

ST. JOHN'S

Committee of the Whole Agenda

April 14, 2026

3:00 p.m.

4th Floor City Hall

Pages

1. Call to Order
2. Announcements
3. Approval of the Agenda
4. Adoption of the Minutes
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5. Presentations/Delegations
 - 5.1 National Poetry Month - Reading
Mark Callanan / Matthew Hollett
6. Governance and Strategic Priorities - Mayor Danny Breen
7. Finance - Deputy Mayor Ron Ellsworth
8. Engineering, Transportation and Mobility - Councillor Kate Cadigan
9. Inclusion - Councillor Lynn Hammond
10. Sustainability - Councillor Sandy Hickman
11. Development - Councillor Nikita Ryall
12. Community Services - Councillor Jill Bruce
13. Housing - Councillor Brenda Halley
14. Public Works - Councillor Greg Noseworthy
15. Planning - Councillor Tom Davis

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ST. JOHN'S

Minutes of Committee of the Whole - City Council Council Chambers, 4th Floor, City Hall

March 31, 2026, 3:00 p.m.

Present: Mayor Danny Breen
Deputy Mayor Ron Ellsworth
Councillor Kate Cadigan
Councillor Lynn Hammond
Councillor Sandy Hickman
Councillor Nikita Ryall
Councillor Jill Bruce
Councillor Brenda Halley
Councillor Greg Noseworthy
Councillor Tom Davis
Councillor Donnie Earle

Staff: Derek Coffey, City Manager
Jason Sinyard, Deputy City Manager of Planning, Engineering &
Regulatory Services
Lynnann Winsor, Deputy City Manager of Public Works
Cheryl Mullett, City Solicitor
Karen Sherriffs, Deputy City Manager, Community Services
Ken O'Brien, Chief Municipal Planner
Theresa Walsh, City Clerk
Jackie O'Brien, Manager of Corporate Communications
Christine Carter, Legislative Assistant

1. **Call to Order**

Mayor Breen called the meeting to order at 3:00 pm.

2. **Announcements**

3. **Approval of the Agenda**

Recommendation

Moved By Councillor Bruce

Seconded By Councillor Halley

That the agenda be adopted as presented.

For (11): Mayor Breen, Deputy Mayor Ellsworth, Councillor Cadigan, Councillor Hammond, Councillor Hickman, Councillor Ryall, Councillor Bruce, Councillor Halley, Councillor Noseworthy, Councillor Davis, and Councillor Earle

MOTION CARRIED (11 to 0)

4. Adoption of the Minutes

4.1 Adoption of Minutes - March 17, 2026

Recommendation

Moved By Councillor Ryall

Seconded By Councillor Hammond

That the minutes of March 17, 2026, be adopted as presented.

For (11): Mayor Breen, Deputy Mayor Ellsworth, Councillor Cadigan, Councillor Hammond, Councillor Hickman, Councillor Ryall, Councillor Bruce, Councillor Halley, Councillor Noseworthy, Councillor Davis, and Councillor Earle

MOTION CARRIED (11 to 0)

5. Presentations/Delegations

6. Governance and Strategic Priorities - Mayor Danny Breen

6.1 Strategic Plan Report 2025 and Action Plan 2026

The City Manager provided an overview of the 2025 Strategic Plan Report and the Action Plan for 2026. There are four strategic directions - Sustainability, City that Moves, Connected City and Effective City, and 12 goals that direct the annual action planning process. The plan also considers the City's continuous improvement efforts and links to other plans and strategies.

As part of the regular review conducted with each new Council term, staff consulted with Council, senior staff, and other plan owners to determine whether updates to the plan structure and goals were needed. There were no changes recommended.

Improvements have been made to initiatives to improve reporting, including Asset Management and Digital Strategy. These were broken down into more meaningful goals that will increase the ability to report and track these goals.

To date, 47 initiatives were completed, bringing the total number of initiatives completed to 235, which is 76% of the plan's goals.

For 2026, 48 new initiatives have been identified, bringing the total in the plan to 357.

The City Manager advised that full details are contained in the report.

Councillor Bruce thanked Staff for the very detailed report and their work on these initiatives. Two were highlighted, including the retrofit of City-owned buildings and facilities and the automated onboard stop announcement system for Metrobus, which is expected to be installed in the very near future.

Councillor Davis encouraged residents to review the report and highlighted two great initiatives including e-permitting which is to be launched in June and the landfill gas to energy feasibility study that had been completed which showed great promise.

Councillor Halley added that it is great to see the possible reassessments and traffic studies for some roadways in the City and inquired how the resident survey is to be conducted. The City Manager advised that the survey is conducted by telephone, through a third party.

Recommendation

Moved By Deputy Mayor Ellsworth

Seconded By Councillor Earle

That Council approve the 2026 draft action plan and table the report at a regular meeting of Council.

For (11): Mayor Breen, Deputy Mayor Ellsworth, Councillor Cadigan, Councillor Hammond, Councillor Hickman, Councillor Ryall, Councillor Bruce, Councillor Halley, Councillor Noseworthy, Councillor Davis, and Councillor Earle

MOTION CARRIED (11 to 0)

7. **Finance - Deputy Mayor Ron Ellsworth**
8. **Engineering, Transportation and Mobility - Councillor Kate Cadigan**
9. **Inclusion - Councillor Lynn Hammond**
10. **Sustainability - Councillor Sandy Hickman**
11. **Development - Councillor Nikita Ryall**
12. **Community Services - Councillor Jill Bruce**
13. **Housing - Councillor Brenda Halley**
14. **Public Works - Councillor Greg Noseworthy**

14.1 Bulrush Avenue Play Space Proposal

Councillor Earle presented the Decision Note to Council for the Bulrush Avenue Play Space Proposal and thanked his predecessor for the work that had been done to attain this play space for the residents of this area in Ward 5.

The issue of the use of pea gravel as the surface for the play space and whether there should be an accessible walkway incorporated into the plan was raised. The Deputy City Manager of Public Works advised Council that when Council has approved the funding those items would be reviewed during the detailed design stage.

Members of Council voiced their support for this play space, noting the importance of having areas for such spaces for youth, and the cooperation of the developer to provide a larger area for this play space. It was also noted that the funding for this is from the Open Space Reserve.

Councillor Earle was commended for continuing the work on this initiative making it a reality for the residents Diamond Marsh in Ward 5.

Recommendation

Moved By Councillor Earle

Seconded By Councillor Hickman

That Council consider approval of approximately \$300,000 for the supply and installation of the play space equipment at #21 Bulrush Avenue from resources within the Open Space Reserve.

For (11): Mayor Breen, Deputy Mayor Ellsworth, Councillor Cadigan, Councillor Hammond, Councillor Hickman, Councillor Ryall, Councillor Bruce, Councillor Halley, Councillor Noseworthy, Councillor Davis, and Councillor Earle

MOTION CARRIED (11 to 0)

14.2 Commemorative Program Fee Adjustment

Councillor Noseworthy provided an overview of the Commemorative Program and the current fees. The program allows residents to honour loved ones, celebrate special occasions, and support the City's natural environment through the donation of a tree or the installation of a bench in a public park.

The current fee for a commemorative tree is set at \$350, which covers the cost of nursery stock and program administration. Fees for community and commemorative benches are set at \$1,600 and \$5,000, respectively, reflecting the model selected.

A review of best practices from comparable and larger municipalities has determined that the current fees for commemorative trees and benches no longer reflect the full cost of materials, installation, and ongoing maintenance.

Adjusting the fees ensures the program remains sustainable, affordable, and meaningful for the community.

Recommendation**Moved By** Councillor Noseworthy**Seconded By** Councillor Bruce

That Council increase the fees for the Commemorative program as follows:

- Trees increase from \$350 to \$800
- Community benches increase from \$1,600 to \$2,000.

For (11): Mayor Breen, Deputy Mayor Ellsworth, Councillor Cadigan, Councillor Hammond, Councillor Hickman, Councillor Ryall, Councillor Bruce, Councillor Halley, Councillor Noseworthy, Councillor Davis, and Councillor Earle

MOTION CARRIED (11 to 0)

15. Planning - Councillor Tom Davis

15.1 59 Duckworth Street – St. John’s Heritage By-Law – Amendment Requests

Councillor Davis reviewed the Decision Note regarding a request for Council to consider an amendment to the St. John's Heritage By-Law, Schedule D-Heritage Design Standards, to allow a proposed exterior alteration to 59 Duckworth Street.

The applicant submitted a request to amend the Heritage By-Law to enable further exterior changes to 59 Duckworth Street. The change requested is to the dormer section of the Heritage Design Standards to allow a vertical extension of the bay window on the rear wall. Extending the bay window up another storey would require the removal of an original hooded dormer window (a small window with a rounded top). For a designated Heritage Building like this, the Heritage Design Standards require the original dormer shape, size, and proportion to be maintained, even on a rear wall that does not face a street, and there is no discretion for Council or staff.

The Built Heritage Experts Panel recommends that Council maintain the Heritage Design Standards and reject the amendment request.

Heritage NL were consulted on the request to remove the dormer window. Heritage NL holds an easement covenant agreement on the property, which restricts the removal of features without their written approval. Their letter on this request states that the “restoration of the dormer windows at the rear and ensuring retention/repair of their original trims and detailing, are conditions of the property’s revitalization grant as approved by [the Heritage NL] Board, June 2025, and referenced in the active grant contract signed by the current property owner.” Heritage NL has stated that the dormer windows on the rear of the building are important to its architectural character and are to remain. This means that if Council

wishes to amend the Heritage By-Law, then the requested change to 59 Duckworth Street will not be supported by Heritage NL.

Members of Council discussed the requested amendment, including the effects on the property owner if the amendment is not approved; whether a deck can be installed without the change to the dormer window, and the importance of, and need, to adhere to the City's Heritage Design Standards.

The advice of the Built Heritage Experts Panel and the restrictions on the property as communicated by Heritage NL were also reiterated.

Recommendation

Moved By Councillor Davis

Seconded By Deputy Mayor Ellsworth

That Council reject the request to amend the St. John's Heritage By-Law, Schedule D – Heritage Design Standards to allow the removal of an original dormer window at 59 Duckworth Street.

For (9): Mayor Breen, Deputy Mayor Ellsworth, Councillor Cadigan, Councillor Hammond, Councillor Ryall, Councillor Bruce, Councillor Halley, Councillor Noseworthy, and Councillor Earle

Against (2): Councillor Hickman, and Councillor Davis

MOTION CARRIED (9 to 2)

16. Audit - Councillor Donnie Earle

17. Other Business

18. Adjournment

There being no further business the meeting adjourned at 3:30 pm.

Mayor

Decision Note

Title: 157-163 Water Street – DEM2600006 – Demolition Application

Date Prepared: April 6, 2026

Report To: Committee of the Whole

Councillor and Role: Councillor Tom Davis, Heritage

Ward: Ward 2

Decision/Direction Required:

To consider designating 157-163 Water Street to prevent demolition.

Discussion – Background and Current Status:

On March 13, 2026, the City received an application to demolish two buildings located at 157-163 Water Street from Howard Properties/AJNJ Holdings Ltd. These buildings are zoned Commercial Downtown Mixed (CDM), are in Heritage Area 2 and are not designated Heritage Buildings. Under section 355 of the City of St. John's Act, the City may withhold a demolition permit for not more than 90 days to seek designation. If the properties are not designated within that time, then the demolition permit may be issued. The 90-day timeline starts on the date the application is received by the City; in this case, March 13, 2026. These buildings may be designated by the City if they meet the minimum rating on our Heritage Building Designation Criteria Form.

