



ADVISORY DESIGN PANEL REPORT

To: **Advisory Design Panel**

Subject: **OCP Amendment Application OCP 01-20
Rezoning Application RZ 03-20
Development Permit Application DP 05-20**

From: Anton Metalnikov,
Planning Assistant II

File #: 6620.00
Bylaw #: 3146,3147
Doc #:

Date: November 25, 2020

RECOMMENDATION:

THAT this report be received for information.

PURPOSE OF REPORT:

To consider Official Community Plan amendment, rezoning, and Development Permit applications by Redekop Ferrario Properties (Eastleigh) Corp. for a 6-storey, 88-unit apartment development at 20689 and 20699 Eastleigh Crescent.

POLICY:

The subject properties are currently zoned RM1 Multiple Residential Low Density in Zoning Bylaw No. 2100 and designated "Low-Density Residential" in the Official Community Plan (OCP) Land Use Designation Map. All lands designated for multifamily residential use are subject to a Development Permit (DP) to address building form and character.

The proposed development exceeds the density and height parameters in the current OCP and Zoning Bylaw and requires an OCP Amendment and Comprehensive Development (CD) Zone to accommodate the subject development.

COMMENTS/ANALYSIS:

Background Information:

Applicant:	Redekop Ferrario Properties (Eastleigh) Corp.
Owners:	Redekop Ferrario Properties (Eastleigh) Corp.
Civic Addresses:	20689 Eastleigh Crescent; 20699 Eastleigh Crescent
Legal Description:	Lot 46, District Lot 37, Group 2, New Westminster District, Plan 34280; Lot 47, District Lot 37, Group 2, New Westminster District, Plan 34280
Site Area:	3,732 m ² (0.922 acres)
Number of Units:	88 apartments
Density:	236 units/ha (95.4 units/acre)
Gross Floor Area:	7,128.9 m ² (76,735 ft ²)
Floor Space Ratio:	1.91
Lot Coverage:	39%
Total Parking Required:	127 spaces (including 7 h/c spaces)
Parking Provided:	
Resident	103 spaces
<u>Visitor</u>	<u>18 spaces</u>
Total	121 spaces (including 7 h/c spaces)
Existing OCP Designation:	Low-Density Residential
Proposed OCP Designation:	Low Rise Residential
Existing Zoning:	RM1 Multiple Residential Low Density
Proposed Zoning:	CD71 Comprehensive Development
Variances Requested:	Bicycle parking – provided through storage lockers (required to be separate) <i>Note a parking variance is not required due to the use of CD Zone – see staff commentary in Variances section of this report for further details and rationale.</i>
Development Cost Charges:	\$990,827.50 (City - \$637,270.00, GVS&DD - \$244,910.00, SD35 - \$29,647.50, TransLink - \$79,000.00)
Community Amenity Contributions (CACs):	\$176,000.00

Discussion:

