City of Langford

Staff Report to Special Sustainable Development Advisory Committee

DATE: Monday, February 24, 2025
DEPARTMENT: Planning
APPLICATION NO.: Z23-0002
SUBJECT: Application to Rezone 2614-2626 Peatt and 2622-2629 Sunderland Road from the One- and Two-Family Residential (R2) Zone to the City Centre Pedestrian (CCP) Zone to Allow for the Development of Two Mixed-Use Buildings

EXECUTIVE SUMMARY:

ParaMorph Architect Inc. has applied on behalf of the various property owners to rezone 2614-2626 Peatt Road and 2622-2629 Sunderland Road from the One- and Two-Family Residential (R2) Zone to Area 2 of the City Centre Pedestrian (CCP) Zone to allow for the development of two mixed-use buildings. The buildings are proposed to be 13- and 22-storeys in height with approximately 317 units and 1,068m² (11,496 ft²) of ground floor commercial space.

BACKGROUND:

Previous Applications

The City has not received any previous planning applications on the subject properties.

Table 1: Site Data

Applicant	ParaMorph Architect Inc.
Owners	Jatinder Dhir, Bhupinder Harika, Malkiate Gill Sat Paul Parmar, Bhupinder Harika, Malkiat Gill Preeti Purewal, Mandeep Purewal Jasvinder Thind, Ranbir Thind Rahul Bansal Iqbaljit Bhaliwal, Esmeeer Chaudhary Sat Paul Parmar, Ritika Parmar

Civic Addresses	2614-2626 Peatt Road and 2622-2629 Sunderland Road	
Legal Descriptions	Lots 1-6, Section 111, Esquimalt District, Plan 27482 Lot 1, Section 111, Esquimalt District, Plan 26396	
Size of Properties	5,080m² (1.26 acres)	
DP Areas	Downtown	
Zoning Designation	Existing: One- and Two-Family Residential (R2)	Proposed: City Centre Pedestrian (CCP)
OCP Designation	Existing: City Centre	Proposed: City Centre

Site and Surrounding Area

All the properties except one contain single-family dwellings, the remaining lot contains a two-family dwelling. There are some larger mature trees located within the subject site, as well as a number of medium sized trees scattered throughout that are primarily located along the edges. Figure 1 provides a pedestrian level view of the site from the cul-de-sac portion of Peatt Road, while Figure 2 provides a view from the Sunderland cul-de-sac.

The surrounding area consists of single-family, two-family, and townhouse dwellings. The lands to the south have been rezoned to CCP to allow for four mixed-use buildings that range in height from 13-storeys to 22-storeys and include commercial units along the ground floor. Southeast of the subject site across Peatt Road is Langford's Firehall No.1.

Across the entire site, from Peatt Road to Sunderland Road, the lands are generally flat with little to no elevation changes.

The immediate vicinity does not have any dedicated Parks or City owned open space. The two closest Parks are Porcher Park and Danbrook Park. Both are passive parks and are not currently used by residents for active recreation.

Figure 1: Current Condition of Subject Site from the Peatt Road Cul-de-Sac

Figure 2: Current Condition of Subject Site from the Sunderland Road Cul-de-Sac

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Table 2: Surrounding Land Uses

	Zoning	***Use***
North	Medium-Density Apartment A (RM7A) Apartment (RM3)	Residential
East	Community Institutional (P2)	Residential
South	City Centre Pedestrian (CCP)	Residential
West	One- and Two-Family Residential (R2)	Residential

Figure 3: Subject Properties

COMMENTARY:

Development Proposal

The applicant is proposing to rezone the subject properties to the City Centre Pedestrian (CCP) Zone in order to allow for the construction of two buildings that would be 13 and 22-storeys in height with one shared parkade between them. The buildings would include approximately 317 residential units and 1,068m² of ground floor commercial space. Of the 317 residential units, 56 are intended to be studio units, 143 as 1-bedroom, and 118 as 2-bedroom.

Appendices A and B are renderings of what the proposal would look like from the Peatt Road cul-de-sac and the Sunderland Road cul-de-sac. Appendix C is the site plan, which illustrates the pedestrian plaza/patio area that is proposed along the southern boundary line next to the municipal laneway which will be maintained as multi-use path for all modes active transportation. The plaza/patio area would be entirely free from vehicles and cater only to pedestrians and those with mobility devices.

The proposal includes two driveways to the site. One would be off Sunderland Road, which would act as the primary driveway for residents, while the second driveway would be located on Peatt Road at the northern portion of this site. This second driveway would act as the primary driveway for employees and patrons of the commercial units. Without this second driveway off Peatt, many patrons would likely park in the neighbouring park-and-ride, which the City would like to discourage as much as possible.

There are no barriers within the parkade, so residents and patrons can enter and exit out of both driveways but may have to navigate up or down levels to do so. This is essential as the Traffic Impact Assessment requires a right-in right-out intersection connection at Peatt Rd/Peatt Rd (near the Park-and-Ride) and Arncote Ave/Peatt Rd (west of Peatt Rd). Due to this, the development will also be required to extend Deville Rd. north-east through to Peatt Rd. to reduce long detours for existing residents.

Onsite, the development would provide the required number of parking stalls within the parkade. There would be five levels to the parkade, with four being above ground. The ground level of the parkade would have the parking stalls behind the commercial units, with the exception of the Sunderland frontage. The upper levels of the parkade would include residential units along Peatt Road and the southern property line, thereby hiding the parkade from the public's view and creating an active building façade. Appendix E is a floor plan that illustrates how levels 2-4 are designed to provide this.

The Sunderland frontage is proposed to have residential units along the southern portion of the building. The rest of the building on the Sunderland side would have the parkade built to the outer wall limits. These walls, however, have been designed in such a way that it appears to blend in with the rest of the occupied portions of the buildings by including façade elements attached to the outer wall as well as landscaping, all of which would help hide the parkade. A rendering that illustrates a pedestrian's perspective from Sunderland Road has been included as Appendix B.

