

DECISION/DIRECTION NOTE

Title: Proposed Site Redevelopment – 5-Storey Community Services Building
12-20 Springdale Street
Planning File #:REZ1500013
Lat49 Architecture Inc., for Salvation Army Divisional Headquarters

Date Prepared: November 9, 2015

Report To: Chair and Members of the Planning and Development Committee

Ward: 2

Decision/Direction Required:

To authorize staff to prepare amendments to the Municipal Plan and the Development Regulations which would have the effects of: (1) Introducing a new Institutional Downtown (INST-D) Zone with a schedule of permitted uses and development standards; and, (2) Rezoning 12-20 Springdale Street to the new INST-D Zone to accommodate a community services building. Draft Terms of Reference for a Land Use Assessment Report (LUAR) will need to be approved by Council.

Discussion – Background and Current Status:

Lat49 Architecture Inc., on behalf of its client, Salvation Army Divisional Headquarters, has applied for an amendment to the Development Regulations to accommodate redeveloping the property at 12-20 Springdale Street (corner of Springdale, George and Hutchings) by constructing a 5 storey (1 parking level + 4 levels of office space) community services building. In addition to a 27 vehicle garage, the building would house a walk-in medical clinic, a food bank, a community soup kitchen and 20 supportive housing units.

The building would be located on the Street Line of Springdale Street, George Street and Hutchings Street. The information submitted proposes an approximate Floor Area Ratio (FAR) of 3.1. The exterior of the building would have a contemporary glass and brick finish.

The subject property is a level site with a lot area of 1637 square metres (0.4 acre); is situated in the Commercial Downtown (CD) District; zoned Institutional (INST); located in Planning Area 1 (Downtown); in the Downtown Parking Area; and Heritage Area 3. Two older buildings on the site have recently been removed to accommodate the new building.

ST. JOHN'S

North of the subject property (on the opposite side of Hutchings Lane) is George Street United Church. It is also zoned Institutional (INST) and in the CD District. West of the subject property is a range of properties with frontage along New Gower Street and Springdale Street that are in the Commercial Central Mixed (CCM) Zone and the CD District. South of the subject property, on the opposite side of Springdale Street is the site of the new *Fortis Tower* which is in the Commercial Central Office (CCO) Zone and the CD District, and a range of commercial buildings fronting on New Gower Street (CCM Zone and CD District). East of the subject property, on the opposite side of George Street, is a 3 storey office building (430 Water Street - *The Fraser Building*) that is in the CCM Zone and CD District; it was recently approved for an expansion, though this has not been done.

Key Considerations/Implications:

1. Budget/Financial Implications:

N/A

2. Partners or Other Stakeholders:

Neighbouring residents and property owners.

3. Alignment with Strategic Directions/Adopted Plans:

- This would be consistent with two Strategic Directions from the City's Strategic Plan, 2015-2018:
 - Neighbourhoods Build our City
 - A Culture of Cooperation
- This application would be consistent with the Municipal Plan's objective to recognize the importance of institutional land holdings and the need for cooperation between the various public bodies involved to ensure the best use of the properties (St. John's *Municipal Plan – Part III, Section 5.1*).

4. Legal or Policy Implications:

- This would be consistent with longstanding municipal planning policies to:
 - Encourage a mixture of land uses in all areas (St. John's *Municipal Plan – Part III, Section 1.2.4*).
 - Encourage new development and redevelopment in serviced areas (St. John's *Municipal Plan – Part III, Section 1.2.1*.)
- Based on the lot area and Gross Floor Area of the proposed development, application of the Downtown Parking Standard would require 202 off-street parking spaces. However, as this is intended to be an Institutional Use, under Section 9.1.2(IV)(c) "Parking Relief" of the Development Regulations, Council has the discretion to grant relief from full compliance with this standard. This would apply when a development application is before Council.

5. Engagement and Communications Considerations:

- A Public Meeting chaired by a member of Council will be required to discuss the application and the LUAR before both are referred to Council.
- A Public Hearing chaired by an independent commissioner appointed by Council will have to be held at a later stage.

