



ADVISORY DESIGN PANEL REPORT

To: **Advisory Design Panel**

Subject **OCP Amendment Application OCP 04-20**
Rezoning Application RZ 08-20
Development Permit Application DP 09-20

From: Anton Metalnikov,
Planning Assistant II

File #: 6620.00
Bylaw #: 3168,3169

Doc #:

Date: May 5, 2021

RECOMMENDATION:

THAT this report be received for information.

PURPOSE OF REPORT:

To consider Official Community Plan amendment, Zoning Bylaw amendment, and Development Permit applications by RKDI (Langley 3) Homes Ltd. for a 5-storey, 56-unit apartment development at 20179-20199 53A Avenue.

POLICY:

The subject properties are currently zoned RS1 Single Family Residential in Zoning Bylaw No. 2100 and designated "High-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 it.

COMMENTS/ANALYSIS:

Background Information:

Applicant:	RKDI (Langley 3) Homes Ltd.
Owner:	RKDI (Langley 3) Homes Ltd.
Civic Addresses:	20179, 20189, & 20199 53A Avenue
Legal Descriptions:	Lots 67, 68, & 69, District Lot 305, Group 2, New Westminster District, Plan 33503
Site Area:	2,631 m ² (0.65 acres)
Number of Units:	56 apartments
Residential Density:	213 units/ha (86 units/ac)
Gross Floor Area:	4,458 m ² (45,829 ft ²)
Floor Area Ratio:	1.69
Lot Coverage:	32%
Total Parking Required:	82 spaces (including 5 h/c spaces) <i>*RM3 requirement</i>
Parking Provided:	
Resident	62 spaces
<u>Visitor</u>	<u>9 spaces</u>
Total	71 spaces (including 4 h/c spaces)
Existing OCP Designation:	High-Density Residential
Proposed OCP Designation:	Mid Rise Residential
Existing Zoning:	RS1 Single Family Residential
Proposed Zoning:	CD74 Comprehensive Development
Variances Requested:	<ul style="list-style-type: none">• 8 visitor parking spaces provided (12 required)• 5.5 m long visitor accessible parking space (min. 5.8 metres)• Bicycle parking – provided through storage lockers (required to be separate) <i>Note a resident 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:	\$761,075.50 (City - \$479,517.00, GVS&DD - \$181,396.00, SD35 - \$22,567.50, TransLink - \$77,595.00)
Community Amenity Contribution:	\$112,000.00

Discussion:

1. Context

The applicant is proposing to develop a 5-storey, 56-unit apartment building on the site of three single-detached dwellings at 20179-20199 53A Avenue. This site is designated as High-Density Residential in the City's current Official Community Plan (OCP). This designation generally aligns with the RM3 Multiple Residential High Density Zone, which allows for high density multi-unit development of up to four storeys in height.

The City is currently developing a new OCP, with an expected completion date of July 2021. The draft land use plan proposed for the new OCP identifies this site as Mid Rise Residential, which would allow for higher density development of up to twelve storeys (subject to the Airport Zoning Regulation [AZR] maximum permitted height for this site) and a Floor Area Ratio (FAR) of up to 3.5, with no unit density maximums. To enable a higher-density development (213 units/hectare) than what is permitted in the current OCP (max. 198 units/hectare), the applicant has applied to amend their site's land use designation from the current High-Density Residential designation to the Mid Rise Residential designation proposed in the draft OCP. The applicant held a virtual Public Information Meeting in March 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.

The site is located in an area of transition composed of townhouse and apartment developments of various ages and of single-detached dwellings that have been the focus of developer interest and assembly. Its lone street frontage is formed to the south by 53A Avenue, a local road across from which lie the LC, a recently completed (2019) 4-storey 80-unit apartment building, and the site of an active development application for a 5-storey 18-unit apartment building. The eastern boundary of the site abuts a property with a 5-storey 69-unit apartment building currently under construction. Lanes define the remaining two site edges, and provide separation from a townhouse complex to the west and several single-detached dwellings to the north.

The site is well positioned with pedestrian connections to retail and service areas, with Downtown located within a ten-minute walk. This site is also located near several transportation amenities, including:

- The 203 Street greenway (few-minutes walk);
- bus service on 53 Avenue and 203 Street (five-minute walk);

- the frequent service 503 Fraser Highway Express (ten-to-fifteen-minute walk); and
- the planned 203 Street SkyTrain station and its associated bus exchange (ten-to-fifteen-minute walk).

