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20 April 2016  
@ 10:15 am

**BY-LAW 510  
A BY-LAW RELATING TO THE ADOPTION OF THE  
TOWN OF OROMOCTO MUNICIPAL PLAN**

**BE IT ENACTED BY:** the Council of the Town of Oromocto under the authority vested in it by the Community Planning Act, R.S.N.B. 1973, c.C-12, as follows:

1. A municipal plan setting out policies and proposals to guide future land use and development in the Town of Oromocto is hereby adopted. This document is entitled "The Town of Oromocto Municipal Plan" dated 17 March 2016, and attached hereto as Schedule "A", and includes the "Future Land Use Map" attached hereto as Schedule "B."

2. The Municipal Plan includes policy and proposal statements related to the following:

- Section 4.1 - Vision, Mission and Goals
- Section 4.2 - Conservation and Environment
- Section 4.3 - Development Concept
- Section 4.4 - Infrastructure
- Section 4.5 - Financial and Economic Considerations
- Section 4.6 - Implementation
- Appendix "A" - Community Survey Results
- Appendix "B" - Ten Year Capital Budget, 2016-2025.

I certify that this instrument is registered or filed in the County Registry Office, New Brunswick J'atteste que cet instrument est enregistré ou déposé au bureau de l'enregistrement du comté de Nouveau-Brunswick

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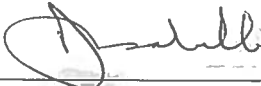
Robert E. Powell  
 Registrar/Conservateur

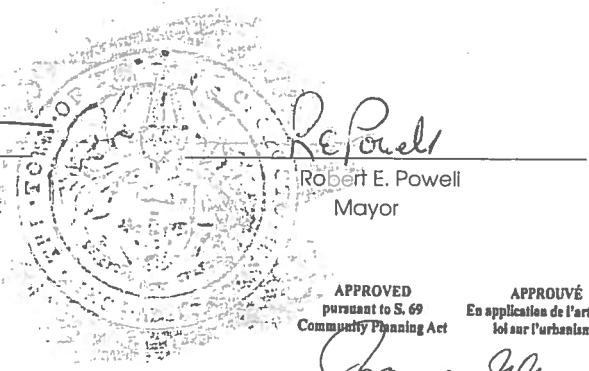
3. By-Law 410, and subsequent amendments By-Law 410-A, By-Law 410-B, By-Law 410-C, By-Law 410-D Schedule 'A', 410-E, 410-F, 410-G, 410-H, and 410-I are hereby repealed.

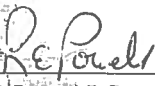
**READ FIRST TIME BY TITLE ONLY:** 21 January 2016

**READ SECOND TIME IN ITS ENTIRETY:** 19 February 2016

**READ THIRD TIME BY TITLE ONLY FOR ENACTMENT:** 17 March 2016

  
 Richard E. Isabelle  
 Chief Administrative Officer/Clerk



  
 Robert E. Powell  
 Mayor

APPROVED pursuant to S. 69 Community Planning Act APPROUVÉ En application de l'article 69 loi sur l'urbanisme

  
 for - Minister / pour le/la Ministre  
 Environment and Local Government  
 Environnement et Gouvernements locaux

April 14, 2016  
 Date

# TOWN OF OROMOCTO MUNICIPAL PLAN REVIEW

March 17, 2016 – By-Law 510, Schedule “A”

Canada's *Model* Town  
**OROMOCTO**

## **Town of Oromocto Municipal Plan**

Town of Oromocto Municipal  
Plan as approved by Oromocto  
Town Council., March 17, 2016



Prepared for:  
The Town of Oromocto

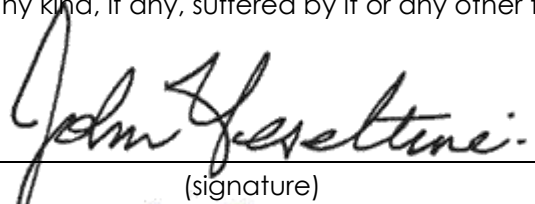
Prepared by:  
Stantec Consulting Ltd.  
with Trace Planning and Design

March 17, 2016

## Sign-off Sheet

This document entitled Town of Oromocto Municipal Plan was prepared by Stantec Consulting Ltd. ("Stantec") for the account of Town of Oromocto (the "Client"). Any reliance on this document by any third party is strictly prohibited. The material in it reflects Stantec's professional judgment in light of the scope, schedule and other limitations stated in the document and in the contract between Stantec and the Client. The opinions in the document are based on conditions and information existing at the time the document was published and do not take into account any subsequent changes. In preparing the document, Stantec did not verify information supplied to it by others. Any use which a third party makes of this document is the responsibility of such third party. Such third party agrees that Stantec shall not be responsible for costs or damages of any kind, if any, suffered by it or any other third party as a result of decisions made or actions taken based on this document.

Prepared by

  
(signature)

**John Heseltine, LPP MCIP**

Reviewed by

  
(signature)

**Lesley Cabott, RPP MCIP**

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TOWN OF OROMOCTO MUNICIPAL PLAN

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**19 February 2016**

**READ THIRD TIME BY TITLE ONLY FOR ENACTMENT:**

**17 March 2016**

*Richard E. Isabelle*

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Richard E. Isabelle, Chief Administrative Officer/Clerk

*Robert E. Powell*

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Robert E. Powell, Mayor

## Definitions and Abbreviations

In this Bylaw, the following terms have these specific meanings and, where applicable, acronyms:

“Active Transportation” (AT) means any form of human-powered transportation including walking, cycling, using a wheelchair, in-line skating, skateboarding, snowshoeing, and cross country skiing.

“Business Improvement Area” (BIA) means an area of land designated under the New Brunswick *Business Improvement Areas Act* within which a duly constituted Business Improvement Area Corporation may plan for the development of the area and pursue initiatives for its promotion and improvement.

“Census Agglomeration” (CA) means an area defined by Statistics Canada consisting of one or more adjacent municipalities centred on a population centre (known as the core) and having a core population of at least 10,000. Oromocto borders but is not part of the CA centred on Fredericton.

“Base Gagetown” (The Base) the area designated to house operational and support units of the 5th Canadian Division Support Base Gagetown within Oromocto.

“Department of National Defence” (DND) means the Federal department responsible for Canada's military and, therefore, for the 5th Canadian Division Support Base Gagetown.

“Dissemination Area” (DA) means the smallest standard geographic area for which all data is provided from the Census of Canada.

“Future Development” means undeveloped land designated for potential development.

“High Density Residential Neighbourhoods” are residential areas that predominantly consist of dwellings that accommodate more than four units per structure.

“Home Occupation” means a secondary use of a residential dwelling for business purposes.

## TOWN OF OROMOCTO MUNICIPAL PLAN

“Municipal Development Officer” is the person appointed by the Town of Oromocto in compliance with the *Community Planning Act* to administer the implementation of this plan and associated by-laws.

“Land for Public Purposes” means land for recreational or other use reserved for the enjoyment of the public.

“Low Density Residential Neighbourhoods” are residential areas that predominantly consist of single-detached dwellings and may be interspersed with 5% to 10% of two-unit, three-unit and/or four-unit dwelling units.

“North American Industry Classification System” (NAICS) means the industry classification system developed by the statistical agencies of Canada, Mexico and the United States to classify business establishments for the purpose of collecting, analyzing, and publishing statistical data related to the business economy in North America.

“Open Space” is undeveloped land or common areas reserved for parks, walking paths, or other natural uses.

“Planning Advisory Committee” (PAC) means a committee of Town Council established pursuant to Section 12 of the *Community Planning Act* and Town of Oromocto Bylaw 230 to advise on planning and development matters, and currently comprised of nine members two of whom are appointed from the Town Council and the remainder of which are appointed from the community at large.

“Regional Service Commission 11” (RSC) means the organization created by the Province of New Brunswick to deliver selected services to municipal units and local service districts in Sunbury County, including the Town of Oromocto, as well as substantial areas of York and Queens County.

“Residential Housing Unit” (RHU) means a military housing unit found on base (formerly known as “single quarters” and “Permanent Married Quarters” or PMQs).

“Trans-Canada Highway” (TCH) means the transcontinental federal-provincial highway system that travels through all ten provinces of Canada and through the Town of Oromocto, where it is also designated as New Brunswick Highway 2.

“Watercourse and Wetland Alteration” (WAWA) permit means a permit issued by the Province of New Brunswick to allow alterations within 30 metres of a watercourse.

## TOWN OF OROMOCTO MUNICIPAL PLAN

“Wastewater Treatment Plant” (WWTP) means a plant for the treatment of sewage (wastewater) prior to discharge to receiving waters, the current and proposed location of which in Oromocto is illustrated on **Figure 4-3** of this Municipal Plan.

“Water Treatment Plant” (WTP) means a plant for the treatment of water to ensure its suitability for human consumption, the current and proposed location of which in Oromocto is illustrated on **Figure 4-4** of this Municipal Plan.

“Watercourse” is the full width and length, including the bed, banks, sides, and shoreline, or any part of a river, creek, stream, spring, brook, lake, pond, reservoir, canal, ditch, or other natural or artificial channel, open to the atmosphere, the primary function of which is the conveyance or containment of water whether the flow is continuous or not.

“Wetland” is land that has the water table at, near, or above the land's surface, or which is saturated for a long enough period to promote wetland or aquatic processes as indicated by seasonally or permanently saturated soils and related vegetation, and various kinds of biological activities adapted to the wet environment.

## Executive Summary

### 1.0 A Plan for Oromocto

The Project Plan for this Plan Review was outlined in Stantec's proposal to the Town of Oromocto dated July 25, 2014. The proposal set out a five-phase approach to review the plan and create a revised document suitable for approval by the Province of New Brunswick. The phases were as follows:

- Phase 1 – Project Start-up
- Phase 2 – Background Research
- Phase 3 – Community Consultation
- Phase 4 – Final Municipal Plan
- Phase 5 – Municipal Plan Approval

This Municipal Plan is the final output of the project. The *proposed* document has been reviewed by the public through focus group sessions with community stakeholders and an open Public Workshop to review aspects of the plan and obtain feedback on proposed policies prior to submission of the Plan for approval by Town Council. The final plan was subsequently reviewed by the Town of Oromocto Planning Advisory Committee and approved by Oromocto Town Council in compliance with the New Brunswick *Community Planning Act* (R.S.N.B. 1973, c. C-12). It is now subject to final review and approval by the Provincial Minister of Environment and Local Government of New Brunswick.

### 2.0 Canada's Model Town

Oromocto's layout is based on an innovative urban community design by well-known McGill University professor, architect, and planner Harold Spence-Sales. In 1956, when Professor Spence-Sales designed the community, it was considered novel because the schools were placed in the middle of each neighbourhood and surrounded by green space, houses were situated on the outskirts, power lines were underground, and the military base was at the forefront. The town celebrated its 50th anniversary in 2006 and continues to thrive today.

## TOWN OF OROMOCTO MUNICIPAL PLAN

Oromocto very much reflects the planning ethos of the 1950s when Spence-Sales designed it. The suburban ideal was not questioned. Spence-Sales apparently told his students that the suburbs were the “cradle of civilization” and the notion of well-spaced urbanity that was the mid-twentieth century suburban ideal is well reflected in the town to this day.

Oromocto has had a Municipal Plan from its inception. Spence-Sales registered the Town’s first Municipal Plan Bylaw as Bylaw 3 under the Town of Oromocto Act on August 8, 1956. On the whole, comprehensive planning has served Oromocto well. It is a sound, prosperous, and attractive community. Although its population growth has stalled, declining household size has continued to encourage new housing development and new neighbourhoods continue to be added that reflect many of the positive features of the original Spence-Sales scheme. The commercial components of the town likewise appear sound. Although commercial centres are clearly car-oriented and in need of upgrading, they continue to serve community needs.

The preparation of a new plan for Oromocto required the engagement of the citizens of the town. It also required careful attention to the regional context of Oromocto, including the City of Fredericton and other neighbouring municipal units, the Gagetown Base, and Oromocto First Nation. Finally, it involved close collaboration with staff of the New Brunswick Department of Environment and Local Government to ensure their understanding of the document as it developed to ensure approval of their Minister of the Final Plan.

### 3.0 Growth and Change

Choosing a period on which to base a future projection for Oromocto is difficult. Continuation of the trends that the town experienced from 2006 to 2011 suggests substantial growth to more than 11,000 residents by 2031. Projections based on 2001 to 2006, on the other hand, resulted in an estimate of less than 7,000 in 20 years. Taking the longer term view and basing the projection on the extended period from 1996 to 2011 provides a more intermediate estimate of 8,320 in 2031, a decrease of 605 from 2011.

Two additional communities are located within the Town Limits of Oromocto that are not counted in the municipal population. First is Oromocto 26, the First Nation Reserve, second is Base Gagetown. Taking the Reserve into consideration, the town has more than 9,000 residents. The Government of Canada states that there is normally an additional 1,000 personnel training on the Base. During the summer training period this may rise to 5,000 people.

Oromocto, consequently, may typically have a population closer to 10,000 within its boundaries and may at times approach 15,000. The Town’s web site, furthermore, states that there are 25,000 people within 10 kilometers of Oromocto (including the

## TOWN OF OROMOCTO MUNICIPAL PLAN

town's own resident population), presumably taking into account areas such as Lincoln, Rusagonis/Waasis, Geary, Burton, Maugerville and Sheffield, as well as the nearly 9,000 town residents recorded by the 2011 Census.

### 4.0 Plan Policies

Plan policies describe the commitments of the Town of Oromocto concerning the development priorities and focus of the community to ensure a prosperous and diverse community in keeping with the Plan Vision:

*'Town Council will seek to encourage demographic, social, and economic growth, and at the same time enhance the natural and cultural features that define the community by ensuring that future development will enhance the quality of life in Oromocto'*

The policies are organized in **Section 4** of this document, **Plan Policies**, and fully satisfy the prescriptions of Section 23(5) of the *New Brunswick Community Planning Act*, which states:

23(5) A municipal plan shall contain

- (a) statements of policy with respect to
  - (i) the development and use of land in the municipality,
  - (ii) the conservation and improvement of the physical environment,
  - (iii) the control and abatement of all forms of pollution of the natural environment,
  - (iv) the development of communication, utility and transportation systems,
  - (v) the reservation and projected use of land for municipal purposes, and
  - (vi) the provision of municipal services and facilities, including
    - (A) sewage collection, treatment and disposal,
    - (B) water supply and distribution,
    - (C) garbage disposal,

## TOWN OF OROMOCTO MUNICIPAL PLAN

- (D) educational and cultural institutions,
  - (E) recreational facilities, parks, playgrounds and other public open spaces,
  - (F) fire and police facilities,
  - (G) cemeteries and crematoria,
  - (H) urban renewal,
  - (I) housing,
  - (J) preservation of buildings and sites of historical interest, and
  - (K) facilities for the provision of health and social services,
- (vii) the co-ordination of programmes of the council relating to the economic, social and physical development of the municipality, and
- (viii) such matters other than those mentioned in this clause as are, in the opinion of the council, advisable; and
- (b) such proposals as are, in the opinion of the council, advisable for the implementation of policies contained in the plan; and
- (c) subject to subsections (6) and (7), a five-year capital budget for the physical development of the municipality.

Following Section 23(6), referred to in subsection (c), specifies that the capital budget shall be revised annually and submitted to the Minister of Environment and Local Government, who is responsible for community planning within New Brunswick. Section 23(7) exempts these revisions from registration requirements that apply to the Municipal Plan proper.





## 1.0 A PLAN FOR OROMOCTO

This document was prepared by Stantec Consulting Ltd. with the assistance of Trace Planning and Design. It constitutes the Municipal Plan for the Town of Oromocto by updating and replacing all formerly adopted municipal plan by-laws. The Municipal Plan is written to provide general direction for the growth of the community and sets forth Town Council's long-term policies to guide all future land use within the Town.

### 1.1 LOCATION AND CHARACTER

The Town of Oromocto, shown on **Figure 1-1**, is in south-central New Brunswick, at a junction on the Trans-Canada Highway (TCH) between Fredericton and the principal highways to Saint John and Moncton. Oromocto is 22 kilometres southeast of the City of Fredericton and has the advantage of being only 5 kilometres from the Fredericton Airport. Oromocto is well positioned on the TCH, 180 km from the City of Moncton and 90 km west of the City of Saint John, a year-round seaport and major industrial centre.

Oromocto is a fortunate community. Its site at the confluence of the Oromocto and St. John Rivers, has boasted one of the largest military training bases in the Commonwealth since the 1950s. The Gagetown Military Camp opened in 1955. The expansion of the small village there at the time was carefully planned to complement Base Gagetown. Designed to be a "model town," it was considered to be at the forefront of such efforts in Canada, along with locations such as Richmond Hill and Nepean, Ontario, and Gander in Newfoundland.

The community planned and designed in the 1950s was largely confined to the area north of Restigouche Road, which now might be viewed as running roughly through the middle of the town. Oromocto, as planned, included a full range of land uses including residential, commercial, institutional, recreational, and industrial properties and structures. Base Gagetown was located on Department of National Defence (DND) Crown Land within the Town and encompasses a similar range of land uses.

Figure 1-1 Oromocto Location Map



Source Stantec Consulting Ltd.

# TOWN OF OROMOCTO MUNICIPAL PLAN

## A Plan for Oromocto

Since 1978, most residential development has occurred south of Restigouche Road on former undeveloped, wooded, and farmland property generally known as Oromocto West. The area, which encompasses approximately 400 hectares (960 acres) of municipal and privately owned land, is being actively developed. While the predominant land use is low density residential, some higher density development has also been accommodated as well as a significant area of non-residential uses between the Black Watch Avenue and the TCH, which encompasses the Town Hall among other important structures.

The previous version of this Municipal Plan was adopted in 2006. The proposed plan presented below continues many of the threads contained in the 2006 document. It recognizes, however, that Canada's population is aging and, while Oromocto remains relatively youthful because of the prevalence of military personnel in the community, the town is subject to this influence. Providing for housing types to retain and attract older residents is a leading thrust of this plan. Additional objectives include continued efforts to diversify the town's economy, enhance its infrastructure, and protect its environment, all of which were priorities of the previous plan.

## 1.2 PLAN REVIEW PROCESS

The Project Plan for this Plan Review was outlined in Stantec's proposal to the Town of Oromocto dated July 25, 2014. The proposal set out a five-phase approach to review the plan and create a revised document suitable for approval by the Province of New Brunswick. The phases were as follows:

- Phase 1 – Project Start-up
- Phase 2 – Background Research
- Phase 3 – Community Consultation
- Phase 4 – Final Municipal Plan
- Phase 5 – Municipal Plan Approval

During the Project Start-up phase, staff with Stantec and Trace visited the Town and met with senior municipal staff members. Stantec and Trace also interviewed Town Council members and leading stakeholders.

From the first phase on, the consultants maintained a Project Blog Site through which they shared the results of research and analysis as it was conducted.<sup>1</sup> The site also provided a platform for a community survey that reinforced many insights gained from interviews and other consultation initiatives. Project outputs, including a Background Report that resulted from research in Phases 1 and 2, and the draft Municipal Plan as it was progressively refined, were posted on the site after they were approved by Town staff.

Key public consultation events were the Building Oromocto Workshop, at which team members with Trace Planning and Development facilitated an exercise through which roughly 50 participants provided their ideas on the most effective ways to direct future development within the community. The consensus developed at the workshop, which is represented in **Figure 1-2**, provided the foundation for the

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<sup>1</sup> Town of Oromocto Municipal Plan Review, <https://planoromocto.wordpress.com/>

# TOWN OF OROMOCTO MUNICIPAL PLAN

## A Plan for Oromocto

development concept outlined in Municipal Plan policy at presented in **Chapter 4.0**, below. A final public consultation was a Public Open House held at the close of Phase 4 to present the draft Municipal Plan to the public and obtain their feedback.

### 1.3 FINAL APPROVAL

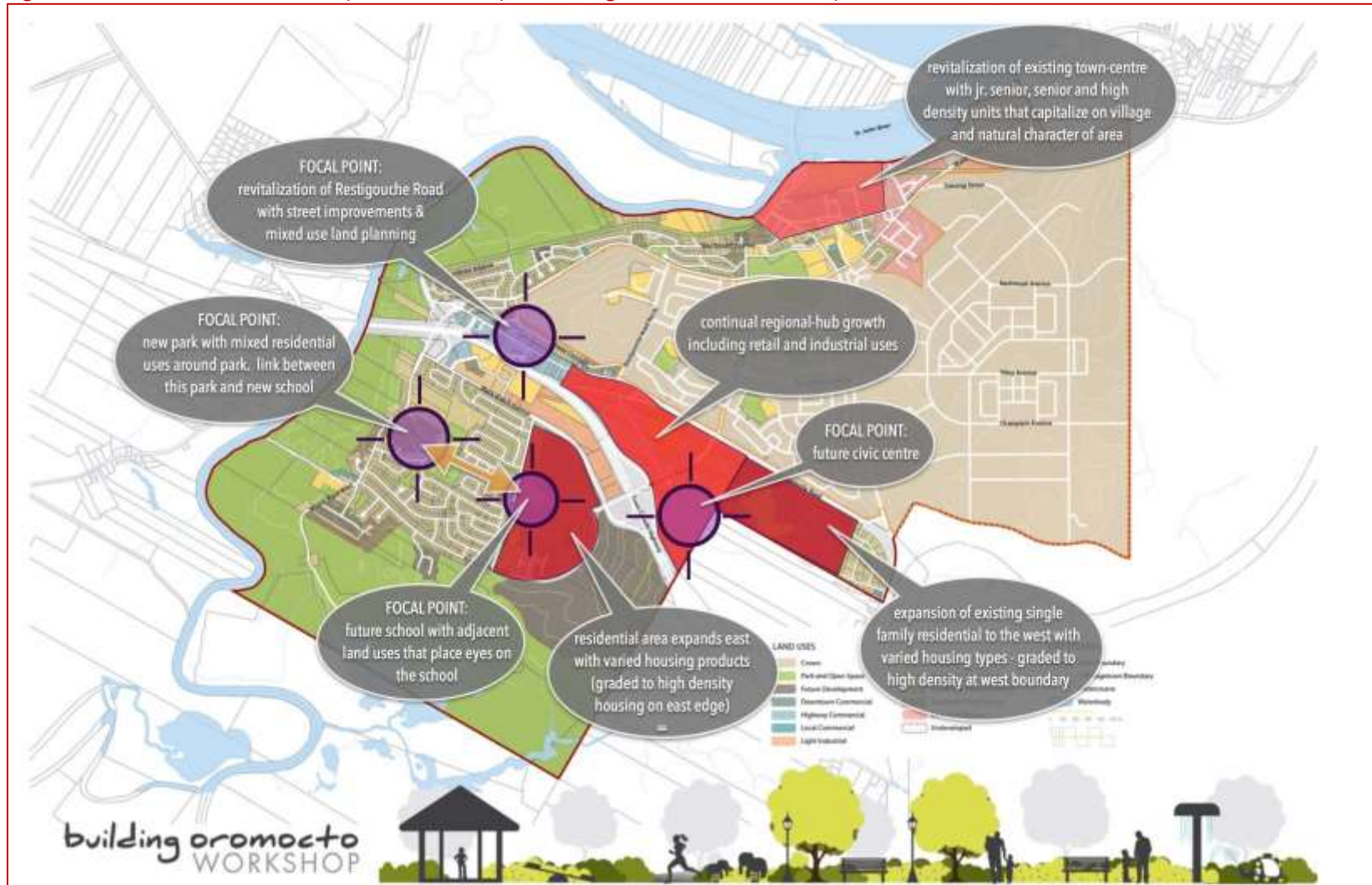
This document is the approved Municipal Plan for the Town of Oromocto. It has been reviewed by the Town of Oromocto Planning Advisory Committee and approved by Oromocto Town Council in compliance with the New Brunswick *Community Planning Act* (R.S.N.B. 1973, c. C-12). It is now subject to final review and approval by the Provincial Minister of Environment and Local Government of New Brunswick.

The Municipal Plan once adopted by Town Council and approved by the Province of New Brunswick will require changes to the Town's Zoning Bylaw, which will be undertaken separately. It will also require updating of the Town's Ten-Year Capital Budget pursuant to requirements of the *Community Planning Act* and may also result in changes in other areas such as the Town's Subdivision Bylaw and Development Plans. As such, the Municipal Plan is a critical document for the Town of Oromocto that will provide a framework not only for future development in the community but also for the achievement of broader community goals and for municipal practice over the ten years following its approval.

# TOWN OF OROMOCTO MUNICIPAL PLAN

A Plan for Oromocto

Figure 1-2 Land Use Development Concept, Building Oromocto Workshop, Town of Oromocto, 2015



Source Trace Planning and Design (note this concept is a generalization of ideas generated from the Building Oromocto Workshop and, while it has guided development of this Municipal Plan, it is not intended to represent the policy of the Town of Oromocto)

## 2.0 CANADA'S MODEL TOWN

The Town of Oromocto has a rich planning history. It was planned from its inception in the 1950s as the host to Base Gagetown. The current plan is the latest of several municipal plans developed and adopted by the Town to provide a framework for growth and change following the initial development of the community pursuant to its 1956 master plan – a document well known in Canadian planning circles that earned Oromocto its name as Canada's Model Town.

### 2.1 EARLY HISTORY

The Maliseet people have been present in the region around Oromocto for at least 4,000 years. The name Oromocto is derived from an aboriginal word (*wel-a-mook-took*) meaning "deep water." Long before the arrival of Europeans in the area, First Nations peoples maintained an extensive network of trails and canoe routes in Atlantic Canada. One of the most significant ancient trails used by the Maliseet First Nation was the collection of trail and waterway links that joined the St. John River system to the Passamaquoddy Bay near present day St. George, New Brunswick. This great Maliseet trail started at the mouth of the Oromocto River where it empties into the St. John River and was a key transportation and trade link to the coast. First Nations people remain an important component of the local population, particularly within the Oromocto Reserve, which is located within the limits of the current town.

The first European settlers in the vicinity of Oromocto were French-speaking Acadians, who were expelled by the British in 1758. The British were greatly augmented in the area by an influx of United Empire Loyalists who fled the American Revolution and its consequences beginning in 1776. In the

ensuing years, as the British developed forestry in New Brunswick to supply the Royal Navy, Oromocto became a shipbuilding centre, where 50 large vessels were built during the heyday of wooden ships from 1825 to 1875.<sup>2</sup>

### 2.2 THE PLANNED COMMUNITY

Oromocto went into a long decline after the demise of local shipbuilding in the late nineteenth century. It remained a small hamlet until the founding of Base Gagetown. The military presence stimulated the growth of Oromocto to become the fourth largest town in New Brunswick. The base remains the mainstay of the local economy, although the town also benefits from its position close to the City of Fredericton and straddling the Trans-Canada Highway (TCH).

Oromocto's layout is based on an innovative urban community design by well-known McGill University professor, architect, and planner Harold Spence-Sales. In 1956, when Professor Spence-Sales designed the community, it was considered novel because the schools were placed in the middle of each neighbourhood and surrounded by green space, houses were situated on the outskirts, power lines were underground, and the military base was at the forefront. The town celebrated its 50th anniversary in 2006 and continues to thrive today.

Professor Spence-Sales was engaged to develop a plan to lay out a town that would be sufficient to complement the

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<sup>2</sup> Oromocto River Watershed: Protection and Enhancement of the Oromocto River, <http://www.romoctowatershed.ca/about/history/>

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major military base being developed by the Government of Canada. Planners tend not to be famous other than to other planners, and Spence-Sales is certainly not a household name but he was well-known within Canadian planning circles in his day. Oromocto is probably his most prominent contribution to urban design in this country.

Oromocto very much reflects the planning ethos of the 1950s when Spence-Sales designed it. The suburban ideal was not questioned. Spence-Sales apparently told his students that the suburbs were the "cradle of civilization" and the notion of well-spaced urbanity that was the mid-twentieth century suburban ideal is well reflected in the town to this day.

While suburbia is not idealized today in the way that it was by many in the 1950s, sound suburban development has



Harold Spence-Sales (far right) was an academic and his students were probably more famous than he was. They included (L to R) Moshe Safdie, designer of Expo 67's Habitat, Canada's greatest architect, Arthur Erickson, and Peter Oberlander, the first person to receive a Masters in Urban and Regional Planning in Canada and the first head of the 1970s Ministry of State for Urban Affairs.

unquestionable merits and Oromocto has fortunately retained a good deal of Professor Spence-Sales' original work.

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The original plan for the Town of Oromocto drawn under the supervision of Professor Harold Spence-Sales.



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The plan certainly served its immediate purpose when it was drafted, which was to accommodate the huge influx of military personnel and their families expected with the establishment of Base Gagetown:

By the end of 1957 there may be 4,000 persons in Oromocto, by 1959 there should be 9,000, and by 1960 population is likely to reach 12,000. In addition, 3,500 single men will be stationed in Camp Gagetown and every summer 10,000 men will be in training.

Oromocto did indeed have 12,000 residents by 1960. The 1961 Census, in fact, recorded 12,170, reflecting a startling *annual* growth rate of 79.1% from 1956.<sup>3</sup> Thanks to the work of Spence-Sales and his collaborators, facilities that the many new community members needed were in place from the start and have served their successors well too.

In the longer run, many features of the plan have worked admirably for the town and its residents. Spence-Sales provided wide streets, and abundant parks and recreational spaces that are still a feature of the community. He also provided good pedestrian connections and made strategic use of traffic circles, putting Oromocto well ahead of many other communities that are only now developing trails systems and replacing traffic lights with roundabouts.

