



ADVISORY DESIGN PANEL REPORT

To: **Advisory Design Panel**

Subject: **Rezoning Application RZ 02-20
Development Permit Application DP 04-20
Land Use Contract Application LUC 04-20**

From: Anton Metalnikov,
Planning Assistant II

File #: 6620.00
Bylaw #: 3142,3143

Doc #:

Date: October 27, 2020

RECOMMENDATION:

THAT this report be received for information.

PURPOSE OF REPORT:

To consider rezoning, Development Permit, and Land Use Contract applications by Pennyfarthing Langley City Properties Ltd. for a 6-storey, 213-unit rental apartment development and associated Michaud Park Community Garden expansion at 20222 56 Avenue and 20237 Michaud Crescent.

POLICY:

The subject properties are currently zoned C1 Downtown Commercial and P1 Public Institutional/Recreation in Zoning Bylaw No. 2100 and designated "Downtown Commercial" 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:
Owners:

Pennyfarthing Langley City Properties Ltd.
Galway Developments Ltd.; City of Langley

Civic Addresses:	20222 56 Avenue; 20237 Michaud Crescent
Legal Description:	Lot 443 Except: Part Dedicated Road on Plan LMP 3342; District Lot 305, Group 2, New Westminster District, Plan 51730; Lot 2, District Lot 36, New Westminster District Plan NWP49871, Group 2, Except: Portions Subdivided by Plans NWP84094 And LMP8374 & District Lot 305
Site Area:	6,317 m ² (1.561 acres)
Number of Units:	213 apartments
Density:	337 units/ha (136.5 units/acre)
Gross Floor Area:	16,267 m ² (175,096 sq ft)
Floor Space Ratio:	2.58
Lot Coverage:	43.4%
Total Parking Required:	299 spaces (including 15 h/c spaces)
Parking Provided:	
Resident	227 spaces
Visitor	28 spaces
Total	255 spaces (including 14 h/c spaces)
OCP Designation:	Downtown Commercial
Existing Zoning:	C1 Downtown Commercial; P1 Public Institutional/Recreation
Proposed Zoning:	C1 Downtown Commercial; P1 Public Institutional/Recreation
Variances Requested:	Tenant parking – 227 stalls (256 stalls min.) Visitor parking – 28 stalls (43 stalls min.) Visitor parking – underground (surface) Parking – 56% small car (40% max.) Amenity – multiple rooms (single location) Setbacks – 3.0 m (6.0m min.) front, rear
Development Cost Charges:	\$3,135,679.50 (City - \$2,033,937.00, GVS&DD - \$751,890.00, SD35 - \$94,252.50, TransLink - \$255,600.00)
Community Amenity Contributions (CACs):	\$426,000.00

Discussion:

1. Context

The applicant is proposing to develop a 6-storey, 213-unit rental apartment building on a vacant hotel and restaurant site at 20222 56th Avenue (former 'West Country Inn'). This site is located within the "Residential Transition Area" of the Downtown Master Plan, with a mix of commercial, residential, and institutional uses to its north and east and a more uniform residential character to its south and west. The northern edge of the site is defined by 56 Avenue, a busy 4-lane arterial road that hosts multiple transit routes. Across 56 Avenue to the north are a number of commercial buildings as well as the Century Club Suites 4-storey apartment building. The eastern edge of the site is bounded by a mixed-use residential-commercial complex and the City Grande 4-storey apartment building, with the Bentley and Michaud Gardens 4-storey apartment complexes forming the site's western edge. The City-owned Michaud Park Community Garden (zoned P1, but not a dedicated City park) separates the southern edge of the site from Michaud Crescent, a wide treed collector road with a greenway character.



Site Context

The site is well positioned with strong pedestrian connections to retail and service areas such as Downtown, the adjacent Langley Mall, and the Fraser Highway commercial corridor. This site is also highly 'transit oriented', as it is located within a direct 5 minute walk to the Fraser Highway transit corridor (which hosts the #503 Fraser Highway Express and other routes), the planned Transit Exchange at Fraser Highway and 203A Street, and the planned 203

Street SkyTrain station. In terms of community amenities, the Michaud Park Community Garden is located adjacent to the site, Linwood Park is a 5 minute walk to the west and 203rd Street and Michaud Crescent provide direct walking routes to the Nicomekl River area.

