



ADVISORY DESIGN PANEL REPORT

To: **Advisory Design Panel**

Subject: **Development Permit Application DP 04-21
Rezoning Application RZ 03-21
OCP Amendment Application OCP 03-21**

From: Anton Metalnikov,
Planning Assistant II

File #: 6620.00
Bylaw #: 3174,3175
Doc #:

Date: June 23, 2021

RECOMMENDATION:

THAT this report be received for information.

PURPOSE OF REPORT:

To consider Official Community Plan amendment, rezoning, and Development Permit applications by 1251243 BC Ltd. for a 6-storey, 113-unit apartment development at 20040-20070 53A Avenue & 20041-20071 53 Avenue.

***This report has been updated to reflect revised plans submitted June 21, 2021 following the project's consideration at the June 9, 2021 Advisory Design Panel Meeting. Changes to the original report are identified with asterisks.**

POLICY:

The subject property is 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. A new draft OCP is currently in development and this property is proposed to be designated as "Low Rise Residential," and the applicant is applying to amend the OCP to this designation ahead of the adoption of the new OCP. All lands designated for multi-family residential uses are subject to a Development Permit (DP) to address building form and character.

The proposed development exceeds the density permitted 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:	1251243 BC Ltd.
Owner:	1251243 BC Ltd.
Civic Address:	20040-20070 53A Avenue; 20041-20071 53 Avenue
Legal Description:	Lots 302-305 & 308-311, District Lot 305, Group 2, New Westminster District, Plan 42983
Site Area:	4,617.51 m ² (1.14 acres)
Number of Units:	113 apartments
Residential Density:	245 units/ha (99 units/acre)
Gross Floor Area:	9,691 m ² (104,318 ft ²)
Floor Area Ratio:	2.1
Lot Coverage:	41.94%
Total Parking Required:	163 spaces (including 9 h/c spaces) <i>*RM3 requirement</i>
Parking Provided:	
Resident	140 spaces
<u>Visitor/Commercial</u>	<u>*18 spaces</u>
Total	*158 spaces (including 9 h/c spaces)
Existing OCP Designation:	High-Density Residential
Proposed OCP Designation:	Low Rise Residential
Existing Zoning:	RS1 Single Family Residential
Proposed Zoning:	CD76 Comprehensive Development
Variances Requested:	Bicycle parking – provided through storage lockers (required to be separate) <i>*Visitor parking – 18 stalls (23 stalls min.)</i>
Development Cost Charges:	\$1,482,118.50 (City - \$931,765.00, GVS&DD - \$355,466.00, SD35 - \$44,102.50, TransLink - \$150,785.00)
Community Amenity Contributions (CACs):	\$226,000.00

Discussion:

1. Context

The applicant is proposing to develop a 6-storey, 113-unit apartment building on the site of eight single-detached lots at 20040-20070 53A Avenue & 20041-20071 53 Avenue. The 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 residential development of up to four storeys in height.

The City is currently developing a new OCP, with an expected completion date of September 2021. The draft land use plan proposed for the new OCP identifies this site as Low Rise Residential, which would allow for higher density development of up to six storeys and a Floor Area Ratio (FAR) of up to 2.1, with no unit density maximums. To enable a higher density development (245 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 Low Rise Residential designation proposed in the draft OCP. The applicant held a virtual Public Information Meeting on May 6, 2021 with area residents to receive public input on the application. This consultation is considered "early and ongoing" consultation, as typically required for OCP amendment applications.

The site is located in a residential area of transition composed of recently developed and under construction apartment buildings as well as older single-detached houses that have been the focus of developer interest and assembly, and is flanked by two roads. Its primary entrance is on its north fronting 53A Avenue, a local road directly across from which lies the Meridian, a recently completed (2017) 5-storey 90-unit apartment building. Across 53A Avenue to the northeast is the Henley, a 4-storey, 48-unit apartment building completed in 2020 while, to the northwest, the 4-storey, 92-unit Lincoln apartment building is currently under construction. The proposed building's secondary entrance faces 53 Avenue to the south, a crosstown collector road hosting bus routes and bike lanes connecting several major north-south travel corridors, with Nicomekl Elementary School located directly across it. On its sides to the east and west, the site is bordered by a collection of older single-detached dwellings.

The site has convenient pedestrian connections to key outdoor, recreational, transit, educational, retail, and service amenities including:

- Local transit service (directly adjacent on 53 Avenue)
- Nicomekl Elementary School (directly across from building)
- Nicomekl River trail network (5-minute walk)

- Linwood Park (5-minute walk)
- Brydon Park (10-minute walk)
- Brydon Lagoon (10-minute walk)
- Downtown (10-minute walk)
- Timms Community Centre (15-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 Low Rise Residential. If the proposed Low Rise Residential land use is adopted by Council it will allow the development of apartment buildings of up to six storeys, a FAR of up to 2.1, and no unit density maximum. The applicant has tailored their development to this proposed designation and has applied for an OCP amendment in order to

allow their application to proceed through the approval process ahead of the expected September 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 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 Low Rise Residential designation.