On the other hand, not every aspect of the plan was ahead of its time. Spence-Sales provided a railway station near the shopping centre within the Hazen Park area that he established as the town's centre as well as a hotel on the

opposite side of the shopping centre where it would have been very accessible to rail passengers. The railway, of course, is long gone and its track bed has been added to the community's trails network. The hotel/motel, which was a major feature of the original town centre, was demolished recently.

The development of the TCH in the 1990s provided an alternative for Oromocto. The Trans-Canada route cuts through the town. It is clearly an asset to the town and the military base. Its new location has however re-oriented the community making the public centre that Spence-Sales laid out near Hazen Park more of an internal feature of the town's layout.

The Days Inn, the town's new hotel, is on Brayson Boulevard, where it can be easily accessed from the highway. The Town Hall, which Spence-Sales envisioned as a key feature of his town centre, moved from MacDonald Avenue on the western edge of Hazen Park to Doyle Drive, which extends from Brayson Boulevard. The town's bold name on the back of the Town Hall is a landmark to highway travelers. Spence-Sales' plan did not contemplate development at all in the area around Brayson Boulevard, which is now known as the "Integrated Development Area", or on the lands to the south and west of the TCH, where Oromocto West continues to expand as the town's primary area for new residential development.

The evolution of the community is not surprising and does not discredit its initial plan. As society and technology change, communities necessarily adjust and regular plan reviews

<sup>3</sup> Wikipedia Article, Oromoto, <http://en.wikipedia.org/wiki/Oromocto>

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address this reality. The plan created by Professor Spence-Sales in the 1950s has provided a good foundation for a strong community. The railway station, the hotel, and other land uses that Spence-Sales provided for may not look like he envisioned them or any longer be where he proposed, or even exist within the community, but the professor would easily recognize his wide boulevards, generous parks, and tidy housing. His neighbourhoods around schools are a commendable model, his walkway system is well-used and likely to get more use, and his roundabouts function as well as when they were built.

The community has also adapted well to some of the things that did not transpire as Spence-Sales imagined. The rail line corridor and the railway station site are now occupied by public uses. Within a riverside park provided in the original Town Plan, the aforementioned trail has been developed in the former rail bed, along with a historic blockhouse, an attractive and well-used marina, a ballpark, and a water treatment plant. While the shopping centre by Hazen Park has not developed on the scale that Spence-Sales supposed, it has evolved into a more intimate neighbourhood centre that complements and is complemented by the public spaces on the river.

Key uses have moved to the Integrated Development Area closer to the town's current centre of gravity. Brayson Boulevard, and Doyle and Leger Streets in the Integrated Development Area are developing attractively where they are most visible to passersby and most accessible to visitors. The area contains many of the same elements as Spence-Sales' downtown, which the Municipal Plan designates as

the Hazen Park Business District. Adaptation to this shift and to other changes underway in the community is a key focus of the Municipal Plan policies presented in **Chapter 4.0** below.

## 2.3 MASTER PLAN TO MUNICIPAL PLAN

On the whole, comprehensive planning has served Oromocto well. The town is a sound, prosperous, and attractive community. Although its population growth has stalled, declining household size has continued to encourage new housing development and new neighbourhoods continue to be added that reflect many of the positive features of the original Spence-Sales scheme. The commercial components of the town likewise appear sound. Although commercial centres are clearly car-oriented and some areas are in need of renewal, they continue to serve community needs.

Spence-Sales' work was what planners call a master plan. It was a design for a community that laid out roadways and land uses that were built in relatively short order for an unquestioned need created by the establishment of Base Gagetown. A municipal plan is not the equivalent of a master plan. Whereas a master plan is intended to be a definitive statement of the physical components of an intended community, a municipal plan is a framework within which a variety of municipal intentions are declared to guide further community development.

Oromocto has had a municipal plan from its inception. Spence-Sales registered the Town's first Municipal Plan Bylaw as Bylaw 3 under the *Town of Oromocto Act* on August 8,

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1956. According to contacts in Oromocto interviewed during the plan review process, various communities in Canada copied the bylaw and many have consulted Oromocto about its planning approach over the years since.

Over subsequent years the Town has passed the following Municipal Plan documents:

- Bylaw 125 – circa March 1970
- Bylaw 146 – March 6, 1975
- Bylaw 237 – June 15, 1978
- Bylaw 254 – June 18, 1987
- Bylaw 301 – August 20, 1993
- Bylaw 410 – July 5, 2006.

The bylaws replace each other in succession. Bylaw 301, for example, was repealed to make way for Bylaw 410, the immediately previous Municipal Plan, and Bylaw 410 will be repealed and supplanted by this document.

The original bylaw of 1956 covered Burton (designated as Neighbourhood 2) and Haneytown (Neighbourhood 1) as well as the Town of Oromocto but the current plan applies only to the municipal town. Contacts interviewed as part of the consultation process for this plan also noted that Bylaw 35 entitled “A Control Scheme for the Town of Oromocto” was passed on February 16, 1961, as the first successor to

Bylaw 3, which Spence-Sales decreed should be reviewed within five years of its adoption.

While the municipal plans listed provide a framework for private development, it is important to recognize that the Town of Oromocto has had an ongoing proactive role in its development. All of the land that Spence-Sales planned for in the 1950s was expropriated and assembled by the Federal Government. It was then turned over to the Town, which has generally sold it to private interests for development. In the 1980s, the Town bought and assembled the land on which Oromocto West has been developed following similar procedures.

Oromocto West is a second demonstration of the Town's commitment to master planning. It was developed pursuant to a plan prepared in 1974 by the consulting firm CanPlan.<sup>4</sup> Like Spence-Sales' plan, CanPlan's work has served well, while missing the mark in some respects. The road network designed by CanPlan has largely been built but the consultants badly misunderstood the demographic trends of the day. Assuming continued population growth and large families, the document provided for no less than ten schools in the new portion of the community, in comparison to the generous eight built in the original town to the north and east of the current TCH corridor. None of the schools proposed for Oromocto West has ever been built because family sizes have declined precipitously and the eight existing schools positioned by Spence-Sales have proven

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<sup>4</sup> CanPlan Consultants Limited, *Oromocto Development Plan*, June 5, 1974. Notwithstanding its title, the document only addresses planning in the Oromocto West area.

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sufficient to accommodate students not only from the original area of the town but also from its extensive new area of residential development.

Because it is the dominant landholder within its limits, the Town of Oromocto continues to have a high degree of control over community development beyond its policies and zoning regulations. It has gradually subdivided area in the original town and Oromocto West, and has sold off land in the subdivisions it has created. Like most urban municipalities, the Town also controls development through its responsibility for water and wastewater service networks. All development in the community must be connected to these networks, which are planned, installed, and maintained by the Town, along with related treatment facilities, which are currently being renewed in collaboration with DND.

## 2.4 OROMOCTO TODAY

Oromocto grew quickly after its initial planning, fell back, and then fluctuated moderately to reach its present position. It remains a substantial community and an important contributor to the New Brunswick economy. According to DND, the Base alone contributes more than \$220 million to the local economy and more than \$500 million to the provincial economy annually.<sup>5</sup> Other businesses and activities within the town unquestionably augment this contribution.

<sup>5</sup> Canadian Army, "5th Canadian Division Support Base Gagetown," <http://www.army-armee.forces.gc.ca/en/5-cdsb-gagetown/index.page>, accessed September 1, 2015.



Harold Spence-Sales positioned the Town of Oromocto along the banks of the Oromocto and St. John Rivers. The bulk of the land directly abutting the river was reserved for park and open space (**Figure 2-1**). Although Oromocto is not subject to the same severity of flooding as many other communities in the St. John River Valley, the reservation of riverfront land avoided the regular flood damage that is suffered elsewhere (see **Figure 2-3**, below, for the extent of flood zones and limits of past major floods).

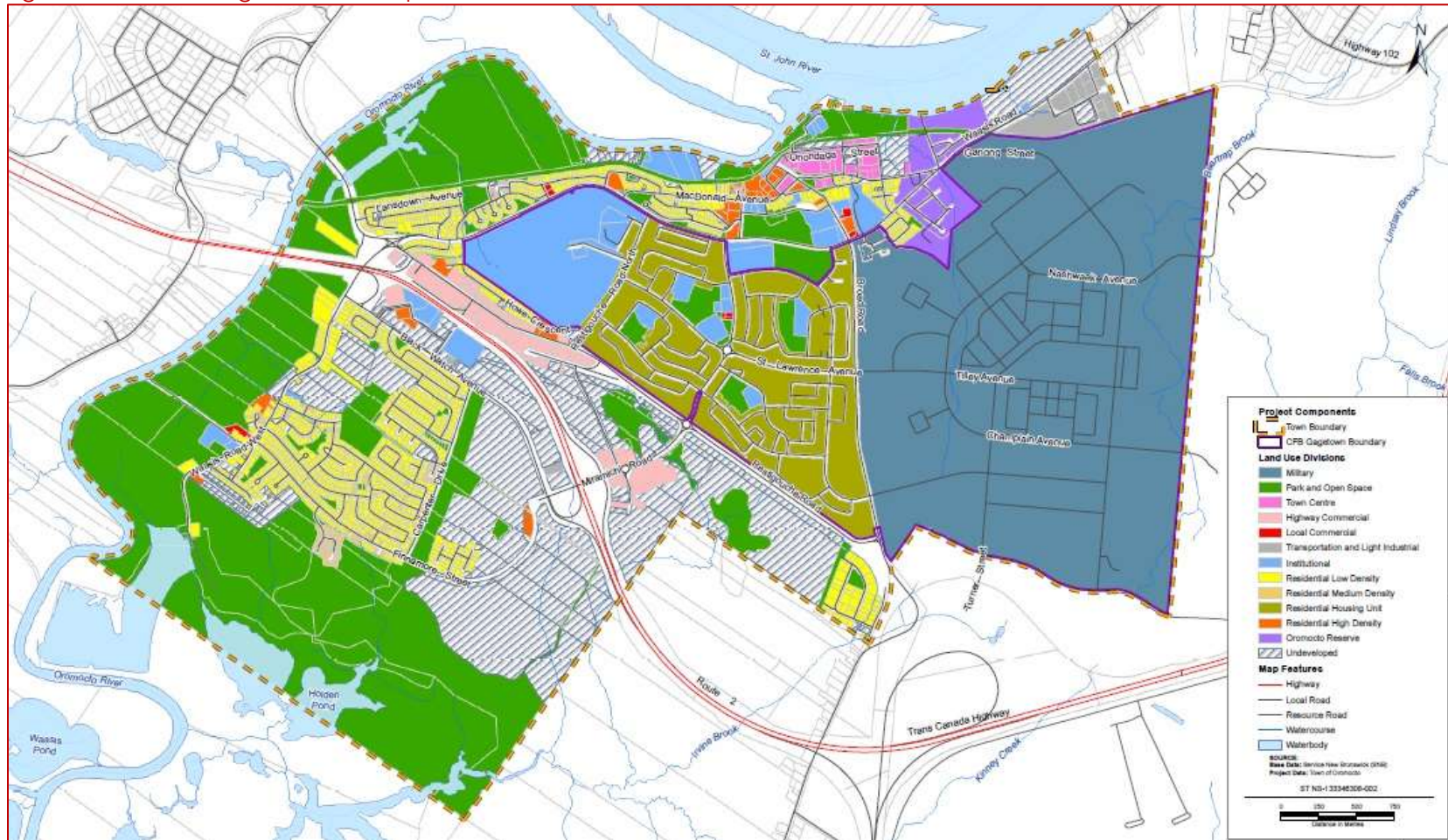
The two small areas on the riverfront identified as residential on **Figure 2-1** have no residential structures. They provide water access for a few related properties on MacDonald Avenue and Covert Street. The institutional lands between those areas are occupied by the Town's Works Department on Wood Street. The department is seeking to move from the site because of ongoing flooding issues recognized in the 2006 Municipal Plan.

The reserved riverfront land has been developed into two major parks: Sir Douglas Hazen Park, which is located behind the Hazen Park District at the mouth of the Oromocto River, and Deer Park, further west on the Oromocto behind Landsdown Avenue. Hazen Park is the site of the Fort Hughes replica blockhouse, active play areas, and access to the Town's marina and boat launch area. Deer Park provides an extensive network of walking trails in a natural environment on the banks of the Oromocto River.

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Figure 2-1 Existing Land Use Map, Town of Oromocto, 2015



Source Stantec Consulting Ltd.

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The developed portion of the original town was laid out between the reserved lands on the river frontage and the Base. Spence-Sales located non-residential uses in the eastern end of the town. The axis of his plan was the former Trans-Canada Highway route corresponding to the present Waasis Road and New Brunswick Route 102. The industrial park was laid out at the eastern edge of the town just beyond the Oromocto First Nation Reserve. Spence-Sale's downtown abutted the western edge of the Reserve.

To the west, the plan arrayed the town's residential areas through the narrow corridor between the Base and waterfront park lands beginning with higher density areas of low-rise apartments near the Hazen Park District that soon give way to suburban-style single family development that extends to Deer Park and the edge of the town.

The entire area is now linked by the Oromocto section of the Trans-Canada Trail (aka Sentier NB Trail). The trail was built in the former railway right-of-way. Because it is in a rail corridor, the trail is flat and easy to negotiate. It extends in the right-of-way to the community of Lincoln. Ambitious users can walk all the way to Fredericton if they wish.

The Base reaches from Waasis Road to Restigouche Road. Broad Road divides Residential Housing Units (RHUs) to its west from Base facilities and barracks to the east. Population distribution within the town is best discerned from Dissemination Area (DA) data compiled from the 2011 Census, which divides the town into 17 sub-areas in addition to the Oromocto Reserve (**Figure 2-2**). While the DA boundaries do not perfectly correspond with the boundaries

of the Base, numbers for areas predominantly or entirely within the Base suggest that it accommodates 35 to 40% of the town's residents. Roughly 60% of the individuals recorded as living on the Base in 2011 lived in RHUs to the west of Broad Road.

All of the community's schools are on sites surrounded by Base-owned properties on the west side of Broad Road. They include five elementary schools, two middle schools, and Oromocto High School. Also within this area is the Gage Golf and Curling Club, which operates an 18-hole golf course at the western end of the Base-owned lands, where its positioning softens the transition to residential areas around Lansdown Avenue. The same property accommodates the Town-owned Kings Arrow Arena within which the curling facility is co-located.

A second arena, Soldiers Arena, is within the Base to the east of Broad Road. It is owned by DND but is used by the wider community. Base Gagetown also has an indoor pool that is used for Town recreation programs and a 600-seat cinema/theatre, as well as a variety of fitness and meeting room facilities that non-military residents of the town can use albeit as a lower priority than military users. The Town Library is in the Rhu area where it is highly accessible to all eight schools. The Fire Department's Station 1 is in the same area, although consideration has been given to relocating and upgrading the facility.

A final, critical facility is the Oromocto Public Hospital on the west side of Broad Road near the entrance to the Base. The facility provides primary and secondary care, and in-patient

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and out-patient services. It is an important distinguishing feature of the community and a major asset to attract and hold seniors in Oromocto.

The positioning of facilities reflects the priorities and vision of the 1950s. The community has since expanded west and south. Oromocto West to the southwest of the TCH is now home to nearly a third of the town's residents (2,670 or 30.7%) based on DA data available from the 2011 Census (**Figure 2-2** and **Table 2-1**).

The northwest area of the town has the oldest residents measured by median age. The housing in those areas (DAs 13030066, 13030058, 13030064 in order beginning with the area with the oldest median age) generally dates from the 1960s and 70s, although the larger portion of 13030058 is in Oromocto West and has been included in the calculations of Oromocto West's population. These areas are the farthest from the schools within the town, particularly in the older Spence-Sales designed portion of the town called Oromocto North in **Table 2-1**, but are well served by parks, notably Deer Park, and have good access to the Gage Golf and Curling Club.

The Hazen Park District is part of a DA (13030068) that extends into the Base. The DA has a median age of 33.0 years and 20% of its population is 14 years or under, placing it close to the middle in terms of population age.

Oromocto West was developed in the 1980s based on the CanPlan development plan of 1974. The Restigouche Road Business District marks the division between the older

Oromocto North area and Oromocto West. Restigouche Road was originally the edge of the community but, with the construction in the late 1990s of the contemporary four-lane Trans-Canada Highway in its current alignment, the physical separation between the two areas became more pronounced. At one time, vehicles were required to travel through Restigouche Road to reach the town's downtown next to Hazen Park as well as the gates to the Base. Now, Restigouche Road in one of several routes into the centre of Oromocto North and has fallen behind the newer retail district around Gateway Drive and Miramichi Road.

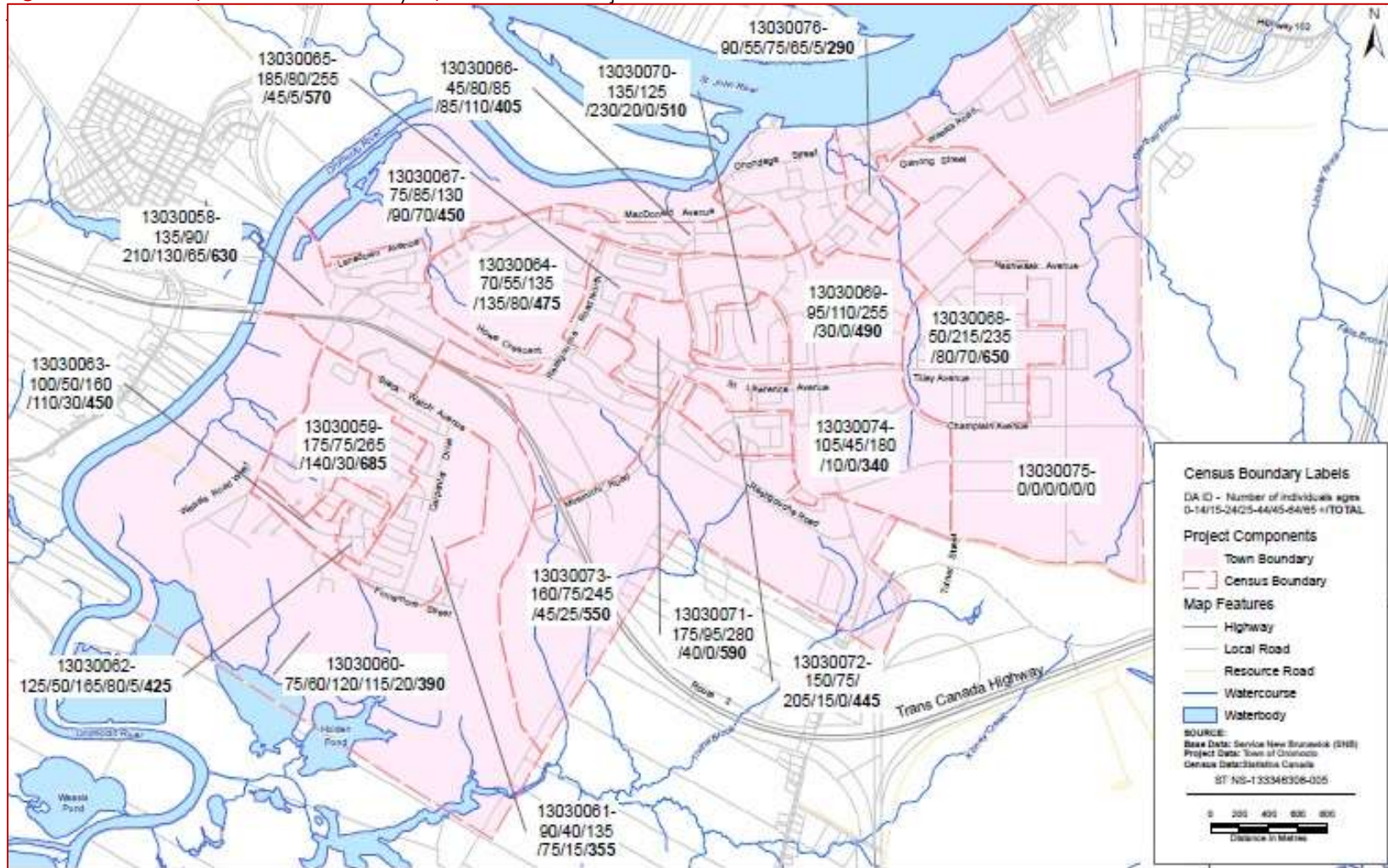
As discussed above, the schools proposed by CanPlan did not materialize in Oromocto West because they were not needed. Although a larger proportion (29.2%) of the population in Oromocto West is 14 years of age or under than in Oromocto North (22.9%) in **Table 2-1**, most of the town's youth population still lives to the north and east of the TCH (60.5%). The four youngest DAs measured by median age (13030069, 13030071, 13030070, and 13030074 in order beginning with the youngest) encompass or abut existing school sites (**Figure 2-2** and **Table 2-1**). Notably, however, Oromocto West grew its population by 24.3% between the 2006 and 2011 Censuses, while Oromocto North lost 4.5% of its residents.

The area, in any case, is well-served by local parks. Anniversary Park is at its centre and several neighbourhood parks are distributed throughout the area. Oromocto West is also fringed by extensive open space lands along the Oromocto River and the southern boundary of the Town.

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Figure 2.1 The Population Distribution by Dissemination Area, Town of Oromocto, 2011



Source: 2011 Census of Canada



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Table 2-1 Population by Age Group, Dissemination Areas, Town of Oromocto, 2011

DA/Area	0-14 years		15-24 years		25-44 years		45-64 years		65 years +		TOTAL		Median Age
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	% Share	
13030058	125	19.4%	80	12.4%	165	25.6%	200	31.0%	75	11.6%	645	7.4%	40.5
13030059	285	30.2%	110	11.6%	285	30.2%	235	24.9%	30	3.2%	945	10.9%	33.9
13030060	70	20.3%	40	11.6%	90	26.1%	115	33.3%	30	8.7%	345	4.0%	37.7
13030061	105	27.6%	65	17.1%	105	27.6%	100	26.3%	5	1.3%	380	4.4%	35.5
13030062	215	34.1%	85	13.5%	200	31.7%	125	19.8%	5	0.8%	630	7.2%	31.2
13030063	105	28.4%	45	12.2%	115	31.1%	85	23.0%	20	5.4%	370	4.3%	33.7
13030064	55	15.3%	60	16.7%	95	26.4%	100	27.8%	50	13.9%	360	4.1%	38.4
13030065	190	33.9%	105	18.8%	195	34.8%	70	12.5%	0	0.0%	560	6.4%	26.2
13030066	50	12.5%	75	18.8%	90	22.5%	90	22.5%	95	23.8%	400	4.6%	41.8
13030067	75	15.8%	105	22.1%	100	21.1%	135	28.4%	60	12.6%	475	5.5%	37.1
13030068	65	16.3%	80	20.0%	105	26.3%	90	22.5%	60	15.0%	400	4.6%	33.0
13030069	140	25.2%	180	32.4%	195	35.1%	30	5.4%	10	1.8%	555	6.4%	24.2
13030070	110	25.9%	125	29.4%	170	40.0%	20	4.7%	0	0.0%	425	4.9%	25.0
13030071	155	28.7%	155	28.7%	200	37.0%	30	5.6%	0	0.0%	540	6.2%	24.4
13030072	105	27.3%	80	20.8%	160	41.6%	35	9.1%	5	1.3%	385	4.4%	26.5
13030073	120	27.0%	115	25.8%	145	32.6%	50	11.2%	15	3.4%	445	5.1%	25.6
13030074	35	21.9%	55	34.4%	60	37.5%	10	6.3%	0	0.0%	160	1.8%	25.6
Reserve	65	26.5%	55	22.4%	50	20.4%	70	28.6%	5	2.0%	245	2.8%	29.5
Oromocto North	1,225	22.9%	1,215	22.7%	1,680	31.4%	860	16.1%	370	6.9%	5,350	61.5%	
Oromocto West	780	29.2%	345	12.9%	795	29.8%	660	24.7%	90	3.4%	2,670	30.7%	
<b>TOTAL</b>	<b>2,025</b>	<b>25.2%</b>	<b>1,555</b>	<b>19.3%</b>	<b>2,485</b>	<b>30.9%</b>	<b>1,520</b>	<b>18.9%</b>	<b>460</b>	<b>5.7%</b>	<b>8,045</b>	<b>92.5%</b>	<b>29.5</b>

Source: 2011 Census of Canada

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Residential development is ongoing in Oromocto West. The Town is currently offering lots on streets south of Finnamore near Waasis Road West that are identified as Residential Medium Density on **Figure 2-1**, above. Substantial additional areas are available for residential development within Oromocto West. The ongoing release of lands for development should sustain future growth in the area.

Existing development in Oromocto West south of Black Watch Avenue is almost exclusively residential. Areas planned for future development are also designated for either Low Density or Medium Density Residential use, although the large area east of Finnamore Street to the Town Limits has not yet been designated.

The corridor between Black Watch Avenue and the TCH, on the other hand, is occupied and planned for predominantly commercial and institutional use. It includes the burgeoning town centre around Brayson Boulevard and Doyle Drive, where the Town has relocated its municipal offices from their previous site on MacDonald Avenue, which was a school before being occupied by the Town and now houses the Arts and Learning Centre. The attractive new area at Brayson Boulevard is readily accessed from the TCH and has attracted a large Day's Inn Motel, which has replaced the hotel that was once located in the Hazen Park Business District.

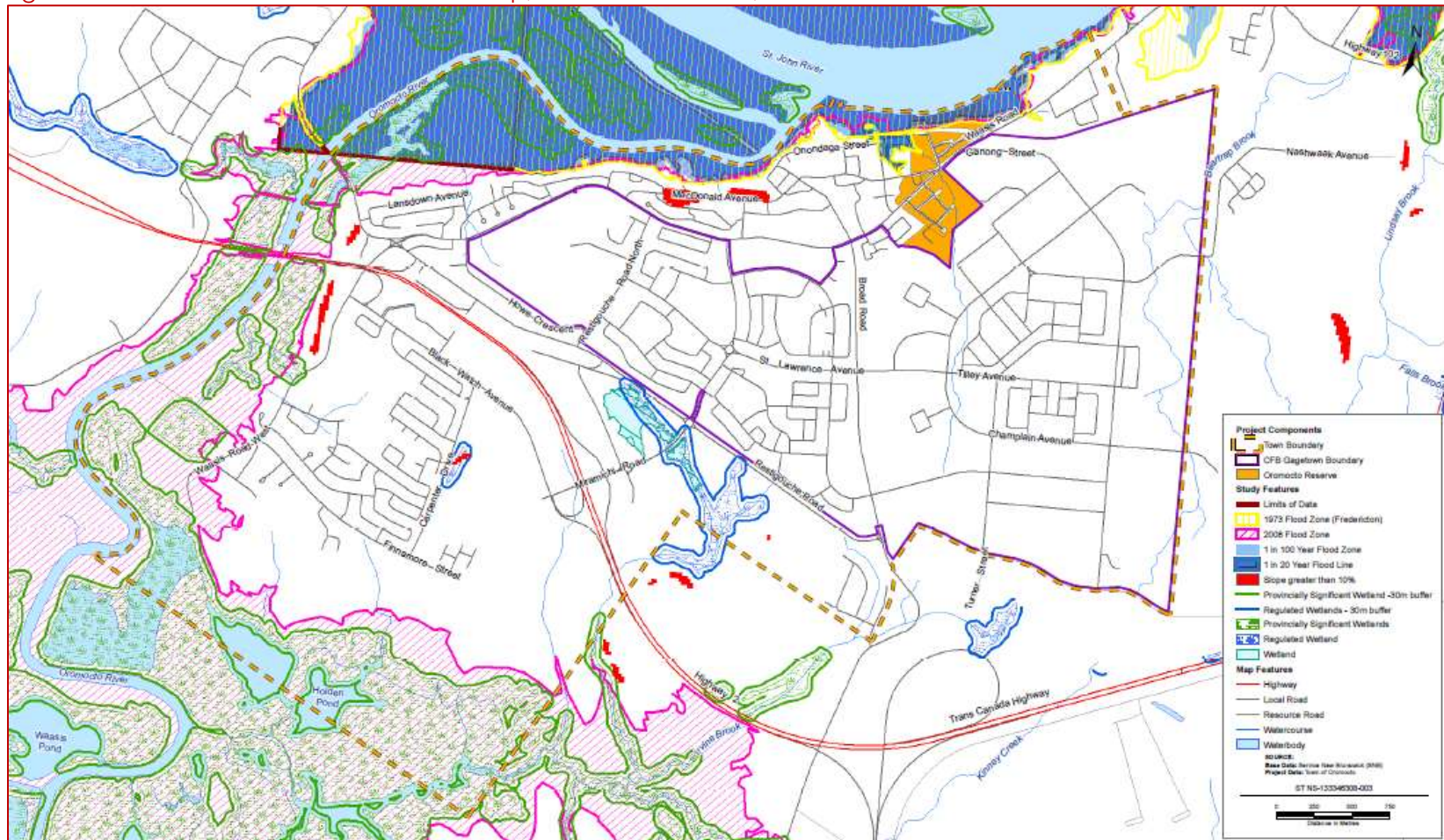
This new highway centre has also been developed with high density residential uses, including housing for seniors. In some respects, it is supplanting the Hazen Park Business District. The Municipal Plan designates lands immediately to the east of Miramichi Road for highway commercial use and substantial development has taken place there. Lands farther east are designated for "future development." The latter area abuts Restigouche Road/Route 102 to its north but reaches newly developed residential lands accessed from Broad Road via Robert Street suggesting that future planning should provide a transition from the commercial area to residential uses, perhaps incorporating higher density residential closest to the commercial area.