Proposed Land Exchange and Community Garden Improvement

The applicant is proposing a land exchange as a part of this application, to create a through-lane between 56th Avenue and Michaud Crescent that provides pedestrian, vehicle and fire truck access to the new apartment building. Specifically this involves exchanging a strip of land on the east side of the Michaud Park Community Garden (20237 Michaud Crescent) with an equal area of the 20222 56th Avenue property.

This land exchange will provide the right of way for the through-lane connection between 20222 56th Avenue and Michaud Crescent, and also enable the expansion of the Community Garden to the north. This expansion will create enough new land area to add eleven more plots to the Community Garden, and bring the plot total up to 29 from the current 18. The applicant will fund the construction of the new garden area and plots and provide an additional 6 garden plots to the City, to be located off-site at the direction of the Engineering, Parks and Environment Department. Staff also note that the proposed through-lane right of way area generally aligns with an existing access easement that is currently surfaced as a gravel pedestrian path between the site and Michaud Crescent.

Proposed CMHC Funded Rental Project

The applicant is proposing to apply for CMHC construction funding and/or mortgage insurance, which are currently available as a part of the Federal Rental Housing Construction Financing Program. CMHC construction funding will enable a minimum of 20 percent of the proposed units in the building to have below-market maximum rents equal to 30 percent of Metro Vancouver median income (about \$2,154 per month).

One of the application requirements for the CMHC funding is local government approval (in this case, 3rd Reading of the Rezoning Bylaw), and if the funding is secured CMHC will require the below-market rents to be in place for a minimum of 10 years. CMHC also audits projects that have received construction funding, to ensure financed projects are providing below market rents, as required by the CMHC funding agreement with the developer.

Staff note that depending on the outcome and details of a funding agreement between CMHC and the applicant, a Housing Agreement may be required and brought forward to Council.

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

The applicant's property 20222 56 Avenue is currently zoned C1 Downtown Commercial. A rezoning is required as part of the land exchange between the applicant's property and the Michaud Park Community Garden at 20237 Michaud Crescent; this involves:

- rezoning the portion of 20222 56 Avenue being added to the Michaud Community Garden, from C1 Downtown Commercial to P1 Public Institutional/Recreation; and
- rezoning a strip of land along the east side of the Michaud Community Garden property, being used for the new access lane between 20222 56 Avenue and Michaud Crescent, from P1 Public Institutional/Recreation to C1 Downtown Commercial.

The proposed rezoning is located on properties designated as Downtown Commercial by the City's OCP, and this land use allows low-rise apartment buildings according to the Downtown Master Plan. The City is currently updating its OCP, and the proposed land use concept for the subject and surrounding properties is Transit-Oriented Residential. If this proposed land use is adopted by Council, this will allow the development of high-density residential uses of up to 15 storeys with some ground level commercial.

The proposed rezoning is consistent with the current OCP and proposed OCP land use concept.

3. Design

The applicant is proposing a single C-shaped building in response to the site's long and narrow rectangular shape. Short wings extrude eastward from the building's north and south ends to front onto 56 Avenue and the expanded Michaud Park Community Garden. This results in an extended east-facing courtyard which provides pedestrian and vehicle access into the building and hosts two outdoor amenity areas. The courtyard fronts onto the through-lane along the site's eastern edge; as noted above this through lane provides a connection between Michaud Crescent and 56 Avenue to enable efficient resident, visitor, and emergency vehicle access into the property and multiple ways 'in-and-out' of the site. A raised sidewalk is included along the full length of the lane to enable safe and convenient pedestrian access to the entrance doors located on the east side of the building.

The access driveway on 56th Avenue will be shared with the property to the east, in a configuration similar to the existing condition, and the access driveway on Michaud Crescent will be located in a 'side-by-side' configuration with the

apartment building to the east. Due to these conditions, it is possible that both vehicle entry points into the 20222 56th Avenue site are limited to right-in and right-out access only in the future.

The building and parkade entrances are located on the eastern elevation, with the building's more visible southern and northern façades addressing their frontages through resident patios, articulated facades, and landscaping. Additionally, the northern frontage provides direct, 'ground-oriented' stairway access from ground-floor units to the 56 Avenue sidewalk.