On top of the parkade, the proposal includes a common amenity space for the residents of the buildings. The total usable space is approximately 1,530m² (16,460 ft²) and includes a playground, passive sitting areas, a dining area with cooking facilities, and a few recreational areas. An illustration of the proposed amenity space is shown in Appendix D. Additionally, each building will have an indoor amenity room attached to this roof top level which residents could use year-round. Details of this space have not been provided at this time but will be worked out at the Development Permit stage.

To remain consistent with other multi-family developments that have recently been rezoned, Council may wish to require the onsite parking stalls be secured to each unit in accordance with the Zoning Bylaw parking requirements to ensure the parking stalls are not sold or rented separately. This would prevent future tenants/owners from declining to pay separately for a parking stall and choosing to park on the surrounding streets instead.

Council may also wish to require that individual heat pumps, or an equivalent electric centralized system that allows each unit to control their own temperature, be installed as part of their building permit.

In accordance with Bylaw 300, onsite parking spaces are required to be equipped with infrastructure so that electric charging stations can be installed at a future date without the need of an expensive retrofit to the building. This would apply to all residential stalls but excludes visitor and commercial stalls.

There are seven parcels associated with this proposal, which are owned by various individuals as previously noted. To ensure the proposal is constructed as presented, Council may wish to require the seven parcels to be consolidated and existing houses removed prior to the issuance of a Development Permit, and that the drawings associated with the future Development Permit substantially comply with what has been presented to Council.

<u>Open Space / Tree Retention</u>

The applicant has submitted a tree survey for the properties associated with this proposal, which discusses all tress over 20cm in diameter at breast height. In total, there are 11 onsite trees that fit

within this category, including cherry, maple, apple, fir, and cedar trees. To compensate for the removal of these trees, the current plan (Appendix C) is proposing to plant 32 trees in onsite landscaped areas, as well as additional offsite (boulevard) trees in accordance with Bylaw 1000 requirements. The landscape plan also includes bushes and ground cover amongst the trees as well as plantings on the parkade's roof top, all done in compliance with a Landscape Architect's plan and Langford's Bylaws and Guidelines.

Table 3: Proposed Data

	Permitted by R2 (Current Zone)	**Permitted by CCP (Proposed Zone)**
Permitted Uses	• One or Two-Family Dwelling • Group Daycare • Home Office	• Apartment • Office • Restaurant • Retail Store
Density	1 unit per lot	6.0 FAR
Height	9.0m (29.5 ft)	n/a
Site Coverage	40%	n/a
Front Yard Setback	3.0m (9.8 ft)	2.0m (6.6 ft) (Floors 1 & 2) 4.0m (13 ft) (Floors 3 +)
Interior Side Yard Setback	1.5m (4.9 ft)	3.0m (9.8 ft) **1.5 (4.9 ft)***
Exterior Side Yard Setback	3.0m (9.8 ft)	2.0m (6.6 ft) (Floors 1 & 2) 4.0m (13 ft) (Floors 3 +)
Rear Yard Setback	5.5m (18 ft)	3.0m (9.8 ft)
Parking	2 per unit + 1 per suite	1.25 per unit

***Setback Variance Request**

The applicant is proposing a setback variance to the interior side yard, but only for a portion of the parkade level in the northwest corner. This is requested in order to keep the parking stalls and drive aisles parallel to each other and consistent in size. Appendix C highlights the area with a red circle where the variance would apply. If Council is support of this request, they may wish to direct staff to issue this variance within the Development Permit.

Multi-Modal Network

ROAD DEDICATION AND CONNECTIONS

Road dedication fronting the subject site has not been requested with this development. However, the Traffic Impact Assessment (TIA) that was completed for this proposal recommends connecting Peatt Road with Deville Road. Appendix F illustrates where this would be and estimates 73m² of land would be required in order to make this connection. The applicant would need to acquire this land and complete the necessary road improvements for this connection. The City would assist in this process if necessary.

Along the south side, the architect has set the building back further than required in order to facilitate a pedestrian plaza/patio area for the ground floor commercial units along this frontage, which is a dedicated road but is used as a multi-use path. The setback required to this property line is 2.0m (6.6 ft) but the proposal is for a setback of 6.0m (20 ft). This area, in addition to the existing 5.0m (16.4 ft) wide pedestrian path, creates a more versatile pedestrian-oriented corridor between Peatt Road and Sunderland Road. It is anticipated that the plaza area would become a pedestrian friendly outdoor area for the general public to enjoy, whether passively or through patio-oriented businesses, fronting onto the multi-use path.

FRONTAGE IMPROVEMENTS

Peatt Road

The applicant will be required to provide frontage improvements along Peatt Road fronting this site in accordance with Bylaw No. 1000 and the recommendations from the Traffic Impact Assessment, prior to issuance of a building permit. There are existing improvements on Peatt Road at this location, but they are outdated and include several driveway letdowns. Improvements are anticipated to include a 2.2m wide red brick paver sidewalk, street lighting, and boulevard landscaping with irrigation (replacing letdowns). The TIA also recommends that where Arncote Avenue intersects Peatt Road (west of Peatt Road) and where the two sections of Peatt Road connect (near the park-and-ride) both become right-in/ right-out intersections, only when the Deville Road extension has been completed, prior to building permit.

Sunderland Road

The applicant will be required to provide frontage improvements along Sunderland Road in accordance with Bylaw 1000, prior to issuance of a building permit. Since the frontage is situated along the bulb of the cul-de-sac, improvements are anticipated to include rounding out the cul-de-sac to proper dimensions, street lighting, sidewalk, and boulevard landscaping with irrigation.