Based on insurance maps, it appears that the building at 161-163 Water Street was built the year after the Great Fire of 1892, and 157-159 Water Street was under construction in 1914. The main level saw a variety of commercial tenants over the years; a noteworthy one was Martin Royal Stores Hardware Co. which is visible in the attached historical photo. An important feature to highlight is the outdoor passageway that connects Water Street and Harbour Drive and is situated between the two buildings at street level.

According to the structural condition assessment report submitted by the applicant, the exterior wall of 157-159 Water is built of brick and mortar up to the third floor and of concrete on the fourth (top) floor. The report states that the brick walls are in poor condition. The exterior wall of 161-163 Water is made of poured concrete and in fair condition. The report reviews the structural integrity of the two buildings and is attached for Council's review.

If heritage designation is considered, then a statement of significance would be prepared, outlining the historical importance and character-defining features of the buildings, and the City's Legal Department would prepare a heritage designation by-law for Council's approval. If Council designates the buildings within 90 days, the demolition application would be refused.

The City's Built Heritage Experts Panel (BHEP) discussed the demolition application at its March 25, 2026 meeting. The applicants attended and presented their request to demolish. After discussion, the BHEP recommend that Council not designate the buildings at 157-163 Water Street, provided that character-defining features of the buildings are identified, documented and recommended to incorporate into future development plans.

The character-defining features were primarily on the front façade along Water Street. They are on the second and third storeys, including arched windows and detailed window trims. It was noted that the top storey is not original and the first storey has been substantially altered over the years. The ground-level entrance was originally recessed, which is a feature that would be required for both properties at the time of redevelopment. Another important feature discussed was the passageway that connects Water Street to the rear of the property along Harbour Drive. Maintaining or reinstating this historical passageway is a critical design feature that would be required at the time of redevelopment. While the buildings did meet the minimum criteria for designation, staff agree with the Heritage Panel's recommendation to not designate the buildings but instead require the exterior form of the buildings to be documented, and character-defining features noted in detail, prior to demolition, if Council does not designate.

Key Considerations/Implications:

1. Budget/Financial Implications: Not applicable.
2. Partners or Interested Parties: Property owners; heritage advocates; neighbouring property owners and businesses.
3. Is this a New Plan, Master Plan, Strategy, Report, or Framework: No
4. Alignment with Strategic Directions:

A Sustainable City: Plan for land use and preserve and enhance the natural and built environment where we live.

A Sustainable City: Facilitate and create the conditions that drive the economy by being business and industry friendly; and being a location of choice for residents, businesses and visitors.
5. Alignment with Adopted Plans: City of St. John's Act, 1990, as amended.
6. Accessibility and Inclusion: Not applicable at this time.

7. Legal or Policy Implications: Should Council decide to designate the properties, the Legal Department will prepare a heritage designation by-law for 157-163 Water Street for Council's consideration.
8. Privacy Implications: Not applicable.
9. Engagement and Communications Considerations: Should the designation process proceed, a notice of motion at a regular Council meeting is required prior to Council designating the buildings.
10. Human Resource Implications: Not applicable.
11. Procurement Implications: Not applicable.
12. Information Technology Implications: Not applicable.
13. Information Management Implications: Not applicable.
14. Other Implications: Not applicable.

Recommendation:

That Council not designate the buildings located at 157-163 Water Street.

Further, that the exterior form of the buildings at 157-163 Water Street, including character-defining elements, be documented prior to a demolition permit being issued.

Prepared by: Lindsay Church, MCIP, Planner III – Urban Design and Heritage
Approved by: Ken O'Brien, MCIP, Chief Municipal Planner

Report Approval Details

Document Title:	157-163 Water Street - DEM2600006 - Demolition Application.docx
Attachments:	- 157-163 Water Street - Location Map.pdf - Historical Photo-Martin-Royal Harware and Butler-Withers.jpg - 157-163 Water Street Demolition Permit Submission-March-13-2026.pdf - Front_Rear_Photos.pdf - Post-Meeting Report - Built Heritage Experts Panel_Mar25_2026-English - Final.docx
Final Approval Date:	Apr 8, 2026

This report and all of its attachments were approved and signed as outlined below:

Ken O'Brien - Apr 8, 2026 - 2:17 PM

Jason Sinyard - Apr 8, 2026 - 3:24 PM

157-163 Water Street Property Location Map





March 13, 2026

City Of St. John's
P.O. Box 908
St. John, NL
A1C 5M2

Mr. Ronnie Sinyard,

Re: 157-163 Water Street – Rear Exterior Wall Condition
City File # CMP2600319

I am writing in response to your letter dated March 03, 2026 regarding the exterior wall condition at 157-163 Water Street. We agree that the rear exterior façade is badly deteriorating and will continue to get worse. We also agree that action must be taken to mitigate the problem and provide a level of public safety. The building is in poor condition.

Attached you will find an application for a Building Demolition Permit. Several other supporting documents are attached including a site plan showing immediate proposed action, site survey, photos of the subject property, photos from the roof remediation in December 2025, reference to your March 3rd correspondence and a structural condition assessment dated November 2024.

Repairs to the building would be futile. The existing superstructure is failing while masonry and concrete wall assemblies, crumble. The roof was damaged in a windstorm in December 2025.

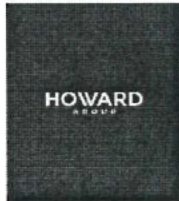
We are proposing to create a temporary hoarding fence, 3 meters from the back of the building and a covered passageway at the breezeway connection to Water Street. This will create a barrier and pedestrian protection should debris fall from the facade. We propose building demolition is the best path forward.

For your review and consideration.

All the best,



Glen Rose
PROJECT AND FACILITIES MANAGER



The Howard Group
515 Kenmount Road, St. John's NL A1B 4G1
T 709.752.3356 F 709.726.1791
capitalautogroup.ca | howardproperties.ca



HOWARD
PROPERTIES

ST. JOHN'S	PERS – Application for Building Permit	Planning, Engineering & Regulatory Services
Application for Building Permit		

Internal Use Only **SECTION 1**

Application Number _____ Property Class _____ Structural Type _____
 Application Set Up Information _____

Project Information **SECTION 2**

Civic Address 157-163 Water Street Lot # _____
 Business Name N/A Project Value Estimate (\$) 250K
 (if applicable)

Purpose of Application **SECTION 3**

New Construction Extension/Addition Renovation/Alteration
 Demolition Change of Occupancy Repair

Each new construction project requires the submission of a separate application form

Application Type **SECTION 4**

Dwelling Apartment/Secondary Suite Commercial Building
 Patio/Deck Fence Accessory Building
 Pool/Hot Tub Site Work/Driveway Sign
 Wood Stove/Fireplace Home Office Other (describe below)

Detailed Description of Proposed work:

Complete demolition of existing building. Demolition contractor to provide detailed demolition plan. Attached are the site plan and existing photos along with a structural engineering overview. The building superstructure, roof, and full envelope are badly deteriorated. The City of St. John's have also been receiving complaints about falling debris. see attached letter from Building Inspector

Owner Contact Information	SECTION 5
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Name Howard Properties / AJNJ Holdings Ltd (Jon Howard)

Address P.O Box 13638 Stn A St. John's, NL Postal Code A1B 4G1

Phone (Home) _____ (Work) [REDACTED] (Cell) _____

Email Address [REDACTED]

Note: Name of property owner must match that listed on the City of St. John's Assessment Roll

Applicant Contact Information (if different from owner)	SECTION 6
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Name Glen Rose - Project and Facilities Manager, Howard Properties

Address _____ Postal Code _____

Phone (Home) _____ (Work) _____ (Cell) [REDACTED]

Email Address [REDACTED]

Contractor/Consultant Contact Information (Optional)	SECTION 7
--	------------------

Name _____

Address _____ Postal Code _____

Phone (Home) _____ (Work) _____ (Cell) _____

Email Address _____

Housing Accelerator Fund (HAF)	SECTION 8
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Multi-Purpose Built Rentals Incentives:

- The City of St. John's entered a Housing Accelerator Fund (HAF) Agreement with the commitment to provide incentives to encourage the development of, or conversion to, Multi-Unit Purpose Built Rentals housing projects (PBR). PBR projects are defined as: "Attached multi-unit housing of at least four (4) private dwelling units (with private kitchen, bathroom, and living area[s] for each dwelling unit) built specifically for long-term rental tenure." This will apply to redevelopment projects.
- Eligible applicants/projects include approved projects between August 01, 2024, and December 31, 2026, with at least 75% of the dwelling units designated for long-term residential rental accommodation. This incentive will allow for the exemption of permit fees that include: Building Permit, Plumbing Permit, Electrical Permit, and Development Application and Development Permit Fees. ***Development Agreement and Appeal Fees are not subject to exemption. Eligible fee exemptions apply only to projects approved. Approved projects must be completed with an occupancy permit issued by December 31, 2027, failing which any exempted fees will become immediately payable by the applicant.

Housing Accelerator Fund (HAF) continued	SECTION 8
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- Applicants are advised that applications will be assessed on a first come first serve basis until December 31, 2026, or until funds have been exhausted, whichever occurs first.

I would like to apply for the Multi-Purpose Built Rental for my Approved Building Project.

Applicant Signature of Agreement	SECTION 9
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I hereby submit this application and confirm that the information supplied is, to the best of my knowledge, correct. I agree to comply with all City Regulations & By-Laws, agree to develop in accordance with the plans approved by the City of St. John's and not to commence development without applicable written approval and permits from the City of St. John's. In addition, I acknowledge that I have reviewed this application and agree to provide any additional information requested and to pay all applicable fees as noted on the City's fee schedule (www.stjohns.ca). To view these fees, please click on the link below that pertains to your application:

Inspection Services Fees and Rates

Note: Where the applicant and property owner are not the same, the signature of the property owner is required before the application can be accepted for processing.

Applicant Signature		Date (yyyy-mm-dd)	<u>2026-03-13</u>
Property Owner Signature		Date (yyyy-mm-dd)	<u>2026-03-13</u>
Staff Signature		Date (yyyy-mm-dd)	_____

Privacy Notice	SECTION 10
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Collection of Personal information via this form is authorized under the Access to Information and Protection of Privacy Act, 2015 and is needed to process your Permit Application. Questions about the collection and use of the information may be directed to the Manager of the Regulatory Services Division, by email: building@stjohns.ca or by phone 709-576-8565.

Please send completed form to:	Inspection Services 3 rd floor Annex 10 New Gower Street P.O. Box 908 St. John's, NL A1C 5M2	For further information: Phone: 709-576-8565 Fax: 709-576-8160 Email: permits@stjohns.ca
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March 3, 2025

AJNJ Holdings Inc.
PO Box 13638 Station A
St. John's NL A1B 4G1

Dear Business Owner:

RECEIVED

MAR 04 2026

RE: **157-163 Water Street – Rear Exterior Wall Condition**
Our File #CMP2600319

An inspection was carried out by the Division of Regulatory Services at the above captioned property on **February 26, 2026** as a result of a complaint being received. This inspection revealed the following deficiencies and/or items requiring corrective action:

1. The exterior façade at the rear of the building is in need of repair and in violation of **Sections 13(c) and 14(a) of the Commercial Maintenance By-Law of the City of St. John's**. All exterior walls are required to be free of any loose objects or materials and be maintained to prevent deterioration due to weather.