1. Context

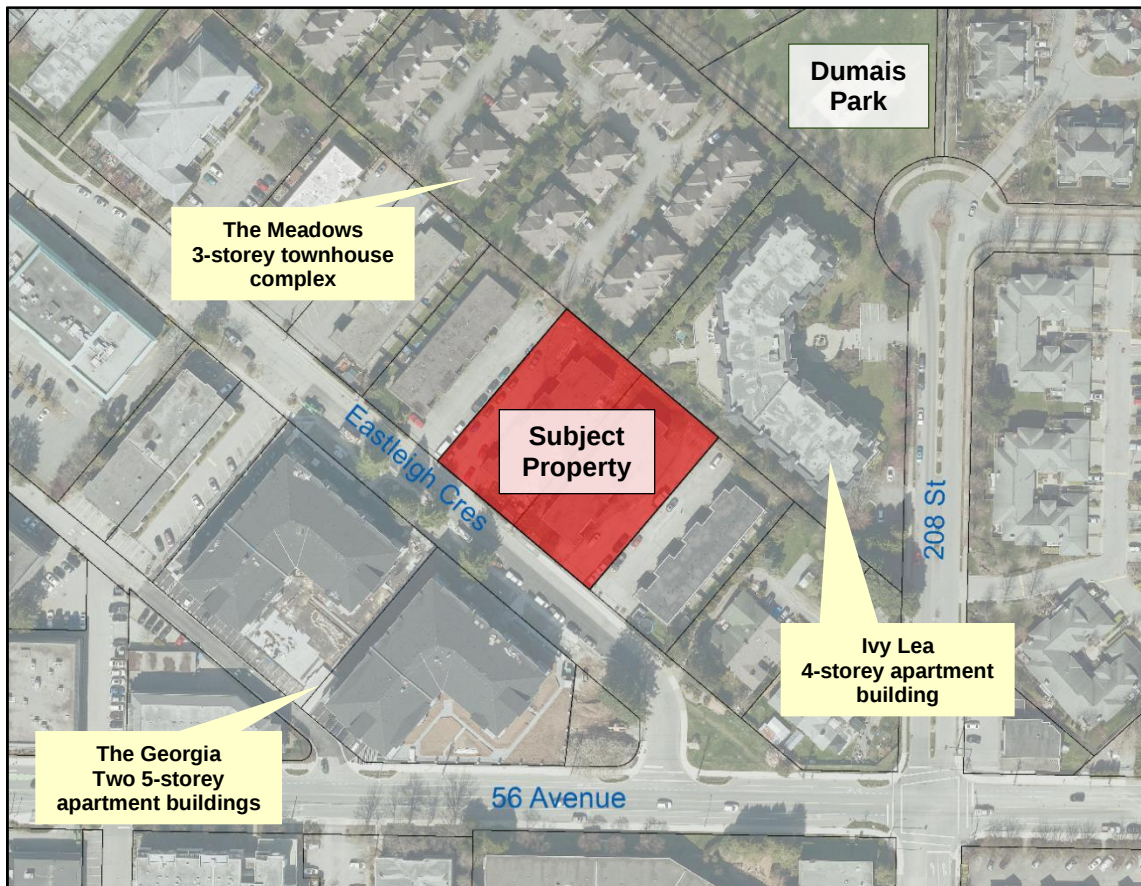
The applicant is proposing to develop a 6-storey, 88-unit apartment building on the site of two former 7-unit townhouse complexes, which have been demolished, at 20689 and 20699 Eastleigh Crescent. This site is designated as Low-Density Residential in the City's current Official Community Plan (OCP). This designation generally aligns with the RM1 Multiple Residential Low Density Zone, which allows for low density multi-unit development of up to two storeys in height. A previous twenty-three unit townhouse complex was proposed on the same site in 2018 but this application has been abandoned by the current owner/applicant.

Staff note that the City is currently developing an updated OCP, with an expected completion date of March 2021. The draft land use concept proposed for the new OCP identifies this site as Low Rise Residential, which would allow for higher density development of up to six storeys. To enable the development of a six-storey building prior to the adoption of a new OCP the applicant has applied to amend the OCP designation of their site from the current Low Density Residential designation to the Low Rise Residential designation proposed in the draft OCP land use concept. The applicant held two virtual Public Information Meetings in August 2020 with area residents to receive public input on the application prior to submitting a formal application. This consultation is considered "early and ongoing" consultation, as typically required for OCP amendment applications. As described in detail in the "Design" section below, the building plans were revised to respond to comments received.

The site's immediate surroundings include residential buildings of various forms and ages, with commercial uses located in close proximity as well. The site's north boundary abuts "the Meadows" 3-storey townhouse complex and the "Ivy Lea" 4-storey apartment building, completed in 2003 and 1993 respectively as part of a larger master-planned development. The southern edge of the site is defined by Eastleigh Crescent, a short local road providing access to a number of residential properties near 56 Avenue and commercial buildings closer to Glover Road. Across Eastleigh Crescent from the site is "the Georgia," a two-building 5-storey development completed in 2020. A 2-storey 7-unit townhouse complex (completed in the 1970s), of the same design as the townhouses that were previously demolished on the proposed development site, borders the proposal on its west and east sides.

The site is well positioned with pedestrian connections to retail and service areas, with both Downtown (accessible via the recently-upgraded 56 Avenue) and the Glover Road corridor located within a five-minute walk. This site is also

located near several transit services, such as the 503 Fraser Highway Express bus route (less than a five-minute walk), the Langley Centre bus exchange and the fifteen routes it serves (five minute walk), and the planned 203 Street SkyTrain station and its associated bus exchange (ten minute walk). The site also benefits from proximity to several recreational amenities, including Dumais and Rotary Parks (five-minute walk), Nicomekl and Douglas Parks (ten-minute walk), and Timms Community Centre (fifteen-minute walk).