Pedestrian Path

The application will be required to provide improvements to the multi-use path that connects Peatt Road with Sunderland Road. The improvements will need to be in accordance with the BC Active Transportation Design Guide and include lighting. The plans for this area would be a multi-departmental approval to ensure Council's vision for pedestrian areas and transportation routes are fulfilled. Council may wish to require the applicant to complete improvements across the entire width of the path for continuity purposes.

ALTERNATIVE TRANSPORTATION

Sunderland Road is not an active bus route; however, Peatt Road has bus stops in either direction. The bus routes that run along Peatt include the No. 53 and No. 57.

There are bike lanes in both directions along Peatt Road, with the exception of the frontage along the Fire Hall site. Red brick paver sidewalks are located on both sides of Peatt Road, with the exception of the concrete sidewalk around the park-and-ride. The park-and-ride accommodates approximately 30 vehicles and includes a bike shelter for 10 bikes.

Infrastructure

SEWERS

There is a sewer main within both the Sunderland and Peatt road frontages. A connection from the development to a main would be required. Any improvements, extensions, or modifications needed to the sewer main within the municipal road right-of-way will be completed by West Shore Environmental Services at the applicant's expense.

CRD WATER

Likewise, there is a water main within both Sunderland and Peatt roads. A connection from the development to the main would be required and all improvements would be completed by the applicant as specified by CRD Water.

HYDRO AND TELECOMMUNICATION

There are hydro and telecommunication lines along both frontages. These lines are expected to remain overhead due to the costs associated with installing them underground, but the connections to the site would need to be installed underground.

DRAINAGE AND STORMWATER MANAGEMENT
This site is located within an area where stormwater could be managed through infiltration or detention, depending on what the qualified professional determines. The applicant has submitted a storm water memo that examined how stormwater can be managed on-site and has recommended detention. The memo outlines how this is achievable and has been approved by the Director of Engineering. A full stormwater management plan will be required prior to issuance of a building permit.

Construction Impact Mitigation

To ensure minimal impacts to the surrounding neighbourhood, Council may wish to require a Construction Parking and Delivery Management Plan and a Mitigation Plan as a condition of rezoning and require that it be provided to the satisfaction of the Director of Engineering prior to any land alteration development permit.

Construction Staging/Encroachments

Any construction staging beyond the property limits into any road right of way requires a construction licence with the City, including but not limited to temporary above or below ground occupancy of any public lands or rights-of-way. Construction licences must be executed prior to any land alteration and are subject to non-negotiable terms, conditions, and one-time and/or daily fees. All permanent encroachments and above ground temporary construction licences on public lands or rights-of-way are subject to Council approval.

Neighbourhood Consultation

The applicant conducted neighbourhood consultation for the proposal, which occurred on July 12, 2024. Of the 170 notices, 12 individuals attended the Open House. Concerns raised included the lack of green space, additional traffic, and potential shadows caused by the buildings. A summary of the consultation and the notification itself have been attached.

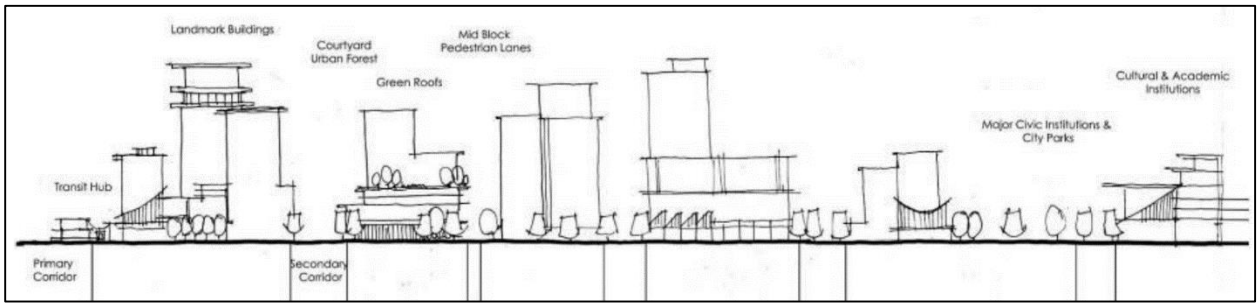
Council Policy

OFFICIAL COMMUNITY PLAN
The Official Community Plan (OCP) Bylaw No. 1200 designates the subject property as ‘City Centre’, which is defined by the following text:

- A major regional growth and employment centre that supports a wide range of high-density housing, including affordable and rental housing, in conjunction with commercia, office, institutional and light industrial uses;

- A place with the highest degree of inter-city connection through a regional transportation network and transportation hubs;
- A place where a wide range of public squares, parks, and open spaces are integrated throughout;
- A place of community gathering and celebration where civic uses and public buildings are key landmarks; and
- A place of interactive and animated streetscapes where public art and public space are employed to celebrate local cultural and natural history.

Figure 3: A Concept for the City Centre



DEVELOPMENT PERMIT AREAS

The subject properties are not located within any of the Environmental Protection or Hazardous Area Development Permit Areas. However, these properties are located within the City Centre Development Permit Area and since the proposal is for a mixed-use development, a Development Permit for Form and Character will be required. This Development Permit is required prior to issuance of a building permit to ensure the design is consistent with the City's Design Guidelines.

DESGIN GUIDELINES

The subject properties are located within 'N4 Deville' of the City Centre Neighbourhoods in the Design Guidelines as outlined in Figure 4. For this region, the design intent is as follows:

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The Deville neighbourhood is located at the northern edge of the City Centre restricted by the Highway to the north.

This neighbourhood is comprised predominantly of residential buildings. Further residential development shall consist primarily of medium density buildings, supported by higher density, mixed-use buildings along Peatt Road and Brock Avenue that maximize the infill density of the neighbourhood.

