



Staff Report to Council

DATE: Monday, April 7, 2025

DEPARTMENT: Engineering

SUBJECT: Construction Impact Management Strategy Engagement Summary and Early Guidance

EXECUTIVE SUMMARY:

The purpose of this report is to inform Council of the public engagement results and to seek Council endorsement for the recommended seven-step, data-driven Construction Impact Management Strategy as follows:

1. Promote the Early Guidance for Construction Impact Management.
2. Integrate the Construction Bylaw Enforcement Officer position.
3. Commence proactive education and enforcement measures.
4. Draft new bylaws/amendments in order of public priority.
5. Concurrently draft the 'Good Neighbour' Policy.
6. Seek input from key partners and committee.
7. Bring forward results for Council consideration and adoption.

Staff are also seeking approval in principle from Council for the immediate implementation of the Early Guidance for Construction Impact Management as drafted.

BACKGROUND:

On May 18, 2023, the concept of a Construction Impact Management Strategy for Langford was first discussed as part of the [Strategic Planning Progress Update](#) to Council. Council also passed a resolution that supported, in principle, interim measures to provide [Early Guidance for Development Applications](#). Alongside the first guideline for "High Quality Growth and Density", the second guideline was as follows:

"Less Impactful, More Livable Construction"

To mitigate the construction impacts of medium and high-density growth on existing neighbours and neighbourhoods in a rapidly and continuously changing city, applications should propose and implement a well-considered "good neighbour commitment" that reflects established high-quality practice in maintaining urban livability during construction.

On June 5, 2023, staff provided a Staff Report which gave a detailed review of a proposed [Construction Nuisance Dust Control Bylaw](#) and Council passed the following resolution:

THAT Council direct Staff to draft guidelines for review by the Sustainable Development Advisory Committee that will form, in whole or in part, the Construction Impact Management Strategy;

AND

THAT Council direct Staff to broaden the existing dust control plan requirements and incorporate the standard additional penalty clauses (from the draft Bylaw No. 1666) into Bylaw No. 1000 and/or 1800 with the omnibus amendments for review by the Sustainable Development Advisory Committee.

This report addresses the first paragraph of the June 5, 2023 resolution above.

On July 17, 2023, Council [adopted Bylaw No. 2103](#) to amend Subdivision and Development Servicing Bylaw No. 1000 (Amendment No. 24) which addresses the second paragraph of the June 5, 2023 resolution above.

Further, on November 20, 2023, Council authorized the Mayor and CAO to execute licence agreement CON23-0162 ([Request for Construction Licence – Application for Lane Closure at 2826 Jacklin Rd](#)) with the context of this being “in advance of a Construction Impact Management Strategy and ‘Good Neighbour’ Policy” anticipating the need for street occupancy permits with daily fee rates. While this work is ongoing, staff have been requiring developers to submit a request for a construction licence to occupy the road right-of-way with the following daily fee rates of:

- *\$0.85 per square metre per day to occupy existing public sidewalks or parking stalls; and*
- *\$1.15 per square metre per day to occupy existing public bike lanes or vehicular lanes.*

Also, on November 20, 2023, Council adopted the [2023-2027 Council Strategic Plan](#). Under Strategic Priority 1: Sustainable Development, Objective 1f was “Develop a Construction Impact Management Strategy and ‘Good Neighbour’ Policy” with the following description:

This strategy and policy will result in a written commitment from each developer and business at the earliest stage of permitting on how they intend to be a “good neighbour”. It is in everyone’s best interest to accommodate growth, development, and business operations in such a way that is reasonably livable for neighbouring residents. Its success will require an additional Bylaw officer dedicated to site inspections and enforcement of these commitments.

To support the development of a Construction Impact Management Strategy, an internal working group with senior representation from the Engineering, Bylaw, Planning, Building and Parks Departments was formed to complete three tasks:

1. *Review established ‘Good Neighbour’ policies in BC and Langford’s existing bylaws;*
2. *Compile a list of common construction-related complaints; and*
3. *Undertake a gaps analysis of existing bylaws in relation to those complaints.*

The results and initial recommendations from the working group for the potential [Construction Impact Management Strategy](#) were presented in a staff report to the Sustainable Development Advisory Committee on June 10, 2024, and to Council on June 17, 2024. Council passed the following resolution:

THAT Council direct staff to proceed with community engagement with respect to concerns and priorities around the Construction Impact Management Strategy, and report back to Council once complete;

AND

THAT Council direct staff to formulate a facilitated focus group of key partners to better understand how bylaw amendments or new bylaws related to the construction impact management strategy and good neighbor policy could accommodate growth, development, and business operations, in such a way that is reasonably livable for neighbouring residents, and report back to Council with results in future bylaw staff reports.

