ADVISORY DESIGN PANEL REPORT

To: **Advisory Design Panel**

Subject: **Rezoning Application RZ 04-20**
Development Permit Application DP 06-20

File #: 6620.00

From: Anton Metalnikov
Planning Assistant II

Bylaw #: 3144

Doc #:

Date: October 27, 2020

RECOMMENDATION:

THAT this report be received for information.

PURPOSE OF REPORT:

To consider rezoning and Development Permit applications by Flat Architecture Inc. for a 5-storey, 18-unit apartment development at 20172 53A Avenue.

***This report has been updated to reflect revised plans submitted December 21, 2020 following the project's consideration at the December 1, 2020 Advisory Design Panel meeting. Changes to the original report are identified with asterisks.**

POLICY:

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

COMMENTS/ANALYSIS:

Background Information:

Applicant:	Flat Architecture Inc.
Owner:	1170676 BC Ltd.
Civic Address:	20172 53A Avenue
Legal Description:	Lot 65, District Lot 305, Group 2, New Westminster District, Plan 33157
Site Area:	1,037 m^2 (0.256 acres)
Number of Units:	18 apartments
Density:	173.6 units/ha (70.3 units/acre)
Gross Floor Area:	2,055 m^2 (22,121 sq ft)
Floor Space Ratio:	1.982
Lot Coverage:	49.9%
Total Parking Required:	28 spaces (including 2 h/c spaces)
Parking Provided:	
Resident	23 spaces
Visitor	*3 spaces
Total	*26 spaces (including 3 h/c spaces)
OCP Designation:	High Density Residential (HDR)
Existing Zoning:	RM1 Multiple Residential Low Density
Proposed Zoning:	RM3 Multiple Residential High Density
Variances Requested:	Minimum lot size – 1,037 m^2 (1,850 m^2 min.) Lot coverage – 50% (40% max.) Height – 5 storeys (4 storeys max.) Front setback – 2.1 m (7.5 m min.) Rear setback – 6.35 m (7.5 m min.) West side setback – 3.6 m (7.5 m min.) East side setback – 5.7 m (7.5 m min.) Resident parking – 23 stalls (24 stalls min.) *Visitor parking – 3 stalls (4 stalls min.) *Visitor parking – 1 stall underground (required to be above ground) *Resident bicycle parking – accommodated in storage rooms (required to be separate)
Development Cost Charges:	$179,267.50 (City - $113,870.00, GVS&DD - $44,760.00, TransLink - $14,000.00, SD35 - $6,637.50)
Community Amenity Contributions (CACs):	$36,000.00

Discussion:

1. Context

The applicant is proposing to develop a 5-storey 18-unit apartment building on a currently vacant site, located on the southeast corner of the intersection of 53A Avenue and 201A Street. The property is located in an area of transition composed of older townhouse and apartment developments, recently-completed and under construction apartment buildings, and single-detached dwellings that have been the focus of developer interest and assembly.

The proposal site is composed of a single “orphaned” parcel bounded by two streets, a lane, and recent development, and these constraints make the site too narrow for a typical apartment building and underground parkade configuration. This context thus requires a building design that involves several variances, primarily to provide enough building width and length to support viable redevelopment of this site.

The western edge of the property is defined by 201A Street, a collector road linking the Nicomekl River Floodplain with Linwood Park and Fraser Highway. Across 201A Street to the west is a townhouse complex as well as a block of single-detached homes which have been the subject of recent redevelopment enquiries. 53A Avenue forms the site’s northern boundary, across which lies a townhouse complex. To its east, the site is separated from the LC, a recently completed (2019) 4-storey 80-unit rental apartment building, by a public laneway. It is bounded to the south by the Benjamin, a 4-storey 70-unit condominium apartment building (2017). A 5-storey 69-unit apartment building is currently under construction northeast of the site on 53A Avenue.

Recent Developments in the Area

The site is well positioned with direct pedestrian connections to Downtown Langley, existing high-frequency transit (ie. Fraser Highway Express), and the planned 203 Street SkyTrain station (10 minute walk), Nicomekl Elementary School (5 minute walk), the Nicomekl River trail network (5 minute walk), and Linwood Park (5 minute walk). Additional transit service, on 53 Avenue and 200th Street, is available within a 5 minute walk of the site.

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

The proposed rezoning is located on properties designated as High Density Residential (HDR) land use by the City's OCP, and this land use allows for low-rise apartment buildings. The City is currently updating its OCP, and the proposed land use concept for the subject and surrounding properties is Mid Rise Residential. If this proposed land use is adopted by Council, it will allow the development of apartment buildings up to 12 storeys high in this area.