Figure 4: S4 South Centre

A development emphasis should incorporate green and open space into the residential developments to increase active space for residents within the neighbourhood.

In additional to these Neighborhood Guidelines, the subject properties are located within the City Centre 2 (CC2) area of the City Centre Concept Map, which has recently been added to the City Centre design guidelines. Despite these properties having been identified as being appropriate for consideration of the lower density City Centre 2 (CC2) Zone, the supporting policies that were added concurrently with this Map allows Council to deviate from the Concept Map under various circumstances, one of those being '*projects of strategic importance to the City and incorporate landmark features, public gathering space or other opportunities to further the vitality of the City Centre*'.

Given that the proposal has been amended to increase the setback to the southern property line to accommodate a plaza/patio area for ground floor commercial units, this project has the potential to start the process of a pedestrian orientated commercial space. If Council agrees that the design of this project meets the exemption criteria noted above, they may wish to allow these properties to be located within the City Centre Pedestrian - Area 2 to facilitate the proposal through the CCP Zone.

LOW CARBON CONCRETE

In accordance with Council's Low Carbon Concrete Policy POL-0167-PLAN, Council may wish to require to the applicant to utilize ready-mix concrete that meets or exceeds the weighted average Global Warming Potential targets based on Concrete BC Baseline (average) mix data for the construction of the proposed development.

ATTAINABLE HOUSING POLICY

Currently, the City's Attainable Housing Policy requires all new developments with 4-storeys or more to

participate in the program but does not set out specific requirements for purpose built rental buildings. On February 21, 2023, Council passed a resolution to direct staff to add requirements for purpose-built rental buildings for Council's consideration and to review individual proposals on a case-by-case basis in the interim, provided they meet a benchmark of including at least 10% of the units in a building for at least 10% below market rent.

Given that it's not known at this time whether or not the buildings would be an apartment or a condominium, Council may wish to request that prior to issuance of a Building Permit, the developer enters into a Housing Agreement with the City that requires either a minimum 10% of units constructed be rented for at least 10% below the benchmark rent for the unit type for a term not less than 25 years **or** that a minimum of 5% of the units constructed be directed to and sold in accordance with the terms of the Attainable Home Ownership Program Policy (POL-0166-PLAN).

FINANCIAL CONTRIBUTIONS:

Financial Implications

Rezoning the subject property to permit higher density of development will increase the assessed value of lands and eventually will increase municipal revenue due to the number of units created. As the developer is required to complete all frontage improvements, the direct capital costs to the City associated with this development will be negligible.

Council's Amenity Contribution Policy

The amenity contributions that apply as per Council's Affordable Housing, Park and Amenity Contribution Policy based on 317 residential units and 1,068m² of commercial space are summarized in Table 4 below.

Table 4: Amenity Contribution Policy

Amenity Item	**Per Unit / m² Contribution Rates**	**Total**
Affordable Housing Reserve Fund	$610 per residential unit*	$193,370.00
General Amenity Reserve Fund	$2,318 per residential unit*	$734,806.00
	$10.75 per m² of commercial space	$11,481.00
TOTAL		**$939,657.00**

**** Note:** The applicant will be charged for new units created at the time of building permit issuance and is entitled to a 50% or 75% reduction depending on the use and height for units above the 4th storey.*

Development Cost Charges

The development cost charges that would apply to this development are summarized in Table 5 below and is based on 317 residential units and 1,068m² of commercial space.

Table 5 - Development Cost Charges

Development Cost Charge	**Per Unit / m² Contribution**	**Total**
Roads	$3,092.39 per residential unit	$980,287.63
	$54.12 per m² of commercial space	$57,800.16
Park Improvement	$1,348.00 per residential unit	$427,316.00
	n/a for commercial space	
Park Acquisition	$90.00 per residential unit	$28,530.00
	n/a for commercial space	
ISIF Fees	$331.65 per residential unit	$105,133.05
	$140 per 92.9m² of commercial space	$1,609.47
Subtotal (DCC's to Langford)		**$1,600,676.31**
CRD Water	$1,644.00 per residential unit	$521,148.00
	$10.74 per m² of commercial space	$11,470.32
School Site Acquisition	$600.00 per residential unit	$190,200.00
	n/a for commercial space	
TOTAL DCC's (estimated)		**$2,323,494.63**

OPTIONS:

Option 1
THAT the Sustainable Development Advisory Committee recommend that Council:

1. Direct staff to prepare a bylaw to amend the zoning designation of the properties located at 2614-2622 Peatt Road and 2622-2629 Sunderland Road from the One- and Two Family Residential (R2) Zone to Area 2 of the City Centre Pedestrian (CCP) Zone subject to the following terms and conditions:

    a. That the applicant provides, as a bonus for increased density, the following contributions per dwelling unit, prior to the issuance of a building permit:

i. $610 per residential unit towards the Affordable Housing Reserve Fund;
ii. $2,318 per residential unit towards the General Amenity Reserve Fund; and
iii. $10.75 per m² of commercial gross floor area toward the General Amenity Reserve Fund

subject to reductions in accordance with the Affordable Housing and Amenity Contribution Policy and the Attainable Housing Policy depending on use and height.

