



ADVISORY DESIGN PANEL REPORT

To: **Advisory Design Panel**

Subject: **Development Permit Application DP 01-23
Rezoning Application RZ 01-23
(20214 & 20224 54A Avenue)**

From: **Anton Metalnikov, RPP, MCIP
Planner**

File #: 6620.00
Bylaw #: 3250

Doc #:

Date: **May 30, 2023**

RECOMMENDATION:

THAT this report be received for information.

PURPOSE OF REPORT:

To consider Development Permit and Zoning Bylaw amendment applications by David Eaton Architect Inc. for a 6-storey, 75-unit apartment development at 20214 & 20224 54A Avenue.

***This report has been updated to reflect revised plans submitted July 4, 2023 following the project's consideration at the June 7, 2023 Advisory Design Panel Meeting. Changes to the original report are identified with asterisks.**

POLICY:

The subject properties are currently zoned RM1 Multiple Residential Low Density Zone in Zoning Bylaw No. 2100 and designated "Mid Rise Residential" in the Official Community Plan Land Use map. All lands designated for multi-unit residential use are subject to a Development Permit (DP) to address building form and character.

The density of the proposed development complies with the Official Community Plan but exceeds the parameters in the current Zoning Bylaw. As such, a Comprehensive Development Zone is proposed to accommodate it.

COMMENTS/ANALYSIS:

Background Information:

Applicant:	David Eaton Architect Inc.
Owner:	SP (Linwood) Holdings Inc.
Civic Addresses:	20214 & 20224 54A Avenue
Legal Description:	Lot 1, District Lot 305, Group 2, New Westminster District, Plan 14560 & Lot 20, District Lot 305, Group 2, New Westminster District, Plan 8109
Site Area:	1,900 m ² (0.47 acres)
Number of Units:	75 apartments
Gross Floor Area:	5,062 m ² (54,482 ft ²)
Floor Area Ratio:	2.66
Lot Coverage:	48.08%
Building Height:	6 Storeys
Total Parking Required:	109 spaces (including 6 h/c spaces) <i>*RM3 requirement</i>
Parking Provided:	
Resident	*83 spaces
<u>Visitor</u>	<u>11 spaces</u>
Total	*94 spaces (including 5 h/c spaces)
OCP Designation:	Mid Rise Residential
Existing Zoning:	RM1 Multiple Residential Low Density
Proposed Zoning:	CD89 Comprehensive Development
Variances Requested:	Combined storage and bike parking (required to be separate) 2.4 m wide small car spaces (2.5 m required) 11 visitor parking spaces (15 required) <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:	\$1,285,683.00 (City - \$600,151.00, GVS&DD - \$277,055.00, GVWD - \$274,007.00, SD35 - \$37,800.00, TransLink - \$96,670.00)
Community Amenity Contributions (CACs):	\$304,000.00

Discussion:

1. Context

The applicant is proposing to develop a 6-storey, 75-unit apartment building on a site consisting of two fourplex properties. The site is located in an established higher-density residential area hosting townhomes and apartment buildings of various sizes and ages, and has also seen continuous development activity, with several sites under construction and application among older single-detached homes which have also been the subject of development interest.

The site's primary frontage is formed on the north by 54A Avenue, a short local road across from which stands the Suede, a 4-storey apartment building completed in 2011. A rear lane provides secondary access to the south and separates the site from a few single-family homes and Catalina Gardens, a 4-storey apartment building built in 1995. The site is flanked to the west by the 4-storey Monterey Grande apartment building (completed in 1995) and to the east by the 3-storey Arbutus Court apartment building (completed in 1994).



Site context

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

- Linwood Park (few minutes' walk);
- Timms Community Centre (5-to-10-minute walk); and
- Nicomekl Elementary School (10-minute walk).

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

- Six local and regional bus lines within a 5-minute walk;
- The frequent 503 Fraser Highway Express bus (10-minute walk); and
- The planned 203 Street SkyTrain station and its associated transit exchange (10-minute walk).

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

The site is designated Mid Rise Residential in the City's OCP, which allows for apartment development of up to 12 storeys in height and a Floor Area Ratio (FAR) of up to 3.5.

The subject properties are proposed to be rezoned to a site-specific Comprehensive Development (CD) Zone as no existing zones adequately accommodate the Mid Rise Residential designation. A new Zoning Bylaw is currently in development and the project was designed to conform to the preliminary draft zoning regulations associated with this designation. Should the CD rezoning be adopted it is anticipated that, as part of adopting the new Zoning Bylaw, the City will rezone this site from its CD Zone to the new zone created to implement the Mid Rise Residential designation.

The site consists of two fourplex properties for a total of 8 purpose-built rental units. Under Policy 1.16.1 of the City's OCP, the proposed new development must replace any existing rental units at a one-to-one ratio, with these replacement units secured by a Housing Agreement. The applicant has proposed to meet this requirement by including 8 rental units in the new development, with the Housing Agreement to secure the replacement units to be executed prior to the application proceeding to consideration of Final Reading by Council. The other 67 units will be sold as condominiums. This approach supports OCP Policy 1.16.2., which encourages mixed-tenure (rental and strata) developments.