6. Human Resource Implications:

N/A

7. Procurement Implications:

N/A

8. Information Technology Implications:

N/A

9. Other Implications:

N/A

Recommendations:

The Applicant's proposal is outside of the present development parameters of the Development Regulations and the Municipal Plan. Properties in older areas which have been traditionally used for Institutional purposes, and which are proposed to be redeveloped, should not be in the Commercial District. As well, the present INST Zone has setbacks and yard requirements which create a campus setting but are difficult to achieve on tight downtown sites. A district and a zone is required that can accommodate more intense forms of development.

To accommodate the proposed development, amendments to the Municipal Plan and the Development Regulations are recommended as follows:

- Development Regulations Amendments
 - A text amendment to Section 10 to introduce a new Institutional Downtown (INST-D) Zone and an associated schedule of uses and development standards.
 - A rezoning to the new zone.
 - A text amendment to Section 11.5 (Overlay Districts – Light Planes) which accompanies Map F and identifies streets which require a light angle at an elevation of 15 metres. We would remove this section of Springdale Street, so that the building can be built at the property line.
 - An amendment to Section 3, Map F (Downtown Building Control) which identifies development bonus areas.
- Municipal Plan Amendments
 - Redesignate the subject property from the Commercial Downtown District to the Institutional District.
 - A text amendment to allow zoning in the Institutional District in the Downtown to have a Building Height greater than 3 storeys and an FAR greater than 3.0.

- A text amendment to Part III, Section 3.3.4 (Commercial Downtown District-Building Height and Area) to exempt the subject site from having to set back at least 8 metres from the street line once the building rises above four (4) storeys.
- An amendment to Map III-2 (Downtown Building Control) which identifies bonus areas and light angle controls at 15 metres above grade.

It is also recommended that Council approve the attached draft Terms of Reference for a Land Use Assessment Report (LUAR) to be undertaken by the applicant, and that the application and LUAR be referred to a public meeting chaired by a member of Council.

Prepared by//Signature:

Paul Boundridge, MCIP – Planning Coordinator

Signature: _____

Approved by/Date/Signature:

Ken O'Brien, MCIP – Chief Municipal Planner

Signature: _____

PDB/dlm

Attachments:

1. Location Plan
2. Application cover letter and associated graphics (site plan and building elevations)
3. Draft Terms of Reference for LUAR.



CCO

CCM

CCM

BUCHANAN ST

25

INST

HUTCHINGS LANE

201

205

CCM

20

INST

12

CCM

9

430

NEW GOWER ST

213

217

28

26

22

GEORGE ST W

SPRINGDALE ST

221

31

CCM

29

15

25

CCO

1

CCM

223

225

CCO

25

Planning File #: REZ150013
12-20 SPRINGDALE STREET (Ward 2)
Proposed Site Redevelopment - 5 Storey Community Services Building
Lat49 Architecture Inc., for Salvation Army Divisional Headquarters