Site Context

2. Proposed Rezoning and the Official Community Plan (OCP)

The proposed development site is currently zoned RM1 Multiple Residential Low Density and designated as Low Density Residential in the OCP. As noted above, the City is currently developing a new OCP and is proposing to designate the subject and adjacent properties on the northeast side of Eastleigh Crescent as Low Rise Residential in its draft land use concept. If this proposed land use is adopted by Council it will allow the development of four to six-storey apartment buildings on these properties. The applicant has tailored their development to this proposed designation and has applied for an

OCP amendment in order to allow their development to proceed through the approval process ahead of the expected early 2021 adoption of the new OCP. The applicant is proposing to rezone the properties to a site-specific Comprehensive Development (CD) zone as no existing zones adequately accommodate the proposed Low Rise Residential OCP designation. The project was designed to conform to the preliminary regulations and draft zone associated with this designation, which include a six-storey height limit, a Floor Space Ratio (FSR) maximum of 2.1, and a lot coverage maximum of 40%. Should the CD rezoning applied for be adopted it is anticipated that following the adoption of the new OCP, and as a part of adopting the new Zoning Bylaw, the City will rezone this site from its CD zone to the new zone crafted to implement the Low Rise Residential designation.

3. Design

The applicant is proposing a single T-shaped building which offers an engaging presence along Eastleigh Crescent and generous setbacks from the building to the property's common lot lines to its west, north, and east. This configuration orients the bulk of the building's massing and height to its frontage along Eastleigh Crescent and away from adjacent properties. It also contains most shadowing on the site. The back of the building is elevated above a surface parking lot and steps back at its upper two storeys to reduce its massing relative to neighbouring development to the north. This design enables the building to achieve the density range envisioned for the area's proposed Low Rise Residential designation while meeting parking requirements, providing a large outdoor amenity space, being sensitive to the smaller surrounding buildings, and contributing to a more urban street frontage.

The main building and parkade entrances are located on the southern frontage on Eastleigh Crescent. No other roads or lanes front the site. The flat-roofed 6-storey building sits on top of two levels of parking, with the first partially sunk below grade and the second located on top of it above grade due to geotechnical conditions. Parkade access is provided through a single driveway on the site's western edge, which splits on the property into an underground access ramp and a raised drive aisle serving the surface parking lot. This parkade is screened from the street by a row of double-height ground-oriented apartments with a townhouse expression and the building's primary entrance lobby. On the upper storeys, behind and perpendicular to this frontage, is a double-loaded building wing raised on columns to provide room for the surface parking lot underneath. The open space on the west side of this building is used by the parkade access, while the open space created on its east side is taken advantage of by a large outdoor amenity area. This amenity space is located adjacent to an indoor amenity room and screened from the surface parking lot and adjacent properties by a 7.5 metre wide landscaped buffer.

The building's façades are animated with a diverse material and colour palette, balconies, massing details, and roof elements, and reflect a base-middle-top design. The southern façade engages directly with the street through ground-oriented apartments set back three metres from the property line. These units feature individual exterior entrances and vertical articulation that highlights each individual unit, breaks up the building's frontage, and contributes to a strong pedestrian-scale base. The upper five storeys are set back an additional two metres from the darker cementitious panel-clad ground-floor units to emphasize the grounded podium, and transition through a grey brick middle to a light-coloured top with a strong cornice. Wood-finish vinyl siding implemented in vertical strips across all storeys helps tie the overall building design together.

The building's west and east façades are designed to relate considerably to the adjoining properties. Generous setbacks are provided from both side lot lines, measured from the widest building section at 7.5 metres on the east and 10.28 metres on the west to accommodate the side driveway access, compared to the 6 metre minimum being considered for multi-unit residential zones in the new Zoning Bylaw. On the northeast façade, balconies are omitted and are instead provided on the east and west sides to enhance privacy between the proposal and the existing development across from it. This façade also steps down from six storeys to a four-storey expression as it approaches the neighbouring properties to the north, to further soften this transition, with the first four storeys set back 6 metres from the northeast property line, the fifth storey set back 9.11 metres, and the sixth storey set back 12.73 metres. Staff note this is consistent with the Low Rise Residential land use designation proposed in the new OCP; all development along the north side of Eastleigh Crescent is proposed to step down to a four-storey built form at rear (north-facing) property lines, to facilitate a gradual massing transition between taller higher-density designations along the south side of Eastleigh Crescent and the existing lower-scale three and four-storey developments to the north of the applicant's site.

