



# ADVISORY DESIGN PANEL REPORT

To: **Advisory Design Panel**

Subject: **Development Permit Application DP 11-21  
Rezoning Application RZ 09-21  
OCP Amendment Application OCP 07-21**

From: Anton Metalnikov,  
Planning Assistant II

File #: 6620.00  
Bylaw #: 3190,3191  
Doc #:

Date: October 8, 2021

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## RECOMMENDATION:

THAT this report be received for information.

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## PURPOSE OF REPORT:

To consider Official Community Plan amendment, Zoning Bylaw amendment, and Development Permit applications by RKDI (Langley 4) Homes Ltd. for a 5-storey, 86-unit apartment development at 20120-20170 53A Avenue.

**\*This report has been updated to reflect a variance request (accessible parking stall length) that was excluded in error from the original report which was received by the Advisory Design Panel at the October 20, 2021 meeting, as noted in the meeting minutes. Changes to the original report are identified with asterisks.**

## 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. In the proposed new OCP, which received 3<sup>rd</sup> Reading by Council on July 26, 2021, these properties are proposed to be designated as "Low Rise Residential." The applicant is applying to amend the land use designations of the subject properties 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:

<b>Applicant:</b>	RKDI (Langley 4) Homes Ltd.
<b>Owner:</b>	RKDI (Langley 4) Homes Ltd.
<b>Civic Addresses:</b>	20120-20170 53A Avenue
<b>Legal Description:</b>	Lots 229-234, District Lot 305, Group 2, New Westminster District, Plan 39394
<b>Site Area:</b>	3,463.5 m <sup>2</sup> (0.86 acres)
<b>Number of Units:</b>	86 apartments
<b>Residential Density:</b>	248 units/ha (100 units/acre)
<b>Gross Floor Area:</b>	6,516 m <sup>2</sup> (70,140 ft <sup>2</sup> )
<b>Floor Area Ratio:</b>	1.88
<b>Lot Coverage:</b>	38%
<b>Total Parking Required:</b>	124 spaces (including 6 h/c spaces) <i>*RM3 requirement</i>
<b>Parking Provided:</b>	
<b>Resident</b>	93 spaces
<u><b>Visitor</b></u>	<u>13 spaces</u>
<b>Total</b>	106 spaces (including 5 h/c spaces)
<b>Existing OCP Designation:</b>	High-Density Residential
<b>Proposed OCP Designation:</b>	Low Rise Residential
<b>Existing Zoning:</b>	RS1 Single Family Residential
<b>Proposed Zoning:</b>	CD80 Comprehensive Development
<b>Variations Requested:</b>	Bicycle parking shared with storage lockers (required to be separate) 55% small car spaces (max. 40%) Visitor parking underground (required to be at grade) <i>*5.5 m long accessible parking space (min. 5.8 m)</i> 13 visitor parking spaces (18 required) <i>Note a resident parking variance is not required due to the use of CD Zone – see</i>

	<i>staff commentary in Variances section of this report for further details and rationale.</i>
<b>Development Cost Charges:</b>	\$1,130,422 (City - \$710,760.00, GVS&DD - \$271,012.00, SD35 - \$33,630.00, TransLink - \$115,020.00)
<b>Community Amenity Contributions (CACs):</b>	\$172,000.00

## **Discussion:**

### 1. Context

The applicant is proposing to develop a 5-storey, 86-unit apartment building on the site of six vacant lots at 20120-20170 53A 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 and a density of up to 198 units/hectare.

Council gave 3<sup>rd</sup> Reading to a proposed new OCP on July 26, 2021. The land use plan proposed for the new OCP identifies the 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 (248 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 new OCP. The applicant held a virtual Public Information Meeting on September 16, 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 in transition composed of recently developed and under construction apartment buildings, active development application sites, as well as older single-detached houses that have been the focus of developer interest and assembly. Its primary frontage is formed on the north by 53A Avenue, a local road across from which lies Pacific Court, a 23-unit townhouse complex completed in 2004, the Henley, a recently completed (2020) 4-storey, 48-unit apartment building, and a remaining single-detached house. 201A Street, a collector road, separates the site from the Benjamin, a 4-storey, 70-unit apartment building completed in 2017, and the site of an active development application for a 5-storey, 18-unit apartment building. The site is framed to the south and west by single-detached houses.

The site is well positioned with pedestrian connections to retail and service areas, with Downtown located within a ten-minute walk. It also benefits from proximity to key neighbourhood amenities, including:

- Nicomekl Elementary School (5-minute walk);
- Nicomekl River trail network (5-minute walk);
- Linwood Park (5-minute walk); and
- Timms Community Centre (15-minute walk).

