



The City of Saint John

Date: October 15, 2021
To: Planning Advisory Committee
From: Growth & Community Services
Meeting: October 19, 2021

SUBJECT

Applicant: Matthew Carr
Landowner: Climb 1884 Inc.
Location: 54 Broad Street
PIDs: 00000372; 00000232 and 55086151
Plan Designation: Medium to High Density Residential
Existing Zoning: Neighbourhood Community Facility (CFN)
Proposed Zoning: Urban Centre Residential (RC)
Application Type: Rezoning
Jurisdiction: The *Community Planning Act* authorizes the Planning Advisory Committee to give its views to Common Council concerning proposed amendments to the Zoning By-law. Common Council will consider the Committee's recommendation at a public hearing on **Monday, November 1, 2021**.

The *Community Planning Act* authorizes the Planning Advisory Committee to give its views to Common Council concerning proposed amendments to the Section 59 conditions. Council will

consider the Committee's recommendation at a public hearing on **Monday, November 1, 2021**.

EXECUTIVE SUMMARY

The application is to rezone property at 54 Broad Street from Neighbourhood Community Facility (CFN) to Urban Centre Residential (RC) to facilitate the conversion of the existing structure into a multi-unit residential building. The applicant is in support of the proposed recommendation.

RECOMMENDATION

1. That Common Council rezone a parcel of land having an area of approximately 1,631 square metres, located at 54 Broad Street, also identified as PID Numbers 00000372; 00000232 and 55086151 from **Neighbourhood Community Facility (CFN)** to **Urban Centre Residential (RC)**.

3. That Common Council, pursuant to the provisions of Section 59 of the *Community Planning Act*, impose the following condition on the parcel of land having an area of approximately 0.1631 hectares, located at 54 Broad Street, also identified as being PID Numbers 00000372; 00000232 and 55086151:
 - a. That the development and use of the parcel of land be in accordance with a detailed site plan, prepared by the proponent and subject to the approval of the Development Officer, illustrating the design and location of buildings and structures, garbage enclosures, outdoor storage, driveway accesses, vehicle parking, loading areas, landscaping, signs, exterior lighting, and other such site features.

DECISION HISTORY

No previous decisions have been rendered for the subject property.

ANALYSIS

Proposal

The applicant is proposing to rezone three parcels of land located at 54 Broad Street from Neighbourhood Community Facility (CFN) to Urban Centre Residential (RC), to facilitate the conversion of the vacant, former church rectory into a multi-unit residential building.

Site and Neighbourhood

The property is located within a diverse neighbourhood which includes a large variety of residential (RC), commercial (CL – Local Commercial, CBP – Business Park Commercial and CM – Mixed Commercial) and community uses (CFN, CFM – Major Community Facility and P – Park). Existing buildings are eclectic and diverse and range from historic buildings including the Barrack Green Armoury¹ and the City's Brunswicker/Ordnance Corps Heritage Conservation Area to more recent redevelopment and infill projects.

¹ The Barrack Green Armoury, constructed between 1911 and 1912, was recognized in 1995 by the Government of Canada as a Federal Heritage Building. [HistoricPlaces.ca - HistoricPlaces.ca](http://HistoricPlaces.ca)

The subject site is located on the southside of Broad Street, with the rear of the site located on the northside of Broadview Avenue. The existing vacant building located on the development site is the former church rectory, which was associated with the deconsecrated St. John the Baptist Catholic Church which is located at the corner of Broad Street and Carmarthen Street. The subject site is also located next door to the Safe Harbour House, which is situated to the west of 54 Broad Street. The rear of the property is adjacent to the former church and a residential building.

The property is located close to several community amenities including Queen's Square, Rainbow Park, Tin Can Beach and Harbour Passage. The proposed residential use will also benefit from the property's location on a Public Transit route (Route 21 – South End/St. Joseph's) and its vicinity to two bus stops.