The site also benefits from proximity to key neighbourhood amenities, including:

- Nicomekl River trail network (five-minute walk);
- Linwood Park (five-minute walk);
- Nicomekl Elementary School (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 RS1 Single Family Residential and designated as High-Density Residential in the OCP. As noted above, the City is currently developing a new OCP and is proposing to designate the subject properties, along with the area around it, as Mid Rise Residential. If

the proposed Mid Rise Residential land use is adopted by Council it will allow the development of apartment buildings of up to twelve storeys (subject to the AZR), a FAR of up to 3.5, and no unit density maximums on these properties. The applicant has applied for an OCP amendment to enable a higher unit count (213 units/hectare) than what is permitted in the current OCP (max. 198 units/hectare) in order to allow their development to proceed through the approval process ahead of the expected July 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 Mid Rise Residential OCP designation. The project was designed to conform to the preliminary regulations and draft zone associated with this designation. Should the CD rezoning be adopted it is anticipated that following the adoption of the new OCP, and as 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 Mid Rise Residential designation.

3. Design

The applicant is proposing a bar building design that is well-suited to this rectangular block-composed area and its existing development. Rising five storeys from the centre of the site above a tiered, partially extruded parkade, the building's relatively narrow shape results in generous setbacks to its front and rear that accommodate substantial landscaping and an expansive outdoor amenity space, while the western setback accommodates a row of surface visitor parking spaces off the lane. An articulated roofline creates raised ceiling areas for the top-floor units and adds visual interest to the building's form.

The main building entrance is located on the south of the site along 53A Avenue, with the parkade access provided off the north lane. The flat-roofed wood frame five-storey building sits upon a single level of underground parking. The proposal's low-rise massing is highly compatible with both the existing and under construction development in the immediate area, while its design scheme, through its use of elements common to nearby buildings such as strong cornice lines and base-middle-top building façades, further ties it to its surroundings.

The top of the parking structure projects above the grade of the site due to geotechnical conditions and has been designed to provide an attractive landscaped interface with the public realm. The extruded parkade is clad with brick along 53A Avenue and the west lane to add texture and character to these highly visible frontages. This brick treatment then rises from the parkade onto the building's first storey to ground the building with a strong base and enhance the connection between it and the street. On the site's street frontage the extruded parkade is tiered with a step between the main parkade wall and

ground level to reduce its height and massing along the sidewalk and provide a shrub-landscaped area that further softens the parkade's appearance. A wide stairway and accessible ramp leading to the entrance are also provided on the parkade's south elevation. The remaining three frontages see the extruded parkade run as a single wall, with the northern elevation showing a concrete face to the lane and the eastern elevation built nearly flush against the extruded parkade wall of the adjacent apartment building currently under construction.

The building's façades are animated with generous fenestration, a simple colour palette, massing details, extruded balconies, and an articulated roofline of varying heights. Together, these elements contribute to a clear base-middle-top design. On the building's street frontage along 53A Avenue to the south, a predominantly brick ground floor is broken up by blue and grey cement board horizontal lap siding. On the east and west elevations, the grey siding is replaced by smooth white cement panels, while on the north elevation along the back lane the blue siding replaces the brick. On all four elevations, the blue siding continues up the façade to the building's roof and radiates out in columns from a prominent central core. Smooth grey cement panels split horizontally by light blue cement panel lap siding form rectangular frames over the building's middle portions, while their omission from the top floor creates a lighter coloured top that reduces the building's visual mass.

Building accessibility is incorporated by providing a ramp on the southern frontage at the main building entrance, locating accessible resident parking spaces adjacent to the elevator core in the underground parkade, and reserving the surface visitor parking space nearest to the sidewalk for accessible use.

Sustainability has been implemented into the proposal through multiple actions including low-disturbance and air quality-protecting construction methods, incorporating light pollution reduction principles, using a construction recycling plan, employing drought tolerant plants and non-water dependent materials in the site's landscaping, and providing three Level II electric vehicle charging stations, with the remaining stalls pre-ducted for future charger installation.

Within the building, unit sizes range from 42 m² to 83 m² (458 ft² to 889 ft²). The unit type distribution provides six (6) studio apartments, thirty (30) 1-bedroom apartment types (1-bedroom or 1-bedroom + flex room), and twenty (20) 2-bedroom apartments. Four (4) of the units are adaptable. Tenant storage facilities are provided in storage rooms in the parkade and on the first floor, as well as through in-unit storage rooms.