The flat-roofed 6-storey building sits upon two levels of underground parking, with the second level partially extruded above grade due to geotechnical conditions. The resultant building form and height will allow for the higher density that staff is seeking in the Downtown core and within walking distance of existing high frequency transit and the future 203 Street SkyTrain station, while providing a reasonable massing transition to the existing adjacent 4-storey apartment buildings.

The above-grade parkade wall has been designed to provide an attractive, highly landscaped interface with the internal through-lane to the east and the sidewalk on 56 Avenue. This interface includes a tiered design with a stamped concrete pattern and colour treatments to add texture and character to exposed concrete wall elements, which are also broken up with entrance stairs and ramps. On the 56 Avenue frontage, this interface also includes individual unit access stairs and a tiered landscaping feature, with plantings along the upper parkade wall, and various shrub species planted on top of both wall steps to provide a tiered screening effect. This landscaping has a dedicated irrigation system to ensure the tiered foliage is healthy and robust.

The building's southern interface with the Michaud Park Community Garden is not tiered due to the location of a parkade ramp. However, this edge will be treated with an attractive stamped concrete pattern and attached fencing to allow opportunities for climbing vegetation on the wall's sunny southern exposure. Staff support the approach to integrating the parkade and building into the adjacent public realm along 56 Avenue and the Community Garden.

The building's façade was designed to effectively integrate with its surroundings and the public realm through the considered use of massing, balconies, and material changes. On its northern frontage, the building's elevation projects a distinct base-middle-top design with the first two floors clad in a beige-coloured ceramic coated panel siding, which provides a brownstone row house-type character that engages with the well-travelled 56 Avenue corridor. Cementitious panels cover the upper four storeys in progressively lighter neutral tones that are horizontally articulated to reduce the perceived height of the shear wall. The

building's eastern frontage is broken up with vertical articulation through changes in colours, materials, and façade extrusions, and includes a dark-coloured central portion to visually separate the southern and northern halves of the building. The southern and western façades fronting onto the Community Garden and adjacent apartment developments make use of lighter building materials to minimize visual impact. The southern frontage incorporates many windows and balconies to provide passive surveillance over the Community Garden, while the western frontage benefits from trees along the adjacent properties' adjoining lot lines to screen apartment units from each other. Materials include cementitious panels and siding, ceramic coated panel siding, concrete retaining walls, aluminum balcony railings and vinyl window frames.

Accessibility between the building entrances and the 56 Avenue and Michaud Crescent access points is provided by separate ramps on the northern and southern half of the building's east elevation, which connect to the raised sidewalk along the property's internal through-lane. Accessible parking spaces are all located adjacent to the elevator core in the underground parkade.

Within the building unit sizes range from 474 square feet to 978 square feet. Six (6) of the units are studios, 142 are one bedroom, and sixty-five (65) are two bedroom types (2 BR or 2 BR + Flex). Of the one bedroom units, six (6) are accessible, while of the two bedroom unit types, five (5) are adaptable, sixteen (16) are accessible, and two (2) are universal. Tenant storage spaces are provided within the parkade.

Indoor amenity spaces are provided in the centre of the building on floors 1-4, and have been designed to provide office space facilities for tenants. Additional indoor amenity space, in the form of a view lounge, is located on the 6th floor on the building's southwest corner. Two separate outdoor amenity spaces with children's play areas are also provided on the ground floor outside each of the building entrances. All units have balconies or private ground level patios. Two elevator cores with two elevators each 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 C1 zoning provisions:

1. Setback reduction from 3 metres to 6 metres (front and rear yards)

2. Indoor amenity space in multiple locations (rather than single location)
3. Parking variances, including:
 - a. Tenant parking (227) reduction from minimum requirement (256)
 - b. Visitor parking (28) reduction from minimum requirement (43)
 - c. Visitor parking spaces provided in parkade (rather than on surface)
 - d. Small car parking spaces (56%) exceed maximum permitted (40%)

Staff note that due to a property dedication along 56th Avenue for a future multi-use pathway, the proposed front yard building setback will result in the building being generally in-line with the Bentley building to the west, which is set back about 6 metres from the front property line. The proposed building setback along the Michaud Community Garden will not create any shadowing impacts and the building will be a significant distance away from the Michaud Crescent property line. These setbacks also reflect the general direction of the City's new OCP and Zoning Bylaw process, which is considering reduced front yard setbacks for multi-family uses with ground-oriented units.