3. Design

The applicant is proposing a C-shaped building to create an engaging frontage along the site's three adjoining travel routes: 53A Avenue, 53 Avenue, and a new mid-block connecting greenway which will partially be created by the redevelopment of this site. The greenway will be expanded to its full width of eight metres, wall to wall, when the properties to the east redevelop in the future. This element was sought by staff as a way to break up this long block with a linear public open space and improve access for those living off of 53A Avenue to Brydon Park, Brydon Lagoon, and transit service on 200 Street and 53 Avenue. It also completes the desire line between Nicomekl Elementary School and Linwood Park, directly connecting them via 201 Street. The design and width of this greenway provide for clear sightlines between 53 and 53A Avenues and will allow for easy two-way travel when completed.



The flat-roofed wood frame building sits upon a two-level parkade, with one level underground and the second on its roof. The interior courtyard created by the building's C-shape accommodates this large surface parking area which will be served by a dedicated entrance in the interior of the surface lot. This parking area is screened from the three adjoining travel paths by residential units laid out in a single-loaded corridor. The building's second storey sits on this corridor along with columns placed in the parking area to enable a double-loaded corridor configuration that continues to the top floor. This design allows the building to engage with its adjacent travel corridors, screen the surface parking lot, and create substantial light and air between this building and any future development to its west. The proposal's low-rise massing is highly compatible with both 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.

Two separate parking accesses are provided beside each other to the site's north off 53A Avenue. One ramp leads to the resident spaces in the underground parkade and the other rises to the surface parking level which hosts a loading zone, visitor parking spaces, and additional resident parking spaces. Both resident parking areas are fully secured from the street and the visitor parking area. The top of the underground parkade 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. All three of its walls facing adjacent travel paths are clad with brick, tiered with a step between the main parkade wall and ground level to reduce their height and massing, and landscaped to further soften and improve their appearance. Its western wall has been designed to be nearly flush with the adjacent properties, with landscaping provided between the wall and lot line. Accessible ramps and wide stairways are provided on both street frontages leading to the two pedestrian entrances.

The building's façades are marked by a largely black and white colour palette, generous fenestration, and detailed cornices that contribute to a sophisticated appearance. All four elevations start as a darker base consisting of black brick and grey cement board panels that ground the building and connect it to its extruded brick parkade podium. The next three storeys above the ground floor see largely white cement board panel walls punctuated with darker grey cores and columns of various shades and textures, including both panelling and cement board lap siding. These darker cores are removed from the upper two storeys and replaced with additional white panels to create a distinctly light-coloured top with reduced visual massing. The roof is enhanced with raised projections that provide a strong cap to the building's elevations, while extruded balconies with bold black aluminum railings add a modern finish to the design.

The site is landscaped with both deciduous and coniferous trees interspersed among grasses and shrubs shown on the tiered parkade steps, at ground level, and along the first-floor building walls. An additional landscaping strip approximately one metre in width has been added between the parkade wall and the proposed walkway on the site's east, with bollard lighting also included to contribute to a safe and attractive greenway character.

Accessibility is incorporated by providing ramps leading to entrances from both street frontages. All seven resident parking stalls are provided near the elevator core in the underground parkade, and the two visitor spaces nearest to the entrance on the surface parking level have been made accessible.

Sustainability has been implemented into the proposal through multiple actions including employing low-disturbance and air quality-protecting construction methods, incorporating a construction recycling plan, using drought-tolerant and non-water dependent landscaping, including a centrally controlled irrigation system with rain sensors, and providing two Level II electric vehicle (EV) chargers, with the remaining stalls pre-ducted for future EV charger installation.

Within the building, unit sizes range from 55 m² to 89 m² (594 ft² to 956 ft²). The unit type distribution provides seventy-eight (78) one-bedroom apartment types (1-bedroom or 1-bedroom + flex room) and thirty-five (35) two-bedroom apartments. Six (6) of the units are adaptable. Tenant storage facilities are provided through the use of in-unit storage rooms.