Many stakeholders suggested that the corridor on either side of the Trans-Canada offers the prime land for economic development within the community, although the area to the north presents a significant challenge. While a new retail area has recently developed around the roundabout on Miramichi Road at Gateway Drive as noted above, the more traditional highway commercial strip is on Restigouche Road, which stakeholders have frequently mentioned as being in need of revitalization. Although the overall appearance of Restigouche Road is in need of upgrading, it continues to have many viable businesses and does not appear to have many vacancies on its frantage.

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Figure 2-3 Environmental Constraints Map, Town of Oromocto, 2015



Source: Stantec Consulting Ltd.

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## 2.5 RECENT STUDIES

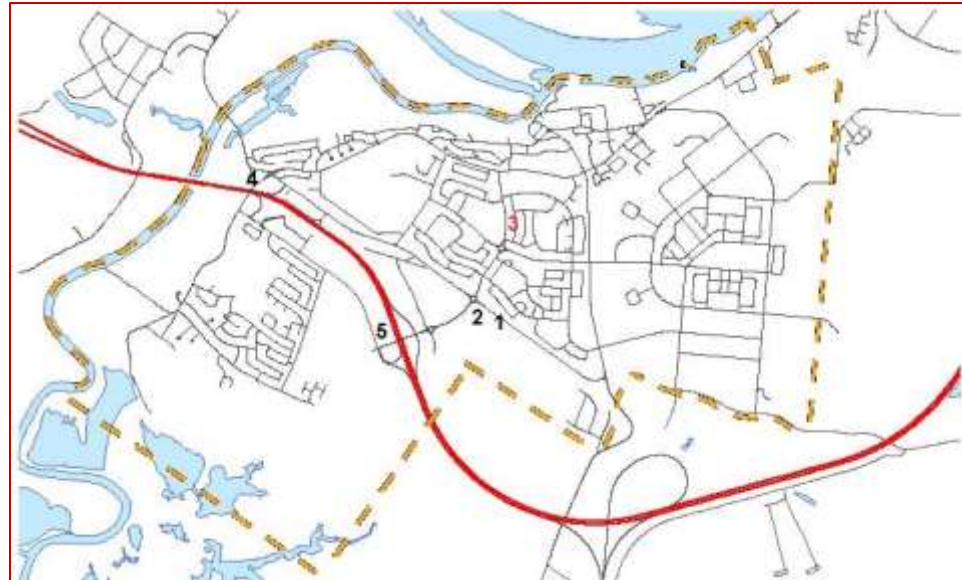
The Town of Oromocto has funded several valuable studies relevant to the Municipal Plan. Four important reports address the Town's fire and emergency services, Active Transportation (AT) requirements, the Town's strategic plan, and its cultural and recreation facility needs. The terms of reference for preparing the Municipal Plan explicitly dictated coordination with the strategic plan. The other two documents also address important areas of concern that the Municipal Plan should support and coordinate.

### 2.5.1 Fire Services Study

CGI Insurance Services and Management Services assessed fire and emergency services for the Town of Oromocto Fire Department in 2008.<sup>6</sup> The study comprehensively reviewed personnel, training, and equipment needs, as well as facilities locations.

The issue of relocating current Station 1 from its site at 50 Miramichi Road near MacLaren Drive is the most pertinent to the mandate of this Municipal Plan review. The study reviewed five potential locations identified on **Figure 2-4** but a specific site has not been selected.

Figure 2-4 Potential Locations, Oromocto Fire Station 1



Source CGI Insurance Services and Management Services, 2008

The numbers on the figure correspond to CGI's ranking of each property. Locations 1 and 2 were favoured because it improves coverage of developing areas in Oromocto West while continuing to provide first responder coverage to the East Industrial Park in the northeast corner of the town.

<sup>6</sup> CGI Insurance Services and Management Services, *Fire Services Study of the Town of Oromocto*, March 7, 2008.

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The second site, which is adjacent to the first, is a smaller property and CGI were concerned that it could not accommodate future needs to expand the facility. While CGI expressed concerns with the cost of the two properties that it rated highest because they are in a commercial area, the current Station 1 site was rated third because it is not as well-positioned to cover Oromocto West and will create a challenge during the period when a new station is constructed and fire protection coverage must be maintained.

CGI did not recommend a final decision on location of the station and the Fire Department has not made a definite choice among the sites considered. The consultants also raised some questions concerning the equipment and ultimate location of Station 2, which is relatively new and is located on the same site as the Town Hall at 4 Doyle Drive. The study suggests that Station 2 would be better located. CGI recommended its relocation to a "lower growth area of Town," presumably farther south in Oromocto West where it would provide more immediate coverage to the spreading residential area.

### 2.5.2 Active Transportation Plan

The Town's AT Plan was completed by CBCL Ltd. in 2012. While the Plan recommends initiatives to encourage walking and cycling, and educate the public toward more accepting and safer behaviors in relation to both activities, its critical recommendations in relation to the Municipal Plan concerned the delineation of an Active Transportation network for the town.

The network is illustrated in **Figure 2-5**. It reinforces established routes such as the Trans-Canada Trail and the trail through the Trans-Canada Highway underpass that should become the key pedestrian connection between Oromocto North and Oromocto West.

### 2.5.3 Sustainable Community Strategy, 2013-2063

The Sustainable Community Strategy is the Town's strategic plan. It was an early initiative of the current Town Council following the election of 2012. It established the following Vision for the town:

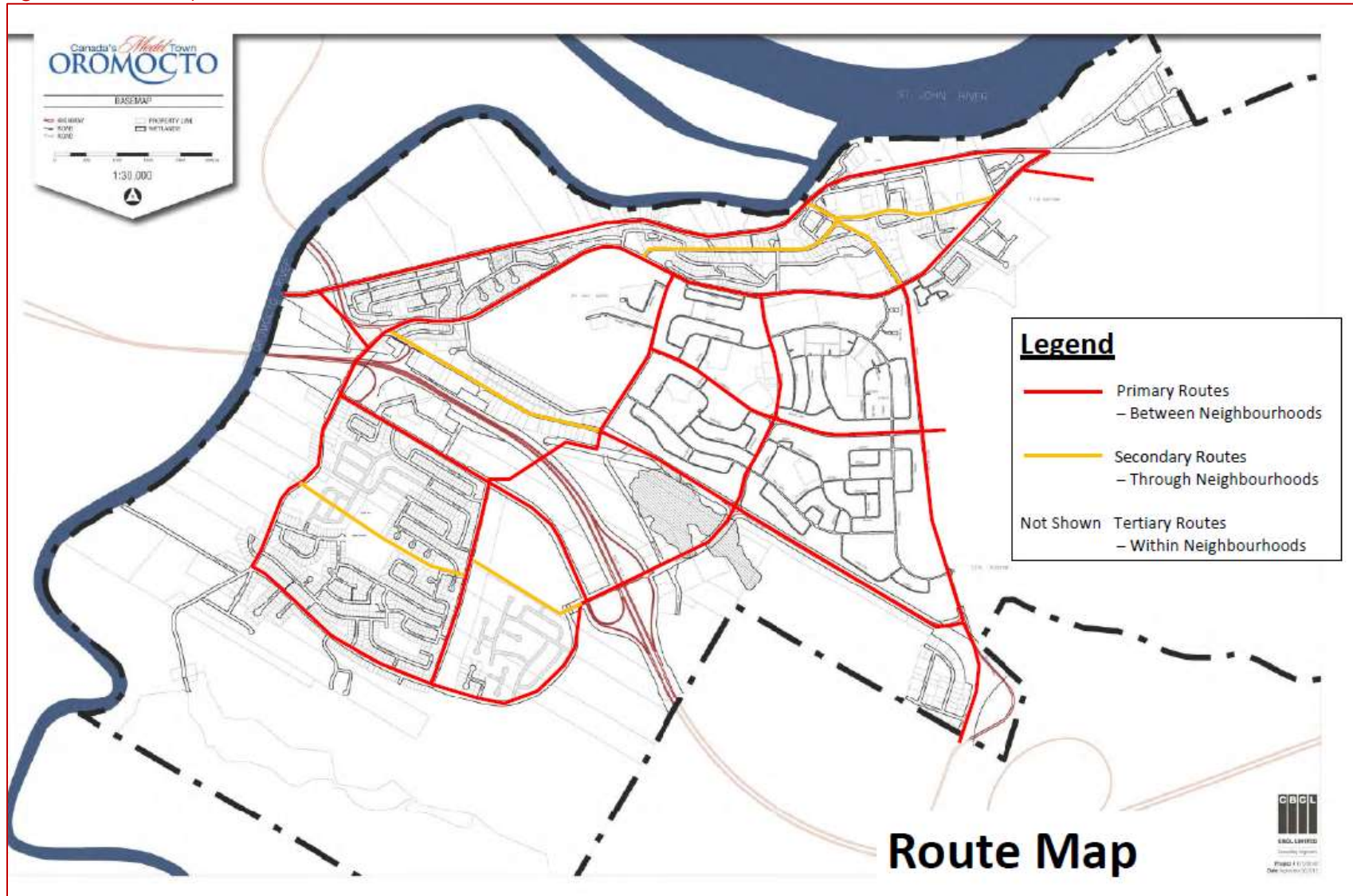
We envision a Town that is economically strong, a renowned leader in preserving the natural environment that we have been gifted with, and an enabler for people of all ages and abilities to access requisite social services. Our citizens will fully engage in an enviable quality of life that celebrates our small town culture, ourselves, our heritage, and the multitude of activities and opportunities available to us. To achieve our vision, we will adhere to powerful community values, principled governance, and collaborative partnerships.

The strategy is built on five pillars: Economic, Environment, Social, Culture, and Governance. The document identifies goals and actions to achieve strategic objectives associated with each pillar. The following bullets capsulize leading initiatives associated with each:

# TOWN OF OROMOCTO MUNICIPAL PLAN

Canada's Model Town

Figure 2-5 Proposed AT Network, Town of Oromocto, 2012



Source: CBCL Limited

# TOWN OF OROMOCTO MUNICIPAL PLAN

## Canada's Model Town

- *Economic* – Value the strong military presence in Oromocto but seek to grow the community by approximately 1% per annum to a future population of 20,000 in 2063.
- *Environment* – Preserve the natural environment and the town's array of parks trails and open spaces.
- *Social* – Ensure access to social services and, particularly, provision of a variety of housing options for seniors, young adults and others.
- *Culture* – Retain small-town culture and ensure warm, welcoming, and neighbourly support for each other and for visitors, notably building on the deep recreational resources of the community to attract others to the community.
- *Governance* -- Grow and prosper through shared knowledge, expertise, experience, values and principles supporting participation by all our citizens, regardless of age, gender and capacity.

A central concern of the Municipal Plan review is to incorporate these priorities as goals of the Municipal Plan and coordinate Municipal Plan policies with objectives and initiatives of the Sustainable Community Strategy. While the goal of growing population by one per cent annually over the long-term appears ambitious in the current demographic context, this Municipal Plan recognizes the commitment to community growth that it embodies. The remaining four pillars are very clearly aligned with Municipal

Plan priorities and have helped shape its policy provisions presented in **Chapter 4.0**.

### 2.5.4 Recreation Needs Assessment

dmA Consulting completed the *Future Sport, Recreation, and Cultural Facility Needs Assessment* in October 2014. The study provides an overview of culture and recreation facilities in the town. It notes the range of facilities within the town and the strong interest of residents who are predominantly in age groups in which fitness is a high priority.

Key facilities recommendations are summarized in the Executive Summary of the document:

The facilities recommended for replacement or addition based on the current level of analysis include: the Kings Arrow Arena (new replacement); a gymnasium (new); indoor walking track (new); flexible multi-purpose space (new replacement); library (new replacement); and arts and culture space – non-performing (dependent on decision framework discussion). Meeting space is considered a required ancillary space need that may also be accommodated within flexible multipurpose space.

This review did not recommend new performance space, new aquatic space, or program specific fitness space. The assessment did not identify a need for an indoor field house (e.g., for indoor soccer, etc.) although the gymnasium could certainly provide those opportunities.

# TOWN OF OROMOCTO MUNICIPAL PLAN

## Canada's Model Town

Development and improvement of recreation and cultural facilities plays to one of Oromocto's key acknowledged strengths. The range and quality of parks, open spaces, recreation facilities, schools, and library facilities is a major building block for the future development and diversification of the town.

### 2.6 COMMUNITY SURVEY

The community survey was initiated as part of the Municipal Plan Review in January 2015. It was posted on the Project Blog web site and the Town of Oromocto web site. Its questions addressed satisfaction with the community of Oromocto as well as the issues that the Town faces and initiatives that might be pursued to improve the community. As with most surveys, it also included questions concerning the demographic characteristics of respondents to help with interpretation of responses. A summary of survey responses is included in **Appendix A** to this Plan.

Overall, 99 individuals responded to the survey, which was a good response given relatively modest publicity. While the survey is a valuable tool to give citizens convenient input to the Municipal Plan Review and provided valuable quantitative data, the sample derived is self-selected (i.e., non-random) and cannot be used to infer the opinion of the general population as would be done with a controlled opinion poll.

Table 2-2 Ratings of Town Features, Town of Oromocto, 2015

Feature	Rating					N/A	Avg.	N
	1	2	3	4	5			
Live	4	8	22	50	12	0	3.60	96
% of ratings	4.2%	8.3%	22.9%	52.1%	12.5%	0.0%		
Work	3	23	25	28	7	11	3.15	97
% of ratings	3.1%	23.7%	25.8%	28.9%	7.2%	11.3%		
Shop	7	53	35	2	1	0	2.36	98
% of ratings	7.1%	54.1%	35.7%	2.0%	1.0%	0.0%		
Recreation	1	15	27	40	13	2	3.51	98
% of ratings	1.0%	15.3%	27.6%	40.8%	13.3%	2.0%		

Source Stantec Consulting Ltd.

Residents responding to the survey rate the Town of Oromocto well as a place to live (Survey Question 1). Responses are however less positive concerning the town as a place to work and, especially, as a place to shop (Questions 2 and 3). Ratings of recreation opportunities, on the other hand, were high (Question 4). They were close to the average rating for Oromocto as a Place to Live (3.51 v. 3.60) and far ahead of the ratings for the town as a Place to Work (3.15) and, certainly, as a Place to Shop (2.36) (Error! eference source not found.).

Respondents were reasonably familiar with the Municipal Plan and Land Use Bylaw (Question 5). A majority responding to the survey (56.7%) said they had read one or both of the documents (Question 6). Most have read one or the other for general interest but obtaining information in relation to land and building development requirements has also played an important part.



## TOWN OF OROMOCTO MUNICIPAL PLAN

### Canada's Model Town

Mixed views of the community were also reflected in responses to Question 7 concerning words that best describe Oromocto. Respondents were permitted to check as many words as they felt apply and to add words if they considered meaningful. The most frequently cited descriptor was "Attractive," which was identified by 43 of 95 respondents who answered the question (45.3%). Two others added the word "Beautiful," although one other added "Ugly." The second and third most frequent responses were "Declining" (36.8%) followed by "Boring" (25.3%). The frequency of the words chosen and added reflects a tension between the beauty, comfort, and peace of a small community, and the lack of diversity and excitement that are more often found in larger centres.

Responses to Questions 8 and 9 illustrate similar concerns. The issue most frequently noted by respondents to Question 8 was the need to increase non-military employment opportunities (65.1%). It was followed by "Lack of growth" (41.0%). "Need to develop accommodations and services for seniors," "Lack of population growth", and "Lack of activity" were all tied with mentions by 31.3% of respondents. The most frequent answers to Question 9 were aimed at diversification with the leading response being "Expand retail options," (70.8%) followed by "Increase non-military employment" (64.6%), and "Redevelop/beautify Restigouche Road" (57.3%).



A word cloud illustrates the frequency with which survey respondents applied specific words to the Town of Oromocto. Attractive was the most popular word but it was followed by Declining and Boring.

## 3.0 GROWTH AND CHANGE

As noted, Oromocto is the fourth largest municipal town in New Brunswick. The three larger towns, however, are Riverview, Quispamsis, and Rothesay, all of which are contiguous with larger cities (Moncton, in the case of Riverview, and Saint John for Quispamsis and Rothesay). Although Oromocto is associated with Fredericton, it is separated by 22 kilometres and is outside the Census Agglomeration that Statistics Canada defines around Fredericton. It can be argued that Oromocto is, in fact, the largest “free standing” town in the province with a distinct economic role that has formed the community.

### 3.1 A MILITARY TOWN

The roots of population change in any community are usually found in its economy. Oromocto, of course, has a distinctive economy as a community dominated by the military. Understanding the position of the military in the local economy is therefore valuable to understanding its current prospects for demographic change.

To assess Oromocto's economy and its prospects for growth, Stantec conducted a shift-share analysis. Shift-share is a common method of regional economic analysis that has been used by regional economists and planners since the 1960s. It examines changes in a selected economic variable between two years, usually census years. The variable most frequently used is employment. Changes are calculated for each industry in the analysis, both regionally and nationally in terms of the following three components:

1. *National Share Effect* is the portion of the change attributed to the total growth of the national economy. It equals the theoretical change in the regional variable had it increased by the same percentage as the national economy.
2. *Industry Mix Effect* is the portion of the change attributed to the performance of the specific economic industry. It equals the theoretical change in the regional variable had it increased by the same percentage as the industry nation-wide, minus the national growth effect.
3. *Regional Shift Effect* is the portion of the change attributed to regional influences, and is the component of primary concern to regional analysts. It equals the actual change in the regional variable, minus the previous two effects.

The three factors sum to total change for each sector and the economy as a whole. They provide relative measures of the contribution of each component to that change.

**Table 3-1** summarizes changes in employment over the 2006 to 2011 period in Oromocto in major industry groups defined by the North American Industry Classification System (NAICS) with the contributions of the national, industry mix, and regional effects. The table also includes location quotients (LQ) for each industry in Oromocto in 2006 and 2011.

# TOWN OF OROMOCTO MUNICIPAL PLAN

## Growth and Change

Table 3-1 Employment by Sector, Shift-Share Analysis and Location Quotients, Town of Oromocto, 2006-2011

Sector	Employment			% change		LQ		National Share	Industry Mix	Regional Shift
	2006	2011	Change	Oromocto	Canada	2006	2011			
11 Agriculture, forestry, fishing & hunting	20	25	5	25.0%	-16.4%	0.13	0.19	0.86	-4.15	8.28
21 Mining & oil & gas extraction	0	0	0		9.3%	0.00	0.00	0.00	0.00	-
22 Utilities	10	20	10	100.0%	12.8%	0.26	0.45	0.43	0.85	8.72
23 Construction	75	95	20	26.7%	13.7%	0.24	0.26	3.23	7.03	9.74
31-33 Manufacturing	55	40	-15	-27.3%	-19.3%	0.09	0.08	2.37	-12.97	-4.40
41 Wholesale trade	30	35	5	16.7%	-0.8%	0.14	0.16	1.29	-1.53	5.24
44-45 Retail trade	415	415	0	0.0%	6.0%	0.75	0.69	17.88	6.90	-24.78
48-49 Transportation & warehousing	110	105	-5	-4.5%	0.9%	0.46	0.43	4.74	-3.72	-6.02
51 Information & cultural industries	15	75	60	400.0%	0.8%	0.12	0.60	0.65	-0.52	59.87
52 Finance & insurance	40	75	35	87.5%	11.4%	0.20	0.33	1.72	2.85	30.43
53 Real estate & rental & leasing	45	20	-25	-55.6%	6.1%	0.51	0.21	1.94	0.79	-27.73
54 Professional, scientific & technical services	65	50	-15	-23.1%	10.5%	0.20	0.14	2.80	4.06	-21.86
55 Management of companies & enterprises	0	0	0		-15.0%	0.00	0.00	0.00	0.00	-
56 Administrative & support, waste management & remediation services	305	190	-115	-37.7%	0.8%	1.46	0.88	13.14	-10.76	-117.38
61 Educational services	180	180	0	0.0%	13.1%	0.54	0.47	7.75	15.85	-23.61
62 Health care & social assistance	340	295	-45	-13.2%	13.6%	0.68	0.51	14.65	31.59	-91.24
71 Arts, entertainment & recreation	15	50	35	233.3%	4.9%	0.15	0.47	0.65	0.09	34.26
72 Accommodation & food services	275	325	50	18.2%	0.4%	0.84	0.97	11.85	-10.86	49.01
81 Other services (except public administration)	160	120	-40	-25.0%	-1.5%	0.67	0.50	6.89	-9.25	-37.64
91 Public administration	2,735	3,075	340	12.4%	28.9%	9.64	8.26	117.83	671.51	-449.34
<b>All industries</b>	<b>4,890</b>	<b>5,190</b>	<b>300</b>	<b>6.1%</b>	<b>4.3%</b>			<b>210.68</b>	<b>687.76</b>	<b>-598.43</b>
Industry - Not applicable	60	40	-20	-33.3%	41.2%					
Total labour force NAICS 2002	4,950	5,235	285	5.8%	4.9%					

Source: Census of Canada 2006-2011, location quotient and shift-share calculations by Stantec

# TOWN OF OROMOCTO MUNICIPAL PLAN

## Growth and Change

Employment data is recorded for residents of the town and, therefore, includes jobs held by town residents who commute to other communities. Data for employment by place of work would be preferable but is not available at the level of census subdivisions like the Town of Oromocto. It is available for Sunbury County, which is a census division of which Oromocto is a part and which includes many communities with very different economic roles from Oromocto.

The location quotients shown under the heading LQ in **Table 3-1** measure the specialization of the local economy in each sector or industry. They are calculated for Oromocto by dividing the percentage of employment in an industry group within the town by the percentage of Canadian employment in the same group. If Oromocto has a larger percentage of its employment in a particular industry group than Canada as a whole, the town's location quotient for that sector will be greater than 1 and the town can be considered to be "specialized" in that type of industry.

The largest location quotient by far among the 20 industry groups summarized in the table for 2011 is, not surprisingly, Public Administration, which includes the military. The location quotient is so large at 8.26 that it renders all other industries in the town unspecialized. In 2006, the town also showed a degree of specialization in Administrative & support, waste management & remediation services but the sector lost 115 jobs between 2006 and 2011, and is no longer specialized in Oromocto.

Although Oromocto grew its Public Administration employment by 340 jobs over the five-year period, it actually underperformed relative to the Canadian economy. Across Canada, Public Administration was the fastest growing economic sector, increasing its numbers by 28.9% or substantially more than twice the growth rate achieved in Oromocto. Overall, although Oromocto increased its total level of employment by 300 jobs, it should have increased its employment by roughly 898 based on overall growth in the national economy and the town's particular mix of industries. The total regional shift effect (-598.43) measures this shortfall.

In short, employment data clearly demonstrates that Oromocto is a "one industry town." In 2011, 58.7% of the community's working population was employed in Public Administration – up from 55.9% in 2006. While the town's focus on Public Administration is beneficial because it is a growing sector of the national economy, Oromocto may be close to "maxing out" on military employment.

## 3.2 HISTORIC POPULATION CHANGE

Oromocto literally exploded on the site of a small village in the 1950s. Between 1956 and 1961 the number of residents rose by nearly 20 times. Since then, however, population has fluctuated with the overall trend being downward so that Oromocto now has about three-quarters of the population it had at the peak recorded by the 1961 Census (**Table 3-2**).

# TOWN OF OROMOCTO MUNICIPAL PLAN

## Growth and Change

**Table 3-2** Population, Town of Oromocto, 1871-2011

Year	Population	%/year
1871	400	—
1956	661	0.59%
1961	12,170	79.07%
1971	11,427	-0.63%
1981	9,064	-2.29%
1991	9,325	0.28%
2001	8,843	-0.53%
2006	8,402	-1.02%
2011	8,932	1.23%

Source <http://en.wikipedia.org/wiki/Oromocto>

Falling population is, of course, not unusual in the Maritimes. Population growth has been moderate in Nova Scotia, New Brunswick, and PEI since the 1970s and in much of the region – especially in small towns and rural areas – it has been declining.

Where Oromocto differs is the age of its population. Unlike many communities in the region where the average age has risen markedly as many young people have moved west for better work opportunities, Oromocto has remained relatively youthful. Because it is a military centre, Oromocto regularly receives an influx of young adults in the very age groups that other communities in the Maritimes tend to lose. Results from a demographic model developed by Stantec staff indicate Oromocto has experienced net in-migration of males in their twenties ranging from just under 250 to more than 400 in each of the three census periods since 1996. In-migration of females in their twenties has run from 150 to over 200 in the

same period (see **Figure 3-1** illustrating net average net migration estimates for the Town of Oromocto for 1996 to 2011).

The other influence on Oromocto's population is the City of Fredericton. As noted, Statistics Canada does not include the Town of Oromocto in the Fredericton Census Agglomeration (CA), which is the area over which the agency considers Fredericton to have primary influence, but Oromocto borders the eastern edge of the CA. While the economy of Oromocto is distinct from Fredericton's, the two communities share some key characteristics. The Fredericton economy is dominated by the Provincial government and the University of New Brunswick. As an even larger centre of public administration, Fredericton, like Oromocto, attracts young adults. Because of the presence of the university, the city, however, attracts considerably more late adolescents (i.e., 15 to 19 years), a group that tends to leave Oromocto in substantial numbers to go to community colleges and universities elsewhere.

Oromocto also differs marginally from Fredericton insofar as the city tends to lose population in the 25 to 29 year age group while Oromocto continues to gain. Thereafter, however, the two diverge: Fredericton retains and marginally adds to its residents over 35 years of age while Oromocto loses substantial numbers from every age group from 30 to 55 years. Beyond 55 years of age, residents, on the whole, tend to be reasonably stable in both communities.

## TOWN OF OROMOCTO MUNICIPAL PLAN

### Growth and Change

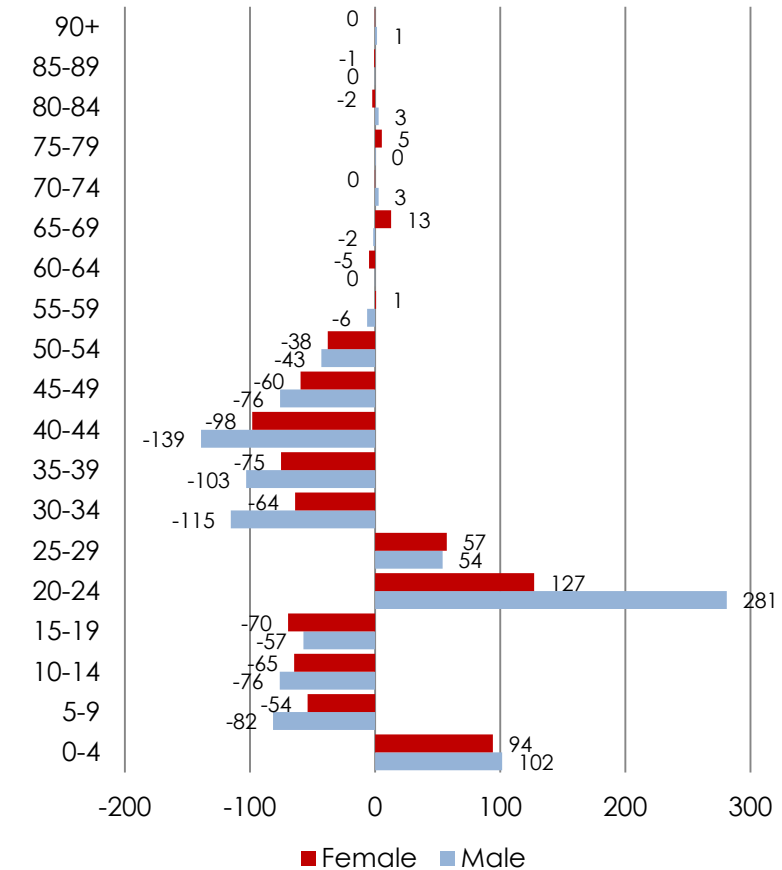
The pattern evident in Oromocto is clearly explainable in terms of its military role. As a training centre, Oromocto draws waves of recruits and junior personnel in their twenties. Following training, of course, most of these personnel leave. The details of Base staffing were not investigated through the Municipal Plan Review but it would appear from the large proportion of the population leaving Oromocto in their forties that the bulk of the staff engaged in training roles are younger officers who move into other roles in other posts as they progress in their careers.

As a community that relies heavily on one public sector industry, of course, Oromocto is strongly influenced by government policy. While the planners conducting the review have not tracked Canadian military activity, Oromocto has clearly been affected by external conflict. Base Gagetown was created at the height of the Cold War and its role peaked in that tense environment. Population in Oromocto has fallen steadily since with the most substantial recovery coming in the most recent census period from 2006 to 2011 during which Canada increased its involvement in Afghanistan.

Because of the predominant ages of the personnel trained in Gagetown, Oromocto has a unique population profile. Whereas population growth in most Maritime communities is inhibited by the dominance of residents over 45 years of age who are very unlikely to have children, much of Oromocto's population is in its peak reproductive years. As a result, Oromocto has disproportionate numbers of children.



Figure 3-1 Estimated Net Migration, Town of Oromocto, 1996-2001



Source: Stantec Consulting Ltd.

