» **High Density Housing and the Suburban Neighbourhood.** The appropriate placement of higher density housing models relates to lifestyle and economic viability within the various city neighbourhood types. For example, the notion of placing a 5-storey apartment building hosting well over 56 units is contrary to creating human-scale architecture within suburban neighbourhood centres. Large, and tall, residential buildings are well-placed within city-centres to provide sufficient populations that support economic viability of core areas. Also, the scale of large residential building is more appropriate to core areas.

Smaller units that support neighbourhood lifestyle are best located in suburban development while medium-size units are best located along the arterial networks that link neighbourhoods to city centres. Figure 3.7C describes a locational model for the various higher density residential model type.

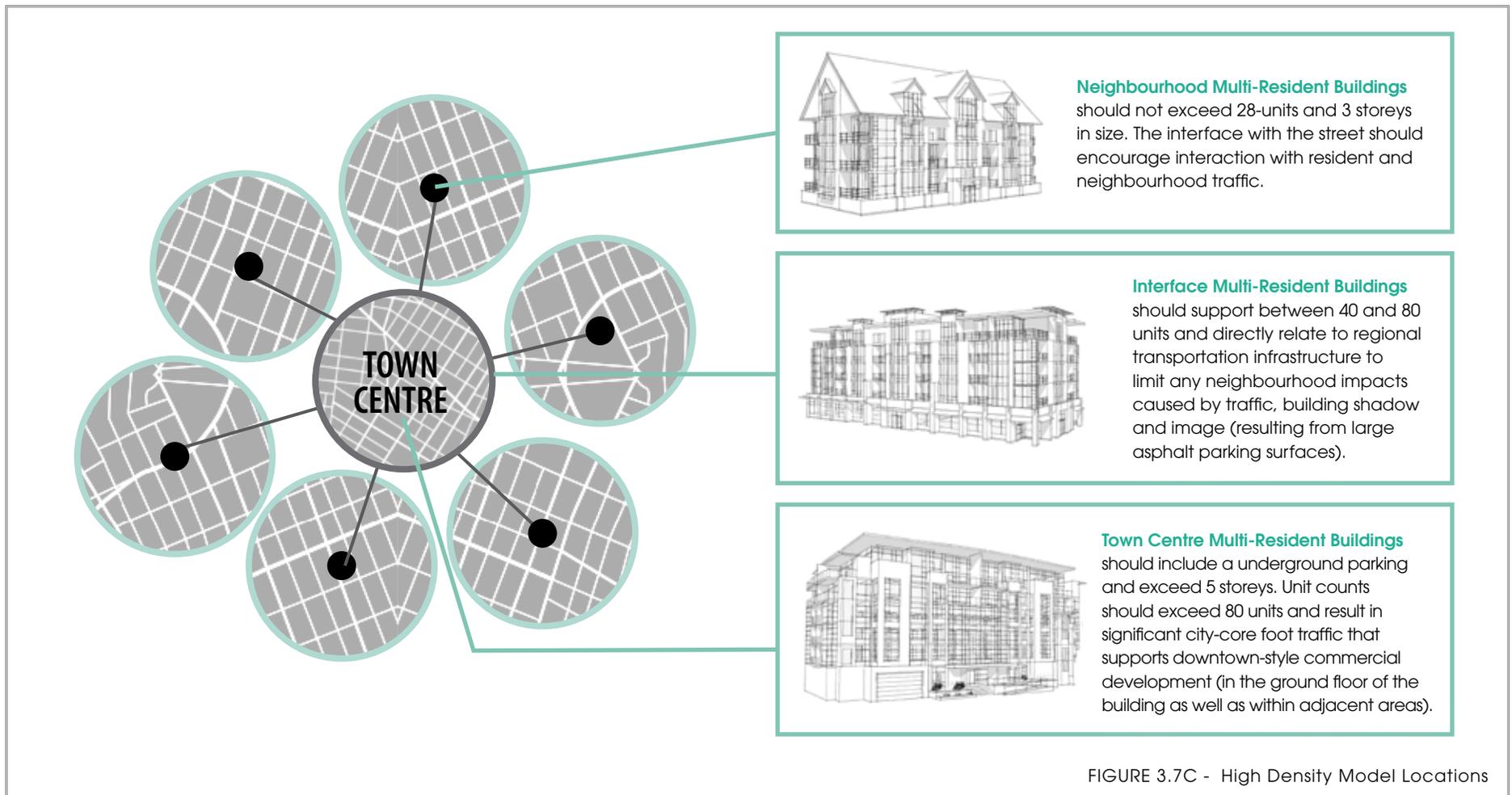




FIGURE 3.8 - Conceptual Master Plan





# 4.0

## Humphreys Brook Neighbourhood Plan

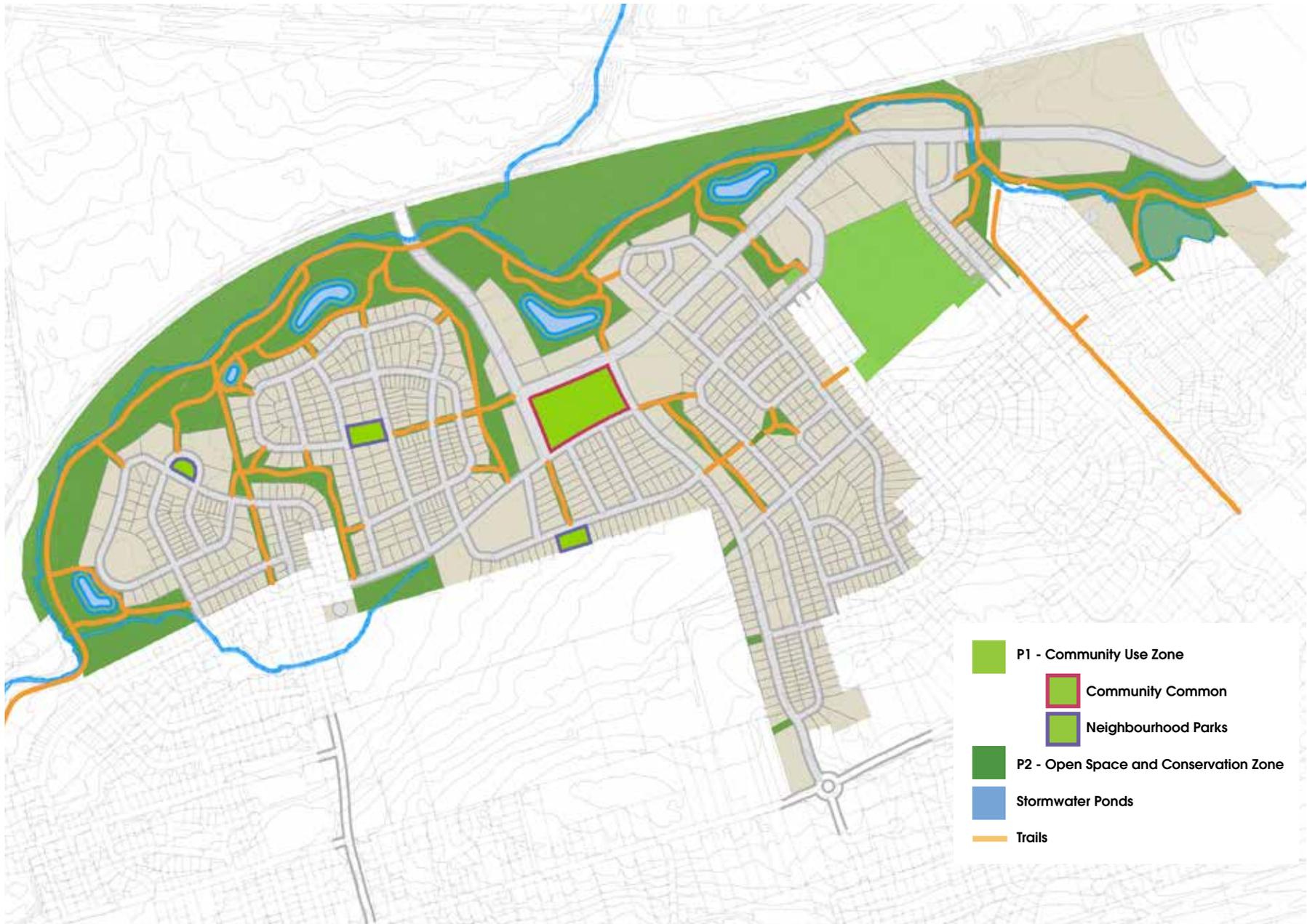


FIGURE 4.1 - Parks and Open Space Plan

## 4.0 HUMPHREYS BROOK NEIGHBOURHOOD PLAN

Whereas the previous chapter explores the concepts that shape the neighbourhood plan, this chapter elevates the concepts to municipal plan for the plan and policy components required to implement the HBNP. The HBNP concepts can be simply implemented through the adoption of the polices and proposals described in the parks and open space, circulation and land use plan sections. Section 4.4 of this chapter describes densities required to ensure sustainable infrastructure in suburban development.