On February 3, 2025, staff presented the first [2023-2027 Council Strategic Plan Review](#).

Staff recommended and Council supported splitting objective 1f into two as follows:

- *1f(a): Develop a Construction Impact Management Strategy and Early Guidance Document for Implementation (Funded, Q1 2025)*
- *1f(b): Draft the 'Good Neighbour' Policy and Priority Bylaws/Amendments for Adoption (Partially Funded, Q2 2026)*

The following status update on objective 1f was provided:

The community engagement survey for the Construction Impact Management Strategy closed in Q4 2024. A staff report is forthcoming in Q1 2025 with the recommendations based on the survey data collected, including but not limited to:

- *A draft Early Guidance Document for immediate implementation;*
- *A prioritized list of supporting bylaws/amendments; and*
- *Resourcing requests for next steps.*

COMMENTARY:

Public Engagement Summary

The [Construction Impact Management Strategy Survey](#) was open on *Let's Chat Langford* from October 1st to November 19th, 2024, and in those seven weeks 273 surveys were completed. The preamble, background, questions, and format of the survey was formulated in accordance with International Association for Public Participation (IAP2) best practices for public engagement. Staff promoted the survey through social media, electronic boards throughout the city, newspapers, digital media, and at the Langford Fire Rescue Open House on October 6, 2024.

The intention of this survey was to better understand how residents are impacted by construction in Langford. This was also an opportunity for the City to obtain confirmation of how and where residents

are impacted by construction, to understand the community's priorities for change, and to learn about how some contractors are already being good neighbours.

The preamble and background set the stage for what is or is not included in this survey and why:

Since the majority of complaints in a growing city are related to construction nuisances, the City is addressing this first through the Construction Impact Management Strategy. Nuisances caused by on-going business operations will not be addressed through the Construction Impact Management Strategy but rather through the next phase of the 'Good Neighbour' Policy process.

The following is a representation of the order and focus of the strategy and policy that was provided in the survey preamble:

1. *Construction Impact Management Strategy focus → Development/Construction*
2. *'Good Neighbour' Policy focus → Development/Construction + Business Operations*

It was also stated that targeted public engagement will take place with the business and development community later this year, through a facilitated focus group of key partners, when draft bylaw amendments have been prepared, in accordance with Council's direction.

As stated in the survey background:

The Construction Impact Management Strategy will balance the unavoidable impacts of construction, such as noise and road closures during allowable hours, with the expectation that contractors be "good neighbours" by communicating with residents and minimizing or making good on impacts to nearby homes and businesses.

Staff took it a step further and provided clarification upfront on what is considered to be reasonable verses unreasonable construction impacts, since the City is only looking to address poor construction practices through this strategy and policy:

Examples of Reasonable Impacts (considered legitimate disruptions):

- *Noise during allowable times*
- *Some dust or equipment exhaust*
- *Crane setup/take-down*
- *Hammering, drilling, blasting*
- *Equipment back-up beepers*
- *Extra-long concrete pours*
- *Planned and limited road/sidewalk closures or traffic changes*
- *Construction licences for street occupancy for extended periods of time, in agreement with the City*

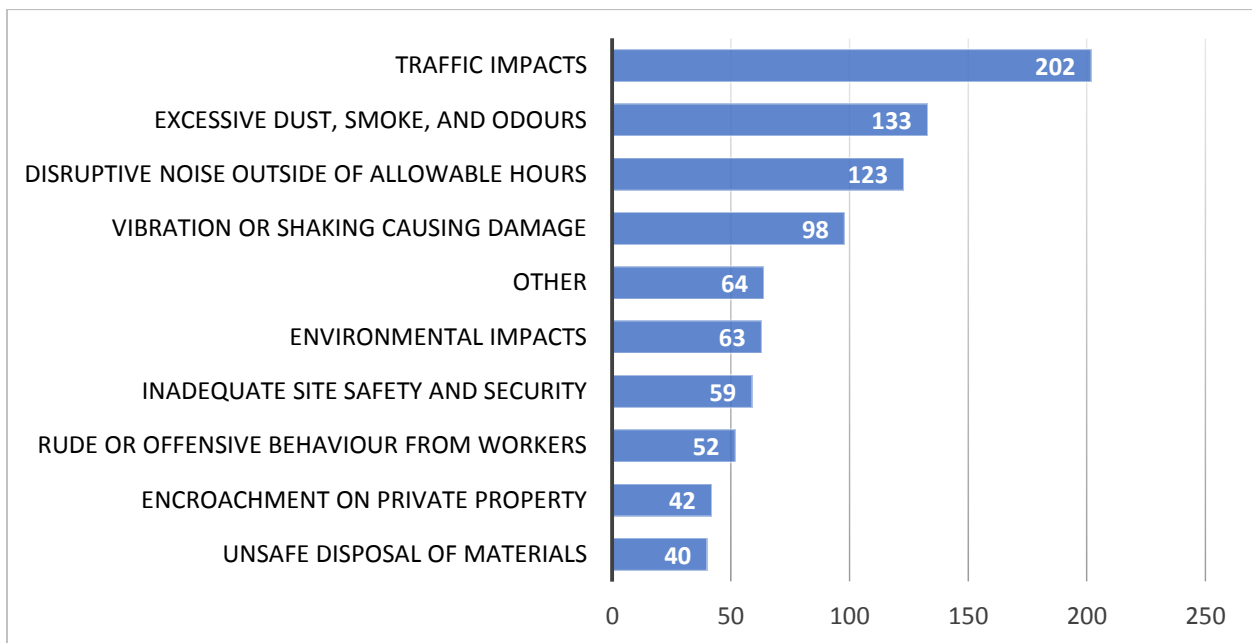
Examples of Unreasonable Impacts (considered poor construction practices):

