

DECISION/DIRECTION NOTE

Title: 120 Messenger Drive – MPA2500005

Date Prepared: July 23, 2025

Report To: Regular Meeting of Council

Councillor and Role: Councillor Maggie Burton, Planning

Ward: Ward 4

Decision/Direction Required:

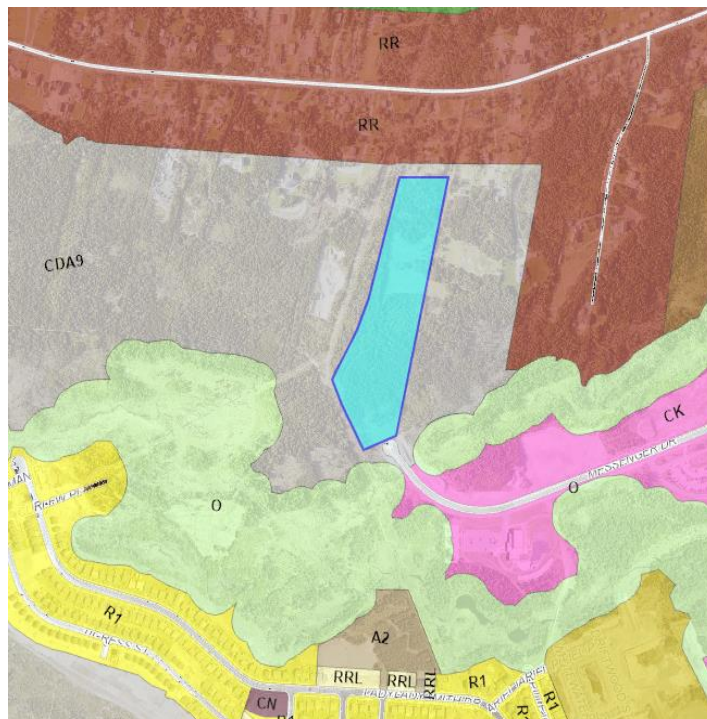
To consider rezoning land at 120 Messenger Drive from the Comprehensive Development Area 9 (CDA9) Zone to the Residential 1 (R1) Zone to enable the creation of four new serviced residential lots.

Discussion – Background and Current Status:

The City has received an application to rezone 120 Messenger Drive from the Comprehensive Development Area 9 (CDA9) Zone to the Residential 1 (R1) Zone to enable the creation of four new lots. The subject property is zoned Comprehensive Development Area 9 (CDA9) and is within the Urban Expansion district of the Municipal Plan. To consider this application, an amendment to the Municipal Plan is also required.

The subject property has an area of approximately 5.2 hectares (12.8 acres) and is surrounded by a variety of zones. The lands immediately east and west of the subject site are zoned CDA 9. Land north of the subject site, along Thorburn Road, are zoned Rural Residential (RR), while land to the south is zoned Open Space (O) and is impacted by a floodplain.

The applicant is proposing that the road will extend from Messenger Drive and is also proposing to connect to municipal services from Messenger Drive. The lands along Messenger Drive are zoned Commercial Kenmount (CK), while there is existing residential development further south along Ladysmith Drive, which is primarily zoned Residential 1 (R1).



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Alignment with the Envision St. John's Municipal Plan

In the Kenmount Terrace area, lands to the north of Kenmount Road and south of Thorburn Road are within the Urban Expansion district and identified as future urban expansion areas for development once servicing becomes available for the entire area. Most, though not all, of these lands are above the 190-metre contour elevation and beyond the limit for servicing. The subject property is at but not above the 190-metre contour elevation.

Policy 8.15.1 of the Municipal Plan requires a Comprehensive Development Plan to be prepared and approved by Council prior to development of all Urban Expansion areas. Under policy 8.15.2, lands identified for future urban development in the Kenmount area shall have the potential to be developed for a range of land uses once full municipal service is available. Under these policies, land within the Urban Expansion District cannot be developed until there is an approved plan in place for the entire area, and the entire area can be serviced by municipal water and sewer.

In 2017, a report titled Kenmount Concept Plan for Lands Above 190-metres was prepared for the City. This was a draft report that was not approved or adopted by Council. The report presented a draft plan for the Kenmount area, envisioning the future development of lands above the 190-metre contour elevation once servicing becomes available. The draft plan did not include all land within the Comprehensive Development Area (CDA), and the subject property was amongst land not included in the draft plan. As this report remains a draft version, it is not an approved Comprehensive Development Plan. Future development in this CDA will be permitted once municipal water and sewer is available for the entire area and a Comprehensive Development Plan for the entire CDA has been adopted by Council. Until this occurs, the Municipal Plan policies prevent these lands from being considered for rezoning.

While staff understand the applicant's wishes to develop the subject property for residential use, staff recommend rejecting the application as the proposed development is premature, as there is no Comprehensive Development Plan for this area. A Comprehensive Development Plan will guide growth in the entire CDA and ensure future infrastructure, services and land uses are planned cohesively, while preventing piecemeal development that may hinder the development of surrounding lands.

Key Considerations/Implications:

1. Budget/Financial Implications: Not applicable.
2. Partners or Other Stakeholders: Neighbouring property owners and residents.
3. Is this a New Plan or Strategy: 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.

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

5. Alignment with Adopted Plans: Envision St. John's Municipal Plan and Development Regulations.
6. Accessibility and Inclusion: Not applicable.
7. Legal or Policy Implications: Municipal Plan policies for the Urban Expansion District.
8. Privacy Implications: Not applicable.
9. Engagement and Communications Considerations: Not applicable.
10. Human Resource Implications: Not applicable.
11. Procurement Implications: Not applicable.
12. Information Technology Implications: Not applicable.
13. Other Implications: Not applicable.

Recommendation:

That Council reject the application to rezone land at 120 Messenger Drive from the Comprehensive Development Area 9 (CDA9) Zone to the Residential 1 (R1) Zone to allow four new residential lots, as the proposed development is premature as there is not an approved Comprehensive Development Plan in effect for this area.

Prepared by: Faith Ford, MCIP, Planner III

Approved by: Lindsay Lyghtle Brushett, MCIP, Supervisor – Planning & Development

Report Approval Details

Document Title:	120 Messenger Drive - MPA2500005.docx
Attachments:	- 120 MESSENGER DRIVE.pdf - 120 Messenger Drive - Proposed Plan.pdf
Final Approval Date:	Jul 23, 2025

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

No Signature - Task assigned to Ken O'Brien was completed by delegate Lindsay Lyghtle Brushett

Ken O'Brien - Jul 23, 2025 - 1:43 PM

Jason Sinyard - Jul 23, 2025 - 3:28 PM