Sandy Point Road Planning Study: Technical Background Report
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1. Introduction

In August 2009, Common Council passed the following motion:

“The purpose of the Sandy Point Road Planning Study is to identify the optimum future use of City-owned property located south of Sandy Point Road and adjacent to Rockwood Park. The Planning Study will engage those with a stake in the future use of land in this area in a public process leading to a Planning Staff recommendation on potential amendments to the Municipal Plan and the Zoning Bylaw.”

It directs staff to carry out a study of City-owned land bordering Rockwood Park along Sandy Point Road in North Saint John. The purpose of the study is to determine the most appropriate land use for these lands from a planning perspective. The study will include information gathered from City and other Departments and Agencies, as well as from the public and other stakeholders. The public consultation exercise will be carried out by an independent consultant.

1.1. Study Area Process

The process leading to the study is flexible, is tailored to the requirements of the area under study, and will be subject to a four stage planning process. The following stages are proposed:

- Stage 1: Appointment of Independent Consultant
- Stage 2: Research and Data Collection
- Stage 3: Public Consultation Process
- Stage 4: Consultant Reporting
- Stage 5: Council Reporting and Legal Adoption Process

The first major component of carrying out the study is the collection of relevant background and technical data for the planning analysis. This data is presented in the Technical Background Report (TBR) for the Planning Study. This TBR contains data on the natural features of the study area including the topography, vegetation, environmentally significant areas, and other information. In addition, the TBR will introduce all of the available legal information on the study area including property ownership, current zoning and municipal plan designation, and utility services and other infrastructure. The report will also identify existing municipal water and sewer lines and streets in the area. Map 1 illustrates the boundaries of the plan area.

The TBR is a resource to assist in the preparation of the Study itself. The document and the collection of the various layers of data in the City’s geographic information system (GIS) will be used to evaluate policy options. The City’s GIS team will perform some of the analysis required to co-relate servicing, transportation, environmental and land use issues. The planning process will also draw on the active participation of planning and other City staff, Provincial Departments, Utilities and other Agencies, interested stakeholders and the public.
The TBR is the major deliverable of Stage 2 of the process and will form the basis of discussion for the public consultation and the Consultant’s reporting process, which is primarily carried out in Stages 3 and 4 of the process.

An independently-appointed planning consultant will undertake most of the work during Stage 3 and 4 of the study. Stage 3 will be the public consultation process, which will be determined by the consultant, in association with planning staff. This will entail consultation events and meetings with focus groups to solicit the public and other stakeholder’s opinions on what is the best future land-use of the land within the study area.

Stage 4 will comprise of the consultant analyzing the results of the public consultation, as well as research into best practice elsewhere to form the consultant’s Statement of Professional Opinion. The Statement will detail the consultant’s opinion as to what should be the future land-use of the study area, the key considerations related to such land use (e.g. traffic, landscaping, servicing, etc), and the policy approach to delivering such development.

The final stage, Stage 5, is the consideration of the study’s recommendations by Common Council. A Report to Council will set out staff’s recommendations on the future land use of the study area, and this will include recommendations on any necessary amendments to the Municipal Development Plan (MDP) and Zoning By-law (ZBL) to deliver the recommendations. These will take account of the public consultation results and the Statement of Professional Opinion. All of Council’s future decisions that impact the study area must conform to the policies contained in the MDP and ZBL after it is adopted (unless otherwise changed).
2. Regulatory Background

Three documents guide the development and use of lands in the City of Saint John: the Municipal Development Plan, the City of Saint John Zoning By-law and the City of Saint John Subdivision By-law. Each of these documents work together to ensure that the land use, environmental, economic, and social objectives of the community are incorporated into the growth and development of the City. These documents are administered by three groups of decision-makers: Common Council, the Planning Advisory Committee, and City staff.

2.1. Regulators

Common Council
The Common Council of the City of Saint John consists of 1 Mayor, and 10 Councillors who are elected by the residents of the municipality at an election held once every four years. Eight of the Councillors represent a specific sub-area (wards) of the city. In addition, all residents of the City elect an at-large Mayor and another 2 Councillors. The Mayor is the chief executive of the municipal government.

Common Council is the decision-making body on all matters of City policy and the enactment and amendment of City by-laws. Council makes the final decision on all matters respecting the MDP, the ZBL, and the Subdivision By-law.

Planning Advisory Committee
The New Brunswick Community Planning Act 1973 (as amended) requires that municipalities appoint a Planning Advisory Committee (PAC) to provide advice to a Council on planning matters. Saint John’s PAC has 9 members, all appointed by Common Council. The PAC is the body that renders decisions on variance matters which would benefit from wider public scrutiny, and applications for temporary use, similar and/or compatible with proposals and conditional uses/development. The Committee makes recommendations to Common Council on MDP and ZBL amendments, and some subdivision cases.

City Staff
The Planning and Development Department is the department responsible for land use planning in the City of Saint John. In addition to planning matters, the Department also contains the Heritage Planning branch, Real Estate Services (including Saint John Industrial Parks) and Geographical Information Systems team.

