

ST. JOHN'S

Committee of the Whole Agenda

April 17, 2019

9:00 a.m.

Council Chambers, 4th Floor, City Hall

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1. Call to Order
2. Approval of the Agenda
3. Adoption of the Minutes
 - 3.1 Committee of the Whole Minutes [April 3, 2019] 1
4. Presentations/Delegations
 - 4.1 Presentation by East Coast Trail Association - Mr. Randy Murphy
5. Community Services & Events - Councillor Jamie Korab
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7. Economic Development, Tourism & Culture - Sheilagh O'Leary

8. Planning & Development - Councillor Maggie Burton

8.1 Items for Discussion

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| 1. | Decision Note dated April 8, 2019 re: Rezoning from the Institutional (INST) and Open Space (O) Zones to the Commercial Central Mixed Use (CCM) Zone for a 40-unit Residential Development - MPA1900002-68 Queen's Road (Cathedral Parish Hall) | 19 |
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9. Transportation - Councillor Debbie Hanlon

9.1 Consent Agenda

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| 1. | Information Note dated April 17, 2019 re: 2017 Traffic Pilot Projects - Veteran's Square | 59 |
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9.2 Items for Discussion

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| 1. | Decision Note dated April 17, 2019 re: Downtown Decorative Street Lighting LED Conversion | 69 |
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10. Other Business

11. Adjournment

MINUTES

COMMITTEE OF THE WHOLE

April 3, 2019 – 9:00 a.m. – Council Chamber, 4th Floor, City Hall

Present Mayor Danny Breen
Deputy Mayor Sheilagh O’Leary
Councillor Maggie Burton (entered at 9:15 am)
Councillor Dave Lane
Councillor Sandy Hickman
Councillor Debbie Hanlon
Councillor Deanne Stapleton
Councillor Hope Jamieson
Councillor Jamie Korab
Councillor Ian Froude
Councillor Wally Collins

Regrets: Councillor Hope Jamieson

Staff Kevin Breen, City Manager
Derek Coffey, Deputy City Manager of Finance & Administration
Tanya Haywood, Deputy City Manager of Community Services
Jason Sinyard, Deputy City Manager, Planning, Engineering and
Regulatory Services
Lynnann Winsor, Deputy City Manager – Public Works
Lindsay Lyghtle-Brushett, Acting Chief Municipal Planner
Linda Bishop, Senior Legal Counsel
Elaine Henley, City Clerk
Maureen Harvey, Legislative Assistant

Other Staff Present Brian Head, Manager of Parks & Open Spaces
Garrett Donaher, Manager of Transportation
Susan Bonnell, Manager of Marketing & Communications

Adoption of the Agenda

Moved – Councillor Hanlon; Seconded – Councillor Korab

That the agenda be adopted as presented.

CARRIED UNANIMOUSLY

Adoption of the Minutes

Moved – Councillor Froude; Seconded – Deputy Mayor O’Leary

That the Committee of the Whole minutes dated March 20, 2019 be adopted as presented.

CARRIED UNANIMOUSLY

Delegations

Special Events Advisory Committee Report – April 1, 2019

Mr. Peter Quinton, Promoter was in attendance for discussion on the following subject:

Churchill Park Music Festival – Friday/Saturday between August 16 & 31st – Concert

Recommendation

Moved – Councillor Korab; Seconded – Councillor Froude

It is recommended by the SEAC Committee that, from a regulatory perspective, the above noted event be approved.

CARRIED UNANIMOUSLY

Decision Note dated March 27, 2019 re: Update Regarding Application for a 6-Storey Mixed-Use Building in the Churchill Square Retail Area - REZ1800009 43-53 Rowan Street - Applicant: KMK Properties Inc.

Mr. Justin Ladha of KMK Capital was present to discuss above-noted Decision Note:

Mr. Ladha was welcomed to the meeting and proceeded to discuss the recommendation being put forth by staff to have the developer revise the proposed building design so the stepback occurs at the second story of the building along Rowan Street to maintain a consistent height throughout the Square. The recommendation also seeks confirmation that all concerns with Bell Alliant are mitigated, following which time an acceptable LUAR is submitted and reviewed by City Staff, to allow for the scheduling of a public meeting.

In relation to the requested stepback Mr. Ladha reported that from a financial perspective, the developer has no concerns with relocation. However, there were other considerations worthy of mention:

- a. Air handling equipment panels will become more unattractive
- b. To move closer to the Bell Alliant building would render the units harder to rent thereby increasing risk for the developer

- c. There is currently no consistency in building height in Churchill Square
- d. The proposed design has been reviewed and accepted in principle by the potential tenants and by experts in the field of construction, architecture etc.

He also indicated that discussion is ongoing with Bell to ensure all concerns identified are mitigated. Mr. Ladha fears that delaying the City's approval will compromise negotiations ongoing with large-scale, national and reputable tenants.

It was acknowledged by Mr. Ladha that building permits would not be released until finalization of intricate building design details, however he is requesting approval so that the project can move forward such that finalize leases with potential tenants.

Considerable discussion took place and it was recognized that much information had come to the attention of staff very recently resulting in there being no opportunity for dialogue between staff and the developer.

Recommendation

Moved – Councillor Burton;

Based on the comments from the Built Heritage Experts Panel and staff, it is recommended that Council ask the developer to revise their proposed building design so the setback occurs at the second story of the building along Rowan Street to maintain a consistent height throughout the Square. Once a revised design is submitted, all concerns with Bell Alliant are mitigated, and an acceptable LUAR is submitted and reviewed by City Staff, a public meeting will be scheduled.

There being no seconder, the recommendation failed.

Recommendation

Moved – Councillor Froude; Seconded – Councillor Hickman

To facilitate further discussion between the developer and staff as it relates to options available regarding setback and Bell Alliant concerns, the above-noted Decision Note be deferred to the Regular Meeting of Council on April 15, 2019. If not resolved at this meeting, the matter is to be referred back to Committee of the Whole on April 17, 2019

**CARRIED WITH COUNCILLOR
BURTON DISSENTING**

Councillor Lane retired from the meeting at 10:15 am

Public Works & Sustainability – Councillor Ian Froude

Decision Note dated March 20, 2019 re: Commemorative Program Fee Changes

Recommendation

Moved – Councillor Froude; Seconded – Deputy Mayor O’Leary

It is recommended Council change to above-noted fee structure to read as follows:

Open Space/Trail – Economy Bench (new option)	\$750
Community Park – Bench	\$1,200
Municipal Park – Victorian Style Bench (Bannerman, Bowring Victoria Park only)	\$3,500
Coniferous Ornamental Tree – 1.2m ht.	\$350
Deciduous Ornamental Tree – 4mm caliper, 2.5m ht.	\$325

CARRIED UNANIMOUSLY

Discussion took place with staff being asked to consider options for commemorative items other than those listed above. The Manager of Parks & Open Space indicated that the City is open to any suggestions as its objective is for the project to remain cost neutral. Items put forward for consideration were bus shelter benches and bike racks.

Finance & Administration

Decision Note dated March 26, 2019 re: Alcock & Brown - Reception

Recommendation

Moved – Deputy Mayor O’Leary; Seconded – Councillor Collins

It is recommended that Council approve a reception commemorating the 100th Anniversary of the first non-stop transatlantic flight from St. John’s to County Galway, Ireland by British aviators John Alcock and Arthur Brown at an approximate cost of \$8,000 for which money is allocated in the 2019 Operating Budget.

**RECOMMENDATION CARRIED WITH
COUNCILLORS BURTON AND FROUDE DISSENTING**

The City Clerk advised that efforts will be made to keep the cost to a minimum while ensuring a reception that is in keeping with the caliber of the event.

Decision Note dated March 27, 2019 re: Approval Limits

Recommendation

Moved – Councillor Hickman; Seconded – Councillor Froude

It is recommended Council increase the signing authority for the City Manager to \$100K and for Deputy City Managers to \$60,000.

CARRIED UNANIMOUSLY

Community Services – Councillor Jamie Korab

Decision Note dated March 20, 2019 re: Downtown St. John's Request for Funding

Recommendation

Moved – Councillor Korab; Seconded – Councillor Hanlon

That Council approve \$33,000 expenditure from the Community Capital funding program to be used for the Downtown St. John's Christmas Decoration Enhancement initiative.

CARRIED UNANIMOUSLY

Councillor Burton requested that consideration be given to the installation of speakers in the downtown that would accommodate appropriate music in keeping with the season or events taking place in the downtown. Councillor Hanlon agreed to raise the idea with Downtown St. John's.

Governance & Strategic Priorities

Decision Note dated March 27, 2019 re: Adoption of the External Review of the City's Internal Audit Function

Recommendation

Moved – Councillor Hanlon; Seconded – Councillor Burton

It is recommended the External Review of the City's Internal Audit Function report be adopted as presented in full and staff be directed to commence implementing the recommendations. The decision for adding

an additional staff member should be referred to the 2020 budget discussions.

CARRIED UNANIMOUSLY

Councillor Hanlon and Deputy Mayor O'Leary retired at 11:00 am.

Planning & Development

Decision Note dated March 26, 2019 re: Application to Rezone Land to the Rural Residential Infill (RRI) Zone for a Single Detached Dwelling – REZ1900006 – 358 Grove's Road

While the staff recommendation was that Council refuse the application to rezone 358 Groves Road from the Rural (R) Zone to the Rural Residential Infill (RRI) Zone as the property is above the 190-metre contour, the following recommendation of deferral was put forward.

Recommendation

Moved – Councillor Froude; Seconded – Councillor Stapleton

That the Decision Note dated March 26, 2019 re: Application to Rezone Land to the Rural Residential Infill (RRI) Zone for a Single Detached Dwelling – REZ1900006 – 358 Grove's Road be deferred

CARRIED UNANIMOUSLY

Decision Note dated March 26, 2019 re: Application to Rezone Land to the Medium Density (R2) Zone – REZ1900003 – 22 Whiteway Street

Recommendation

Moved – Councillor Burton; Seconded – Councillor Froude

That Council consider a proposed rezoning at 22 Whiteway Street from Residential Low Density (R1) Zone to Residential Medium Density (R2) Zone, and that the application be advertised for public review and comment.

CARRIED UNANIMOUSLY

Decision Note dated March 25, 2019 re: Application to Rezone Land to the Planned Mixed Development 2 (PMD2) Zone for development of Phase 2 of the Galway Master Planned Community - REZ1900007, 100 Danny Drive - Applicant: 10718 NFLD Inc.

Recommendation

Moved – Councillor Collins; Seconded – Councillor Hickman

It is recommended that Council consider a proposed rezoning for the area of 100 Danny Drive, as identified on the zoning map, from the Comprehensive Development Area - Southlands (CDA Southlands) Zone to the Planned Mixed Development 2 (PMD2) Zone. It is also recommended that the application be advertised for public review and comment. Following advertisement, the proposed amendment would be referred to a Regular Meeting of Council for consideration of adoption.

CARRIED UNANIMOUSLY

Decision Note dated March 25, 2019 re: Application to Rezone Land to the Institutional (INST) Zone for development of the francophone school site REZ1900001 - 100 Danny Drive - Applicant: 10718 NFLD Inc.

Recommendation

Moved – Councillor Burton; Seconded – Councillor Collins

It is recommended that Council consider a proposed rezoning to accommodate a francophone school for the area of 100 Danny Drive, as identified on the zoning map, from the Comprehensive Development Area - Southlands (CDA Southlands) Zone to the Institutional (INST) Zone, and that the application be advertised for public review and comment. Following advertisement, the proposed amendment would be referred to a Regular Meeting of Council for consideration of adoption.

It is also recommended that the application to rezone Phase 2 of the Galway development to a new Planned Mixed Development 2 (PMD2) Zone be considered simultaneously with this application.

CARRIED UNANIMOUSLY

Adjournment

There being no further business the meeting adjourned at 11:30 a.m.

Mayor Danny Breen
Chairperson

DECISION/DIRECTION NOTE

Title: Key2Access Accessible Pedestrian Signals

Date of Meeting: April 17, 2019

Report To: Inclusion Advisory Committee

Councillor and Role: Hope Jamieson, Council Champion

Ward: N/A

Decision/Direction Required: Implement a proof of concept project for 1 year at locations determined in consultation with Key2Access and CNIB totaling the City expenditures of no more than \$25,000.

Discussion – Background and Current Status:

Key2Access is wireless technology that allows people to cross roads without having to reach a button on a pole. Receivers and virtual beacons are easily installed within current infrastructure, adding a form of accessible pedestrian signal (APS) possibilities without significant additional wiring or pole realignment. Through internet of things (IoT) network services, receivers and beacons communicate with the user through a smart phone app or custom fob.

This fob/app based approach offers some benefits over a typical APS installation: it is more personal, can be easier to activate, and can provide better information. However, a typical APS installation has the benefit of being a standard treatment across North America, does not require an individual to be aware of the system ahead of time, and does not bear ongoing operating costs.

The technology built in to the Key2Access system allows the City to add updates such as “road construction ahead” and allows aggregate use information to be reported. The App is free to users and with CNIB’s new Phone it Forward program, low income individuals now have increased access to mobile technology. The App uses various forms of communication to ensure it is barrier free. Individuals without a cell phone can sign out a fob from CNIB to ensure access for these individuals. Each receiver and beacon are easily moved from one pole to another, thus, if the intersection identified does not see a lot of users, it can be moved to another area of town. More information about Key2Access can be found on their website, <https://www.key2access.com/>.

Council currently allocates an annual \$50,000 budget to install APS systems. It is estimated that this would cover two intersections per year. The following tables outline the intersections where APS installation is complete, under construction, and the one intersection that is designed with APS installation in mind such that it can be installed when needed in the future.

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Installed

Water Street @ Adelaide Street
Water Street @ Queen Street
Kings Bridge Road @ New Cove Road

Ropewalk Lane @ Mundy Pond Road
Portugal Cove Road @ Macdonald Drive
Kenmount Road @ Polina Road

Underway

Kelsey Drive @ Messenger Drive
Prince Philip Drive @ Westerland Road
O'Leary Avenue @ Avalon Mall

Topsail Road @ Columbus Drive
Kelsey Drive @ Kiwanis Street
Water Street @ George Street

Prepared for future

Kenmount Road @ Brant Dr / H3

A proof of concept project with Key2Access would allow the technology to be demonstrated in real world conditions. Appendix A depicts the proposed proof of concept project and relevant expenses. Currently, the federal government is funding 50% for projects such as this as indicated in the quote, resulting in a cost to the City of \$11,137.75.

In addition to the quote, the City would be responsible for installation. The conditions present at each intersection would dictate the cost of this, but a basic installation would likely be on the order of \$2,500 to install at each of the four intersections.

The City portion of the capital cost (\$11,137.75) and the installation cost of roughly (\$10,000) sum to a total project cost of just over \$21,000. An allocation of \$25,000 is recommended to complete the project.

If approved by council this project could be funded through the existing APS Program or through a one-time capital allocation. If APS Program funds are used this would reduce the capacity of the current APS Program by a small amount.

After the first year of the project the operating costs would need to be added to the budget. This would be a monthly \$5 subscription per each of nine (9) sites to IoT network as indicated in the quote, at current prices this is \$540.

Key Considerations/Implications:

1. Budget/Financial Implications:
 - a. \$25,000 from one-time allocation or existing APS Program.
2. Partners or Other Stakeholders
 - a. Key2Access
 - b. CNIB

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- c. Inclusion Advisory Committee
- 3. Alignment with Strategic Directions/Adopted Plans
While not a specific action in the 2019 Action Plan, this project complements Action M3.2 - “Implement the Accessible Pedestrian Signals (APS) Program” under Goal M3 – “Expand and maintain a safe and accessible active transportation network” which forms part of the strategic direction for “A City that Moves”.
- 4. Legal or Policy Implications
None at this time.
- 5. Engagement and Communications Considerations
 - a. A communications plan should be established to update residents on the proof of concept project, notifying them of the App and where to get a phone or fob
 - b. Targeted promotion through the local CNIB and members of the Inclusion Advisory Committee would also be done to help reach those in our community impacted by blindness.
- 6. Human Resource Implications
 - a. Field implementation to be assigned to Transportation Engineering
 - b. Ongoing maintenance of user messages and information.
- 7. Procurement Implications
 - a. Sole source award as Key2Access is the only supplier
- 8. Information Technology Implications
None at this time.
- 9. Other Implications
N/A

Recommendation:

It is recommended that the City of St. John's partake in this proof of concept project, installing Key2Access technology at locations determined in consultation with Key2Access and CNIB totaling the City expenditures of no more than \$25,000.

Should the proof of concept project prove sustainable, additional intersections should be considered. Those intersections with current APS equipment should remain, thus increasing accessible intersections in the City and ensuring fiscal responsibility.

Prepared by/Signature: Sherry Mercer, Inclusive Services Coordinator

Approved by/Date/Signature:

Garrett Donaher – Manager, Transportation

Natalie Godden – Manager, Family & Leisure Services

Attachments:

Appendix A: Key2Access Quote



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DECISION/DIRECTION NOTE

Title: Expanding the exemption of municipal fees for affordable housing developments

Date of Meeting: April 17th, 2019

Report To: Committee of the Whole

Councillor and Role: Hope Jamieson, Council Lead Housing

Ward: Not ward specific

Decision/Direction Required: Expand the exemption of municipal fees to private developers of affordable housing who have confirmed funding investment under the National Housing Strategy's National Housing Co-Investment Fund (NHCF), Federal Lands Initiative (FLI) and Innovation Fund (IF)

Discussion – Background and Current Status:

Background

The City of St. John's approved the Affordable Housing Strategy, 2019-2028, in November 2018. The following implementation strategies are stated in the Revitalizing Policy section of the City's Affordable Housing Strategy (pg 31):

4.3 Provide incentives for affordable housing developments

4.3.2 Provide an exemption of municipal fees to private developers of affordable housing who have confirmed investment from another level of government, and for all registered charities

Current Status

Development and building permit fees are currently waived for non-profit groups that develop affordable housing projects and private developers with confirmed written final approval from NL Housing for Investment in Affordable Housing (IAH) funding. IAH funding has set affordable rental amounts for a minimum of 10 years.