You are hereby advised to have **item 1 completed by July 1, 2026**

Failure to comply obligates this Department to take further action (i.e., the City correcting the deficiencies, issuing **tickets per violation** and/or referring the matter for legal action). If deficiencies are corrected by the City, the cost of such work will form a lien against your property until paid (**Section 392(6) or 397(6) of the City of St. John's Act**). If convicted, the maximum fine per deficiency is \$5,000.00. Unpaid tickets are **\$100.00 each** and will form a lien against your property.

Pursuant to Section 398 of the City of St. John's Act, you may appeal this notice to the St. John's Local Board of Appeal. An appeal must be filed with the Office of the City Clerk within fourteen (14) days of the date of this notice. Please note there is a \$115.00 fee (HST included) to file an appeal. This fee is refundable only if an appeal is successful.

ST. JOHN'S

Rev. November 1, 2019

We wish to work with you to resolve this matter. Please contact the undersigned if you require any additional information. Thank you for your cooperation.

Sincerely,



Ronnie Sinyard
Senior Building Inspector
(709) 576-8297
rsinyard@stjohns.ca

RWS/lir

Certified Mail – LP 740 645 635 CA



Structural Condition Assessment

157-163 Water Street, St. John's, NL

Issue date: 27-Nov-2024

Inspection date: 25-Nov-2024

Client: AJNJ Holdings

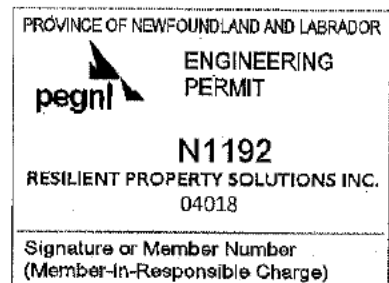


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Attachments

Photo Log

1. Objective

The purpose of the Structural Condition Assessment is to observe and report, to the extent feasible, on the structural condition of the building. The report identifies physical deficiencies and structural concerns that would need to be addressed during a full renovation or reconstruction. This report excludes an assessment of the mechanical, electrical, and fire protection systems in the building.

1.1. Definitions

In this document, except where otherwise qualified, the following terms will be defined as follows:

1. Architect, designation reserved by law for a person professionally qualified, examined, and registered by the appropriate governmental board having jurisdiction, to perform architectural services.
2. Engineer, designation reserved by law for a person professionally qualified, examined, and licensed by the appropriate governmental board having jurisdiction, to perform engineering services.
3. "Owner" means the person or company who owns and manages the property (AJNJ Holdings Ltd.).
4. "Contractor" means the company with whom the owner has (or will) entered into a contractual agreement for execution of the Scope of Work for repairs or renovations.
5. "Consultant" means the engineer of record responsible for the detailed design of the work.
6. "PCA" means property condition assessment.
7. Building systems, interacting or independent components or assemblies, which form single integrated units that comprise a building and its site work, such as pavement and flatwork, structural frame, roofing, exterior walls, plumbing, HVAC, electrical, etc.
8. Baseline, the minimum level of observations, due diligence, inquiry/research, documentation review, and preparation of opinions of costs to remedy material physical deficiencies for conducting a PCA as described in this guide.
9. Expected useful life (EUL), the average amount of time in years that an item, component or system is estimated to function without material repair when installed new and assuming routine maintenance is practiced.
10. Field observer, the individual that conducts the walk-through survey.

11. N.B.C.C. means the National Building Code of Canada latest edition.
12. Observation, means the visual survey of items, systems, conditions, or components that are readily accessible and easily visible during a walk-through survey of the subject property.
13. Physical condition, means the physical state of a property, system, component or piece of equipment. Within the context of the assessment, the consultant may offer opinions on the physical condition of the property or systems, components and equipment observed. Such opinions commonly employ terms such as good, fair and poor; though additional terms such as excellent, satisfactory and unsatisfactory may also be used.
14. Good condition, means in working condition and does not require immediate or short-term repairs above an agreed threshold.
15. Fair condition, means in working condition, but may require immediate or short-term repairs above an agreed threshold.
16. Poor condition, means not in working condition or requires immediate or short-term repairs substantially above an agreed threshold.
17. Remaining useful life (RUL), a subjective estimate based upon observations, or average estimates of similar items, components, or systems, or a combination thereof, of the number of remaining years that an item, component, or system is estimated to be able to function in accordance with its intended purpose before warranting replacement. Such period of time is affected by the initial quality of an item, component, or system, the quality of the initial installation, the quality and amount of preventive maintenance exercised, climatic conditions, extent of use, etc.
18. Technically exhaustive, describes the use of measurements, instruments, testing, calculations, exploratory probing or discovery, or other means to discover, or a combination thereof, or troubleshoot physical deficiencies or develop architectural or engineering findings, conclusions, and recommendations, or combination thereof.
19. Walk-through survey, means conducted during the field observer's site visit of the subject property, that consists of nonintrusive visual observations, a survey of readily accessible, easily visible components and systems of the subject property. This survey is described fully in Section 8. Concealed physical deficiencies are excluded. It is the intent of this guide that such a survey should not be considered technically exhaustive. It excludes the operation of equipment by the field observer and is to be conducted without the aid of special protective clothing, exploratory probing, removal or relocation of materials, or testing. It is literally the field observer's visual observations while walking through the subject property.

2. Executive Summary

This building was purchased by AJNJ Holdings Ltd. in 2023 as part of insolvency sale for Pier 8 Properties Development Group. The property is zoned Commercial Downtown Mixed which has a maximum building height of 18m. The Owner has recently completed an interior demolition which has exposed the demising walls and building structure above the basement level. The building was originally constructed as two separate buildings with a brick demising wall acting as the load bearing fire separation. The building structure is a combination of brick and concrete exterior walls with interior steel columns and w-beams. The floor and roof structures are timber joists with tongue and groove boards. The foundation walls are a combination of poured concrete and stone. There was an extension constructed on the back of the building sometime after the original construction which is in very poor condition. The floor structure of this portion of the building is unsafe for occupancy. There appears to have been a change in the front façade of the building sometime after the original building construction. The first floor of building 157 appears to be built-out and infilled with a wood exterior structure.

The general structural condition of the building is poor. There is evidence of significant fire damage on the top floor and roof structure which has not been fully repaired. Most of the floors are structurally sound but there are sections throughout with water damage and deterioration which are unsafe for inspection. Although the floor structure is adequate for general inspection, it would not meet the loading requirements as specified in the N.B.C.C. for office or assembly occupancy. There are several large openings cut in the brick loadbearing walls which are not properly supported and are displaying signs of structural failure. The stair and elevator shafts in the building have reached the end of their useful life.

Due to the age and condition of this building and the structural components that were used at the time of the original construction, it will be difficult to certify this structure to resist the current occupancy and environmental loadings specified in the latest edition of the N.B.C.C. Significant structural upgrades will be required including a new roof structure, upgraded floor structure, wall reinforcement, new lintels, and some new foundations. It would most likely be more economically feasible to demolish this structure and replace it with a new, higher quality, structure that would have a lifespan of 75-100 years.

3. Inspection and Assessment Procedure

3.1. Property Walk-through Survey

Technical assessments are based on visual inspections and non-invasive techniques conducted during the walk-through survey. Most areas of the building were accessible for visual inspection at the time of the walk-through; however, no investigation could be performed on the building footings.

During the site surveys of November 25, 2025, I observed property components, systems, and elements that were easily visible and readily accessible for the purposes of describing, providing an opinion on their apparent physical condition, and identifying significant physical deficiencies. This evaluation did not include preparing detailed calculations, removing materials, operating equipment, or conducting any exploratory probing or testing. This was a nonintrusive visual survey. However, a reasonable attempt at discovery was made. A philosophy of reasonableness prevailed.

Survey procedures consisted of:

- a. Walk-around visual survey. All common and service rooms were inspected and all spaces in the building were reviewed; this included all floors, ceilings, walls, and the basement.
- b. A visual inspection of the exterior of the building from the ground level, which included the walls, and the general exterior features, cladding, doors and windows.

3.2. Client Provided Information

The walk-through survey was accompanied by the client representative, Glen Rose. The client provided verbal information about the general state of the building, current leaks, fire damage, and potential future long-term plans for the property.

3.3. Credentials

The walk-through survey and subsequent report were conducted by: Grant Horwood, P.Eng.

3.4. Limitations of this Report

The walk-through survey is a visual, non-destructive inspection only. Notwithstanding any language contained in this report to the contrary, the conditions observed, conclusions drawn, and recommendations made are limited by the accuracy and completeness of the information supplied and the limits imposed by non-destructive investigation.

Unless otherwise indicated, all reviews were of a visual nature only and based on an assessment of the available information. We cannot assume responsibility for:

1. Information that was not provided by the owner
2. The accuracy of information in reports/plans that were provided
3. Items concealed within wall and roof assemblies and therefore not directly visible based on the building surfaces
4. Roof surface
5. Items in areas that could not be or were not accessed

Please note that I did not carry out detailed structural calculations as part of the review. Also, note that the mandate for the review did not include reviews for mould and/or other environmental contaminants however some mold was present in the building at the time of the inspection.

3.4.1. Disclaimer of Liability

No liability shall be accepted because of failure of the report to notify any problems in any area(s) or section(s) of the subject property physically inaccessible for inspection or to which access for inspection is denied by or to the inspector (including but not limited to any area(s) or section(s) so specified by the report).

3.4.2. Disclaimer of Liability to Third Parties

This report is made solely for the use and benefit of the client named on the front of this report. No liability or responsibility whatsoever, in contract or tort, is accepted to any third party who may rely on the report wholly or in part. Any third party acting or relying on this report, in whole or in part, does so at their own risk.

3.4.3. Hazard Materials

A hazardous materials inspection was not completed however one would be recommended if the this building were to be demolished.

4. Property Condition Assessment

4.1. General Physical Condition

The general property consists to two 4 story buildings which are adjoined to adjacent properties on either side. The building setback is 0m from the sidewalk which is compliant with the City regulations for Commercial Downtown Mixed zone. The exterior walls of the building are in fair to poor condition. Significant architectural and structural repairs would be required to the building envelop for protection against water infiltration and thermal protection. There is significant fire damage to the steel roof structure which would need to

be removed and replaced prior to proceeding with any other renovations. The condition of the front façade is relatively good however the structure would need to be analyzed for the current N.B.C.C. specified wind loadings and if the floors were removed, temporary bracing would be required. The rear exterior wall is poured concrete and in fair condition however there are areas of localized deterioration. More testing is recommended on this concrete wall to confirm the concrete strength. A complete renovation of this building would cost significantly more than the value of the current structure which would require the building to meet all the requirements of the latest edition of the N.B.C.C. The existing floor structure would likely need to be reinforced and the stair shafts would need to be replaced. The exterior load bearing brick walls may need to be reinforced with a secondary structure to withstand the current wind loads. The small addition on the rear of the building is in very poor condition and should be removed and/or replaced. The building roof is leaking and there is some water infiltration around the wall openings which has lead to further deterioration of portions of the structure.

4.2. Roof System

4.2.1. Flat Roof

The main flat roof is significantly deteriorated and has reached the end of its useful life.

4.3. Exterior Envelope

4.3.1. Exterior walls

The building's exterior above ground walls are a combination of poured concrete and brick-and-mortar. There is no insulation or weather barrier installed on the building envelope. The exterior walls of building 161-163 are poured concrete and in fair condition. The exterior walls of building 157-159 are brick and mortar up to level 3 and poured concrete on level 4. The brick-and-mortar walls are in poor condition. The window openings on level 2 and higher are large compared to the overall wall area. This configuration does significantly affect the structural integrity of the building to resist wind loads in the brick walls. If this building were demolished, the concrete wall between 163 and 167 could be left in place to protect the adjacent building. The northeast facing wall is brick-and-mortar and is the common wall with 155 Water Street. If the building were demolished, the Owner should consider constructing a new wall against this existing brick and mortar structure to support the new floor and roof structures. The southeast facing wall (back) does have some stress cracks and is exposed to the largest wind load. If the floors were removed during reconstruction or demolition, this wall will need to be laterally supported. The exterior back façade is also displaying signs of localized deterioration. If this wall were to remain in place, core samples should be tested for concrete strength prior to any structural design.