The Department employs six planners and two planning officers who develop land use policy and regulation for the municipality and also review development proposals in the City. The role of staff is to coordinate all MDP and ZBL adoption and amendment processes. In addition, City staff provide recommendations to the PAC and Common Council on all applications to amend the MDP and ZBL to approve the subdivision of property (the amendment process is detailed later in this section).
The Infrastructure Development Division of Municipal Operations and Engineering Department is also involved in many of the development-related functions of the City. The Department is responsible for the approval of water, storm water and sewer system design and construction, roads and streets, storm water management, and connection of new buildings to City services. Municipal Operations and Engineering is also responsible for City-wide issues such as traffic management.

The Building and Inspection Services Department is responsible for administering the National Building Code of Canada, with which all new buildings must comply. They also have a team of enforcement officers who ensure compliance with the City’s other By-laws, including the ZBL.

2.2. Regulation

The Municipal Development Plan (By-law No. 105)
The Municipal Development Plan (MDP) (officially titled ‘The Comprehensive Community Plan for the City of Saint John’) manages the growth of the city. Part 1 of the Plan provides background information on economic, social and environmental trends which inform the policies set out in Part 2 of the Plan. The policies cover broad areas, including a Future Land Use Plan covering future development plans for a variety of neighbourhoods in Saint John. It also includes policies relating to land use and development control, specifically addressing residential, commercial, industrial and rural areas of the City, subdivisions, non-conforming uses and other land uses. The remainder of the Plan provides policies in respect of the Environment, Transportation, Municipal Services and Neighbourhood-specific Secondary Plans. All of Council’s actions with respect to land use must be consistent with the policies contained within the MDP.

The Planning and Development Department has recently commenced a comprehensive review of the MDP. The outcomes of the planning study associated with this TBR will inform the comprehensive review within the study area.

The Zoning By-law of the City of Saint John (By-law C.P. 110)
The Zoning By-law for the City of Saint John (ZBL) is a regulatory document that implements the policies of the MDP. The By-law appends a zoning designation on all properties in the City and identifies the uses permitted on each property and the development criteria that apply to the property. The current zoning of the lands within the study area will be identified in the next section.

The study may result in recommended changes to the City’s ZBL to reflect the policy decisions made in the document. All applications to rezone land must conform to the policies of Common Council as contained in the MDP.

City of Saint John Subdivision By-law (By-law C.P. 121)
The Subdivision By-law is the document that regulates the division of land in the City. All subdivision activity must conform to the requirements for new lots set out in the Zoning By-law (as referred to above) as well as the standards contained in the
Subdivision By-law, unless variances have been granted by the Planning Advisory Committee. The Subdivision By-law outlines the municipality’s requirements for right of way widths and lengths, street grades and intersections, the public land dedications, minimum servicing requirements and/or infrastructure improvements as necessary.

Subdivisions that involve the creation of new building lots, but do not require municipal of public utility easements, dedication of lands for public purposes, or the creation of streets can be approved by the Development Officer or their designate. Any other subdivisions must be presented to Common Council to assent on acquiring easements or public lands, and the vesting of streets.

Council, with the assistance of City staff and the PAC, reviews proposed subdivision plans. In all cases, approval of the plan is contingent on the subdivision adhering to the policies of the Municipal Plan and the requirements of the Zoning and Subdivision By-laws. Developers must meet a number of requirements including:

- A varying percent of the gross area of the newly created lots, exclusive of streets, must be conveyed to the municipality for use as public open space. This depends on the Zone in which the lot(s) is being created;
- Streets, water and sewer services, storm water management, street lighting, curbing, sidewalks and other infrastructure must be provided and be designed in accordance with the City’s By-laws and standards and must be to the satisfaction of the Chief City Engineer or his designate;
- The minimum lot area, frontage, and depth requirements of the Zoning By-law must be met;
- The applicant must demonstrate that the subdivision is not premature and will not prejudice the possibility of further future subdivision in the area; and

2.3. Procedures for Changing the MDP and ZBL

The New Brunswick Community Planning Act 1973 (as amended) includes provisions in respect of amending both the MDP and the ZBL. The procedures for each are briefly outlined below.

An application must be made on the appropriate form (provided by the City), and accompanied by the required fee and other additional information, such as a site plan. Common Council will schedule a Public Hearing date to consider the proposed amendment, and then it refers the application to the Planning Advisory Committee to provide a recommendation to Council on the proposed change prior to the Hearing. The City will advertise the Hearing in the local paper at least three weeks ahead of the Hearing date, and a second advertisement will be placed in the local paper one week in advance of this date.

The Committee will normally meet 6 days in advance of the Public Hearing date. Planning staff will write to land owners within 100 metres of the subject property at least seven days in advance of the Advisory Committee’s meeting date, informing them of the proposal and indicating how land owners may make comments on the proposal. Staff will prepare a report following receipt of comments from internal City and
Provincial departments and major utility providers. The report will assess the proposal against planning considerations, and will provide staff’s recommendations to the Committee. The Committee then reviews the report, and examines written comments and hears from the public and neighbouring land owners at a meeting. The applicant is also given the opportunity to address the Committee, explain their proposal in more detail, answer any questions the Committee may have, and respond to any comments received by the public. Finally, the Committee passes a recommendation, which is then forwarded to Common Council prior to the Hearing.

At the Public Hearing, Council will allow further opportunities for the applicant and the public to present their views. Following this, Council will debate the matter and may give first and second reading to the proposed by-law amendment if it is minded to approve the amendments proposed. Third reading will normally be given at the following Council meeting, after which the By-law amendment will be registered at the Saint John County Registry Office, completing the process. Through Section 39 of the Community Planning Act, Common Council may also apply conditions to the rezoning if appropriate (referred to as Section 39 conditions).