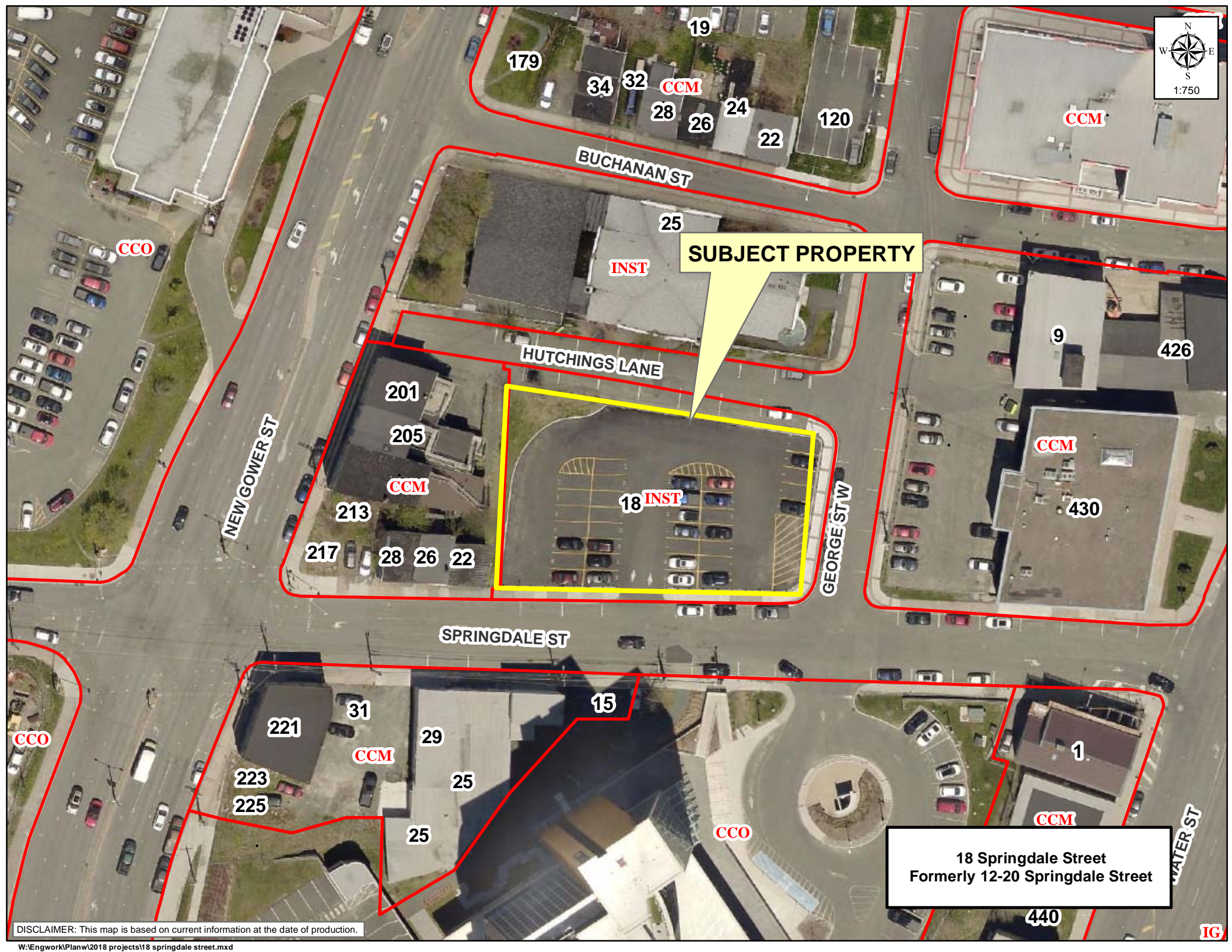


SUBJECT PROPERTY

**18 Springdale Street
Formerly 12-20 Springdale Street**

DISCLAIMER: This map is based on current information at the date of production.

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179

19

34

32

CCM

28

26

24

22

120

CCM

BUCHANAN ST

25

INST

CCO

HUTCHINGS LANE

201

205

CCM

213

18 INST

217

28

26

22

GEORGE ST W

9

426

CCM

430

NEW GOWER ST

SPRINGDALE ST

221

31

CCM

29

15

25

223

225

25

CCO

1

CCM

WATER ST

440

IG

**RESOLUTION
ST. JOHN'S MUNICIPAL PLAN
AMENDMENT NUMBER 136, 2015**

WHEREAS the City of St. John's seeks to ensure that the institutional use of the property at 12-20 Springdale Street (Parcel ID # 11738/11739) and other downtown institutional properties can continue in that use;

BE IT THEREFORE RESOLVED that the City of St. John's hereby adopts the following text and map amendments to the St. John's Municipal Plan under the provisions of the Urban and Rural Planning Act, 2000:

1. **Amend Map III-1 ("General Land Use Map") of the St. John's Municipal Plan by redesignating the property at 12-20 Springdale Street (Parcel ID # 11738/11739) from the Commercial Downtown District to the Institutional District as shown on Map III-1A attached.**
2. **Amend Part III, Section 5.3.1. [LAND USE DISTRICT POLICIES INSTITUTIONAL DISTRICT – Building Height] by deleting the existing and replacing it with the following:**

"Building heights in this District are limited to three (3) storeys. Subject to a Land Use Assessment Report, zones may be permitted allowing building heights up to 10 storeys or a maximum Floor Area of 2.0; however, for property located at 50 Tiffany Lane ("Tiffany Village"), building height may be increased to 16 storeys.