The proposed rezoning is consistent with the current OCP and is broadly aligned with the intent of the proposed OCP land use concept, noting that the site's small land area limits maximum height, density, and parking capacity.

3. Design

The applicant is proposing a single-loaded bar building to make the best use of this small (0.26 acre) constrained site. The proposal benefits from lane access on its eastern edge, which provides convenient access to the underground parkade and surface visitor parking stalls while enabling a street-oriented presence on its primary frontage along 53A Avenue and an outdoor amenity area on its southwest corner.

The flat-roofed 5-storey building sits upon a single level of underground parking. The building form and massing are compatible with both the existing and under construction development in the immediate area. The proposal's light colour scheme on its upper three floors and corner setbacks on its fifth floor also allow it to relate more closely to the townhouses across to its north.

The top of the parking structure projects above the grade of the site due to geotechnical conditions. The extruded parkade is clad with brick to add texture and character, with this treatment continuing from the first two building floors to reduce the visual impact of the exposed wall. The above-grade parkade wall has been designed to provide an attractive, landscaped interface with the public realm along the 53A Avenue frontage. This wall is tiered into two steps to reduce its height and massing along the sidewalk, and provide shrub planting areas that further soften the parkade's appearance. The northern parkade elevation is also broken up with individual grooved concrete stairway entrances to ground-floor unit patios. This breaks up the brick façade and strengthens the connection between the building and the street. The building's western frontage against 201A Street provides an accessible ramp to the building's south entrance clad with the same brick treatment, while the eastern elevation accommodates the parkade entrance, emergency exit stairway, and visitor parking stalls. On its southern edge, the exposed parkade wall is flush with the extruded parkade wall of the adjacent apartment building.

The building's three street and lane facing façades are broken up into a visually prominent first two floors clad in brick and lighter upper three floors clad in white fiber cement panels, with the top floor set back at its corners. This helps ground the building and establish an engaging street presence at its base while reducing its overall apparent height and massing. The longer northern façade is broken up through the vertical articulation of massing, materials, balconies, and roof elements, while the shorter east and west façades offer visual interest through balconies, windows, material changes, and off-set roof heights.

The building's southern frontage facing the existing Benjamin apartment building offers an alternative design scheme, with a single-storey base clad in dark grey fiber cement panel horizontal siding and an upper four storeys clad in white fibre cement panels. Strategic window placements along the building's internal hallway and dark grey rectangular extrusions add more visual interest to this façade for residents of the facing building, while limiting privacy impacts through the windows' small size and high position. Wood-finish metal siding, glass balconies, and cedar accents further diversify the building's appearance.

*Accessibility into the building is provided by a ramp on the western frontage connected to the southern entrance by a covered path, and by the three accessible parking spaces located near the elevator core in the underground parkade, one of which is reserved for visitor use.

*Within the building, unit sizes range from 785 square feet to 1,064 square feet. All eighteen units have two bedrooms plus a flex room. Tenant storage spaces are provided for each unit in storage rooms on floors 2-5. In accordance with the Zoning Bylaw, indoor amenity space is not provided as the requirement applies only to buildings containing more than twenty units. However, three separate outdoor amenity areas (a community garden and lounge area on the ground floor in the southwest corner and two lounge areas on the fifth floor in the corner stepbacks) are provided for resident use. All units have balconies or private ground level patios. One elevator is provided to service 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

The applicant has requested the following variances from RM3 zoning provisions as part of this development proposal:

- Minimum lot size reduction from 1,850 m^2 (1,037 m^2 proposed)
- Lot coverage increase to 50% (max. 40%)
- Height increase to 5 storeys (4 storeys max.)
- Front setback reduction to 2.1 m (7.5 m min.)
- Rear setback reduction to 6.35 m (7.5 m min.)
- West side setback reduction to 3.6 m (7.5 m min.)
- East side setback reduction to 5.7 m (7.5 m min.)
- Resident parking – 23 stalls (24 stalls min.)
- *Visitor parking – 3 stalls (4 stalls min.)

- *Visitor parking – 1 stall underground (required to be above ground)
- *Resident bicycle parking – accommodated in storage lockers (required to be separate)

These variances are requested in recognition of the site's small size and constrained nature. The minimum lot size reduction will enable redevelopment of the property to proceed in a manner consistent with the existing and proposed apartment land uses in this area. The lot coverage increase enables the feasible redevelopment of the site, with the proposal seeking to minimize the extent of this variance by using a single-loaded corridor design and wide, shallow units. Staff also note that the applicant's design includes usable outdoor amenity space on the ground floor and a street-friendly design, which minimizes the impact of a larger lot coverage.