The site is also located near several transportation amenities, including:

- Two local bus routes (few-minutes walk);
- The frequent service 503 Fraser Highway Express bus (10-to-15-minute walk); and
- The planned 203 Street SkyTrain station and its associated bus exchange (10-to-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, a new OCP received 3<sup>rd</sup> Reading by Council on July 26, 2021 and is proposing to designate the subject properties, along with the remainder of the block south of 53A Avenue and west of 201A Street, as Low Rise Residential. Properties north of 53A Avenue and east of 201 Street, as well as properties north of 53 Avenue and east of 201A Street, are proposed to be designated Mid 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 proposal to proceed through the application process ahead of the expected adoption of the new OCP later in 2021.

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 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 shape allows it to be surrounded by wide landscaped areas on all four sides, with outdoor amenity space located at the south. A private access lane coming off of 53A Avenue is proposed on the west edge of the site to provide access to at-grade visitor parking spaces, a loading zone, and the building parkade, as well as to the parkades of future potential developments on properties surrounding the site. This approach will allow these adjacent properties to redevelop independently while retaining vehicle access from 53A Avenue rather than 53 Avenue, which is an arterial road from which driveways are discouraged in order to improve traffic safety and create a more attractive pedestrian-oriented public realm.

The main building entrance for both pedestrians and vehicles is located on the north of the site along 53A Avenue, with an accessible ramp provided by the front staircase leading to the front doors. 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. Its two visible walls, along 53A Avenue and 201A Street, are tiered with a step between the main parkade wall and ground level to reduce their height and massing, and are also screened with landscaping to further soften their appearance. The street-fronting parkade walls are clad with brick to add texture and character to these frontages, with the south and west walls painted grey. The brick treatment rises from the parkade into columns on the first floor which ground the building to the street while visually supporting heavily-fenestrated elevations above composed of blue, white, and grey cementitious paneling and siding. All four elevations are animated with extruded balconies and massing details such as grey frame elements reflected by extruded accents in the white paneling, and brackets supporting a prominent but varied cornice line.

The site is landscaped with a grass lawn surrounding the building on all sides, featuring a log balance play area and three communal garden plots on the site's southwest corner. A paved amenity area, partially enclosed through sliding glass partitions, sits directly outside the building's indoor amenity room. Various shrub species line the site's perimeter, with red flowering dogwood trees and red maple trees rising from these rows on 53A Avenue and 201A Street respectively. Shrub islands and magnolia trees are also incorporated on the site's interior to provide separation between ground-floor patios.

Accessibility is incorporated by providing a ramp at the main building entrance and locating accessible parking spaces near the elevator lobby in the parkade.

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

Within the building, unit sizes range from 45 m<sup>2</sup> to 83 m<sup>2</sup> (479 ft<sup>2</sup> to 895 ft<sup>2</sup>). The unit type distribution provides 7 studios, 55 one-bedroom unit types (1-bedroom or 1-bedroom + flex room), and 24 two-bedroom units. Nine of the units are

adaptable. Tenant storage facilities are provided in storage rooms located in the parkade and upper floors, as well as through in-unit storage rooms.

A 146 m<sup>2</sup> (1,571 ft<sup>2</sup>) indoor amenity room is provided on the ground floor with direct access to an adjacent outdoor 96.1 m<sup>2</sup> (1,034 ft<sup>2</sup>) amenity area, 32.4 m<sup>2</sup> (348.8 ft<sup>2</sup>) of which is enclosed by sliding glass walls. 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, in terms of height, lot coverage, density, and setbacks, is consistent with the proposed 4-6 storey apartment building zone being considered for the new Zoning Bylaw to implement the proposed new OCP's Low Rise Residential designation. However, given that the applicant is seeking an OCP amendment to develop the site prior to the adoption of the new OCP and Zoning Bylaw, a CD zone will be created to accommodate the proposal.

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 to accommodate six of the building's thirteen visitor parking spaces in the underground parkade, rather than entirely at-grade as currently required by the Zoning Bylaw. Staff note it is common to provide visitor parking in a parkade, and the resident parking area will be secured by a gate.

\*An additional variance is required to reduce the length of the accessible parking spaces from 5.8 metres to 5.5 metres. Staff support this variance request as the 5.5 metre length is consistent with the City's standard parking stall dimension requirements and, in a review of nearby municipalities (Langley Township, Surrey, Maple Ridge, and Abbotsford), found that all used the same parking stall length for both standard and accessible parking spaces. Staff are also considering making standard and accessible parking stall lengths consistent in the City's new Zoning Bylaw currently under development.