Amenity rooms on multiple levels supports the applicant's amenity/office space concept, and helps break up the building's long eastern frontage.

Parking Variance Analysis

The residential parking variance of 29 spaces is 11 percent less than the Zoning Bylaw requirement; the results in a rate of 1.07 spaces per unit, compared to current requirement of 1.2 spaces per 1 and 2 bedroom units. This reflects staff comments to the applicant that, prior to a new, updated Zoning Bylaw being adopted, reductions of about 10 percent could be supported for 'core' locations within a 5 minute walk from Downtown, high frequency transit and the planned 203 Street SkyTrain station. Staff note a recent 'core' application on Logan Avenue was approved with a 10 percent residential parking reduction. Lower rates of 1 space per 1 and 2 bedroom units for 'core' locations, and 1 space per rental unit, are also under preliminary review for the new Zoning Bylaw.

The requested visitor parking variance of 15 spaces is a 35 percent reduction from the Zoning Bylaw requirement and results in 0.13 spaces per unit. This is supported by a report prepared by the applicant's traffic engineering consultant that recommends 0.1 visitor spaces per unit, 50 percent less than the 0.2 spaces per unit in the Zoning Bylaw. This is based on the Metro Vancouver Apartment Parking Study, which cites observed visitor parking rates below 0.1 spaces per apartment unit, and the traffic engineer's own research that indicates that typical evening residential visitor parking demand ranges between 0.05 – 0.08 spaces per unit. It is also notable Port Moody uses a blended visitor parking rate that would require 0.15 spaces per unit for this application, and in communities outside of the Lower Mainland (Kelowna, Vernon) a rate of 0.14 visitor spaces per unit is currently in use.

The applicant's proposed parking total of 255 spaces (227 residential, 28 visitor) is 14.7 percent lower than the 299 required by the Zoning Bylaw. Comparing this to nearby communities, Abbotsford allows parking reductions of up to 20 percent for applications on the South Fraser Way transit corridor and Delta allows reductions up to 15 percent for those on the Scott Road transit corridor.

If the preliminary rates for the new Zoning Bylaw (proposed by the City's Zoning Bylaw consultant) were applied to this application, 256 spaces would be required, based on rates of 1 space per residential unit for core and rental buildings (= 213 spaces), and 0.2 visitor spaces per unit (= 43 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.

Within the 255 parking spaces that can be reasonably accommodated the applicant seeks more residential spaces beyond the preliminary new Zoning Bylaw rate in lieu of increasing visitor parking, as informed by the recommendations of the applicant's traffic engineer, to provide more parking options for their tenants. Staff also note that the narrow site and geotechnical conditions constrain the ability to add more parking, and extending the parkade to the south would limit or prevent the expansion of the Community Garden.

Staff note it is now common to provide visitor parking in a parkade, and separate gates will secure the visitor parking from both public access and resident parking areas. This approach is also the best solution for a site that lacks a rear lane from which visitor parking is typically provided in a 90 degree configuration.

Regarding the proposed amount of small car parking spaces (56 percent), staff are considering allowing a higher amount of small car spaces in the new Zoning Bylaw, in the range of 50 percent or higher, to provide more flexibility for developers seeking to provide higher density, transit-oriented developments.

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

6. Summary

The proposed development is consistent with the City's OCP policies and Development Permit Area guidelines for this area. In addition, this project is also consistent with the Land Use Concept for the new OCP which identifies this area as "Transit-Oriented Residential" (high density residential uses up to 15 storeys for the subject properties and surrounding area), and if approved will provide an enhanced community amenity through an enlarged Michaud Community Garden and result in an attractive rental building offering affordable living options near transit and the Downtown.

Engineering Requirements:

These requirements have been issued to reflect the application for development of a proposed 213 unit Apartment Development at 20222 56th Avenue, which may be subject to change upon receipt of updated development plans to the City.

The City's Zoning Bylaw, 1996, #2100 has requirements concerning landscaping for buffer zonings, parking and loading areas, and garbage and recycling containers, all of which applies to this design.