With the limited site area, the height variance allows the proposal to achieve a density closer to that permitted under the RM3 zoning associated with the High Density Residential OCP designation (198 units/hectare permitted vs 174 units/hectare proposed).

The setback reduction variances further enable the feasible redevelopment of this constrained property. The proposal benefits from being surrounded by roads and lanes on three sides, which despite setback variances on these frontages still allows for adequate separation between neighbouring buildings to retain light and air access to units in this and nearby buildings. The proposed rear yard setback variance of 6.35 metres results in a total 13.85 metre separation between the proposed building and the adjacent Benjamin building (7.5 metre setback from their property line). This proposed separation distance is greater than the 12 metre minimum separation (between low rise apartments) that is being considered as a part of the City's new Zoning Bylaw.

The applicant is also requesting resident and visitor parking variances, due to the development site's small and narrow configuration and resultant design.

- The requested residential parking variance of 1 space represents a 4 percent reduction from current Zoning Bylaw requirements, but still results in a residential parking rate of 1.28 spaces per unit, which is very close to the rate of 1.3 spaces per 2 bedroom unit in the current Zoning Bylaw. Staff note that given the proposal's location within a 10 minute walk of a frequent transit corridor (Fraser Highway) and the planned 203 Street SkyTrain station, a 5 percent parking reduction has been supported for applications in 'shoulder' areas (10 minute walk from SkyTrain), prior to the adoption of new Zoning Bylaw parking requirements. Staff also note that a rate of 1.25 spaces per 2 bedroom apartment units, for buildings located in 'shoulder' areas, is under preliminary consideration as a part of the new Zoning Bylaw process.

- *The requested visitor parking variance of 1 space is primarily a function of the site's narrow and 'corner lot' configuration, which limits the number of viable at-grade, off-lane visitor spaces to 2, due to the need to provide an underground parkade access and corner truncation along the property's short lane segment. The third visitor parking space (accessible) is contained in the parkade. The proposed visitor parking rate is 0.17 spaces per unit, which is close to the current Zoning Bylaw rate of 0.20 spaces per unit, and higher than the proposed rate of 0.15 visitor spaces per unit under preliminary consideration in the new Zoning Bylaw for buildings located in 'shoulder' areas. Given the small number of proposed units, the anticipated demand for visitor parking is limited and the impact of an additional visitor vehicle parking 'on-the-street' near the proposed development is anticipated to be minimal.
- *The provision of the accessible visitor parking space underground allows for shorter travel distances and weather protection for visitors, but necessitates a variance for providing visitor parking underground rather than above ground as required. The small site makes additional above-ground parking unfeasible as an alternative. The parkade will be secured with an electronically-controlled gate with an intercom system to ensure only residents' guests have access.
- *The accommodation of bicycle parking within storage lockers, rather than in separate facilities, is required to create the room necessary to provide an additional parking space underground for visitors with accessibility needs. In addition to a storage locker being provided for every unit, each unit has a separate flex room which may be used for storage (including bicycles). Staff also note that permitting shared bicycle parking and storage lockers is being considered in the new Zoning Bylaw to allow for more flexibility in their configuration.

Based on the above commentary and analysis, staff support the requested variances.

6. Summary

The proposed development is constrained by its small site, but is consistent with the City's OCP policies and Development Permit Area guidelines for this area. In addition, this project is broadly consistent with the Land Use Concept for the new OCP which identifies this area as "Mid Rise Residential" (up to 12 storey apartments for the subject property and surrounding area).

Engineering Requirements:

These requirements have been issued to reflect the application for rezoning and development for a proposed Townhome Development, at 20172 53A Ave.

These requirements may be subject to change upon receipt of a development application.

The City's Zoning Bylaw, 1996, #2100 has requirements 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.
2. Conduct a water flow test and provide fire flow calculations by a Professional Engineer to determine if the existing water network is adequate for fire flows. Pressure and flows to conform to Fire Underwriters Survey (FUS) "Water Supply for a Public Fire Protection, a Guide to Recommended Practice, 1995." A detailed calculation in MS Excel format shall be submitted with all the pertinent formulas for review by the City.
3. Protection of trees during construction. The developer shall:
    a. Install a protection barrier for each retention tree located on the site, on adjacent property within 2 metres of any boundary of the site and on any street adjacent to the site before demolition, excavation or construction begins on the site.
    b. Ensure that the City's requirements for a tree protection barrier is met throughout the course of demolition, excavation and construction on the site. The required protection distance is a function of the trunk diameter and is available at the City upon request.
    c. Maintain the protection barrier in good repair continuously throughout the course of demolition, excavation and construction on the site.
4. Design and construct a half-width road on 53A Avenue and 201A Street along the property frontage to a City of Langley modified local road standard (curb to curb width 11.0m) including pavement, barrier curb and gutter; 1.5m wide sidewalk; curb bulges; boulevard; driveway removal; street lighting; street trees and storm drainage. Additionally, any widening of the pavement structure required to meet the design road width will need to be designed by a geotechnical engineer.
5. A Property dedication of approximately 2m (to be determined during detailed design and legal survey) along the frontage of 53A Ave will be required to provide an ultimate Road Right of Way of approximately 16.5m. 3m corner

