



Staff Report to the Planning, Zoning and Affordable Housing Committee

DATE: Monday, February 28, 2022

DEPARTMENT: Planning

APPLICATION NO.: Z21-0050

SUBJECT: Application to Rezone 904 to 914 Dunford Avenue from the One- and Two-Family Residential (R2) Zone to the City Centre Pedestrian (CCP) Zone - Area 2 to Allow for two Mixed-Use Buildings

PURPOSE

Rachael Sansom has applied on behalf of Navi Jagpal to rezone 904, 908, 910, 912, and 914 Dunford Avenue from the One- and Two-Family Residential (R2) Zone to the City Centre Pedestrian (CCP) Zone - Area 2 to allow for the development of two mixed-use buildings. Combined, the buildings would consist of approximately 352 residential units and 1,045m² (11,235ft²) of commercial space.

BACKGROUND

The City has not received any previous planning applications with respect to the subject properties.

Table 1: Site Data

Applicant	Rachael Sansom	
Owner	Navi Jagpal	
Civic Addresses	904, 908, 910, 912, and 914 Dunford Avenue	
Size of Properties	5,170m ² (1.3 acres)	
DP Areas	City Centre	
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

The subject properties all contain one single-family dwelling, and each have one or more associated accessory buildings. The properties to the north have recently been rezoned to City Centre Pedestrian (CCP) to allow for two mixed-used buildings. To the east, across Jacklin Road, is a multi-family residential building. To the west are a duplex, a townhouse development and single-family dwellings, while to the south is the E&N Rail with a commercial site beyond that.

Figure 1: Current Conditions of Subject Properties



Table 2: Surrounding Land Uses

	Zoning	Use
North	City Centre Pedestrian (CCP)	Mixed-Use (Forthcoming)
East	Community Town Centre Pedestrian (C8)	Multi-Family Residential
South	District Commercial (C3)	Commercial
West	One- and Two-Family Residential (R2) Attached Housing (RM2)	Duplex, Single-Family Residential Multi-Family Residential

Figure 2: Location of Subject Properties



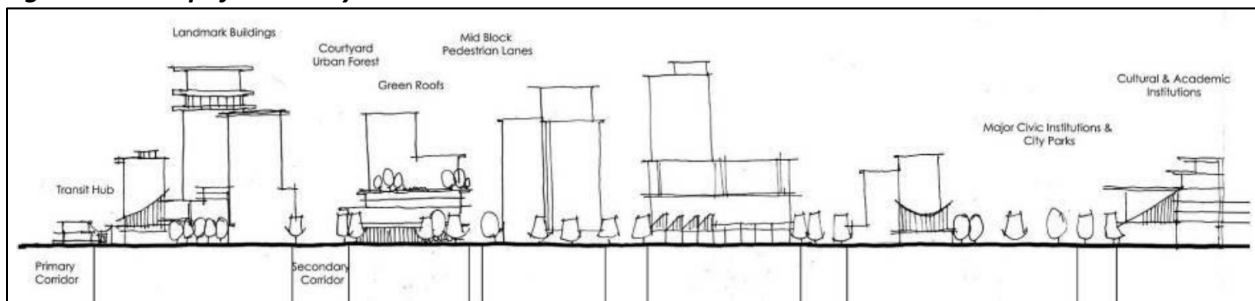
COUNCIL POLICY

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 and concept cross-section:

- A major regional growth centre that supports a wide range of high-density housing, including affordable and rental housing
- A major employment area for institutional, office, commercial, light industrial uses
- Major civic uses and public buildings are key landmarks
- A major place of community gathering and celebration
- A wide range of public squares, parks and open spaces are integrated throughout
- The City's major entertainment and/or cultural precinct
- Inter-city and/or inter-regional transit hub connect residents

Figure 3: 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 within the City Centre, 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.

DESIGN GUIDELINES

The subject properties are located within 'S1 Centennial Park' area of the City Centre Neighbourhoods in the Design Guidelines as outlined in Figure 4. For this region of the City Centre, the design intent is as follows:

Surrounding a large green space, the Centennial Park neighbourhood boasts late century single-family dwellings located on cul-de-sac roads. This neighbourhood is very suitable for mixed-use development, shared streets and enlarged walkways as well as high-density apartment buildings near Goldstream Avenue. Other opportunities for development in this neighbourhood include townhouses and

Figure 4: S1 Centennial Park



medium-density apartments to replace the single-family dwellings on cul-de-sacs and shared streets. Emphasis within the Centennial Park neighbourhood shall be placed on a family focus and being able to move through the housing continuum by addressing various housing types.