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 condition of the existing pavement on the 56 Ave. frontage of the proposed development shall be assessed by the developer's consulting 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 to centerline for the length of the development's frontage.
3. Eliminate the existing overhead hydro/telecommunication wiring and poles along the development's 56 Ave. frontage by replacing with underground hydro/telecommunication infrastructure.
4. Underground hydro/telecommunication services to the development site are required.
5. A road dedication equivalent to 5.7 m from the edge of the existing curb will be required along the 56 Ave. frontage.
6. Future reconstruction of sidewalk, curb, gutter, addition of buffeted bike lane and boulevard strip c/w plantings will be required for the full property frontage. This requirement shall be met with a cash in lieu contribution by the Developer, based on the consultants estimate and subject to the approval of the Director of Engineering, Parks & Environment

7. Existing damaged sidewalk panels along the project frontage to be replaced by the Developer's contractor at the Developer's expense.
8. 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
9. The Developer shall make a cash contribution of \$40,000 to pay for the reconfiguration of the Michaud Community Garden, addition of 11 garden beds plus 6 garden beds off-site at another location.
10. Existing and proposed ornamental street lighting along the 56 Ave. project frontage shall be reviewed by a qualified lighting consultant to ensure street lighting and lighting levels shall be as per the Downtown Realm of Influence standard as outlined in the Downtown Master Plan.
11. A new C71P fire hydrant may be required. Hydrant locations must be approved by the Engineering and Fire Departments.
12. A storm/rainwater management plan for the site is required. Rainwater management measures used on site shall limit the release rate to pre-development levels to mitigate flooding and environmental impacts as detailed in the Subdivision and Development 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.*
13. 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.
14. 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.

All on-site lanes shall have a minimum width of 8 paved meters (includes structural sidewalk) for fire truck access.

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

1. The City would require a Security Deposit of the estimated construction costs of installing civil works, as approved by the Director of Engineering, Parks and Environment.
2. The City would require 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 connection is required, which will be determined after detailed civil engineering drawings are submitted, sealed by a Professional Engineer.
4. The City requires a \$40,000 bond for the installation of a water meter to current standards.

NOTE: Deposits for utility services or connections are estimates only. The actual cost incurred for the work will be charged. The City will provide the developer with an estimate of connections costs, and the Developer will declare in writing that the estimate is acceptable.

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

1. A traffic impact study will be required to determine if there will be significant impact and traffic concerns with the proposed development. The scope of the study must be approved by the Director of Engineering, Parks and Environment prior to initiation.
2. Permanent pavement restoration of all pavement cuts shall be as per the City of Langley's pavement cut policy by the developer's contractor at the developer's expense. The pavement reinstatement deposit shall be a line item in the construction cost estimate.
3. Legal documents shall be executed by the Developer granting future joint property access to 56 Avenue and Michaud Crescent, adjoining the east property line of the proposed project (details TBA).
4. A dedicated onsite loading zone to serve the development shall be located on private property.
5. All survey costs and registration of documents with the Land Titles Office are the responsibility of the developer/owner.

6. A water meter is required to be installed inside the projects mechanical room 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.
7. An approved backflow prevention assembly must be installed on the domestic water connection immediately upon entering the building to provide premise isolation.
8. A "Stormceptor" or equivalent oil separator is required for all surface parking areas, and is to drain into the storm sewer.
9. 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.
10. Stormwater run-off generated on the site shall not impact adjacent properties, or roadways.
11. Garbage and recycling and organics collection enclosures shall be designed to meet Metro Vancouver's "Guide for Builders, Designers and Developers", AECOM, July 2011 and "Technical Specifications for Recycling Amenities in Multi-family and Commercial Developments"
12. Design drawings shall be submitted using the City of Langley's Title Block (i.e., City's standard .dwg template), available through the City of Langley's Engineering department`.

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. It was confirmed that the drive aisle's design and width will accommodate a fire truck with engaged stabilizers, and that the garbage room will accommodate both garbage and recycling bins. 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 rezoning and DP application will be reviewed by the Advisory Design Panel (ADP) at the November 4, 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 November 23, 2020 Regular Council meeting.

BUDGET IMPLICATIONS:

In accordance with Bylaw No. 2482, the proposed development would contribute \$2,033,937.00 to City Development Cost Charge accounts and \$426,000.00 in Community Amenity Contributions.

Prepared by:



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Concurrence:



Carl Johannsen, RPP, MCIP
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Concurrence:



Rick Bomhof, P.Eng.
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Concurrence:



Rory Thompson, Fire Chief

attachments