A 122 m² (1,316 ft²) indoor amenity room is provided on the ground floor with direct access to an adjacent outdoor amenity area of 342 m² (3,685 ft²). This outdoor space is programmed with a lounge area, a barbecue area, and an

expansive grass lawn. All units have balconies or private ground-level patios. A one-elevator core 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, lot coverage, density, and setbacks, is consistent with the proposed 6-to-12 storey apartment building zone that is being considered for the new Zoning Bylaw to implement the draft OCP's Mid 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 Zoning Bylaw, a CD zone will be created to accommodate the redevelopment.

Despite the application for 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.

A variance is also required for the reduction of the accessible surface visitor parking space length from 5.8 metres to 5.5 metres. Staff support this variance request under the following rationale:

- the site is shortened by a one-metre dedication for the west lane;
- the proposed 5.5 metre stall length is consistent with the City's standard parking space length requirements; and
- in a review of nearby municipalities – Langley Township, Surrey, Maple Ridge, and Abbotsford – all used the same parking stall length for both standard and accessible spaces.

Proposed Parking

If the current Zoning Bylaw requirement for a similar type of building (i.e. RM3 Zone) is applied to this application, the applicant's proposed overall parking amount is 13.4% less than would be required. Given that a CD zone is being proposed to accommodate this redevelopment, technically a variance is required only for visitor parking. However, it is important to note that staff support the applicant's overall parking approach based on the following rationale:

- The proposed parking approach (less 11 spaces or 13.4%) is supported by the site's location in a "shoulder" area, within a ten-to-fifteen-minute walk of the frequent Fraser Highway Express bus and planned 203 Street SkyTrain station. Similar or greater variances have recently been approved by Council at 20350 Logan Avenue (10% reduction) and 20222 56 Avenue (14.7% reduction);
- the proposed visitor parking rate is 0.15 spaces per unit, which is equal to the rate under preliminary consideration for "shoulder" areas in the new Zoning Bylaw. This rate is being contemplated based on research work conducted by staff to date, which has included a review of the Metro Vancouver Parking Study as well as of visitor parking rates in other municipalities within the Lower Mainland and British Columbia;
- if the preliminary rates under consideration for the "shoulder" area in the new draft Zoning Bylaw were applied to this application, 69 parking spaces would be required, based on rates of 1 space per studio unit, 1.1 spaces per 1-bedroom unit, 1.25 spaces per 2-bedroom unit (=61 resident spaces), and 0.15 visitor spaces per unit (=8 spaces). This total is 2.8% less than the applicant's proposed parking amount of 71 spaces and 15.9% less than the current RM3 Zone requirement of 82 spaces, which is based on rates of 1.2 spaces per studio and 1-bedroom unit, 1.3 spaces per 2-bedroom unit (=70 spaces), and 0.2 visitor spaces per unit (=12 spaces).
- a report from the applicant's professional transportation engineering consultant supported the proposed parking approach, based on analysis of data sourced from the Institute of Transportation Engineers' (ITE) Parking Generation Manual, the Metro Vancouver Apartment Parking Study, good sidewalk and bicycle infrastructure in the area, proximity to retail and service areas, and convenient access to several transit routes.

6. Summary

The proposed development is consistent with the City's proposed new OCP policies and Development Permit Area guidelines for this area, and presents a high-quality and neighbourhood-sensitive design providing housing in close proximity to the Nicomekl River floodplain, the 203 Street greenway, existing frequent transit, the planned 203 Street SkyTrain station, and Downtown.

Engineering Requirements:

Additional design changes may be required upon further investigation, site inspections and receipt of other supporting reports and documents. All work to be done to the City of Langley Specifications & MMCD Standards.

These requirements have been issued to reflect the application for development for a proposed **56-Unit Apartment Development located at 20179-99 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 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 by a Professional Engineer:

1. A Qualified Environmental Professional (QEP) must be engaged to implement erosion and sediment control in accordance with the City of Langley Watercourse Protection Bylaw #2518, as amended.
2. A storm water 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. Predevelopment release rates however, shall not include climate change effect.
3. 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.
4. 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 by the Developer's consultant and installed by the Developer's contractor at the Developer's expense. The Developer's consultant shall perform a hydrant flow test, through the City's

Engineering Services Department, which will be provided to the City's consultant for fire flow calculations.