DEVELOPMENT PROPOSAL

The applicant is proposing to rezone the subject properties to CCP (City Centre Pedestrian - Area 2) in order to construct two mixed-use buildings. The full build-out is proposing to create approximately 352 residential units along with just over 1,000m² of commercial space. The commercial space would consist of ground floor units that either front onto Dunford Avenue or Jacklin Road. An illustration of the site plan is included in Appendix B. Note, the current site plan includes a proposal to close a portion of Dunford Avenue. This closure is dependant upon approval to relocate the services at this location, as well as Council's approval to dispose of that portion of Dunford Avenue. If the road closure is not possible, the applicant would need to redesign the project so that it fits with the existing property boundaries.

The CCP Zone is a newly created zone for the City Centre that was created under Bylaw 1919, which Council adopted on August 16, 2021. Bylaw 1919 created a number of zones suited for the City Centre as well as a Concept Map and supporting policies to act as a guide for how Council may consider implementing these zones at the time of rezoning. For this site, all the subject properties are shown as being appropriate for consideration of the CCP zone and therefore, this proposal is consistent with the design guidelines.

The five properties and proposed road closure associated with this development would be consolidated into one parcel. There would be one point for vehicles to enter and exit the site, which would be from Dunford Avenue, as shown in Appendix B. Along the Jacklin Road frontage, the development would only have pedestrian access to the commercial units. Council may wish to require the lot consolidation to occur prior to issuance of a Development Permit for Form and Character.

The required parking would be provided for onsite. There would be one full level of underground parking, and an additional 13 stalls provided in a level below that. The rest of the parking would be provided within a parkade that encompasses much of the first, second, and third storeys. The first storey of parking would be located behind the commercial units and lobbies, while the second and third storeys of the parkade would provide parking to the limits of the setbacks. Even though the parkade would be visible, the façade would mimic the upper façade of residential units in order to disguise the fact that it's a parkade.

The roof of the parkade would include the common outdoor amenity space that is required by the CCP zone. Details for this space have not been provided at this time but is anticipated to be similar to other rezoning applications that proposed community gardens, dinning areas, and lounge areas on the roof of

the parkades. Council may wish to have as much of the parkade roof used for the outdoor amenity space as possible, similar to what we've seen with other applications.

The proposed design complies with all the City Centre Pedestrian (CCP) requirements, and does not maximize the allowable Floor Area Ratio (FAR). The CCP zone permits an FAR of 6.0, whereas the design is proposing an FAR of 5.0.

With respect to the type of units, Langford has seen a concentration of rental apartments among multi-family residential developments. In an effort to provide options for future home ownership and ensure flexibility of housing types for all residents, Council may wish to require developers to strata title the buildings prior to occupancy so that individual units may be offered for sale if market conditions change at some later date. Taking this step does not impede the use of the building as a rental if the applicant wishes to but ensures that a building is appropriately constructed and will not require potentially costly upgrades if strata title conversion is sought in the future. The applicant is proposing to strata title the project regardless, but Council may still wish to have the applicant register a building strata plan as a condition of rezoning prior to issuance of an occupancy permit and have this provision secured within a section 219 covenant registered on title.

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 separate rent is not charged for a parking space. This would prevent future tenants/owners from declining to pay separately for a parking stall and choosing to park on the surrounding streets instead.

Additionally, Council may wish to require the onsite parking spaces 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. Given the future development of electric vehicles, this may be viewed as a proactive step that would allow residents of the building a wider choice of vehicles in the future.