While family size has declined considerably from the levels of the Baby Boom period in which Oromocto was established, the proportion of the town's population between 0 and 14 years of age is about a third more than the proportion for

## TOWN OF OROMOCTO MUNICIPAL PLAN

### Growth and Change

New Brunswick as a whole (**Table 3-3**). As the table also shows, the proportion of Oromocto residents in their twenties (i.e., 20 to 24 and 25 to 29 years) is more than twice the New Brunswick norm (i.e., 22.5% as opposed to 11.7%).

**Table 3-3 Population by Age Group with Sex Ratio, Town of Oromocto, 2011**

	0-14	15-24	20-24	25-29	30-64	65+	TOTALS
<b>New Brunswick</b>							
Population Both Sexes	122,770	44,585	41,725	43,700	374,775	123,645	751,200
% of Total	16.3%	5.9%	5.6%	5.8%	49.9%	16.5%	
Male/Female Ratio	1.1	1.0	1.0	0.9	1.0	0.8	1.0
<b>Town of Oromocto</b>							
Population Both Sexes	2,025	535	1,020	990	3,710	645	8,925
% of Total	22.7%	6.0%	11.4%	11.1%	41.6%	7.2%	
Male/Female Ratio	1.0	1.3	1.4	1.3	1.1	0.7	1.1

Source: Census of Canada, Stantec

Oromocto's population profile also differs from the province in other important respects. Although the proportion of adults in their core working years (i.e., 25 to 64 years) is relatively similar, the proportion of seniors in Oromocto is very low. Also, whereas the ratio of males to females is relatively even for all age groups in the province except seniors who tend to be disproportionately female, the proportion of each gender in the town's population varies erratically.

The over-representation of males between 20 and 29 is easily understood in relation to the presence of Base Gagetown. While female personnel are an increasing factor in Canada's armed forces, they represented only 14.8% of all members of the military in early 2014 and just 12.4% of army personnel.<sup>7</sup> The majority of trainees coming through Gagetown, therefore, are obviously male. By contrast, males are moderately under-represented in New Brunswick's

population, presumably because a significantly higher proportion of young men migrate out of province for work than women. Oromocto also has more males across the working age group from 15 to 64 years of age. This is also likely attributable to the influence of the military in the town and the continued predominance of males in the armed forces.

The proportion of residents 65 and over in Oromocto is less than half the proportion for New Brunswick as a whole. To some extent this is a consequence of the much larger presence of children and younger adults in the community but analysis suggests there is moderate out migration of seniors from the community. Oromocto also has disproportionately more females in its senior population. While women typically outnumber men among the elderly, senior, women in Oromocto outnumber their male counterparts by about 10% more than the New Brunswick norm.

<sup>7</sup> Canada. National Defence and the Canadian Armed Forces, "Women in the Canadian Armed Forces," <http://www.forces.gc.ca/en/news/article.page?doc=women-in-the-canadian-armed-forces/hie8w7rm>



# TOWN OF OROMOCTO MUNICIPAL PLAN

## Growth and Change

The overall demographic picture for Oromocto, then, is both interesting and encouraging. The town has a very young population by Atlantic Canada standards. It is also adjacent to a larger community in Fredericton that is also relatively younger than the province as a whole. So long as Base Gagetown continues in its role as a military training centre, furthermore, the town is likely to maintain a youthful profile as young adults will be steadily renewed, often bringing with them young families or starting families in the town. As a result, Oromocto should avoid many of the issues with population aging with which other towns in the Maritimes are grappling such as closing schools and repositioning recreation facilities. On the other hand, Oromocto faces the challenges of maintaining and, perhaps, updating facilities that were largely built in the 1950s and 1960s, and which are still critical to the community.

### 3.3 OROMOCTO TOMORROW

Oromocto's youthful population sets it apart from most communities in Atlantic Canada. New Brunswick is tied with Nova Scotia with the second highest median age of any province in Canada at 43.7 years according to the 2011 Census. Only Newfoundland and Labrador with a median age of 44 years is older. Oromocto's median age, however, is just 29.5 years, which is considerably younger than the median age in any province (the youngest province is Alberta with a median age of 36.5 years, according to the 2011 Census).

The core of Oromocto's population is in age groups in which people are most likely to have children. A high proportion of town residents do have children, as there are twice as many infants in the community as in New Brunswick as a whole (9.9% of Oromocto's population in 2011 was between 0 and 4 years versus 4.9% across the province). The town also has disproportionately more older children but not to the same degree.

Despite these circumstances, Oromocto has historically not grown. The reason is discernible in the relatively smaller number of older children in the town. Oromocto is home to young service people many of whom are starting families. Certainly some have older children in school but most are having first or second children and these families leave before they fully mature. Analysis indicates that Oromocto has lost children in all of the age groups from 5 through 19 years in every census since 1996, most presumably leaving as their parents' training is completed and their parents are sent to new postings. As a result, Oromocto's population change has been erratic and usually moderately downward.

Stantec employs a detailed cohort-survival model to prepare population projections for many projects. As the term "projection" suggests, the model employs past trends to calculate the most likely demographic future. It is structured to allow us to employ any 5, 10, or 15-year period immediately before 2011 to create a projection. During the most recent census period from 2006 to 2011, the town increased its population slightly by 1.2% but in the preceding

## TOWN OF OROMOCTO MUNICIPAL PLAN

### Growth and Change

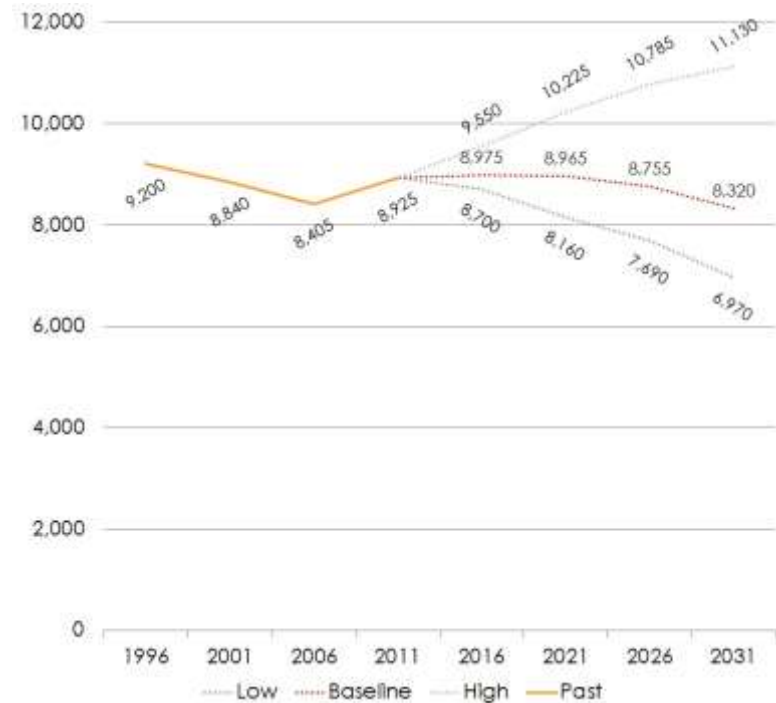
five years it lost 1.0%. Before that, from 1996 to 2001, it lost 0.5%.

Choosing a period on which to base a future projection for Oromocto is difficult. Continuation of the trends that the town experienced from 2006 to 2011 suggests substantial growth to more than 11,000 residents by 2031. Projections based on 2001 to 2006, on the other hand, resulted in an estimate of less than 7,000 in 20 years. Taking the longer term view and basing the projection on the extended period from 1996 to 2011 provides a more intermediate estimate of 8,320 in 2031, a decrease of 605 from 2011 (**Figure 3-2**).

The overall trend for broad age groups is illustrated by **Figure 3-3**. It represents the most likely future for the town because it covers a 15-year stretch of ups and downs that embodies the uncertainty of military requirements. The town's growth largely depends on Canada's military policy and that policy is a function of events that are typically far away and over which the Federal government, let alone the Town, has little control.

Notwithstanding the steady replenishment of its military population, the most notable trend in Oromocto's population profile from 1996 to 2011 was the declining proportion under 40 years of age. Residents under the age of 20 declined from one-third of the town's population (33.3%) to 28.7% and residents from 20 through 39 years decreased from 47.9% to 39.7%. Overall, the town's the town's population under 40 fell from 81.2% in 1996 to 68.4% in 2011, as the population over 40 rose from 18.8% to 31.6%.

Figure 3-2 Census Population and Population Projection, Town of Oromocto, 1996-2031

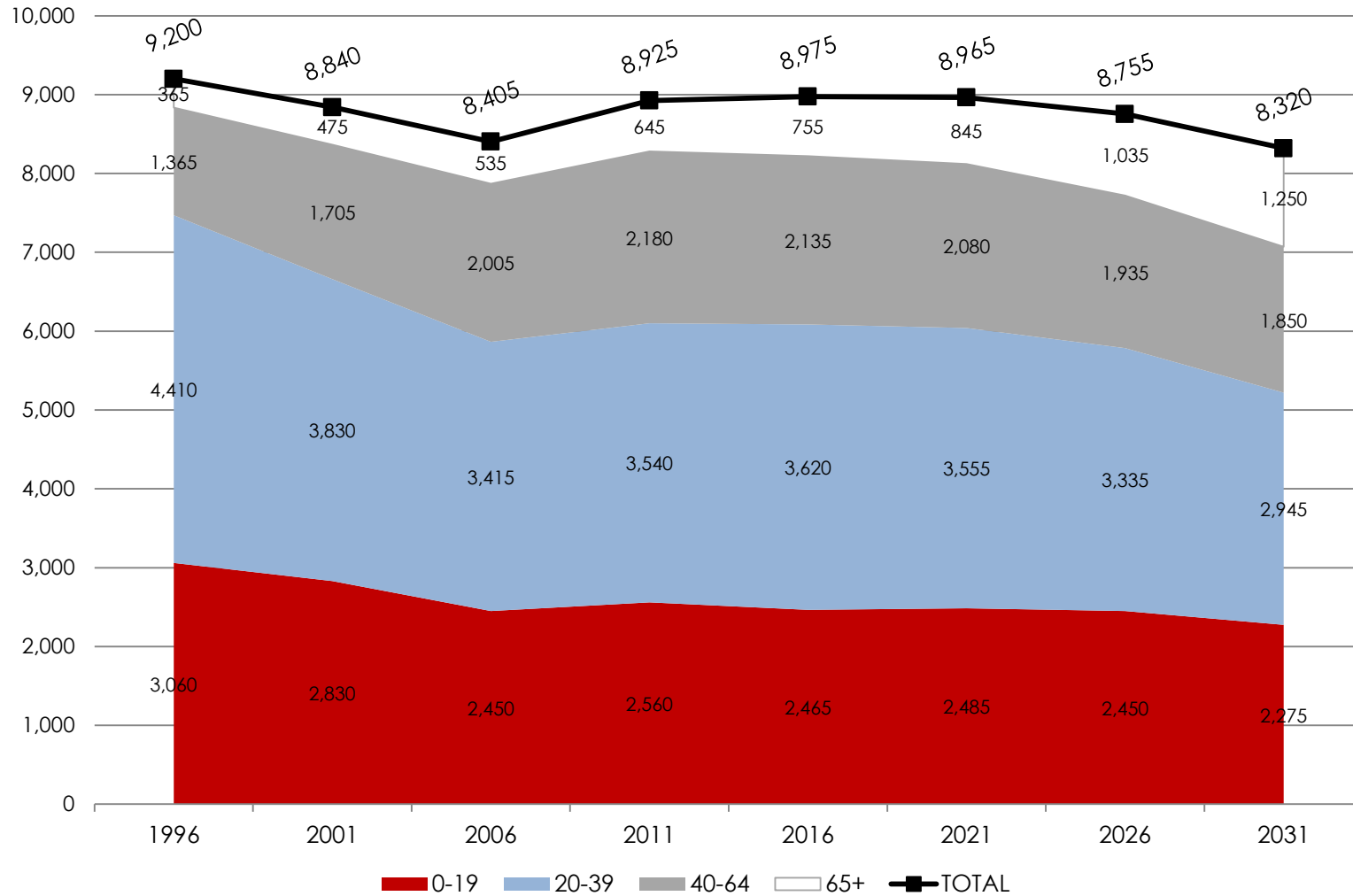


Source: Stantec Consulting Ltd.

# TOWN OF OROMOCTO MUNICIPAL PLAN

## Growth and Change

Figure 3-3 Census Population and Population Projection, Breakdown by Broad Age Group, Town of Oromocto, 1996-2031



Source: Census of Canada 1996-2011, Stantec Consulting Limited

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These trends mirror population aging tendencies across Canada. Carried forward to 2031, these trends suggest that the town's population over 40 will grow to account for 37.2% of residents by 2031. Seniors over 65 years of age are projected to nearly double their numbers from 645 in 2011 to 1,250 by 2031, at which time calculations suggest they will account for 15.0% of Oromocto's population.

It is also noteworthy that Oromocto had 9% more men than women in 2011. The ratio among children was in keeping with the natural relationship and the ratio for seniors favoured women more than the New Brunswick norm (130 women for 100 men). The overall difference is created by the preponderance of males in the age groups from 15 to 55 years, where there are 121 men for 100 women. The cause, as mentioned above, is influence of the military and its predominantly male personnel.

### 3.4 OTHER POPULATIONS

Two additional communities are located within the Town Limits of Oromocto that are not counted in the municipal population. First is the First Nation Reserve, which is called Oromocto 26 by Statistics Canada and covers 27.3 hectares in the northeast corner of the town. Second is Base Gagetown, which is located in the central and eastern portions of the town and covers more than half of the town's total area.

The 2011 population of the Reserve was 286, up from 284 in 2006 and 249 in 2001. Aboriginal populations are generally younger and increasing more quickly than the general Canadian population. The median age of the Reserve population in 2011 was 30.0, which is actually slightly older than the mean age in the town (29.5 years). The median age on the Reserve increased markedly from 23.5 in 2006. The consistency of profile information for the Oromocto First Nation from the 2006 Census to the 2011 suggests that there was very little movement of residents over the five-year period, meaning that they have simply aged in place and advanced the median population age accordingly.

Base Gagetown has many similarities to a university campus, although its population is more consistent across each year. Like a university, however, the Base accommodates large numbers of students/personnel who are not recorded as members of the host community. The 2011 Census records approximately 3,300 residents living on the Base property or more than 35% of Oromocto's population.

Town staff estimate current Base employment at 4,500 military personnel and 1,500 civilians. They are not certain of the number of additional personnel on the Base, although they have noted that Base population increases dramatically at different times of the year. The training areas and facilities are also used regularly by units from other Canadian Division Support Bases, Reserve units, Cadets, civilian police forces, and even American military units from across the nearby border. The Government of Canada states that there is normally an additional 1,000 personnel

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training on the Base. During the summer training period this may rise to 5,000 people.<sup>8</sup>

Both the Reserve and the Base are responsible for their own infrastructure, although the First Nation receives water, wastewater, common services, roads and streets, storm sewers, snow and ice removal, street cleaning and flushing, traffic services, street lighting, fire service/protection, pest control, and solid waste removal and tipping through arrangements with the Town. The RHUs outside the Base gates similarly get services from the Town, although they are DND property. The Town is compensated for its provision of services through the grant-in-lieu DND pays to the Town on behalf of the Base. The Town does not issue building permits or conduct building inspections on the Federally-owned structures.

Oromocto Reserve residents and both permanent and temporary residents of Base Gagetown also use Town roadways and recreation facilities. Resident First Nation members are permitted to vote in municipal elections. Neither group pays taxes directly to the Town but the Federal Government does pay a large grant-in-lieu on behalf of the Base.

The additional population, in any case, has clear benefits for the Town. In particular, it increases the numbers available to support town facilities and the community's business sector.

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<sup>8</sup> Government of Canada. Canadian Army, "5th Canadian Division Support Base Gagetown," <http://www.army.forces.gc.ca/en/5-cdsb-gagetown/index.page>



Taking the Reserve into consideration, the town has more than 9,000 permanent residents.

Oromocto, consequently, may typically have a population closer to 10,000 within its boundaries and may at times approach 15,000. The Town's web site, furthermore, states that there are 25,000 people within 10 kilometers of Oromocto (including the town's own resident population), presumably taking into account areas such as Lincoln, Rusagonis/Waasis, Geary, Burton, Maugerville and Sheffield, as well as the nearly 9,000 town residents recorded by the 2011 Census.

## 3.5 HOUSING

Single-detached housing predominates within the Town of Oromocto, as it does in most of New Brunswick. Oromocto, nevertheless, has proportionately less single-detached units than is the norm for the province as a whole, even when its numbers are combined with Reserve housing, which is slightly more skewed to single-detached dwellings than the provincial norm (**Table 3-4**).

High-rise development is negligible within the town, accounting for only about 40 dwelling units or 1.1% of all of the town's housing, which is very close to the New Brunswick average (1.3%). On the other hand, attached housing and lower rise apartments are far more prevalent in Oromocto than is typical elsewhere in the province. They account for 37.7% of Oromocto's housing supply or 50% more than the provincial norm (24.2%).

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Within this classification, 2011 Census of Canada data indicates that Oromocto including the Oromocto Reserve has about the same proportion of low-rise apartments as is found elsewhere in the province (12.7% compared to 13.4%) but considerably outweighs the rest of New Brunswick in attached housing types (i.e., semis and rowhousing) with 24.3%

of its units as opposed to the provincial average of just 7.0%. On the other hand, the town has very few duplex units (i.e., two-unit apartment buildings) with just 0.8% relative to 4.5% for the province).

The relative preponderance of attached ground level housing units is, of course another reflection of the Oromocto's military character. Both types provide economical family accommodation, which is required by military personnel.

Table 3-4 Housing by Structural Type, Oromocto and New Brunswick, 2011

Structural Type	Oromocto		Oromocto Reserve		Town and Reserve		New Brunswick	
	Units	% of Units	Units	% of Units	Units	% of Units	Units	% of Units
Single-detached	2,120	61.3%	70	73.7%	2,190	61.6%	220,180	70.1%
Apartment, 5+ storeys	40	1.2%	0	0.0%	40	1.1%	3,990	1.3%
Movable dwelling	0	0.0%	5	5.3%	5	0.1%	14,000	4.5%
Other dwelling	1,305	37.7%	25	26.3%	1,330	37.4%	75,845	24.2%
- Semi-detached	350	10.1%	0	0.0%	350	9.8%	10,815	3.4%
- Rowhouse	490	14.2%	0	0.0%	490	13.8%	7,835	2.5%
- Duplex	30	0.9%	0	0.0%	30	0.8%	14,110	4.5%
- Apartment, up to 5 storeys	425	12.3%	25	26.3%	450	12.7%	42,040	13.4%
- Other single-attached	0	0.0%	0	0.0%	0	0.0%	1,050	0.3%
<b>TOTALS</b>	<b>3,460</b>	<b>100.0%</b>	<b>95</b>	<b>100.0%</b>	<b>3,555</b>	<b>100.0%</b>	<b>314,005</b>	<b>100.0%</b>

Source: Census of Canada

These housing types and apartments in both low-rise and high-rise configurations are also normally considered attractive to late middle aged and senior householders. Although they are not in short supply in Oromocto, the town may wish to encourage more residential development in these categories if it wishes to retain and attract more seniors than in the past.

## 4.0 PLAN POLICIES

Bylaw 410, the current Municipal Plan for the Town of Oromocto<sup>9</sup>, was adopted by Oromocto Town Council in 2006. The review conducted by Stantec and Trace is required by Section 72(2) of the *Community Planning Act*. The section requires that, unless otherwise specified, a municipal plan must be reviewed within ten years of its adoption or previous review.

Plan policies describe the commitments of the Town of Oromocto concerning the development of the community. They are organized in following sections to satisfy the prescriptions of Section 23(5) of the *New Brunswick Community Planning Act*, which states:

23(5) A municipal plan shall contain

- (a) statements of policy with respect to
  - (i) the development and use of land in the municipality,
  - (ii) the conservation and improvement of the physical environment,
  - (iii) the control and abatement of all forms of pollution of the natural environment,
  - (iv) the development of communication, utility and transportation systems,

- (v) the reservation and projected use of land for municipal purposes, and
- (vi) the provision of municipal services and facilities, including
  - (A) sewage collection, treatment and disposal,
  - (B) water supply and distribution,
  - (C) garbage disposal,
  - (D) educational and cultural institutions,
  - (E) recreational facilities, parks, playgrounds and other public open spaces,
  - (F) fire and police facilities,
  - (G) cemeteries and crematoria,
  - (H) urban renewal,
  - (I) housing,
  - (J) preservation of buildings and sites of historical interest, and
  - (K) facilities for the provision of health and social services,
- (vii) the co-ordination of programmes of the council relating to the economic, social and physical development of the municipality, and

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<sup>9</sup> Municipal Plan for the Town of Oromocto, April 20, 2006, <http://www.oromocto.ca/UserFiles/File/Bylaws/bylaw410/bylaw410.pdf>

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- (viii) such matters other than those mentioned in this clause as are, in the opinion of the council, advisable; and
- (b) such proposals as are, in the opinion of the council, advisable for the implementation of policies contained in the plan; and
- (c) subject to subsections (6) and (7), a five-year capital budget for the physical development of the municipality.

Following Section 23(6), referred to in subsection (c), specifies that the capital budget shall be revised annually and submitted to the Minister of Environment and Local Government, who is responsible for community planning within New Brunswick. Section 23(7) exempts these revisions from registration requirements that apply to the Municipal Plan proper.

### 4.1 VISION, MISSION AND GOALS

Oromocto was carefully planned from the time Base Gagetown was identified as the site of Canada's largest military base. Any plan for the future development of the town should consider the land use decisions made by the town's original planner, Professor Harold Spence-Sales, and the sound foundation that he laid for the development of the community in the late 1950s.

In the roughly 60 years since Professor Spence-Sales created the original master plan for the Town of Oromocto many circumstances have changed. Technology has certainly advanced. The railway that ran along the river has been

removed. The Trans-Canada Highway (TCH), which ran close to the railway line by riverside, was moved south to its current route where a modern, four-lane divided highway could be provided. In the past 10 to 20 years, as well, the Internet has become increasingly prominent and is supplanting many traditional forms of communication and advertising, and influencing interaction within and between communities.

Society has also evolved. Families are smaller now and the proportion of Canada's population formed by children and young people has declined significantly. Within the military, which continues to have a dominant role in Oromocto, there have been associated shifts with fewer military personnel likely to require RHUs and an increasing proportion seeking housing off-base.

At the same time, many features of the Spence-Sales plan continue to be valuable. Notwithstanding the overall aging of Canada's population, Oromocto will remain a relatively young community so long as it continues to be a military training centre. The regular infusion of recruits and other military personnel guarantees families with children to populate the community's eight schools and make use of its outstanding range of recreation facilities. As well, the respect that Spence-Sales showed for the floodplains of the Oromocto and St. John Rivers foresaw much stronger regulatory measures that now apply across New Brunswick and an increasing range of other Canadian communities. The lands he chose to conserve are an outstanding recreation asset for residents and an attraction for visitors. Many other features of the original plan such as the local



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transportation network, the positioning of schools, and the emphasis on provision of public space are also valid today.

This Municipal Plan seeks to preserve and adapt the many features of the Town of Oromocto's original plan that continue to add value to the community as well as incorporate new policies that reflect current circumstances and community priorities. Leading issues and opportunities taken into consideration are as follows:

- Continuing conservation of environmentally sensitive and valuable areas within the Town of Oromocto
- Adapting town land use patterns to the relocated the Trans-Canada Highway corridor
- Redefining the role of the town's original downtown next to Hazen Park
- Developing commercial opportunities, including the revitalization of Restigouche Road, within the new TCH corridor to help diversify the town's economy
- Adapting community facilities to provide optimal service as the town's population shifts from the original neighbourhoods planned on the north side of the TCH by Spence-Sales to the growing area of Oromocto West
- Creating an age-friendly community to accommodate and attract older residents

- Continuing collaboration with Base Gagetown and Oromocto First Nation to enhance shared infrastructure and services.
- Promoting the assets of the Town of Oromocto – particularly its environment and recreation facilities – to attract visitors and additional permanent residents.

Broadly, this plan picks up most of the themes and project initiatives of the 2006 Municipal Plan and carries them farther forward toward the goal of creating a prosperous and diverse community respectful of the surrounding natural environment, offering a high quality of life for its residents, and a range of experiences for visitors.

### 4.1.1 Plan Vision

*Town Council will seek to encourage demographic, social, and economic growth, and at the same time enhance the natural and cultural features that define the community by ensuring that future development will enhance the quality of life in Oromocto.*

### 4.1.2 Plan Mission

*To plan Oromocto's continued growth as an urban community in a natural setting oriented around recreation and leisure, more diverse in its industry and functioning as a service centre for the community members, surrounding residents, and visitors to the area.*

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### 4.1.3 Plan Goals

To achieve the foregoing Vision and Mission, the following goals are guidelines for planning the Town of Oromocto:

- P1.3.1 *Identify and protect areas of significant environmental and wildlife habitat and provide for the orderly and comprehensive management of shorelines, flood plains, and wetlands.*
- P1.3.2 *Provide walkways to parklands and preserve links to natural areas surrounding Oromocto.*
- P1.3.3 *Ensure appropriate lands are allocated for residential, commercial/industrial, institutional, and recreational use through designation within this plan.*
- P1.3.4 *Diversify the economy of Oromocto by building around its advantages as the site of a major military base and its location on the TCH.*
- P1.3.5 *Provide for the accommodation of clean industry at suitable locations within the town, particularly within the TCH corridor.*
- P1.3.6 *Encourage high standards of residential character and quality of urban living emphasizing a broad range of housing options to meet the needs of all age groups.*
- P1.3.7 *Encourage a mixture of uses in residential, commercial, and institutional buildings and areas.*
- P1.3.8 *Encourage entrepreneurial activity associated with the military, commerce, transportation, tourism, training, and light industry.*
- P1.3.9 *Encourage commercial development within Oromocto that will meet the needs of citizens, and serve surrounding areas and visitors to the community.*
- P1.3.10 *Enhance the area's sports, recreation, and leisure potential through the coordinated provision and upgrading of sports and recreation facilities and programs.*
- P1.3.11 *Develop, operate, and maintain facilities, infrastructure and utilities to ensure the safety, security, and well-being of town residents and visitors to the community.*
- P1.3.12 *Maintain and, as appropriate, upgrade municipal services to meet Federal and Provincial standards and accommodate growth in Oromocto.*
- P1.3.13 *Encourage development of land through controlled extension of public and municipal services, and community facilities.*
- P1.3.14 *Continue to partner with Federal and Provincial government agencies, and Oromocto First Nation to take advantage of available programs to maintain existing and develop future infrastructure to a high standard.*

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### 4.1.4 Generalized Future Land Use Map

The Generalized Future Land Use Map (**Figure 4-1**) visually represents the intended future development of the Town of Oromocto consistent with the foregoing Vision, Mission, and Planning Goals. It comprehensively represents expected future land use within the community and should be used as a guide to interpret following Municipal Plan policies and the application of the Town of Oromocto Zoning By-law and Zoning Map.

## 4.2 CONSERVATION AND ENVIRONMENT

The Oromocto River and its junction with the St. John River are key distinguishing features of the Town of Oromocto. The confluence of the two waterways no doubt influenced the historical settlement of the area. Today the rivers are valued recreational assets both for boating and related activities on their surfaces and for walking, bicycling, and otherwise enjoying recreation opportunities along their banks.

### 4.2.1 Flood Plains

The flood plain associated with the rivers has been a major influence on the development of the modern town. Spence-Sales avoided development on the riverbanks, although it is not clear whether avoidance of flooding impacts or the barrier created by the railway at the time dictated his decision.

In the interest of maximizing the utility of lands not suited to residential construction, recreation trails and nature areas have been concentrated in the usable land below 9 meters (30 feet) elevation along natural watercourses. This development was significantly enhanced by the removal of the railway in 1988, which provided the right-of-way for the Trans-Canada Trail/Sentier NB Trail.

The conservation of riverfront land has continued into Oromocto West beyond the area that Spence-Sales addressed in his master plan. Lands in Oromocto West generally slope toward the Oromocto River. Elevations range from 6 meters (20 feet) along the Oromocto River flood plain to 33.5 meters (110 feet) near Black Watch Avenue. Most of the remaining land above the 9 meters (30 feet) elevation is forested and well-suited for development.