The National Housing Strategy was launched in November 2017 and introduced several affordability programs. It is proposed to expand the exemption of municipal fees for

1. The Federal Lands Initiative (FLI)
2. National Housing Co-Investment Fund- New Construction (NHCF)
3. Innovation Fund (IF)

These three programs align with the City's Affordable Housing Strategy objectives. Please see attachment 1 for a brief description of each program.



Affordability Criteria

The Canadian Mortgage Housing Corporation (CMHC) defines affordability criteria differently for each specific National Housing Strategy program. The following are the definitions of affordability for the programs above.

Under the FLI program, rental rates must be less than 80% of the median market rent, for a minimum of 30% of the units. This must be maintained for a minimum of 25 years.

Under the NHCF program, rental rates must be less than 80% of the median market rent, for a minimum of 30% of the units. This must be maintained for a minimum of 20 years.

Under the Innovation Fund, rental rates must be set based on the municipal or provincial affordability definitions. This must be maintained for a minimum of 10 years.

Note that as of October 2018, for the City of St. John's the Median Market Rents are as follows: Bachelor - \$713, 1-Bdrm \$800, 2-Bdrm \$895, 3-Bdrm \$978. So, for example, under the NHCF, for a project with all 2-Bdrm units, 30% of those units would have to be priced no more than \$716.

Oversight

CMHC provides oversight for the above programs in monitoring to ensure the affordability component of the projects for the minimum time periods are as outlined above.

Supporting Partnership

A further requirement of the National Housing Co-investment Fund is that proponents have a provincial or municipal partnership included within their proposal. That partnership can include monetary and in-kind contributions. Through the waiver of development fees for the affordable portion of projects that fall under the NHCF, proponents will meet the minimum requirements under the partnership eligibility criteria. The City would therefore support projects not only by waiving fees, but also by unlocking the ability for proponents to apply for this significant federal affordable housing program.

Volume of Applications

CMHC has informed that currently, there has only been one prioritized NHCF application in NL. There are currently two parcels of land available for proposals under the FLI and they would anticipate the level of applications that would be seeking waiver of fees related to the NHCF, FLI and/or IF would range between 5-10 applications per year in Newfoundland at current volumes.



To waive the equivalent percentage of municipal fees for the percentage of affordable units of a project, with confirmed written approval under the three National Housing Strategy programs discussed above, is in line with the City's Affordable Housing Strategy – 4.3.2 *Provide an exemption of municipal fees to private developers of affordable housing who have confirmed investment from another level of government, and for all registered charities*

Key Considerations/Implications:

1. **Budget/Financial Implications:** Proportion of municipal fees would be waived for the equivalent proportion of affordable housing units under proposed National Housing Strategy programs.
2. **Partners or Other Stakeholders:** The requirement of the National Housing Co-investment Fund that proponents have a provincial or municipal partnership included within their proposal would be fulfilled if municipal fees are waived. The above recommendations will support private developer partners in their affordable housing efforts.
3. **Alignment with Strategic Directions/Adopted Plans:** The following City of St. John's Strategic Directions and Goals are directly aligned with the Affordable Housing Strategy:

A Sustainable City
A Connected City
An Effective City

Additionally, 4.3 Provide incentives for affordable housing developments and 4.3.2 Provide an exemption of municipal fees to private developers of affordable housing who have confirmed investment from another level of government, and for all registered charities were approved as implementation strategies under the City's Affordable Housing Strategy 2019-2028

4. **Legal or Policy Implications:** Policy implications may arise as they relate to exemption of municipal fees.
5. **Privacy Implications:** N/A
6. **Engagement and Communications Considerations:** N/A



7. **Human Resource Implications:** N/A

8. **Procurement Implications:** N/A

9. **Information Technology Implications:** N/A

10. **Other Implications:** N/A

Recommendation: That Council expand the exemption of municipal fees to private developers of affordable housing who have confirmed approval under the National Housing Strategy's National Housing Co-Investment Fund- new construction (NHCF), Federal Lands Initiative (FLI) and Innovation Fund (IF)

Prepared by/Date:

Simone Lilly, Affordable Housing & Development Facilitator- March 13th 2019

Approved by/Date:

Judy Tobin, Manager, Non Profit Housing- March 13th 2019

Tanya Haywood, Deputy City Manager, Community Services- April 10th 2019

Attachments:

Overview of National Housing Strategy Programs

Title: Overview of three National Housing Strategy programs which create new affordable housing supply

1. The Federal Lands Initiative

<https://www.cmhc-schl.gc.ca/en/nhs/federal-lands>

The Federal Lands Initiative is a \$200-million fund that supports the transfer of surplus federal lands and buildings to eligible proponents. This is available at discounted to no cost to be developed or renovated for use as affordable housing. The discount on the property will depend on the level of social outcomes achieved by the winning proposal. Once transferred, the property will be developed or renovated into affordable, sustainable, accessible and socially inclusive housing.

The Federal Lands Initiative is led by the Canada Mortgage and Housing Corporation (CMHC) with support from:

- Public Service and Procurement Canada (PSPC)
- Employment and Social Development Canada (ESDC)
- Canada Lands Company (CLC)

2. The National Housing Co-Investment Fund – Housing Construction Stream

<https://www.cmhc-schl.gc.ca/en/nhs/co-investment-fund---new-construction-stream>

The following projects can be considered for funding:

- community and affordable housing
- urban indigenous community housing
- mixed use market / affordable rental
- new construction and/or conversion from a non-residential use to affordable multi-residential
- shelters
- transitional and supportive housing

Minimum Requirements

All projects must:

- have a minimum of 5 units/beds
- have primary use as residential
- meet minimum requirements for partnerships, financial viability, affordability, energy efficiency, and accessibility ([as outlined below](#))

Partnerships

Partnerships are a central feature of the National Housing Co-Investment Fund.

Partnerships maximize investments, ensure coordination of efforts and remove barriers to the development process. Partners will be required to contribute to the project (monetary or in-kind) and the level of contribution may vary from project to project.

Projects must have support from another level of government (such as municipalities, Provinces and/or Territories, Indigenous Government) to ensure a coordination of investments. Support can be financial in nature (monetary or in-kind) or in the form of a letter demonstrating support of the project. For financial support (capital or operating), funding would need to be confirmed at the assessment stage prior to receiving a final approval from CMHC.

Financial Viability

Applicants will have to:

- demonstrate their financial and operational ability to carry the project
- provide evidence of the financial viability of the proposed project itself
- have the capacity to deal with development risks, such as cost over-runs and delays in construction

Affordability

Applicants must:

- keep rents for a minimum of 30% of units below 80% of the Median Market Rental rate (as described in the most recent [CMHC Rental Market Survey](#) for the market and unit type in question)
- commit for a minimum of 20 years.

Accessibility:

Proponents will be expected to meet the minimum accessibility requirement that:

- Option 1 - Proponents will be expected to meet the minimum accessibility requirement that 20% of all units within the project meet or exceed accessibility standards as prescribed in Table A and that access to the project and its common areas is barrier free
- Option 2 - The entire project (common areas and dwelling units) has full universal accessibility design.

Energy Efficiency:

- New projects are required to achieve either a 25% decrease in energy consumption and greenhouse gas (GHG) emissions relative to the 2015 National Energy Code for

Buildings or the 2015 National Building Code; OR a 15% decrease relative to the 2017 National Energy Code for Buildings.

3. Affordable Housing Innovation Fund

<https://www.cmhc-schl.gc.ca/en/nhs/affordable-housing-innovation-fund>

The Affordable Housing Innovation Fund will be instrumental in creating the next generation of housing in Canada. The application of innovative solutions will be paramount to helping address the challenges facing affordable housing. The Innovation Fund will:

- support the development of innovative approaches to affordable housing
- create inclusive and accessible communities
- contribute to the fight against homelessness

DECISION/DIRECTION NOTE

Title: Rezoning from the Institutional (INST) and Open Space (O) Zones to the Commercial Central Mixed Use (CCM) Zone for a 40-unit Residential Development
MPA1900002
68 Queen's Road (Cathedral Parish Hall)

Date Prepared: April 8, 2019

Report To: Committee of the Whole

Councillor & Role: Councillor Maggie Burton, Planning and Development Lead

Ward: 2

Decision/Direction Required:

To consider a rezoning application for 68 Queen's Road to the Commercial Central Mixed Use (CCM) Zone for the purpose of a 40-unit residential development. An amendment to the St. John's Municipal Plan would be required.

Discussion – Background and Current Status:

Parish Lane Development Inc. has applied for a rezoning to the Commercial Central Mixed Zone (CCM) Zone in order to accommodate a 40-unit residential development. The property is currently zoned Institutional (INST) at the front of the property along Queen's Road and Open Space (O) at the rear of the property along Harvey Road, which do not permit this type of residential development. A Municipal Plan amendment would also be required.

The applicant is proposing to develop two buildings on the site. The building in Phase 1 would consist of twenty-five (25) units, is proposed to be located at the rear of the lot and would have a main access onto Harvey Road. Given the steep slope of the property, the Phase 1 building will be 4 storeys above Harvey Road, but 10 storeys above grade at the centre of the lot. The Phase 2 building, fronting onto Queen's Road, will consist of fifteen (15) units and be 4 storeys in height. The applicant also proposes underground and above ground parking, public spaces throughout the property and protection of existing trees.

Heritage Designation

Cathedral Parish Hall is designated as a Heritage Building by Council and the designation is confined to the footprint of the building. The main entrance is designed in the Classical Revival style with arched transom, pilasters, keystone decoration, dentils and quoining. From the Statement of Significance, the character defining elements of this building include the original main entrance, the house like addition on the left gable end of the building, and the size, dimension and location of the building. Further, the site is located in Heritage Area 1 and the St. John's Ecclesiastical District.

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If this proposal proceeds, the applicant is requesting to demolish a large portion of the building but will maintain the residential building at the left gable end of the building and will incorporate the original arch and adjacent original windows into the new development. The Parish Hall has been heavily altered and little original material remains, aside from the arch. At this point, not enough information is provided to evaluate how the arch will be maintained in the new development, and therefore if the application proceeds it is recommended that more information be provided in a Land Use Assessment Report (LUAR).

The Phase 2 building, as proposed, is dependant on removal of the designation for majority of the Parish Hall. However, the applicant is proposing to maintain the portions of the building which are described as character defining elements in the Statement of Significance. In order to protect these elements, an option may be to remove the heritage designated from the bulk of the building, but leave the Residence Building as a designated building and the arch as either a designated building or structure, similar to the Basilica Arch. This could be an option to maintain and protect the original, character defining elements of the building, while also allowing revitalization of the site.

As the application proposes incorporating a modern design adjacent and connected to a designated heritage building, design will play an important role in this development. Additionally, the property is located in one of the few areas of St. John's that is comprised of primarily brick and stone heritage buildings. The materials used will have to be sensitive to the context of the site within downtown and the Ecclesiastical District. The application states that final design will evolve through discussion with the City and key informants. Therefore, it is recommended that prior to submission of a Land Use Assessment Report, that the applicants meet with the Built Heritage Experts Panel regarding the heritage designation and design of the building.

Compliance with the St. John's Municipal Plan and Development Regulations

The subject property is designated Institutional and Open Space under the St. John's Municipal Plan and will require re-designation to the Commercial Downtown District in order to rezone the property from the Institutional (INST) and Open Space (O) Zones to the Commercial Central Mixed (CCM) Zone. A text amendment to the St. John's Development Regulations may also be required regarding the height, however the proposed height falls in line with the Draft Envision Development Regulations adopted-in-principle by Council on March 5, 2019.

As per Section 3.3.4 of the Municipal Plan, subject to a LUAR, the City may permit zones to allow residential uses. The draft Terms of Reference for the LUAR are attached for Council's consideration. Under the CCM Zone, residential units on the second or higher storey are permitted, and residential units on the first storey are discretionary. The Parish Hall was formerly an institutional use associated with the Anglican Cathedral of St. John the Baptist and if the building is no longer going to be associated with an institution, CCM would be an appropriate zone. Many of the surrounding properties are currently zoned CCM and this zone would allow for a mixture of commercial, office or residential uses should the proposal change.

The history of the Open Space Zone at the rear of the property has been researched upon receiving this application. From the 1955 St. John's Zoning Map, it appears that all institutional uses were zoned Open Space at that time. It is likely that as institutional buildings were recognized as an Institutional Zone, vacant land was left in the Open Space Zone. It does not appear that the land was ever used as a public open space.

Resurfacing Queen's Road

This summer the City will be completing work along the frontage of the proposed development, which will include resurfacing Queen's Road with new asphalt and replacing any damaged curb, gutter and sidewalk. The City's Engineering Department would like to coordinate with the application to avoid throw-away work and damage the rehabbed street and therefore is requesting additional information on the proposed servicing. However, any installation of services for the proposed development would be at the applicant's expense and risk. As this application requires a Municipal Plan amendment and preparation of a LUAR, it is possible that the amendment application will not be finalized by this summer.

Key Considerations/Implications:

1. Budget/Financial Implications: Not applicable.
2. Partners or Other Stakeholders:
Property owner and neighbouring property owners.
3. Alignment with Strategic Directions/Adopted Plans:
A Sustainable City - Plan for land use and preserve and enhance the natural and built environment where we live.
4. Legal or Policy Implications:
St. John's Municipal Plan and Development Regulation amendments are required.
5. Engagement and Communications Considerations:
Public notice of the proposed amendment and a Public Meeting chaired by an independent facilitator.
6. Human Resource Implications: Not applicable.
7. Procurement Implications: Not applicable.
8. Information Technology Implications: Not applicable.
9. Other Implications: Not applicable.

Recommendation:

It is recommended that the application to rezone 68 Queen's Road from the Institutional (INST) and Open Space (O) Zones to the Commercial Central Mixed Use (CCM) Zone be considered and the attached draft Terms of Reference for the Land Use Assessment Report be approved.

Prior to submission of an LUAR, it is recommended that the applicant meet with the Built Heritage Experts Panel regarding heritage designation options and the design of the proposed building.

Upon submission of a satisfactory LUAR, it is recommended that the application be referred to a Public Meeting chaired by an independent facilitator. Following the public meeting, the application would be referred to a regular meeting of Council for consideration of adoption.

Prepared by/Signature:

Ann-Marie Cashin, MCIP – Planner III, Urban Design and Heritage

Signature: _____

Approved by/Date/Signature:

Ken O'Brien, MCIP – Chief Municipal Planner

Signature: _____

AMC/dlm

Attachments:

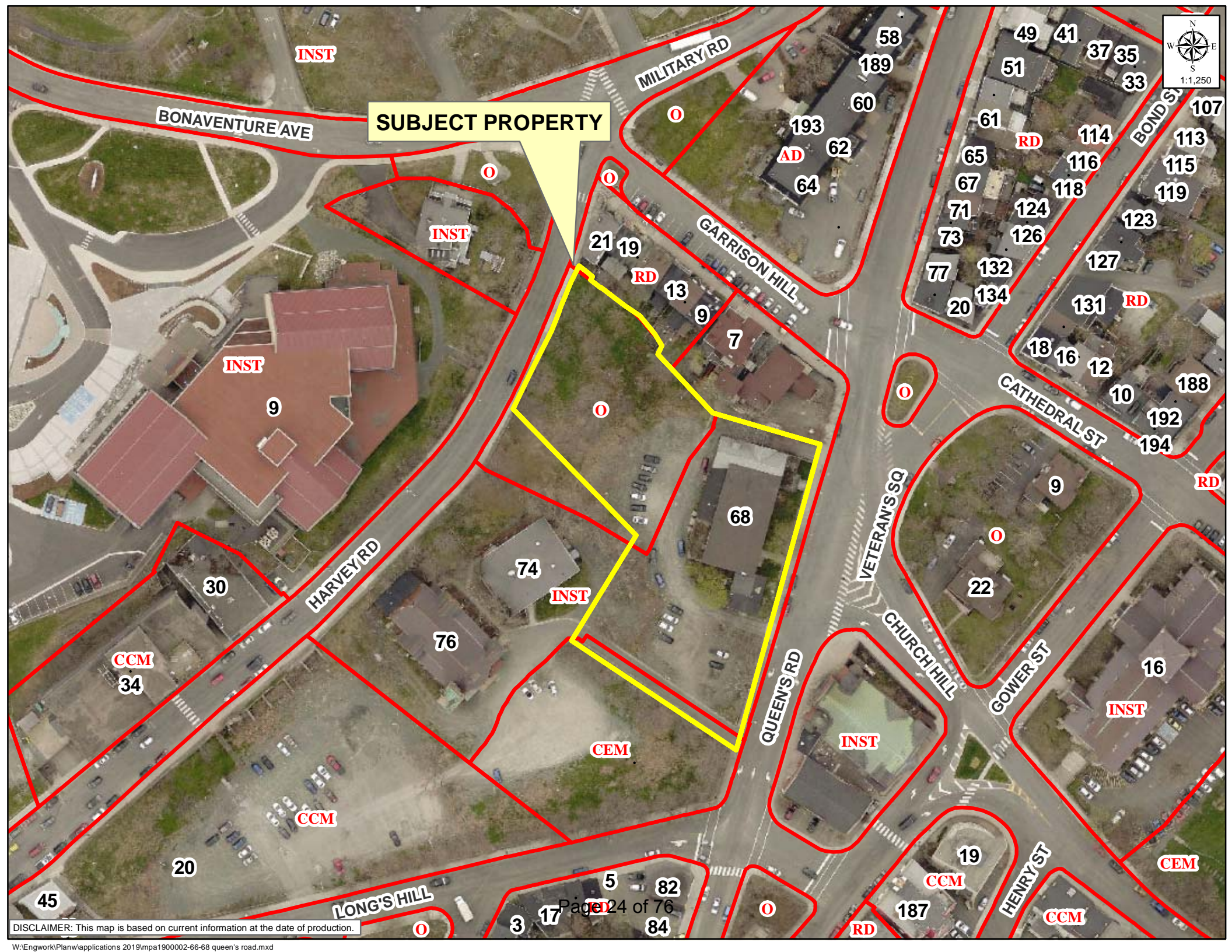
Photos
Zoning Map
Applicant's Submission
68 Queen's Road Statement of Significance
St. John's Ecclesiastical District Statement of Significance
Terms of Reference

The Residence Building



The Arch





SUBJECT PROPERTY

Statement of Significance



68 Queen's Road - Cathedral Parish Hall

Formal Recognition Type

City of St. John's Heritage Building, Structure, Land or Area

Description of Historic Place

Cathedral Parish Hall is a two storey brick building located at the corner of Queen's Road and Garrison Hill, St. John's, NL. The designation is confined to the footprint of the building.