4.4. Windows

4.4.1. Windows

The majority of the windows in the building are in poor condition and have reached the end of their useful life. Most of the window blocking are displaying deterioration and water staining.

4.5. Interior

4.5.1. Walls

The interior partition walls of this building are mostly wood studs and drywall or wallboard. Most of the partition walls were removed and any remaining walls have reached the end of their useful life. These walls are either displaying signs of water damage and deterioration or are already partially demolished.

4.5.2. Ceilings

All ceilings in the building have been removed to expose the floor and roof structure.

4.5.3. Stairs

All existing wood stairs are in poor condition and have reached the end of their useful life.

4.6. Insulation and Vapour Barrier

This building does not have any insulation and vapour barrier.

4.7. Structural

4.7.1. Foundation

The foundation of 163 Water Street is in relatively good condition. The northeast stone rubble foundation wall of 157 Water Street appears to be in relatively good condition however this type of wall is difficult to certify for new structural loadings. Further intrusive investigation would need to be conducted if any new structural loadings were applied to this wall. It is recommended that the owner consider constructing a new structural foundation against this wall to support any new floor and roof loadings.

The foundations supporting the steel columns are not exposed for inspection and cannot be evaluated for future loading unless the slab was removed.

4.7.2. Walls

All of the internal brick and mortar load bearing walls have large openings cut throughout which were not properly reinforced with headers. These openings are displaying structural

cracks and will need to be repaired and properly supported if this building is renovated. The old elevator shaft is constructed of timber walls. This shaft has reached the end of its useful life.

4.7.3. Floors

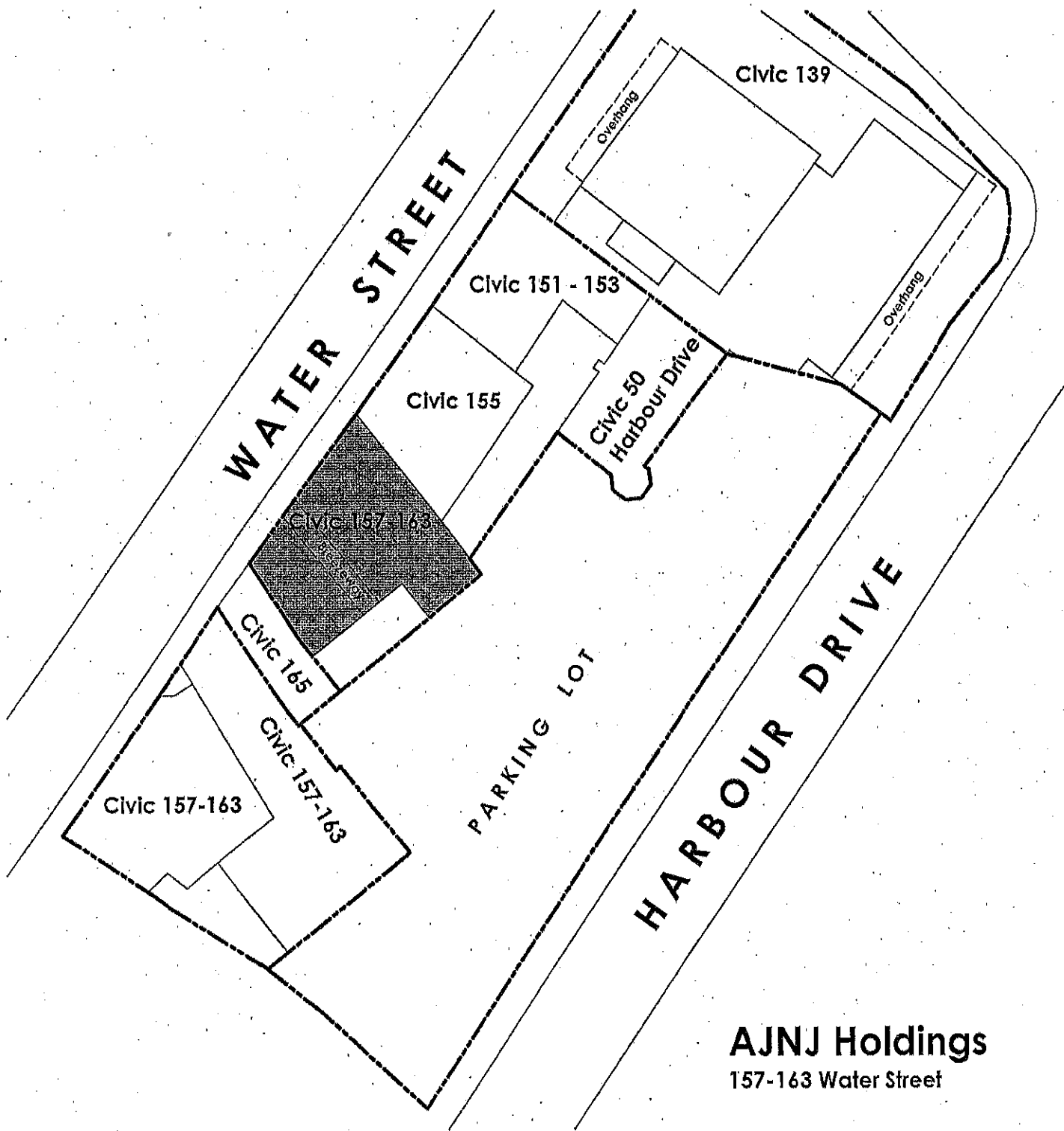
The floor structure throughout consists of timber joists supported on steel w-beams and round steel columns. The steel columns appear to be concrete filled but no destructive testing was conducted. The steel structure is not fire protected. The majority of the floor structure throughout is in fair condition with the exception of some localized water damaged areas. The floor spans are relatively large which is common for a building of this age which will limit the occupancy loadings of this structure. If this building is intended to be brought up to current standards for assembly or office occupancies, the floor structure will need to be reinforced with additional support beams.

4.7.4. Roof

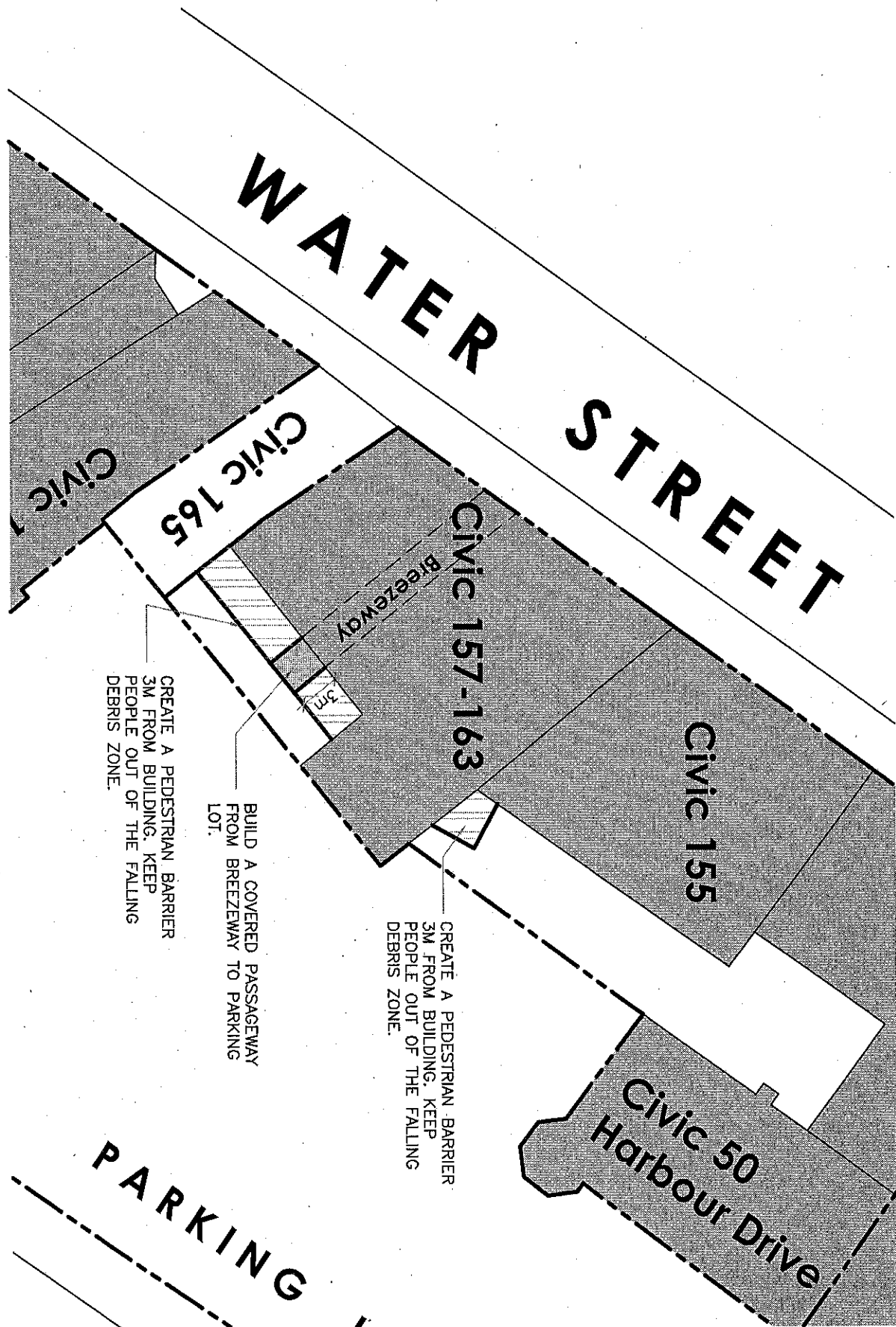
The main flat roof structure is in very poor condition and will not meet the current environmental loads for St. John's, NL. The steel beams supporting the roof appear to be warped from fire exposure. This roof and structure will need to be completely replaced before this building can be occupied. This structure will need to be completely engineered including the support system to the bearing walls and columns and columns.