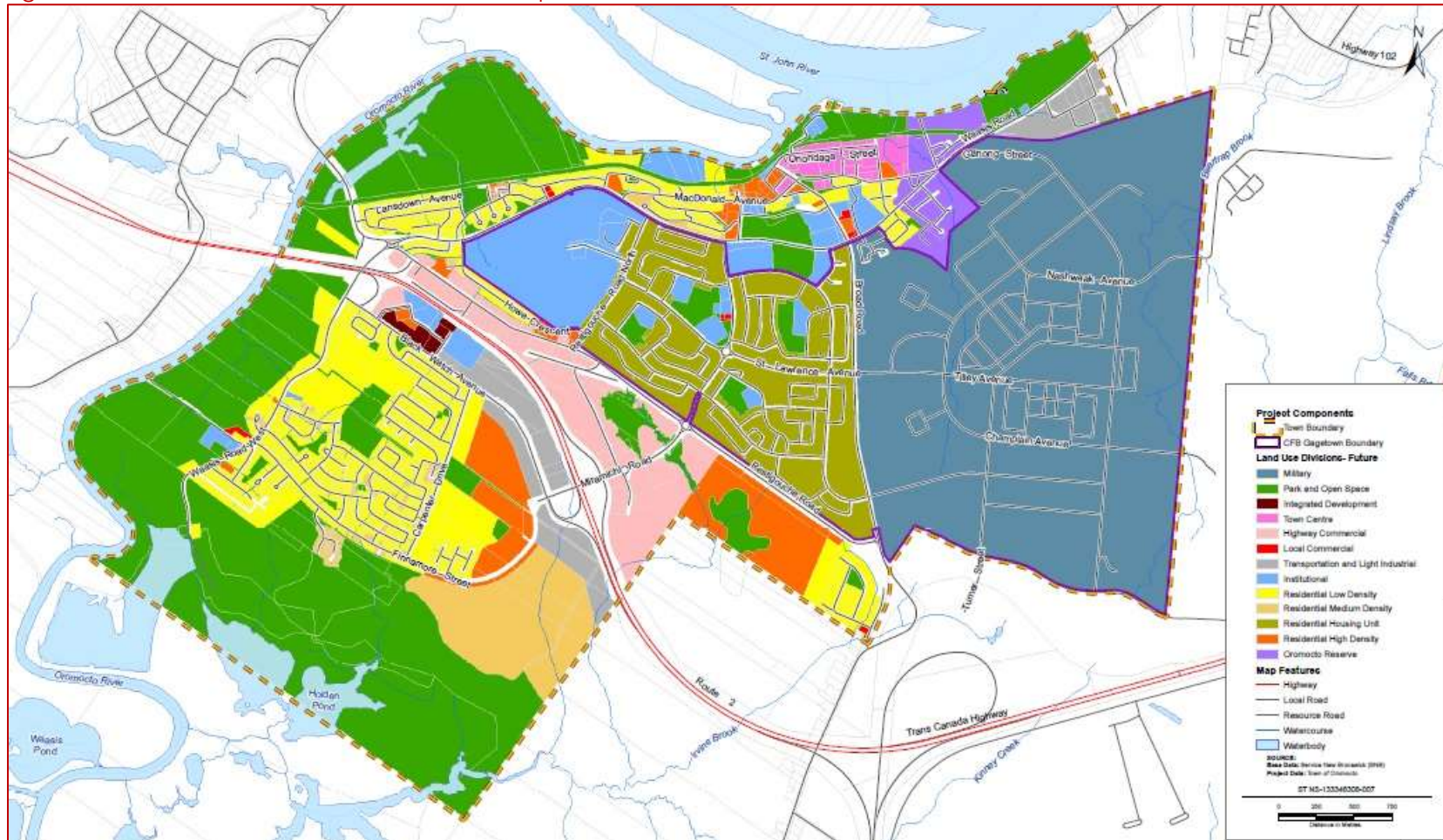
### 4.2.2 Wetlands

A second feature on which increasing emphasis has been placed over the past ten years is wetlands. Wetlands overlay most of the floodplain area associated with the Oromocto River but not the waterfront directly on the St. John River, where the landform has been significantly modified. A substantial wetland area also runs from the Oromocto River along the Town's southern limit south of Finnamore Street. Another is located between Restigouche Road and Gateway Drive. It is associated with an unnamed watercourse that runs under Miramichi Road and winds along the eastern Town Limit to the much larger wetland area on the Town's southern edge (see **Figure 2-3**, above).

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Figure 4-1 Generalized Future Land Use Map, Town of Oromocto



Source: Stantec Consulting Ltd.

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The wetland on the southern Town Limit is a small portion of a very large wetland associated with a collection of small streams and lakes that feed into the Oromocto River as well as the river itself. Holden Pond, which is largely within the Town Limits, is within this area. The area has been designated as a “Provincially Significant Wetland” and is almost entirely within the 2008 flood area.

The guiding principles of planning work when wetlands are involved are, in order of preference, Avoid, Mitigate, and Compensate. Avoidance is always preferred but the configuration of development properties can make it very difficult to achieve. In particular, the construction of connecting roadways can often require crossing of a linear-shaped wetland. In these cases, regulators require that the amount of wetland that must be altered be minimized and that measures to reduce negative impacts be undertaken. Compensation, which should be viewed as a last resort, will restore some of the wetland function back to the landscape after alteration.

### 4.2.3 Provincial Requirements

The Province of New Brunswick will not permit development activity within 30 metres of wetlands it designates as significant except as may be beneficial to improve the wetland or to achieve public benefits subject to the completion of an Environmental Assessment. The Province adopted the Watercourse and Wetland Alteration Regulation pursuant to its *Clean Water Act* in 2012. The regulations specify that any work within 30 metres of a regulated wetland requires a Watercourse and Wetland

Alteration (WAWA) permit. The regulations protect streams, rivers, wetlands, and lakes across New Brunswick from work or ground disturbance in their vicinity.

Provisional permits can be obtained for alterations (activities) that pose a “potentially low level of environmental risk and can typically be carried out with a standard set of conditions of approval,” while standard permits provide for projects that may present potentially a higher risk to the environment. The latter projects “require a more comprehensive review and the establishment of site/project specific conditions of approval.”<sup>10</sup>

The regulation places similar restrictions on other wetlands greater than one hectare in area such as the lands between Gateway Drive and Restigouche Road. For such cases, a development review process is required to ensure measures are taken to avoid wetlands where possible, to mitigate the effects of development on wetlands where it is necessary, and to compensate to restore or replace wetland function where alteration must be undertaken.

### 4.2.4 Parks, Open Spaces, and Trails

Provincial requirements combined with the practical drawbacks to development on flood-prone areas and wetlands oblige the Town to protect such areas for wildlife

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<sup>10</sup> New Brunswick. Environment and Local Government, “Watercourse and Wetland Alteration Permit,” [http://www2.gnb.ca/content/gnb/en/services/services\\_rendere\\_r.2935.Watercourse\\_and\\_Wetland\\_Alteration\\_Permit\\_.html](http://www2.gnb.ca/content/gnb/en/services/services_rendere_r.2935.Watercourse_and_Wetland_Alteration_Permit_.html), accessed September 3, 2015.

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and to provide for their orderly and comprehensive management. The Town has done so by zoning these areas for park use excepting one isolated residential property at the end of the extension of Waasis Road West and some mixed residential development on the western side of the intersection between Waasis Road West and Harris Bridge Road, as well as the lands flanking the Public Works Garage behind Covert Street, that are subject to flooding has been an ongoing problem.

The Town, furthermore, has plans for the wetland between Gateway Drive and Restigouche Road, which it intends to preserve as the Gateway Wetland. The Town hopes to develop trails within the wetland and build the Gateway Wetland Trails and Conservation Centre to provide parking and access, as well as an interpretive centre (**Figure 4-2**). The Town also plans to move its Tourist Bureau to the new structure as part of a long-standing initiative discussed in the 2006 Municipal Plan.

These conservation areas are key components of Oromocto's extensive complement of recreation lands. Hazen Park and Deer Park, two of the community's largest open space areas, are within the flood plain. The Town has many other parks areas with its developed areas and within Base Gagetown. A compilation prepared by the Town in May 2013, found there are 165.1 hectares (408.0 acres) of parkland in Oromocto in the following categories:

- Local park (up to 0.5 hectares/1.25 acres) – 4.9 hectares/12.1 acres

- Neighbourhood Park (0.5 hectares/1.25 acres to 2.5 hectares/6 acres) – 9.3 hectares/25.1 acres
- District Park (2.5 hectares/6 acres to 7.5 hectares/18.5 acres) – 51.2 hectares/126.5 acres
- Nature Park (7.5 hectares/18.5 acres or more) – 99.7 hectares/246.4 acres.<sup>11</sup>

The most prominent parks are Anniversary Park in the centre of Oromocto West and Bicentennial Park, which with the Gage Golf and Curling Club and Kings Arrow Arena covers nearly all of the area encompassed by Waasis Road, Howe Crescent, and Restigouche Road North. Summerhill Elementary School abuts Bicentennial Park. Each school in Oromocto is associated with a park area that normally covers the entire block on which the school is located, resulting in a very even distribution of park areas within the older portion of the community north of Restigouche Road.

In addition to Anniversary Park, Oromocto West has several local parks, as well as the previously discussed conservation lands on the Oromocto River and covering wetland areas to the south. As the area continues to develop additional parkland will nevertheless be required. This plan increases provisions for dedication of new subdivision land for public purposes to 10% from the 8% required in the previous Municipal Plan pursuant to recent changes to Provincial legislation and should ensure that this need is addressed.

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<sup>11</sup> Town of Oromocto, Memo from Director of Recreation and Tourism to Chief Administrative Officer, "Park development guideline, AT connection and recommendation," May 8, 2013.

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Figure 4-2 Proposed Gateway Wetlands Trails and Conservation Centre, Town of Oromocto



Source: Town of Oromocto, 2014

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Overall, it is critical that the Town continue to promote connectivity between parks and open spaces, as well as with residential and commercial areas, pursuant to the 2012 Active Transportation Plan. The provision of pedestrian walkways was a leading feature of the Spence-Sales master plan. Today, the maintenance of good pedestrian and bicycle connectivity is viewed as even more critical. It is important to the health of community members and vital for groups in the community that do not have ready access to an automobile, particularly in the absence of a local transit system.

Trails also complement the parks system. Parks provide relatively open areas through which trails can be routed. The routing of trails through parks enlivens parklands, and encourages awareness of recreation opportunities within parks while encouraging healthy travel between residences and to shopping and work destinations.

It is the policy of Council to:

- P2.4.1 *Secure land within environmentally sensitive areas through land acquisitions, development agreements, and zoning mechanisms.*
- P2.4.2 *Prohibit development within flood plains and environmentally sensitive areas in accordance with Provincial regulations.*

- P2.4.3 *Encourage the development of parks and other uses that protect the environment for the benefit of the public on lands adjacent to watercourses that are deemed be subject to flood risk.*
- P2.4.4 *Prohibit development in areas designated as or determined to be wetlands except as may be permitted under the New Brunswick Watercourse and Wetland Alteration Regulation.*
- P2.4.5 *Require as a condition of approval of a subdivision plan, and irrespective of ownership, land in the amount of 10% of the area of the proposed subdivision, exclusive of streets intended to be publicly-owned, at such location as may be recommended by the Planning Advisory Committee or otherwise approved by Council, to be set aside as land for public purposes and so designated in this plan.*
- P2.4.6 *Consider, in lieu of land set aside under **Policy P2.4.5**, a sum of money to be paid to the municipality in the amount of 8% of the market value of the undeveloped land in the proposed subdivision at the time of submission for approval of the subdivision plan, exclusive of streets intended to be publicly owned.*



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- P2.4.7 *To assign all monies received by Council pursuant to **Policy P2.4.6** to a special account to be invested in authorized trustee investments that shall be expended by Council for acquiring or developing lands for public purposes.*
- P2.4.8 *Obtain useful areas as land for public purposes from developers of privately owned lots and where practical, such lands be adjacent to designated future areas of land for public use and/or suitable for the development of trails connecting to such lands.*
- P2.4.9 *Promote the development of trails suitable for pedestrians and non-motorized vehicles within and between lands reserved for public purposes to protect the environment, and obtained for public purposes pursuant to **Policies P2.4.5, P2.4.6, and P2.4.8.***
- P2.4.10 *Ensure that land uses within and abutting environmentally sensitive areas are compatible with and have minimal impacts on the natural environment.*
- P2.4.11 *Maintain the practice of requiring developers to construct pedestrian pathways, within the area of their development, connecting neighbourhoods, workplaces, shopping areas, and recreational sites.*
- P2.4.12 *Encourage the preservation of natural vegetation and trees in development plans for all land uses.*

## 4.3 DEVELOPMENT CONCEPT

The Town of Oromocto owns most of the undeveloped land within its limits, which gives Council a powerful tool for directing development that most other communities do not have available to them. The Town owns approximately 473 hectares (1,170 acres) of undeveloped land south of Highway 2, of which 76% (360 hectares or 890 acres) is suitable for development. Within this large holding, Council can control the location and timing of development to an extent that is not achievable through conventional plan policy and zoning regulations. Revenue from land sales by the Town has traditionally been used to offset the cost of acquiring additional land.

Policies in the preceding section of this plan, establish areas that should be preserved for public purposes to protect the environment, avoid hazardous development, and provide open spaces and pathways for recreation and non-motorized transportation. The Town of Oromocto's Sustainable Community Strategy, which is the Town's strategic plan, is growth oriented. While projections of the town's population based on past trends call the strategic plan's goal of increasing the town's population by 1.0% per year into question, this Municipal Plan recognizes that it is the ambition of the Town to grow.

Remaining lands not designated for conservation are suitable for development and should be allocated as beneficial to accommodate residents and business, and the institutions that support and serve both. This includes not only the release of land for sale but the purposes for which it

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should be sold consistent with the objectives of this Municipal Plan and, particularly, the designations of lands uses contained in the Generalized Future Land Use Map.

#### 4.3.1 Overall Development Concept

In addition to recognizing the need and purpose of conserving lands for environmental protection and recreation, the Development Concept recognizes that Oromocto has been reorienting itself since the re-routing of the Trans-Canada Highway. On the one hand, the TCH corridor has created opportunities for business development while, on the other, it has subordinated the community's original downtown core adjacent to Hazen Park.

The proposed Development Concept reinforces ongoing initiatives to develop business on Miramichi Road and revitalize Restigouche Road. Development of recreation, leisure infrastructure and services must continue to be the focal point to enhance tourism, commerce, and quality of life in Oromocto.

The strong emphasis on provision of recreation facilities and services that was evident in the original master plan for Oromocto should be maintained. Recreation facilities are critical to youth and young adult populations that are disproportionately present in Oromocto because of the presence of Base Gagetown. Appropriate recreation opportunities should also be provided for older residents who can be expected to form a growing proportion of the community's population in the future.

This plan adds an initiative to re-position the Hazen Park District as a fully serviced mixed use neighbourhood complemented by higher density housing development. Continued development in Oromocto West should diversify that area, increasing the mix of housing types and adding community facilities that the area currently lacks.

Throughout the town, this plan will encourage greater mixing of land uses within areas and structures. The approach has worked effectively in the Town's Integrated Development Area and offers benefits for other areas of the town. Mixing of uses such as combining retail operations in apartment buildings was not encouraged in Spence-Sales master plan; however, its virtues have become apparent to planners in the subsequent half century. Mixed use encourages walking over the use of motorized vehicles and enlivens both residential and commercial areas by broadening the times during which they are active. This is especially important for the Hazen Park area where the plan envisions the development of a denser neighbourhood within which residents and visitors should be able to walk easily among homes, shopping areas, and parks and recreation facilities.

As in the past, the Town will not approve proposed subdivision development plans until planning staff and, when required, the Planning Advisory Committee (PAC) have reviewed and made recommendations against the broader context of the Municipal Plan. Construction work that is not in keeping with the Municipal Plan, including clearing and grubbing, should not be conducted before approvals are granted. This ensures planning consideration of lot size, retention of trees, buffers, green veins, and other aesthetic

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measures prior to removal of the natural vegetation coverage. It also allows the Town to influence development for cost-effective maintenance.

It is the policy of Council to:

- P3.1.1 *Coordinate development in the Town of Oromocto consistent with the land use designations provided on the Generalized Future Land Use Map.*
- P3.1.2 *Work with senior levels of government and their agencies, particularly Regional Service Commission 11 and DND, in coordinating development pursuant to **Policy P3.1.1** and to secure funding and minimize costs.*
- P3.1.3 *Ensure that development projects comply with all pertinent Provincial requirements prior to commencement.*
- P3.1.4 *Permit development other than parks and recreation uses not requiring washroom or cooking facilities only in areas that are currently serviced or readily serviceable through existing municipal water, sewer, and stormwater networks.*
- P3.1.5 *Ensure that lot grading carried out in new subdivisions and for infill development is completed before subdivision registration and covenanted to ensure compliance.*

## 4.3.2 Residential Development Concept

All new development within the town should continue to be required to be on municipal services. With planned upgrades discussed in **Section 4.4.2**, water and sewer services in Oromocto should be more than adequate to accommodate foreseeable residential development within the town.

While preservation of the character of established residential areas within Oromocto should continue to be a Town priority, the original Spence-Sales Master Plan for Oromocto provided residential neighbourhoods containing a mix of single dwelling units and multiple dwelling units. Oromocto today has a somewhat smaller proportion of single-detached dwelling units (61.6% including the Oromocto Reserve in 2011) than the New Brunswick average (70.1%).

The proportions of construction over the past ten years classified by the Town's primary residential zoning categories has roughly conformed to the established division as illustrated by **Table 4-1**. R1 or single-detached units have constituted just less than 60% of new units built in the past decade. The balance is divided between R2 buildings with two to four units (15.3%) and R3 structures (27.2%) with more than four units. It is notable, as well, that the average number of units constructed annually over the 2005 to 2015 period exceeded the expectation of the previous Municipal Plan (50 units per year) but that the addition of new units has fallen off in the past three years, recognizing that the 2015 figure shown is for the year to July only.

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With population aging, the provision of medium and high-density housing is increasingly important to meet the needs of seniors both resident within Oromocto and potentially considering Oromocto as a place to live. A major thrust of this Municipal Plan in relation to this need is to facilitate the development of higher density residential development within Oromocto. Developers should be encouraged to provide low to medium-rise apartment structures in appropriate locations within new subdivisions and as infill projects where such structures can be appropriately separated and/or buffered from lower-rise residential development.

One attractive infill opportunity is the current site of the Public Works garage, which is awkwardly located relative to the current development of the town and subject to flooding. If the garage is moved to a more central site as many stakeholders would like to see, its property would be well-suited to medium-density residential development. If, however, redevelopment is pursued, it will be important to ensure that it is not subject to the flooding that has afflicted the Public Works garage.

Continued construction of single-detached housing units is anticipated and welcomed. Infill opportunities should be available within the original town area planned by Spence-Sales and construction on such sites should be encouraged. Particular emphasis should be placed on the renewal of existing multiple unit residential structures in and around the Hazen Park District where residents will have easy access to local retail and personal service businesses and the businesses will benefit from the presence of a substantial

Table 4-1 New Dwelling Units, Town of Oromocto, 2005-2015

Year	R1	R2	R3	TOTAL
2005	77	8	12	97
2006	66	20	24	110
2007	54	18	0	72
2008	43	16	29	88
2009	45	16	0	61
2010	29	14	40	83
2011	16	8	0	24
2012	20	4	40	64
2013	15	0	40	55
2014	19	0	0	19
2015 to July 1	8	0	0	8
<b>TOTALS</b>	<b>392</b>	<b>104</b>	<b>185</b>	<b>681</b>
Average	36	9	17	62
Share	57.6%	15.3%	27.2%	100.0%

Source: Town of Oromocto

concentration of potential customers nearby. Construction of new apartment buildings should be encouraged adjacent to this area and on vacant commercial lands within the district with the objective of creating a dense, active, pedestrian-oriented neighbourhood attractive to both younger military personnel and older town residents.

The bulk of new construction, however, is expected to take place in Oromocto West. The Town can control the pace and location of this development through its release of land for sale. The plan anticipates that vacant lands north of Anniversary Park will be developed as Low Density Residential and designates a smaller parcel on Brizley Street for Medium Density Residential.

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The balance of vacant lands in Oromocto West are designated as High Density Residential, which does not mean that they will exclusively contain apartment structures but that they will permit residential structures with more than four units wherever such buildings can be incorporated without detrimental impacts on existing or planned lower density residences. Similarly, policy allows for selective consideration of higher density housing types in Low and Medium Density areas.

It is the policy of Council to:

- P3.2.1 *Encourage ongoing residential development in Oromocto to accommodate a growing population.*
- P3.2.2 *Designate Low Density Residential neighbourhoods that shall predominantly consist of single-family detached dwellings interspersed with 5% to 10% of two-unit, three-unit and/or four-unit dwelling units.*
- P3.2.3 *Designate Medium Density Residential neighbourhoods that shall predominantly consist of dwellings that accommodate two to four units per structure. Areas for Medium-Density Residential development should be permitted within Low Density Residential areas consistent with the provisions of **Policy P3.2.1** and within High Density Residential areas, particularly in locations where they may provide a transition to Low Density Residential areas.*
- P3.2.4 *Designate High Density Residential neighbourhoods that shall predominantly consist of dwellings that accommodate more than four units per structure. These dwellings should be located close to future commercial and institutional uses where social and business activities are concentrated, and may be permitted in Low Density Residential areas consistent with the provisions of **Policy P3.2.1**.*
- P3.2.5 *Encourage the development of additional Medium and High Density Residential units within and adjacent to the Hazen Park District through the expansion of existing structures of those types and construction of new structures where they are compatible with existing development.*
- P3.2.6 *Permit the development of up to one additional unit within or attached to any existing semi-detached structure, or as a separate stand-alone structure where sufficient lot area is available.*
- P3.2.7 *Permit future low density residential development on lands currently occupied by the Public Works garage in the event the garage is moved to an alternative site and provided such development is positioned on portions of the property not subject to flooding or which can be protected from flooding by fill or equivalent permanent measures.*

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- P3.2.8 *Consider the provision of housing for groups with special needs in a manner compatible with the scale and character of a proposed area. Special needs groups include: low to medium income families, senior citizens, nursing home residents, and the disabled citizens.*
- P3.2.9 *Encourage the incorporation of medium rise and high rise apartment structures in new subdivisions where they will not negatively affect existing low-rise structures.*
- P3.2.10 *Encourage the construction of apartment structures no taller than four storeys as infill projects where sufficient separation and/or buffering can be provided to mitigate the effects of the height and mass of such buildings on existing low-rise structures.*
- P3.2.11 *Permit home occupations in residential areas by regulating the floor area to be used for the home occupation, the number of employees permitted to be engaged in the business activity on site, and the number and size of signs and parking spaces. A home occupation shall be conducted by a resident in the dwelling unit in which it is located, and shall be compatible with surrounding land uses.*
- P3.2.12 *Encourage the incorporation of locally oriented commercial uses at ground level in medium and high-density residential structures.*

## 4.3.3 Commercial-Industrial Development Concept

The Oromocto East Industrial Park is substantially developed but has been marginalized by the removal of railways links and the relocation of the TCH as has the Hazen Park Business District. The role of both of these older districts needs to be defined in terms of contemporary conditions. The East Industrial Park is the home of the Sobeys Distribution Centre, which is one of Oromocto's largest employers.

The Hazen Park Business District, which was laid out in the Spence-Sales master plan as the Town Centre, is known as the central commercial area. It includes the Oromocto Mall, Wilmot Shopping Mall, and surrounding businesses. Uses within this commercial area include offices, retail and service shops, financial institutions, government agencies, and recreation and entertainment facilities in an attractive setting bordered by housing of varying densities and parklands.

The mixture of land uses and proximity of residential uses, suggests that its future should be as a neighbourhood or community shopping district. The district abuts attractive parklands and is near the primary entrance gate to Base Gagetown. Even more importantly, it is surrounded by long standing medium to high-density residential development from which residents can easily walk to the business area, stimulating an appealing vision of restaurants and service uses anchored by the existing grocery store to meet the daily and weekly needs of residents, while also drawing on CFB personnel and visitors to Hazen Park and its amenities.

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Detailed planning is in order to reposition and upgrade the Hazen Park area. A process involving local business representatives and the surrounding residential community could define an approach to redeveloping the area that will advance the objective of this plan to intensify development in the town's traditional core while creating a potentially more intimate and interesting retail and service complex characterized by street front development and mixed land uses.

As discussed further in **Section 4.5**, New Brunswick's *Business Improvement Areas Act* provides a mechanism that may be of interest to address the challenges facing the Hazen Park area. The creation of a Business Improvement Area (BIA) covering Hazen Park would provide a framework within which businesses in the area could address the representation and marketing of their district. It will require collective commitment from the business community include a willingness to accept a special tax levy to fund BIA activities and improvements. While the creation of a BIA is not essential to the creation of an area plan, it can facilitate access to specialized funding to support the development of area plans and to undertake related initiatives.

The Town has established areas for industrial development adjacent to the new TCH corridor and their development is well underway. The Restigouche Road Business Park, the Gateway Business Park, the Black Watch Avenue area, and the Integrated Development Area, which is immediately to the west of the Black Watch Avenue area, offer 31.3 hectares (77.2 acres) of vacant lands that are easily accessed and frequently visible from the TCH.

Continued effort to attract additional businesses to these areas should be a priority of Town Council and staff to diversify the employment base available within the community and draw business from the highway, as well as to enhance activity, interest, and convenience for residents.

The East Industrial Park, although now relatively distant from the TCH, is located on Route 102, which is a designated truck route within Oromocto. It is also adjacent to the Burton Bridge, which provides access to Route 105 on the north side of the St. John River. Its location at the northeastern corner of the town adjacent to Base Gagetown keeps it well-separated from residential areas.

The Restigouche Road Business District should continue to evolve as a commercial area. It is a key entry route to the town from Exit 301 on the TCH. Its aesthetic enhancement and economic revitalization is a priority in the opinion of Oromocto residents. Like the Hazen Park area, Restigouche Road could benefit from the creation of a BIA through which its businesses could work together to address the detailed planning and marketing of the commercial district. It might advantageously be combined with the Gateway Business Park in a single area.

The Gateway Business Park land between the new TCH and the Restigouche Road extension has developed into a vibrant highway commercial area. It has been attractively developed with modern highway-oriented commercial uses. The planned development of the Gateway Wetland Trails and Conservation Centre and Tourist Bureau on Miramichi Road within this area should further enhance it by adding a

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non-commercial attraction for travelers seeking tourist information, an opportunity to rest, and an appealing natural site. Extension of the development characteristic of the Gateway Area to Restigouche Road area, with which it is contiguous, would have significant benefit for Restigouche Road and would create an unmatched agglomeration of commercial use within the TCH corridor.

The Black Watch Avenue area offers largely greenfield lands that are well-separated from residential areas and highly accessible to TCH Exit 303. It is an ideal location for warehouse and light industrial uses, particularly those that place a premium on convenient access to the highway.

The 14-hectare Integrated Development Area is substantially developed with the Days Inn Motel, the Town Hall and RCMP Station, two churches, and a new cemetery among other uses. Only, 4.8 hectares (11.7 acres) is left for development with high- quality, high-density residential, office, and institutional uses in accordance with the registered plan. While the development of the remaining vacant land in the district should be guided by the development agreement process through which now established land uses were approved, established uses such as the referenced motel would now be more efficiently regulated through the application of conventional zoning.

It is the policy of Council to:

*P3.3.1 Facilitate the provision of varied commercial and industrial areas suitable to accommodate all types of commercial and light industrial development.*

*P3.3.2 Ensure that commercial areas are appropriately located to serve the needs of the residents of Oromocto and the surrounding region, as well as travelers through the region, particularly on the Trans-Canada Highway.*

*P3.3.3 Maintain and promote Oromocto East Industrial Park.*

*P3.3.4 Create area redevelopment plans for the Hazen Park District and the Restigouche Road area to identify means to position, promote, and improve each area.*

*P3.3.5 Enliven the Hazen Park District by permitting a wide range of retail and personal service uses to locate there and encouraging such businesses to develop on street fronts with display windows, decks, and similar improvements that will draw the interest of and engage pedestrians in the area.*

*P3.3.6 Complement **Policy P3.3.5** by encouraging mixed uses within structures in the Hazen Park District, particularly the incorporation of ground floor commercial uses in residential buildings.*

*P3.3.7 Encourage improvements in the Restigouche Road area that will enhance the appearance of the area, such as improved signage and landscaping.*

*P3.3.8 Emphasize the development of lands adjacent to the Trans-Canada Highway corridor for commercial and industrial purposes.*



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- P3.3.9 *Encourage highway-oriented commercial development in the Gateway Business Park.*
- P3.3.10 *Develop the Gateway Wetland Trails and Conservation Centre and Tourist Bureau on Gateway Drive within the Gateway Business Park.*
- P3.3.11 *Encourage the development of light industrial and transportation-oriented uses within the Black Watch Avenue Industrial Area.*
- P3.3.12 *Continue to develop the Integrated Development Area as a location for a broad range of high order commercial and office uses including such uses as retail and personal service establishments, hotels/motels, restaurants, and licensed liquor establishments, as well as for municipally oriented institutional uses.*
- P3.3.13 *Rezone properties in the Integrated Development Area as they are developed from the Integrated Development Zone to zoning appropriate to each developed use.*
- P3.3.14 *Permit licensed liquor establishments within the Hazen Park, Restigouche Road, Gateway Business Park, and Integrated Development Areas where they are compatible with existing uses, particularly existing residential uses within or abutting those areas.*

- P3.3.15 *Ensure that all commercial establishments (retail, service, and office) provide off-street loading and parking areas in accordance with Town bylaws.*
- P3.3.16 *Ensure that adequate buffer planting is provided between commercial uses and adjacent residential areas.*
- P3.3.17 *Designate and provide for all institutional land uses within the provisions of the Zoning Bylaw.*

### 4.3.4 Institutional Development Concept

Spence-Sales carefully considered the distribution of Institutional uses in his plan for Oromocto. He located schools in association with parklands in the area immediately west of Base Gagetown between Restigouche Road and Waasis Road, where all eight schools are readily accessible to the residential neighbourhoods that they serve and their grounds offer valuable recreational amenities to residents in the same area.

The Town was originally managed from offices in the Hershey Building in the Hazen Park District. The first Town Hall, however, was in located in a former school building on MacDonald Avenue at the edge of the Hazen Park area. In response to the shift in the town's axis resulting from the re-routing of the TCH, the Town Hall was moved to the Integrated Development District where it is co-located with the RCMP detachment serving Oromocto and the surrounding area as well as Fire Station 2.