b. That the applicant, prior to Bylaw Adoption, registers a Section 219 covenant in priority of all other charges on title, that agrees to the following:
    i. That the following be provided and implemented to Bylaw No. 1000 standards to the satisfaction of the Director of Engineering prior to the issuance of a building permit:
        1. Full frontage improvements on Peatt Road, Sunderland Road, and the southern municipal laneway there between;
        2. Road extensions and intersection improvements in accordance with the recommendations from the approved Traffic Impact Assessment,
        3. A right-in and right-out at Peatt and Arncote if this does not exist at the time of Building Permit; and
        4. A storm water management plan.
    ii. That the following be provided and implemented to Bylaw No. 1000 standards to the satisfaction of the Director of Engineering prior to any land alteration:
        1. A construction parking and delivery management plan; and
        2. A mitigation plan.
    iii. That a separate covenant be registered prior to issuance of a building permit for the proposed development that ensures residential parking is allocated to each unit as required by the zoning bylaw and are not provided in exchange for compensation separate from that of a residential unit;
    iv. That all concrete used on-site will utilize ready-mix concrete that meets or exceeds the weighted average Global Warming Potential targets based on Concrete BC Baseline (average) mix data, and that prior to the issuance of a Building Permit the applicant shall provide a Type III Environmental Product Declaration that is 3rd party verified specifying the total Global Warming Potential value and confirming that the proposed development meets the requirements of Low Carbon Concrete Policy POL-0167-PLAN;
    v. That, prior to the issuance of a Building Permit, the developer enters into a Housing Agreement with the City that requires either a minimum 10% of units constructed be rented for at least 10% below the benchmark rent for the unit type for a term not less than 25 years or that a minimum of 5% of the units constructed be directed to and sold in accordance with the terms of the Attainable Home Ownership Program Policy (POL-0166-PLAN). The developer shall identify the Attainable Units on the plans submitted for the required Development Permit application;
    vi. That the building be constructed with electric heat pumps or an equivalent

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electric centralized system that allows each unit to control their own temperature;

vii. That the seven parcels associated with this development be consolidated and existing houses removed prior to issuance of a Development Permit and that the drawings associated with the future Development Permit substantially comply with what has been presented to Council through this rezoning application (Z23-0002).

AND

2. Authorize the Director of Development Services to grant the following variance within the Development Permit for Form and Character:
    a. That Sections 6.58.06(1)(b) and 6.58.06(2)(b) be varied to reduce the interior side yard setbacks for the portion of a building 2-storeys or less and the portion of a building 3-storeys or higher from 3.0m (9.8 ft) to 1.5m (5.0 ft).

OR Option 2

THAT the Sustainable Development Advisory Committee recommend that Council take no action with respect to this application to rezone 2614-2622 Peatt Road and 2622-2629 Sunderland Road until such time as the following items are addressed and reviewed by the Sustainable Development Advisory Committee:

a. **_____;**
b. **_____;**
c. **_____;**

SUBMITTED BY: Robert Dykstra, MCIP, RPP Manager of Development Services
Concurrence: Matthew Baldwin, RPP, MCIP, Director of Development Services
Concurrence: Leah Stohmann, RPP, MCIP, Director of Community Planning and Climate Change
Concurrence: Melisa Miles, Manager of Legislative Services
Concurrence: Donna Petrie, Senior Manager of Communications & Economic Development

Concurrence: Yari Nielsen, Director of Parks, Recreation and Facilities
Concurrence: Katelyn Balzer, P.Eng., Director of Engineering and Public Works
Concurrence: Michael Dillabaugh, CPA, CA, Director of Finance
Concurrence: Marie Watmough, Director of Legislative & Protective Services
Concurrence: Braden Hutchins, Deputy Chief Administrative Officer
Concurrence: Darren Kiedyk, Chief Administrative Officer