5. Conclusion

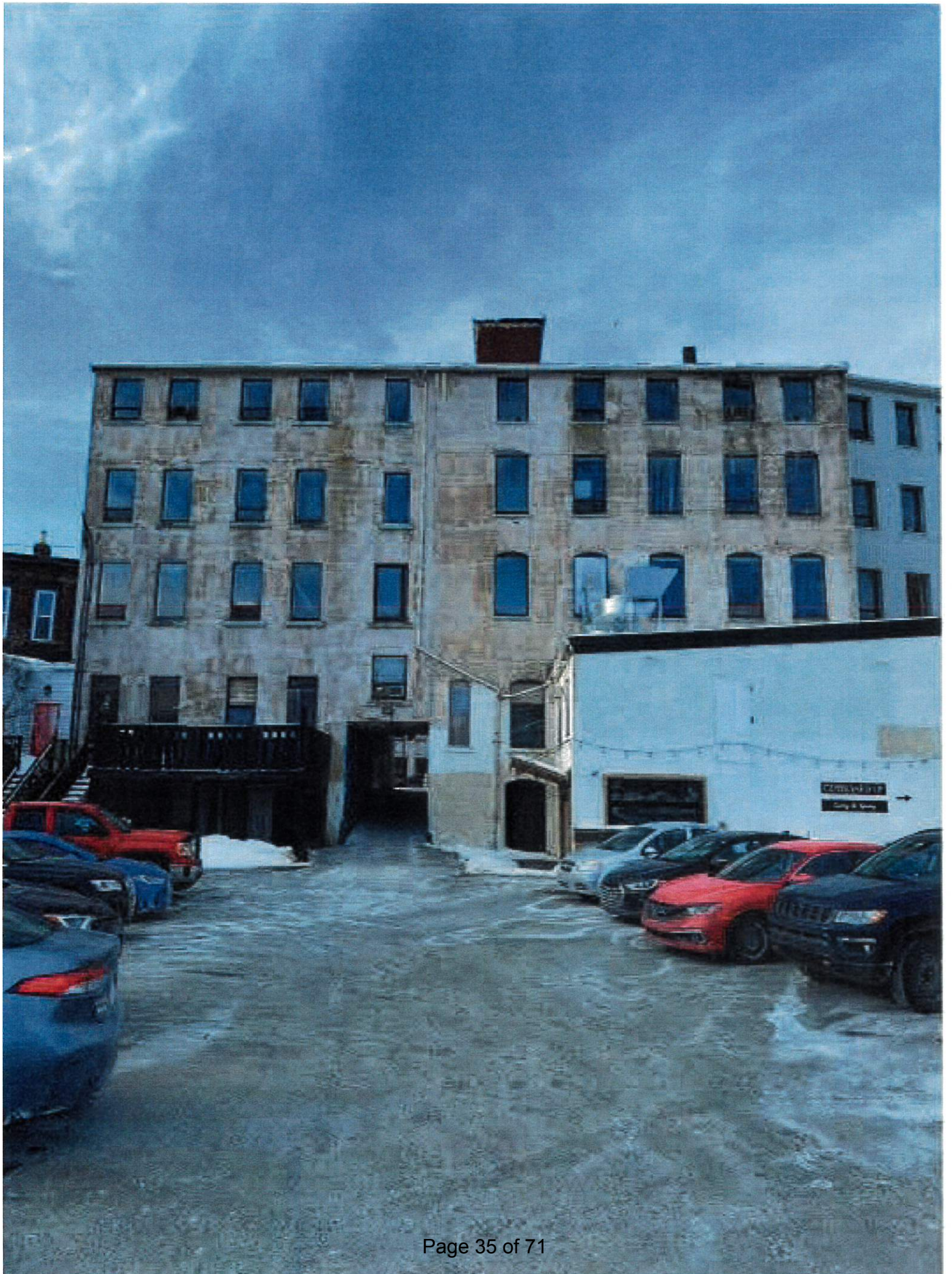
The general structural condition of the building is poor. It is evident that this building was exposed to a fire sometime in the past and was not properly repaired. The exterior envelope of the building has reached the end of its useful life and has been this way for an extended period of time which has led to further environmental damage and deterioration. Due to the amount of current deterioration of the existing components in this building, achieving an acceptable air quality for occupancy may be difficult and should be considered for the refurbishment option. Restoring this building to an acceptable condition would require a significant engineering and construction effort. In my opinion, there are no structural components that are worth restoring except for the common walls between 165 and 155 Water Street. Consideration should be given to demolishing this structure and reconstructing a new building that would be compliant with the latest energy and environmental standards.

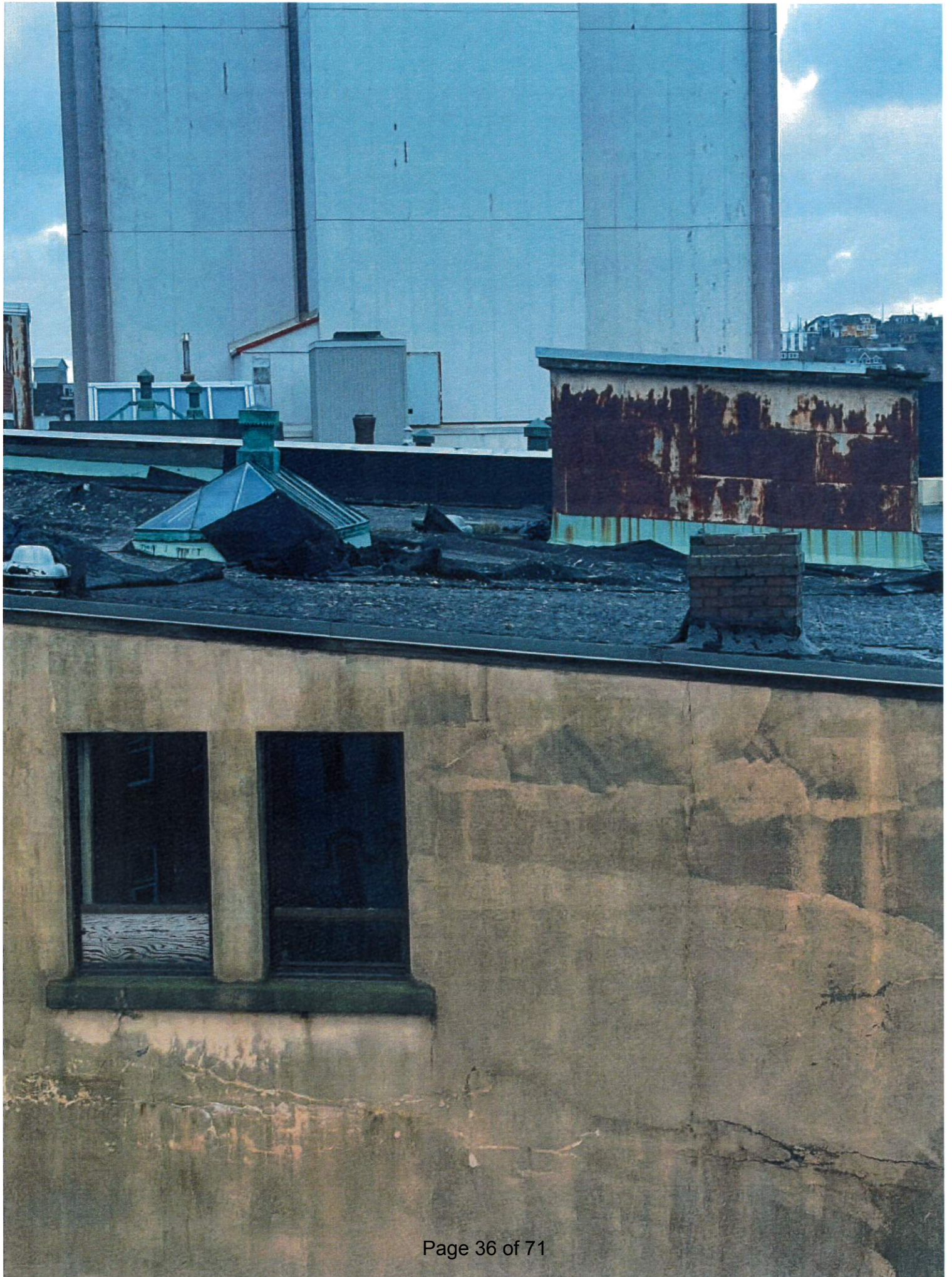


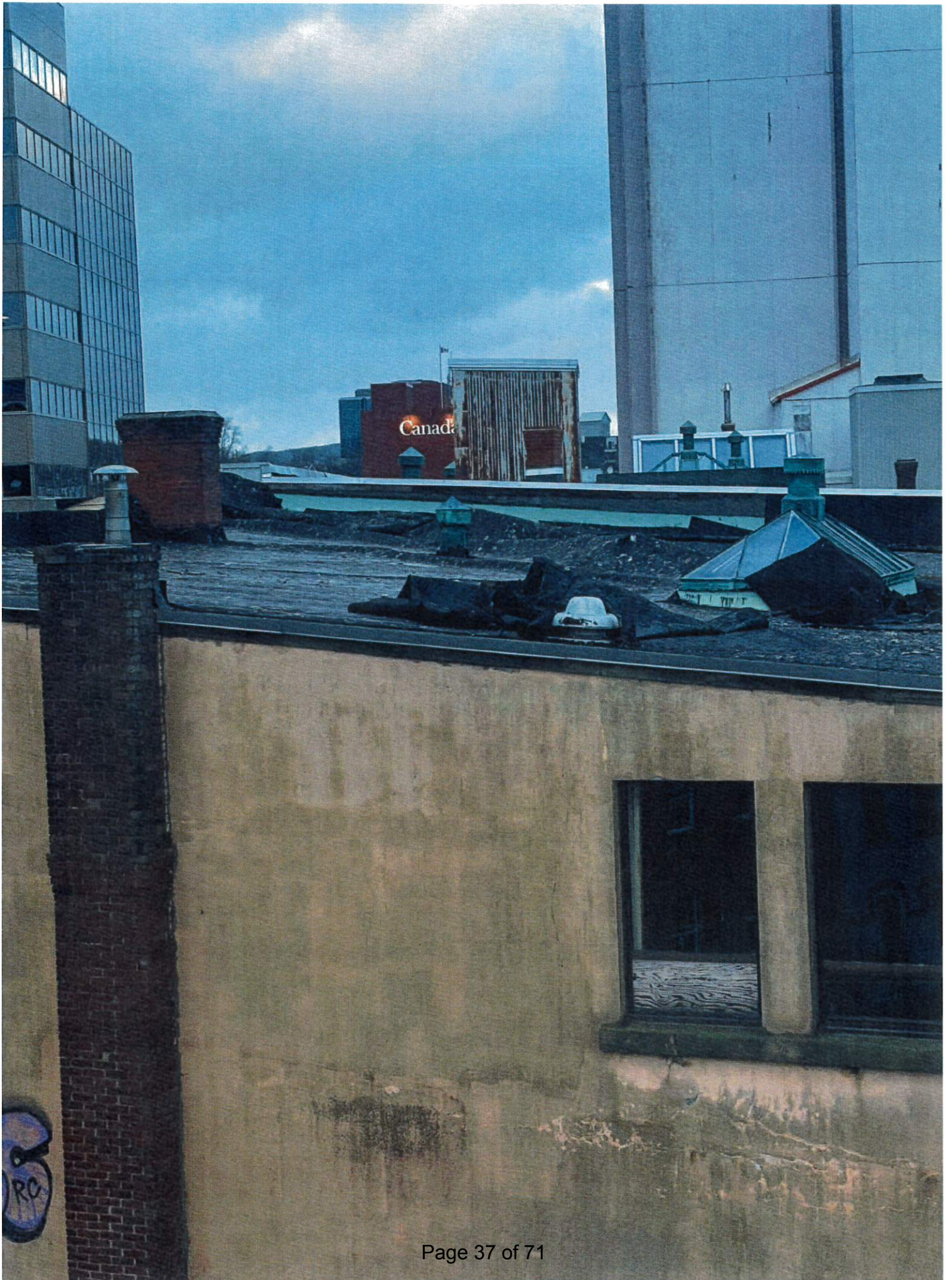
AJNJ Holdings
157-163 Water Street

















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ST. JOHN'S

Report of Built Heritage Experts Panel

March 25, 2026

2:00 p.m.