Municipal Plan and Rezoning

Schedule B of the Municipal Plan designates the property as "Medium to High Density Residential." These areas are intended to permit a range of housing types with a focus on providing higher density housing forms including apartments and townhouses. Other compatible uses are permitted in this area, including but not limited to convenience stores, retail uses, community facilities, etc. The proposed rezoning will facilitate the conversion of the vacant structure into a five-unit residential building, which aligns with the intention of the "Medium to High Density Residential" area.

While the vast majority of the General Urban Design Principles of the Municipal Plan focus on new development, the adaptive reuse of the former rectory helps preserve the general character of the neighbourhood. The building itself will continue to act as a neighbourhood landmark and will maintain its connection to the adjacent former church which is currently undergoing masonry work in anticipation of its own adaptive reuse. Through the conversion of the structure into a multi-unit residential building, it represents a form of sustainable development. Renovations on the building will be undertaken to ensure that the conversion of the building aligns with the standards set forth in the National Building Code of Canada.

The proposed rezoning aligns with the key concepts earmarked in Policy I-2, which outlines criteria for considering rezoning applications. Some of the key criteria include:

- The proposed adaptive reuse of the former church rectory conforms with the goals, policies and intent of PlanSJ including those of the Medium to High Density Residential Intensification Area.
- The proposed development is considered appropriate since it does not create any financial burdens for the City; it utilizes existing infrastructure including water and sewer services, storm drainage and the road network; it is in proximity to schools, recreation or other community facilities; and it is compatible with the adjacent uses.

Central Peninsula Secondary Plan (CPSP)

The proposed development is located within the South End Neighbourhood, which is the Central Peninsula's largest residential neighbourhood. This area is shaped by three important civic and

community spaces: Queen's Square, Rainbow Park and the St. John Baptist/King Edward School. The South End features a diverse built form that includes historic buildings, infill development and various vacant and underused buildings. Portions of the South End are noted to have an inconsistent street pattern, due to the gaps created by vacant lots and derelict properties and more suburban style infill which does not maintain the historic street wall.

The rezoning and proposed development will be a unique project as it will undertake the adaptive reuse of the existing building, which is the former Church Rectory for the former St. John the Baptist Church, located directly to the west of the subject site. The intention is to maintain the existing structure and to convert it into a five-unit residential building. The creation of these five new residential units aligns with the key goals set forth in the CPSP, which aims to attract 2,400-3,000 new residents and to create 1,200-1,500 new residential units. The five new residential units being created will provide additional rental housing options within the South End neighbourhood and will reactivate an underused property.

The CPSP establishes several urban design and growth concepts which aim to ensure that proposed infill projects are beneficial to the established area. As this proposed development will be maintaining the existing building and basic site layout, several of the urban design and growth concepts will not be applicable to this site. A brief discussion below will indicate how the proposed development will align with the applicable design characteristics and growth concepts of the Neighbourhood Plan.

Design Characteristics and Growth Concept:

Low and mid-rise buildings with minimal setbacks to reinforce the South End as a dense, urban neighbourhood.

- The proposed development will maintain the existing three-storey building and will preserve the established setbacks for this portion of Broad Street, which include the Safe Harbour House and the former church.

A dense supply and mix of affordable and market housing to facilitate a mixed-income, family-friendly neighbourhood

- The proposed development will establish five new residential units within an existing vacant building.

Streetscape improvements, such as new sidewalks, curbing, and street trees.

- The proposed development will maintain the existing Broad Street sidewalk, as well as the mature street trees. In addition, the applicant intends to preserve the mature trees located on the subject site.

The adaptive reuse of the building will allow for the preservation of a late nineteenth century building. Through the conversion of the structure into a multi-unit residential building, it represents a form of sustainable development. Renovations on the building will be undertaken to ensure that the conversion of the building aligns with the standards set forth in the National Building Code of Canada.

Zoning Bylaw***Parking***

The Zoning Bylaw requirements establish parking standards for Dwelling Units as one parking stall per unit. The property is located within an Intensification Area and is, therefore, only required to provide 80% of the required number of parking spaces. Based on the parking reduction, the development requires four parking stalls be provided for the development. The draft site plan includes two options for the placement of the four required parking stalls. The final placement of the parking stalls will be finalized at a later date, as part of the permitting process. In addition, two additional parking stalls are available in the existing double car garage. The proposal meets the requirements of the Zoning Bylaw.