- *Noise outside of allowable times*
- *On-street parking violations*
- *Damage to surrounding properties*
- *Rude or offensive behaviour from workers*
- *Inadequate site security and safety*

- Excessive dust and smoke
- Insufficient erosion and sediment control or environmental spills
- Improper storage of materials
- Unpermitted sidewalk/street blockages

In the survey, four key questions were asked, along with eight standard neighbourhood/demographics questions, and the mapping tool which allows participants to pinpoint areas of note. The following is a summary of the key results; see attached for the direct results from Let’s Chat Langford for further information, excluding the written responses.

Question No. 1: Which of the following unreasonable construction impacts have you experienced? (Select all that apply) (Checkbox Question) (260 responses, 13 skipped) Results:



Question No. 2: Which actions would be most useful for the City to take to minimize unreasonable construction impacts? (Rank in order from most useful to least useful) (Ranking Question) (261 responses, 12 skipped) Results with corresponding bylaws:

Priority Ranking	Description	Corresponding Bylaw
1	Regulate noise from machinery near homes and businesses.	Bylaw No. 2056 & 1800 - Noise Regulation Bylaw and/or Soil Removal and Disposition Bylaw
2	Combine and improve existing nuisance bylaws to fill gaps and support enforcement efforts.	New - Comprehensive Nuisance Bylaw

3	Explore if the City could suspend business licenses for multiple confirmed ongoing bylaw violations by developers/contractors.	Bylaw No. 216 - Business Licence & Regulation Bylaw
4	Require developers/contractors to pay fees for extended exclusive use of public roads, sidewalks, parking, or bike lanes.	Bylaw No. 33 - Traffic (Highway Use) Bylaw
5	Add new rules to City construction contracts to prevent unnecessary extended road closures.	New - Supplemental Conditions for Construction Contracts
6	Require contractors to provide a comprehensive geotechnical plan when applying for permits to remove or deposit soil.	Bylaw No. 1800 - Soil Removal and Disposition Bylaw
7	Create new rules for maintaining buildings and abandoned or derelict structures.	New - Standards of Maintenance Bylaw
8	Require developers/contractors to put artistic screening around empty lots and construction sites, standardize emergency contact signage for these sites, and restrict trades advertising signage on construction fencing.	Bylaw No. 1160 & 1201 - Building Bylaw and/or Design Guidelines and Development Permit Areas

Question No. 3: Do you have any other comments related to unreasonable construction impacts or ideas to minimize unreasonable impacts? (Please describe) (Text Box Question) (192 responses, 81 skipped)
Results:

The top 10 general discussion topics in order of highest frequency were: 1. Roads, 2. Traffic, 3. Blasting, 4. Neighbours, 5. The City, 6. Closures, 7. Noise, 8. Parking, 9. Dust, and 10. Clean Up.

Staff reviewed all the responses in detail and created a list of the unreasonable construction impacts mentioned by the public. The public engagement list exceeded the original list of common construction-related complaints compiled by the working group. Staff attempted to address all the frequent examples of poor construction practices in Langford in the attached draft Early Guidance for Construction Impact Management to developers and contractors.

Regarding the ideas or suggestions provided by the public on how to minimize unreasonable impacts, there were many excellent suggestions. There was understanding expressed for living in a growing city and the need for housing, while others expressed having been negatively impacted for years due to consecutive construction projects surrounding their homes. All suggestions will be taken into consideration when drafting the proposed new bylaws or bylaw amendments that support the 'Good Neighbour' Policy. The following are summarized examples of the public's suggestions in alphabetical order:

- Add requirements for third-party pre-blast surveys
- Allow major road construction at night
- Better coordination between municipalities
- Hire local contractors
- If impacts cannot be minimized, then benefits should be maximized

- Incentivize or penalize schedules for faster completion
- Incorporate area-based management into permitting
- No peak hour lane closures
- Reduce noise bylaw hours, 12 hours every day is too long
- Reduce speed limits in construction zones
- Try to keep fees affordable

Question No. 4: Do you have any examples of how developers/contractors have been good neighbours in your community? (Please describe) (Text Box Question) (148 responses, 125 skipped) Results:

There were many examples of how developers/contractors have been good neighbours in Langford. There was great appreciation expressed for all the kind acts, large and small. Staff tabulated the approximate number of positive versus negative response. While there were more positive examples than negative, this question also had the highest number of skips (30% positive, 24% negative, 46% skipped).