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In this new location, Town services are much more accessible to residents in the growing areas of Oromocto West as well as to the business areas flanking the TCH corridor, although they are clearly now more distant from the older town to the north and east of the TCH. Conversely, student populations have not justified the addition of schools in the area since the establishment of the town and Oromocto West is consequently without a school at any level despite being home to close to 40% of the town's school age children, according to the 2011 Census.

The siting of an elementary school in Oromocto West would be beneficial if the aging of one of the four existing schools necessitated the construction of a replacement. Given that Oromocto is only 20 minutes from Fredericton and the University of New Brunswick campus there, the town has limited prospect of attracting university facilities. On the other hand, its size and relatively youthful population would appear to be sufficient to justify a local community college program.

The 2006 Municipal Plan also noted the need to relocate the Tourist Bureau to the Gateway Wetlands Trails and Conservation Centre and to conduct a siting study to determine the best location for a new fire station. Planning is now well underway for the Gateway Centre. CGI Insurance Services and Management Services completed a study of fire services in 2008 that reviewed five potential locations but a specific site has not been selected.

A new Station 1 is required to accommodate a larger composite (i.e., mixed professional and volunteer) force,

with an increasing female component that requires improved washroom and changing facilities. CGI assessed five potential locations for a new facility, including the current fire station site at 50 Miramichi Road. It favoured a new location farther south at the intersection of Miramichi Road with Restigouche Road; however, it did not make a firm recommendation for any particular site. Potential cost was a limiting factor for the preferred site, which is in the Gateway Business District, while several other sites were limited because they compromised coverage of the industrial park in the northeast corner of the town.

The past Municipal Plan also called for Council to assess potential locations for a new cemetery and/or crematorium. The need has been addressed since by the establishment of the Pioneer Gardens Cemetery in the Integrated Development District. The town does not have a crematorium but the need does not appear to be pressing with services readily available in Fredericton and Saint John.

The recently completed Recreation Needs Assessment recommended replacement of the Kings Arrow Arena, and construction of a new gymnasium and indoor walking track. It also recommended the construction of a new library and cited a need for new flexible multi-purpose space and non-performing arts and culture space (dependent on decision framework discussion). These requirements coincide with interest in building a new community centre, which citizens attending the Building Oromocto Workshop suggested should be located on a site near TCH Exit 303 within the Gateway Business Park area.

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A key consideration in redeveloping the library will be its current location on Miramichi Avenue central to all eight of the town's schools. Policy in the preceding Municipal Plan endorsed the site and its merits are obvious; however, there are likely to be attractive economies in constructing a new library in combination with other needed facilities, particularly the proposed community centre.

Finally, the Town's Public Works garage is located on the banks of the Oromocto River behind MacDonald Avenue between Hazen Park and Deer Park. The property is prone to flooding annually and is relatively isolated from active areas of the town such as the Hazen Park area, the Gateway Business Park, Restigouche Road, and Oromocto West. Its relocation to a site more central to the community away from the floodplain would be very desirable if funds can be secured.

It is the policy of Council to:

- P3.4.1 *Provide police, fire, and public works services and facilities in accordance with applicable Provincial and Federal regulations and guidelines.*
- P3.4.2 *Encourage the preservation of existing and, where required, the development of new institutional facilities including schools, hospitals, libraries, churches, day care centres, and recreation facilities.*

- P3.4.3 *Encourage the Provincial Government and the School Board to ensure that all schools within the Town maintain their high standard of educational facilities and services, and work with others to develop Community College facilities.*
- P3.4.4 *Maintain current agreements with the School Board to provide access to school properties, gymnasiums, and facilities for recreation and community uses.*
- P3.4.5 *Ensure that appropriate recreational and social facilities are provided to service new residential developments in Oromocto West.*
- P3.4.6 *Encourage the location of any new school, should one be required, in Oromocto West.*
- P3.4.7 *Assess the feasibility of a new recreational/leisure complex to replace, upgrade, and augment existing facilities identified in the 2014 Recreation Needs Assessment.*
- P3.4.8 *Undertake a study or studies to assess the most suitable location or locations for a community/recreation centre and a new library.*
- P3.4.9 *Determine a location for a new Fire Station 1 taking into consideration analysis in the 2008 Fire Services Study and initiatives proposed pursuant to **Policies P3.4.9 and P3.4.11.***

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- P3.4.10 Consider the potential benefits to the community of co-locating some or all of the facilities giving particular consideration to merits of the current location site of the Oromocto Public Library central to a large residential area and adjacent schools.
- P3.4.11 Address the rehabilitation of Kings Arrow Arena, and any remaining recommendations of the 2014 Recreation Needs Assessment In consideration of foregoing **Policies P3.4.7, P3.4.8, and P3.4.10.**
- P3.4.12 Ensure that institutional uses are located on collector or arterial streets and that adequate parking is provided.
- P3.4.13 Ensure that institutional land uses compliment adjacent land uses and have sufficient buffering from residential neighbourhoods, and appropriate pedestrian and vehicular access with sufficient parking to minimize spill-over parking on adjacent streets and properties.
- P3.4.14 Ensure that all public municipal facilities, operations, and services are designed and managed to provide for the reasonable safety and well-being of Oromocto residents and visitors.
- P3.4.15 Cooperate with government and community agencies to increase public awareness of health and safety concerns.

- P3.4.16 Encourage the provision of seniors' accommodations and health care facilities that are designed and located to best meet the needs of the community.
- P3.4.17 Encourage the Provincial Government and other organizations involved in seniors' care to continue to provide extramural health and other services and housing opportunities, which better enable seniors to live in a non-institutional environment.
- P3.4.18 Encourage the use of schools and places of worship throughout the Town to serve as centres for community activities.
- P3.4.19 Encourage, where appropriate, the incorporation of commercial uses within institutional structures, particularly where such uses will serve the needs of building residents and users.

## 4.4 INFRASTRUCTURE

The Town of Oromocto is fortunate to have sound infrastructure that is largely in good order and condition. The Town is nevertheless challenged by the fact that most of its infrastructure north of the TCH was built simultaneously in the late 1950s pursuant to the Spence-Sales plan. Underground services and some municipally-owned structures in this area are now more than 50 years old and require higher levels of maintenance if not replacement.

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The Town has plans to upgrade and re-locate both of its water and wastewater treatment plants. While these are expensive undertakings, they will result in modern facilities meeting contemporary standards with sufficient capacity to accommodate current and anticipated development within the town. For this reason, the Town is largely free to develop lands that are not subject to environmental constraints, recognizing that it will be much more efficient to extend servicing networks as well as roadways incrementally into areas abutting already serviced areas.

On the other hand, the re-routing of the TCH has significantly re-oriented the layout of land use within the town. The foregoing development concept recognizes that the Hazen Park area serves a more local market now that it is no longer adjacent to the highway. The face of the town for travelers now is the TCH corridor around, within which the town is developing a new commercial area in Gateway Park and a new town centre in the Integrated Development Area, while working to revitalize the older Restigouche Road commercial district. This shift has, of course, been complemented by the development of Oromocto West as the town's primary area for new residential construction.

Community facilities have already shifted in response. The Town Hall and cemetery are within the new TCH corridor. Consultation suggests that preferred locations for a community/recreation centre and a new Public Works garage are also within the TCH corridor where they would be more central to the contemporary community. The location of the library on Miramichi Road within the RHU area, on the other hand, continues to appear sound given

its accessibility to the town's schools and locations considered for a new fire hall include the existing site as well as alternatives within the TCH corridor.

In short, while Oromocto's infrastructure appears to be more than adequate to meet needs within the ten-year plan period, major components are in need of renewal or replacement. The need for renewal is an opportunity to address the shifts in the town's population and commercial base that have taken place since its foundation. The community has already some decisions in this context but others must follow and will be most effective if coordinated within the context of this Municipal Plan.

### 4.4.1 Transportation

The design of roadways in the Spence-Sales plan for Oromocto had several distinctive, positive features. The town has a clear and efficient hierarchy of streets with well-defined, limited access arterial roadways ringing the community. Roundabouts were included at several key intersections far ahead of the current push in contemporary traffic management to employ them more widely.

The prohibition of on-street parking also facilitates traffic flow and enhances safety, as well as enhancing the clean appearance of the community, although it may also present challenges for visitors to homes within the town that do not have spare parking spaces available on their properties. Loosening of the blanket policy may be in order to alleviate the latter issue.

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While no recent traffic study has been undertaken for Oromocto, observation, discussions with Town of Oromocto staff, and input from stakeholders and the public suggest that there are few problems with congestion on roadways within the town. The previous Municipal Plan cited the need for an exit to allow west-bound travelers to enter Oromocto via Exit 301. The suggested access would be particularly valuable for the Integrated Development Area and, especially, the Days Inn, which cannot be accessed by west-bound highway drivers from the point that they can first see the hotel signage. A comprehensive traffic study of the current and proposed roadway linkages is recommended to aid in the planning, design, and budgeting for necessary improvements to support future growth areas.

Town Bylaw 502 adopted in 2014 has designated Route 102 (i.e., Restigouche Road from the western limit of the town to Broad Road, Broad Road to Waasis Road, and Waasis Road to the eastern Town Limit) as a trucking route through Oromocto. The previous Municipal Plan recommended the identification of a route through the town for hazardous goods. Although the trucking route has not been formally designated as suitable for hazardous goods transportation, it is the logical path through the community for the purpose as it is limited access and generally passes through commercial and industrial as opposed to residential areas.

Oromocto does not have a transit system. It does, however, have an excellent pedestrian network consisting of sidewalks and connecting pathways incorporated in the Spence-Sales plan. This network has been augmented with additional pedestrian connections incorporated in new subdivisions

and trails through parks and conserved areas as discussed above. Town residents, nonetheless, are heavily reliant on automobiles.

As **Table 4-2** shows, 92.4% of Town residents (including residents of the Oromocto Reserve) depended on a car, truck, or van to get to work according to the 2011 National Household Survey. Only 5.2% walked or bicycled, less than the Provincial average (5.8%) despite the fact that few communities have pedestrian and bicycle networks comparable to Oromocto and the typical commuting range is roughly 50% longer for residents of the province as a whole. In the nearby City of Fredericton, which has a similar climate to Oromocto and marginally more difficult terrain, 12.0% of commuters walk or bicycle.

Active Transportation modes should play a larger role in Oromocto. In addition to its excellent pedestrian network, the town is relatively flat and its population is relatively young. The Town has taken an important step by recently commissioning and adopting its Active Transportation (AT) Plan.

The AT Plan compliments the Town concerning the presence of sidewalks on arterial roads, the availability of right-of-ways for pedestrians and bicycles within the asphalt surfaces of streets thanks to the prohibition of parking, and the many short-range pathways that already connect Oromocto's curvilinear streets. It notes, however, that signage is frequently lacking, some links are incomplete, and some key sections of arterial roadways do not have sidewalks. It also notes the critical importance of the pedestrian tunnel under

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the TCH, which it characterizes as poorly finished and flanked by dense foliage that raises safety concerns.

This Municipal Plan supports the implementation of the AT Plan recommendations.

Many recommendations have already been implemented. Among remaining initiatives, improvements to the TCH underpass, and provision of sidewalks and crosswalks in the Gateway Business District and the Restigouche Road Area are particularly important to enhance those areas and to facilitate AT connections between Oromocto North and Oromocto West.

To supplement its own direct investment, the Town should seek funding support available from the Federal and Provincial governments, take advantage of community support and sponsorship, and use of other devices available to it to leverage support for AT improvements, most notably its ownership of land and control over development approvals.

Table 4-2 Commuting by Mode, Time and Duration, Oromocto and New Brunswick, 2011

	Town of Oromocto		Oromocto Reserve		All Oromocto		New Brunswick	
	Number	%	Number	%	Number	%	Number	%
Employed population, 15 years+	4,860	100.0%	80	100.0%	4,940	100.0%	332,005	100.0%
<b>Mode of Travel to Work</b>								
Car, truck or van driver	4,080	84.0%	50	62.5%	4,130	83.6%	272,600	82.1%
Car, truck or van passenger	435	9.0%	0	0.0%	435	8.8%	28,620	8.6%
Public transit	0	0.0%	0	0.0%	0	0.0%	7,330	2.2%
Walked	175	3.6%	20	25.0%	195	3.9%	17,615	5.3%
Bicycle	65	1.3%	0	0.0%	65	1.3%	1,615	0.5%
Other methods	95	2.0%	0	0.0%	95	1.9%	4,220	1.3%
<b>Time Leaving for Work</b>								
Between 5 and 6:59 a.m.	1,065	21.9%	10	12.5%	1,075	21.8%	72,295	21.8%
Between 7 and 9:00 a.m.	3,085	63.5%	50	62.5%	3,135	63.5%	200,790	60.5%
Any time after 9:00 a.m.	710	14.6%	30	37.5%	740	15.0%	58,915	17.7%
<b>Median commuting time</b>	10.3 minutes		5.4 minutes		10.2 minutes		15.4 minutes	

Source 2011 National Household Survey

It is the policy of Council to:

- P4.1.1 *Ensure the continuation and proper maintenance of a transportation network that emphasizes safe, convenient, and efficient pedestrian, bicycle, and vehicular circulation.*
- P4.1.2 *Ensure that future public streets are designed and constructed in accordance with Transportation Association of Canada design standards.*

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- P4.1.3 Enforce trucking routes as designated in Schedule "B" to Town of Oromocto Bylaw 502 and add to or amend such routes as provided for in Section 8(1) of that Bylaw.
- P4.1.4 Limit all truck transportation of dangerous or hazardous goods to trucking routes designated in accordance with Town of Oromocto Bylaw 502,
- P4.1.5 Undertake a comprehensive study of roads and traffic within the town to determine components of the existing road network that may require upgrading or the addition of new links or facilities to ensure their effective performance.
- P4.1.6 Investigate the feasibility of providing a west-bound exit ramp at Exit 301 from the Trans-Canada Highway to the Town of Oromocto Road Network within the context of the study recommended by **Policy P4.1.5**,
- P4.1.7 Encourage the use of Active Transportation modes by residents of Oromocto for trips to work, shopping, and social interaction.
- P4.1.8 Cooperate with the Province of New Brunswick and the Department of National Defence to obtain funding support and coordinate road, pedestrian, and bicycle network improvements.
- P4.1.9 Continue to prohibit on-street parking within the town on streets collector and arterial streets, and other streets serving medium and high-density uses, and commercial uses.
- P4.1.10 Consider permitting limited on-street parking on local roads serving low density residential uses.
- P4.1.11 Support the preparation of a Transportation Demand Management (TDM) Plan in collaboration with the Province, Base Gagetown, and Oromocto First Nation to examine initiatives to provide additional transportation options within the town and between the town and other centres, including transit, handi-transit, and car and ride-sharing.
- P4.1.12 Encourage the provision and maintenance of quality air and land-based transportation services in the region.

### 4.4.2 Water, Sewer and Stormwater Services

All development in Oromocto is required to be connected to the Town's water and sewer networks. The 2006 Municipal Plan noted that development at the time was contingent on "available reserve capacity at the appropriate wastewater facilities." Town residents and businesses continue to be served by the same systems; however, plans are well underway to construct not only a new wastewater treatment plant but also a new water treatment plant.



## TOWN OF OROMOCTO MUNICIPAL PLAN

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Stantec engineers reviewed the current infrastructure for water, wastewater, and stormwater management drawing on information provided by the Town's Engineering and Public Works Department. Department staff indicated that they see no current constraints in the water, wastewater, or stormwater networks within the town, although they did note that the Town does not currently require stormwater retention for new development. Changes in future legislation may require that stormwater retention be provided to limit impacts from excessive runoff and flooding associated with new development.

The Town is anticipating the construction of a new wastewater treatment plant (WWTP) that will be funded by DND and will service both the Town of Oromocto and Base Gagetown. Under the agreement between the Town and DND, the Town will own and operate the facility once it is constructed to the east side of Ganong Street at Alder Street within the Gagetown base (**Figure 4-3**). The plant will be designed to accommodate all potential development within the current Town Limits to 2036.

Flow monitoring at the current WWTP indicates that the capacity of the inlet sewer to the new WWTP could create a hydraulic constraint for servicing future areas, including Oromocto West. In order to divert flows from Oromocto West to the new WWTP, a new pumping station and sanitary forcemain would be required along the length of Waasis Road, from Harris Bridge Road in Oromocto West to the proposed plant site. This will require a considerable financial investment to convey wastewater flows from Oromocto West to the new WWTP. Should the new WWTP not proceed,

the Town may consider constructing a new WWTP to service Oromocto West independent of the remainder of the community.

In 2008, pursuant to a policy initiative in the 2006 Municipal Plan, the Town built a 2.27-million litre water tower off d'Amours Street between Restigouche Road and the TCH. The \$2-million tower was built with funding assistance from the Provincial and Federal governments and was designed to serve 1,400 households in Oromocto West. It complements a tower within Base Gagetown serving the northern portion of the town.

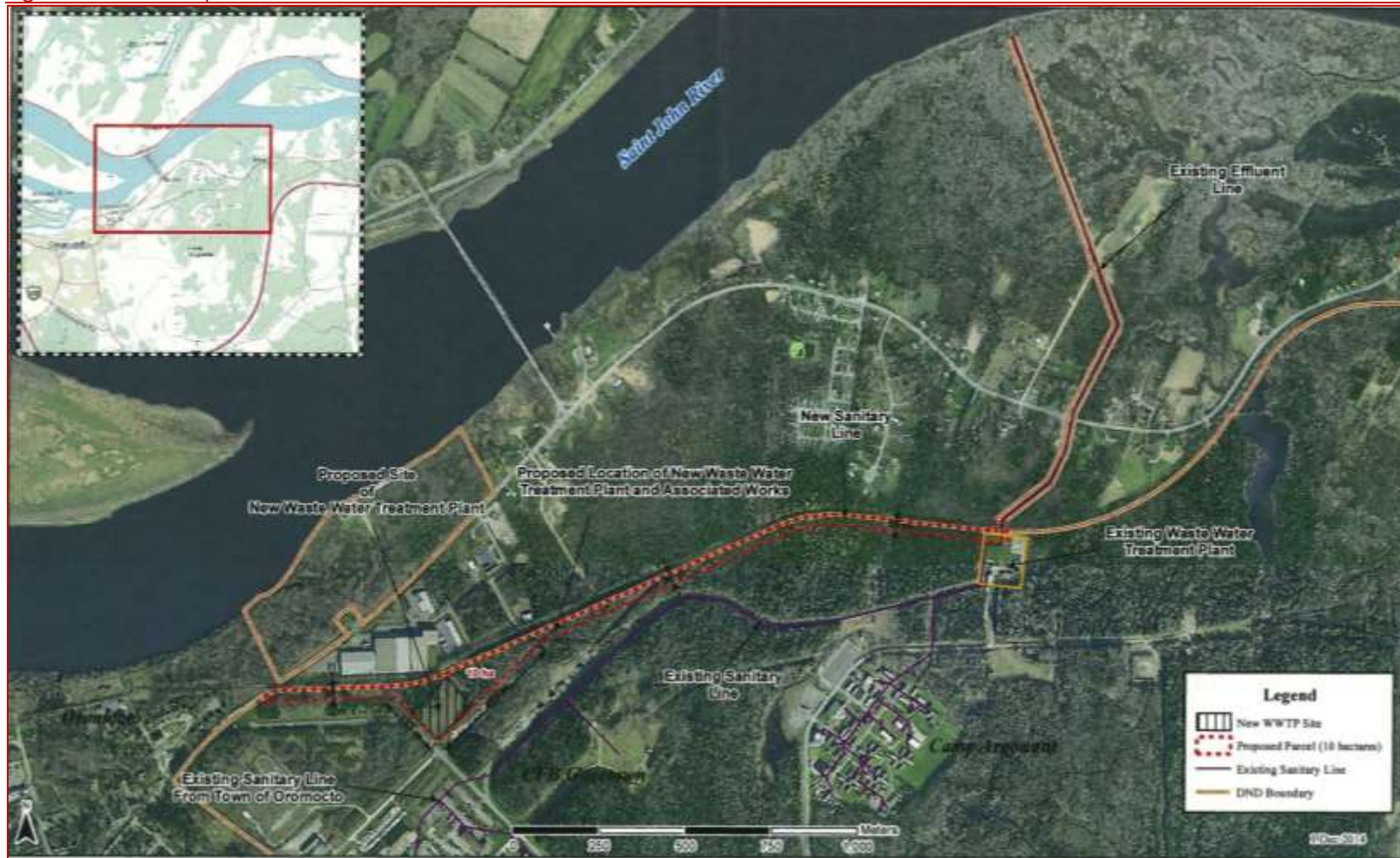
A proposed new water treatment plant (WTP) is being considered for a site at the northern limit of Onondaga Street to the east of the existing WTP, which is at the eastern edge of Hazen Park (**Figure 4-4**). Like the WWTP, the WTP will be a joint project between the Town and DND. Yard works will be directed to the new facility through existing water distribution piping.

While the planned facilities will not have unlimited capacity once they are built, the Town will be largely free to locate new development within its limits. The primary servicing implication will be the desirability of extending service networks incrementally to properties abutting currently serviced land recognizing that compact, more intensive development forms will minimize the required length of service networks (i.e., roadways, communications and electrical utilities, in addition to water and wastewater piping and related facilities).

# TOWN OF OROMOCTO MUNICIPAL PLAN

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Figure 4-3 Proposed Location of New Wastewater Treatment Plant, Town of Oromocto

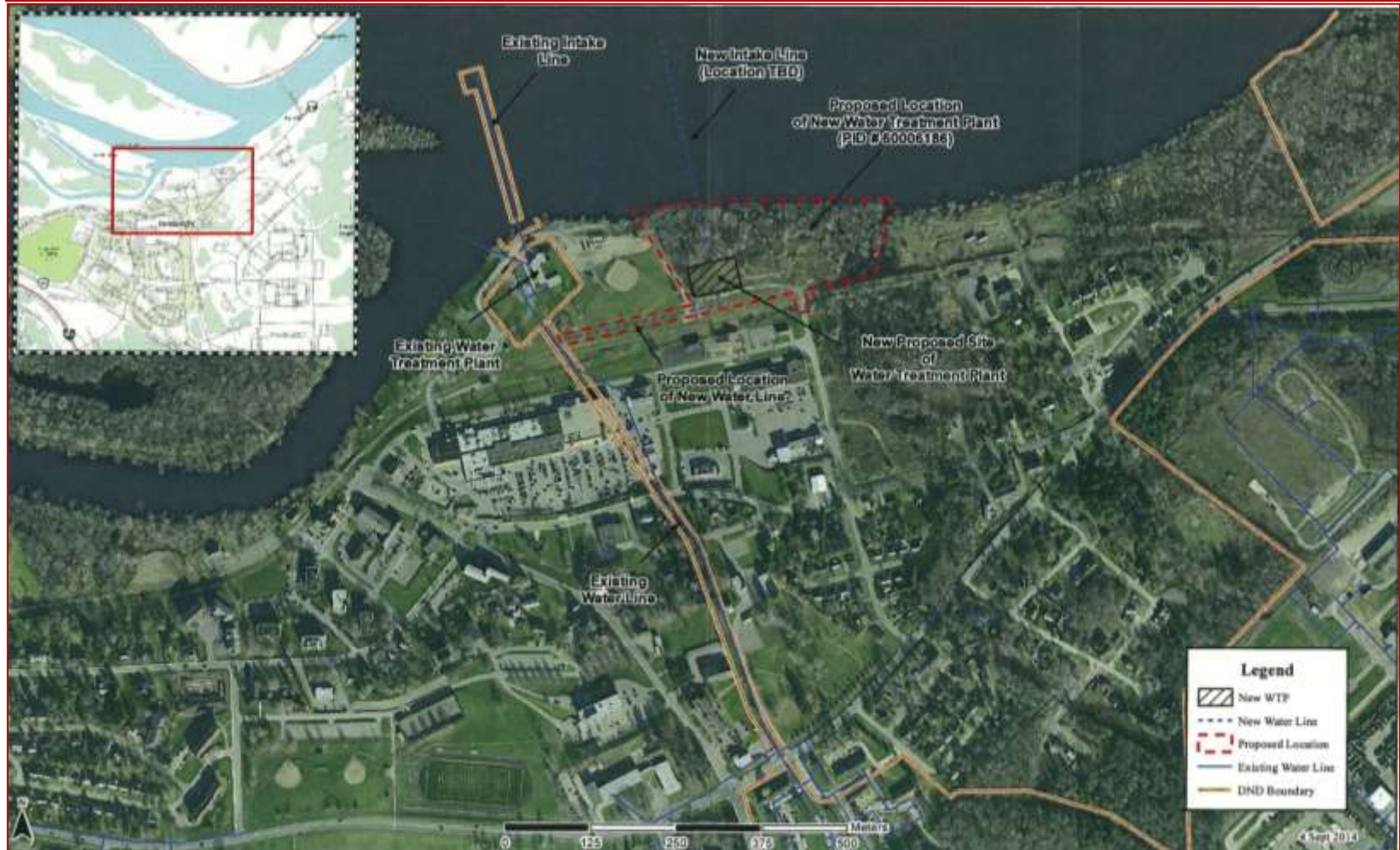


Source: Town of Oromocto, 2014

# TOWN OF OROMOCTO MUNICIPAL PLAN

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Figure 4-4 Proposed Location of New Water Treatment Plant, Town of Oromocto



Source: Town of Oromocto, 2014

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## Plan Policies

All infrastructure costs associated with new subdivisions and infill projects are solely the responsibility of the developer/property owner excepting the costs of arterial services. Under current policy, the Town may require a developer/property owner to contribute toward or assume the full costs of off-site infrastructure upgrading required to facilitate a development proposal.

Many municipalities have adopted formal development charge regimes to define and allocate off-site costs. Usually, development charges apply to roads, and water and wastewater infrastructure, although they can be applied to a wide range of municipal investments that may be necessitated by additional development such as transit where it is provided, and cultural and recreation facilities.

While developers may express concern with the impact of such charges on the cost of construction, especially for new homebuyers, the alternative is that existing residents pay for the costs of development. Development charges may also benefit developers inasmuch as they are much less constrained by the ability of the Town to finance the infrastructure needed to support land development.

It is the policy of Council to:

*P4.2.1 Permit land development and building construction only in locations within the town where water can be supplied by the Town and wastewater can be disposed to municipal collection and treatment systems at reasonable cost.*

*P4.2.2 Ensure that water and wastewater networks are provided incrementally to lands adjacent to lands already connected to such networks.*

*P4.2.3 Continue to provide wastewater collection and treatment systems in accordance with applicable standards and guidelines.*

*P4.2.4 Identify land to which municipal services should be provided as the need arises and the Town's financial capacity permits.*

*P4.2.5 Ensure that review of proposed developments includes assessment of the impacts on the existing water and wastewater infrastructure including the capacity of local pipe networks and related facilities, as well as the capacities of existing water supply and wastewater treatment systems.*

*P4.2.6 Construct a new wastewater treatment plant.*

*P4.2.7 Provide potable water to meet the Town's domestic and firefighting needs in accordance with applicable standards and guidelines.*

*P4.2.8 Construct a new water treatment plant.*

*P4.2.9 Provide stormwater management in accordance with applicable standards and guidelines.*

# TOWN OF OROMOCTO MUNICIPAL PLAN

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- P4.2.10 Pursue any available Provincial and/or Federal Government financial assistance in carrying out expansion and improvements to the water, sanitary and storm systems.*
- P4.2.11 Extend and/or upgrade municipal services in a manner that will minimize conflicts with other land uses and the environment.*
- P4.2.12 Require that infrastructure costs in whole or in part associated with new and infill developments shall be the responsibility of the developer/property owner.*
- P4.2.13 Investigate the potential to apply development charges to require developers to cover the proportionate cost of trunk services applicable to new development within the town.*

### 4.4.3 Other Services and Utilities

The Town of Oromocto provides a variety of other utilities and services that shape the community. Municipal services such as policing, fire and emergency services, and solid waste management are critical to the health and safety of community members. They are also affected by the quantity and distribution of development, which this plan seeks to direct within the town.

Approaches to supplying these services differ from other municipal services discussed. Fire and emergency services are delivered by a composite department consisting of professional firefighters paid by the Town and volunteer

firefighters drawn from the community residents. Policing is provided by the Royal Canadian Mounted Police (RCMP) under contract with the Town from a station co-located with the Town Hall. The building also includes Fire Station 2.

Solid waste collection is provided by a private company contracted by the Town. Waste is disposed at the landfill managed by the Fredericton Region Solid Waste Commission, which is a division of the recently created Regional Service Commission 11 (RSC 11). Recyclables are also managed by the RSC. With other partners in the RSC, Oromocto is committed to maximizing waste diversion through reduction, recycling, and re-use.

Other non-municipal services may also influence development and are most certainly affected by it. Most prominent among these is schools, which are provided by the Province of New Brunswick, The positioning of schools, as noted in several locations above, was a central feature of the Professor Spence-Sales' organization of residential development in Oromocto. The clustering of schools in an area rich in recreation facilities as well as the Town's library still has many benefits for residents and students, although the absence of an elementary school in Oromocto West as that area continues to develop as the town's primary area of new residential development is concerning.

Other services worthy of mention are private utilities. These include electricity supplied by NB Power; telecommunications available through a variety of providers, and natural gas provided by Enbridge. Each of these services is provided through a network that roughly

# TOWN OF OROMOCTO MUNICIPAL PLAN

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corresponds to the networks required for water distribution and wastewater collection.