Table 3: Proposed Data

	Permitted by R2 (Current Zone)	Permitted by CCP (Proposed Zone)
<i>Permitted Uses</i>	<ul style="list-style-type: none"> • One or Two-Family Dwelling • Group Day Care • Home Occupation 	<ul style="list-style-type: none"> • Apartment • Office • Restaurant • Retail Store
<i>Density</i>	n/a	6.0 FAR

<i>Height</i>	9m (30 ft)	n/a
<i>Site Coverage</i>	35% max	n/a
<i>Front Yard Setback</i>	6.0 m (20 ft)	2.0m (6.6 ft) 1-2 storeys 4.0m (13 ft) 3+ storeys
<i>Interior Side Yard Setback</i>	1.5m (5.0 ft)	3.0 (9.8 ft)
<i>Exterior Side Yard Setback</i>	4.5m (15 ft)	2.0m (6.6 ft) 1-2 storeys 4.0m (13 ft) 3+ storeys
<i>Rear Yard Setback</i>	6.0m (20 ft)	3.0 (9.8 ft)
<i>Parking</i>	2 per unit + 1 per suite	1.25 per 0-2 bedrooms 2.25 per 3 + bedrooms

FRONTAGE IMPROVEMENTS

Dunford Avenue

The applicant will be required to provide full frontage improvements along Dunford Avenue in accordance with Bylaw 1000, prior to issuance of a building permit. Much of the improvements at this location have been completed, but any outstanding items would be noted during the civil design stage. The Fire Department has requested that the overhead wires to be installed underground. This may already be necessary as the proposed road closure would directly impact the location of fronting overhead wires.

Jacklin Road

The applicant will be required to provide full frontage improvements along Jacklin Road in accordance with Bylaw 1000, prior to issuance of a building permit. Much of the improvements at this location have been completed as well. Reinstatement of driveway letdowns may be the extent of the required works, but the full extent would be reviewed at the civil design stage.

TRAFFIC IMPACT ASSESSMENT

Due to the increased density, a Traffic Impact Assessment (TIA) for this development would be required. Council may wish to require that a TIA is submitted and approved by the Director of Engineering prior to Public Hearing, and that any recommended improvements to the road network as prescribed by the TIA are completed by the applicant as part of this development.

SEWERS

Sewer mains do exist within Dunford Avenue and Jacklin Road along the frontages of this site. Connections from the buildings 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.

DRAINAGE AND STORMWATER MANAGEMENT

This site is located within an area where stormwater infiltration is required as per Bylaw 1000. Stormwater mains do not exist within this region of Langford. As a condition of rezoning, Council may wish to request that the applicant examine how stormwater can be managed on-site through infiltration and have a technical memo from a qualified engineer be provided in this regard to the satisfaction of the Director of Engineering prior to public hearing. A full stormwater management plan will be required prior to issuance of a Building Permit.

FINANCIAL CONTRIBUTIONS

Rezoning the subject properties 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. A summary of Amenity Contributions and Development Cost Charges that the developer will be expected to pay, is outlined in Tables 4 and 5 below.

COUNCIL'S AMENITY CONTRIBUTION POLICY

The amenity contributions that apply as per Council's current Affordable Housing, Park and Amenity Contribution Policy are summarized in Table 4 below, which is based on 352 residential units and 1,045m² of commercial space.

The applicant has furthermore committed to participating in the City's Attainable Home Ownership Program, and will reserve approximately 10% of the residential units for purchase by Qualified Applicants of the Program. Council may wish to secure this commitment in a Section 219 covenant prior to Bylaw Adoption, with further details and the final number of units to be confirmed as part of the Housing Agreement approval process. As with the first participating development, Council may wish to direct staff to refund the amenity contributions outlined in Table 4 below for each unit sold through the Program.

Table 4: Amenity Contributions per Council's Policy

Amenity Item	Contribution Rates*	Total
<i>Affordable Housing Reserve Fund</i>	\$750 per unit (residential)	\$264,000.00
<i>General Amenity Reserve Fund</i>	\$2,850 per unit (residential)	\$1,003,200.00
	\$10.75 per m ² (commercial)	\$11,233.75

*** 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.**

Table 5: Development Cost Charges

Development Cost Charge	Per Unit Contribution	Total
<i>Roads</i>	\$3,092.39 per unit (residential)	\$1,088,521.28
	\$54.12 per m ² (commercial)	\$56,555.40
<i>Park Improvement</i>	\$1,890 per unit (residential)	\$665,280.00
<i>Park Acquisition</i>	\$1,100 per unit (residential)	\$387,200.00
<i>ISIF Fees</i>	\$331.65 per unit (residential)	\$116,740.80
	\$140/1,000ft ² (commercial)	\$1,574.76
Subtotal (DCCs to Langford)		\$2,315,872.24
<i>CRD Water</i>	\$1,644 per unit (residential)	\$578,688.00
	\$10.74 per m ² (commercial)	\$11,223.30
<i>School Site Acquisition</i>	\$600 per unit (residential)	\$211,200
TOTAL DCCs		\$3,116,983.54