*267 m² (2,877 ft²) of indoor amenity space is split among two separate rooms on the second floor. All units have balconies or private ground-level patios. A two-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 is generally consistent with the 4-6 storey apartment building zoning regulations that are being considered for the new Zoning Bylaw to implement the draft OCP's Low Rise Residential 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 use of a site-specific CD zone, the proposal requires a variance from general Zoning Bylaw provisions to allow bicycle parking within storage rooms rather than as separate facilities. Staff note that shared bike 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 to reduce the number of visitor parking spaces from 23 to 18. This represents a reduction in the visitor parking rate from the required minimum 0.2 visitor spaces per unit to 0.16 visitor spaces per unit. This variance is being sought in response to an ADP recommendation to provide additional landscaping in the surface parking area to soften its appearance. The applicant has repurposed 5 visitor parking spaces along the west side of the surface lot into an area landscaped with various tree and shrub species in response. In the new Zoning Bylaw, a minimum visitor parking rate requirement of 0.15 spaces per unit is being considered for developments in the Core and Shoulder areas identified in the draft new OCP. If applied to this project, this rate would result in a minimum requirement of 17 visitor parking spaces to be provided. As such, the applicant's proposed parking approach exceeds the requirements being considered for the new Zoning Bylaw.

Based on the above commentary, staff support these variances.

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 design providing housing in close proximity to the Nicomekl River floodplain, transit service, and Downtown, while contributing to the creation of a new mid-block connection for pedestrians and cyclists between 53 and 53A Avenues, and between Nicomekl Elementary School and Linwood Park.

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 **113 Unit Apartment Development located at 20040-70 53A Ave.; 20041-71 53 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 #3152, as amended.
2. A storm water management plan for the site is required. Rainwater detention 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 tabulated data to account for climate change. A safety factor of 10% shall be added to the calculated storage volume. *Pre-development release rates shall not include climate change effect.*
3. All existing services shall be capped at the main by the City, at the Developer's expense prior to applying for a Demolition permit.
4. 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. At the Developer's expense, the City's hydraulic modeling consultant shall 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 (based on architectural data supplied by the Developer's Architect). Upgrading of the existing watermain(s) 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.” Any upgrades required to service the site shall be designed by the Developer’s consultant and installed at the Developer’s expense.
5. 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.
 6. 53A Ave. shall be designed to the City’s SS-R08 standard. 53 Ave. shall be designed to the City’s SS-RO2A standard (modified). The Developer’s consultant shall contact Engineering Services to obtain the City’s road cross-section design standards and modification details.
 7. A property dedication of *approximately* 2.1m will be required along the 53 Ave. frontage of the proposed development to match the existing south property line (P/L) of 20175 53 Ave. All dedications to be determined by a legal land surveyor. A property dedication of 3m will be required along the east P/L of the proposed project to accommodate a future pedestrian walkway. Construction of a walkway will include relocation of existing speed humps on 53 Ave. as well as the installation of a new raised pedestrian crosswalk across 53 Ave. A cash contribution (amount to be determined) toward the future pedestrian walkway/crosswalk will also be required.
 8. New sidewalk, barrier curb, gutter will be required along the entire project frontage, complete with boulevard trees and a planting strip. The Developer’s consultant shall contact Engineering Services to obtain City’s Landscaping design standards prior to hiring a professional to prepare boulevard trees and a planting strip plan.
 9. 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.
 10. The condition of the existing pavement along the proposed project’s entire frontage 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.
 11. 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.
12. A dedicated on-site loading zone shall be provided by the developer.
 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 entire frontage by replacing with underground telecommunication infrastructure.

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. A construction fire safety plan shall be completed, and the location of the fire department connection and annunciator panel shall be confirmed between the applicant and the Fire Department.

Advisory Design Panel:

In accordance with Development Application Procedures Bylaw No. 2488, the subject OCP amendment, Zoning Bylaw amendment and DP applications will be reviewed by the Advisory Design Panel (ADP) at the June 9, 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 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 \$931,765.00 to City Development Cost Charge accounts and \$226,000.00 in Community Amenity Contributions.

Prepared by:



Anton Metalnikov
Planning Assistant II

Concurrence:



Roy M. Beddow, RPP, MCIP
Deputy Director of Development Services

Concurrence:



Carl Johannsen, RPP, MCIP
Director of Development Services

To: Advisory Design Panel

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Concurrence:



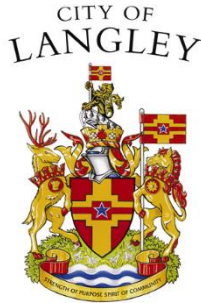
Rick Bomhof, P.Eng.
Director of Engineering, Parks &
Environment

Attachments

Concurrence:



Scott Kennedy, Deputy Fire Chief



DEVELOPMENT PERMIT APPLICATION DP 04-21 REZONING APPLICATION RZ 03-21 OCP AMENDMENT APPLICATION OCP 03-21

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