Heritage Value

The Cathedral Parish Hall has been designated a Municipal Heritage Structure because of its aesthetic value.

The main entrance is projected and designed in the Classical Revival style with its arched transom, pilasters, keystone decoration, dentils and quoins.

Source: City of St. John's Archives, unnumbered property file, St. John's - Cathedral Parish Hall

Character Defining Elements

All elements that define the building's Classical Revival design including:

- the unusual shape building, in that there is a house like addition on the left gable end of the building;
- the original main entrance is projected and designed in the Classical Revival style with its arched transom, pilasters, keystone decoration, dentils and quoins; and,
- size, dimensions and location of building.
-

Notes of Interest

A very unusual shape building, in that there is a house like addition on the left gable end of the building.

The main entrance is projected and designed in the Classical Revival style with its arched transom, pilasters, keystone decoration, dentils and quoins.

Location and History

Community	St. John's
Municipality	City of St. John's
Civic Address	068 Queen's Road
Significant	1892 - 1893
Architect	Unknown
Builder	Unknown
Style	Classical Revival

Statement of Significance



Aerial view of St. John's Ecclesiastical District outlined in red

St. John's Ecclesiastical District

Formal Recognition Type

City of St. John's Heritage Building, Structure, Land or Area

Description of Historic Place

The St. John's Ecclesiastical District is a large, linear shaped parcel of land located in the center of St. John's, in the one of the oldest sections of town. This district includes churches, convents, monasteries, schools, fraternal meeting houses and cemeteries and evokes a visual panorama of imposing masonry buildings of varying architectural styles. Within this organically patterned landscape and generous open spaces are some of the province's most important 19th century "mother churches", including representatives from most major denominations prevalent in Newfoundland and Labrador. The buildings vary in size, scale and formality and the district exemplifies its strong educational thrust through the continued uses of many of the buildings for their intended purposes, such as the schools and churches. The district spans an area of more than 61 acres. The natural evolution of the area is evident through its architecture and mature green space and newer buildings included within the district boundaries have been designed to be sympathetic to the styles of the original buildings. The designation is purely commemorative and includes all buildings, lands, landscape features, structures and remains within the boundaries.

Heritage Value

The St. John's Ecclesiastical District has a strong historic association with religion and education for Newfoundland and Labrador. The collection of ecclesiastical and fraternal buildings, which

comprise the district, represents the pivotal role of the churches in St. John's society in matters spiritual, educational, charitable, political and recreational for more than 175 years. Although many of these historic functions have been taken over by the provincial government, the area continues to contribute strongly to the community through the various schools and the churches whose facilities serve many cultural and social needs and expressions. It is the spiritual center of St. John's and of the founding religions and it is used by many groups and faiths for ongoing cultural and social activities.

The St. John's Ecclesiastical District is also historically valuable because of its associations with the religious leaders who were the overseers of daily operations. In a town whose population was once divided along religious lines, individual buildings and clusters thereof are associated with personalities who sat in the seats of religious power and the people who found themselves under their guidance. The denominational clusters of buildings serve to emphasize both the differences and similarities of each religious group at the same time. The buildings remain as imposing, lasting reminders of the institutions responsible for their construction and the contribution of these religious institutions to the community, both positive and negative.

The St. John's Ecclesiastical District achieves aesthetic value through the formal styles, scales and placements of buildings, landscape features and structures, which show the roles and dominance of religion in the history and development of the capital city. The overall visual impact of the area is achieved through the uses of varying materials, architectural styles, open spaces and statuary whereas today areas like the Ecclesiastical District are no longer being built. Where religion played a crucial and fundamental role in developing the community, these buildings stand as physical testaments to this influence. Also aesthetically valuable is the use of natural, enduring materials which dominate the district landscape. The buildings, constructed in stone and brick, reach skyward with their spires and towers, yet remain solidly firm on their well-built foundations. The varied ornamentations, statuary, grave markers, monuments and fencing, paired with the mature trees and generous use of green space, all combine in a cohesive and organic manner.

The St. John's Ecclesiastical District achieves environmental value in several ways. The district is a visual landmark for fishermen. Situated on upwards-sloping land the brick and granite buildings rise above the harbour, marking the way for fishermen returning from the fishing grounds as they enter St. John's harbour. This visual landmark continues to be used to this day, and the views of the district from the harbour, as well as the views of the harbour from the district are considered valuable to the community. Other environmental values include the footpaths, the close proximity of the buildings to each other and the back alleyways reminiscent of 19th century St. John's; a trend that doesn't exist in newer parts of the city. The area was intentionally picked by early church leaders to emphasize the dominant position of the churches. The big stone churches held the leaders of society who, in their infinite wisdom, could peer down on the masses of common folk and pass down their laws and rules. The physical location of the church buildings deliberately forced the less-enlightened to look up to the church: a literal reaction to a figurative idea.

Source: St. John's Ecclesiastical District Ward 2, Recognition in the St. John's Municipal Plan, St. John's Municipal Plan Amendment No. 29, 2005 CD R2005-04-26/11

Character Defining Elements

All those elements that relate to the variety and the uses of formal architectural styles and designs often typical of each denomination, including but not limited to:

- Gothic Revival, Classic, Romanesque, Second Empire and Georgian masonry buildings; -high quality of craftsmanship;
- the uses of architectural features typically found on specific architectural styles such as arched window and door openings on the Gothic Revival Anglican Cathedral and the Latin cross layout of the Romanesque Catholic Basilica;
- use of symbols and inscribed identifications such as those found on the BIS (Benevolent Irish Society) building in the forms of carved stonework and statuary on the exterior façade of the building;
- decorative elements which reflect the grandness of the buildings, including stained glass windows, towers, spires, belfries, the Basilica Arch and grand entryways with generous open green space;
- dominating nature of spires in an area where they stand out among primarily low buildings; and
- various roof shapes, windows and door openings, massing, size and orientation.

All those elements that relate to the predominant use of high quality, durable materials, and to the variety of these materials, including:

- use of locally quarried granite and bluestone incorporated into masonry buildings;
- use of imported stone incorporated into masonry buildings; and
- use of slate and other durable materials.

All those elements that relate to the physical location of the district, including:

- prominent location on a hill/ slope making it visible and symbolic;
- existing major views to and from the district;
- informal organic layout and the ability to read the natural land use patterns and circulation routes;
- relationship of major religious institutional buildings to their immediate setting and surroundings; and
- interrelationship of buildings and denominational clusters, such as the Roman Catholic cluster of its convent, monastery, church and school.

All unique and special elements that define the district's long and religious/educational history, including:

- formal landscape elements such as walls, fencing, statuary, grave markers, Basilica Arch and monuments;
- the interrelationship between buildings, such as the nearness of the Presentation Convent, the Basilica, the Monastery and St. Bon's School, and the ability to access each by footpaths marked out for more than 175 years, and through back doors and alleyways;
- non-formal and traditional treed footpaths and monuments, including unmarked trails through cemeteries; and
- openness of landscape;

All those elements that reflect the continuing uses of the district, including:

- religious, educational and community uses for cultural purposes.

Location and History

Community	St. John's
Municipality	City of St. John's
Construction (circa)	1826 - 1923
Style	Other
Website Link	http://www.stjohns.ca/index.jsp

Additional Photos



**TERMS OF REFERENCE
LAND USE ASSESSMENT REPORT (LUAR)
APPLICATION FOR A 40-UNIT RESIDENTIAL DEVELOPMENT AT
68 QUEEN'S ROAD (CATHEDRAL PARISH HALL)
PROPONENT: PARISH LANE DEVELOPMENT INC.**

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. 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 (include an electronic PDF version with a maximum file size of 15MB). 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:
 - Gross Floor Area, and
 - Floor Area Ratio (FAR).
- Identify all proposed uses/occupancies within the building by their respective floor area.
- Identify which portions of the Designated Heritage Building are proposed to be demolished.
- Identify how the remaining Designated Heritage Buildings will be protected during renovations and how the original arch and windows will be incorporated into the new design.

B. Elevation & Building Materials

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

C. Building Height & Location

- Identify graphically the exact location with a site plan:
 - Location of the proposed building in relation to neighbouring buildings;
 - Proximity of the building to property lines and identify setbacks;
 - Identify any stepbacks of higher storeys from lower storeys;
 - Identify any encroachment over property lines;
 - Identify the height of the building;
 - Information on the proposed construction of patios/balconies (if applicable);
 - Potential shadowing/loss of sunlight on adjacent public and private properties, including sidewalks;
 - Identify any rooftop structures; and
 - Identify if the building will be sprinklered or not, and location of the nearest hydrant.
- Provide view planes/renderings of the proposed building from the following locations:
 - The intersection of Church Hill and Veteran's Square;
 - The intersection of Cathedral Street and Queen's Road;

- The intersection of Bonaventure Avenue and Military Road;
- Along Harvey Road near the Rooms at street level; and
- The Rooms Viewing Window.
- Provide a Legal Survey of the property.

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

E. Landscaping & Buffering

- Identify with a landscaping plan, details of site landscaping (hard and soft).
- Identify the location and proposed methods of screening of any electrical transformers and refuse containers to be used at the site.
- Identify any additional street-level elements, such as weather protection measures at entrances, street furniture, etc.
- Provide a copy of the completed tree inventory and any tree preservation plans.

F. Building Wind Generation

- Identify if the development will alter the wind conditions on adjacent streets, sidewalks and entrances to the building, and identify measures to minimize impacts at the pedestrian level.

G. Snow Clearing/Snow Storage

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

H. Off-street Parking and Site Access

- Identify the number and location of off-street parking spaces to be provided.
- Provide a dimensioned and scaled plan of all parking structure and lot layouts, including circulation details.
- Identify the location of all access and egress points, including pedestrian access.

I. Municipal Services

- Provide a preliminary site servicing plan.
- Identify points of connection to the City's water and sewer system.
- The proposed development will be required to comply with the City's stormwater detention policy. Provide information on how onsite stormwater detention will be managed.

J. Public Transit

- Consult with St. John's Metrobus (St. John's Transportation Commission) regarding public transit infrastructure requirements.

K. Construction Timeframe

- Indicate any phasing of the project and approximate timelines for beginning and completion of each phase or overall project.
- Indicate on a site plan any designated areas for equipment and materials during the construction period.

Parish Lane

Part 1, Preliminary Design Report



Submission for Approval in Principle

January 24, 2019

Application for Approval in Principal

Proponent

Parish Lane Development Inc.

Property

66-70 Queens Road, St. John's, NL

Consultants

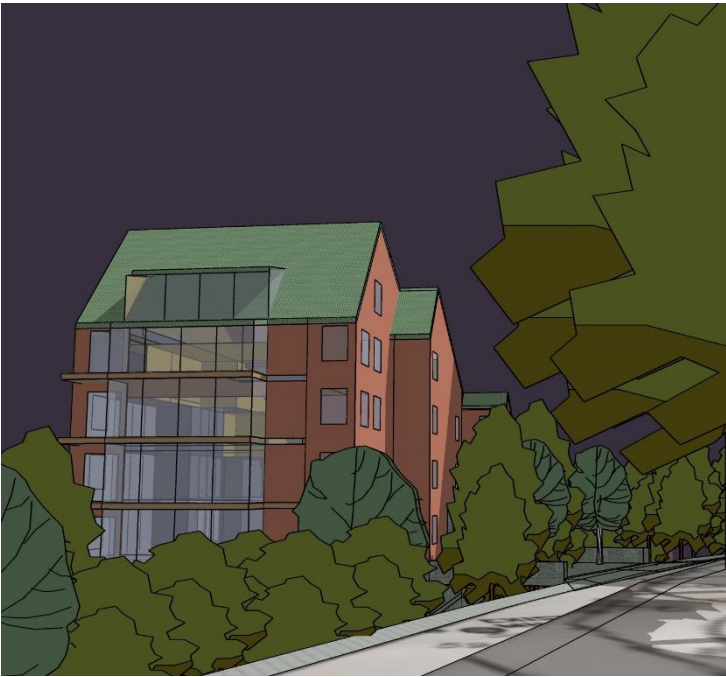
Philip Pratt, Architect
Paul Chafe, Architect
Tract Consulting Inc.
ABCostello Engineering

Objective

Develop 40 residential units in two buildings on the property

Next Steps

1. Submission of this Design Report for initial review, meetings with staff and council.
2. Continued consultation with key stakeholders.
3. Revise and resubmit based on comments and questions.
4. Land Use Assessment Report.



The Property

The Parish Hall and Residence, 66-70 Queens has outlived its current use.
Parish Lane Development Inc. has contracted with the The Diocesan Synod of Eastern NL to purchase and redevelop the property for residential use.
It is an excellent area for additional inner core housing.



66-70 Queens Road

Proponent Objectives

- 30 to 40 residences.
- Universal and sustainable design.
- Parking capacity in excess of City standards.
- A functional and viable project.

Civic Objectives

- A good project for the City
- One that is a good neighbour.



As seen from Harvey Road



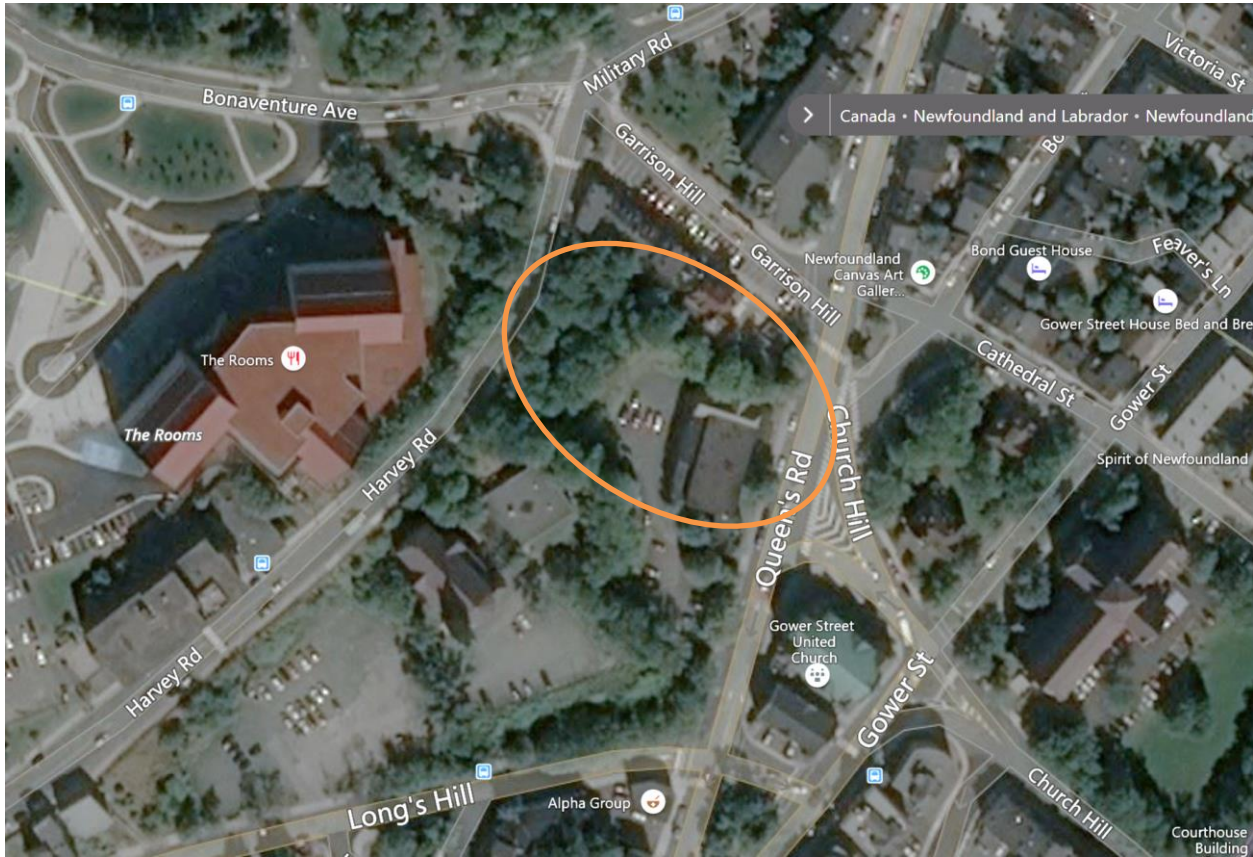
From Signal Hill



From The Rooms

Key Issues

- The reuse of zoned Open Space.
- Protection of trees and neighbouring properties.
- Demolition of heritage building.
- Views from the Rooms and Harvey Road.
- Massing and imagery in Heritage Area 1.