The exception to this rule is when applications include proposed amendments to the MDP. Before Council can schedule a Public Hearing, the Act requires Council to first advertise their intention to adopt an amendment to the MDP and allow for a period of at least 30 days for objectors to write in with their views. Council will consider the objections received, and decide to schedule the Public Hearing if they wish to consider in further detail the proposed amendment (taking into account written objections). The above process is then followed.

Generally, it takes approximately 3-4 months to complete an amendment to the MDP and 2 months to complete an amendment to the Zoning By-law. These processes can occur concurrently.

Council can initiate amendments to the MDP and ZBL. Indeed, any recommendations arising from this Study which propose to amend the MDP and/or ZBL will need to comply with the requirements set out in the Community Planning Act as highlighted above.
3. Land Ownership and Current Land Use

The Sandy Point Road Planning Study area contains a total gross land area of slightly more than 111.5 hectares (275.5 acres). The current ownership and land use is set out in this section. Following sections of the TBR will cover policy designations, natural features and infrastructure.

3.1. Land Ownership

The current land ownership of the Study Area is primarily divided into two types. These are shown on the Map 2 (City and Trust Land) and described below.

1. Lands held by The City of Saint John pursuant to an agreement with the Saint John Horticultural Association (marked in dark green). All lands held under this agreement are subject to legislation which gave the Association authority to establish “Gardens and a Park and Pleasure Resort” and to acquire lands for that purpose.

2. Lands acquired by the City the use of which is not subject to the Horticultural Association’s legislation. Common Council may direct the use of these lands as it chooses subject to its own current land use enactments.

It should be noted that land has been sold in the past for residential development. Using property files dating back to 1979, the following transactions have occurred:

- 1345 Sandy Point Road – lot created by the City in 2009 for sale as a residential lot.
- 1375 and 1385 Sandy Point Road – lots created by the City in 2007 for sale as residential lots.
- 1683 Sandy Point Road (unmarked) – lot created by the City in 2005 for sale to adjoining neighbor (at 1687 Sandy Point Road).
- A number of small parcels of land were acquired from land owners between 1295-1965 Sandy Point Road in relation to road improvements in 2004.

3.2. Current Land Use

The study area is largely undeveloped and not used, with the exception of the Rockwood Park Golf Course, Aquatic Driving Range, Cherry Brook Zoo, and Aliant cell phone towers – see Table 1 below and Map 3.

There is a trail head and trail used to access the wider trail network for Rockwood Park at the northern end of the study area, and Dark Lake Road is an unpaved public road which serves a few houses at its end. A large sign indicating the location of the former Peacock’s Garden Centre exists at the corner of Sandy Point Road and Samuel Davis Drive. The remaining part of the Study Area is comprised primarily of vacant land covered by forest, although some scrubland exists on land leading to Harrigan Lake, where substantial fill was deposited during Municipal Services works in the area. Much of this land is not readily accessible by the public, and serves no active recreational purpose.
Scrubland also exists in the Study Area in area near the intersections of Sandy Point Road with University Avenue, Samuel Davis Drive and Peacock’s Lane (private). This is also primarily vacant.

NB Power has an electricity corridor that crosses part of the study area. A high-pressure natural gas pipeline also runs along the same corridor.

Table 1 – Current Land Use in the Sandy Point Road Planning Study Area

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Hectares in Use (Rounded)</th>
<th>Percentage of Total Area of the Plan Area</th>
</tr>
</thead>
<tbody>
<tr>
<td>Residential</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Commercial</td>
<td>42.58</td>
<td>38.2</td>
</tr>
<tr>
<td>Recreation</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Utility</td>
<td>1.19</td>
<td>1.1</td>
</tr>
<tr>
<td>Informal Park Land</td>
<td>67.7</td>
<td>60.7</td>
</tr>
<tr>
<td>Total</td>
<td>111.5</td>
<td>100</td>
</tr>
</tbody>
</table>

3.3. Surroundings

Most of the private land which abuts the Study Area is used for single-family residential, some of which are serviced smaller lots; others are larger and have private services provided on-site by the owner. The former Peacock’s Garden Centre property is a land-locked property located off Peacock’s Lane, with a private right-of-way to Sandy Point Road being the only vehicle access to the property. Some of the buildings still remain on this property, along with two dwellings. Two houses are located at the end of Dark Lake Road.

A garden centre is located across Sandy Point Road from the study area in the block formed by that Road, University Avenue and Samuel Davis Drive, with high density apartment and town house development under construction in this area at this time. A new, larger residential subdivision, called Fieldstone Estates, is currently being developed on the northern side of Foster Thurston Road near Cherry Brook Zoo.

Hazen White/St. Francis School is located nearby to the southern end of the Study Area, and serves as the elementary school for the area. There are a number of residential properties located on the southern side of Sandy Point Road, some of which abut City-owned land, as well as one dwelling located on the northern side of Sandy Point Road in this area.

The former Howes Lake Landfill is located near to the intersection of Sandy Point Road and Samuel Davis Drive. It has been capped, but still influences the area’s land uses.