5. All existing services shall be capped at the main by the City, at the Developer's expense prior to applying for a Demolition permit.
6. Through the City's engineering department, conduct a fire hydrant flow test to be used in the City's water modeling to determine if the existing water network is adequate for fire flows. Replacement of the existing watermain may be necessary to achieve the necessary pressure and flows to conform to Fire Underwriters Survey (FUS) "Water Supply for a Public Fire Protection, a Guide to Recommended Practice, 1995". All calculations shall be submitted in spreadsheet format that includes all formulas for review by the City.
7. Additional C71P fire hydrants may be required to meet bylaw and firefighting requirements. Hydrant locations must be approved by the City of Langley Fire Rescue Service.
8. A property dedication of 0.6m +/- will be required along the 53A Ave. frontage of the proposed development. A property dedication of approximately 2m +/- will be required in the laneway fronting the project in order to provide a paved surface of 8m (min). 4m corner truncations on both the N/W and S/W corners of the project.
9. New sidewalk, barrier curb, gutter will be required along the entire 53A Ave. frontage, complete with boulevard trees and a planting strip. The Developer shall contact Engineering Services to obtain City's Landscaping standards prior to hiring a professional to prepare boulevard trees and a planting strip plan.
10. If the proposed development will generate more than 30 additional peak direction trips (inbound and outbound) to or from the site during the peak hour, then a basic traffic impact assessment (TIA) will be required; between 30 and 40 trips – reduced scope TIA; 50 and greater trips – TIA. Prior to hiring a traffic engineering consultant, the Developer shall contact Engineering Services Division for the required scope of work.
11. The condition of the existing pavement along the proposed project's frontages 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 the developer's cost.

12. 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.
13. Existing and proposed street lighting along the entire project frontage shall be reviewed by a qualified lighting consultant to ensure street lighting and lighting levels meet current City of Langley standards.
14. Eliminate the existing overhead telecommunication wiring and poles along the development's laneway frontage by replacing with underground telecommunication infrastructure.
15. A dedicated on-site loading zone shall be provided by the developer.

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

1. The City would require a Security Deposit based on 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 would require a \$40,000 bond for the installation of a water meter to current standards.
5. Permanent pavement restoration of all pavement cuts, all associated deposits and fees, shall be as per the City of Langley's pavement cut policy by the developer's contractor at the developer's expense.

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. Undergrounding of hydro, telephone and cable services to the development site is required, complete with underground or at-grade transformer.

2. All survey costs and registration of documents with the Land Titles Office are the responsibility of the developer/owner.
3. A water meter is required to be installed on private property, preferably in the mechanical room, in accordance to the City's current water meter specifications at the developer's cost.
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 to treat site surface drainage.
6. A complete set of as-built drawings, service record cards, a completed tangible capital asset form (TCA) and a completed 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. All the drawing submissions shall:
 - a. Use City's General Note Sheet and Title Block; and
 - b. Closely follow the format and sequence outlined in the City's "Drawing Specifications" that will be provided to the Developer's Consulting Engineer.
7. The selection, location and spacing of street trees and landscaping are subject to the approval of the Director of Engineering, Parks & Environment
8. Stormwater run-off generated on the site shall not impact adjacent properties, or roadways.
9. Garbage and recycling enclosures shall accommodate on the site and 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 access was in place to accommodate fire apparatus and personnel. This to include the modification of the lane access to the west of the property. A construction fire safety plan shall be completed and include hydrant locations. The fire department connection shall be confirmed between the applicant and the Fire Department.

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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 May 12, 2021 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 an additional City staff report prior to Council consideration of the proposed Zoning Bylaw amendment and Development Permit applications.

A copy of the ADP minutes will be presented to Langley City Council at a future Regular Council meeting.

BUDGET IMPLICATIONS:

In accordance with Bylaw No. 2482, the proposed development would contribute \$479,517.00 to City Development Cost Charge accounts and \$112,000.00 in Community Amenity Contributions.

Prepared by:



Anton Metalnikov
Planning Assistant II

Concurrence:



Carl Johannsen, RPP, MCIP
Director of Development Services

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Concurrence:



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

Concurrence:



Scott Kennedy, Deputy Fire Chief

attachments

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CITY OF
LANGLEY



OCP AMENDMENT APPLICATION OCP 04-20 REZONING APPLICATION RZ 08-20 DEVELOPMENT PERMIT APPLICATION DP 09-20

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