Where a property is located in the Downtown - subject to a Land Use Assessment Report, development may be permitted with a building height up to 5 storeys and/or a maximum Floor Area Ratio of 4.0."

3. **Amend Map III-2 ("Downtown Building Control Map") of the St. John's Municipal Plan by adding the property at 12-20 Springdale Street (Parcel ID # 11738/11739) as within "Areas allowing a building height not exceeding 6 Storeys and not requiring a light angle of 60 degrees at 15 m/4 storeys above grade" as shown on Map III-2 attached."**

BE IT FURTHER RESOLVED that the City of St. John's requests the Minister of Municipal and Intergovernmental Affairs to register the proposed amendment in accordance with the Urban and Rural Planning Act, 2000.

IN WITNESS THEREOF the Seal of the City of St. John's has been hereunto affixed and this Resolution has been signed by the Mayor and the City Clerk on behalf of Council this ____ day of _____, 2015.

Mayor

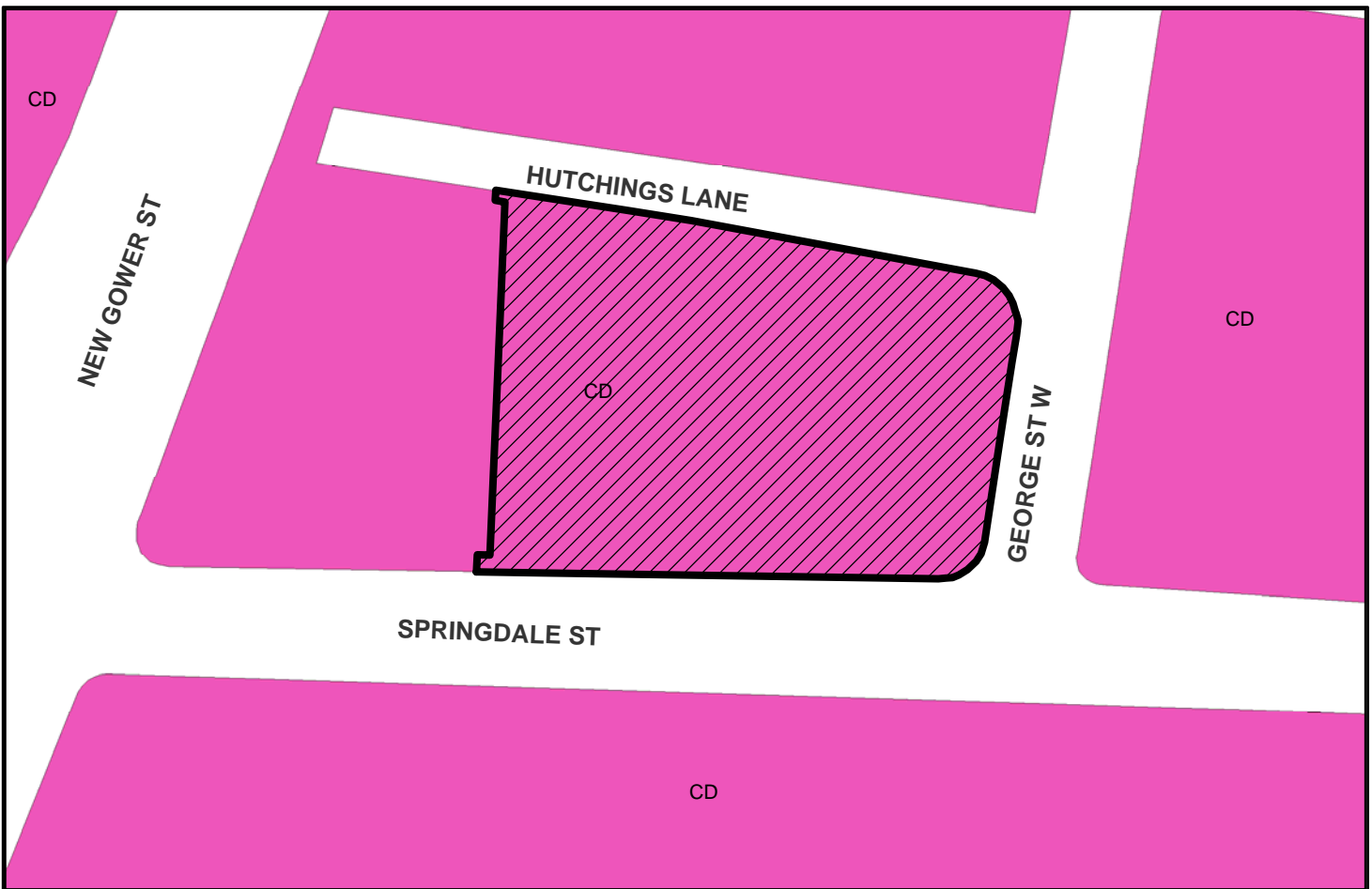
MCIP

I hereby certify that this Amendment has been prepared in accordance with the Urban and Rural Planning Act, 2000.

City Clerk

Council Adoption

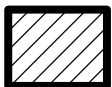
Provincial Registration



**CITY OF ST. JOHN'S
MUNICIPAL PLAN
Amendment No. 136, 2015
[Map III-1A]**

2015 11 04 SCALE: 1:750
CITY OF ST. JOHN'S
DEPARTMENT OF PLANNING,
DEVELOPMENT & ENGINEERING

I hereby certify that this amendment
has been prepared in accordance with the
Urban and Rural Planning Act.



AREA PROPOSED TO BE REDESIGNATED FROM
COMMERCIAL DOWNTOWN (CD) LAND USE DISTRICT TO
INSTITUTIONAL (INST) LAND USE DISTRICT

**12-20 SPRINGDALE STREET
P_ID 11739 & 11738**