3.4. Character Areas

Whilst not formally designated, the land uses in the Study Area appear in several distinct character areas:
Character Area 1: The most developed, ‘semi-urban’ area between the Aquatic Driving Range and Cherry Brook Zoo;

Character Area 2: The ‘semi-urban’ area across in the portion of the Study Area between Samuel Davis Drive and the Tucker Park Road; and

Character Area 3: The undeveloped ‘rural’ forested areas along Sandy Point Road between Samuel Davis Drive and residential development near Hazen White/St. Francis School.

Another Character Area (4) appears near Hazen White/St. Francis School, although this is similar to Character Area 1, but contains more intensive development immediately abutting the Road.
4. **Future Land Use and Current Zoning of Study Area**

All of the land within the study area presently has a land use designation imposed on it by the MDP and ZBL. The current designations of this land are as follows:

4.1. **Future Land Use – Municipal Development Plan**

The Future Land Use Map (FLUM) (Schedule 2-A) of the MDP identifies the present and intended future use of all land within the City Limits. The Map is the product of public debate and discussion that took place prior to its original adoption in the early 1970’s as well as subsequent reviews. The FLUM contains a number of designations for various land use including:

- Three different urban residential designations:
  - Low Density Residential (up to 38 dwellings per hectare in a neighbourhood);
  - Medium Density Residential (between 38 and 75 dwellings per hectare in a neighbourhood); and
  - High Density Residential (up to 188 dwellings per hectare).
- Regional, District and Neighbourhood Centres (for commercial development);
- Service Corridors;
- Transportation uses (e.g. Port lands);
- Two industrial designations (light and heavy);
- Business Parks;
- Major Institutional;
- Open Space; and
- Rural (which, among other things, allows for up to 2 dwellings per hectare).

Map 2 details the Future Land Use designations presently appended on lands within the study area. The FLUM designates the majority of the land within this subject area as *Open Space*; a small portion of it is designated *Low Density Residential*. Each designation is reviewed below.

**Open Space Designation**

The purpose for designating particular land as ‘Open Space’ is one of the following:

- to preserve significant scenic, environmental and wildlife habitat areas;
- to provide recreation and parks: to ensure sufficient space for programs and facilities;
- optimum use of waterways and shores;
- develop an integrated system of parks and open spaces;
- to provide for management of water bodies, shore lines and flood places; and
- for other large scale public and private open spaces, such as cemeteries.

For land held in public ownership, it states that it should only be used for parks and recreational facilities either natural or man-made necessary to satisfy the active and passive recreational needs of the population such as:

- Local, district or regional parks;
- Conservation areas, watersheds; and
iii) Playgrounds, swimming pools, communities centres, commercial recreation, etc

The MDP recognizes that some of the land may be in private ownership, and sets out advice in respect of that land, be it acquiring the land for open space purposes or allowing it to be redesignated.

In 2005, Council approved an amendment to the Plan to redesignate part of the land within the study area as Low Density Residential (see below for more details). The residential land use designation signifies that these lands can be used for a variety of land use, so long as the density of the area does not exceed 37 dwellings per hectare. In addition, other compatible uses such as local commercial or service operations, parks and open space, and institutions would also be permitted. Properties between 1295 and 1711 Sandy Point Road have this designation, as shown in Map 2. In all, 5.9 hectares or 5.3% of the gross land area of the Study Area is presently designated Low Density Residential.

It should be noted again that the purpose of the Sandy Point Road Planning Study is to review the application of the City’s existing land use policies on the lands in the Study Area both in the MDP and ZBL. If necessary, the Plan can be revised and refined according to Council’s current policies and decisions, subject to following the procedure outlined in the previous section of this report. Therefore, the present land use designations appended to lands within the study area are identified for information purposes at this time. The policy directions recommended in the Study Area may or may not diverge from Council’s current policy, or the policy in the MDP or ZBL.

4.2. Current Zoning Designations — Zoning By-law No. 110

The current zoning designations placed on the land within the Sandy Point Road area were originally imposed in 1983, with the adoption of the latest Zoning By-law. The designations are reviewed below, along with any subsequent changes. Map 5 shows the zoning designations in the area.

The “P” Park in the ZBL is generally intended to keep the land open, and permits a limited range of land uses to achieve this end. Permitted uses in the Park Zone include community centre and grounds, public parks and playgrounds, recreational uses, one-family dwellings, and home occupations. A number of other uses are identified as conditional use in this zone and require Planning Advisory Committee’s explicit permission, subject to terms and conditions as may be imposed (referred to as conditional uses). These include: cemeteries; commercial recreational facilities (e.g. golf, boating, swimming, skiing, but not automobile racing); uses considered secondary to primary uses (e.g. to a park, playground or commercial recreation uses) such as a restaurant or refreshment pavilion; farming (but not keeping of livestock or fowl); and wood lots. Accessory buildings may also be permitted subject to other sections of the ZBL.

As referred to above, Common Council amended the MDP for the properties between 1295 and 1711 Sandy Point Road. At the same time, Council also rezoned the same
strip of land from the “P” Park zone to “R-1A” One Family Residential, which permits the following: a one-family dwelling, a group home, secondary use, kindergarden/nursery/day care centre for not more than six children, a park or playground and a home occupation. A kindergarden/nursery/day care centre for more than six children is a conditional use in this zone. The application was initiated by the City.

4.3. **Wider Policy Context**

In assessing the future land use of the study area, it is important to understand the current planning policy designations of the surrounding area as set out in the MDP and the ZBL.