Landscaping

The Zoning Bylaw establishes landscaping standards for development within the City. Within a residential zone, all front and flankage yards are required to be landscaped, in addition to all other areas not occupied by a building, structure, parking area, driveway, walkway or amenity space. The property has established landscaping which includes mature trees and shrubbery located in the flankage and rear yards. Several mature street trees are located between the sidewalk and Broad Street. The applicant intends to maintain the existing landscaping on the property.

Section 59 Condition

Staff is recommending a Section 59 condition which will require the future development of the site to be in accordance with a detailed site plan subject to the approval of the Development Officer. This will include the location of the required parking stalls and will outline the landscaping for the property.

Conclusion

The proposal can be supported on the basis that the proposed multi-unit residential building will align the goals and objectives of both PlanSJ and the Neighbourhood Plan. The adaptive reuse of the vacant, former rectory building will provide new residential units in the South End and is a representative of a sustainable form of development.

ALTERNATIVES AND OTHER CONSIDERATIONS

No alternatives are recommended.

ENGAGEMENT**Public**

In accordance with the Committee's Rules of Procedure, notification of the proposal was sent to landowners within 100 metres of the subject property on October 7, 2021. The rezoning public notice was posted on the City of Saint John website on October 8, 2021.

APPROVALS AND CONTACT

Author	Manager	Commissioner
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Application: 21-0149

APPENDIX

Map 1: **Site Location**

Map 2: **Future Land Use**

Map 3: **Zoning**

Attachment 1: **Site Photography**

Attachment 2: **Municipal Plan and Neighbourhood Plan Review**

Submission 1: **Draft Site Plan**

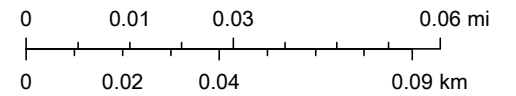
Map 1 - Site Location



2021-10-04

-  Subject Site
-  Primary Development Area
-  Property Parcels






1:2,500

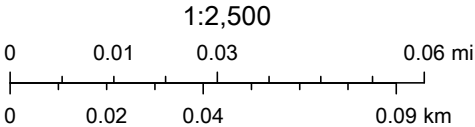


Map 2 - Future Land Use



2021-10-04

-  Subject Site
-  Property Parcels
-  Primary Development Area
- Future Land Use**
-  Medium to High Density Residential
-  Primary Centre

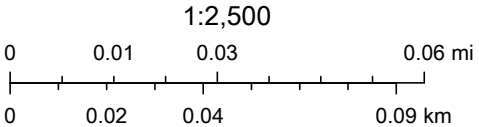


Map 3 - Zoning



2021-10-04

- | | | | |
|------------------|-----|-----|--------------------------|
| Subject Site | CL | T | P |
| Property Parcels | CBP | CFM | Conditional Zoning |
| Zoning | CM | CFN | Primary Development Area |
| RC | | | |



Attachment 1 – Site Photography

Broad Street



Photo: 54 Broad Street



Photo: 54 Broad Street & 58 Broad Street (former St. John the Baptist Catholic Church)

Broadview Avenue



Photo: Rear Yard of 54 Broad Street



Photo: Rear Yard of 54 Broad Street & the adjacent residential building (located to the west)