M.C.I.P. signature and seal

Mayor

City Clerk

Council Adoption

Provincial Registration

**RESOLUTION
ST. JOHN'S DEVELOPMENT REGULATIONS
AMENDMENT NUMBER 625, 2015**

WHEREAS the City of St. John's seeks to ensure that the institutional use of the property at 12-20 Springdale Street (Parcel ID # 11738/11739) and other downtown institutional properties can continue in that use;

BE IT THEREFORE RESOLVED that the City of St. John's hereby adopts the following text and map amendments to the St. John's Development Regulations under the provisions of the Urban and Rural Planning Act, 2000:

1. Create a new Zone in Section 10 of the St. John's Development Regulations to read as follows:

**"10.54 INSTITUTIONAL DOWNTOWN (INST-D) ZONE
(See Section 5.1.4 - Development above the 190 Metre Contour Elevation)**

10.54.1 Permitted Uses

Residential:

- (a) Accessory Dwelling Unit
- (b) Seniors' Apartment Building (subject to Section 7.18)
- (c) Supportive Housing

Public:

- (c) Administrative Buildings for Government Offices and Non-profit Organizations
- (d) Adult Day Care Facility (subject to Section 7.2)
- (e) Church
- (f) Clinic
- (g) Commercial School
- (h) Cultural Center
- (i) Day Care Center (subject to Section 7.6)
- (j) Hospital
- (k) Home for the Aged
- (l) Institution
- (m) Library
- (n) Parish Hall or Center
- (o) Place of Assembly
- (p) Public Use
- (q) Public Utility
- (r) School
- (s) Undertaker's Establishment
- (t) University or other Institution of Higher Learning

Recreation:

- (u) Park

10.54.2 Discretionary Uses

- (a) Uses Complementary to a Seniors' Apartment Building (subject to Section 7.18)
- (b) Office
- (c) Private Park
- (d) Small Scale Wind Turbine