**MDP Designations**

The surrounding community’s designation is primarily open space or residential in nature. The Open Space designation is appended to areas in and around Rockwood Park. Across Sandy Point Road from the study area land is designated as Low Density Residential, except for the following:

- **Medium Density Residential** areas on the south side of University Avenue and near to Hazen White St Francis School and Taylor Avenue;
- **Major Community Facilities** at the University of New Brunswick, Saint John Campus and Saint John Regional Hospital; and
- **Unserviced Residential** at Cranberry Hill.

In addition, a Neighbourhood Centre is designated at the corner of University Avenue and Sandy Point Road, which allows for limited commercial development to serve the local community. These designations are also shown on Map 4. Any revisions to this would be required to follow the normal procedure for amending the MDP and the ZBL.

**Millidgeville Secondary Plan**

The area on the western side of Sandy Point Road north of the NB Power electricity corridor is covered by the Millidgeville Secondary Plan, most recently adopted by Council in January 2006 but its origins date back to early 1989. This plan forms part of the MDP, and provides more details on how the MDP policy should be implemented in this area. The adjoining land to the study area is defined as Development Area F: Sandy Point Road, which covers the area between Kennebecasis Drive and University Avenue along the western side of Sandy Point Road. This land is mostly steep land, characterized by a few residences, mixed forests and shrubland. The Plan indicates that development should be deferred to the medium/long-term in the absence of services, but that it would be most suited for Intensity 3 residential development. This consists of primarily executive style, one-family dwellings on large lots, not to exceed a density of seven dwellings per hectare. In the near future, the Plan indicates that development should only take place on approved lots.

It recommends that no public open space is required in this area given the proximity to Rockwood Park. However, it indicates that a special purpose open space between
Rockwood Park and the ferry terminal should be provided for a continuous walkway system between those two recreation points.

4.4. **Recent Development Changes**

The following is a list of recent changes to the planning policy context within or near to the Study Area, as these may provide a trend as to how the area may be developed in the future. Other changes, such as subdivisions, have occurred in this area, but are always carried out in compliance with planning policy and therefore not reported here.

**Within the Study Area**

- **1671 Sandy Point Road** –
  On January 18, 2009, North Star Holdings Ltd applied (with Common Council’s consent as the City is the landowner) to amend the ZBL to redesignate a portion of this property from “R-1A” One Family Residential to “RM-2” High Rise Multiple Residential. The application was withdrawn prior to consideration by Common Council.

- **1313-1711 Sandy Point Road** –
  On March 29th 2005, Common Council redesignated 15 properties along Sandy Point Road from Open Space to Low Density Residential on the FLUM (Schedule 2A of the MDP). At the same time, Common Council also rezoned these properties from the “P” Park zone to “R-1A” One Family Residential zone. No one attended the Public Hearing in support or against the proposal, and no letters were received.

**Study Area Surroundings**

- **1060 Sandy Point Road** –
  On September 2, 2008, Common Council has rezoned this property from “B-2” General Business zone to “RM-2” High Rise Multiple Residential zone, subject to Section 39 conditions. This application superceded the previous rezoning applications (see following Bullet Point). No one attended the Public Hearing in support or against the proposal, and no letters were received.

- **1050-1060 Sandy Point Road** –
  On April 28, 2008 the same property was rezoned from “B-2” General Business, “TH” Townhouse “R-1A” One Family Residential, and “RM-2” High Rise Multiple Residential to “B-2” General Business, “RM-2” High Rise Multiple Residential and “TH” Townhouse, subject to Section 39 conditions.

- Other rezonings have been approved on 1050-1060 Sandy Point Road in the past, but are superceded by the latest amendments set out above.

- **1298 Sandy Point Road** –
  In 1985, Common Council amended the MDP to redesignate a property located at 1298 Sandy Point Road from (then) ‘Stage 1’ area to the ‘Unstaged’ area, and also to rezone the property from “RS-2” One and Two Family Suburban Residential to “RR” One Family Rural Residential to enable a residential subdivision to occur. This area is now referred to as Cranberry Hill Estates.
4.5. **Historical Policy Documents**

Two area specific master plans have been prepared on behalf of the City of Saint John in the past (in the 1960's and then 1980's) that indicate how the Study Area should be developed in the future. Details of proposals in each plan are described below.

- The ‘Rockwood Park Development Plan: City of Saint John Centennial Project’ report prepared by Acres Atlantic Limited in 1966. The Study Area was primarily designated a natural park reserve area with limited vehicular access, providing trails over the rugged terrain with heavy tree cover.

  The report also recommended that Harrigan, Crescent and Long Lakes could be enlarged, with the depth increased to allow for a greater potential for fishing, and a new camping area could be established near Harrigan Lake. It acknowledged that the then working Howes Lake landfill influenced much of the recreational potential of nearby land, rendering it unsuitable. The University of New Brunswick had potentially planned expansion into the Howes Lake area to develop sports fields, and it may have included land within the Study Area.

  The southern part of the Study Area would be used as access for the then proposed ski-hill/lift.

- The ‘Rockwood Park: Planning and Feasibility Study’ prepared by Marshall Macklin Monaghan and Mott, Myles and Chatwin Ltd on behalf of the City of Saint John in 1987-1988. In this plan, the Study Area was designated as part of the ‘Recreation and Culture Zone’, which extended to include Fisher Lakes and the central part of the most developed areas of the park. The exception to this is the southern extremity of the Study Area, which was considered part of the ‘Conservation and Wilderness Zone’.