It is important to note that the plans articulated in this chapter differ from the consultation developed master plan. The following plans consider how private builders intend to create their developments, but not entirely. Thus, the plans are a mitigation of community desire and builder intent. Neither is fully satisfied with the plans; however, a middle ground is proposed based on the neighbourhood values desired by residents, expected market demand over the next 25 years and the present day land owners.

### 4.1 PARKS AND OPEN SPACE PLAN

This plan clearly articulates the location and type of conservation, recreation and stormwater lands network that must be set aside to ensure site sustainability and adaptation to climate change. Although the land use plan also illustrates the location of these lands, specific policies are required to ensure the incorporation of naturalized stormwater ponds within the existing City of Moncton CU (Community Use) designation.

The adjacent plan (figure 4.1) illustrates the Parks and Open Space layout while the following policies ensure its application.

- » **HB-P1** - In recognizing the existing natural landscape and environmentally significant ecosystem as well as the need to create additional parks and open spaces within this Plan Area, Figure 4.1 shall be used as the primary guide to locate parks and open spaces;
- » **HB-P2** In keeping with the vision of this Plan, stormwater management infrastructure shall be designed with a naturalized approach;
- » **HB-P3** Further to Policy HB-P2, where design clearly demonstrates that the lands bordering retention surfaces function as park lands, it shall be the intention of Council to accept all lands above the normal water line as lands for public purposes provided the needs for other parks and trails have been met.
- » **HB-P4** Develop all P-1 park spaces within the context of their neighbourhood. For example, P-1 spaces within empty nester and seniors

neighbourhood areas should focus on social gathering and adult activity amenities while spaces within single family neighbourhoods should provide youth play and adult social amenities.

- » **HB-P5** In order to help create a unique gathering place, it shall be the intention of Council to create a “community common” in the center of the neighbourhood – shown in Figure 4.1;
- » **HB-P6** In order to help preserve the natural aspect of the Humphreys Brook trail, it shall be the intention of Council to maintain adequate buffer by preserving the existing mature vegetation along the trail’s edge;
- » **HB-P7** Wherever possible, all significant trees shall be protected when designing all park spaces.
- » **HB-P8** Council shall explore opportunity to place public art and cultural gathering amenity in P-1 and P-2 park spaces to expand both the neighbourhood and regional attraction of HBNP park spaces.
- » **HB-P9** Develop and implement a high-quality parks gateway and wayfinding system that expresses both the City of Moncton and the Humphreys Brook community. This should clearly identify each park space and trail gateway as well as speak to available individual park experiences.

## PROPOSALS

**hb-p1** To assist in implementing Policy HB-P1, Figure 4.1 shall be referred to during the subdivision of lands to guide the approval of Lands for Public Purposes;

**hb-p2** To assist in implementing Policy HB-P2 and HB-P3, it is proposed that stormwater management infrastructure be designed as per the City’s Naturalized Stormwater Management Guidelines

**hb-p3** to assist in developing the “Community Common”, it is proposed that Council provides cost-sharing for the construction of the road frontage along the park area.

**hb-p4** to assist in implementing Policy HB-P6, when financially feasible, it is proposed that the City acquire privately held lands along the Humphreys Brook trail.

**hb-p5** to assist in implementing Policy HB-P6, it is proposed that a 10 m wide buffer be implemented along both sides of the Humphreys Brook Trail, where no vegetation shall be removed or in the case where it is required to be removed, shall be replanted to provide an equivalent buffer.

## 4.2 CIRCULATION PLAN

Figure 4.2A addresses the network of streets and trails that provide multi-modal mobility options for everyone, while figure 4.2B provides typical street and trail sections. The network is based on an inside-out model that, first, connects residences to important in-community destinations (on pedestrian dominant routes) and, second, connects residents to regional destinations on multi-modal corridors. The network is based on a grid model that ensures ease of readability and maintenance. The following policies ensure the proper implementation of the network.

- » **HB-C1** To ensure regional connectivity within the HBNP, Council shall include the Urban Collector Minor 1 street corridors and the Urban Collector Minor 2 street corridors on the Future Roads Map (Schedule 5);
- » **HB-C2** Further to policy HB-C1, when reviewing new subdivision plans, Figure 4.2A shall be used as a guide to help locate new local streets as well as trail connections;
- » **HB-C3** Trail entrances shall be located, where feasible, on the opposite end of where streets meet perpendicularly (T-intersection) in order to create access as well as to maintain the grid pattern within the neighbourhood;
- » **HB-C4** Streets should terminate at a natural vista, providing connections with the natural environment.
- » **HB-C5** Cul-de-sac, p-loop and crescent street design should be minimized;
- » **HB-C6** in an effort to create efficient transit services, with the help of higher density corridors, it shall be the intention of Council to incorporate public transit routes on the Urban Collector Minor street corridors 1 and 2 and locate main transit stops in large public spaces such as the neighbourhood commons and the school node.
- » **HB-C7** Limit driveway intersections on all Urban Collector Minor 1 street corridors to ensure asphalt trails run contiguous and safely along all primary multi-modal corridors.
- » **HB-C8** Incorporate street design approaches to reduce speed, improve intersection safety, and reduce vehicle-pedestrian conflicts along all mobility corridors as describe in the Destination2040 Study. These should include modest street bending to reduce view plane distance and retention of grid development to ensure increased activity through reduced block distances.

## PROPOSALS

**hb-c1** In order to implement policy HB-C1, it is proposed that the Future Roads Map be Council's principal guide when assenting to the location of the future collector streets in this neighbourhood;

**hb-c2** Further to proposal hb-c1, Council will ensure that no subdivision will compromise the future roads, as identified on the Future Roads Maps (Schedule 5), by ensuring that required street right-of-ways be safeguarded.

**hb-c3** Understanding that local street layouts may change over the course of the implementation of this Plan, it is proposed that figure 4.2A be use as a reference guide to ensure the development of an inter-connected street and trail network within neighbourhoods;

**hb-c4** In order to implement Policy HB-C3 Trail entrances shall be located, where feasible, on the opposite end of where streets meet perpendicularly (T-intersection) in order to maintain a pedestrian grid pattern within the neighbourhood;

**hb-c5** To assist in the implementation of policy HB-C4, it is proposed that development proceed in a grid pattern that ensures that community connectivity is paramount over mass land ownership.