10.54.3 Zone Requirements

- (a) **Floor Area Ratio (max.)** **2.0;**
(i) **Provided the subject property is located in an area allowing greater bulk and height; and subject to a Land Use Impact Assessment Report, the F.A.R. may be increased to 4.0.**
 - (b) **Building Height (max.)** **3 storeys,**
(i) **Provided the subject property is located in an area allowing greater bulk and height; and subject to a Land Use Assessment Report, Height may be increased to 5 storeys.”**
-
- 2. Rezone the property at 12-20 Springdale Street (Parcel ID # 11738/11739) from the Institutional (INST) Zone to the Institutional Downtown (INST-D) Zone as shown on Map Z-1B attached.**
 - 3. Amend Map F (“Downtown Building Control Map”) of the St. John’s Development Regulations by adding the property at 12-20 Springdale Street (Parcel ID # 11738/11739) as within “Areas allowing a building height not exceeding 6 Storeys and not requiring a light angle of 60 degrees at 15 m/4 storeys above grade”.**

BE IT FURTHER RESOLVED that the City of St. John’s requests the Minister of Municipal and Intergovernmental Affairs to register the proposed amendment in accordance with the requirements of the Urban and Rural Planning Act, 2000.

IN WITNESS THEREOF the Seal of the City of St. John’s has been hereunto affixed and this Resolution has been signed by the Mayor and the City Clerk on behalf of Council this _____ day of _____, 2015.