  The Recreation and Culture Zone was to meet the cultural and recreational needs of the residents and visitors to Rockwood Park, and to become a more ‘people place’. In this respect, it was to become more manicured/’park-like’. The proposed development focused around Fisher Lakes, and included a destination campground area; the relocation of Cherry Brook Zoo to near Fisher Lakes; adding an Interpretive Education Centre, to be located alongside the relocated Zoo; and an Indoor Games Complex, to be located near Crescent Lake. All of these facilities would then create a critical mass of outdoor recreation facilities, it suggested. With this plan, the existing Cherry Brook Zoo site would be redeveloped into a picnic area and staging area for winter activities. It also indicated that a Sandy Point Road Bicycle Trail should be developed to connect Millidgeville with the park.

  In the Conservation and Wilderness Zone, the plan proposed to re-establish the ski activity centre near the Study Area’s boundaries, among other things.

Neither Policy Document refers to residential development occurring along Sandy Point Road, although this has since occurred. It is not known whether the second document
superceded the first. However, Recreation and Leisure Services is the primary department responsible for implementing recommendations and projects arising from these reports, and has focused on delivering projects in the area around Lily and Fisher Lakes. It is unlikely recommendations elsewhere will likely come forward in the near-term due to financial and other constraints.
5. **Natural Features Inventory**

The Study Area is largely undeveloped at the present time with the exception of Cherry Brook Zoo, the Rockwood Park Golf Course, the Rockwood Park Aquatic Driving Range, and the Saint John Energy/NB Power Right-of-way. The remainder of the land area is generally wooded, although some parts are scrub land as they have been cleared for storage of material or for other reasons. There is no current information indicating that there are any locally or regionally significant environmental features; however, any environmental features will be factors in determining the future land use of the area. These natural features include topography, watercourses and watersheds, soils and trees. Prominent natural features in the Plan Area are illustrated in Map 6a.

5.1. **Topography**

The study area is located east of the Saint John River and south of the Kennebecasis River. Contours are illustratively shown on Map 6b.

Generally, the study area is relatively rugged land, sloping downwards away from Sandy Point Road in the area north of the Golf Course. A small dip is located near Cherry Brook Zoo. Land between the Aquatic Range and the intersection between Sandy Point Road and Samuel Davis Drive is relatively flat, with rocky hills located east of Sandy Point Road. A flat marshland area is located near Crescent Lake, and a hill leading to the Golf Course. Land between Samuel Davis Drive and the southern extremity of the Study Area is rugged land primarily composed of rising land, with the exception of land around Patterson’s Brook.

5.2. **Waterbodies and Watercourses**

There are a number of significant water bodies located within the study area, as well as a few smaller water features. These are shown on Map 6a.

The primary features include two large lakes: Crescent and Harrigan Lakes, as well as three small lakes in between these lakes which are associated with the Rockwood Park Golf Course. It appears the lakes are unconnected over ground.

Two other lakes are located near to the study area: Mayflower Lake borders onto the study area from inside Rockwood Park, and Howes Lake is located on the opposite side of Sandy Point Road near the intersection of the Road with Samuel Davis Drive.

Patterson’s Brook runs from Crystal Lake through Rockwood Park and crosses Sandy Point Road near to Peacock’s Lane close to the southern end of the study area. It is piped from near Hazen White/St. Francis School to the Saint John River. There is some marshland in the study area, all of which is adjacent to the two large lakes referred to above.

Development in the Study Area would be subject to a number of environmental considerations. Diversion of the watercourses should be avoided if possible. Bank
stability should be maintained by keeping existing bank vegetation intact as much as possible. Erosion and siltation of the waterbodies should be avoided.

5.3. **Geology and Tree Cover**

The New Brunswick Department of Natural Resources’ Minerals and Energy Division mineral aggregate resource inventory identifies the bedrock in the Study Area as primarily Ashburn formation of sedimentary rocks, with some plutonic rocks, according to the Bedrock Geology Service of New Brunswick. It is made up of sandstone, red shale and conglomerates between the Golf Course and Harrigan Lake, igneous rocks including granites between Crescent Lake and Mayflower Lake, limestone and dolomites near Peacock’s Lane and granite at the southern end of the Study Area. Some bedrock outcrops exists, although these have not been specifically mapped.

The majority of the Study Area is wooded, with the exception being the Golf Course, some shrubland near Crescent Lake and development associated with other recreation facilities (e.g. Cherry Brook Zoo). A study prepared for the Leisure and Recreation Department 2005 recorded the area as predominantly comprised of softwood trees, primarily spruce but other species as well. There are some areas within the study area that are predominantly hardwood trees, with the dominant species being white birch. Overall, 13 species were found in Rockwood Park as a whole.

5.4. **Environmentally Significant Areas**

An inventory of environmentally significant areas is maintained by the Nature Trust of New Brunswick. There is an environmentally significant feature potentially located within the Study Area. Green Spleenwort (*Asplenium Viride*) can be found on the southwestern bluffs of Harrigan Lake. Any development which takes place in this area should not impact upon the Spleenwort.