To further reduce impact on the adjacent townhouse complex and apartment building to the north, the proposed underground parkade is set back over 1.5 metres from the rear property line. This was done to ensure the large trees on the neighbouring properties to the north are retained and not impacted during excavation and building construction. The extruded parkade wall has been raised to the lowest height possible, complete with a wrought iron fence extruding out of it to maintain a barrier for vehicles using the surface parking lot while presenting a less imposing and more attractive appearance to the adjacent development. This fence will be screened by hedges and the parkade setback will be landscaped. This treatment will combine with the adjacent properties' existing trees to create a green interface that provides visual screening and further softens the relationship between the two developments.

The above design treatments, including stepping down the building to the rear property line, not including balconies on the northeast-facing building façade, moving the parkade wall away from the rear property line to protect existing trees and adding landscaping to the rear parkade wall area, respond to comments received during the OCP amendment consultation and staff direction.

Accessibility is incorporated through a level main entrance fronting onto Eastleigh Crescent as well as by a sidewalk provided along the vehicle entry ramp into the visitor area of the surface parking lot. Both resident and visitor accessible parking stalls are also placed adjacent to the elevator lobby in both the underground and surface parking levels.

Sustainability has been implemented into the proposal through actions such as low-disturbance construction methods, a water-conserving irrigation system, and the provision of six (6) Electric Vehicle (EV) charging stations with the remainder of parking stalls being pre-ducted for future EV charger installation. The applicant has also indicated they may install additional EV charging stalls in the near term.

Within the building unit sizes range from 393 square feet to 890 square feet. The unit type distribution includes one (1) studio, fifty-one (51) one-bedroom types (1-bedroom or 1-bedroom + flex room), and thirty-six (36) two-bedroom types (2-bedroom or 2-bedroom + flex room). Five (5) of the units are adaptable. Tenant storage spaces are provided on the surface parkade level, each residential floor, and within select units.

Indoor amenity space is provided on the ground floor adjacent to the large outdoor amenity area programmed with patio tables, benches, and a children's play area. All units have balconies or private ground-level patios. An elevator core with two elevators services the building.

4. CPTED

The applicant's proposal benefited from a comprehensive Crime Prevention Through Environmental Design (CPTED) review by a qualified consultant whose recommendations were incorporated into the plans.

5. Variances

As noted above the applicant's proposed development, in terms of height, maximum density and front yard setbacks, is consistent with the proposed 4 to 6 storey apartment building zone that is being considered for the new Zoning Bylaw. This new zone is also generally based on the existing RM3 zone, and will be used to implement the draft OCP's Low Rise Residential land use

designation. However, given that the applicant is seeking an OCP amendment to redevelop the site prior to the adoption of the new OCP and new Zoning Bylaw, a CD zone will be created to accommodate the redevelopment.

Though the applicant is applying for a rezoning to a site-specific CD zone, the proposal requires a variance from general Zoning Bylaw provisions to accommodate bicycle parking within storage lockers rather than as separate facilities. Staff note that shared bicycle parking and storage lockers are currently being considered in the new Zoning Bylaw to allow for more flexibility in their configuration.

This proposal is also sited within the area affected by the City's Floodplain Elevation Bylaw, which prohibits bicycle parking and storage from being located within the underground parkade (as is typically done) due to the lowest level of the parkade being below the minimum construction level. The applicant's combined bicycle parking and storage locker arrangement was developed in order to meet bicycle parking and storage requirements, while responding to a challenging site condition (flood elevation) and adhering to other considerations such as underground parking provision, building massing, and minimum setbacks. Through a combination of storage lockers and in-suite storage rooms, the applicant is providing total resident storage space above the minimum required in the Zoning Bylaw, which creates additional room for bicycle storage that would otherwise be accommodated in a separate bicycle parking facility.

Staff support the requested variance.

Proposed Parking

In terms of parking, if the current Zoning Bylaw requirement for a similar type building (i.e. RM3 Zone) is applied to this application, the applicant's proposed parking amount is 4.7% less than the current Zoning Bylaw requirement. However, given that a CD zone is being proposed to accommodate this redevelopment, technically a variance is not required.