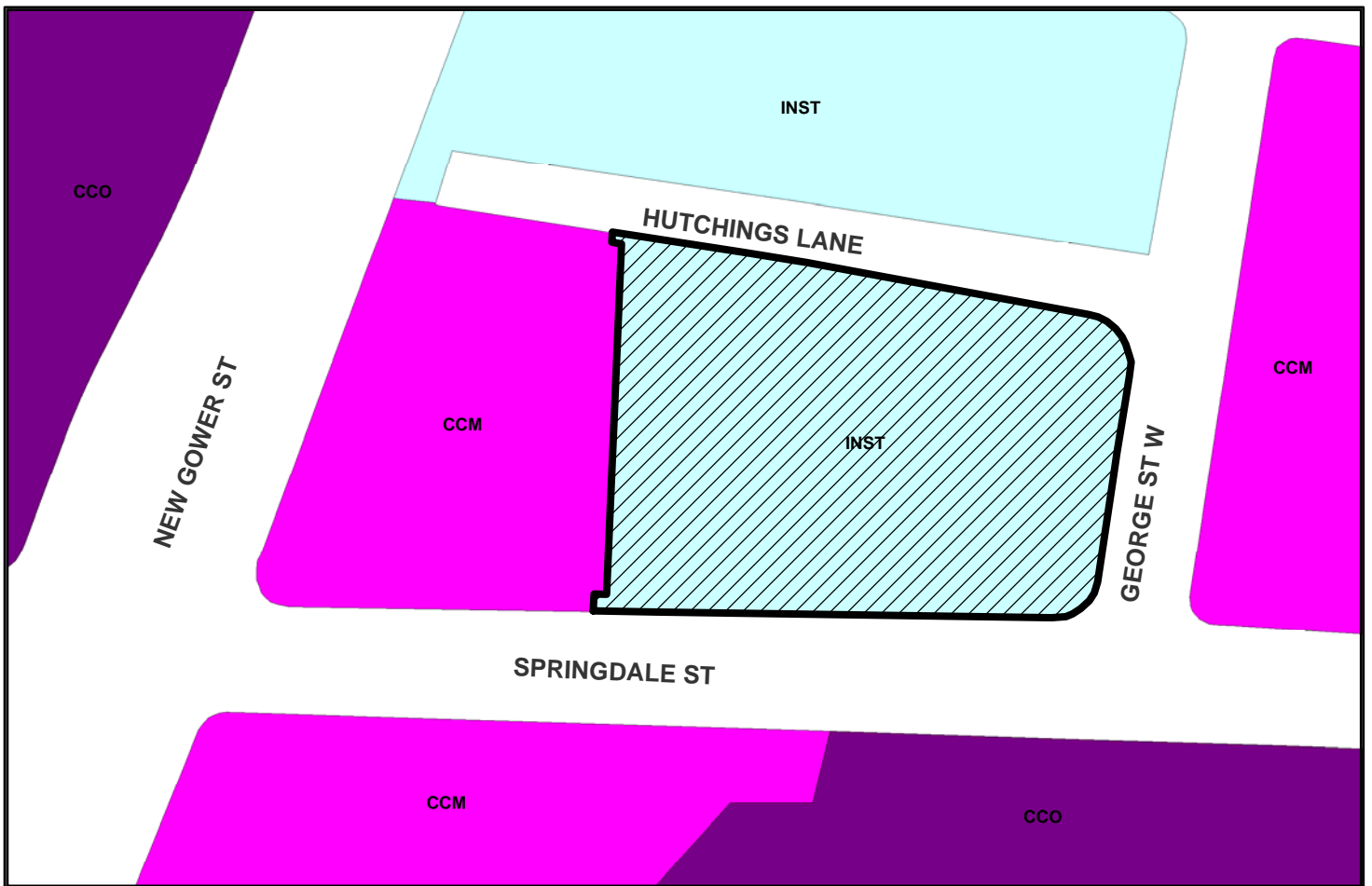
Mayor

MCIP
I hereby certify that this Amendment has been prepared in accordance with the Urban and Rural Planning Act, 2000.

City Clerk

Council Adoption

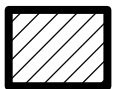
Provincial Registration



**CITY OF ST. JOHN'S
DEVELOPMENT REGULATIONS
Amendment No. 625, 2015
[Map Z-1A]**

2015 11 04 SCALE: 1:750
CITY OF ST. JOHN'S
DEPARTMENT OF PLANNING,
DEVELOPMENT & ENGINEERING

I hereby certify that this amendment
has been prepared in accordance with the
Urban and Rural Planning Act.



AREA PROPOSED TO BE REZONED FROM
INSTITUTIONAL (INST) LAND USE ZONE TO
INSTITUTIONAL DOWNTOWN LAND USE ZONE

**12-20 SPRINDALE STREET
P_ID 11739 & 11738**

M.C.I.P. signature and seal

Mayor

City Clerk

Council Adoption

Provincial Registration

**TERMS OF REFERENCE
FOR LAND USE ASSESSMENT REPORT (LUAR)
12-20 SPRINGDALE STREET
APPLICATION TO REZONE PROPERTY
TO THE INSTITUTIONAL DOWNTOWN (INST-D) ZONE
TO DEVELOP A COMMUNITY SERVICES BUILDING
PROPONENT: LAT49 ARCHITECTURE INC.
FOR SALVATION ARMY DIVISIONAL HEADQUARTERS**

The proponent shall identify significant impacts and, where appropriate, also identify measures to mitigate impacts on land uses adjoining the subject property. All information is to be submitted under one report in a form that can be reproduced for public information and review; this shall include a PDF version with a maximum size of 15 MB. The numbering and ordering scheme used in the report shall correspond with that used in this Terms of Reference and a copy of the Terms of Reference shall be included as part of the report. A list of those persons/agencies who prepared the Land Use Assessment Report shall be provided as part of the report. The following items shall be addressed by the proponent at its expense:

A. Building Use

- Identify the size of the proposed building by floor area (Gross Floor Area), and by Floor Area Ratio (FAR); and
- Identify the proposed uses or occupancies within the building by their respective floor area.

B. Building Materials

- Provide elevations of the proposed building; and
- Identify the finish and colour of exterior building materials.

C. Building Height & Location

Identify graphically the exact location and height of the proposed building. Additionally, identify using cross-section drawings the effect of the proposed building height on properties in the vicinity of the development site in terms of the following criteria:

- Identify the proximity of the proposed building to property lines;
- Identify possible loss of sunlight/potential shadowing/other potential impacts on adjacent properties; and
- Information on the proposed construction of decks and any rooftop structures.

D. Exterior Equipment and Lighting

- Identify the location and type of exterior lighting to be utilized. Identify possible impacts on adjoining properties and measures to be instituted to minimize these impacts; and
- Identify the location and type of any exterior HVAC equipment to be used to service the proposed building. Identify possible impacts on adjoining properties and measures to be instituted to minimize these impacts.