Electrical and telecommunications are comprehensive inasmuch as they reach all homes, businesses, and institutions. They have been underground in Oromocto since the implementation of the Spence-Sale's plan. Oromocto's natural gas network, which has developed since the construction of the Maritimes and Northeast Pipeline in 2000, does not reach every developed property in the town but is now sufficiently extensive to consider that the fuel is an available option for most residences and businesses within the Town Limits.

Oromocto is one of only ten communities in New Brunswick within which natural gas is available. The presence of a gas supply network is an asset to residents as it offers a cheaper fuel option that is cleaner than many alternatives. The lower cost of natural gas energy can also leverage additional economic development, although natural gas is not a differentiator within southern New Brunswick as Fredericton, Saint John, and other larger communities in the region have similar access to Oromocto.

In accordance with the *Emergency Measures Act*, each municipal council is responsible for dealing with emergencies within its administrative boundaries, unless otherwise arranged by mutual agreement between adjacent municipalities.

In this regard, the New Brunswick Emergency Measures Organization assists municipalities with the development of

plans and procedures to ensure the continuance of government and the delivery of coordinated disaster services.

It is the policy of Council to:

- P4.3.1 *Encourage the provision and maintenance of quality communication and utility systems in the community.*
- P4.3.2 *Continue the underground placement of power, telephone systems, and communication cable in accordance with the Town's existing planning practices.*
- P4.3.3 *Ensure that all liquid, solid, and hazardous waste be disposed of in accordance with all applicable Provincial and Federal regulations and the protocols established by the Fredericton Region Solid Waste Commission.*
- P4.3.4 *Continue efforts to maximize the life span of the Fredericton Regional Landfill by encouraging and promoting environmentally friendly practices regarding reduction, reuse, recycling and, recovery of materials.*
- P4.3.5 *Encourage the consolidation of major hydro transmission lines within existing rights-of-ways and corridors through the town with an ongoing effort to limit their visual impact.*

## TOWN OF OROMOCTO MUNICIPAL PLAN

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- P4.3.6 *Encourage the extension of the underground natural gas distribution network within existing rights-of-way and corridors within the town.*
- P4.3.7 *The Town shall ensure the provision of adequate protective services necessary to ensure the health and safety of citizens. Council shall periodically review the adequacy and upgrade such services and facilities.*
- P4.3.8 *Maintain and annually review the Town's Emergency Plan contained in Town of Oromocto Bylaw 316.*
- P4.3.9 *Seek to minimize emergency response time for municipal and protective services.*
- P4.3.10 *Review the 2008 Fire Services Study to determine the optimal location of a new fire station in the context of present and future demographics and in consideration of the potential for co-location with other compatible facilities.*
- P4.3.11 *Ensure that all development approvals and the planning of all facilities intended for public and private use comply with the requirements of the National Building Code and the Provincial Fire Marshall's Office.*

- P4.3.12 *Encourage that buildings and facilities of potential heritage/historical or cultural value be evaluated and protected in co-operation with the Department of Canadian Heritage and the New Brunswick Archaeological Services Unit.*

## 4.5 FINANCIAL AND ECONOMIC CONSIDERATIONS

Oromocto is fundamentally a military town. The proportion of jobs within the community in government and public administration has recently grown to nearly 60%. This stable economic base – particularly the many jobs and related economic activity created by Base Gagetown – is a tremendous benefit to the town. The community enjoys a sound tax base and low tax rates.

### 4.5.1 Economic Diversification

One drawback of Oromocto's reliance on the military for its economic base is the relative lack of control the Town has over its economy. Oromocto has not grown significantly since its creation as a complement to Base Gagetown because the needs of DND have not required enlargement of the base or its staffing.

The Town has much more influence over other sectors such as retail trade, and manufacturing and warehousing, which it can attract and grow through its own initiative as well as through continued cooperation with agencies such as the Oromocto and Area Chamber of Commerce and Ignite Fredericton, both of which contribute to economic

# TOWN OF OROMOCTO MUNICIPAL PLAN

## Plan Policies

development planning and promotion. Council should continue to engage in economic planning for the town as part of Ignite Fredericton's visionary planning for the entire economic region. The Oromocto and Area Chamber of Commerce should be encouraged to lead in this endeavor, to ensure maximum participation of all of Oromocto's businesses.

While the Town should continue to be open to all agencies and businesses that may have the potential to add to Oromocto's economic base, this plan emphasizes opportunities to grow the local economy by expanding its range of retail and service businesses, and by taking advantage of its location on the TCH.

Both initiatives are furthermore well-established in Oromocto having been recognized in the 2006 Municipal Plan and in other community planning documents. A larger commercial sector is not only important as a means to increase jobs available within the town but also as critical component of a complete community within which residents can obtain products and services that address their needs and enjoy a diverse, urban lifestyle.

### 4.5.2 Business Improvement Areas

Two areas within the town that could contribute more to its culture and economy are the Hazen Park District and the Restigouche Road area. As noted in **Subsection 4.3.3**, above, both areas could benefit from the creation of a BIA focused on the improvement and promotion of each district. In each case, the BIA mechanism would not only reinforce

the identity of both areas but also generate additional funds to be applied specifically for their improvement.

New Brunswick has nearly 30 BIAs, with several municipalities having more than one. While the formation of a BIA does not guarantee improvement, many have a strong record of success. It is notable that Oromocto is one of the few towns in its size category in New Brunswick that has none and the inadequacies of local retail offerings is one of the prime concerns of local residents.

Council requires a request from at least five business property owners within a proposed district to create a BIA. Council can then create a BIA bylaw, which will enable it to impose a "business improvement levy" or surtax on business properties to fund the initiatives of a business improvement corporation, which may include promotion of the business area, enhancement of infrastructure within the BIA, and the provision of public parking. As noted, BIAs are frequently eligible for targeted funding that is not provided for unorganized business areas.

### 4.5.3 Tourism

A secondary benefit of a more vibrant commercial sector within the town is increased attraction for tourists. The key attractions within the town for tourists are its environmental assets, particularly the Oromocto and St. John Rivers, and the broad array of available recreation facilities. This plan reinforces the commitment of the Town to conserving lands bordering the rivers and developing them as recreation assets. It also commits the town to protecting and preserving



# TOWN OF OROMOCTO MUNICIPAL PLAN

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wetlands, including the Gateway wetland, which the 2006 Municipal Plan also committed to developing and promoting.

A more complete community attractive to residents is equally attractive to visitors. Good accommodations, interesting restaurants, and retail opportunities that enrich the lives of residents, similarly add expenditure opportunities for visitors that will grow the local economy.

It is the policy of Council to:

- P5.3.1 Maximize the Town's economic and employment potential by providing a high standard of living for the residents.*
- P5.3.2 Encourage a business climate conducive to economic development and the growth of employment opportunities.*
- P5.3.3 Expand the Town's tax base in order to maintain municipal tax rates at levels that are competitive with other municipalities.*
- P5.3.4 Promote social and economic development programs in concert with other levels of government and local community economic development agencies.*

- P5.3.5 Recognize the importance of community facilities and services such as recreation, culture, education, health care, and emergency services in the attraction and promotion of economic development.*
- P5.3.6 Seek to develop Oromocto as a tourism destination by building on the environmental and recreational assets of the community recognized in this Municipal Plan.*
- P5.3.7 Encourage the formation of Business Improvement Areas to facilitate the planning and improvement of retail-commercial districts within the town, particularly the Hazen Park District and the Restigouche Road area.*
- P5.3.8 Develop the Town's economic growth potential resulting from its strategic location on TCH Exit 303 and at the confluence of the Oromocto and St. John Rivers.*
- P5.3.9 Provide municipal services to encourage growth and development through the maintenance of a high quality environment for living and working.*
- P5.3.10 Coordinate all physical development through the Town's Planning & Compliance Department, with input as appropriate from professional consultants and/or the Planning Advisory Committee.*

## TOWN OF OROMOCTO MUNICIPAL PLAN

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- P5.3.11 *Continue to pursue available Provincial and/or Federal Government financial assistance to carry out expansions and improvements to the water, sanitary sewer, and storm sewer systems; as well as, where applicable, for roads, bridges, sidewalks, and structures in support of administrative, recreational, and social activities.*
- P5.3.12 *Seek other equitable government support to reduce dependence on property tax.*
- P5.3.13 *Seek additional means of revenue generation to assist in the reduction of dependence on property tax.*
- P5.3.14 *Continue to work with the Province of New Brunswick to resolve issues relating to the unconditional grant provided to the Town by the Province.*
- P5.3.15 *Prepare a Ten-Year Capital Budget to complement this Municipal Plan and update the budget annually as required by the New Brunswick Community Planning Act.*
- P5.3.16 *Prepare and annually update a Ten-Year Capital Budget identifying projected expansions and improvements to municipal infrastructure.*

## 4.6 IMPLEMENTATION

The foregoing Municipal Plan establishes a set of policies and proposals for the orderly, social, economic, and physical development of the Town. It is not intended to be a static document but rather a flexible plan that can be altered in the light of changing circumstances. When the application of a policy or standard in this plan is not in the best interests of the community, amendments become necessary. Such amendments will be made in accordance with the requirements of the *New Brunswick Community Planning Act*.

As noted, Section 23(6) of the *New Brunswick Community Planning Act* requires that the Town, pursuant to its Municipal Plan, prepare a five-year the capital budget. The Act further requires that the budget be revised annually and submitted to the Minister of Environment and Local Government. The Town's current Ten-Year Capital Budget is attached as

### **Appendix B.**

Council shall:

- P6.1.1 *Preserve flood plan and wetland areas to conserve the environment and provide for natural recreation areas.*
- P6.1.2 *Encourage the maintenance and preservation of buildings and sites of historical interest.*

## TOWN OF OROMOCTO MUNICIPAL PLAN

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- P6.1.3 Identify areas of land to accommodate types of residential developments required to meet the needs of the community.
- P6.1.4 Ensure the designation of lands as “future development” for residential and commercial use.
- P6.1.5 Pursue options for the expansion of the Industrial East Park or the development of an alternate site.
- P6.1.6 Support and contribute to the efforts of Regional Service Commission 11 to prepare plans, policies, and regulations to manage development within the region of which Oromocto is a part.
- P6.1.7 Continue to maintain their partnership with Ignite Fredericton to ensure the coordination of economic development activities in the region.
- P6.1.8 Encourage the detailed planning of the Hazen Park District and adjacent areas.
- P6.1.9 Encourage the detailed planning of the Restigouche Road area and related business areas.
- P6.1.10 Continue to support the development and upgrading of Base Gagetown and its related infrastructure.
- P6.1.11 Take appropriate action with other groups to promote the Town's economic and tourist opportunities and geographical benefits.
- P6.1.12 Proceed with plans to develop the Gateway wetland area and to build the Gateway Wetlands Trails and Conservation Centre.
- P6.1.13 Assess the feasibility of building a new library in or near to the current library site, or as a component of a community centre pursuant to **Policy P6.1.15**.
- P6.1.14 Undertake an independent facilities location study to assess the requirements for future emergency services for the Town and surrounding rural areas.
- P6.1.15 Assess the feasibility of constructing a community centre to incorporate needed recreation facilities and, potentially, other facilities such as a new library and new fire station.
- P6.1.16 Continue to work with DND to plan and construct a new wastewater treatment plant to serve the needs of Base Gagetown and the Town of Oromocto.
- P6.1.17 Continue to implement measures to eliminate stormwater infiltration into the wastewater collection network.
- P6.1.18 Continue to work with DND to plan and construct a new water treatment plant to serve the needs of Base Gagetown and the Town of Oromocto.

## TOWN OF OROMOCTO MUNICIPAL PLAN

### Plan Policies

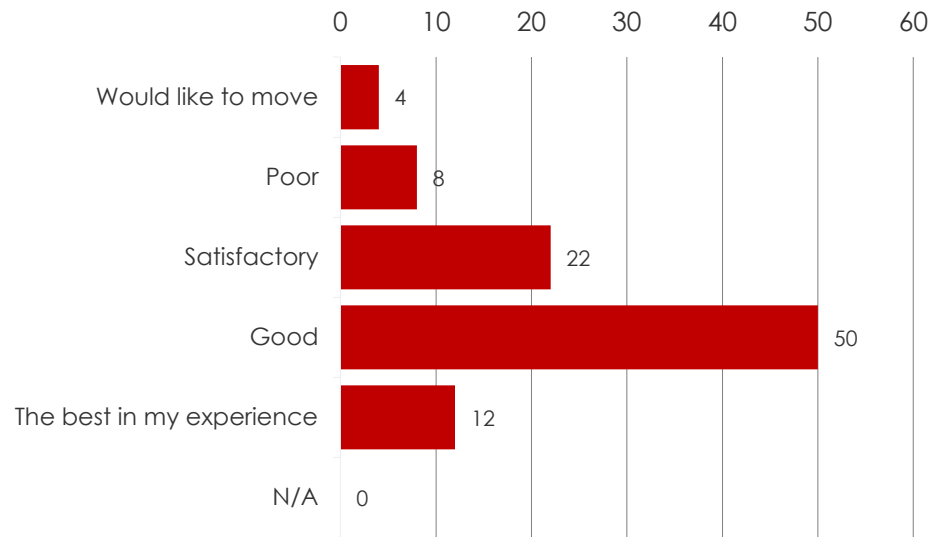
- P6.1.19 Discourage the development of long collector streets and intersections that require four-way stops and continue to encourage the use of traffic circles wherever sufficient land is available and traffic volumes warrant their installation.*
- P6.1.20 Review this Municipal Plan, the Zoning Bylaw, and provisions of other related bylaws in accordance with the requirements of the New Brunswick Community Planning Act.*

# **APPENDIX A COMMUNITY SURVEY RESULTS**

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**1 How would you rate Oromocto as a place to live?**

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The majority of respondents consider Oromocto a good place to live. Only 12.5% consider it a poor place to live or would like to move away.

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**2 How would you rate Oromocto as a place to work?**

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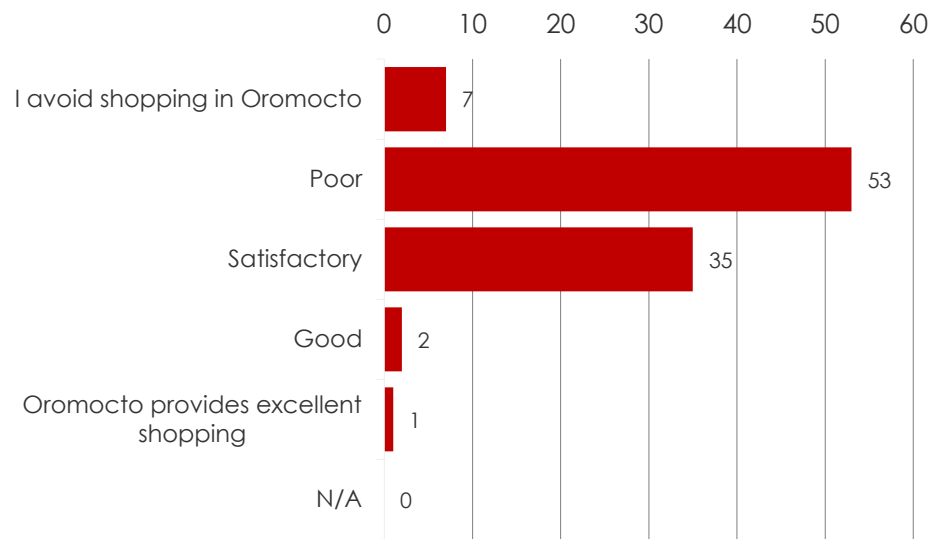
Ratings of Oromocto as a place to work are not quite as high as ratings for the preceding question but are still positive. More than 60% of respondents (61.9%) consider the town at least Satisfactory as a place to work.

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**3 How would you rate Oromocto as a place to shop?**

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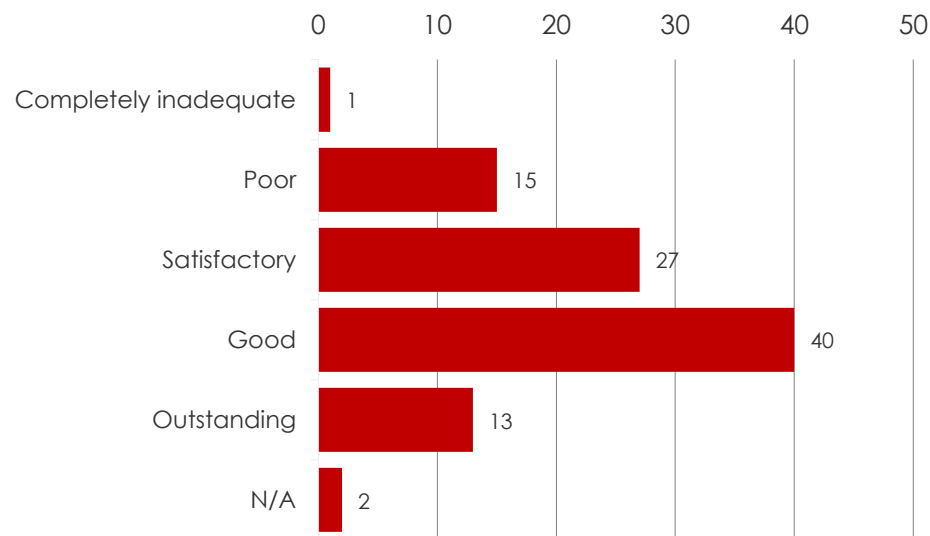


Ratings of Oromocto as a place to shop are very poor. Only three respondents consider the town a Good or Excellent shopping destination. The majority consider the town a poor place to shop or simply avoid it.

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**4 How would you rate recreation opportunities in Oromocto?**

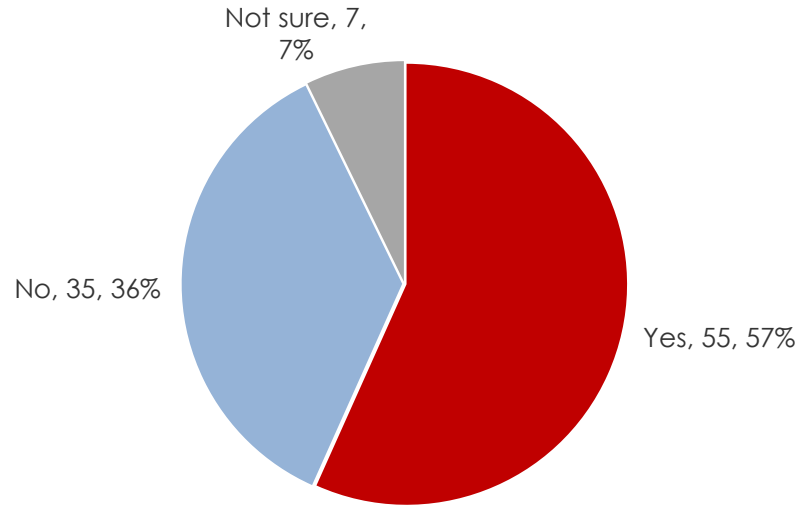
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Respondents rated recreation opportunities in the town well. Only 16.3% consider opportunities to be Poor or Inadequate.

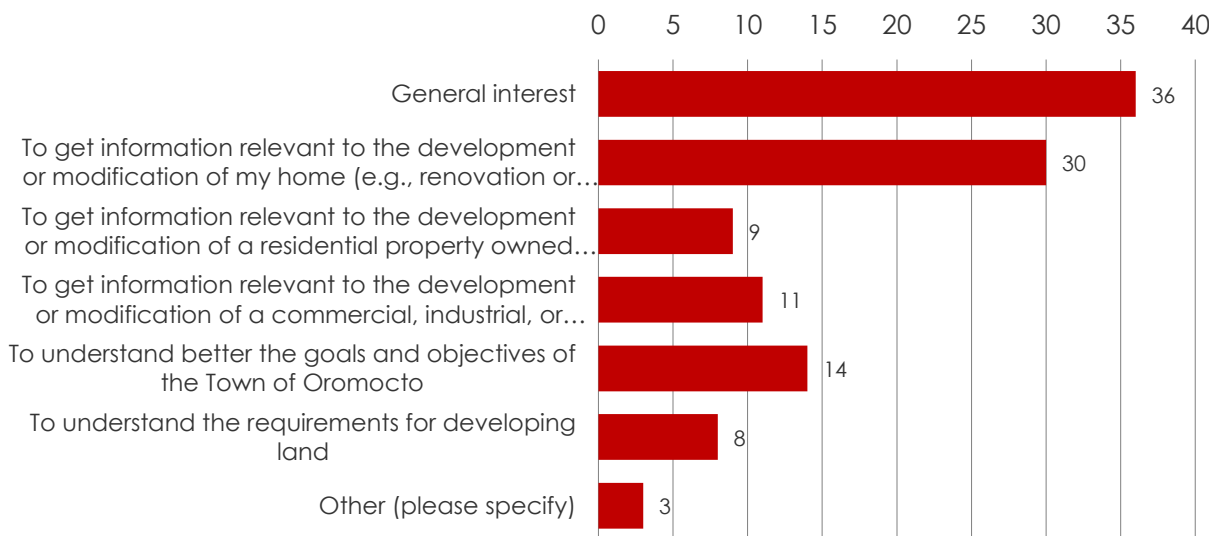
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**5 Have you ever read any part of the Town of Oromocto Municipal Plan or the Town Zoning Bylaw?**



Respondents to the survey obviously have an interest in planning matters. A majority (57%) have read the Municipal Plan or the Zoning Bylaw.

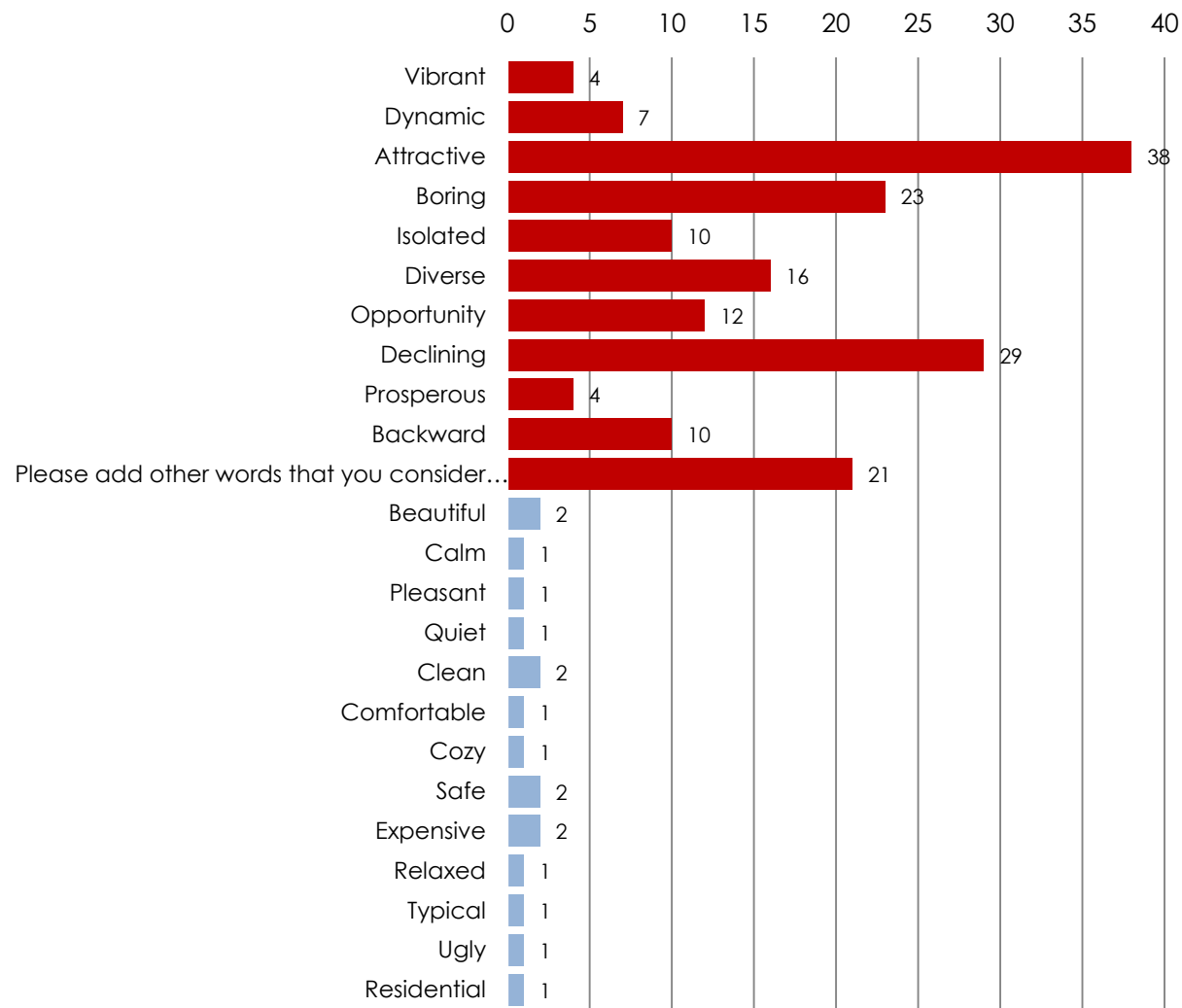
**6 If you have read any part of the Municipal Plan or Zoning Bylaw, why did you do so? (CHECK AS MANY AS MAY APPLY)**



Most respondents who have read the Municipal Plan or Zoning Bylaw have read them for general interest but nearly as many have read one or the other to get information pertaining to modifying their home. Many have also read it to get information pertaining to other property



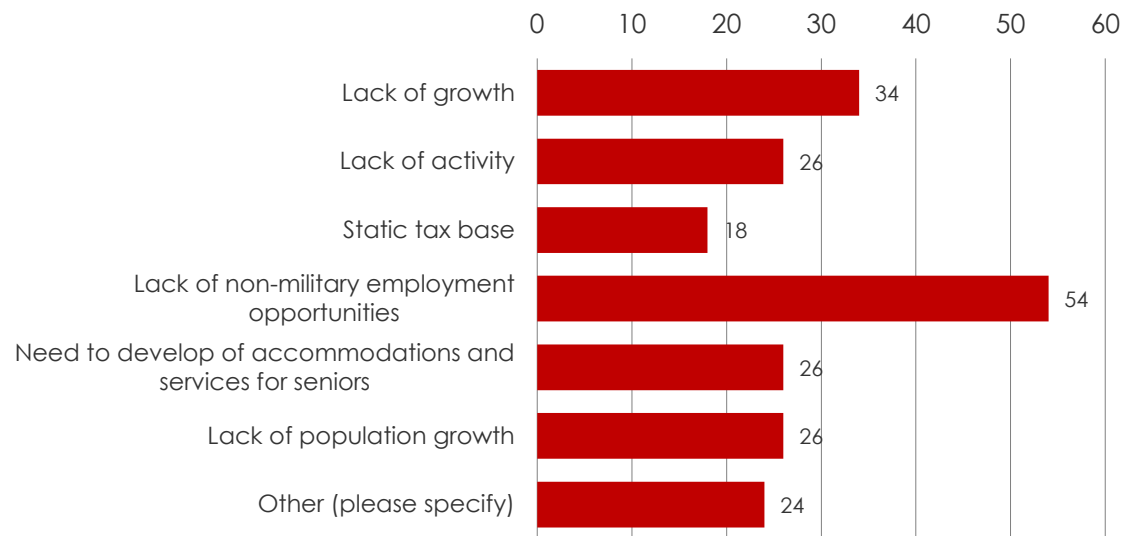
**7 Which of the following words describe Oromocto for you? (CHECK AS MANY AS MAY APPLY)**



The most popular response to the question was Attractive; however, the next two most frequent responses were Declining followed by Boring. Responses in blue were additional words entered by respondents. They tended to be more consistently positive.

As a whole, responses reflected a mix of feelings suggesting tension between those who see the town as a pleasant and comfortable place to live and those who find it slow and dull.

**8 What do you consider to be the most important issues facing the Town of Oromocto? (CHECK AS MANY AS YOU CONSIDER RELEVANT)**



Respondents identified the major challenges facing Oromocto as the lack of diverse employment opportunities. Lack of growth is also a clear concern.

Other responses (below) generally identified more specific responses to these issues, although some feel the Town is over-reaching and needs to be more restrained.