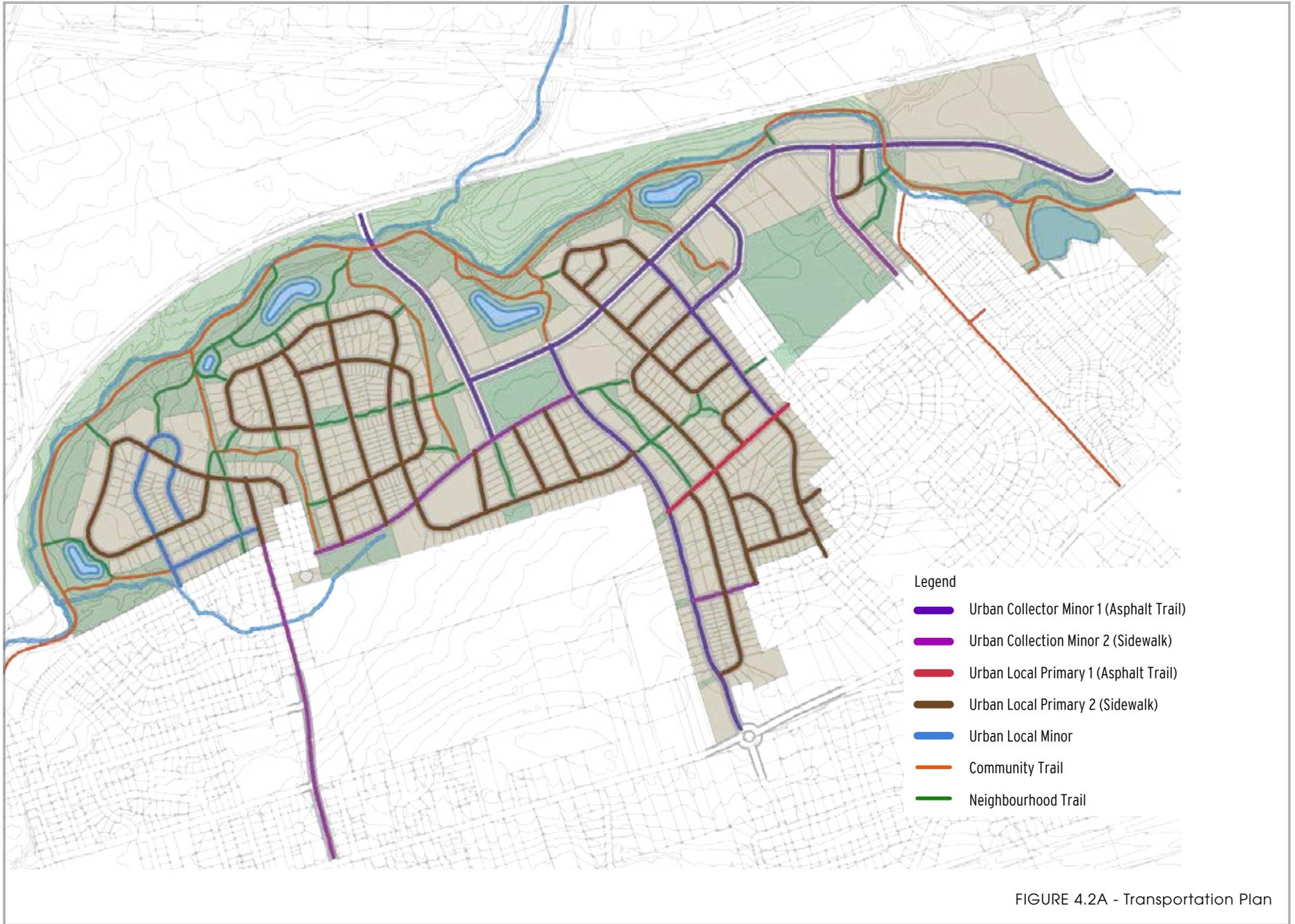
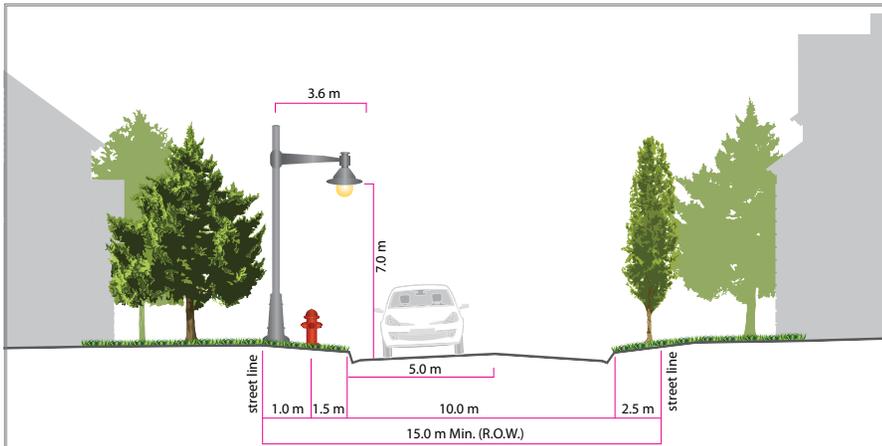
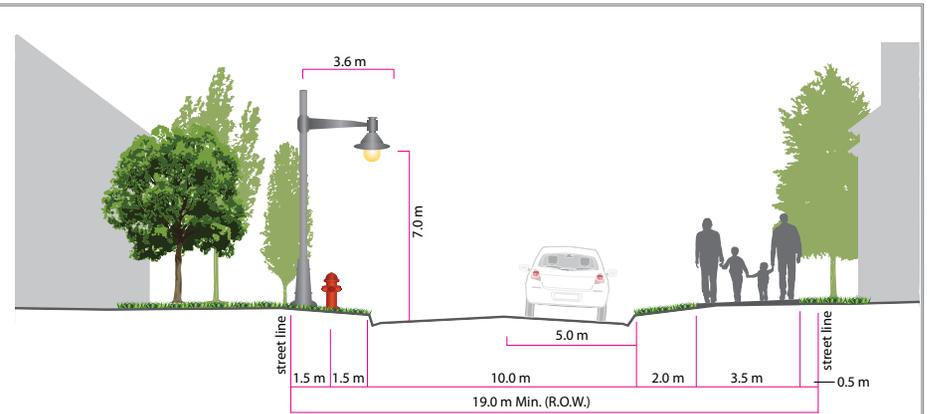


FIGURE 4.2A - Transportation Plan

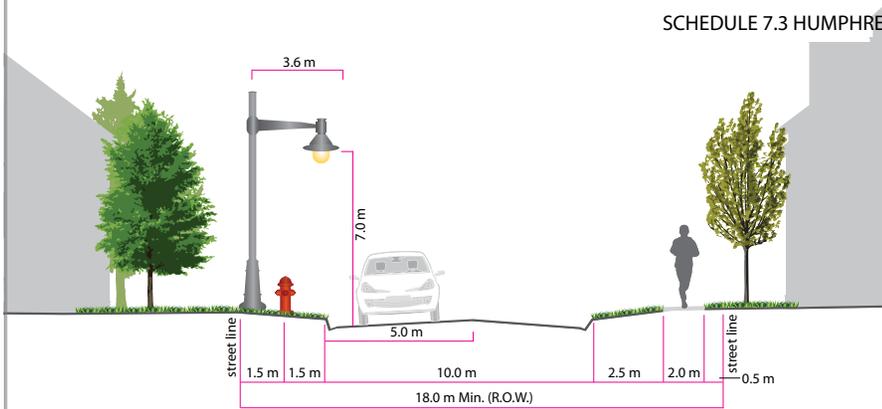


Ruisseau Humphreys Brook  
Urban Local Minor

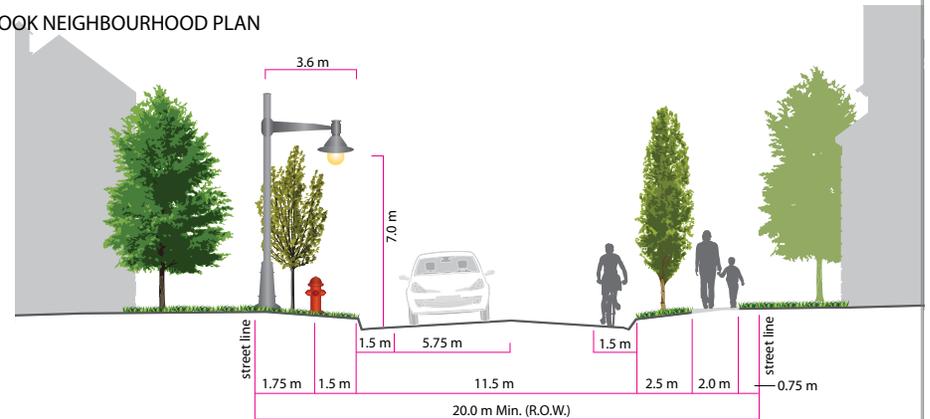


Ruisseau Humphreys Brook  
Urban Local Primary 1 (Asphalt Trail)

SCHEDULE 7.3 HUMPHREY'S BROOK NEIGHBOURHOOD PLAN

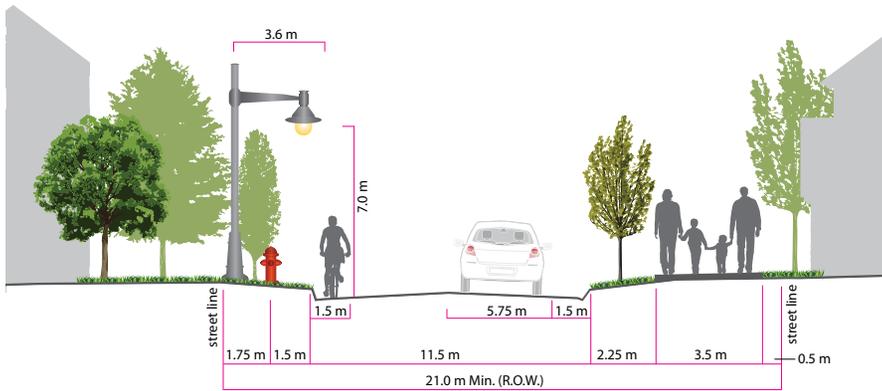


Ruisseau Humphreys Brook  
Urban Local Primary 2 (Sidewalk)

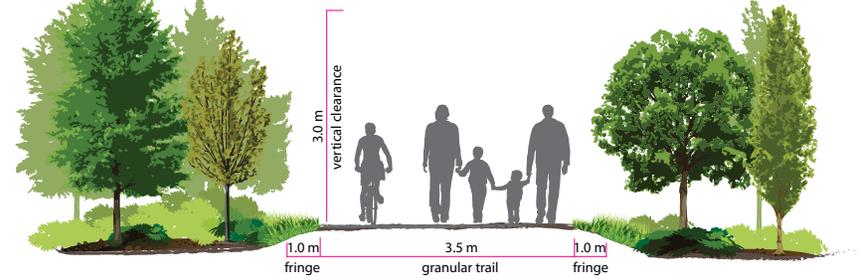


Ruisseau Humphreys Brook  
Urban Collector Minor 2 (Sidewalk)