Despite this, it is important to note that staff support the applicant's proposed parking approach, based on the following rationale:

- The proposed parking approach (less 6 residential spaces or a 4.7% total parking reduction) is supported by the site's close proximity (within 370 metres or a five minute walk) to existing high-frequency transit and the Transit Exchange on Logan Avenue, and being located within the 'shoulder' area of the planned 203 SkyTrain Station (about 800 metres or a ten minute walk away). Similar or greater variances have recently been approved by Council, at 20350 Logan Avenue (10% reduction) and 20416 Park Avenue (2.6% reduction). These variances were supported by reports from transportation engineers that recommended these

variances be supported based on the close proximity (i.e. within five to ten minute walk) of these developments to future SkyTrain and existing high-frequency transit, and a review of regulations from other municipalities that support variances of this magnitude for developments within a similar distance of high-frequency transit;

- The proposed on-site visitor parking is consistent with the current Zoning Bylaw requirement (18 spaces required, 18 spaces provided);
- If the preliminary rates for the new Zoning Bylaw (proposed by the City's Zoning Bylaw consultant) were applied to this application located in the SkyTrain 'shoulder' area, 115 parking spaces would be required, based on rates of 1 space per 1 bedroom unit and 1.25 spaces per two bedroom units (= 97 spaces), and 0.2 visitor spaces per unit (= 18 spaces). This preliminary rate total is about 5% less than the applicant's proposed parking amount of 121 spaces and 9.5% less than the current Zoning Bylaw requirement of 127 spaces. These preliminary residential and visitor rates are currently under review by staff and will likely change, and will require Council approval before they come into effect; and
- The applicant's reduced parking approach also provided the additional flexibility to reduce the footprint of the combined underground and surface parkade, which in turn enabled the 1.5 metre setback of the parkade from the north property line to protect existing trees on the adjacent property.

6. Summary

The proposed development is consistent with the City's proposed new OCP and Zoning Bylaw policies and Development Permit Area guidelines for this area, and presents a pedestrian-friendly, high-quality, ground-oriented design. The applicant has designed the building in a way that is sensitive to both existing neighbouring buildings as well as future development, and follows building massing 'step down' policies being considered for the new draft OCP.

Engineering Requirements:

These requirements have been issued to reflect the application for rezoning and development for a proposed **Multi Family Development, at 20689-20699 Eastleigh Crescent**. These requirements may be subject to change upon receipt of a development application.

The City's Zoning Bylaw, 1996, #2100 has requirements as amended, concerning landscaping for buffer zones, parking, loading areas, and garbage / recycling areas, all of which apply to this Development.

A) The developer is responsible for the following work which shall be designed and approved by a Professional Engineer:

1. Implement erosion and sediment control measures designed and approved by a qualified professional in accordance with the City of Langley Watercourse Protection Bylaw #2518 and DFO guidelines, as outlined in its "Land Development Guidelines for the Protection of Aquatic Habitat" publication.
2. The Developer shall incorporate street trees and landscaping (designed by a qualified landscape architect) in the setback area adjacent to the existing sidewalk in accordance with the City of Langley's Official Community Plan Bylaw, 2005, No. 2600 and Street Tree Program, November, 1999 manual. The selection, location and spacing of street trees and landscaping are subject to the approval of the Director of Engineering, Parks & Environment.
3. Additional C71P fire hydrants may be required to meet bylaw and firefighting requirements. Hydrant locations must be approved by the City of Langley Fire Department.
4. Design and construct a half-width road on Eastleigh Crescent along the property frontage to a City of Langley modified local road standard (curb to curb width 12.0m); including pavement, barrier curb and gutter, 1.8m wide sidewalk, curb bulges to match existing curb bulges on the south side of Eastleigh Crescent, boulevard plantings, street trees and storm drainage.
5. The condition of the existing pavement surrounding the site, including the lane, shall be assessed by a geotechnical engineer. Pavements shall be adequate for an expected road life of 20 years under the expected traffic conditions for the class of road. Road construction and asphalt overlay designs, by a Geotechnical Engineer, shall be based on the analysis of the results of Benkelman Beam tests and test holes carried out on the existing road which is to be upgraded. If the pavement is inadequate it shall be remediated, at the Developer's expense.
6. Eliminate the existing overhead Hydro/Tel cables and poles along the project frontage by replacing with underground ducting. All Hydro/Tel services to the development site shall be undergrounded.
7. The site layout shall be designed by a civil engineer to ensure that the parking and access layout meets minimum design standards, including setbacks from property lines. Appropriate turning templates should be used to prove parking stalls and drive-aisles are accessible by the design vehicle.
8. Street lighting along Eastleigh Crescent shall be designed by an approved lighting consultant, to ensure street lighting levels meet current City of Langley standards.
9. New water, sanitary and storm sewer service connections are required. All pertinent pipe design calculations shall be submitted in spreadsheet format and shall include all formulas for review by the City. The developer's engineer will determine the appropriate main tie-in locations and size the connections for the necessary capacity. The capacity of the existing water and sanitary sewer mains shall be assessed through hydraulic modeling performed by the City's hydraulic

modeling consultant at the Developer's expense. Any upgrades required to service the site shall be designed and installed at the Developer's expense. All existing services shall be capped at the main by the City, at the Developer's expense prior to applying for a Demolition permit.