Virtual

Present: Megan Webb, Chair, Historian/Archival Expert
Tyler Stapleton, Other
William Simms, Other
Brian Marler, Contractor
Anika Bursey, Planner
Aaron Terry, Other

Regrets: Matt C. Reynolds, Architect

Staff: Lindsay Church, Planner III - Urban Design and Heritage
Jennifer Squires, Legislative Assistant

Others: Randy Carew, Manager of Regulatory Services
Glen Rose, Howard Properties/AJNJ Holdings Ltd.
Matt Kelland, Howard Properties/AJNJ Holdings Ltd.

1. 157-163 Water Street – Demolition Application

Staff provided the Built Heritage Experts Panel (BHEP) with background information on the Demolition Application for 157-163 Water Street. As the property is currently undesignated, the City has 90 days from receipt of the application to designate the building, should it meet the threshold of the Designation Criteria Review. The building was built after the great fire in 1892 and includes a tunnel/breezeway connecting Water Street to the parking lot on Harbour Drive. A Structural Condition Assessment Report has been provided, indicating that the building is in poor structural condition overall. Should Council decide to designate the building, a Statement of Significance would be written, outlining the buildings historical importance and defining features, and a By-Law would be prepared for Council's approval. If the building is not designated by

Council, then approval of the application to demolish can take place at the Staff level. No development application has been received to date, and should a development application be received, the building must adhere to the regulations of the Heritage By-Law and Heritage Design Standards.

The delegation then joined the panel to discuss their application. The building has been damaged by fire, the rear of the building has deteriorated, the masonry is crumbling, and there is floor rot from water damage and neglect. While there are some character-defining elements on the front façade of the building, interior and exterior renovation work has taken place without City approval by previous property owners. The owners have also received a letter from the City requiring remediation of the site in the interest of public safety. It is felt that the cost to secure the building and repair the interior is infeasible and that the best path forward would be demolition. They would like to improve the area, while appreciating the existing heritage, and provide something that is congruent with the landscape of the City. They are in the process of engaging an architectural firm for the project and wish to work with the City and other entities in the area to create a long-term project that works for everyone to revitalize the block. The importance of the tunnel between the buildings was noted and they would like to maintain and improve the existing passageway.

Clarity was requested on the need for demolition. Originally, the plan was to save the building and repurpose as is, but once the interior was stripped out for renovations, the true condition of the building was revealed, and it would be difficult to save. It was asked if consideration has been given to the preservation of the façade and to demolish the rear of the building. The delegation responded that the fourth level of the building was an extension, and the second and third floor of 157 Water Street is the only section of value. The character-defining features of this section could be considered for inclusion in the new design of the building. It was then asked how high the new building would be. The developer would like to increase the height of the building by at least two stories should they be permitted to do so and should it be financially sustainable. The delegation then left the meeting and the BHEP continued their discussion of the application.

The timeline of the application was questioned, as it was indicated that the developer did not intend to demolish the building until the Fall. Staff advised that demolishing the buildings would require resources and planning. To begin demolition in a timely manner approval would be

required in advance of the winter season. Complaints are also received concerning the condition of the buildings on an annual basis, and action is now required from a public safety perspective to mitigate risk. Other properties on the block owned by the developer appear to be in good condition.

It was asked what the requirements would be should a new development be proposed for the site. Should an application for a new development be received, this would trigger a Heritage Report, and depending on the proposal, it may trigger a Land Use Report as well. The City is also in the process of finalizing the Downtown Neighbourhood Plan, which would also have to be considered as part of the application. The Terms of Reference for the Heritage Report would come to the BHEP for recommendation to Council. All character defining elements of the building would be documented in advance of demolition and then could be referenced in the Heritage Terms of Reference for consideration for inclusion.

Façadism was discussed, which would see the designation applied to the front exterior of the building, allowing the remainder to be demolished. It was felt that should the front façade of 157 Water Street be preserved, there would be no concerns about proceeding with the demolition of the building. While Council has not yet considered the approval of a façade of a building, it is within their discretion to do so. Additional consideration can be given to façadism by the Panel if requested.

While members of the Panel would like to see the façade of 157 Water Street preserved, it was recognized that this would come at a substantial cost and may not be feasible due to the structural condition of the building. Interest was shown in the development of guidelines for façade preservation. It was agreed that as character defining elements, such as the curved windows, recessed doorways, and tunnel should be included as part of the requirements for new development, that designation would not be recommended.

Recommendation

Moved By Megan Webb

Seconded By William Simms

Noting that character defining features of the buildings will be identified and documented and recommended for incorporation into future development plans, the Built Heritage Experts Panel does not recommend the designation of 157-163 Water Street at this time.

CARRIED WITH DISSENT

Decision Note

Title:	69 Military Road – REZ2600007
Date Prepared:	April 6, 2026
Report To:	Committee of the Whole
Councillor and Role:	Councillor Tom Davis, Planning
Ward:	Ward 2

Decision/Direction Required:

To consider a rezoning and text amendment to the Envision St. John's Development Regulations to accommodate a bakery, a restaurant and a dwelling on the first storey at 69 Military Road.

Discussion – Background and Current Status:

The City has received an application from Breen's Enterprises Ltd. to rezone property at 69 Military Road (on the corner of Bannerman Street). The subject property consists of a three-storey building and a small parking area behind it, accessed from Bannerman Street. Needs Convenience Store occupies the entire first storey, with two apartments above, one on each storey. The proposal is to convert part of the first floor into an apartment and using the remaining portion of the first floor for a Breen's Bakery and Deli.

The subject property is in the Residential District of the Envision St. John's Municipal Plan and is zoned Residential Downtown (RD). The proposed uses are not permitted in the RD Zone. The application is to rezone the site to the Residential Mixed (RM) Zone and add "bakery" as a permitted use and "restaurant" as a discretionary use in the RM Zone. Rezoning to RM would also enable the proposed dwelling unit on the first storey as a discretionary use. While the text amendment is prompted by the subject application, if bakery and restaurant are added to the RM Zone, those uses could be considered in any area zoned RM.

Alignment with Envision St. John's Municipal Plan

Policy 8.4.15 of the Municipal Plan provides that commercial uses may be considered in the Residential District if they are small in scale and compatible with the surrounding residential area. The proposed RM Zone is compatible with existing development along Military Road and adjacent residential streets. The addition of a bakery and restaurant at the subject property and in the RM Zone would enable commercial uses that are already found along Military Road and that would be suitable for the neighbourhood.

Rezoning 69 Military Road to the RM Zone is in line with the Downtown Neighbourhood Plan policies, which propose using that zone along key transit routes like Military Road, as a transitional zone between established downtown residential areas and adjacent properties.

Alignment with Envision St. John’s Development Regulations

According to section 4.9(2)(a) of the Development Regulations, a land use report (LUR) is required for amendments to the Development Regulations. However, under section 4.9(3), where the scale or circumstances of the proposed development does not merit a land use report, Council may accept a staff report instead. Staff recommend accepting this staff report in lieu of an LUR, as the proposed RM Zone is compatible with the neighbourhood and the proposal is consistent with the policies of the Municipal Plan and the draft Downtown Neighbourhood Plan.

Should Council consider the Development Regulations amendment, staff recommend public notification (not a public meeting) in accordance with section 4.8 of the Regulations. Since a Municipal Plan amendment is not required, there will not be a commissioner’s public hearing, so notification would be the only form of public review. Staff recommend this approach due to the nature and scale of the application.

The applicant has provided a survey and indicated the site is not proposed to change. Some additional information was requested regarding parking. If parking relief is required, then that will be presented to Council for consideration at the adoption phase.

Should Council agree to consider the amendment, the discretionary uses of a restaurant as well as a dwelling unit on the first storey will be advertised alongside the amendment.

Key Considerations/Implications:

1. Budget/Financial Implications: Not applicable.
2. Partners or Interested Parties: Owner; neighbouring residents and property owners.
3. Is this a New Plan, Master Plan, Strategy, Report, or Framework: No
4. Alignment with Strategic Directions:

A Sustainable City: Plan for land use and preserve and enhance the natural and built environment where we live.

A Sustainable City: Facilitate and create the conditions that drive the economy by being business and industry friendly; and being a location of choice for residents, businesses and visitors.

5. Alignment with Adopted Plans: Envision St. John’s Municipal Plan and Development Regulations.
6. Accessibility and Inclusion: Any accessibility requirements from the National Building Code and/or Service NL will be applied at the building permit stage.
7. Legal or Policy Implications: Text and map amendments to the Development Regulations are required.
8. Privacy Implications: Not applicable.
9. Engagement and Communications Considerations: Engagement will be carried out in accordance with Section 4.8 of the Development Regulations. An EngageStJohns.ca project page will be created for the amendment
10. Human Resource Implications: Not applicable.
11. Procurement Implications: Not applicable.
12. Information Technology Implications: Not applicable.
13. Information Management Implications: Not applicable.
14. Other Implications: Not applicable.

Recommendation:

That Council consider rezoning 69 Military Road from the Residential Downtown (RD) Zone to the Residential Mixed (RM) Zone and add “bakery” as a permitted use and “restaurant” as a discretionary use in the RM Zone.

Further, that Council advertise the text and map amendments as well as the discretionary uses of a restaurant and a dwelling unit on the first storey at 69 Military Road in accordance with the Development Regulations.

Prepared by: Lindsay Church, MCIP, Planner III – Urban Design and Heritage
Approved by: Ken O’Brien, MCIP, Chief Municipal Planner

Report Approval Details

Document Title:	69 Military Road - REZ2600007.docx
Attachments:	- 69 Military Road - Location Map.pdf - Residential Downtown (RD) Zone.pdf - Residential Mixed (RM) Zone.pdf
Final Approval Date:	Apr 8, 2026

This report and all of its attachments were approved and signed as outlined below:

Ken O'Brien - Apr 8, 2026 - 11:16 AM

Jason Sinyard - Apr 8, 2026 - 3:29 PM



SUBJECT PROPERTY

BANNERMAN RD

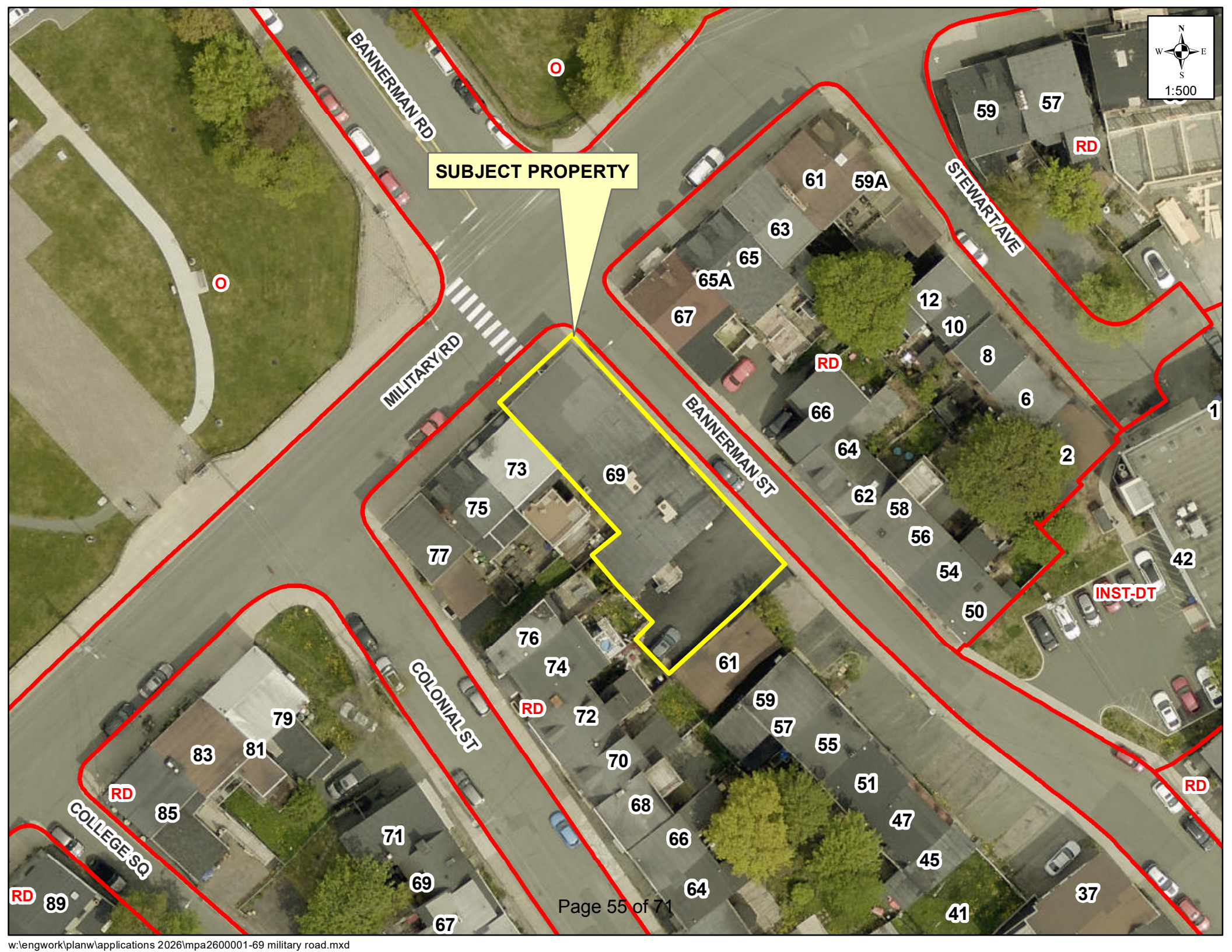
STEWART AVE

MILITARY RD

BANNERMAN ST

COLONIAL ST

COLLEGE SQ



RESIDENTIAL DOWNTOWN (RD) ZONE

RD

(1) PERMITTED USES

Accessory Building	Lodging House
Apartment Building, maximum of 6 dwelling units (2024-07-19)	Park
Backyard Suite (2024-07-19)	Semi Detached Dwelling
Bed and Breakfast	Single Detached Dwelling
Cluster Development, maximum of 6 Dwelling Units (2024-07-19)	Subsidiary Dwelling Unit
Community Garden	Tiny Home Dwelling
Duplex (2024-07-19)	Townhouse
Family Child Care Service (2024-03-15)	Townhouse Cluster, maximum of 6 Dwelling Units (2024-07-19)
Four-Plex (2024-07-19)	Triplex (2024-07-19)
Home Office	

(2) DISCRETIONARY USES

Adult Day Centre	Parking Lot
Child Care Centre (2024-03-15)	Personal Care Home (2024-07-19)
Convenience Store	Pocket Neighbourhood (2024-07-19)
Heritage Use	Public Utility
Home Occupation	Residential Retail Store
Office	Service Shop

RESIDENTIAL MIXED (RM) ZONE**RM****(1) PERMITTED USES**

Accessory Building	Home Office
Apartment Building, maximum of 6 dwelling units (2024-07-19)	Lodging House
Backyard Suite (2024-07-19)	Office
Bed and Breakfast	Park
Child Care Centre (2024-03-15)	Semi-Detached Dwelling
Clinic	Single Detached Dwelling
Cluster Development, maximum of 6 Dwelling Units (2024-07-19)	Subsidiary Dwelling Unit
Community Garden	Tiny Home Dwelling (2024-07-19)
Duplex (2024-07-19)	Townhouse
Dwelling Unit– 2 nd storey or higher (2025-11-14)	Townhouse Cluster, maximum of 6 Dwelling Units (2024-07-19)
Family Child Care Service (2024-03-15)	Training School
Four-Plex (2024-07-19)	Triplex (2024-07-19)

(2) DISCRETIONARY USES

Adult Day Centre	Place of Assembly
Convenience Store	Place of Worship
Dwelling Unit– 1 st storey (2025-11-14)	Pocket Neighbourhood (2024-07-19)
Heritage Use	Public Utility
Home Occupation	Residential Care Facility
Parking Garage	Retail Use
Parking Lot	School
Pedway (2022-10-14)	Service Shop
Personal Care Home	

Decision Note

Title:	Accessory Buildings and Backyard Suites in Rural Zones
Date Prepared:	April 6, 2026
Report To:	Committee of the Whole
Councillor and Role:	Councillor Tom Davis, Planning
Ward:	N/A

Decision/Direction Required:

To consider a text amendment to the Envision St. John's Development Regulations to allow accessory buildings in front of the building line in rural zones at Council's discretion, allow taller accessory buildings in rural zones, and increase the maximum permitted height for backyard suites in rural residential zones.

Discussion – Background and Current Status:

In recent years, the City has received requests from property owners in rural zones seeking to construct an accessory building in front of the house. These properties are often large and deep, with the house set far back from the road and screened by trees. Currently, the Development Regulations require accessory buildings to be in the rear or side yard and located behind the building line. This means that they cannot be built closer to the road than the house, even where the house is barely visible from the road.

Staff propose to amend the Development Regulations to change the location requirements in some zones to allow accessory buildings in a front yard and in front of the building line, at Council's discretion. Staff also propose to increase the maximum height for accessory buildings in rural zones to up to 5 metres or the height of the main building on the lot, whichever height is greater. This change will allow taller garages and outbuildings on large, rural lots. These changes to accessory buildings location requirements and maximum building height would apply only to properties within these zones: Rural Residential (RR), Rural Residential Infill (RRI), Rural (RUR), Agriculture (AG), Forestry (F), Mineral Working (MW), Watershed (W), Open Space (O), and Open Space Reserve (OR).

In addition to increasing the maximum height for accessory buildings in rural zones, the amendment proposes to increase the maximum height for a backyard suite in the Rural Residential (RR) and Rural Residential Infill (RRI) Zones. The proposed amendment is attached.

Alignment with the Envision St. John's Municipal Plan

The proposed amendment applies primarily to lands within the Rural District of the Municipal Plan. The proposed changes to accessory building location requirements would also apply to properties within the Forestry, Agriculture, Watershed, and Open Space Districts. The Municipal Plan recognizes the importance of retaining the rural character of these areas.

Many rural properties are large, deep lots with vegetation where a taller accessory building would not intrude on surrounding properties, and an accessory building could be placed in front of a house without obstructing the front of the property. The proposed change to increase maximum building height for a backyard suite in rural residential areas will allow loft-style buildings and a greater variety of designs. This is in line with Policy 4.1.2 of the Municipal Plan, to enable a variety of housing to create diverse neighbourhoods. This change is proposed for the RR and RRI Zones where there are large lots.

The proposed amendment recognizes the traditional rural development pattern of large, oversized lots and will allow flexibility for the siting and height of accessory buildings and the height of backyard suites. This is in line with Policy 8.10.3 of the Municipal Plan: "appropriate standards shall be established to ensure the quality and preservation of the rural environment."

Public Consultation

Public consultation will be carried out in accordance with Section 4.8 of the Development Regulations. As this is a text amendment that aligns with Municipal Plan policies for the Rural District, staff recommend public notification (not a public meeting).

Key Considerations/Implications:

1. Budget/Financial Implications: Not applicable.
2. Partners or Interested Parties: Property owners and residents in the affected zones; neighbouring property owners and residents.
3. Is this a New Plan, Master Plan, Strategy, Report, or Framework: No
4. Alignment with Strategic Directions:

A Sustainable City: Plan for land use and preserve and enhance the natural and built environment where we live.

A Sustainable City: Facilitate and create the conditions that drive the economy by being business and industry friendly; and being a location of choice for residents, businesses and visitors.

5. Alignment with Adopted Plans: Envision St. Johns Municipal Plan and Development Regulations.
6. Accessibility and Inclusion: Not applicable.
7. Legal or Policy Implications: A text amendment to the Development Regulations is required.
8. Privacy Implications: Not applicable.
9. Engagement and Communications Considerations: Public consultation will be carried out in accordance with Section 4.8 of the Development Regulations.
10. Human Resource Implications: Not applicable.
11. Procurement Implications: Not applicable.
12. Information Technology Implications: Not applicable.
13. Information Management Implications: Not applicable.
14. Other Implications: Not applicable.

Recommendation:

That Council consider a text amendment to the Envision St. John's Development Regulations to allow accessory buildings in front of the building line in rural zones at Council's discretion, allow taller accessory buildings in rural zones, and increase the maximum permitted height for backyard suites in two rural residential zones.

Further, that the amendment be publicly advertised in accordance with the Development Regulations.

Prepared by: Faith Ford, MCIP, Planner III

Approved by: Ken O'Brien, MCIP, Chief Municipal Planner

Report Approval Details

Document Title:	Rural Accessory Buildings and Backyard Suites – REZ2600004.docx
Attachments:	- DRAFT - DR Amend No. 77, 2026 - Accessory Buildings and BY Suite Rural Zones- TEXT (ff).pdf
Final Approval Date:	Apr 8, 2026

This report and all of its attachments were approved and signed as outlined below:

Ken O'Brien - Apr 6, 2026 - 4:35 PM

Jason Sinyard - Apr 8, 2026 - 3:31 PM

City of St. John's Development Regulations, 2021

St. John's Development Regulations Amendment Number 77, 2026 DRAFT

Accessory Buildings and Backyard Suites in Rural Zones

April 2026



URBAN AND RURAL PLANNING ACT, 2000

RESOLUTION TO ADOPT

CITY OF ST. JOHN'S Development Regulations, 2021

Amendment Number 77, 2026

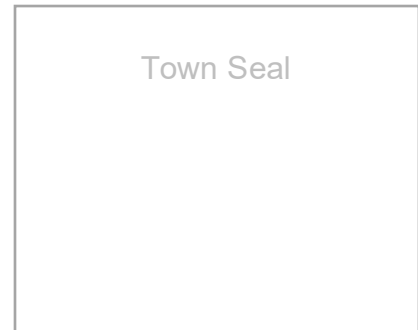
Under the authority of section 16 of the *Urban and Rural Planning Act, 2000*, the City Council of St. John's adopts the City of St. John's Development Regulations Amendment Number 77, 2026.

Adopted by the City Council of St. John's on the ____ day of 2026.

Signed and sealed this ____ day of _____.

Mayor: _____

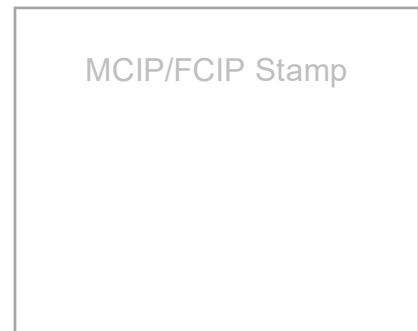
Clerk: _____



Canadian Institute of Planners Certification

I certify that the attached City of St. John's Development Regulations Amendment Number 77, 2026 has been prepared in accordance with the requirements of the *Urban and Rural Planning Act, 2000*.

MCIP/FCIP: _____



Development Regulations/Amendment	
REGISTERED	
Number	_____
Date	_____
Signature	_____

CITY OF ST. JOHN'S

Development Regulations Amendment Number 77, 2026

BACKGROUND AND ANALYSIS

The City is considering an amendment to City of St. John's Development Regulations, 2021 to allow Accessory Buildings in front of the building line in Rural Zones at Council's discretion, increase the maximum permitted height for Accessory Buildings in Rural Zones, and increase the maximum permitted height for Backyard Suites in Rural Residential Zones.