There is one known area which is nearby to the Study Area: Howe’s Cave. This is located on private land near the southern end of the Study Area. Another cave, Harbells Cave, is located near Fisher Lake east of the southern end of the Study Area. Precambrian and Cambrian era rocks are exposed in areas around University of New Brunswick land nearby.
6. Utility Services

6.1. Municipal Water System

The basic purpose of a water system is to provide consumers with potable water in sufficient quantity and pressure to meet their needs at a reasonable cost. In addition to household requirements, there is a need for sufficient water at a quantity and pressure to provide fire-fighting capabilities.

The developed land surrounding the Study Area is mostly serviced by municipal water, with the exception of parts of the Study Area between approximately Hazen White/St Francis School and the Rockwood Park Golf Course (See Map 7).

In terms of capacity, it is unknown the capacity of water draw in this area to accommodate future development.

Services from Rockwood Park Golf Course to Cherry Brook Zoo, which were installed in the mid-2000s, can handle flows required for 10,000 people (which equates to approximately 4,800 units (assuming the average household contains 2.3 persons, which was the average in Saint John in the 2006 Census. There are currently 173 dwellings currently drawing from the system now, leaving an available capacity of approximately 4,627 dwellings. The system was installed with services with laterals to individual properties being made available to existing properties along Sandy Point Road. Existing dwellings are not required to connect to the system, although some have chosen to (with financial assistance from the City). All new development in the area must be connected to municipal services.

It was also designed to enable the construction of a water holding tower near Cranberry Hill Estates, which would be designed to assist in providing municipal water services to the area in the long-run. The time table for this tower is dependent on the pace of development in the area.

This system, along with the sewer system, was installed at a cost of approximately $5.6 million in the Sandy Point Road area. Council has imposed a lot levy of $4,428 per unit on development in this area to assist in cost recovery for the installation of this system, and this will be applied to any development which will receive benefit as a result of the installation of the services (i.e. that would not have come forward without appropriate servicing capacity being available). To date, this levy has been applied to approved subdivision developments at Fieldstone Estates and True North Lane.

In the surrounding area, services are currently being extended on the south-side of University Avenue close to Sandy Point Road for the development taking place there (at Arlington Crescent), and could be brought through intervening properties (via easements) to provide service between the Aquatic Driving Range and the intersection of Sandy Point Road and Samuel Davis Drive, if required (subject to capacity).
6.2. Municipal Sanitary Sewer System
The sanitary sewer system collects domestic, commercial and industrial waste and then, after treatment, releases it into the environment. The developed land surrounding the Study Area is serviced with sanitary sewer (see Map 7), except for a portion between the Rockwood Park Golf Course and residential development near Hazen White/St. Francis School. The latter area is serviced by a combined storm water and sewer pipe, and, pursuant to City policy, no additional flows can be added to this system until sanitary sewer and storm water is separated. This is anticipated to occur in the next two years.

6.3. Storm Water Management
As noted above, there are a number of lakes, as well as one watercourse, which are located in or traverse the Study Area.

The water bodies and watercourses in the area present options for storm sewer drainage. A more detailed analysis of the topography and natural features of the site will be undertaken as required. The analysis will determine if the storm water management needs of the Study Area can be accommodated by nearby water bodies; indeed, during the servicing improvements by the City (as noted above), a short storm water system was installed at 1671 Sandy Point Road which drains water to Harrigan Lake. Along the road, it is primarily a ditch and culvert-based system, which eventually drains to existing pipes or nearby watercourses/bodies.

6.4. Saint John Energy
Electrical power for the Saint John Area is provided by Saint John Energy. The power grid relies on a combination of high and low voltage lines that bring power into Saint John from NB Power generating stations and distribute this power to users.

Saint John Energy has indicated that it has overhead services along the majority of the Study Area which could be connected to any future land uses as necessary. They will work with any proposals to provide energy as necessary.

There is a high-voltage electrical transmission line running east-west across part of the study area, just south of Patterson's Brook.

6.5. TeleCommunications
BellAliant Telecom has indicated that it will work with Saint John Energy in respect of the provision of telecommunication facilities. They also have cellular phone broadcast towers in the area, which would need to be maintained. Access is required at all times.

6.6. Natural Gas
Brunswick Pipelines has a major, high-pressure gas pipeline running east-west through part of the study area, along a similar route of the high-voltage electrical transmission line.

There are no known local gas transmission lines in the study area.
7. Transportation System

The transportation system within and adjacent to the Study Area is an important consideration in determining the appropriate future land uses of that area. In addition, appropriate connections to the existing street network are necessary to connect the area with the rest of the city. The purpose of this section of the TBR is to inventory the existing street network that may be impacted by future development in the Study Area and determine the ability of these streets to accommodate additional traffic volumes.

7.1. The Street Hierarchy

Streets in the City of Saint John are classified in the MDP into a hierarchy based on their design characteristics and intended function. Generally, there are four classes of streets: highways, arterial, collector and local streets. Following is a brief definition of the four street types:

Highways are controlled access divided roadways with the primary function of carrying traffic either through the city or from one part of the city to another as quickly and efficiently as possible. Highways do not provide direct access to property in most instances. Intersections between a highway and other streets are normally accommodated without interrupting traffic flow through the use of on and off ramps.

Arterial Streets are roadways that are primarily designed to accommodate large volumes of traffic and move it from one part of the city to another at medium to high speeds. Right of way width for arterial streets is generally a minimum of 26 metres with a paved street width of at least 11 metres.