Photo: Adjacent properties to the east of 54 Broad Street

CPSP Policy	54 Broad Street Assessment
<p data-bbox="191 228 1062 266">2.2 South End - Design Characteristics:</p> <ul data-bbox="191 483 1062 764" style="list-style-type: none"> <li data-bbox="191 483 1062 553">• Low and mid-rise buildings with minimal setbacks to reinforce the South End as a dense, urban neighbourhood. <li data-bbox="191 591 1062 660">• A dense supply and mix of affordable and market housing to facilitate a mixed-income, family-friendly neighbourhood. <li data-bbox="191 698 1062 764">• Streetscape improvements, such as new sidewalks, curbing, and street trees. 	<p data-bbox="1062 228 1938 472">The majority of the Design Characteristics listed for the South End are centred around infill and redevelopment projects, providing direction for the construction of new buildings. In addition, this property is not located within one of the key areas identified for strategic improvements or “Big Moves”. The proposal for 54 Broad Street is centred around maintaining the existing building and transforming it into a new use.</p> <ul data-bbox="1062 483 1938 841" style="list-style-type: none"> <li data-bbox="1062 483 1938 586">• The existing building is three-storeys in height, which is slightly taller than the existing two-storey residential buildings in the general vicinity. <li data-bbox="1062 591 1938 693">• The proposed development will convert a vacant community facility building into a 5-unit residential building. This will create 5 new residential units within the South End. <li data-bbox="1062 698 1938 841">• The proposed development will allow for the maintenance of the existing sidewalk, curbing and street trees. The applicant has also indicated their intention to preserve the existing mature trees located within the property.
<p data-bbox="191 841 1062 878">BD-1</p> <p data-bbox="191 883 1062 979">Ensure development is consistent with and respects the established historic block and street grid pattern that defines the built character of the Central Peninsula.</p>	<p data-bbox="1062 883 1938 979">The proposed rezoning will facilitate the adaptive reuse of the existing building, which will help protect the existing development pattern located along Broad Street.</p>

PlanSJ Policy	54 Broad Street Assessment
<p>Policy LU-45 Within the Medium to High Density designation, permit a range of housing types with an emphasis on the provision of higher density housing forms such as apartment, condominium, and townhouse units. Nothing in the Municipal Plan, however, shall be interpreted to prohibit lower density forms of residential development in this designation, provided that minimum residential density targets have been met for the Intensification Area as a whole. Other compatible uses may be permitted in the Medium to High Density designation without amendment to the Municipal Plan including, but not limited to convenience stores, home occupations, neighbourhood retail uses, parks, and community facilities</p>	<p>The proposed rezoning will help facilitate the conversion of a former Church Rectory into a multi-unit residential building. The current proposal will provide 5 new residential units within the existing structure.</p>
<p>Policy UD-9 Ensure all development proposals generally conform to the following General Urban Design Principles:</p> <ul style="list-style-type: none"> b. Locating building entrances facing the public street; d. Designing sites to protect, create and/or enhance important view corridors to the water or landmark sites or buildings; k. Encouraging sustainability in design by: <ul style="list-style-type: none"> i. Utilizing reused, recycled, renewable or local building materials where possible; v. Promoting the conservation and adaptive re-use of existing buildings and designing sites to retain mature trees; 	<p>The vast majority of the general urban design principles focus on concepts to be integrated into new developments, rather addressing scenarios for the conversion of an existing building into a new use.</p> <ul style="list-style-type: none"> b. The primary entrance of the building is located at the front of the structure facing Broad Street and is connected to the existing sidewalk by a walking path. d. As the proposed use for the building will maintain the structure, there will be no impact to any existing view corridors. It should be noted, however, that the act of maintaining the structure will help preserve the maintain the building as a neighbourhood landmark. k. The proposed adaptive reuse of the building aligns with the sustainability principles of the Plan's Urban Design policies. While renovation work will be required to ensure the building meets the requirements of the National Building Code, the re-use of the building and property represents an environmentally friendly method of development.