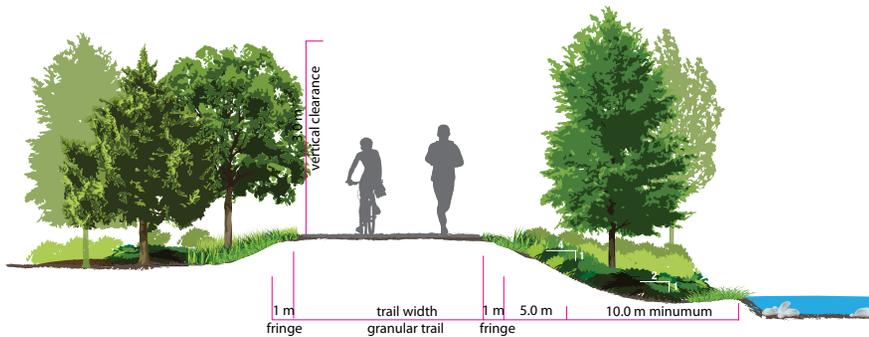
FIGURE 4.2B - Typical Street and Trail Sections



Ruisseau Humphreys Brook  
Urban Collector Minor 1 (Asphalt Trail)



Ruisseau Humphreys Brook  
Trail



Ruisseau Humphreys Brook  
Trails at Water's Edge

FIGURE 4.2B - Typical Street and Trail Sections

### 4.3 LAND USE PLAN

This plan locates land uses relative to placement within their respective neighbourhoods. The strategy for locating use is based on blending the requirements described in each of the concepts (in a manner that meets the land use needs of each residential building type, as well as the needs of the corridor it edges). The following policies are required to ensure compliance with the HBNP.

- » **HB-L1** To ensure the Humphreys neighborhood develops, over time, in general conformity with this Plan, Council shall use Figure 4.3 to update the City of Moncton Zoning Map.
- » **HB-L2** In recognizing the need to create a “Successionary Housing Model”, it shall be the intention of Council to encourage the development of mix-use and mixed-income housing throughout the HBNP;
- » **HB-L3** To achieve the communities’ desire to create a unique neighbourhood which encourages quality, authenticity, complementarity and originality in housing design, it shall be Council’s intention to ensure that appropriate regulations are in place to avoid excessive building repetition;
- » **HB-L4** To achieve the overall vision of the HBNP, Council shall encourage higher density development located along urban collector streets;
- » **HB-L5** Further to Policy HB-L4, to ensure that higher density developments are integrated within the fabric of the HBNP and that they do not compete with Downtown residential development, Council shall encourage buildings designed with ground floor density;
- » **HB-L6** Where feasible, Council shall ensure that residential land uses located on the asphalt trail side of the Urban Collector Minor 1 street corridor utilize rear or side lot driveways to limit dangerous intersections with the pedestrian dominant trail;
- » **HB-L7** In recognizing that the Community Commons will become an important gathering place in the neighborhood, Council shall ensure that mixed-income and higher density residential uses border the park with potential for small scale commercial uses on the ground floor;
- » **HB-L8** In recognizing that locating services within the neighborhood will help create a walkable community and reduce car dependency, Council shall zone lands along key intersections for neighborhood commercial purposes;

- » **HB-L9** In recognizing the eastern entrance of the neighborhood is located at the intersection of the Trans-Canada Highway and Harrisville Boulevard, Council shall encourage the development of commercial and higher density residential development.

### PROPOSALS

**hp-I1** to assist in implementing Policy HB-L1, it is proposed that figure 4.3, The Land Use Plan, be Council’s guide for revising the City of Moncton Zoning Map for lands within the study area.

**hb-I2** to assist in implementing Policy HB-L2, Council shall create a Residential Mix (RM) Zone, where a variety of housing options, including single, compact single (12.19 m lot width), two unit, three unit semi-detached, townhouses and rowhouse dwellings shall be permitted.

**hb-I3** to further assist in implementing Policy HB-L2, Council shall encourage the development of more compact single family dwelling lots within the R-1B Zone.

**hb-I4** to assist in implementing Policy HB-L3, Council shall include design parameters in the RM Zone which will address avoiding excessive building repetition and encourage good streetscape design;

**hb-I5** to support the implementation of HB-L6, it is proposed that all land uses bordering asphalt trails, within the land uses designated on figure 4.3, be created as ‘rear-of- building’ driveway access to allow for continuous and safe street-side trail corridors.

**hb-I6** to assist in implementing Policy HB-L8, it is proposed that Council zone lands along intersections of urban collectors for Neighborhood Commercial (NC) as shown in Figure 4.3 – Land Use Plan.

**hb-I7** to assist in implementing HB-L8, Council shall update the permitted uses in the Neighborhood Commercial (NC) Zone to allow for retail and office space on the ground floor with residential uses on the upper floors.

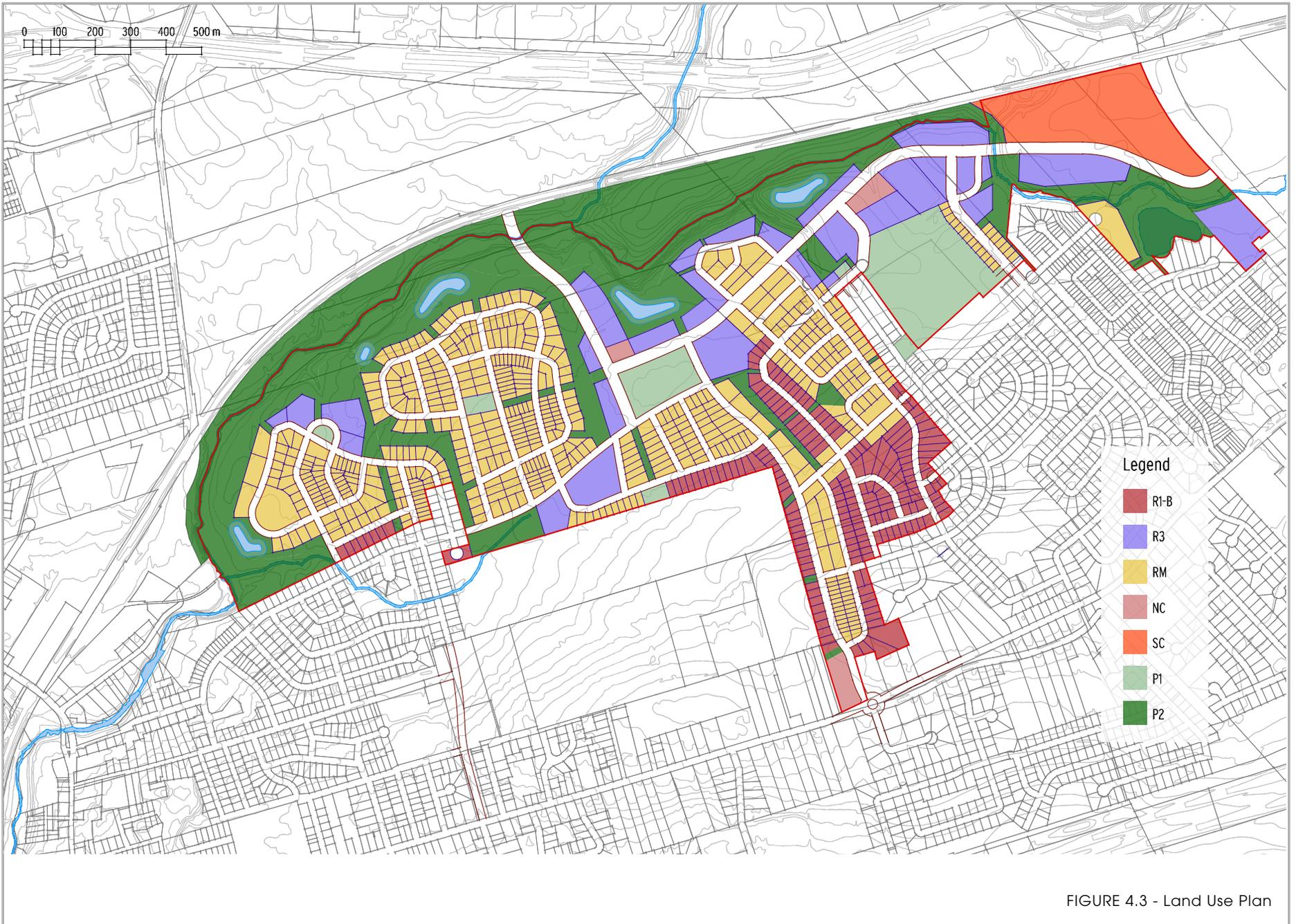


FIGURE 4.3 - Land Use Plan

#### 4.4 DENSITY MODEL

Density is projected for each land use type based on best practice for each land use. It is important to note that suburban development should not compete with urban environments. Instead, it should be a feeder system to the urban residential market place. Therefore, maximum densities should occur in 3-level walk-up residential building (38 units). Urban densities can support greater unit counts to support city-core commercial environments.