truncations will also be required as part of the Road Right of Way on the north-west and north-east corners of the property.

6. Vehicular access to the site shall be from the laneway east of the site.
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. The condition of the existing pavement surrounding the site 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 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 developer's cost.
9. Existing street lighting along 53A Avenue and 201A Street shall be reviewed by an approved lighting consultant to ensure existing street lighting and lighting levels meet current City of Langley standards. Proposed street lighting on 53A shall be post-top (AEL Contempo LED Series 245L) to match existing.
10. New water, sanitary and storm sewer service connections are required. All pertinent pipe design calculations shall be submitted in MS Excel format that includes 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 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, at the Developer's expense, upon application for Demolition permit.
11. A storm water management plan for the site, including 53A Avenue, 201 Street and the lane, is required. Rainwater management measures used on site shall limit the release rate to mitigate flooding and environmental impacts as detailed in the Subdivision and Development Bylaw.

<u>B) The developer is required to submit the following bonding and fees:</u>

1. A pavement reinstatement deposit and a pavement degradation fee to be calculated by the developer's consultant using the Pavement Cut Form as per the City of Langley's Pavement Cut Policy No. CO-57.

2. A Security Deposit of 100% (plus a 10% contingency) of the estimated offsite works construction costs of installing civil works, as approved by the Director of Engineering, Parks and Environment.
3. 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).
4. A deposit for a storm, sanitary and water connection is required, which will be determined after detailed civil engineering drawings are submitted, sealed by a Professional Engineer.
5. A $20,000 bond for the installation of a water meter to current standards.

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

1. Underground hydro and telephone, and cable services to the development site are required.
2. All survey costs, preparation and registration of documents with the Land Titles Office are the responsibility of the Developer.
3. 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.
4. An approved backflow prevention assembly must be installed on the domestic water connection immediately upon entering the building to provide premise isolation.
5. A "Stormceptor" or equivalent oil separator is required for all surface parking areas, and is to drain into the storm sewer.
6. A "Stormceptor" or equivalent oil separator is required for all underground parking areas, and shall meet building and plumbing code requirements.
7. A complete set of “as-built” drawings sealed by a Professional Engineer shall be submitted to the City after completion of the works. Digital drawing files in .pdf and .dwg format shall also be submitted.
8. The selection, location and spacing of street trees and landscaping shall be in accordance with the City of Langley’s Official Community Plan Bylaw, 2005, No. 2600 and Street Tree Program, November, 1999 manual.
9. Stormwater run-off generated on the site shall not impact adjacent properties, or roadways.
10. 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 access was in place to accommodate fire apparatus and personnel. Interior floor access, fire hydrant and fire department connection locations will be evaluated during the building permit stage. A construction fire safety plan and lock box program must also be provided.

Advisory Design Panel:

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

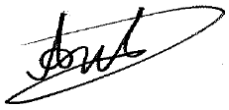
According to the Council-approved ADP Terms of Reference, the ADP is to provide form and character and urban design-related advice and recommendations for Council's consideration. ADP advice and recommendations will be presented to Council through the ADP meeting minutes, and if applicable through an 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 January 25, 2021 Regular Council meeting.

BUDGET IMPLICATIONS:

In accordance with Bylaw No. 2482, the proposed development would contribute $113,870.00 to City Development Cost Charge accounts and $36,000.00 in Community Amenity Contributions.

Prepared by:



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Concurrence:

Roy M. Beddow, RPP, MCIP
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Concurrence:

Carl Johannsen, RPP, MCIP
Director of Development Services

Concurrence:

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

Concurrence:

Rory Thompson, Fire Chief

attachments

REZONING APPLICATION RZ 04-20
DEVELOPMENT PERMIT APPLICATION DP 06-20

Civic Address: **20172 – 53a Avenue**
Legal Description: **Lot 65, District Lot 305, Group 2, New Westminster District, Plan 33157**
Applicant: **Flat Architecture Inc.**
Owner: **1170676 BC Ltd.**