### *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 14.5% less than what would be required. Given that a CD zone is being proposed to accommodate this redevelopment, technically a variance is required only for visitor parking and the share of small car spaces. 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 18 spaces of 14.5%) is supported by the site's "Shoulder" location within a 10-to-15-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 20360 Logan Avenue (10% reduction) and 20230 56 Avenue (14.7% reduction). Council has also recently given Third Reading ("approval-in-principle") to a nearby application at 20191 53A Avenue with a similar variance (13.4% 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 "Shoulder" area rates being considered for the draft new Zoning Bylaw were applied to this application, 105 parking spaces would be required, based on rates of 1 space per studio and 1-bedroom unit, 1.25 spaces per 2-bedroom unit (=92 resident spaces), and 0.15 visitor spaces per unit (=13 spaces). This total is 0.9% less than the applicant's proposed parking amount of 106 spaces and 14.5% less than the current RM3 Zone requirement of 124 spaces, which is based on rates of 1.2 spaces per studio and 1-bedroom unit, 1.3 spaces per 2-bedroom unit (=106 spaces), and 0.2 visitor spaces per unit (=18 spaces).

A variance is also required to increase the share of small car parking spaces. 58.1% of resident parking spaces and 30.8% of visitor parking spaces are being proposed as small car spaces, for an overall rate of 54.7%. The current Zoning Bylaw allows a maximum of 40% small car spaces, but staff are considering increasing this to a maximum of 60% for "Shoulder" areas in the new Zoning Bylaw. This approach can significantly improve parkade space efficiency for larger developments, as the use of slightly narrower individual spaces often results in the creation of additional parking spaces on the same amount of land without needing to further reduce parking rates. This in turn allows additional site density while maintaining reasonable parking supply.

Based on the above commentary and analysis, 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 and neighbourhood-compatible design providing housing in close proximity to parks, Nicomekl Elementary School, existing transit service, 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 **86-Unit Apartment Development located at 20120-20170 53A Avenue.**

*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. The Developer's Consultant shall demonstrate that all downstream storm sewer infrastructures for a distance of up to 500m are capable of conveying the projected 5-year runoff flows created by the proposed Subdivision/Development within the catchment area and under the ultimate lane use (OCP) conditions.
6. 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.
7. 53A Ave. shall be designed to the City's SS-R08 standard. The Developer's consultant shall contact Engineering Services to obtain the City's road cross-section design standards and modification details (if applicable).
8. 201A St. design cross-section to be determined.
9. A 4m corner truncation will be required at the corner of 53A Ave. and 201A St.
10. A cash contribution (amount to be determined) toward the future pedestrian walkway connecting 53 and 53A Aves. will also be required.
11. 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.
12. If the proposed development will generate less 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 49 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.

13. 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.
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.
15. A dedicated on-site loading zone shall be provided by the developer.
16. 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.
17. 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. A cash contribution (amount to be determined) toward the future pedestrian walkway/crosswalk will also be required, complete with rapid flashing beacons.
6. 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 fire hydrants, the fire department connection, and annunciator panel shall be confirmed between the applicant and the Fire Department. The west access lane shall be built to bear the weight of a fire engine (approximately 14 tons). A Fire Safety Plan will be required before occupancy as well as an FD lock box. Location to be finalized at a later date.

**Advisory Design Panel:**

In accordance with Development Application Procedures Bylaw No. 2488, the subject OCP amendment, Zoning Bylaw amendment, and Development Permit applications will be reviewed by the Advisory Design Panel (ADP) at the October 20, 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 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 \$710,760.00 to City Development Cost Charge accounts and \$172,000.00 in Community Amenity Contributions.

Prepared by:



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Anton Metalnikov  
Planning Assistant II

Concurrence:



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

To: Advisory Design Panel  
Date: October 8, 2021  
Subject: Development Permit Application DP 11-21, Rezoning Application RZ 09-21, & OCP  
Amendment Application OCP 07-21  
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Concurrence:



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Carl Johannsen, RPP, MCIP  
Director of Development Services

Concurrence:



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

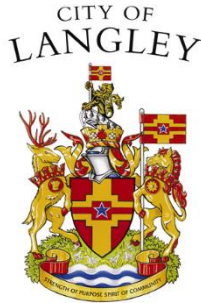
Concurrence:



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Scott Kennedy, Deputy Fire Chief

*Attachments*



# DEVELOPMENT PERMIT APPLICATION DP 11-21 REZONING APPLICATION RZ 09-21 OCP AMENDMENT APPLICATION OCP 07-21

**Civic Addresses:** 20120-20170 53A Avenue  
**Legal Description:** Lots 229-264, District Lot 305, Group 2, New Westminster District, Plan 39394  
**Applicant:** RKDI (Langley 4) Homes Ltd.  
**Owner:** RKDI (Langley 4) Homes Ltd.