In general, the City of Moncton should achieve higher densities in suburban areas to ensure sustainable environmental and economic neighbourhood models. 4.5 units per acre of residential development is considered very low-density housing and is often labeled as sprawl due to its singular unit and generic development model. It is important for developers to understand that, in Moncton, densities below 5 units per acre do not provide sufficient tax revenues to avoid infrastructure deficits. All future neighbourhoods should achieve higher densities through mixed-residential model neighbourhoods to ensure the city receives the highest possible return on infrastructure investment.

The adjacent chart (figure 4.4A) describes neighbourhood densities for each land use. In addition to this, the chart describes the maximum allowable development area, by percentage, for each unit type. This ensures that developing suburban neighbourhoods results in a diverse mix of housing and people. In short, this is the tool that ensures suburban neighbourhood creation is paramount to suburban sprawl. Figure 4.4B (following 4.4A) describes density patterns for the various housing types. The following policies and proposals are required to ensure this.

- » **HB-D1** To move from suburban sprawl development towards a sustainable suburban neighborhood, Council shall adopt the density targets and unit type ratios described in figure 4.4A as benchmark ratios for new developments within the Humphreys Brook Plan area;
- » **HB-D2** To ensure the development of a desirable neighborhood, capable of meeting the changes in market over the long term, Council shall bring together the residential developers and retail professionals, every two years, to discuss Moncton's residential product market and to ensure developers understand the products required and/or desired by the marketplace.

#### PROPOSALS

**hb-d1** to assist in achieving Policy HB-D1, Density targets will be evaluated at time of subdivision.

**hb-d2** to aid in the implementation of HB-D2, it is proposed that the City of Moncton host stakeholder working sessions to provide current and forecasted residential market information to developers and Realtors that ensures a collective understanding of suburban growth marketplace contexts.

## RESIDENTIAL DENSITY AND DISTRIBUTION MODEL

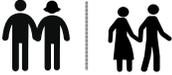
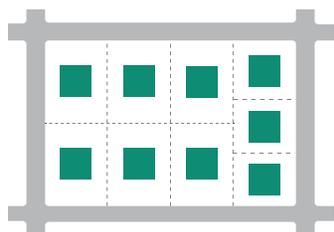
Land Use	Typical Housing Form	Example	Density (Units/Acre)	Average Lot Size	Location	Residents	Notes
R1-B	Single Family Home		5-6	465 m <sup>2</sup>	to be located on greenway or edge streets to capitalize on preferred environmental locations.		should not exceed 50% of any neighbourhood within this zone
R1-B	Compact Single Family		8-10	325 m <sup>2</sup> .	to be located on internal streets and any streets facing collector streets at neighbourhood's edge		should not be below 50% of any neighbourhood within this zone
RM	Single Family Home		6-8	465 m <sup>2</sup>	to be located on non-sidewalk sides of collector streets and along streets bordering green infrastructure		should not exceed 25% of any neighbourhood within this zone
RM	Compact Single Family		10-12	300 m <sup>2</sup>	to be located along internal streets as grading from single family to semi-detached housing		should not exceed 50% of any neighbourhood within this zone.
RM	Semi-Detached		12-15	270-360 m <sup>2</sup>	to be located along internal streets as grading from compact single family to townhouse units		should not exceed 25% of any neighbourhood within this zone
RM	Townhouse		15-20	185-200 m <sup>2</sup>	to be located along internal streets, streets bordering multi-use pathways or park front (with rear-entry vehicle entrances)		should not exceed 25% of any neighbourhood within this zone
R3	Townhouse		15-20	185-200 m <sup>2</sup>	to be located at park edges with bordering multi-use pathways (with rear-entry vehicle entrances)		not to exceed 8 units per building
R3	Ground Oriented Apartments		25-45	3700 m <sup>2</sup>	to be located at park edges or adjacent to community focal points		not to exceed 28 units in size for any single building (3-level max.)
R3	Walk-up Apartments		30-50	3000 m <sup>2</sup>	to be located along collector routes or at neighbourhood centre destinations		not to exceed 36 units in size for any single building (3-level max.)

TABLE 4.4A - Residential Density and Distribution Model



SINGLE FAMILY

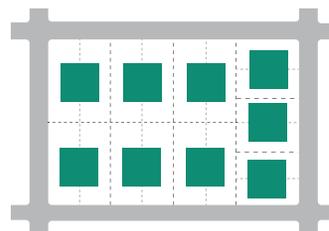


### LOW DENSITY URBAN RESIDENTIAL

Low density housing is generally associated with Single-family homes (with and without ancillary and/or coach house units) and duplexes. These can be developed with and without lanes.



SEMI-DETACHED

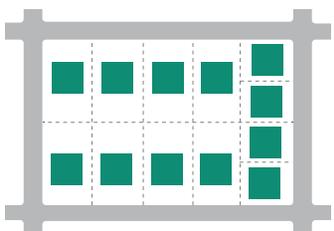


### MEDIUM DENSITY URBAN RESIDENTIAL

Medium density can consist of single-family residential homes in more compact neighbourhoods and two-family dwellings (i.e., duplexes) on narrow lots with service lanes. Coach houses and secondary units may also be part of this range of housing types.



COMPACT SINGLE FAMILY

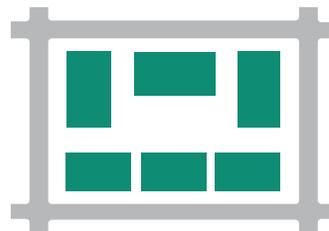


### MEDIUM DENSITY URBAN RESIDENTIAL

Medium density can consist of single-family residential homes in more compact neighbourhoods and two-family dwellings (i.e., duplexes) on narrow lots with service lanes. Coach houses and secondary units may also be part of this range of housing types.



CLUSTER



### MEDIUM-HIGH DENSITY

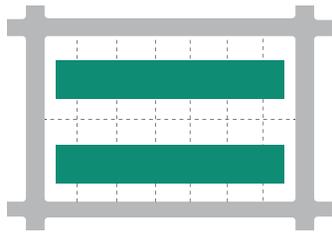
Medium-high density development can comprise semi-detached single-family duplexes, triplexes, and fee-simple row houses. Ground-oriented units can be promoted in this form of development.



FIGURE 4.4B - Housing Types and Development Patterns



TOWNHOUSES

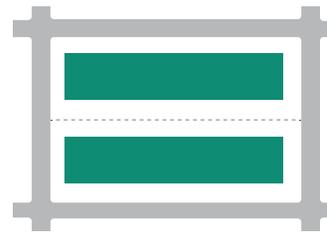


### MEDIUM-HIGH DENSITY

Medium-high density development can comprise semi-detached single-family duplexes, triplexes, and fee-simple row houses. Ground-oriented units can be promoted in this form of development.



WALK-UP APARTMENTS



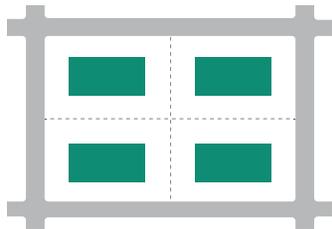
### HIGH-DENSITY MIXED-USE SPECIAL RESIDENTIAL

High-density residential development areas are comprised of stacked townhouses, row houses, and/or garden apartments.

High-density residential units are permitted within the context of a mixed-use neighbourhood and with desirable average densities and commercial floor area. The external design of buildings is oriented to the pedestrian realm, with a direct and close connection to the public sidewalk. All parking is typically provided via rear lanes, underground, or on the street.