Attachment: Consultation Summary

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Appendix A

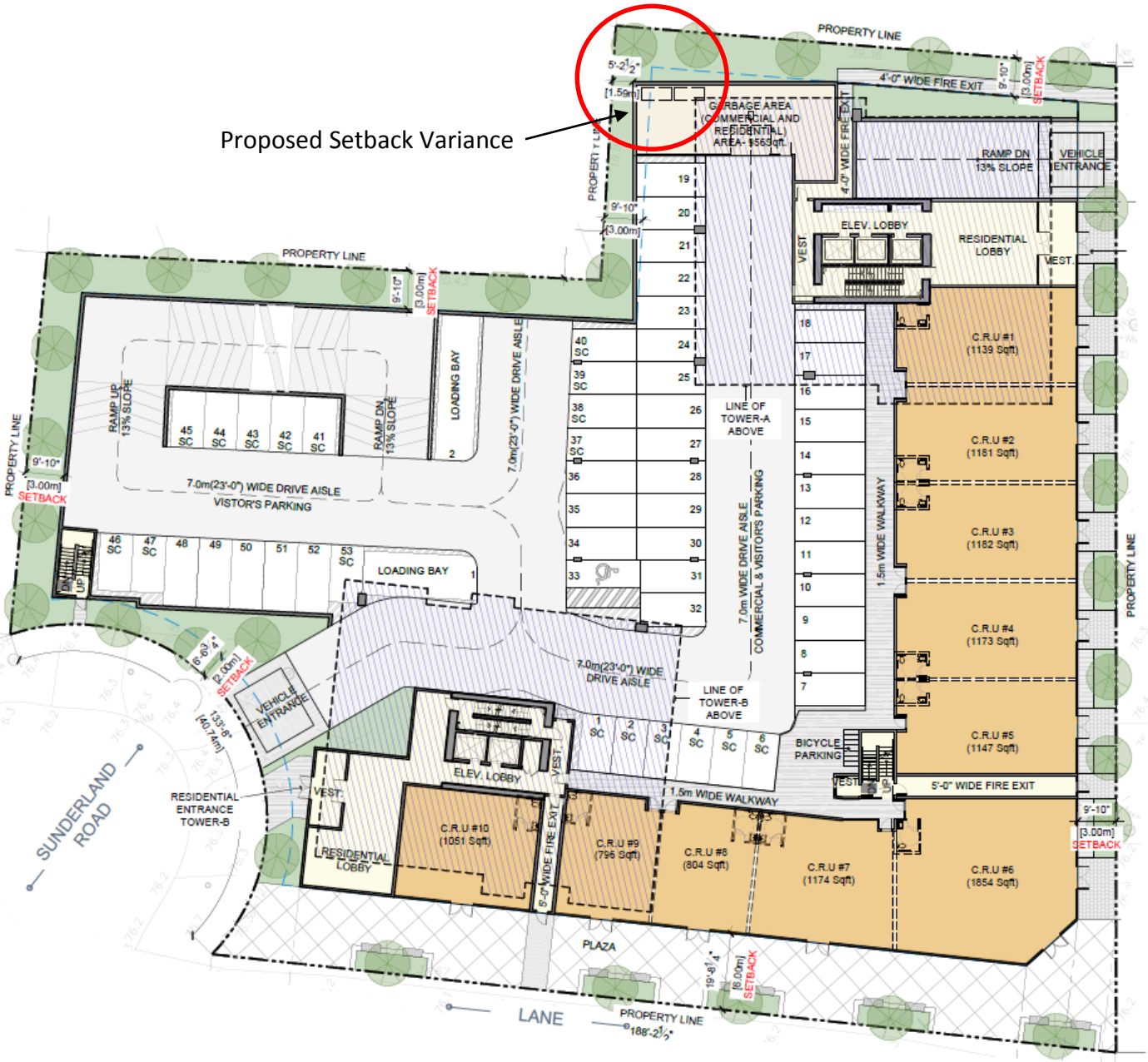
Rendering – Peatt Road Perspective

Appendix B

Rendering – Sunderland Road Perspective