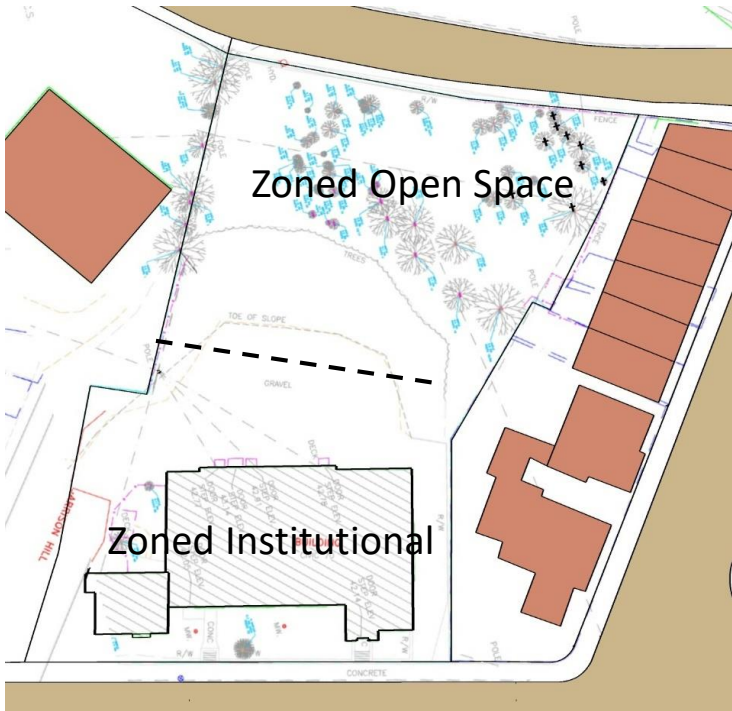
Institutional Core

An Important Location

Parish Lane is located in the heart of the downtown, in the institutional core which stretches from the Court House to The Rooms and Basilica.

Immediate Neighbors

- Houses on Garrison Hill
- John Howard Society.
- St. Andrews, Presbyterian Church
- Gower Street United Church.
- The Anglican Cathedral.
- The Rooms.



Zoning

Institutional and Open Space.
A zone change will be required.



The Rooms and nearby Churches



Harvey Road



Queens Road



Garrison Hill

Topography and Vegetation

Fairly level then slopes steeply up to Harvey Road.
The lower part is buildings and parking.
The upper area untended grass and trees.
An inventory of larger trees has been prepared.



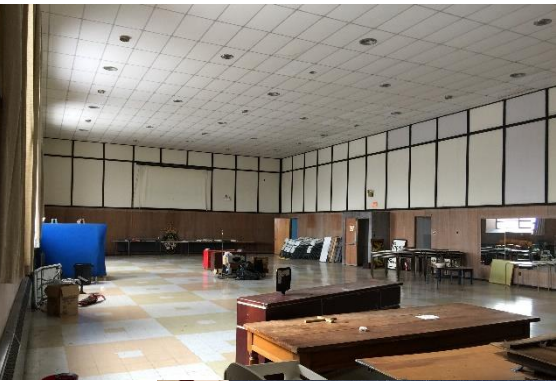
Back land that is zoned Open Space



Looking down from Harvey Road

Existing Buildings

Parish Hall and Residence
Although the Hall has been heavily altered,
both are listed heritage buildings



Painting of Original

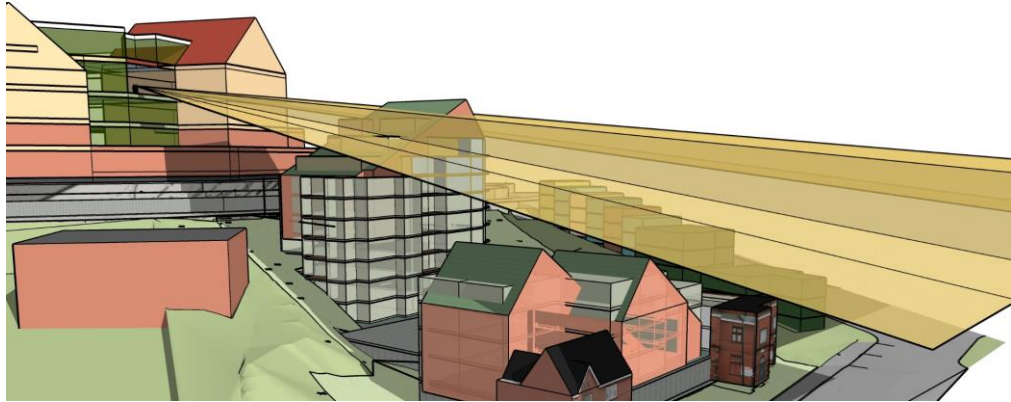


As is.



View from The Rooms

Protecting this view is an important factor in the design of the project. Criteria in excess of the City requirements have been prepared.



View cone from The Rooms

Context for Form and Imagery

There are two contexts, as seen from a distance, and as seen in relationship to the surrounding buildings.



Queens Road

Design Approach

The property offers challenges and opportunities and a layered design process was utilized:

1. Prepare evaluation criteria
2. Develop a 3D site analysis model with view planes and reference points
3. Prepared block schematics and imagery options as first phase design
4. Prepared alternative imagery options
5. Reviewed design criteria with key stake holders
6. Refined based on feedback

Main Concept Components

2 Separate Buildings

Adaptive Reuse

Access from Queens Road

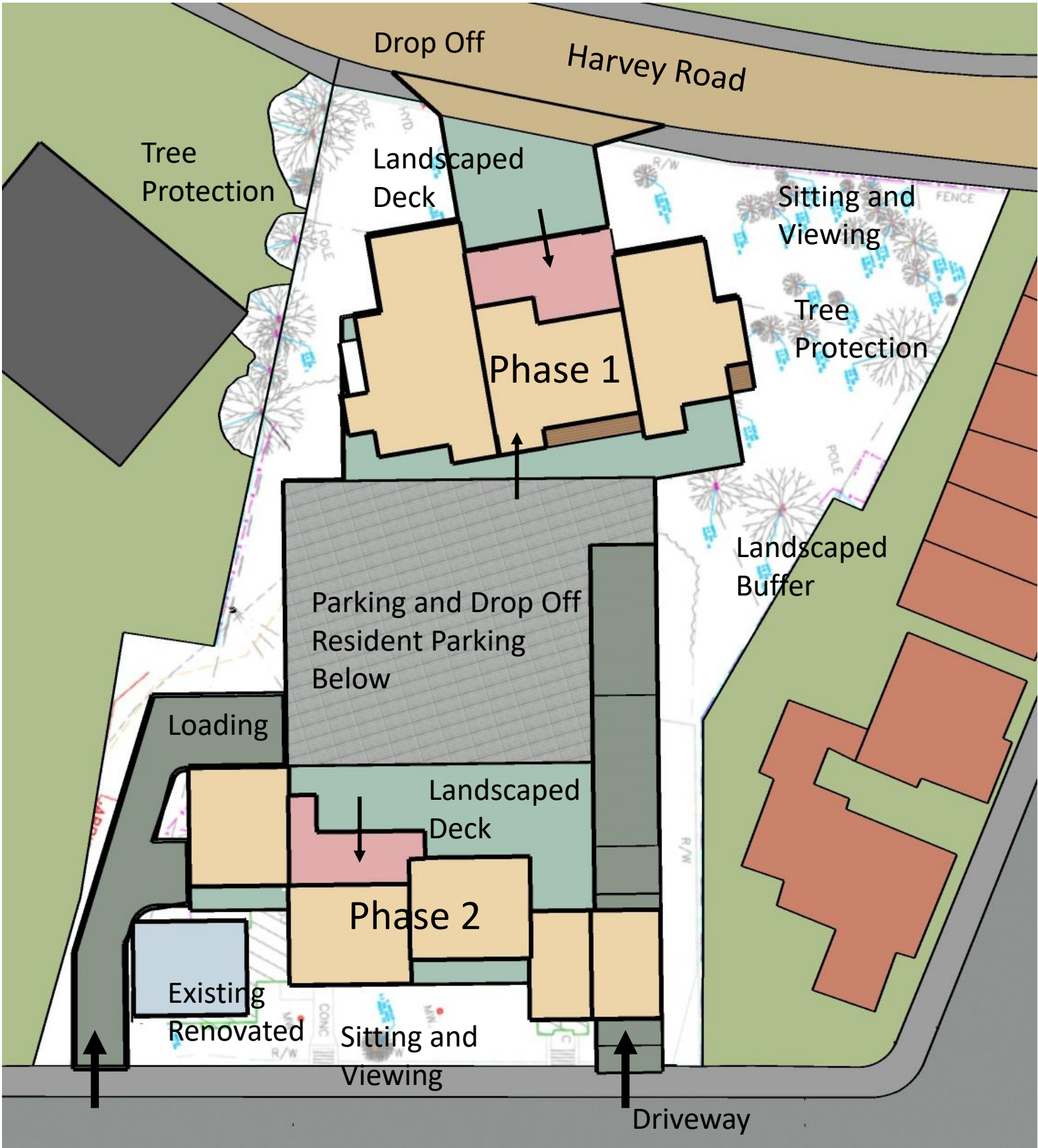
Tree and Property Protection

Public Spaces

Covered Parking

Landscaping





Site Area		4,840 m ²		
	Building		Total Floor	
	Footprint (m ²)	Coverage %	Area (m ²)	FAR
Phase 1	506	10.5%	5,466	1.13
Phase 2	590	12.2%	1,778	0.37
New development	1,096	22.6%	7,244	1.50
Existing house	90	1.9%	200	0.04
Total site	1,186	24.5%	7,444	1.54

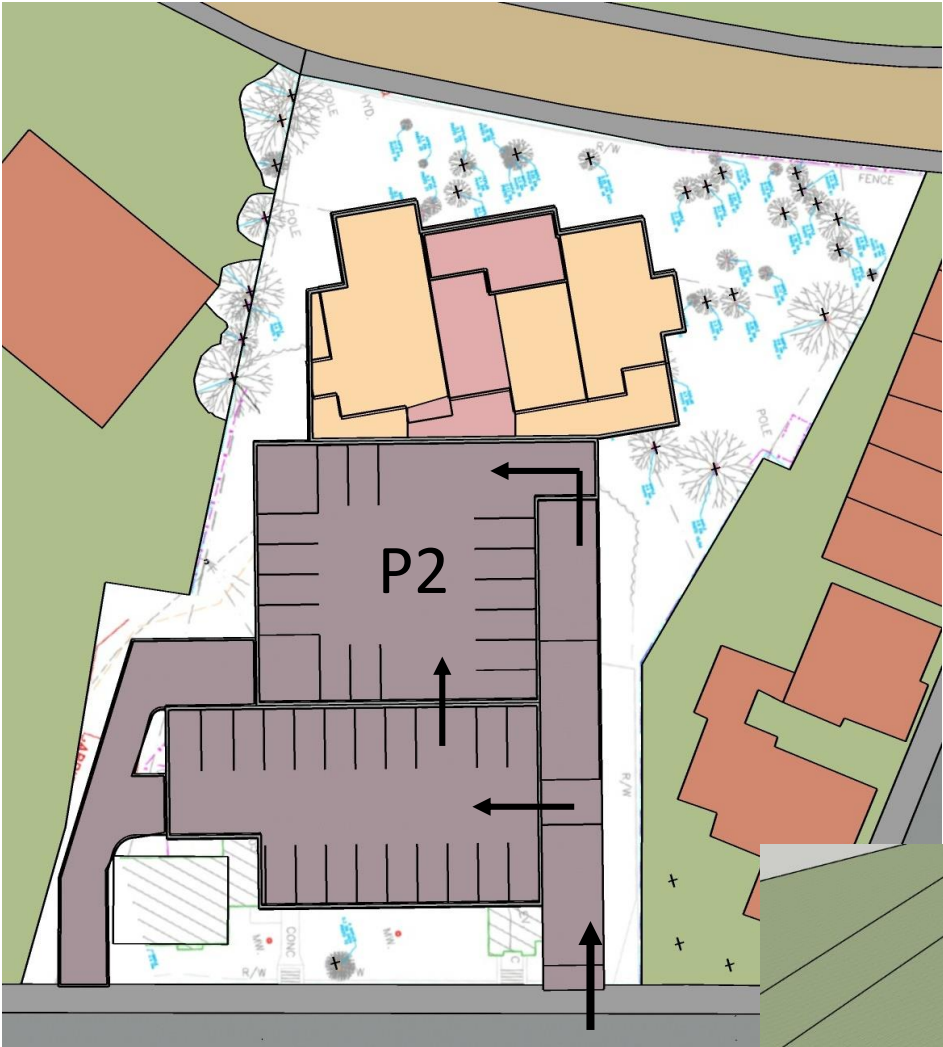
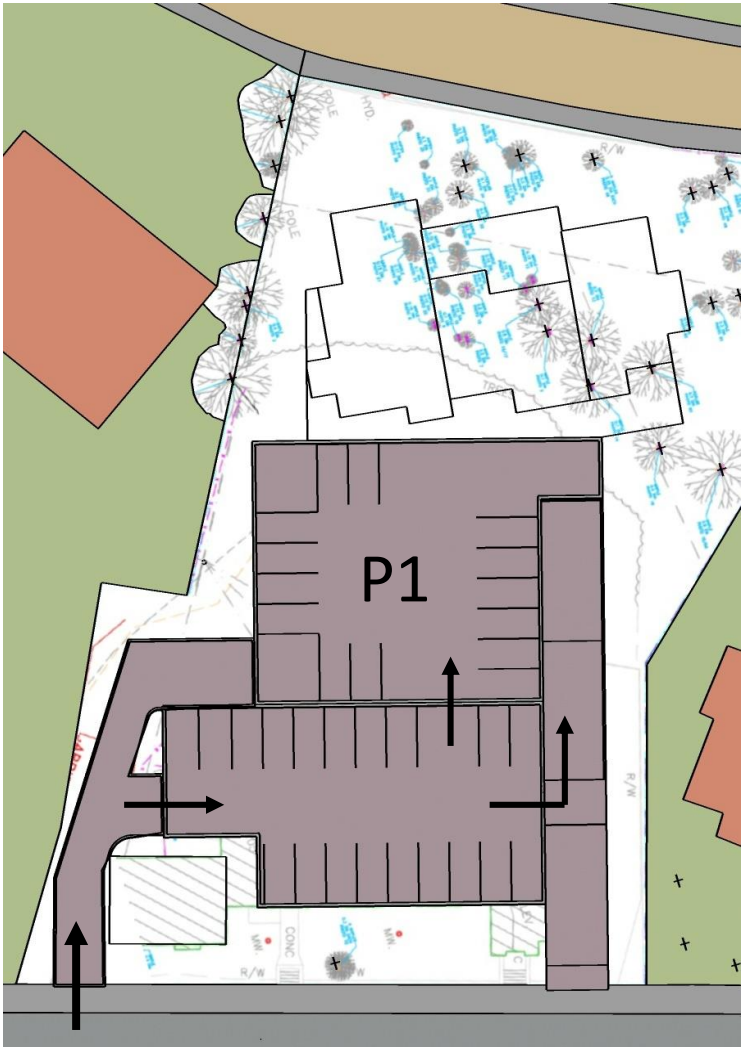
Site Utilization		Area (m ²)	Percentage of Site
Building		1,186	24.5%
Driveways and parking		1,200	24.8%
		2,386	49.3%
Landscape		2,454	50.7%
		4,840	100.0%

Building Heights		Floors	Height (m)	Peak (m)
Phase 1		5	16.8	20.0
Above Harvey Road		4	14.0	
Above Grade		10	31.8	35.0
Phase 2				
Above Queens Road		4	17.0	20.0
Above Grade		3	15.0	

Site Area	
West	6m minimum
East	12m minimum (Phase 1)
	5m ± existing (parking and driveway)
Harvey Road	6 m minimum
Queens Road	4m ± existing

Residences	
Phase 1	Up to 25 units
Phase 2	Up to 15 units

Parking	
Resident	60 spaces - 1.5 per unit covered
Visitor	20 spaces 0.5 per unit, surface and covered

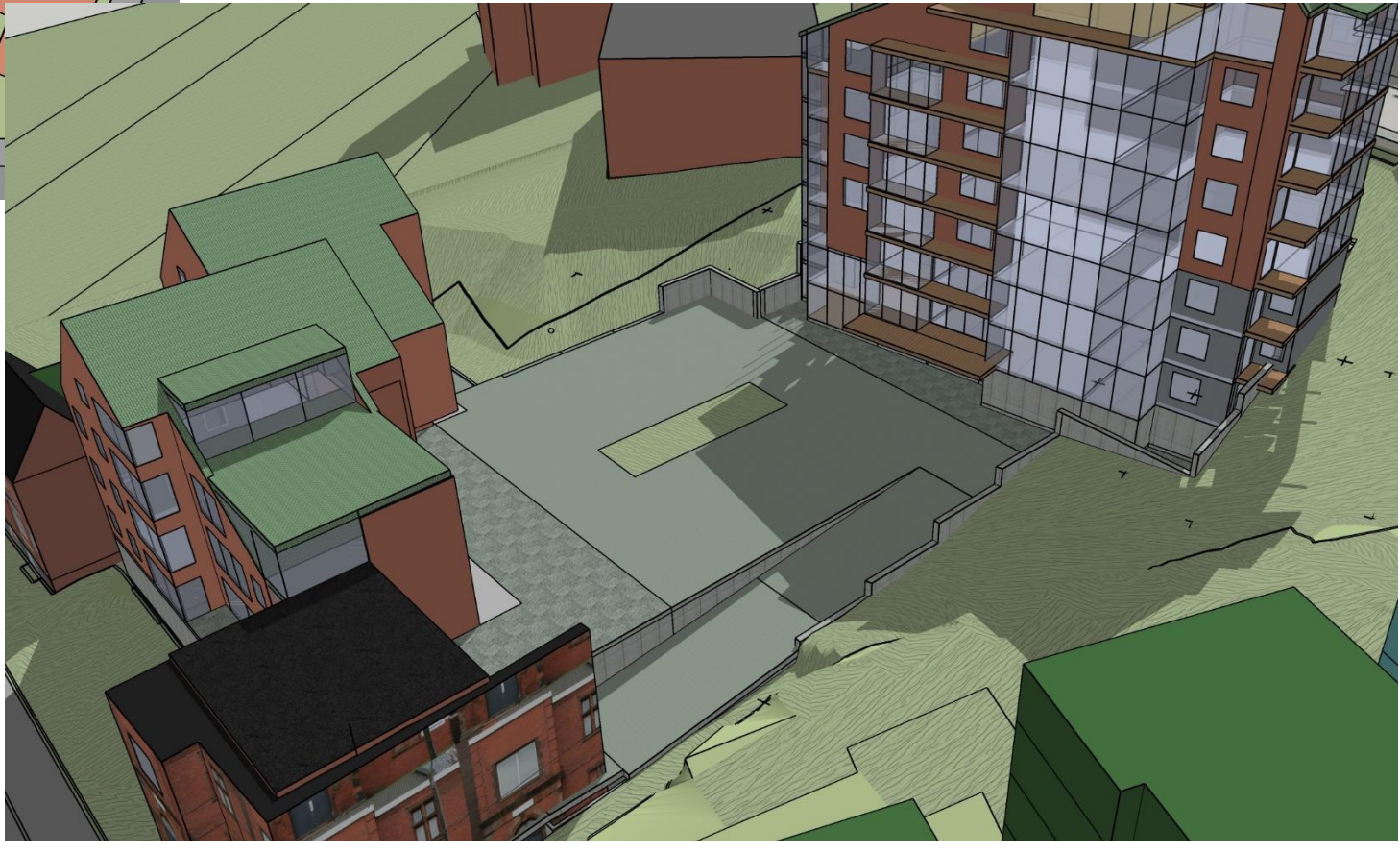


Parking

Parking is being provided in excess of City requirements.
Resident parking will be covered, or under building.
Visitor parking will be mainly above ground.