E. Landscaping & Buffering

- Identify any landscaping for the proposed development both hard and soft.
- Identify the location and proposed methods of screening electrical transformers and refuse containers to be used at the site.

F. Snowclearing/Snow Storage

- Provide information on any snow clearing/snow removal operations.

G. Offstreet Parking

- Identify the location of all access and egress points.
- Identify the number of off-street parking to be provided, the number required for the development, and the number of excess parking spaces.
- Identify the number and location of bicycle stalls to be provided

H. Municipal Water and Sewer Services

- Provide design flows for sanitary and storm sewers.
- Identify points of connection to City water, sanitary and storm sewer mains.

I. Traffic

- Provide the anticipated traffic generation rates associated with the proposed development. **If the development is expected to generate in excess of 100 trips in any of the peak traffic periods, a traffic impact study may be required by the City's Department of Planning, Development and Engineering and the terms of reference for the traffic impact study will be established by the City's Transportation Engineer.**

J. Public Transit

- Consult with St. John's Metrobus (St. John's Transportation Commission) regarding public transit infrastructure requirements (e.g. a bus lay-by and shelter) and their provision as part of this proposed development.

K. Construction Timeframe

- Provide the anticipated time frame of construction for the development.

L. Construction Worker Parking

- Provide information and location on temporary worker parking during construction of the building.

M. Construction Laydown Area

- Provide information and location on construction lay-down area/s during construction of the building.



July 30, 2015

Gerard Doran
Manager of Development
City of St. John's
c/o Planning Department
3rd Floor City Hall - 10 New Gower Street
St. John's NL A1C 5M2

Reference: **Request for development approval 12-18 Springdale Street.**

Mr. Doran,

LAT49 Architecture Inc. is submitting this Development application on behalf of the Salvation Army Divisional Headquarters, the property owners of 12-18 Springdale Street. As per discussions with Lindsay Lyghtle Brushett, MCIP, it appears that some further research is required within the Planning Department in regards to what the extent of change in zoning or amendment to the existing Institutional zone would be. Therefore I am submitting this proposed project for your review and subsequent recommendation for how this project may manifest in regards to development approval based on the current concept within the context of the current location.

In general the proposed concept would see the accommodation of the Salvation Army's following missions:

- Correctional and Justice Services,
- New Hope Community Centre,
- Health Services,
- Employment Services,
- Community and Family Services,
- Emergency Disaster Services,
- 20 Supportive Housing units

In addition, the facility would include a new underground parking garage for twenty seven cars, a walk-in medical clinic, a food bank and a community soup kitchen.

The applicant as well as LAT49 Architecture Inc. is committed to reinforcing the Salvation Army's mission within the City's downtown core to support those in need, this site is essential to that mission. We look forward to a favorable review of this application and the opportunity to respond to any questions the development team might have.

Yours sincerely,

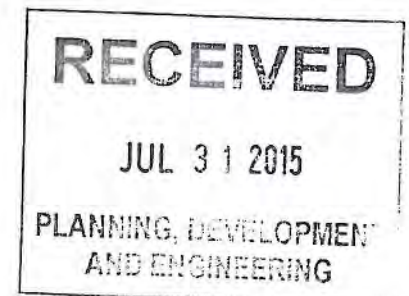
A handwritten signature in black ink, appearing to read "Jeremy Bryant".

Jeremy Bryant, NLAA MRAIC
Architect

CC: Lindsay Lyghtle Brushett MCIP - Planning Dept.

683 Water Street
2nd Floor
St. John's, NL
A1E 1B5
info@lat49.ca

lat49.ca





NEWFOUNDLAND AND LABRADOR
MEMBER
Jeremy Bryant NLAA
Expires Dec 31, 2015
Date: 07/30/15
LICENSED TO PRACTISE
ASSOCIATION OF ARCHITECTS

14-1370 SALVATION ARMY SPRINGDALE STREET REDEVELOPMENT
OPTION 1 - PERSPECTIVE 1