GROUND-ORIENTED APARTMENTS



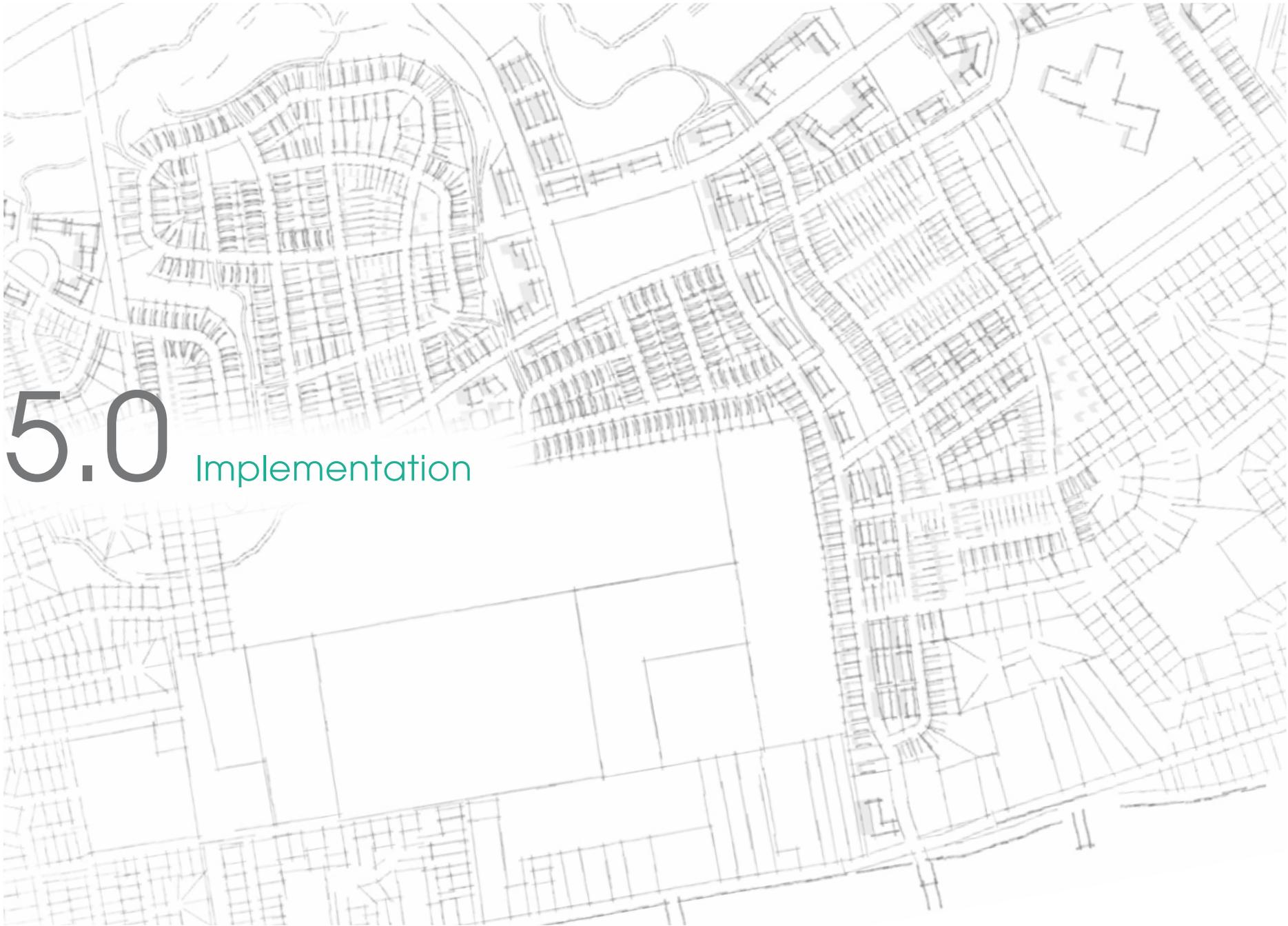
### HIGH DENSITY URBAN RESIDENTIAL

High-density residential development areas are comprised of stacked townhouses, row houses, and/or garden apartments.



FIGURE 4.4B - Housing Types and Development Patterns





# 5.0 Implementation



## 5.0 IMPLEMENTATION

This Neighbourhood Plan provides the City of Moncton with a rationalized approach to managing suburban growth within the city's urban boundary. The creation of the plan involved establishing baseline design criteria with city staff, developing an ideal neighbourhood model with residents, identifying emerging housing mix with Realtors, envisioning the possibilities with developers and the blending of these elements utilizing approaches to contemporary suburban development. The result is a growth model that meets residents' expectation for safe, comfortable and livable neighbourhoods with varied housing options. Residents can enjoy living in this community for their entire lives.

The success of plan implementation will require flexibility, education and partnership. The City of Moncton is venturing into new administrative territory and will need to bring the development community with it. As with all evolving cities, Moncton must move its suburban growth partners from a place where builders acquire land for the purpose of creating homes, to a place where developers acquire land to create communities.

This chapter provides the city with a series of steps that begin to move the development community forward and implements the Humphreys Brook Neighbourhood Plan. The following three points are important to keep in mind moving forward.

**Firm and Flexible.** The master plan, and related components articulated in this plan, form a development concept that provides vision and intent. The plan will not be implemented exactly as illustrated on the concept plan. The city will need to be firm with developers about core plan components and to ensure infrastructure investments are recovered. Also, the city must be flexible with design components to ensure implementation. Firm elements include the parks and open space layouts, the multi-use nature and locations of important mobility corridors, and the density model. Flexible elements include layout and design of streets and the final location of naturalized stormwater ponds relative to the layouts.

**Paying Forward.** Generally speaking, developers are responsible for the impacts on local infrastructure caused by their projects, while the City of Moncton is required to pay for impacts at the city-wide level (sewage and water treatment plants, city arterial and collector street networks, etc.). At present, the City of Moncton can not collect charge area fees for local projects that support local development; therefore, developers are required to pay large charge area fees when supporting projects are built (rather than a rational fee throughout the life of development build-out). This approach requires the City

of Moncton to act as both banker and administrator; thus, valuable and limited municipal borrowing capacity is absorbed by local development rather than directing capacity to city projects. The result is increased infrastructure deficits.

The Province of New Brunswick, through legislation, does not permit the collection of charge area fees prior to building critical local infrastructure projects. The City of Moncton must work with the Province to change legislation to the benefit of all participants. This will allow the city to invest in the important infrastructure projects described in this master plan.

**Dissolve Boundaries.** Developers can financially benefit from more efficient design layouts. The larger the landbase, the greater the opportunity to create efficient and desirable grid patterns. The development community must keep in mind that lot lines do not translate into community form; rather, good design translates into good community form.

For the HBNP, developers must link development areas to create efficient patterns and collectively meet density targets. The 'transit dot' is a great and simple test for evaluating development design. Simply locate a dot at any location within 400 meters of a proposed development. If a pedestrian can get to the transit dot on a direct and forward path, it passes. If a pedestrian must 'backtrack' to get to the transit dot, it fails (see figure 5.0). Interestingly, a grid pattern of streets is also easy to maintain and allows developers to create mixed housing models along graded corridors of development.

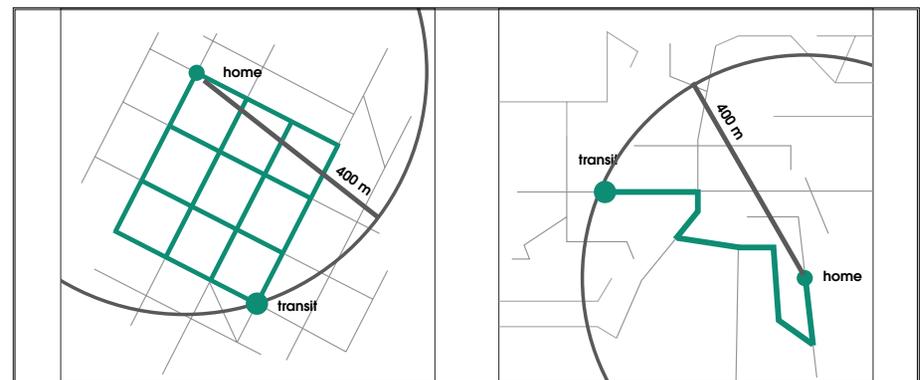


FIGURE 5.0 - The grid layout provides several clear and easy to read options for in-neighbourhood mobility. The layout of the streets provides ideal walking routes where residents meet, talk and move. Thus, a sense of neighbourhood is reinforced through good suburban design. The non-grid layout lacks connectivity and; therefore, a sense of neighbourhood. Also, linking assets, such as a resident to public transit, is rationally impossible.

## 5.1 IMPLEMENTATION STRATEGY AND STEPS

The implementation of the HBNP follows a simple three-step plan. Step one is acquiring a political mandate to move the plan forward. This includes rezoning the study area lands and working with the Province of New Brunswick to revise legislation that allows municipalities to collect funds for local charge area projects prior to building the projects.

Step two involves developing and delivering education materials and programs that promote the benefits of naturalized stormwater ponds and good neighbourhood

design. This should be delivered to the design community prior to the development community. Most large engineering and design companies work at the global scale and understand the financial and cultural benefits of good design; however, local firms may not have this experience and understanding. Step two begins this process.