OPTIONS:

Option 1

THAT the Planning, Zoning and Affordable Housing Committee recommend that Council:

1. Proceed with consideration of 1st reading of Bylaw No. 2037 to amend the zoning designation of the properties located at 904, 908, 910, 912, and 914 Dunford Avenue from the One- and Two-Family Residential (R2) zone to 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 residential unit, prior to issuance of a building permit:
 - i. \$750 towards the Affordable Housing Fund; and
 - ii. \$2,850 towards the General Amenity Reserve Fund.subject to reductions in accordance with the Affordable Housing and Amenity Contribution Policy depending on use and height and subject to refunds for units sold through the Attainable Home Ownership Program.
 - b) That the applicant provides, **as a bonus for increased density**, the following contributions per square metre of commercial space, prior to issuance of a building permit:
 - i. \$10.75 towards the General Amenity Reserve Fund.
 - c) That the applicant provides, **prior to Public Hearing**, the following to the satisfaction of the Director of Engineering:
 - i. A technical memo from a qualified engineer that verifies stormwater can be adequately managed on-site for the proposed developments;
 - ii. A Traffic Impact Assessment from a qualified engineer be provided regarding the proposed development.
 - d) That the applicant provides, **prior to Bylaw Adoption**, a Section 219 covenant, registered in priority of all other charges on title, that agrees to the following:
 - i. That all five properties and closed road (if approved) be consolidated together prior to issuance of a Development Permit for Form and Character;
 - ii. That a separate covenant be registered prior to issuance of a building permit for the proposed residential building(s) that ensures parking is allocated to each unit and visitors as required by the zoning bylaw and is not provided in exchange for compensation separate from that of a residential unit;
 - iii. That no occupancy permit be issued for the proposed building until a strata plan for the building has been registered, to the satisfaction of the Approving Officer;

- iv. That as much of the parkade rooftop as possible is designed and constructed as outdoor amenity space for the residents of the development;
- v. That 100% of residential parking spaces, excluding visitor parking spaces, shall feature an energized outlet capable of providing Level 2 charging or higher to the parking space, and that
 - 1. Energized outlets shall be labelled for the use of electric vehicle charging;
 - 2. Where an electric vehicle energy management system is implemented (load sharing), a qualified professional may specify a minimum performance standard to ensure a sufficient rate of electric vehicle charging; and
 - 3. The owner/tenant is required to keep the Electric Vehicle Servicing Equipment (EVSE) in operation and the Strata Council/landlord may not prevent an owner, occupant, or tenant from installing the EV charging equipment
- vi. That a separate covenant containing a Housing Agreement be registered and authorized by a Housing Agreement Bylaw prior to issuance of a building permit, and agreeing that approximately 10% of the multi-family units will be sold through the City's Attainable Home Ownership Program in accordance with the terms specified in Policy No. POL-0166-PLAN;
- vii. That the following are implemented to Bylaw 1000 standards to the satisfaction of the Director of Engineering prior to issuance of a building permit:
 - 1. Frontage improvements;
 - 2. A storm water management plan; and
 - 3. A construction parking management plan

OR Option 2

THAT the Planning, Zoning and Affordable Housing Committee recommend that Council:

- 1. Take no action at this time with respect to this application to rezone 904, 908, 910, 912, and 914 Dunford Avenue.