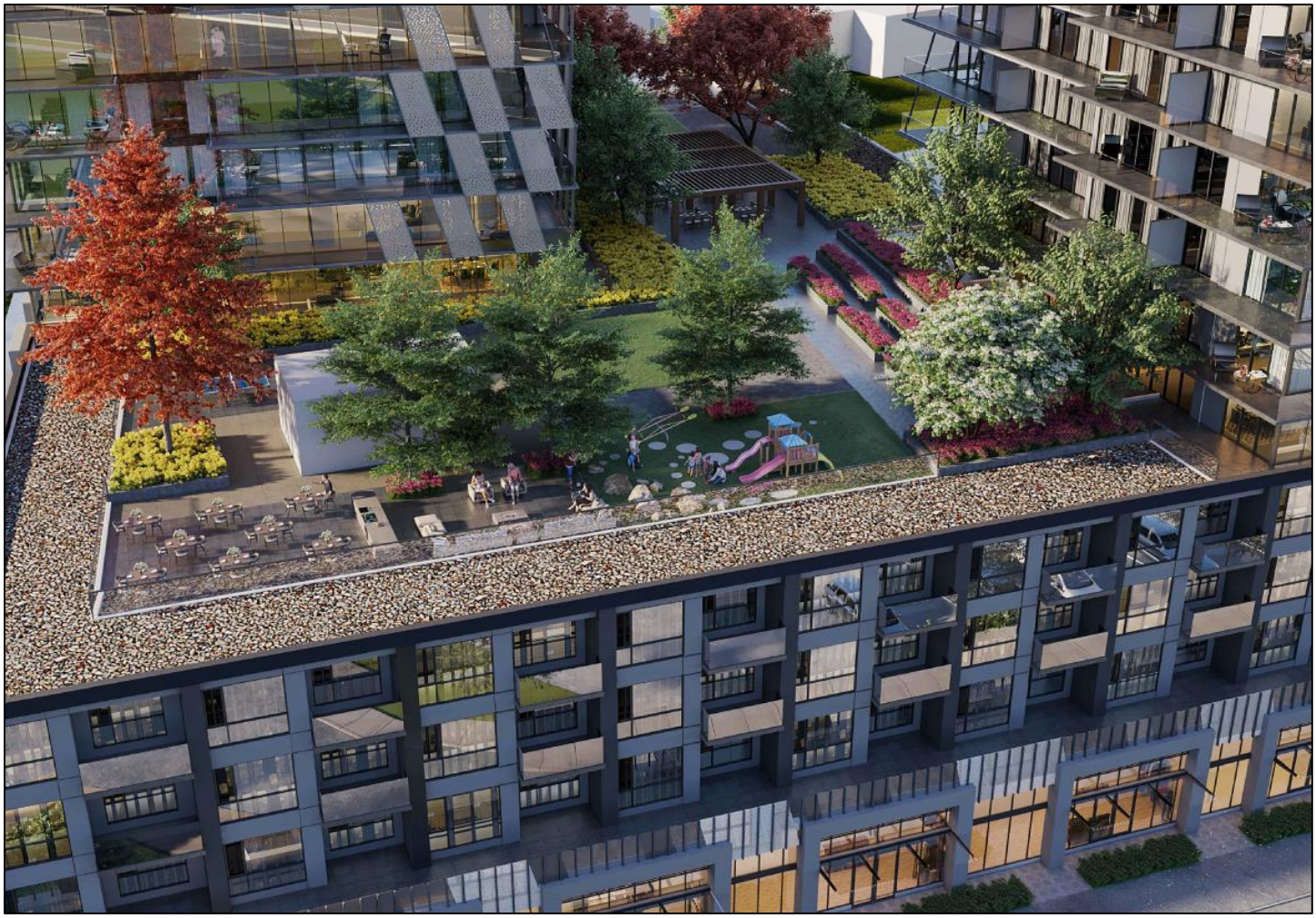
Appendix C

Site Plan



Appendix D

Rendering of the Roof Top Amenity Space



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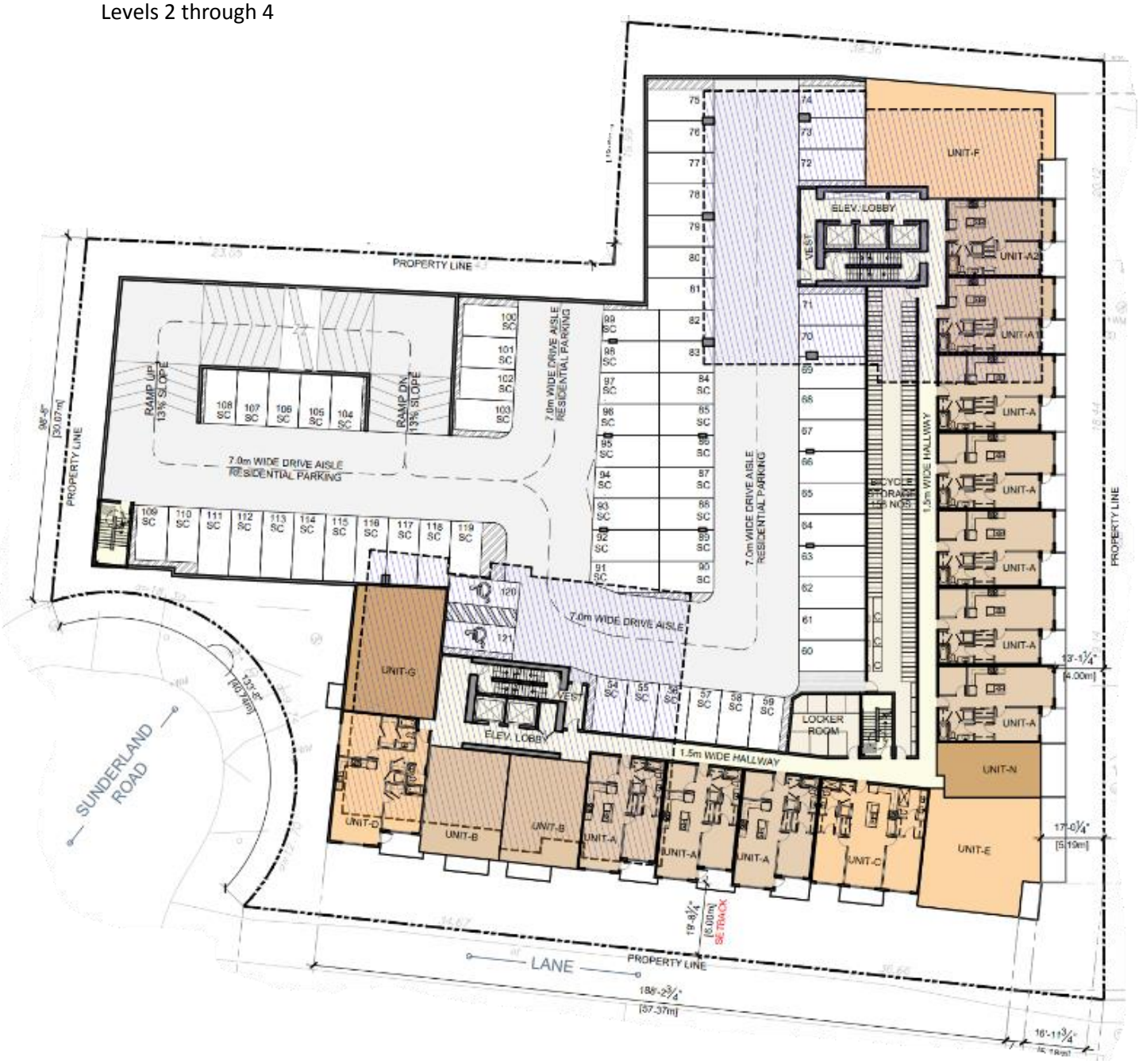
Appendix E