Access

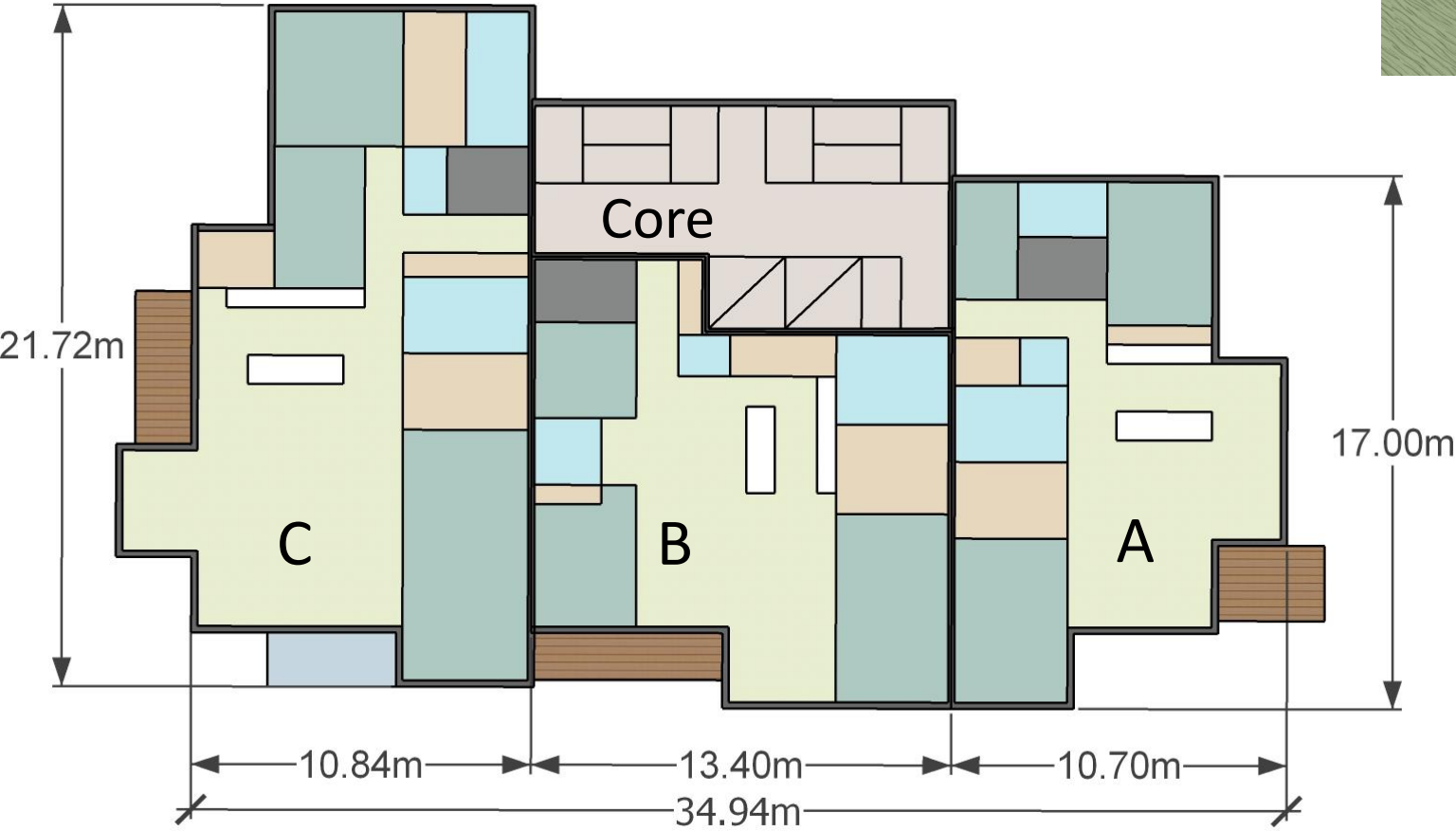
Vehicular access will be from Queens Road.
There will be a drop off area on Harvey Road.
All will be coordinated with City Engineering.



Parking Level 1, 33 spaces

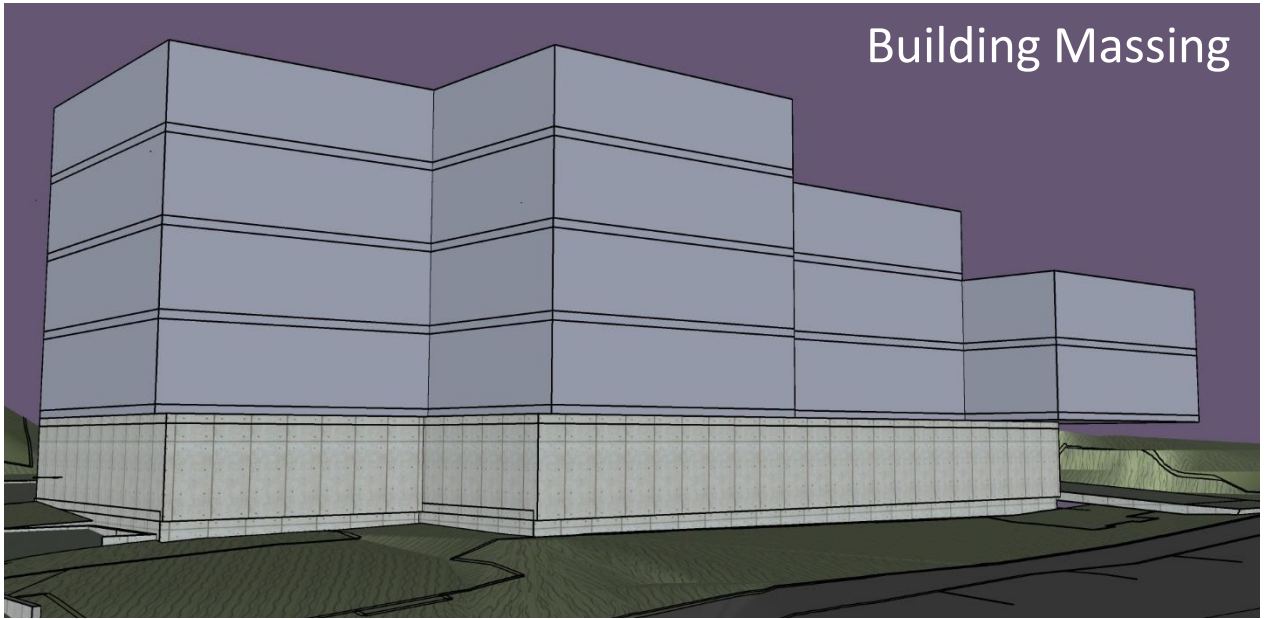
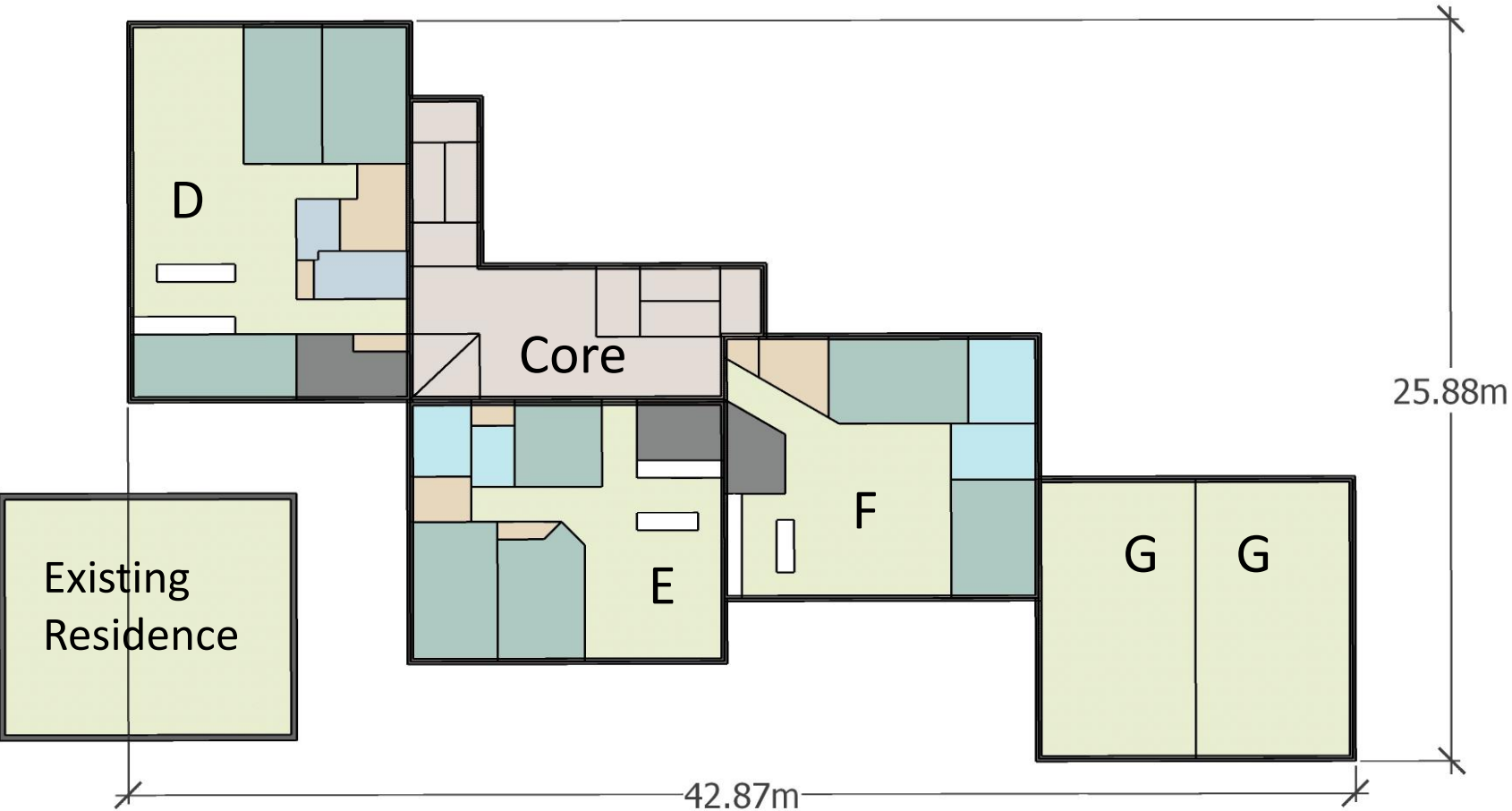
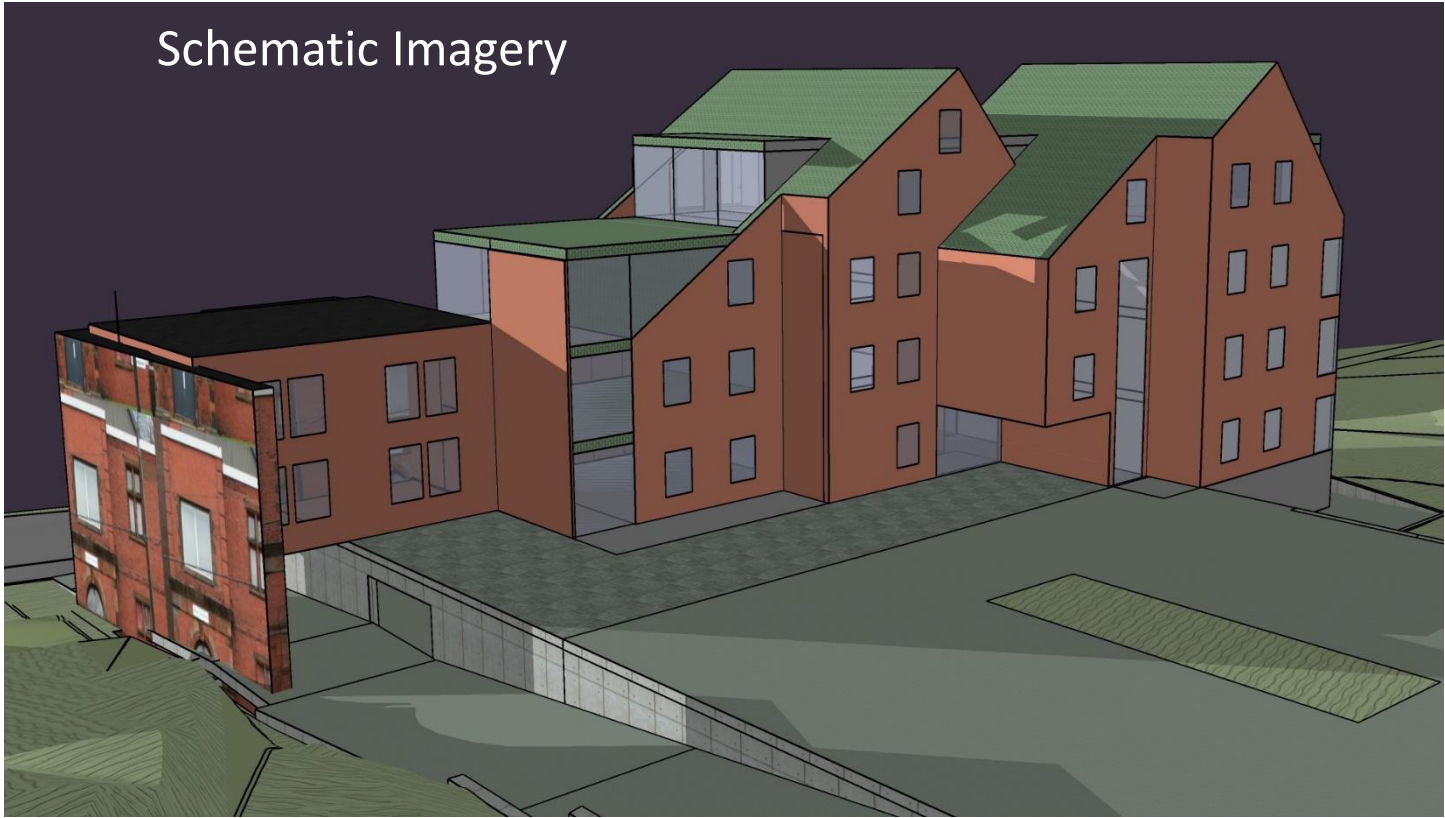
Parking Level 2 33 spaces

Parking Deck Level



Building 1 Typical Floor Plan





Building 2, Typical Floor Plan



Context

The two buildings have slightly different form and imagery in relationship to their context.

Phase 1, the upper building is seen mainly from a distance, or looking down from The Rooms.



From a Distance

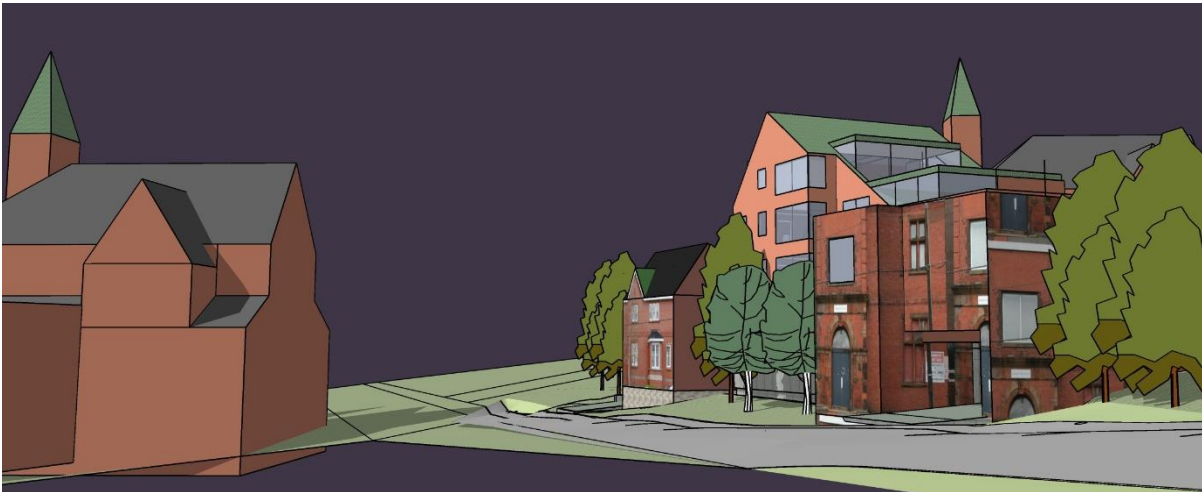
As seen from a distance it relates to the larger forms such as the churches, commercial buildings, and The Rooms.