SUBMITTED BY: Robert Dykstra, MCIP, RPP Senior Planner

Concurrence: Leah Stohmann, MCIP, RPP Deputy Director of Planning and Subdivision

Concurrence: Donna Petrie, Manager of Business Development and Events

Concurrence: Matthew Baldwin, MCIP, RPP, Director of Planning and Subdivision

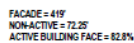
Concurrence: Michelle Mahovlich, P.Eng, P.Geo, Director of Engineering and Public Works

Concurrence: Michael Dillabaugh, CPA, CA, Director of Finance
Concurrence: Marie Watmough, Acting Director of Corporate Services
Concurrence: Darren Kiedyk, Chief Administrative Officer

Appendix A
RENDERING



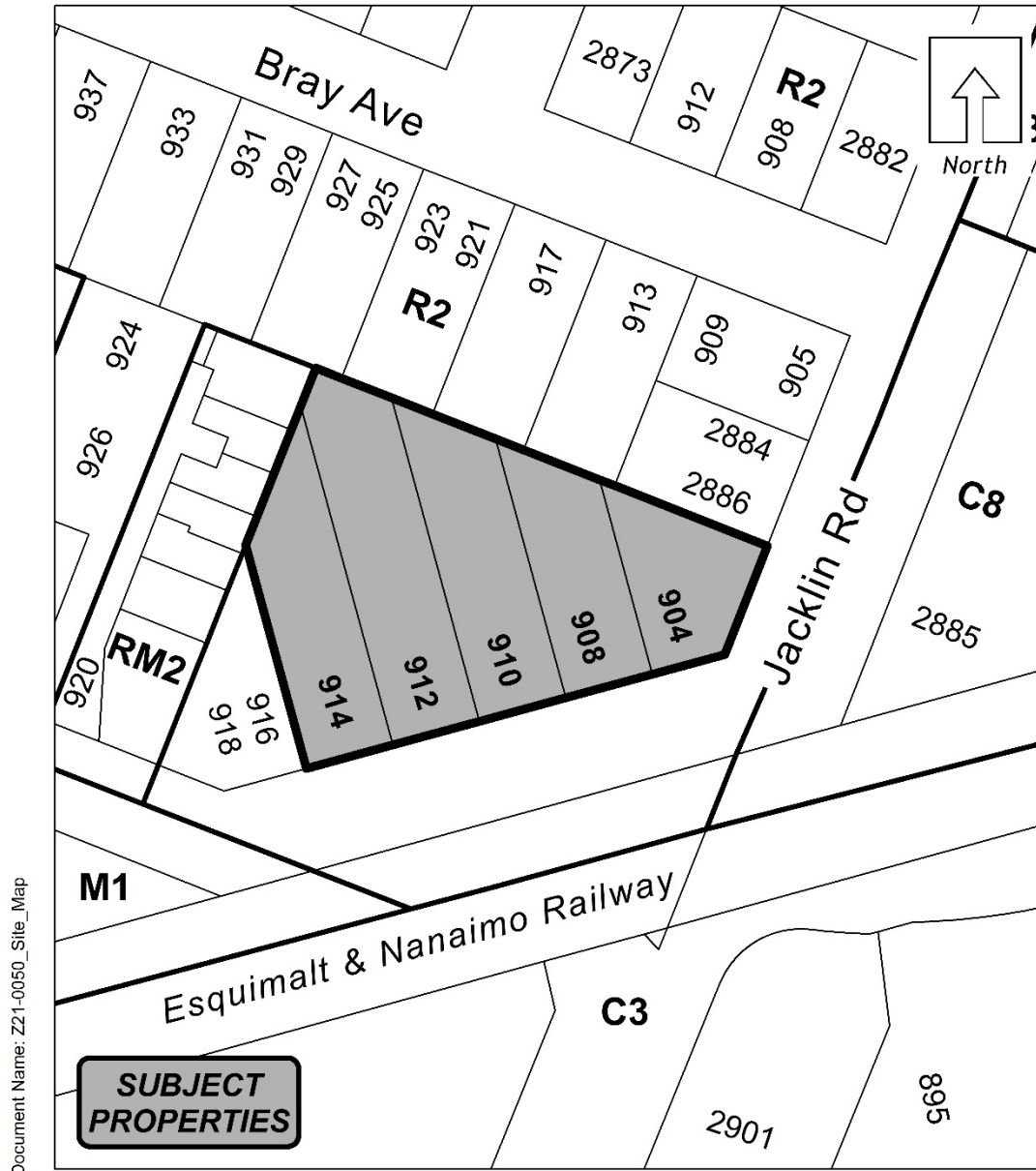
SITE PLAN



Appendix C
SUBJECT PROPERTY MAP

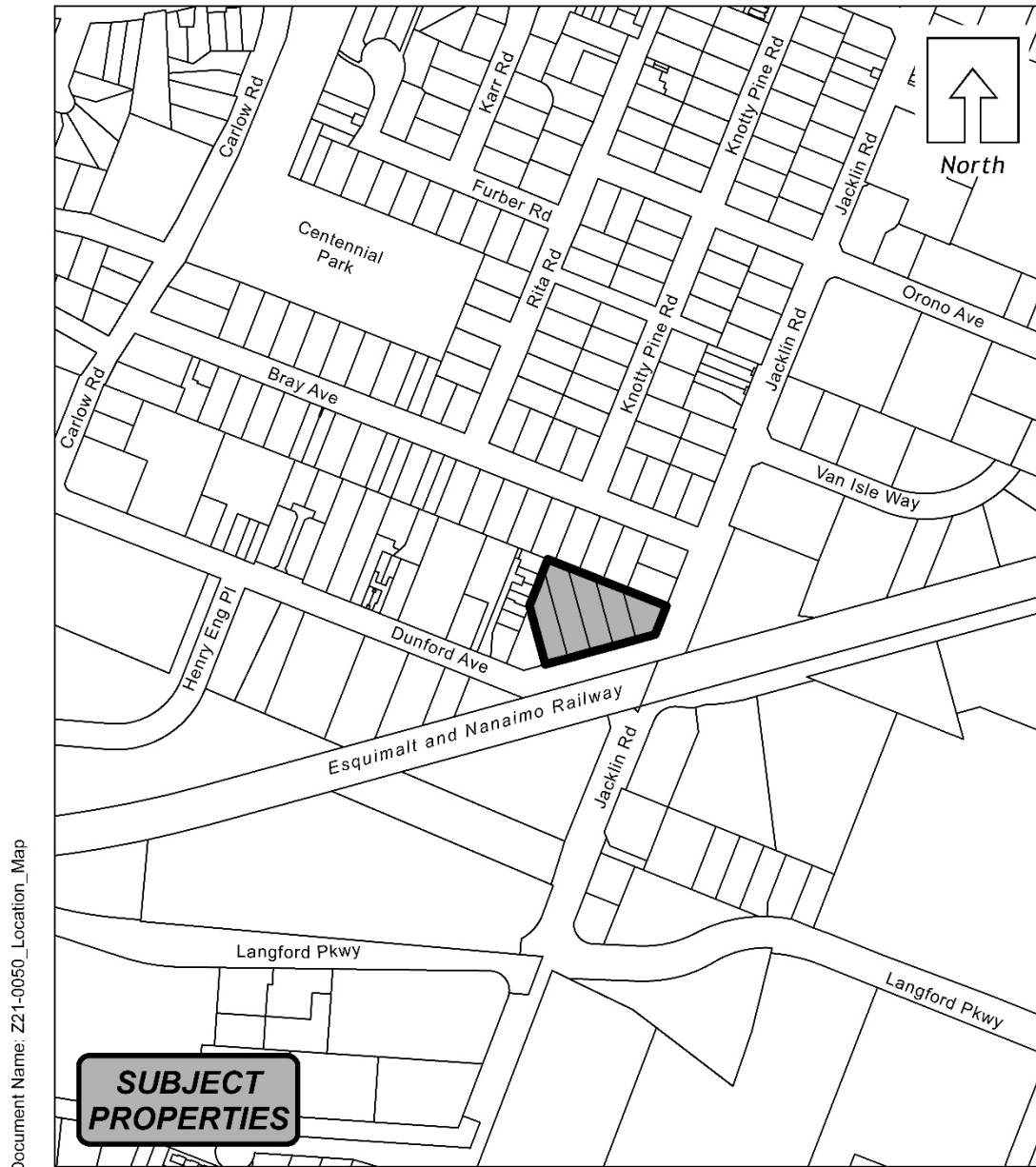
REZONING BYLAW AMENDMENT
(Z21-0050)

904, 908, 910, 912, 914 Dunford Ave



Appendix D
LOCATION MAP

REZONING BYLAW AMENDMENT
(Z21-0050)
904, 908, 910, 912, 914 Dunford Ave



Scale: N.T.S.

Last Revised: 1/28/2022