Levels 2 through 4

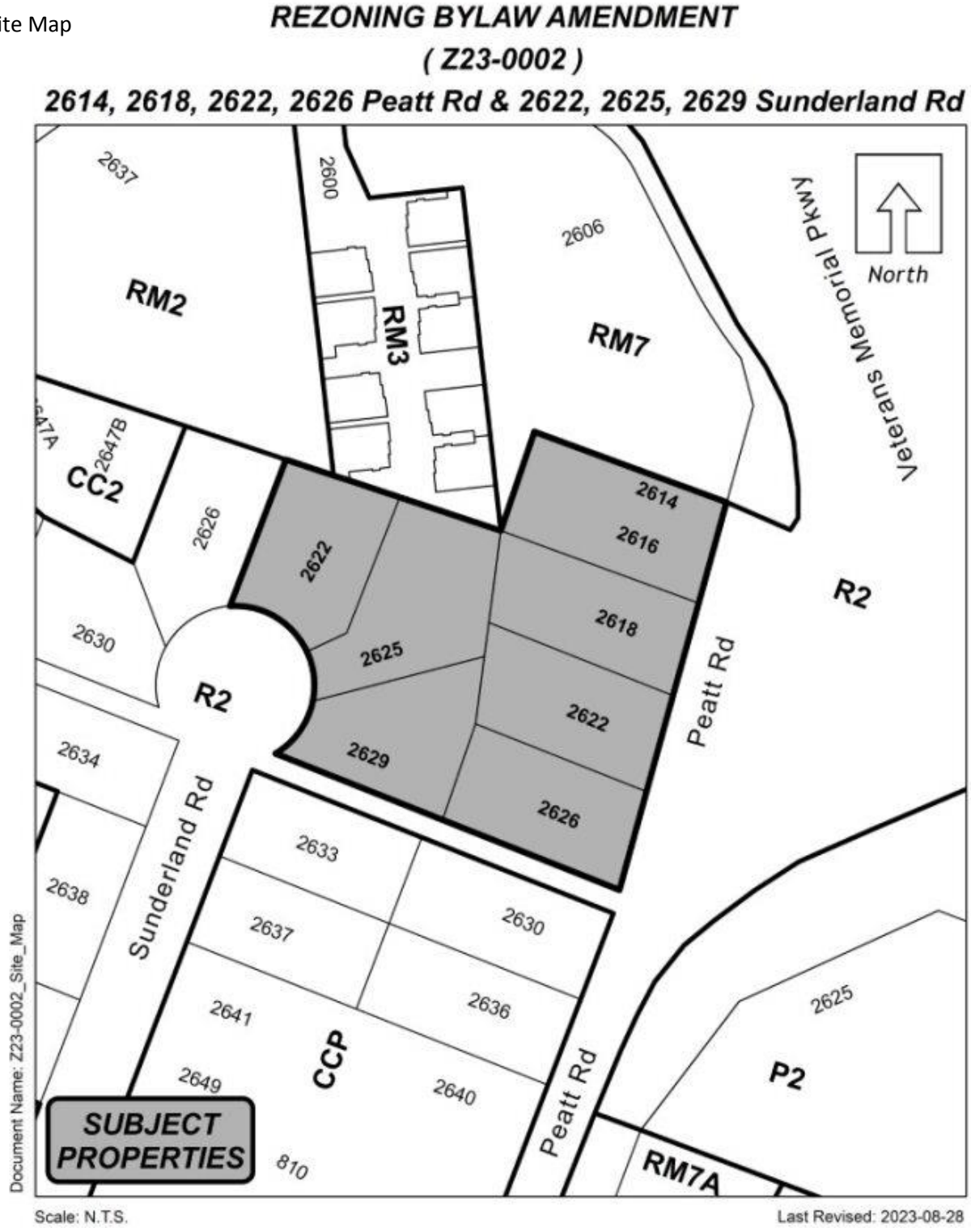


Appendix F

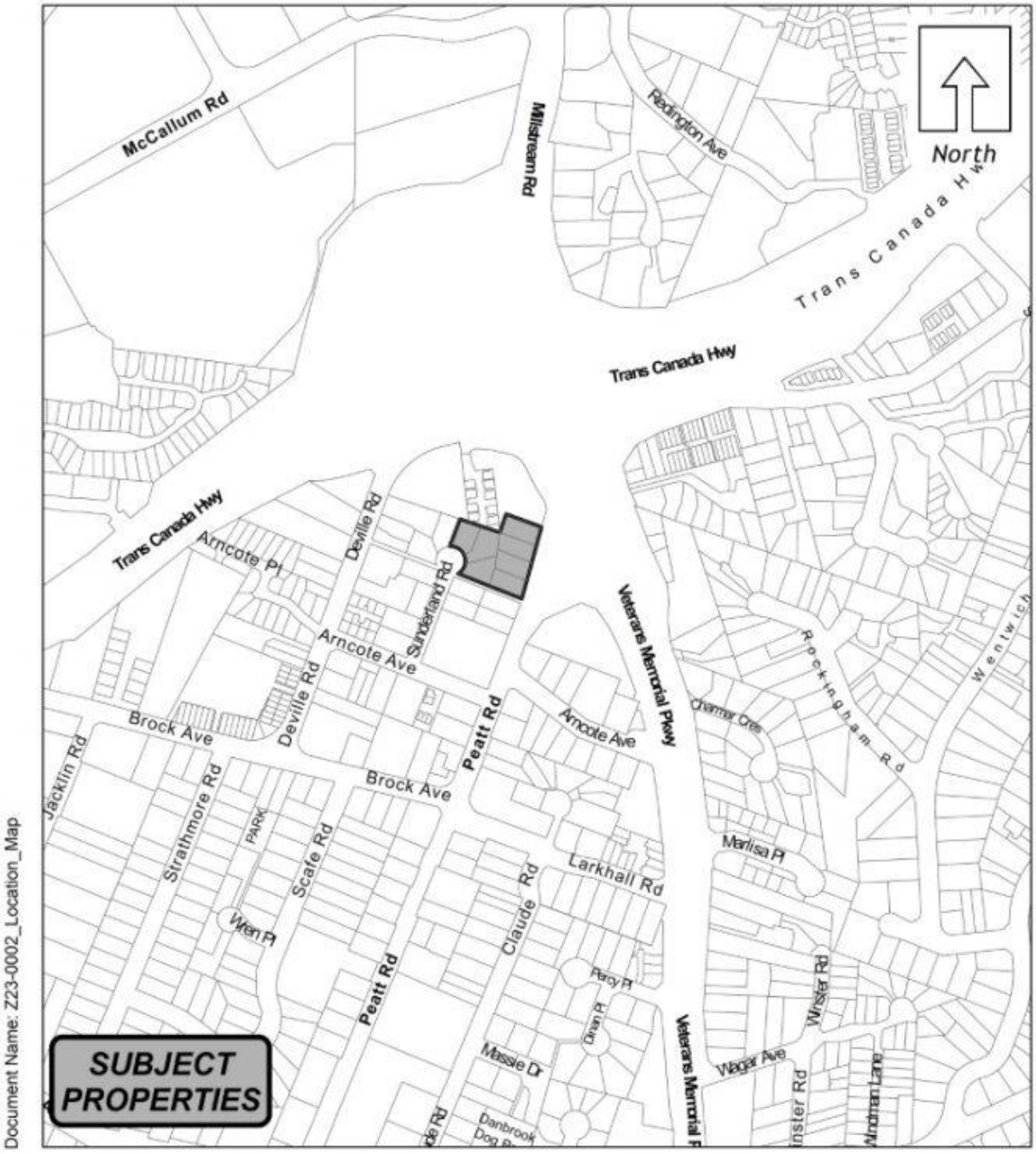
Proposed Road Connection
(approximately 73m²)

Appendix G

Site Map



Appendix H

Location Map

REZONING BYLAW AMENDMENT
(Z23-0002)
2614, 2618, 2622, 2626 Peatt Rd & 2622, 2625, 2629 Sunderland Rd