10. A rainwater management plan for the site, including Eastleigh Crescent, is required. Rainwater management measures used on site shall limit the release rate to pre-development rates in order to mitigate flooding and environmental impacts as detailed in the Subdivision and Development Servicing Bylaw. All calculations shall be based on the updated IDF data for Surrey Kwantlen Park (1962-2013) *with 20% added to the calculated results to account for climate change.*
11. This development falls within the Flood Construction Level Boundary (Schedule A of Floodplain Elevation Bylaw No. 2768). As such the Flood Construction Level will need to be calculated and included in the design.

B) The developer is required to deposit the following bonding and connection fees:

1. A Security Deposit of 110% of the estimated offsite works construction costs of installing civil works, as approved by the Director of Engineering, Parks and Environment.
2. Inspection and administration fees in accordance to the Subdivision Bylaw based on a percentage of the estimated construction costs. (See Schedule A – General Requirement - GR5.1 for details).
3. A deposit for a storm, sanitary and water connections is required, which will be determined after detailed civil engineering drawings are submitted, sealed by a Professional Engineer.
4. A \$40,000 bond for the installation of a water meter to current standards.

C) The developer is required to adhere to the following conditions:

1. All survey costs and registration of documents with the Land Titles Office are the responsibility of the Developer/Owner.
2. A water meter is required to be installed outside in a vault away from any structures in accordance to the City's water meter specifications at the developer's cost. A double detector check valve assembly is required to be installed outside away from any structure in a vault as per the City's specifications.
3. An approved backflow prevention assembly must be installed on the domestic water connection immediately upon entering the building to provide premise isolation.
4. A "Stormceptor" or equivalent oil separator is required for all surface parking areas, and is to drain into the storm sewer.
5. A "Stormceptor" or equivalent oil separator is required for all underground parking areas, and shall meet building and plumbing code requirements.

6. A complete set of as-built drawings, service record cards, a completed tangible capital asset form (TCA) and a completed as-built pavement cut form all sealed by a Professional Engineer shall be submitted to the City within 60 days of the substantial completion date. Digital drawing files in .pdf and .dwg formats shall also be submitted.
7. Design drawing submissions shall be drafted using the City of Langley's drawing template, available through the City's Engineering Services Dept.
8. Rainwater run-off generated on the site shall not impact adjacent properties, or roadways.
9. Garbage and recycling enclosures shall be designed to meet Metro Vancouver's "Technical Specifications for Recycling and Garbage Amenities in Multi-family and Commercial Developments - June 2015 Update"

Fire Department Comments:

Fire department access for the whole project was reviewed to ensure adequate exterior and surface parkade access was in place to accommodate fire apparatus and personnel. This is to include a gate at the south end of the storage near the pedestrian area. The gate is be roller style, not swing, and needs to be at least six feet in width. Lock box program implementation, and fire hydrant and fire department connection locations will be evaluated during the building permit stage.

Advisory Design Panel:

In accordance with Development Application Procedures Bylaw No. 2488, the subject OCP amendment, rezoning and DP application will be reviewed by the Advisory Design Panel (ADP) at the December 1, 2020 meeting.

According to the Council-approved ADP Terms of Reference, the ADP is to provide form and character and urban design-related advice and recommendations for Council's consideration. ADP advice and recommendations will be presented to Council through the ADP meeting minutes, and if applicable through an additional City staff report, prior to Council consideration of the proposed Rezoning and DP Applications.

A copy of the ADP minutes will be presented to Langley City Council at the December 7, 2020 Regular Council meeting.

BUDGET IMPLICATIONS:

In accordance with Bylaw No. 2482, the proposed development would contribute \$637,270.00 to City Development Cost Charge accounts and \$176,000.00 in Community Amenity Contributions.

Prepared by:



Anton Metalnikov
Planning Assistant II

Concurrence:



Carl Johannsen, RPP, MCIP
Director of Development Services

Concurrence:



Rick Bomhof, P.Eng.
Director of Engineering, Parks &
Environment

Attachments

Concurrence:



Scott Kennedy, Acting Fire Chief



OCP AMENDMENT APPLICATION OCP 01-20 REZONING APPLICATION RZ 03-20 DEVELOPMENT PERMIT APPLICATION DP 05-20

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