<p>m. Locating and screening parking and loading facilities so they are generally not visible from the street, particularly in Centres and Neighbourhood Intensification Areas;</p> <p>n. Limit surface parking between the front of a building and the public street or sidewalk;</p> <p>q. Generally locating surface parking, outdoor storage, loading and other service areas at the rear or side of the property and buffering or screening these functions from adjacent properties and the public realm.</p>	<p>m, n, q. The existing site design incorporates a driveway access from Broad Street which is connected to a double car garage located to the rear of the property. The proposed development requires the creation of four parking spaces. The draft site plan has indicated two possible locations for the parking including to the rear of the property. In the scenario where the parking will be located closer to the building, the applicant has intended to provide additional vegetation to buffer the view of the parking. A final site plan, including the location of parking, will be submitted and approved by the Development Officer.</p>
<p>Policy HS-2 Support the development of a wide range of housing types and forms of tenure in Neighbourhood Intensification Areas to redevelop and revitalize these neighbourhoods, in accordance with good land use planning principles.</p>	<p>The proposed redevelopment of the former church rectory will create five new residential rental units within the Medium to High Density Residential Intensification Area.</p>
<p>Policy HS-5 Promote the inclusion of sustainable ('green') design elements in new residential development, where appropriate and where possible.</p>	<p>By undertaking an adaptive reuse of an existing vacant building, it is a form of sustainable development. By maintaining the existing structure, a large portion of the building and the building materials will be reused and will not become waste material.</p>
<p>Policy I-2 In considering amendments to the Zoning Bylaw or the imposition of terms and conditions, in addition to all other criteria set out in the various policies of the Municipal Plan, have regard for the following:</p> <p>a. The proposal is in conformity with the goals, policies and intent of the Municipal Plan and the requirements of all City bylaws;</p> <p>b. The proposal is not premature or inappropriate by reason of:</p> <p>i. Financial inability of the City to absorb costs related to development and ensure efficient delivery of services, as determined through Policy I-7 and I-8;</p>	<p>The proposed development aligns with the terms and conditions established within PlanSJ for considering development proposed through rezoning.</p> <p>a. The proposed development aligns with the intent of the Municipal Plan to establish additional residential development within the Medium to High Density Residential Intensification Area.</p> <p>i. It is anticipated that the proposed development will not create any financial burdens for the City.</p>

<p>ii. The adequacy of central wastewater or water services and storm drainage measures</p> <p>iv. Adequacy of road networks leading to or adjacent to the development;</p> <p>iii. Adequacy or proximity of school, recreation or other community facilities;</p> <p>c. Appropriate controls are placed on any proposed development where necessary to reduce any conflict with adjacent land uses by reason of:</p> <ul style="list-style-type: none"> i. Type of use; ii. Height, bulk or appearance and lot coverage of any proposed building; iii. Traffic generation, vehicular, pedestrian, bicycle or transit access to and from the site; iv. Parking; v. Open storage; vi. Signs; and vii. Any other relevant matter of urban planning. <p>d. The proposed site is suitable in terms of steepness of grade, soil and geological conditions, locations of watercourses, wetlands and susceptibility of flooding as well as any other relevant environmental consideration;</p> <p>f. The proposal meets all necessary public health and safety considerations.</p>	<p>ii and iv. The existing infrastructure include the central wastewater or water services, storm drainage measures and road network in the vicinity will support the proposed development.</p> <p>iii. The proposed development is located within proximity to a variety of community, school and recreation facilities including Rainbow Park and Queen’s Square.</p> <p>c. The proposed residential development is compatible with the surrounding uses in the neighbourhood which includes residential uses. As the redevelopment of the property will include maintaining the structure and the overall site design, the development will continue to align with the existing character and development patterns within the neighbourhood.</p> <p>A Section 59 Condition is being proposed to ensure that any alterations to the existing site are reviewed and approved by the Development Officer. This will ensure that any alterations to the site, such as the placement of the required parking stalls, will meet the standards of the Zoning By-law and will be sensitive to the adjacent properties.</p> <p>d. As the proposed development is an adaptive reuse of an existing building and structure, the intention is for the existing site to be maintained, including the existing landscaping and site development.</p> <p>f. The applicant is permits must be taken out for any work being undertaken during the conversion of the building into a multi-unit residential building, and that all work must be in compliance with the National Building Code of Canada.</p>
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54 Broad Street, Saint John, NB

Parking proposal

Oct 4th, 2021

OPTION A

- Up to 4 spots on west side of Rectory.
- New plant material north of parking.

OPTION B

- Up to 4 spots on south side of existing garage.