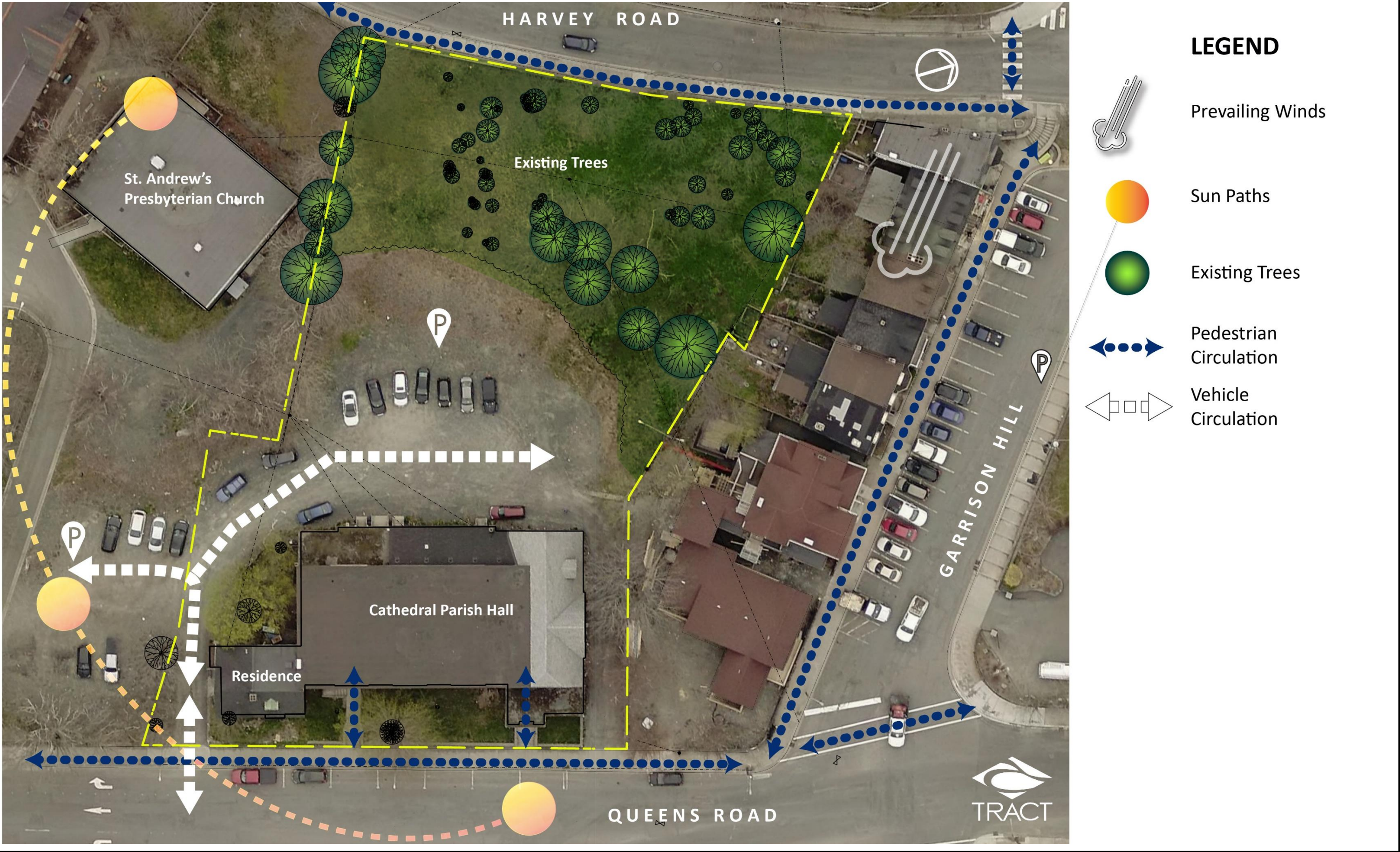
Looking Down

As seen from The Rooms, the buildings pick up the broken forms of the downtown, and the dramatic shapes of the nearby Churches.



Streetscapes
The lower building, Phase 2, relates primarily to Queens Road, in particular to the red brick Church Buildings. This is a unique and important cluster in the downtown.







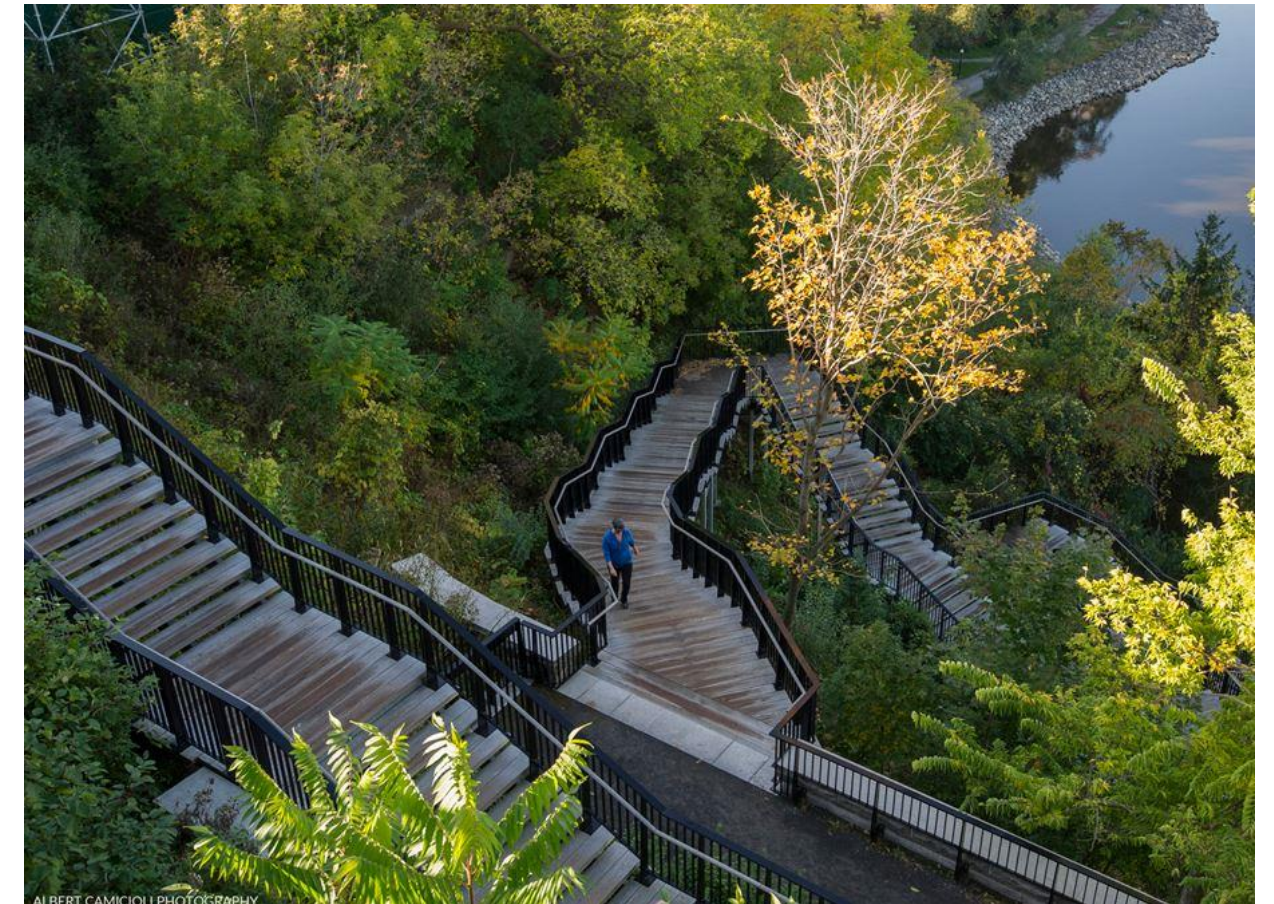
LEGEND

- 1 Harvey Road Drop - Off
- 2 Building 1 Deck Entry Plaza with Feature Planting and Benches
- 3 Private Outdoor Patios
- 4 Building 2 Entry Plaza with Feature Planting and Benches
- 5 Existing Residence
- 6 Re-purposed Brick Pavers (pattern inspire by architecture roof line)
- 7 Raised Planters
- 8 Parish Pedestrian Lane Floating Metal Stairs designed around
- 9 Pedestrian Viewing Deck
- 10 Re-purposed Brick Free Standing Screening Wall
- 11 Coniferous Screen Planting
- 12 Parish Pedestrian Lane Concrete Walkway c/w Steps
- 13 Re-purposed Brick Entry Wall
- 14 Queens Road Pedestrian Promenade c/w Seating
- 15 Visitor Parking lot
- 16 Accessible Parking
- 17 Loading Area



Landscape Key Concepts

- Protection of existing trees
- Create a pedestrian friendly environment
 - Parish pedestrian lane stairs and walkway
 - Queens Road pedestrian promenade
 - Building entrance plazas
- Privacy screening
- Native and adaptive, low maintenance planting
- Adaptive re-use of bricks, timbers and boulders





General Construction Notes

All work will be carried out to highest standards, adhering to all relevant Codes and Regulations. The project team is experienced in all facets of design and engineering in St. John's. Detailed design and engineering will be carried out in consultation with relevant City Departments.

Materials

The basic structure of the building will be concrete. Exterior materials will include brick, glass, fiber reinforced rain screen panels, painted aluminum, standing seam metal roofing.

Civil Engineering Notes

Storm and sanitary systems will be designed to minimize impact on existing infrastructure. Surface water will be collected with drains and landscape, using appropriate filters and separators.

Mech and Elect Notes

The most up to date energy standards will be applied. Heat pumps will provide heating and cooling. There will be emergency generation. There will be no outdoor equipment to create noise or fumes.

Analysis of Key Issues

Reuse of Zoned Open Space

Part of the property is zoned Open Space. Although untended and largely unused because of the steep slope, it still represents a Civic amenity.

Offsets will include;

Maintenance of residual open space

Viewing and sitting area off of Harvey Road and Queens Road

Protection of Neighbouring Property and Trees

The proposed buildings are located to the extent possible, on the west side of the site.

Buffering includes existing and new trees, privacy screens, fencing.

An inventory of 4" trees and larger has been prepared.

Trees not directly affected by the work will be protected.

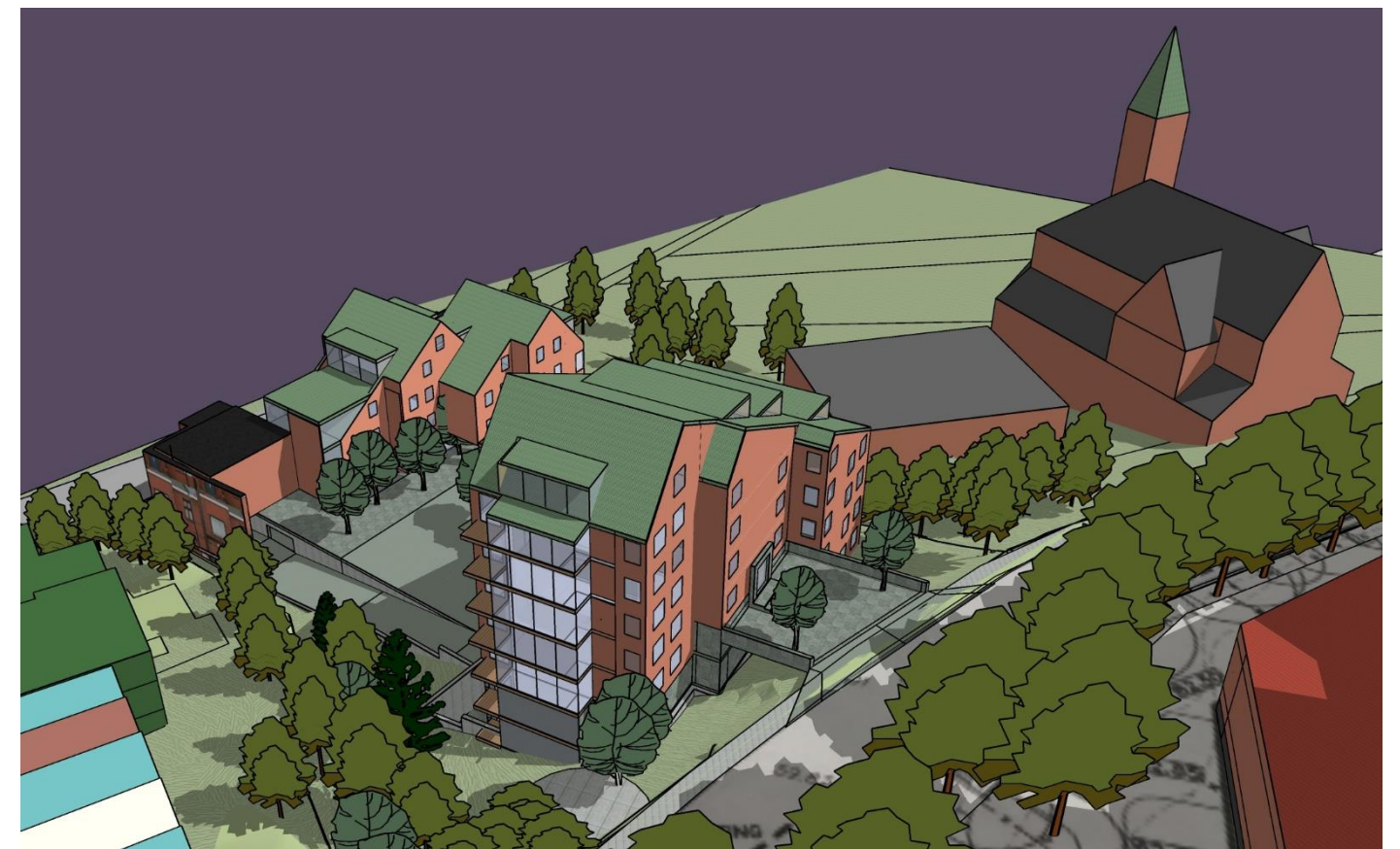
Demolition of a Listed Building

Although extensively altered over the years, the Parish Hall remains a listed heritage building.

However it has no practical reuse.

Components such as bricks and timbers will be reused in the landscape.

The existing residence will be renovated to accommodate two residences.



Analysis of Key Issues

Views from The Rooms

Criteria for protection have been developed
Building massing is designed to adhere to these criteria

Design also considers the building image as it relates to the view looking down.

Imagery and Massing

Several options have been prepared. A consensus approach has been developed, and is the basis of this submission. Final design will evolve through discussions with the City and key informants.

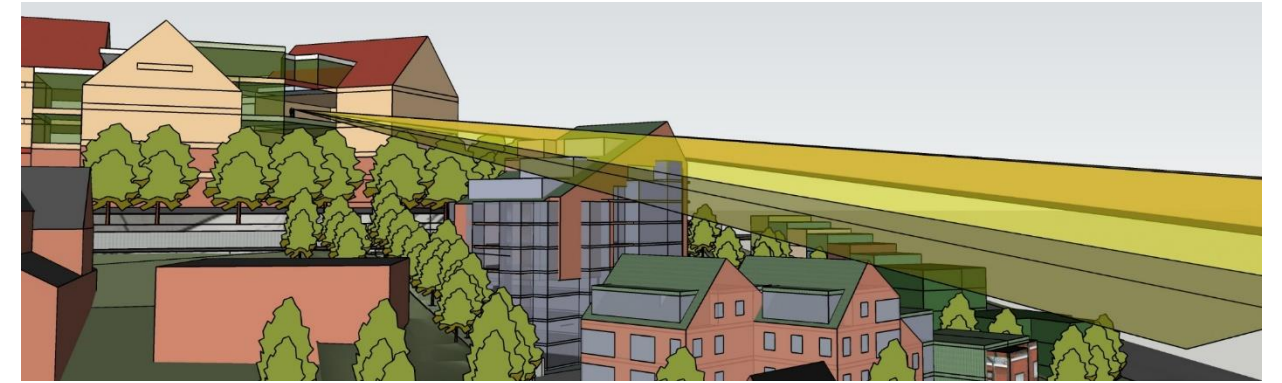
Conclusion

Residential use represents a change from the existing, but is reflective of the changing nature of the downtown. It is in keeping with the objective of increasing inner core housing.

Parish Lane has been carefully conceived to be a viable project for the proponent, and at the same time be a good neighbour. It will be a positive contribution to the urban fabric.

Appendix

An appendix, under separate cover will provide additional detail on the topics covered in this submission.