Step three is the rational implementation of the plan. The study area is estimated to build-out in three phases to a 2035 completion. Because the project will grow relative to market demand build-out is articulated relative to build out percentage

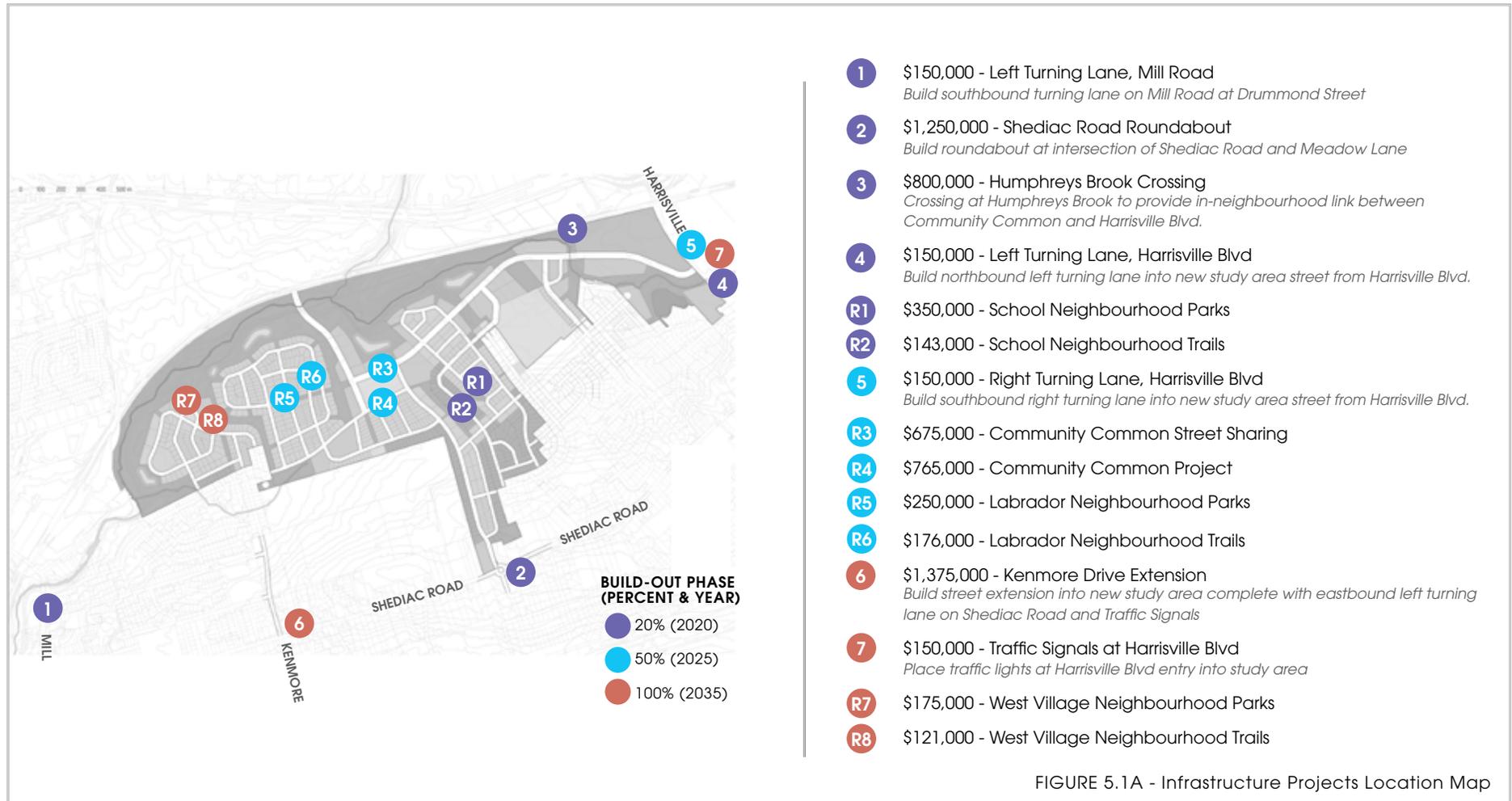


FIGURE 5.1A - Infrastructure Projects Location Map

as well as time frame (20% in 2020, 50% in 2025, 100% in 2035). As developers reach the percentage thresholds, they will require infrastructure projects to support the expansion of their developments.

Figure 5.1A illustrates the location of the projects required to link the master plan area to regional infrastructure networks as well as the required recreation projects, while 5.1B (next page) describes the implementation in a linear process. It is important to note that the City of Moncton will receive property tax revenue from the master plan area as implementation proceeds; however, the City's ability to invest in projects required to support additional development is contingent on the ability to fund municipal projects required by all tax payers (i.e. sewage network upgrades, regional transportation improvements, public transit, etc.). Project implementation success will likely fall on the City of Moncton's ability to position the critical projects identified on figure 5.1A within municipal financial forecasts (projects 2 and 3). Developers must meet the density targets described in this report to encourage municipal investment in the site, and to satisfy the city's cost recovery requirements.

The following policies and proposals are required to ensure this:

- » **HB-11** Moncton City Council shall continue to work with the Province to modernize the legislative tools required for municipalities to have the authority to create Infrastructure Charge areas for new development that assists with completing future infrastructure projects.

- » **HB-12** Recognizing that the successful implementation of this plan will require infrastructure investments in the key projects listed in Figure 5.1A, Council shall explore cost sharing / cost recovery options in collaboration with the land owners to complete the projects in a timely manner.
- »
- » **HB-13** Council shall also explore how the City's Capital Works program can assist with completing the required public infrastructure needed to implement the Neighbourhood Plan as outlined in Figure 5.1A.
- »
- » **HB-14** Considering that major infrastructure projects within the Humphrey's Brook Plan Area will ensure the proper function of the neighborhood and transcend individual property boundaries, Council shall explore options to ensure a fair contribution from all land owners.

## PROPOSALS

**hb-11** In order to implement Policy HB-12, it is proposed that the Council establishes a staff working group, including members from Finance, Engineering and Urban Planning to present a business case for funding the critical projects listed in Figure 5.1A.

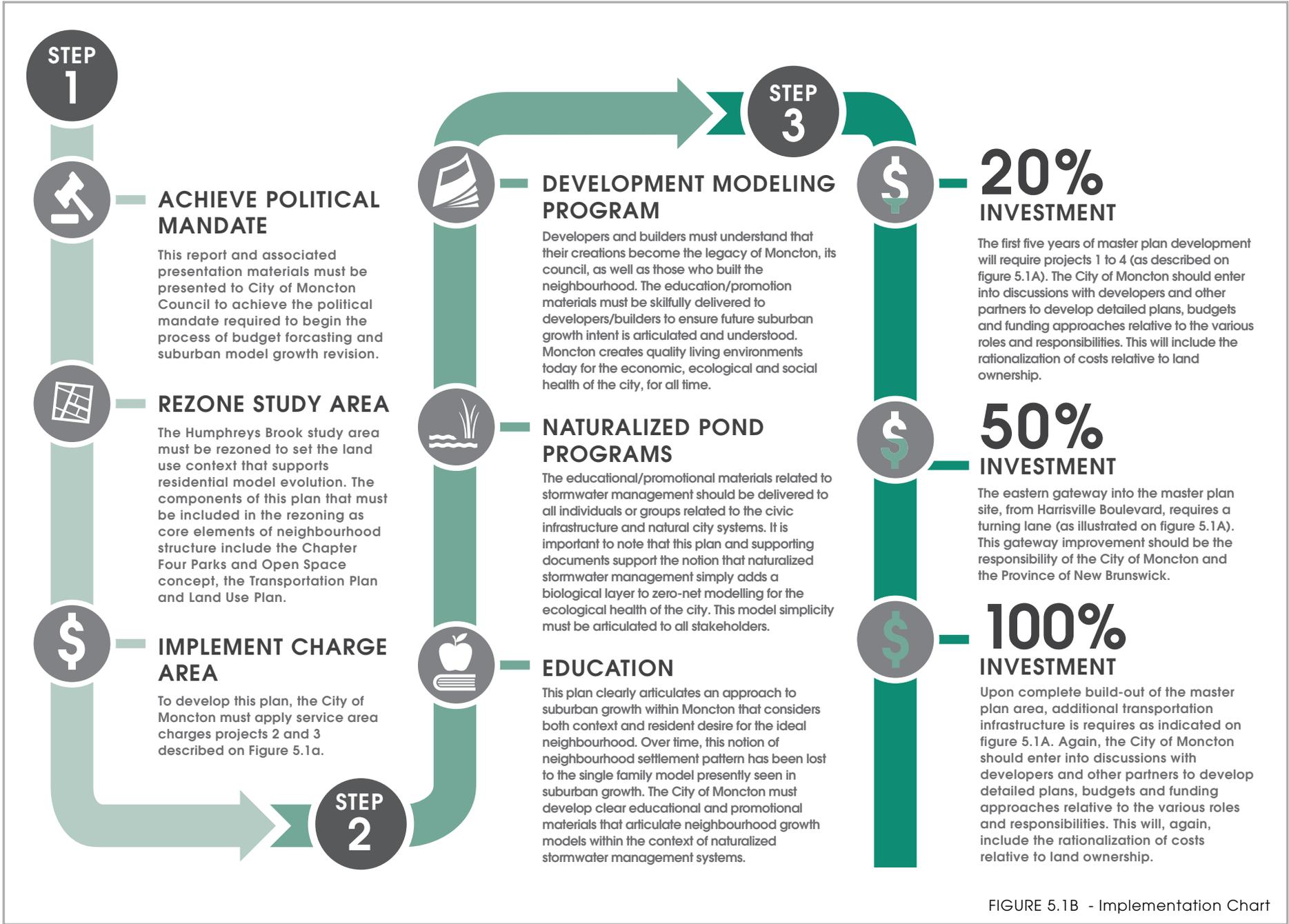


FIGURE 5.1B - Implementation Chart

## 5.2 COST BENEFIT ANALYSIS

Section 4.4 illustrates the densities required to ensure a sustainable study area within the suburban context. This section articulates the revenues and costs resulting from a totally built-out development area (excluding the Harrisville Neighbourhood). Absorption rates within this area of the city are relatively low and difficult to predict; therefore, projections are made for build-out only. Figure 5.2A illustrates the statistical information for each of the neighbourhoods.