Many of the 'good neighbour' examples had to do with cleanliness and garbage pickup, considerate personnel, upfront contact information provided, responsive to requests, questions answered, workers supporting local businesses, extra sweeping and snow shovelling, proactive tree protection, respect for property lines, safe pedestrian and cycling detours, accommodated special requests, privacy respected, etc.

Question No. 5 to 12: Demographics Summary

The following highlighted demographic results are representative of the highest percentage of respondents in each category:

- Live in Langford
- Live in the City Centre
- Are 35 to 44 years old
- Live in a Single Detached House or Duplex
- Owns Their Home
- Makes over \$100,000 per year
- Identifies as a Woman
- Found out through the Let's Chat Langford Newsletter

For the complete demographic results, see the Let's Chat Langford Survey Response Report attached to the staff report.

The Recommended Construction Impact Management Strategy

The recommended seven-step Construction Impact Management Strategy is as follows:

1. Promote the Early Guidance for Construction Impact Management.
2. Integrate the Construction Bylaw Enforcement Officer position.
3. Commence proactive education and enforcement measures.
4. Draft new bylaws/amendments in order of public priority.
5. Concurrently draft the 'Good Neighbour' Policy.

6. Seek input from key partners and committee.
7. Bring forward results for Council consideration and adoption.

The Draft Early Guidance for Construction Impact Management

The attached Early Guidance document is drafted as a stand-alone quick-start framework, so that it can be easily forwarded by staff to developers at the earliest stage of development, and handed-out onsite to contractors at pre-construction meetings or as issues arise. It would be provided to developers and contractors in Langford, as an interim measure ahead of the forthcoming 'Good Neighbour' Policy and supporting bylaws/amendments.

There are four main sections within the Early Guidance document, containing practical lists focused on providing clarification and transparency for ease of transition:

1. The Construction Impact Management Strategy
2. Early Guidance for Construction Impact Management
3. Commonly Misunderstood or Overlooked Construction-Related Requirements
4. Construction Impact Management Best Practices & Common Courtesies

The Recommended New Bylaws/Amendments in Order of Public Priority

The recommended eight new bylaws/amendments to be completed as part of Strategic Objective 1f(b) in order of public priority are as follows:

1. Bylaw 33 – Traffic (Highway Use) Bylaw
2. NEW – Comprehensive Nuisance Bylaw
3. Bylaw 2056 – Noise Regulation Bylaw
4. Bylaw 1800 – Soil Removal and Deposition Bylaw
5. Bylaw 216 – Business Licence and Regulation Bylaw
6. NEW – Supplemental Conditions for Construction Contracts
7. NEW – Standards of Maintenance Bylaw
8. Bylaw 1160 and/or 1201 – Construction Screening/Signage

FINANCIAL IMPLICATIONS:

With the term position policy drafter having been included in the approved 2025 Budget, no additional resourcing is anticipated. Both Strategic Plan Objectives 1f(a) and 1f(b) are now considered fully funded.

LEGAL IMPLICATIONS:

None known.

STRATEGIC PLAN ALIGNMENT:

1f(a) – Develop a Construction Impact Management Strategy and Early Guidance Document for Implementation

1f(b) – Draft the ‘Good Neighbour’ Policy and Priority Bylaws/Amendments for Adoption

OPTIONS:

Option 1

THAT Council endorse the recommended seven-step Construction Impact Management Strategy supported by public engagement;

AND

THAT Council support in principle the Early Guidance for Construction Impact Management as drafted for immediate implementation.

OR Option 2

THAT Council direct staff as follows regarding the Construction Impact Management Strategy:

- a. _____;
- b. _____;
- c. _____.

SUBMITTED BY: Katelyn Balzer, P.Eng., Director of Engineering and Public Works

Concurrence: Lorne Fletcher, Manager Community Safety and Municipal Enforcement

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: Matthew Baldwin, RPP, MCIP, Director of Development Services

Concurrence: Leah Stohmann, RPP, MCIP, Director of Community Planning and Climate Change

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

- Attachments:
- 1. Construction Impact Management Strategy Survey Responses Report
 - 2. Early Guidance for Construction Impact Management