REPORT
BUILT HERITAGE EXPERTS PANEL MEETING
March 27, 2019– 12:00 p.m. – Conference Room A

Present: Glenn Barnes, NLAA, MRAIC, Chair
Ken O'Brien, Chief Municipal Planner
Ann-Marie Cashin, Planner III, Urban Design and Heritage
Rob Schamper, Technical Advisor
Rachael Fitkowski – Landscape Architect
Robert Sweeny – Historian
Mark Whelan, HW Architecture
Dawn Boutilier, Planner
Maureen Harvey, Legislative Assistant

Regrets: Garnet Kindervater, Contractor
Bruce Blackwood, Contractor

Decision Note dated March 19, 2019 re: Exterior Façade Renovations and Rooftop Alteration – Quality Hotel Harbourview, 2 Hill O'Chips

Recommendation

Moved – Robert Sweeny; Seconded – Mark Whelan

That approval be given to the exterior façade renovations and rooftop alteration at 2 Hill O'Chips as proposed.

CARRIED UNANIMOUSLY

Glenn Barnes, NLAA, MRAIC
Chairperson

DECISION/DIRECTION NOTE

Title: Exterior façade renovations and rooftop alteration
Quality Hotel Harbourview
2 Hill O’Chips,

Date Prepared: March 19, 2019

Report To: Chair and Members, Built Heritage Experts Panel

Councillor & Role: Councillor Maggie Burton, Planning and Development Lead

Ward: 2

Decision/Direction Required:

To seek approval for exterior façade renovations and rooftop alteration at 2 Hill O’Chips.

Discussion – Background and Current Status:

The City received an application for exterior façade renovations and rooftop alteration to Quality Hotel Harbourside located at 2 Hill O’Chips. The property fronts onto Hill O’Chips and Water Street and is visible along Duckworth Street. The applicant is proposing to stain the existing brick, install aluminum plank ‘wood’ cladding to parts of the building, install a new copper clad entrance canopy and install a rooftop extension with a canopy.

The subject property is located within Heritage Area 3, is in the Commercial Downtown (CD) District and is zoned Commercial Central Mixed Use (CCM). The building is not designated by Council as a Heritage Building.

As per the St. John’s Development Regulations, Section 5.9.4 Heritage Area Standards (Table), for new buildings and major renovations to out-of-character buildings, compliance with the heritage area standards or a comprehensive design package approved by Council is required. For non-residential properties, compliance with the heritage area standards states that the period style, decoration and configuration of structure are to be maintained. The City does not regulate paint colour, and therefore the brick may be stained in accordance with our regulations. The application is brought to the Panel as the addition of aluminum plank ‘wood’ cladding and rooftop addition with canopy will create a more modern looking building that does not maintain the period of the structure.

Renderings of the proposed changes are attached. The City maintains a list of mid-century buildings that we would like to see designated and maintained, however this building is not on that list. As the aluminium plank ‘wood’ cladding is minimal, it is considered acceptable. The rooftop extension will alter the look of the building, however there is a variety in architecture in the surrounding area, with the former Portobello’s Restaurant to the west, and the Sheraton Hotel and former East End Fire Station to the north. Therefore, it is recommended to approve the design as proposed.

Key Considerations/Implications:

1. Budget/Financial Implications: Not applicable.
2. Partners or Other Stakeholders: Not applicable.

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3. Alignment with Strategic Directions/Adopted Plans:
Neighbourhoods Build our City – Maintain and position downtown as a distinct neighbourhood.
A City of All Seasons – Support year-round tourism and industry activity.
4. Legal or Policy Implications: Not applicable.
5. Engagement and Communications Considerations: Not applicable.
6. Human Resource Implications: Not applicable.
7. Procurement Implications: Not applicable.
8. Information Technology Implications: Not applicable.
9. Other Implications: Not applicable.

Recommendation:

It is recommended to approve the exterior façade renovations and rooftop alteration at 2 Hill O'Chips, as proposed.

Prepared by/Signature:

Ann-Marie Cashin, MCIP – Planner III, Urban Design and Heritage

Signature: _____

Approved by/Date/Signature:

Ken O'Brien, MCIP – Chief Municipal Planner

Signature: _____

AMC/dlm

Attachments:

Location of Subject Property
Renderings of Proposed Renovations

Location of Subject Property
2 Hill O'Chips



Quality Hotel Harbourview Facade Upgrades BHEP Meeting - March 27th

2 Hill O'Chips, St. John's, NL

FMA Proj. No. 7810-1

**FOUGERE
MENCHENTON
ARCHITECTURE**

172 Logy Bay Road | P.O. Box 21039 | St. John's, NL, Canada | A1A 5B2
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Quality Hotel Harbourview
Water Street View



Quality Hotel Harbourview
Duckworth Street View

INFORMATION NOTE

Title: 2017 Traffic Pilot Projects – Veteran’s Square
Date of Meeting: April 17, 2018
Report To: Committee of the Whole
Councillor and Role: Debbie Hanlon - Transportation
Ward: Ward 2 & 4

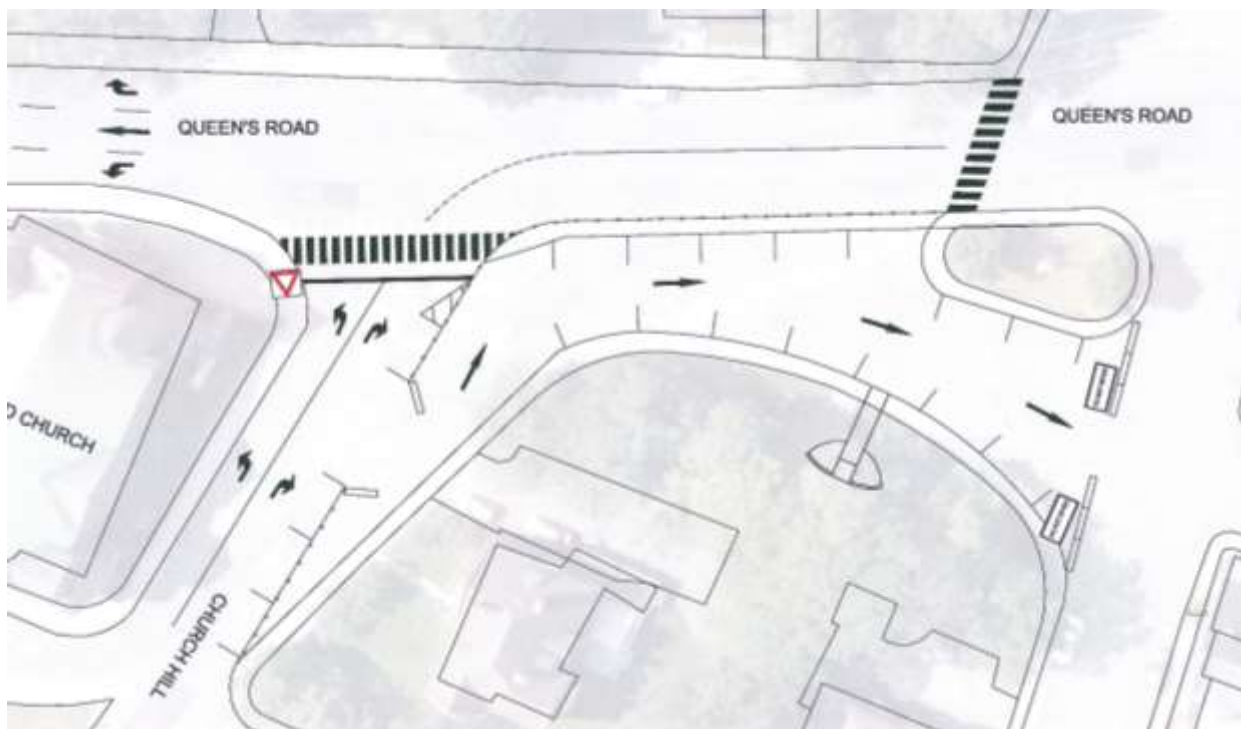
Issue:

Information on the design and construction of the Veteran’s Square Reconfiguration.

Discussion – Background and Current Status:

In April of 2017, City Council Directive SJMC2017-04-01/166R approved implementation of the Veteran’s Square Reconfiguration pilot project. The intersection of Church Hill and Queen’s Road was identified as an excellent candidate to trial narrowing of the road surface. This intersection had been raised by the public as a hazard for pedestrians in the area and a safety concern for motorists. The reconfiguration was tested from August 14 to November 16 of that year.

Veteran’s Square Pilot Project 2017 Temporary Reconfiguration



ST. JOHN'S

The intended benefits of the project were:

- Increasing pedestrian safety by reducing the distance that people walked on the street as they travelled along Queen’s Road;
- Increasing driver safety by creating a more traditional ‘T’ intersection;
- Reducing traffic on Bond Street by eliminating the direct route through Veteran’s Square; and
- Improving parking in the area by increasing formal parking stalls and eliminating areas where informal parking occurs on the street

An evaluation of the project’s success including a public survey was completed later that winter and presented to Council on April 11, 2018. Overall, the project was successful at meeting its technical goals and was generally well received. Council voted to proceed with the permanent installation of the Veterans Square Reconfiguration as soon as funding could be assigned on April 16, 2018 (City Council Directive R2018-04-16/26).

Design Considerations

The review of the project’s success also identified areas for improvement that should be addressed when developing the design for permanent implementation.

The existing configuration of Veteran’s Square includes approximately 10 on-street parking spaces along Church Hill and Veteran’s Square. The reconfiguration tested through the pilot project provided 7 additional spaces for a total of 17 on-street parking spaces in this area, with the majority inside the area of Veteran’s Square. It was observed that this parking area was not as well used as it could have been due to lack of clarity in temporary devices. It was recommended that the permanent design provide clear delineation of parking spaces. General feedback collected on the pilot also identified a need for accessible parking in the area that could be addressed as part of the permanent reconfiguration.

Through the project’s public feedback survey, the City asked how the area inside Veteran’s Square should be used in the event the reconfiguration was made permanent; for parking, a combination of green space on the square and parking on the edges, or green space. The majority of responses favoured recommended incorporating both green space and public parking opportunities. This mixed approach was the basis of Council’s approval noted above.

Reconfiguration

The design of the Veteran’s Square reconfiguration was developed based on the technical elements required to provide the safety benefits achieved through the pilot configuration and by incorporating feedback and lessons learned through process. Closing off Veteran’s Square to traffic allows for an improved intersection alignment between Church Hill and

The redesign offers 10 additional spaces in this area for a total of 20 on-street parking spaces, which is more than the pilot design achieved. Included are two accessible parking spaces are provided on the south side of Queen's Road adjacent to the Gower Street United Church entrance. This location was selected given roadway grades in the area, available curbside space, and the proximity to the adjacent accessible building entrance. This concept was reviewed by the City's inclusive services coordinator to ensure best practices for accessibility were applied. The City also met with representatives from the Gower Street United Church to review the project and accessible parking concept. It was determined that two accessible parking spaces would be appropriate for this location and representatives expressed their support for the proposed project.

Reconfiguration of the street alignment will be completed this year. The project has been funded through 2019 Capital allocation and will be completed in conjunction with required street rehabilitation work in the area which is funded through the 2017-2020 Multi-Year Capital Works program. Additional funding for landscaping work has been allocated from the Parks and Open Spaces Reserve Fund.

[illegible]

Landscaped Amenity Area

The reconfiguration includes a new landscaped area along the existing section of Veteran’s Square that will connect the Sergeants’ Memorial to the north and the Peacekeepers’ Memorial to south within Molly Park. Funding has been allocated from the Parks and Open Spaces Reserve Fund to create this new park space.

The City’s Parks and Open Spaces department reviewed the reconfigured layout and developed an initial landscaping plan for the area that creates a new aesthetic, functional, and natural public space. The location and species of plantings were carefully chosen for a number of reasons including:

- Succession planting to proactively manage the eventual loss of the mature and over-mature trees on the property south of Veteran’s Square;
- Salt tolerance;
- Respecting traffic sight lines;
- Providing areas for snow storage;
- Lower maintenance requirements by using trees, flowering shrubs and perennials; and
- Raised planting beds to allow for easier mowing, to minimize potential damage to the plantings, and provide additional topsoil.

The preliminary plan was brought to the City’s Build Heritage Experts Panel to provide commentary and recommendations for the new landscaped amenity space. Feedback from the Panel identified a need for the space to include an area for folks to congregate and create a sense of place and destination. The importance of incorporating trees, particularly Oak species, into the landscaped area was also emphasized.

Some members of the Panel felt that the new landscaped amenity area represented a significant public placemaking opportunity that should be given further consideration. This area represents a very prominent location heritage-wise. It is surrounded by designated buildings, is part of the Ecclesiastical District, is located in Heritage Area 1 and is part of the route many tourists take when they walk to the Rooms and Basilica. As the creation of a new public space is so rare, it was expressed by some that the City should take full advantage and complete a formal design process with an external consultant.

The option to complete further area design was given further consideration. An external consultant would need to be retained to complete this work as the extent of internal resources and expertise have been used to develop the presented design. The time required to complete this additional design process would not meet this year’s construction deadlines and the ultimate cost of such a process and design would be in excess of funds available. It was therefore determined that it was in the best interest of the project’s success to incorporate the design suggestions and feedback received from the Panel (as

shown in the design presented) and to complete the reconfiguration with the revised landscaping plan.

City staff also met with representatives from the Peacekeepers Association, the Royal Newfoundland Regiment, and the Newfoundland and Labrador Command, Royal Canadian Legion to discuss the planned amenity area. These organizations are connected to the project area monuments as well as the historical and ceremonial significance of the project area. Representatives were supportive of the proposed reconfiguration. They noted the importance of preserving the connection and sightlines between the two monuments. In response, the position of trees between the two monuments were adjusted (as shown in the design presented).

Key Considerations/Implications

1. Budget/Financial Implications

Reconfiguration of Veteran’s Square will be completed this year. The project has been funded through 2019 Capital allocation and will be completed in conjunction with required street rehabilitation work in the area which is funded through the 2017-2020 Multi-Year Capital Works program.

A budget of \$60,000 has been allocated from the Parks and Open Spaces Reserve Fund. This funding will cover construction of the prepared landscaping plan.

2. Partners or Other Stakeholders

N/A

3. Alignment with Strategic Directions/Adopted Plans

While not currently listed as an action item for 2019 in the City’s Strategic plan, this project contributes to the City’s Strategic Direction “A City That Moves” under Goal M2 – “Improve safety for all users on a well-maintained street network” and Goal M3 – “Expand and maintain a safe and accessible active transportation network”.

4. Legal or Policy Implication

N/A

5. Privacy Implications

N/A

6. Engagement and Communications Considerations

Design of the landscaped amenity area was discussed with the Built Heritage Experts Panel as well as representatives from the Peacekeepers Association, the Royal Newfoundland Regiment, and the Newfoundland and Labrador Command, Royal Canadian Legion. In addition to the design the accessible parking provided in the area was discussed with the Gower Street United Church.

Information regarding project timelines, construction activity, and temporary traffic disruptions will be communicated to area stakeholders and the general public.

7. *Human Resource Implications*

N/A

8. *Procurement Implications*

The Veteran’s Square Reconfiguration project will be tendered in conjunction with the 2019 road rehabilitation contract. Landscaping work will be tendered separately.

9. *Information Technology Implications*

N/A

10. *Other Implications:*

N/A

Conclusion/Next Steps:

The reconfiguration of Veteran’s Square will be completed during the 2019 construction season.

Prepared by:

Anna Bauditz, Transportation System Engineer

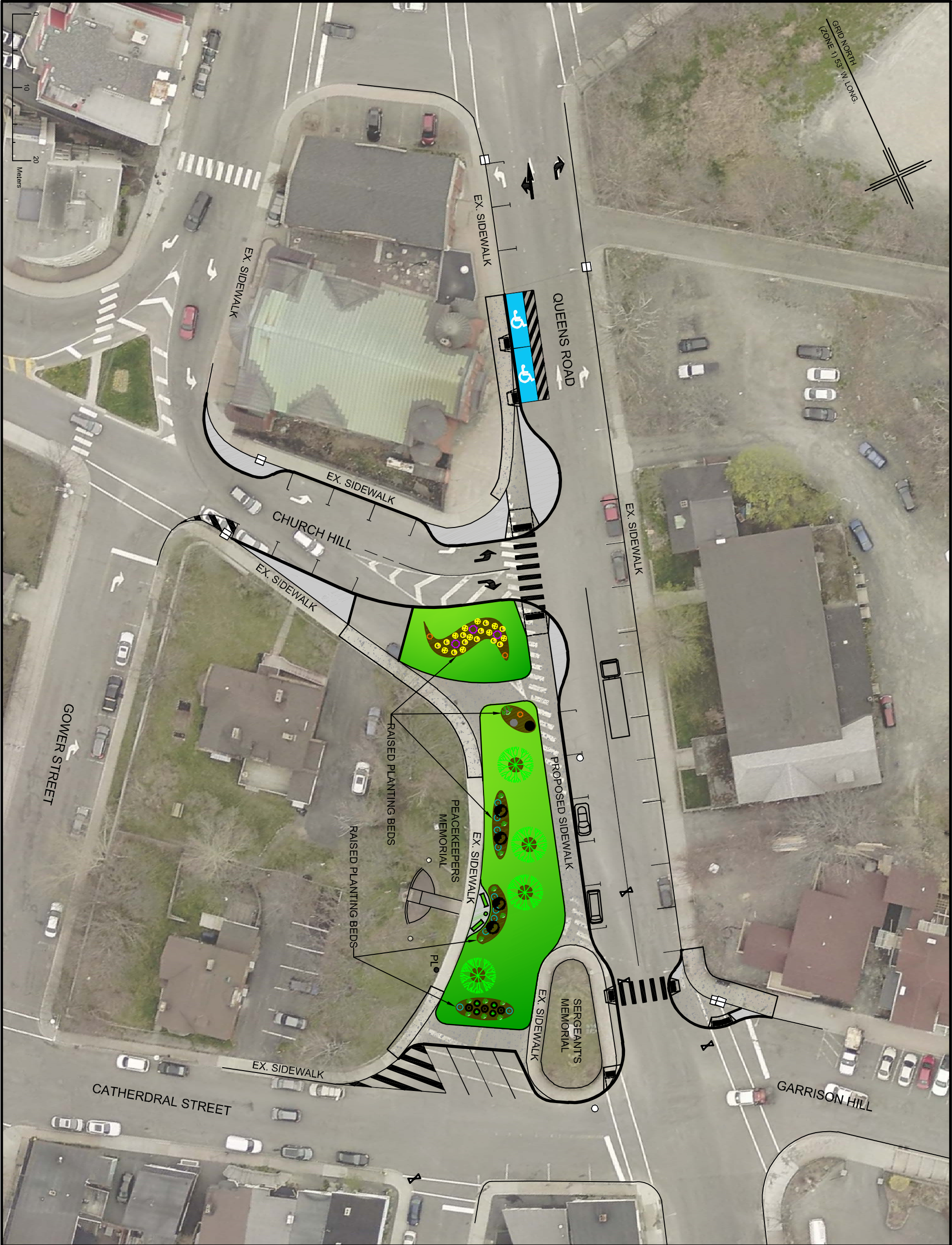
Approved by:

Garrett Donaher, Manager, Transportation Engineering

Attachments:

Veteran’s Square Reconfiguration – Concept Plan

Stakeholder Feedback



DO NOT SCALE FROM PRINT

NOTES

- LI - LILAC
- Cs - COLORADO SPRUCE
- Fo - NORTHERN GOLD FORSYTHIA
- Ro - RED OAK
- Ab - AMERICAN BEECH
- Wn - WEEPING NOOTKA FALSECYPRESS
- Bj - BLUE RUG JUNIPER

LEGEND

- EXISTING MANHOLE
- EXISTING CATCH BASIN
- EXISTING WATER VALVE
- NEW LANDSCAPE
- NEW SIDEWALK

PROJECT

VETERAN'S SQUARE
STREET REALIGNMENT

SHEET TITLE

CONCEPT PLAN

AUTHORITY

ST. JOHN'S
DEPARTMENT OF PLANNING, ENGINEERING
AND REGULATORY SERVICES

SCALE

1:500

DATE

APR. 05, 2019

DRAWN BY

SP

SHEET

1 OF 1

CHECKED BY

AB

DRAWING NUMBER

C1

APPROVED BY

GD

PROJECT NUMBER

2018-160

GOWER STREET UNITED CHURCH

99 Queen's Road, St. John's, NL A1C 6M6

Telephone: 753-7286 - Fax: 383-0145

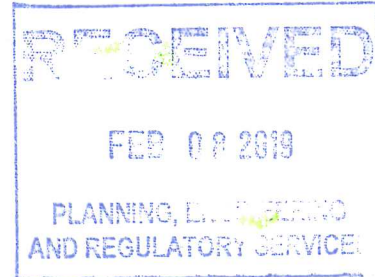
E-Mail: gsuc@nl.rogers.com Website: www.gowerunited.ca

Minister: The Rev. Pamela Jones-Fitzgerald

Board Chair: Lorne LeDrew

February 6, 2019

Planning, Engineering & Regulatory Services
City of St. John's
PO Box 908
St. John's, NL
A1C 5M2



Attn: Anna Bauditz, P.Eng.

Dear Anna;

Re: Traffic Calming/Street Re-Alignment Veterans' Square

On behalf of Gower Street United Church, I wish to thank you so very much for your comprehensive presentation this morning. All present were grateful for your clear and concise insight into the proposed changes detailed. We are particularly enthused about the additional parking available in front of the Church, especially that which would be designated for handicap congregants and visitors. The re-alignment of Church Hill and elimination of a substantial portion of the lengthy crosswalk is also noted and commendable. Similarly, the addition of green space/landscaping is welcomed to the neighborhood.

We sincerely hope the changes are incorporated in the City's 2019 Capital Works projects for this year's construction. The City has our unwavering support.

Thank you again for your time. It was our pleasure to attend your meeting.

Sincerely,

Ed Moores
Chair
Property Committee

CANADIAN PEACEKEEPING



VETERANS ASSOCIATION

A Canadian Forces Veterans Association
"Serving All Veterans"

Newfoundland Chapter:

PO Box 17085 Stn. Kelligrews A1X 3H1 Phone: (709) 687-9775 wfrench@bellaliant.net

March 25, 2019

Anna Bauditz
Transportation System Engineer
City of St. John's

Dear Anna.

Thank-you for the invitation to meet with you to discuss the upcoming changes to the traffic pattern at the Peacekeepers Memorial.

I must, on the behalf of our members, commend you and the team at City Hall for the plan to enhance the area around the Memorial in order to make the area safer for veterans and the public. The plan is an excellent concept and will be appreciated by all veterans who visit the area.

You and Council have the full support of our association in this plan and should you want any further input please feel free to contact me.

Yours truly,

Woodrow French J.P. CRSP
Interim President

Anna Bauditz

From: HARRY.LITTLE@forces.gc.ca
Sent: Friday, March 22, 2019 2:54 PM
To: Anna Bauditz; phillier@legionnl.ca
Cc: Kyle.Strong@rcmp-grc.gc.ca; Spencer.Barnes@mi.mun.ca
Subject: Veteran's Square Reconfiguration
Attachments: 2018 - 160 - C1 _ _ _ VETERANS_SQUARE_RE-ALIGNMENT- OPTION 2 - R7.pdf

Ms Bauditz and Mr Miller,

On behalf of the CO and RSM of the 1st Bn, The Royal Newfoundland Regiment, I would like to express our appreciation in including us in the decision-making process regarding Veterans Square.

The RSM has reviewed the concept plan (option 2 – attached) and both agree that the proposed upgrades to the area will allow for better access to the monuments and increase public interest.

One question that we do have is regarding the project's timeline and if it would have any effect on the July 1st parade.

Thank you for the hard work and dedication regarding this project,
Captain | Capitaine Harry Little, CD

Adjutant, 1st Bn, R NFLD Regt
Canadian Armed Forces
Harry.Little@forces.gc.ca / Tel: 709-733-3584 / Cel: 709-691-7599

Adjutant, 1st Bn, R NFLD Regt
Forces Armées Canadiennes
Harry.Little@forces.gc.ca / Tél: 709-733-3584 / Tél. Cell: 709-691-7599

Better Than The Best

Title: Downtown Decorative Street Lighting LED Conversion
Date of Meeting: April 17, 2019
Report To: Committee of the Whole
Councillor/Theme: Debbie Hanlon - Transportation
Ward: 2

Decision/Direction Required:

Decision is required to determine the next steps the City will take with regards to a potential conversion of the existing high-pressure sodium (HPS) ornamental street lighting in the Downtown to LED based illumination.

Discussion – Background and Current Status:

The City maintains approximately 270 ornamental sphere street lights in the Downtown area. These decorative fixtures include single, double, and triple lamp configurations which all run 100-watt HPS bulbs. These fixtures are now over 20 years old as their installation began in 1997.



The Mayor's Advisory Committee on Crime Prevention, 2015 recognized that:

LED lighting upgrades to street lights, more effective property lighting and CCTV throughout the area will help reduce crime.

At the request of George Street Association, Downtown St. John's, and as noted by the Mayor's Advisory Committee on Crime Prevention, increased illumination in the downtown is

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being considered. A project such as this is expected to beautify downtown, improve business, and improve personal security.

A challenge of the existing globe fixture design is that it allows light to cast up and out of the sphere. This leads to light pollution. This inefficient design also allows much of the light provided to spread upwards and away from the where the illumination is needed on the street and sidewalk.

In addition to the decorative sphere illumination, the City also maintains approximately 18 HPS fixtures of varied designs. These additional lights are not included in the estimates below.

The City has been exploring options to convert the 270 existing HPS fixtures to LED illumination. This offers an opportunity to improve the energy efficiency of these lights, save on operation and maintenance costs, and improve the overall street lighting levels in the Downtown.

There are four different approaches the City could take with respect to improving the downtown decorative street lighting in:

Table 1: Summary of Downtown Streetlighting Options

	Option 1: No Change	Option 2: Replace HPS bulbs with LED bulbs	Option 3: Replace the Fixture	Option 4: Redesign Downtown Lighting
Illumination	No Change (100W HPS)	Small improvement possible (80W LED)	Able to meet recommended values	Able to meet recommended values
Aesthetic	No Change	Lighting slightly more blue	Many options available	Widest range of options available
Initial Cost	No Change	\$40,000 to \$60,000	\$150,000 to \$600,000	Option 3 plus engineering, poles, and installation
Energy Savings	No Change	~\$2,500 / year	\$2,500 to \$6,000 / year	\$2,500 to \$6,000 / year
Maintenance Savings	No Change	\$8,000 to \$9,000 / year	\$6,500 to \$11,500 / year	\$6,500 to \$11,500 / year

Key Considerations/Implications:

1. Budget/Financial Implications

Implications vary widely depending on the approach selected. None of the available options are expected to simultaneously improve illumination levels downtown and provide net savings to the City. No budget is currently allocated to this initiative.

2. Partners or Other Stakeholders

Downtown St. John's, George Street Association, Built Heritage Experts Panel, Destination St. John's

3. Alignment with Strategic Directions/Adopted Plans

While this initiative is not currently an action item for 2019 from the Strategic Plan, improving the downtown street lighting could contribute to GOAL: M2 – “Improve safety for all users on a well-maintained street network” thereby driving the City’s Strategic Direction “A City that Moves”. Depending on the direction of Council this could be explored as a future initiative.

4. Legal or Policy Implications

n/a

5. Privacy Implications

n/a

6. Engagement and Communications Considerations

Future steps will need to involve stakeholder engagement. Downtown Stakeholders will be consulted throughout the project if it proceeds.

7. Human Resource Implications

n/a

8. Procurement Implications

Any purchasing would adhere to Procurement legislation and policy.

9. Information Technology Implications

Should "Smart" options be explored, Information Services would be consulted.

10. Other Implications

n/a

Recommendations:

It is recommended that the City form a Working Group with members representing the Water Street Downtown Stakeholder Committee, Downtown Advisory Committee, and Built Heritage Experts Panel.

This Working Group would explore the subjective options available if choosing to replace the existing decorative globe lights with LED lights. The Working Group would recommend:

- Whether to proceed with bulb only replacement (minor illumination improvement only) or replace the fixtures entirely.
- If applicable, what the aesthetic design criteria would be when procuring new fixtures.
- Possible cost sharing opportunities among downtown interests.

Prepared by:

Anna Bauditz, Transportation System Engineer

Signature: _____

Approved by:

Garrett Donaher, Manager - Transportation Engineering

Signature: _____

Attachments:

Additional Details

Table 2 outlines the general costs associated with the hardware of the existing decorative sphere fixtures.

Table 2: Existing Sphere Decorative Lighting Hardware Costs

Item	Cost	Unit	Approximate Replacement Frequency
100W HPS bulb	\$17.00	each	20,000 hrs
Polycarbonate Globe	\$288.00	each	N/A incidental replacement in the event of damage
Ballast	\$80.00	each	N/A incidental replacement in the event of damage
Labour	\$191	hour	Minimum call outs apply

Based on past maintenance records, the expected lifespan of the HPS bulbs in use, and the hourly labour cost of maintenance, it is estimated the City spends on average approximately \$15,300 annually to maintain the existing fixtures (\$2,800 on hardware and \$12,500 on labour). This maintenance cost includes repairs and hardware replacement due to incidental damage as well as the ongoing replacement of bulbs.

The City is also responsible for the ongoing electricity costs to power the fixtures. The annual electricity charges for the 100-watt decorative sphere fixtures were estimated based on the July 2018 electricity rates and the typical average annual running time for a street light in St. John's of 4,134 hours per year as summarized in **Table 3**.

Table 3: Existing Annual Decorative Lighting Electricity Costs

	Usage	July 2018 Rate	Annual Cost/Fixture
100W HPS bulb	413.4 kWh per year	\$0.11391 per kWh	\$47

Given the annual electricity cost of \$47 per fixture, the City spends approximately \$12,700 annually on electricity to power the 270 existing decorative sphere lights in the Downtown.

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In high pedestrian areas, industry guidance is to provide an average of 10 lux to 20 lux horizontal illuminance and 5 lux to 10 lux vertical illuminance. Based on the characteristics of downtown St. John's, intersections are recommended to generally be between 20 lux and 30 lux horizontal illuminance. While a technical explanation of illuminance values is beyond the scope of this briefing note, it should be noted that a variety of spot measurements in the downtown indicate that the current level of illumination is insufficient. Any recommended changes to the level of illumination downtown should target illuminance values in the ranges provided here.

The information below outlines four different approaches the City could take with respect to improving the downtown decorative street lighting:

Option 1: No Change

Continue to maintain the existing HPS bulbs and sphere lighting fixtures and poles. This approach would not improve lighting levels in the downtown. The current costs associated with the decorative lighting would see no net change.

Option 2: Replace the HPS Bulbs with LED Bulbs

The City has tested several potential LED replacement bulbs inside the existing sphere fixtures. These bulbs have an average rated lifespan of over 50,000 hours, operate between 50-watts and 80-watts, and do not require a ballast. The purchase price of a replacement LED bulb is in the order of \$50 to \$100. The initial cost to replace the HPS bulbs with LED bulbs in the 270 existing decorative sphere fixtures would be between \$13,500 and \$27,000 in hardware plus \$27,500 installation for a total cost ranging from \$41,000 to \$54,500.

Based on sample measurements, a 50-watt LED replacement bulb inside an existing sphere lighting fixture can provide lighting levels similar to those provided by a 100-watt HPS bulb. Although there is not an appreciable improvement in illumination levels, the replacement bulbs are more energy efficient. LED bulbs also operate with a light spectrum that provides better visibility in most cases. The "colour temperature" is the shorthand here with LEDs typically operating at 4000k and HPS around 3000k.

Assuming 50-watt LED bulbs were installed in the decorative sphere fixtures, the City would cut electricity to these fixtures by half which equates to an annual savings of \$6,350.

A brighter LED replacement bulb with a higher wattage could be used to increase the light provided; however, this would reduce the amount of potential energy savings and would not improve how spillover light is cast upward and onto surrounding buildings. Sample measurements of a 80W LED bulb in our existing fixtures show an improvement in lighting levels but still fall below the recommendations above.

If 80-watt bulbs were used, these potential energy and cost savings would only be 20% relative to existing or \$2,500 in annual savings.

The rated lifespan of the LED replacement bulbs is up to 30,000 hours greater than the HPS bulbs and is therefore expected to provide additional savings on fixture maintenance. It is estimated that the City could expect to spend on average about \$6,500 to \$7,500 annually (\$2,000 to \$3,000 on hardware and \$4,500 on labour) to maintain the fixtures with LED bulbs in the long-term. It is noted that the short-term maintenance costs (after installation while the LED bulbs are relatively new) are anticipated to be much lower. Assuming the LED bulbs last the expected rated lifespan, the City could reduce long-term maintenance costs between \$8,000 and \$9,000 per year.

Option 3: Replace the Fixture

The existing decorative poles and brackets could be maintained while eliminating the inefficient decorative spheres. The existing HPS bulbs and decorative sphere fixtures could be replaced with new LED post top luminaires on the existing poles and brackets.

Costs for decorative fixtures vary widely. Low-range estimates are about \$500 per fixture while higher-range estimates are about \$2,000 per fixture with some specialized fixtures going beyond this. Once installation costs are included, a \$500 fixture leads to an estimate of \$163,000 to replace the 270 decorative fixtures. A \$2,000 fixture leads to a replacement estimate of \$568,000.

The above replacement costs reflect a scenario where each existing globe is replaced with a new luminaire. There may be an opportunity to replace existing double and triple lamp configurations with a single new luminaire on the 204 existing posts. Assuming a 25% increase in installation costs for the same fixtures, the cost to install 204 new decorative fixtures on existing posts could range between \$136,000 and \$442,000.

It is expected that the bulb in a new fixture would operate in the range of 50W to 80W leading to energy savings as described in Option 2. However, due to better optical performance of the fixture, it is expected that recommended lighting levels could be achieved.

Most replacement fixture options report a rated lifespan of 100,000 hours, or 80,000 hours greater than the HPS bulbs. In the short-term, maintenance costs for replaced fixtures should be very low. It is estimated the City could expect to spend on average about \$3,800 to \$8,800 annually (\$1,700 to \$6,700 on hardware and \$2,100 on labour) to maintain new LED fixtures in the long-term. Assuming the new fixtures last the expected rated lifespan, the City could reduce long-term maintenance costs between \$6,500 and \$11,500 per year. As the cost of replacement parts for a new fixture is related to the overall cost of the fixture, selecting a lower-cost fixture would reduce replacement part costs and lead to higher long-term cost savings.

In recent years, as part of other initiatives, Victorian style decorative LED fixtures have been installed at locations in the City including Bannerman Park, Victoria Park, and the plaza in front of City Hall. Lighting levels achieved to date with these fixtures have been good. The design of

these lights also greatly reduces the light cast upward, reducing light pollution. If Council chose to pursue a fixture replacement option, this visual style may contribute to a consistent aesthetic across City lighting assets.

Depending on the replacement fixture selected, additional features such as colored beacon lighting or “smart” technology integration may be available. These optional enhancements could be considered as part of the replacement fixture selection process.

Option 4: Redesign Downtown Lighting

During the Water Street Refresh public consultation process the concept of a complete overhaul of Downtown on-street lighting was introduced. Redesigning the lighting plan for the downtown could lead to much better illumination including additional illumination for dark or shadowed areas and laneways serving pedestrians.

A complete overhaul would include engineering costs, fixture costs similar to Option 3, and additional costs for poles and installation. As part of the separate Water Street infrastructure project this would have synergies in the work needed reducing the total cost of upgrading lights relative to the cost of undertaking this work as a standalone project. Long-term maintenance and energy cost savings may be comparable to those outlined in Option 3.