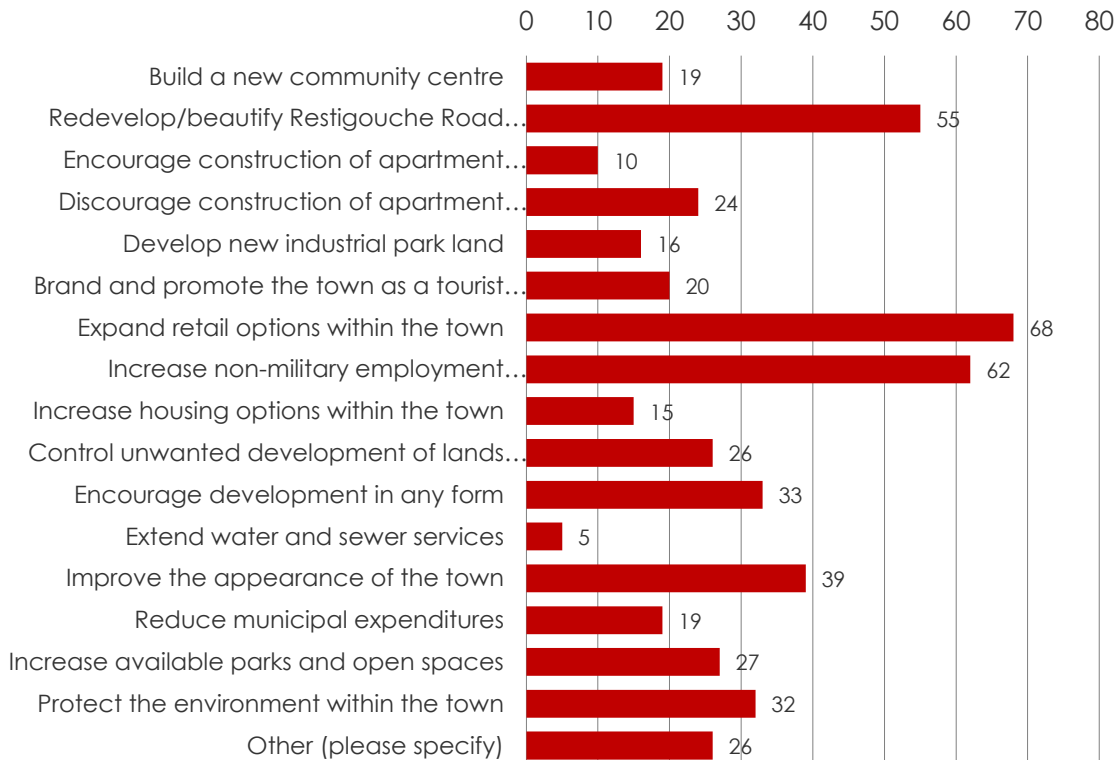
**Other**

- Aging infrastructure, including schools. Mosquitos ;)
- Crumbling infrastructure, declining attractiveness
- Development of waterfront.
- High taxes for inadequate services.
- higher taxes for service received
- Lack of shopping opportunities, especially for seniors
- Need for family clinic. Need for more bilingualism.
- Other than Fast Food or Call Centres
- Overly ambitious (and unrequired) development goals (i.e. recreational facilities) for municipality with reducing and/or not-growing population, jobs & businesses. Also fact that many high Town staff, and Town staff, reside outside the municipality and are not affected by tax increases ... yet make decisions that raise the taxes form community residents is appalling!
- Policing within the town leaves much to be desired. Not enough awareness of who owns what. Very little for disabled people.
- Poor shopping and fine dining. Develop the water front with more activities and eateries. Clean up Restigouche Road. Public transport around town and connected to Fredericton.
- Population growth dependent upon military.
- Population growth would stimulate an increase in the tax base. Is it just an impression that it seems that growth has stalled after the

unexpected surge in the previous 10-15 years. To maintain a steady growth the town has to offer something to attract new residents who would otherwise settle in 'competing' municipalities and the lower-taxed surrounding rural areas.

- Pretty high taxes for lack of amenities, poor roads, recycling and composting
- The infrastructure ie roads are deplorable. Seen better roads in 3rd world countries, power is unreliable and poor quality , the eyesore buildings around the mall should have been torn down years ago.
- The majority of teachers working in town schools drive in from Fredericton and do not pay taxes to the town. They take jobs from town residents and give nothing back to the town.
- Too high tax for services that the city gives back to his residence.
- Too much housing. New builds need to hold off. This town is fundamentally driven by the military, therefore when postings and federal money dwindles so does house value and by extension tax base. Why are we building homes in Oromocto West that are \$350+ ?? Have fun selling those.

**9 Are there any specific initiatives that you would like to see the Town of Oromocto undertake? (CHECK AS MANY AS YOU WOULD LIKE TO SEE PURSUED)**



The initiative that respondents more frequently endorsed was the expansion of retail opportunities in the town. It was closely followed, though, by diversification of employment opportunities and redevelopment of Restigouche Road.

All three fit together in relation to the desire to diversify and add to the community. Direct town initiatives such as building a community centre were not as well supported and barely outperformed respondents who would like to reduce municipal expenditures.

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## Other

- A new community centre, strategically situated might attract new people, or keep people in the town (soldiers and their families for example). However there is competition - people are also attracted to where there are new schools and that provide 'local' community facilities. There could be a departure from the area where the library is located. It was a focal point when the town was built but it is not now. Development of apartments is acceptable but not in the integrated manner that four (and eight?) unit buildings were interspersed with single unit housing. Light industrial development including near the highway would be beneficial. But keep it concealed, not an eyesore at least from residential view. If retail wants to come to town, great. Otherwise keep what we have to sustain daily living. Utilities have to be maintained. The Town of Oromocto must be seen as a one that puts a clean and tidy environment first. Pick up your trash and butts citizens. How about wind power development?
- Another exit off the highway from the East
- Curbside recycling pickup. Sidewalks!!!!
- Discourage so many new homes being built
- Don't allow non-taxpayers to make decisions in the town
- Fix, properly the roads once and for all and do a FAR better job clearing snow on secondary roads
- Force property owners (specifically house owners) to clean up their properties. There are some real eyesores around Oromocto. Some owners think that just because their mess isn't visible from the street that it isn't a problem. They do not take into consideration the other property owners that are backed onto or beside them who have to look at it when they are trying to enjoy their own backyard.
- Have minimum of three real outside ice rinks with real boards around the ice and have building beside to dress and get warm. Have a pickup recycling at home for the tax we pay, we should have better service.
- I'd like to see Oromocto return to its roots as a model town with its looks/feel of a safe, small, attractive town for rejuvenation projects and for future developments. Encourage green space, tree plantings on town streets and plants/garden beautification in public areas. To promote tourism and growth - look at St Andrews. Beautiful area with many shops and boutiques specializing in quality, local products and designs. The shopping district has a classic, charming style that brings in tourists and their tourist \$\$, something similar could be adopted here. Look at the highway exit - looks like the Salisbury big stop area. Nothing to encourage tourists to stop and look around. Nothing that promotes small town charm and beauty in the buildings or roadway in this area. They also take full advantage of the water areas with places to eat, site seeing tours, beautiful parks and gardens and world class golf etc. Encourage Oromocto as the "place to live" in the capital area. Promote- family friendly, increase recreation and sports fields, (since taxes are nearly the same- what makes Oromocto worth the drive? Large lots perhaps, small town feel but unique shopping experiences, great recreation and yearly events- Pioneer days is getting bigger and bigger every year it seems with the amount of people attending. Affordable housing and I don't mean more apartments. The housing prices in Oromocto are falsely high, most of which is caused by the high turnover of the housing in the area due to frequent posting of our military personnel.
- Install traffic control devices to reduce speeds on side streets. Large, elongated speed bumps - not random Stop signs.
- Need recycling pick up. Fix up the old buildings or tear them down. ie. one by one with liberty tax in it.
- One of the things that attracted us to Oromocto is how well-maintained the residential areas are - it is a very attractive town, and great for families. However, we do have concerns about the school systems.
- Plant native trees, lilacs-town's official flower, change to hardy perennials to extend the gardens in flowering times. Develop the

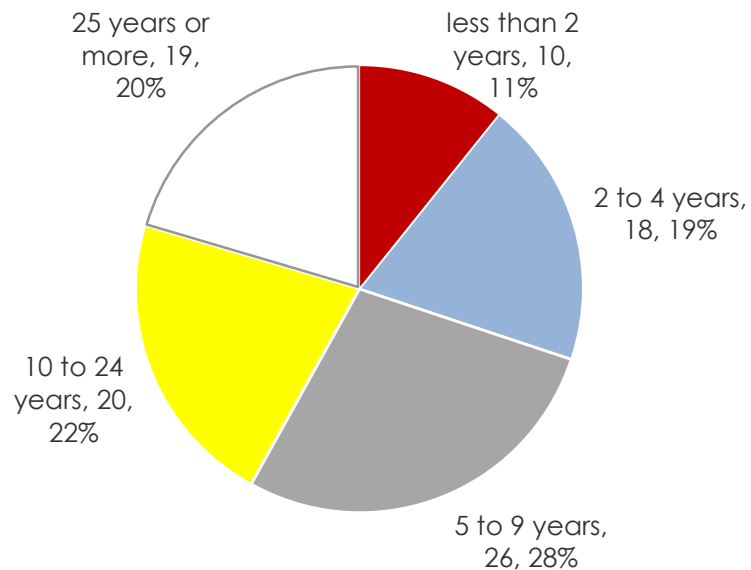
land at the west of Gilmore St- great location for a seniors residence-

- Promotion of business is very poor! I become aware that there is a new business mostly by accident. This is a small town, I should be aware of new business before it opens. Oromocto has a beautiful waterfront that is not promoted. There is also a great opportunity for cultural diversity and inclusion with the First Nations population. Oromocto lacks restaurants and shopping! Many units travel to the big stop for events and breakfasts. We could be keeping them here!
- Really would like a Walmart both for shopping and employment
- Regarding tourism marketing I believe there is potential for eco-tourism and perhaps sporting tourism by encouraging use of natural setting specifically Deer Park for cross country runs, fundraising walks, off-road bike races etc.
- RINK
- Seniors home like St. Annes or Shannex. It is so desperately needed.
- Stop building new houses!!!!
- streamline municipal services and municipal salaries
- Traffic light at Broad/Restigouche
- Very little space in Fredericton for warehouses. Should make it appealing for business to come here. Town should have competed for Costco

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#### 10 How long have you lived in the Town of Oromocto?

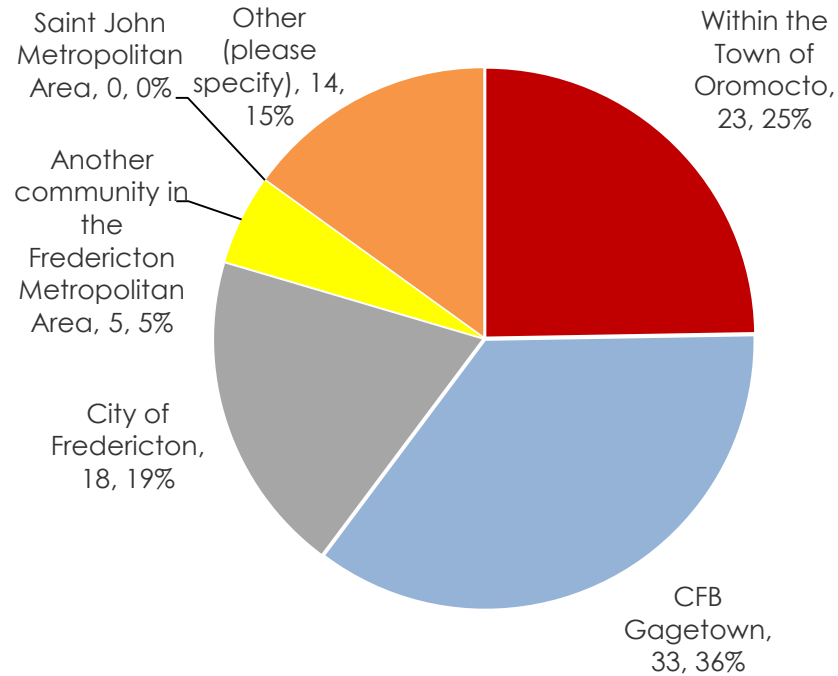
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The duration that respondents have lived in Oromocto is evenly distributed with many shorter term residents than would be typical for a New Brunswick town. Nearly 60% of residents have lived in the community for 9 years or less (58.2%). Just over 30% (30.4%) have lived in the community for less than five years reflecting the pattern of military postings. Among longer term residents more than a fifth (21.5%) have lived in the town from 10 to 24 years and almost exactly one-fifth (20.4%) have lived there 25 years or more.

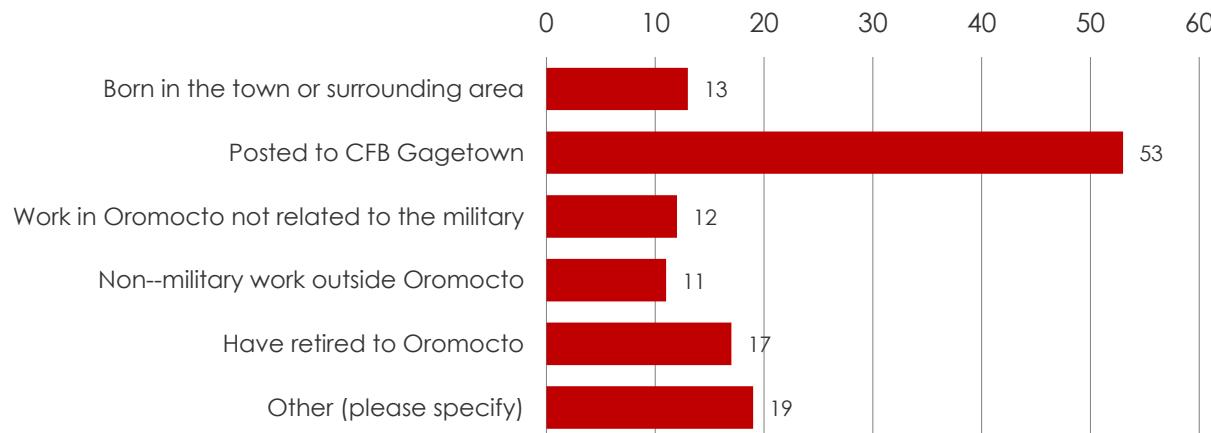
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**11 Where is your primary place of employment?**



The most frequently cited location of employment was Base Gagetown (35.5%). The exact same proportions of respondents work in the Fredericton Metropolitan Area (24.7%) than within the Town of Oromocto separate from the Gagetown base (24.7%).

**12 Which of the following best describes your reason for living in Oromocto? (CHECK AS MANY AS MAY APPLY)**

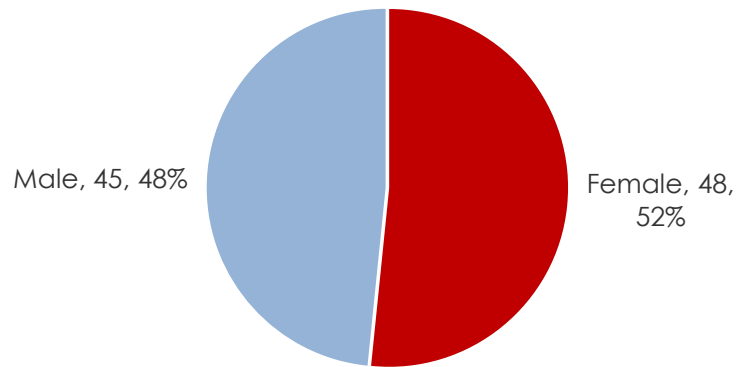


The most common reason for living in Oromocto was "posted to Base Gagetown" (60.2%). The next largest group was retirees who have chosen to live in Oromocto. Only 13.6% of respondents live in Oromocto because of non-military jobs within the town. Of the remainder, 14.8% were born in the area and 12.5% are engaged in non-military work outside the town, and 19.3% have retired in the town.

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**13 What is your gender?**

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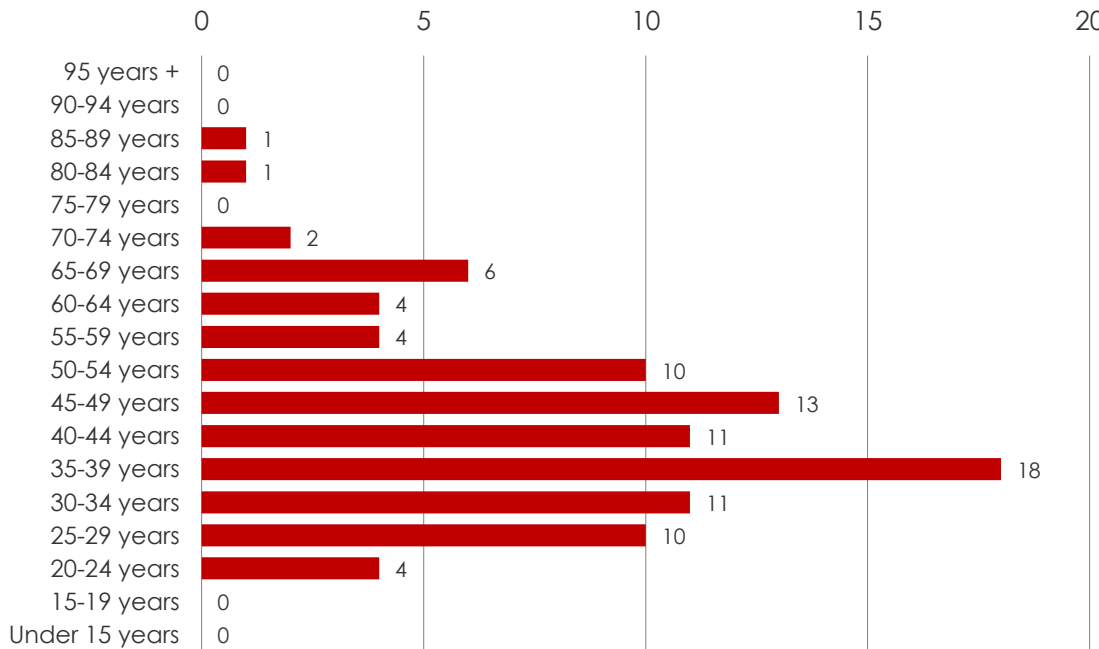


A slight majority of respondents were female (51.6%) as opposed to male (48.4%). According to the 2011 Census of Canada, only 47.9% of town residents are female.

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**14 Into which age range do you fall?**

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The bulk of respondents (55.8%) were between 30 and 50 years of age. Seniors over 65 year accounted for just 10.6% of responses. No responses were received from youth under 20 years of age.

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**15 How many people live in your household? (PRIMARY MAINTAINER IS THE PERSON OR PERSONS RESPONSIBLE FOR MAJOR HOUSEHOLD EXPENSES SUCH AS RENT OR MORTGAGE)**

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N/A

**16 Please give us any additional thoughts you may have on the future of the Town of Oromocto and actions that may improve it as a place to live and work.**

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- Add various types of accommodations for seniors. Develop the riverfront-old sawmill remains, stop mowing field adjacent to Works Dept. try to acquire the former Watling property as part of river development. Encourage housing In the area of shopping centre.do not compete with private sector as was done in the West area. Build an attractive rotary at Waasis Rd and Restigouche Rd. Some trees need proper care - do NOT plant any Norway Maples- not native and are prone to diseases and wind damage
  - Better over site of money being spent on services in particular fire and town maintenance.
  - Bring back neighbour watch in Oromocto West! Local police vice RCMP
  - Bylaws need to be enforced, as presently many by-laws and protection is not feasible with current RCMP staffing and their large coverage area (i.e. often not in OUR Town when residents call for support or safety concerns). New plan & by-laws should consider how they will be enforced, during regular & off-hours of operation. Town is very underserved to it's residents outside of 8:30am-4pm ... which is disappointing. When by-laws changes are passed, they should come into effect sooner, as the Town seems to have a very long process for everything (i.e. By-law about ATVs in/through Town). Town needs to be aware and proactive about high & increasing taxation to it's residents. This is a TOWN, not a city, and our services and taxation & user fees should not be this high for Town. Residents shouldn't have to carry the burden of the greater 'community (LSDs) wants and usages. The residents should have MORE SAY that any non-residents - including ALL the many non-resident staff of the Town that are making and/planning decisions that will increase our Town taxes. A municipality works best when it's staff are also residents and feel the true benefit and pain of the decisions their leadership makes (i.e. tax rates for town purchase, tax increases for ice rink development, higher rates of resident water fees when local service groups use Town hydrant water for FREE!).
  - Don't focus so much on the wants of the transients because the long term residents are left to maintain the costs and upkeep
  - Great place to live. Clean/predictable/well maintained/safe.
  - I believe the current town leadership is moving in the right direction, continue to be open and involve the public.I also believe the town engineering leadership needs a shake up!
  - I'd like to see oromocto return to a model town in the form of environmentally friendly beautifications in residential areas, expand the use of Hazen park and pioneer park, and encourage new business to the area.
  - improved urban forestry, more activities for young adults
  - Logical signage - the water tower is an example of a very bad decision of which way to direct signage to the viewer. Stop fighting with NB Power about who owns the lampposts, and just fix them. Provide concrete sidewalks for streets that have no walking path - asphalt for main roads is fine, on residential roads it's unsightly and lowers property values. When issuing building permits for new structures - include a start AND completion date on the permit and ENFORCE THE FINES IF NOT COMPLETED BY THE PERMIT DATE. For example - the Foss's build sites on Howe Crescent.
  - My concern is the Taxes that are paid by residents for services which everywhere else includes garbage water bills and such
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but we pay extra for these things, yet if you live in the PMQ's (RHUs) you get garbage for free and these are the same trucks that pick up my garbage. They have all the same things as the personel who pay taxes but save their money and yet our taxes go up and this winter snow clearing was done in the PMQ's before Oromocto west. Where are my taxes going road maint snow removal all these things so the PMQs can have all this for free. This town is dying and if these issues where looked at more people would not look elsewhere to live. My taxes should include garbage and water, the water is maintained by the base and selling it back to the troops(thats good support to the military). Also a campaign promise was made that the garbage bill would be taken away if the current Mayor was elected and when he was no changes where made but the garbage bill was raised a fail on the Towns part.

- Mythe or Fact, more people are living Oromocto to live outside the town(Lincoln, Burton etc...) to avoid paying a way to high rate in taxes. I am consider it, as I will retire in Oromocto area in a very near future.
  - Need more opportunities for public transit/carpooling to and from base to reduce pollution. Taxis cannot be the only solution.
  - Pit is nice to see new developments but at the same time the town cannot ignore the older areas and their failing infrastructure. (le: sewers, road conditions).
  - Please maintain the open spaces and trees! Restigouche Road is an eyesore; beautifying this area would go a long way to improving Oromocto's reputation, I think. Maintain the lower taxes - this is one of the reasons we bought in Oromocto instead of Fredericton. Also, maintain and expand pedestrian-only trails (i.e. no ATVs or snowmobiles).
  - Re-instate the snow gates on the plows
  - Restigouche Road could use some updating, it can be very confusing because of all the buildings and signs everywhere...I work in one of the buildings and people have a hard time finding us.
  - Some low-income housing;
  - stop building new homes for Pete sake you're doing the town a disservice
  - support and promote local business stop people from having to go to Fredericton for basic shopping. only place to buy new clothes is giant tiger. once I go to Fredericton for one item I then do all my shopping.
  - The town has a major employer in the CFB, hence the main influence on how the town should operate. Council and town administration needs to be more in touch with the wishes of the population. For example, a lot of the towns money is expended on the Recreation Department when it should be spent on essential services. A large part of the taxpayers are military who utilize the base facilities.
  - The trails need a lot of work and more sidewalks. there are lots of young families that live here and having young children walking on roadways is proving dangerous. Walking paths are rarely maintained and are literally falling apart and growing in, especially between subdivisions.
  - The waterfront section of Oromocto should be developed to encourage tourism. We receive wonderful comments about the area but negative comments on lack of summer services within this area whether it be for those with boats or to attract nightlife in the area. I disagree with the use of my tax dollars towards another sports facility of any type and would much rather see these dollars go to a much needed fire hall!
  - The youth, ages 10-16 seem to have limited opportunity for recreational activities. As this aspect of the population needs guidance and interaction like any other, it would benefit the community to keep them out of trouble and encouraged to be an active of the community.
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- To pave the bike path between Oromocto and Fredericton and at least the part that passes through the city for biking and roller blade etc as other real towns or cities.
  - Too many of our Seniors have had to move away to get the services that they need. The one being built will not service the need. After this winter we need someone who can make better use of the arm on the plough.
  - Traffic light at Broad/Restigouche
  - Update play structure in the parks. Bathurst Centennial has a great example that is much safer than options in Oromocto.
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# **APPENDIX B TEN-YEAR CAPITAL BUDGET, 2016-2025**



**Town of Oromocto, Ten-year Capital Budget, 2016-2025**

Hazen Center - Repave Parking Lot					95,000						
Hazen Center - Replace Roof Main Hall										30,000	
Hazen Center - Replace Lighting										35,000	
Town Hall - Replace Roof over 2nd Floor			66,000								
Town Hall - Replace Floor / Ceilings - 1st Floor							150,000				
Town Hall - Replace Floor / Ceilings - 2nd Floor								125,000			
Town Hall - Replace Roof over 3rd Floor										110,000	
Town Hall - Repave Parking Lot										190,000	
Town Hall - Replace Lighting										34,000	
Town Hall - Replace Air Conditioning					30,000					30,000	
Town Hall - Replace Controls and Humidification							30,000				
Hospital Parking Lot											
Funeral Home / Church Parking Lot											
<b>SUB TOTAL</b>	<b>0</b>	<b>310,000</b>	<b>66,000</b>	<b>240,000</b>	<b>525,000</b>	<b>113,000</b>	<b>225,000</b>	<b>165,000</b>	<b>190,000</b>	<b>605,000</b>	
<b>GENERAL GOVERNMENT SERVICES</b>											
	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	
Vehicles/Equipment											
Replace Van (Planning and Compliance)					34,000						
Other											
<b>SUB TOTAL</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>34,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>PROTECTIVE SERVICES</b>											
	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	
<b>POLICE</b>											
Equipment - Replace radio system (Town share)	100,000	100,000	100,000								
<b>SUB TOTAL</b>	<b>100,000</b>	<b>100,000</b>	<b>100,000</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>FIRE</b>											
Vehicles											
Replace Pumper Station 2			700,000								
Replace Ladder Truck Station 1						350,000					
Replace Pumper Station 1									725,000		
Replace Light Vehicles (426, 427, 428, 425, 420)		55,000	56,000	57,000			60,000	61,000			
Equipment											
Self-Contained Breathing Apparatus				840,000							
<b>SUB TOTAL</b>	<b>0</b>	<b>55,000</b>	<b>756,000</b>	<b>897,000</b>	<b>0</b>	<b>350,000</b>	<b>60,000</b>	<b>61,000</b>	<b>725,000</b>	<b>0</b>	<b>0</b>

Town of Oromocto, Ten-year Capital Budget, 2016-2025

<b>TRANSPORTATION SERVICES</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
<b>WORKS</b>										
Vehicles/Equipment										
Replace Tandem Truck (152)		125,000								
Replace Loader (136)		260,000								
Replace Tandem Truck (202)			275,000							
Replace Excavator (137)				160,000						
Replace Loader (166)					270,000					
Replace Blower (172)						160,000				
Replace Backhoe / Loader (174)								165,000		
Replace Tandem Truck (230)										300,000
Replace Light Trucks (182,190, 234, 188, 215, 204, 207, 208, 211, 235, 226, 238)	90,000	104,000	53,000	115,000	90,000		110,000	55,000	115,000	
Streets, Sidewalks and Curbs										
Annual Paving Program	1,000,000	1,020,000	1,040,000	1,060,000	1,080,000	1,100,000	1,120,000	1,140,000	1,160,000	1,180,000
<b>SUB TOTAL</b>	<b>1,090,000</b>	<b>1,509,000</b>	<b>1,368,000</b>	<b>1,335,000</b>	<b>1,440,000</b>	<b>1,260,000</b>	<b>1,230,000</b>	<b>1,360,000</b>	<b>1,275,000</b>	<b>1,480,000</b>
<b>RECREATION &amp; CULTURAL SERVICES</b>										
<b>RECREATION/LEISURE</b>										
Vehicles/Equipment										
Replace Light Trucks (R15, R14, R19, R20)	40,000		36,000						85,000	
Replace Zamboni (R8)	120,000									
Replace Kubota Tractor (R6)			44,000							
Replace Kubota ATV (R21)					18,000					
Replace Kubota Mower (R12)						28,000				
Replace Top Dresser (R22)									14,000	
Sport Fields/ Aren										
Replace Running Track - Waasis Turf Field		250,000								
Active Transportation Enhancements										
Pave Trail from Blackwatch to D'Amours	50,000									
Trans Canada Trail - Onondaga to Route 102		75,000								
Other										
<b>SUB TOTAL</b>	<b>210,000</b>	<b>325,000</b>	<b>80,000</b>	<b>0</b>	<b>18,000</b>	<b>28,000</b>	<b>0</b>	<b>0</b>	<b>99,000</b>	<b>0</b>
<b>TOTALS</b>	<b>1,400,000</b>	<b>1,989,000</b>	<b>2,304,000</b>	<b>2,232,000</b>	<b>1,492,000</b>	<b>1,638,000</b>	<b>1,290,000</b>	<b>1,421,000</b>	<b>2,099,000</b>	<b>1,480,000</b>

Town of Oromocto, Ten-year Capital Budget, 2016-2025

<b>PUBLIC WORKS</b>	<b>2016</b>	<b>2017</b>	<b>2018</b>	<b>2019</b>	<b>2020</b>	<b>2021</b>	<b>2022</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>
<b>WATER AND SEWER</b>										
Infrastructure										
Replace Water Mains - Oromocto East	630,000	630,000	660,000	660,000	690,000	690,000	700,000	700,000	700,000	700,000
Buildings										
Rebuild Lift Station #7	20,000									
Grinder Oromocto West Treatment Plant	25,000									
Vehicles/Equipment										
Replace Dump Truck		180,000								
<b>SUB TOTAL</b>	<b>675,000</b>	<b>810,000</b>	<b>660,000</b>	<b>660,000</b>	<b>690,000</b>	<b>690,000</b>	<b>700,000</b>	<b>700,000</b>	<b>700,000</b>	<b>700,000</b>

Source: Town of Oromocto







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