ANALYSIS

The proposed amendment applies primarily to lands within the Rural Land Use District, though the proposed changes to Accessory Building location and height requirements will also apply to lands within the Forestry, Agriculture, Watershed, and Open Space Land Use Districts.

The Rural Land Use District is applied to lands outside the urban core. The Rural District enables agriculture, quarrying, forestry, and natural heritage and tourism uses, as well as limited rural residential uses. Residential development in the rural areas mainly consists of single detached dwellings on large, oversized lots without municipal servicing. The Municipal Plan recognizes the importance of retaining the rural character of this area and protecting rural and resource lands.

Currently, the Development Regulations require Accessory Buildings to be located behind the building line in a rear or side yard and set the maximum height for Accessory Buildings at 5 metres, or for a Residential use, the lesser of 5 metres or the height of the main dwelling. The proposed changes to Accessory Buildings requirements in Rural Zones will allow Accessory Buildings to be in front of a main building or dwelling, at Council's discretion, and will allow taller Accessory Buildings. The proposed changes recognize that many rural properties are large, deep lots where the main building is set far back from the street line or screened by vegetation. Given the existing development pattern and lot characteristics of these areas, allowing taller Accessory Buildings or allowing an Accessory Building in front of the building line is unlikely to affect the rural character or obstruct the front of the property or surrounding sightlines.

The proposed change to increase maximum building height for a Backyard Suite applies to rural residential areas and aims to allow greater flexibility to encourage this type of development. Increasing the maximum height will allow for loft-style buildings and a greater variety of Backyard Suite designs. This aligns with Policy 4.1.2 of the Municipal Plan to enable a variety of housing to create diverse neighbourhoods that include a mix of housing forms and tenures. The existing rural residential development pattern consisting of large, oversized lots will ensure adequate separation is maintained between Backyard Suites and adjacent buildings.

The proposed amendment recognizes the traditional rural development pattern of large, oversized lots in these areas and will allow increased flexibility for the siting and height of Accessory Buildings and height of Backyard Suites while maintaining the rural character of the area. These standards are in line with Policy 8.10.3 of the Municipal Plan which states “appropriate standards shall be established to ensure the quality and preservation of the rural environment.”

PUBLIC CONSULTATION

To be completed after consultation.

ST. JOHN’S URBAN REGION REGIONAL PLAN

The proposed amendment is in line with the St. John’s Urban Region Regional Plan. An amendment to the St. John’s Urban Region Regional Plan would not be required to change the location or height requirements for Accessory Buildings in Rural, Open Space, and Watershed Zones or change the height requirements for Backyard Suites in the Rural Residential (RR) or Rural Residential Infill (RRI) Zones.

ST. JOHN’S DEVELOPMENT REGULATIONS AMENDMENT NUMBER 77, 2026

The City of St. John’s Development Regulations, 2021 is amended by:

- 1) Repealing Section 6.2.4 respecting Accessory Building Location, which states:
“6.2.4 Accessory Building Location
Accessory Buildings shall be:
 - (a) located in Rear and Side Yards and shall be located behind the Building Line;
 - (b) located a minimum of 1.2 metres from any Lot Line;
 - (c) located a minimum of 2.4 metres from any other Building on the Lot; and
 - (d) located a minimum of 3.0 metres from a Street, subject to Section 7.2.3 (Corner Lots and Yards Abutting a Street)”

and substituting the following:

- “6.2.4 Accessory Building Location**
- (1) **Accessory Buildings shall be:**
 - (a) located in Rear and Side Yards and shall be located behind the Building Line;
 - (b) located a minimum of 1.2 metres from any Lot Line;
 - (c) located a minimum of 2.4 metres from any other Building on the Lot; and
 - (d) located a minimum of 3.0 metres from a Street, subject to Section 7.2.3 (Corner Lots and Yards Abutting a Street)
 - (2) **Notwithstanding Subsection 6.2.4(1)(a), an Accessory Building located within the Rural Residential (RR), Rural Residential Infill (RRI), Rural (R), Agriculture (AG), Forestry (F), Mineral Working (MW), Watershed (W), Open Space (O), or Open Space Reserve (OR) Zones may be**

located in a Front Yard and in front of the Building Line, at the discretion of Council.”

- 2) Repealing Section 6.2.3 respecting Accessory Building Height, which states:

“6.2.3 Accessory Building Height

(1) For a Residential Use, the Accessory Building height shall not exceed the lesser of 5 metres or the height of the main residential Building on the Lot.

(2) For all other Uses, the Accessory Building height shall not exceed 5 metres.”

and substituting the following:

“6.2.3 Accessory Building Height

(1) For a Residential Use, the Accessory Building height shall not exceed the lesser of 5 metres or the height of the main residential Building on the Lot.

(2) For all other Uses, the Accessory Building height shall not exceed 5 metres.

(3) Notwithstanding Subsections 6.2.3(1) and 6.2.3(2), the height of an Accessory Building located within the Rural Residential (RR), Rural Residential Infill (RRI), Rural (R), Agriculture (AG), Forestry (F), Mineral Working (MW), Watershed (W), Open Space (O), or Open Space Reserve (OR) Zones shall not exceed 5 metres or the height of the main Building on the Lot, whichever is greater.

(a) Where an Accessory Building exceeds 5 metres in height, no windows, doors, or balconies shall be permitted on any second-storey or higher wall located within 5 metres of a Side Lot Line or Rear Lot Line.”

- 3) Repealing Section 6.7.3 respecting Backyard Suite Height, which states:

“6.7.3 Backyard Suite Height

The Backyard Suite height shall not exceed the lesser of 5 metres or the height of the main residential Building on the Lot.”

and substituting the following:

“6.7.3 Backyard Suite Height

(1) The Backyard Suite height shall not exceed the lesser of 5 metres or the height of the main residential Building on the Lot.

(2) Notwithstanding Subsection 6.7.3(1), the height of a Backyard Suite located in a Rural Residential (RR) or Rural Residential Infill (RRI) Zone shall not exceed 5 metres or the height of the main residential Building on the Lot, whichever is greater.

(a) Where a Backyard Suite exceeds 5 metres in height, no windows, doors, or balconies shall be permitted on any second-storey or higher wall located within 5 metres of a Side Lot Line or Rear Lot Line.”

Decision Note

Title:	Amendment to Animal Control Regulations
Date Prepared:	April 6, 2026
Report To:	Committee of the Whole
Councillor and Role:	Councillor Jill Bruce, Community Services
Ward:	N/A

Decision/Direction Required: Approval of proposed amendment to the City's Animal Control Regulations.

Discussion – Background and Current Status:

Currently, the City does not have the ability to issue tickets for violations of the City's Animal Control Regulations; the only enforcement option is to lay charges. Laying charges is a cumbersome and lengthy process, as it requires swearing an Information at court, preparing and providing disclosure, and appearing in court multiple times. All of which occurs prior to any trial for the offence.

In consideration of this, the Animal Control Regulations are being amended to allow inspectors with Humane Service to issue tickets for violations.

Introducing a ticketing option will extend the enforcement tools available to inspectors to seek compliance. Tickets can be issued in situations where the violation warrants a minor penalty but does not rise to the level of formal charges. The fine amount for tickets will be \$100.00, to align with penalties used for more minor infractions under the Residential Property Standards Bylaw.

In addition, Humane Services has been authorized by the Province to issue fines under specific sections of the Provincial Act and Regulations, further expanding the scope of fines that can be issued by the City.

Key Considerations/Implications:

1. Budget/Financial Implications:

There will be cost incurred for ticket printing, and the Province charges a \$9 processing fee per ticket. However, these costs are expected to be offset by the ticket revenue over the long term.

2. Partners or Interested Parties:

The proposed amendment was developed in consultation with Legal, Humane Services, and Parking Enforcement. The Province has also been engaged regarding ticket processing and enforcement authority.

3. Is this a New Plan, Master Plan, Strategy, Report, or Framework: No

4. Alignment with Strategic Directions:

An Effective City: Work with our employees to improve organizational performance through effective processes and policies.

An Effective City: Ensure accountability and good governance through transparent and open decision making.

5. Alignment with Adopted Plans: N/A

6. Accessibility and Inclusion: N/A

7. Legal or Policy Implications:

The By-Law is being amended to allow the City to enforce existing regulations through a \$100 fine. In addition, Humane Services has been authorized by the Province to issue fines under specific sections of Provincial Regulations. These enforcement options will be used alongside education and the existing ability to lay charges, providing a gradual approach to enforcement which is proportionate to the severity of the violation.

8. Privacy Implications:

Data collected in relation to fines will include personal information; however, this information will be collected solely for enforcement purposes, which fall within the scope of current operations. Processing of Humane Services tickets will be facilitated by Parking Enforcement, as this group already has established processes in place for parking tickets, which ensure the protection of personal information.

9. Engagement and Communications Considerations:

Enforcement and education of these regulations are ongoing, while a communications plan will be developed to announce additional enforcement tools through fines.

10. Human Resource Implications:

Existing resources within the City's Humane Services, Legal, and Parking Enforcement groups can accommodate the potential increase in fines issued by the City, as well as the associated administrative and prosecutor work directly related to this initiative.

11. Procurement Implications:

Tickets will be purchased following standard procurement practices.

12. Information Technology Implications: N/A

13. Information Management Implications:

Humane Services tickets will be managed the same as the approved the record retention schedule for parking tickets, overseen by the Parking Enforcement group.

14. Other Implications:

To avoid duplication of processes and resources within the City, Parking Enforcement will process Humane Services tickets. Only a marginal increase in workload is anticipated, as parking tickets are issued in comparatively high volumes.

Recommendation:

That Council approve the proposed amendments to the Animal Control Regulations

Prepared by: Robert Fedder, Municipal Prosecutor & Mary Beth Delaney, Supervisor Parking Enforcement

Approved by: Lisa Janes, Manager Humane Services

Report Approval Details

Document Title:	Animal Control Regulations Amendment.docx
Attachments:	- ANIMAL CONTROL REGULATION - AMENDMENT NO. 1.docx
Final Approval Date:	Apr 9, 2026

This report and all of its attachments were approved and signed as outlined below:

Randy Carew - Apr 7, 2026 - 3:56 PM

Jason Sinyard - Apr 8, 2026 - 3:47 PM

No Signature found

Cheryl Mullett - Apr 9, 2026 - 10:53 AM

No Signature found

Karen Sherriffs - Apr 9, 2026 - 2:52 PM

BY-LAW NO. 1514

ANIMAL CONTROL REGULATION (AMENDMENT NO. 1 – 2026) BY-LAW OF THE CITY OF ST. JOHN'S

PASSED BY COUNCIL ON _____, 2026

Pursuant to the powers vested in it under the City of St. John's Act, RSNL 1990, c C-17, as amended, and all other powers enabling it, the City of St. John's enacts the following By-Law relating to the regulation and control of domesticated animals within the City of St. John's.

BY-LAW

1. This By-Law may be cited as the Animal Control Regulation (Amendment No. 1 – 2026) By-Law of the City of St. John's.
2. Section 9 of the Animal Control Regulation Bylaw is repealed and the following inserted in its place:
 9. A person who violates a provision of this By-Law, or permits anything to be done in violation of this By-Law shall be guilty of an offence and liable upon summary conviction to:
 - (a) a fine of \$100.00 where the person is issued a ticket; or
 - (b) a penalty as provided for in Section 403 of the City of St. John's Act, RSNL 1990, c C-17, as amended, where an information is laid.