Collector Streets are roadways that equally accommodate traffic movement and access to property. Generally, collector streets pick up traffic from local streets and distribute the traffic to arterial roads. Collector streets do provide access to property ranging from low density residential land uses through to medium density residential development, commercial, industrial, and institutional land uses. Right of way width for collector streets is generally a minimum of 20 metres with a paved street width of 11 metres.

Local Streets are minor roadways with the primary function of providing access to property. Local streets generally carry low volumes of traffic at relatively low speeds. Right of way width for local streets range from as little as 15 metres for minor cul de sacs to 20 metres depending on the anticipated function and traffic volume for the street. The paved street width of a local street is generally between 7.5 and 11 metres.

7.2. Street Network

The existing street network in the Study Area is primarily dependent on the use of three major collector road systems (see Map 8). The majority of traffic in the Study Area must utilize the following collector roads:
1. Sandy Point Road itself, leading to Mount Pleasant Avenue, Highway #1 and Crown Street;
2. Samuel Davis Drive, leading to Churchill Boulevard and Somerset Street; and/or
3. Foster Thurston Drive/Ashburn Lake Road.

These routes carry traffic across the Study Area and from the Area to Uptown Saint John, Highway 1 (to wider areas), and elsewhere in the Region and beyond.

In addition, University Avenue and Kennebacasis Drive are nearby collectors which can be used to access Millidgeville and the ferry crossing to the Kingston Peninsula.

A number of local roads intersect Sandy Point Road in the Study Area, primarily Tucker Park Road, Cranberry Hill, Fieldstone Drive and Dark Lake Road. Map 8 shows the extent of the road network.

One private right-of-way also appears as a local street and intersect with Sandy Point Road: Peacock’s Lane.

There are no proposed streets in this area at this time. Improvements to Sandy Point Road were undertaken when services were installed in the area.

Traffic and Congestion

At present, there is no traffic volume data available for the study areas; however, the Department of Municipal Operations and Engineering has identified that there is some congestion reported at the intersection of Thurston Drive and Ashburn Road, particularly traffic turning onto Ashburn Road from south-bound Foster Thurston Drive. Furthermore, there is some congestion at the intersection of Drury Cove Road and Rothesay Road, particularly traffic turning left from Drury Cove Road onto east-bound Rothesay Road. Significant development in the study area may require improvements to this intersection to address the matter.

There may be other areas which may also be congested, but no information is available. Traffic studies may also be required as necessary.

7.3. Transit Services

Saint John Transit provides transit services to the Greater Saint John Area. The bus route number #22 Millidgeville was extended in August 2009 and now services a large part of the study area. Another bus services a small portion of the Study Area: #23 Crescent Valley. Map 8 shows the bus routes.

The #22 bus services Sandy Point Road along Tucker Park Road to Kennebacasis Drive (directional depending on time of day), with a number of stops dotted along the route. It runs every hour on Monday thru Friday during peak morning and evening rushes and connects directly to key employment and service centres in the area, including the centre of Millidgeville, Technology Drive, Landsdowne Place and Uptown Saint John.
Connections to the wider transit services can be made at various locations along the route, and the bus schedules are designed to make connections efficient.

The #23 Crescent Valley bus runs along Sandy Point Road between MacLaren Boulevard and Mount Pleasant Avenue (directional depending on the day), and has a frequent service Monday through Friday and a reduced service on Saturdays.
8. **Recreation and Open Space System**

The Millidgeville area of the City of Saint John has a number of existing recreational amenities and a number of other facilities have been identified which service this area, and these are detailed below and shown on Map 9.

8.1. **Existing Recreation Facilities beyond the Plan Area**

A number of public recreation facilities are located in close proximity to the Study Area, and this is summarized in the following table. The facilities within these spaces are also documented.

*Table 2 - Existing Public Recreation Facilities Near to Sandy Point Road*

<table>
<thead>
<tr>
<th>Park Key</th>
<th>Park Name</th>
<th>Facilities</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>Rockwood Park</td>
<td>Recreational Trails, Boating Lake, etc</td>
</tr>
<tr>
<td>B</td>
<td>Cherry Brook Zoo</td>
<td>Community Zoo</td>
</tr>
<tr>
<td>C</td>
<td>Rockwood Park Golf Course</td>
<td>Golfing Activities</td>
</tr>
<tr>
<td></td>
<td>and Driving Range</td>
<td></td>
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<tr>
<td>D</td>
<td>Tucker Park</td>
<td>Open Space</td>
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<td></td>
<td></td>
<td>Public Beach</td>
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<tr>
<td>E</td>
<td>Charles Gorman Arena</td>
<td>Hockey Arena</td>
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<tr>
<td>F</td>
<td>M. G. Teed School</td>
<td>Playing Fields</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Community Centre</td>
</tr>
</tbody>
</table>

8.2. **Proposed Recreational and Open Space Facilities**

There are no known proposals for recreational facilities in the immediate study area. However, the City is working on providing cycling trails in various parts of the City which will connect the trails in the study area with the wider community, and there are on-going improvements to the central/southern area of Rockwood Park which all residents of Saint John can access. The outcomes of this study are expected in Spring 2010, and may include proposals to improved recreational trails in or around the study area.

As noted above, the Millidgeville Secondary Plan indicates that a link between Rockwood Park and Tucker Park should be provided for when development along the western side of Sandy Point Road is developed, if ever. Any development in the study area should not prejudice this.