**Densities.** Figure 5.2A describes the densities for the various neighbourhoods. The lowest density falls within the Labrador Neighbourhood at a low single family value of 8.3 units per acre (upa). This jumps to the West-Village (11.2 upa), the School Neighbourhood (12.8 upa), the Central Park Neighbourhood (13.7 upa); the Harrisville Neighbourhood area is excluded.

**Costs and Revenues.** Based on the projected densities, as described on the figure 5.2B chart (next page), the annual property tax revenues for a built-out Humphreys Brook Neighbourhood is \$8,377,615. Basic municipal service costs are \$6,051,696; 28%

(\$2,325,919) of annual tax revenues becomes applied to municipal infrastructure networks and investment toward the prevention of city-wide infrastructure deficits (upon full build-out of the master planned area). This includes the constant upgrade and growth of all city wide transportation and servicing infrastructure that supports city life.

It is clear that higher densities are required to support basic local service and infrastructure deficit prevention. At present, Moncton's municipal tax revenues are not sufficient to avoid infrastructure deficits; however, developing new higher-density suburban development neighbourhoods serves to prevent 'downstream' issues related to the development. Also, higher density development will support developer ability to fund projects required to link projects to regional infrastructure networks. Single family oriented development will not support this linkage.

Figure 5.1A illustrates the location and cost of the various infrastructure projects required throughout master plan build-out.

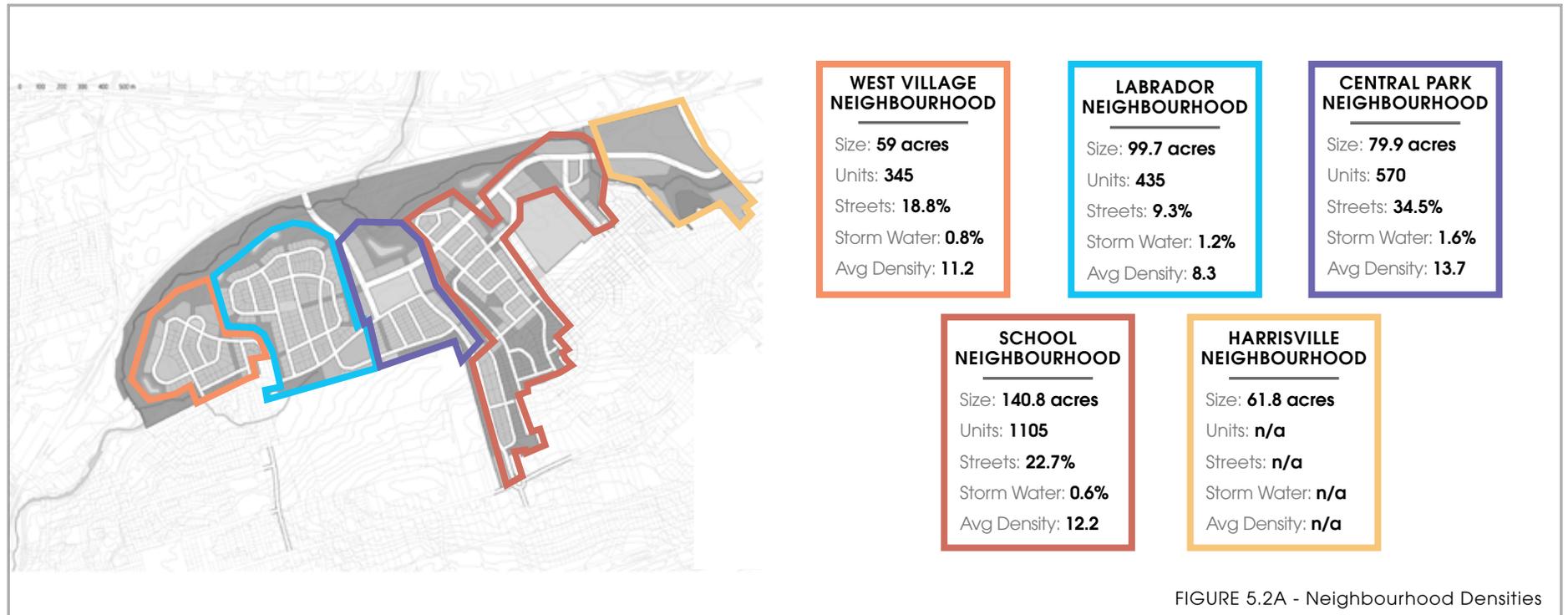


FIGURE 5.2A - Neighbourhood Densities

Humphreys Brook Neighbourhood Statistics, Costs and Revenues Summary

LAND BASE STATISTICS		LAND USE STATISTICS (FULL BUILD-OUT)					ANNUAL TAX REVENUE AND BASIC SERVICES		
LAND BASE AREAS	acres	ZONING	acres	units	density	percentage	PLAN ELEMENTS	units	value
Study Area	505.4	Available Land Base	379.4				Residential Units	2,455	\$494,250,000
P2 Conservation Area	-42.7	R1-B Zone	39.8	200	5.0	10.5%	Commercial Square Feet	58,393	\$9,050,861
Harrisville Neighbourhood	-61.8	RM Zone	118.8	793	6.7	31.3%	Residential Municipal Tax		\$8,153,642
P1 School Parcel	-21.5	R3 Zone	49	1,368	27.9	12.9%	Commercial Municipal Tax		\$223,973
Available Land Base	379.4	NC Zone	4.8	94	19.6	1.3%	Total Annual Tax Revenues		\$8,377,615
		Streets	105			27.7%			
		P1 Zone	8.8			2.3%			
		P2 Zone	49.2			13.0%	BASIC SERVICES	units	
		SW Area	4			1.1%	Service Cost Summary	2,455	\$6,051,696
		Average Density		2,455	11.6	100.0%	ANNUAL POSITION		\$2,325,919

FIGURE 5.2B - Costs and Revenues Summary (excluding Harrisville Neighbourhood)

### 5.3 THE RESURGENCE OF THE NEIGHBOURHOOD

One of the most interesting aspects of contemporary suburban development is the resurgence of the neighbourhood. The single-use suburban development patterns commonly utilized by developers over the last 30 years is seeing lessened retail appeal. Planning approaches such as New Urbanism and Smart Growth propose a new path for expanding cities that propose efficient and cost-effective approaches while re-establishing the neighbourhood as cultural core to an expanding city.

This master plan explores that thinking within the context of Moncton. City residents have clearly described the future of the neighbourhood, City Council has clearly articulated a desire to grow in a sustainable manner, and the residential market has determined the ideal housing palette for the expanding suburbs. This master plan provides City of Moncton council and staff with the tools to move the city forward relative to these contexts.

### 5.4 OTHER STUDIES

A master planning exercise is quite complex. Even though the previous chapters cover the plan making process quite well, it is important to realize that a number of other studies have taken place. They are the technical reports that form the backbone of this plan. That being said, given their technical nature, they are not made to be included within this Plan; however, it is important to acknowledge their existence and availability as they will be of interest and need to those who delve into details as part of their work.

The studies are:

- » Traffic Impact Study: Proposed Multi-Use Development Humphreys Brook, Moncton, NB – November 2015 – WSP Canada Inc.
- » Humphreys Brook Secondary Plan – Servicing Brief – February 17, 2016 – WSP Canada Inc.
- » Humphreys Brook Neighborhood Design Guidelines – April 2016 – Trace Planning & Design
- » City of Moncton Naturalized Stormwater Management Guidelines- Technical Report – 2015 – WSP Canada Inc., Trace Planning & Design, Native Plant Solutions, Ducks Unlimited Canada