3. Tenant Relocation Plan

As the current building on site contains purpose-built rental units, the applicant is undertaking a Tenant Relocation Plan, as required by Policy 1.18 (*Tenant Relocation Plans*) of the City's OCP and Council Policy CO-81 (*Tenant Relocation Plans*). A separate explanatory memo detailing the applicant's efforts

and communications with existing tenants to date will be provided when the application is considered by Council. The Provincial *Residential Tenancy Act* legislation also applies.

4. Design

The applicant is proposing a flat-roofed, wood-frame, 6-storey bar building oriented north-south in a T-shape to maximize its street frontage. From this north end, the building narrows in behind to create more space between it and the apartment buildings neighbouring it on each side, with increased setbacks of 6.8 metres and 8.6 metres on the west and east sides respectively. The building sits atop an underground parkade raised slightly above ground, with this raised portion tiered with a step, painted, and screened by landscaping to soften its interface with the public realm. Just above ground level, the rear of the site is used as an additional parking area, with the building's ground floor screening it from the street and its floors above extending over this parking area to provide partial coverage over it and set the full footprint for the upper five floors.

The building's street-fronting base makes use of a double-height corner entrance feature and apartments with direct walkout connections to the sidewalk. Bands of green-grey cementitious panel and brick wrap around the building on the floors above and are outlined with extruded rectangular features, and a cream-coloured tower-like module extends upward from the corner entrance. All vehicle access is provided from the rear lane, including off-lane visitor parking (connected to the rear entrance with a step-free path) and a ramp which splits on-site to the raised open parking area and the two-level underground parkade. Bicycle racks are provided at both the front and rear entrances.

*The development's landscaping wraps the front of the building with various shrub species and trees placed on the building's sides, with some ground-floor apartments having access to hardscaped private patios with lawn extensions. A rock garden is provided at the corner entrance, and additional shrubs and trees are interspersed among the rear parking area. A total of 13 trees are provided on-site, with additional street trees to be provided as part of required frontage upgrades. A rooftop amenity area includes planters separating a dining area and lounge area, with 18 communal garden plots also provided. This rooftop area is set back from the roof edges for safety and privacy.

The unit type distribution of the building includes 6 studios, 37 one-bedroom units, and 32 two-bedroom units. 17 (23%) of the units are adaptable. 8 of the units will be secured with rental tenure and are located on all floors of the building, with full access to all entrances and common areas. Resident storage facilities are provided in storage rooms in both underground parkade levels as well as within in-unit storage rooms. 401 m² (4,316 ft²) of total amenity space is provided

in the building, including 174 m² (1,873 ft²) of indoor amenity space and 227 m² (2,443 ft²) of outdoor amenity space provided on the rooftop deck. A one-elevator core services the building.

5. Sustainability

The proposal incorporates several sustainable development features, including:

- Using construction techniques that minimize site disturbance and protect air quality;
- Using lighting systems meeting ground-level and dark skies light pollution reduction principles;
- Incorporating a construction recycling plan;
- Achieving an energy performance over 25% above the current Model National Energy Code;
- Reducing the heat island effect by use of landscaping and a rooftop amenity area;
- Using non-water dependent and drought-tolerant materials in the landscape design served by an irrigation system with central control and rain sensors;
- Providing communal garden plots;
- Using water-conserving toilets;
- Providing all storage lockers with plug-in capability for e-bikes; and
- Providing eight resident parking stalls with Level II electric vehicle (EV) chargers, with the remaining resident spaces pre-wired and visitor spaces pre-ducted for future installation.

6. 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.

7. Variances

As noted above, the applicant's proposed development is generally consistent with the draft 6-12 storey apartment building zoning regulations that are being considered for the new Zoning Bylaw to implement the Official Community Plan's Mid Rise Residential land use designation. However, given the proponent has applied to redevelop the site prior to the adoption of the new Zoning Bylaw, a site-specific Comprehensive Development (CD) Zone is proposed to be created to accommodate the redevelopment.

Despite the use of a CD Zone, the proposal requires variances from general Zoning Bylaw provisions to provide bicycle parking within storage lockers,

reducing the width of some visitor parking spaces, and reducing the number of visitor parking spaces. Staff support these variances per the rationales below.

The accommodation of bicycle parking spaces within storage lockers, rather than in separate bicycle parking rooms, is supported as the applicant has enlarged their storage lockers beyond the Zoning Bylaw requirement (5.67 m³ or 200 ft³) to a minimum of 7.2 m³ (254 ft³), which is an increase of 27%. Staff note that shared bicycle parking and storage lockers are being considered in the new Zoning Bylaw to allow for more flexibility and efficiency in their configuration.

*The applicant is also requesting a variance to reduce the width of 18 of the 34 small car spaces to 2.4 metres from the 2.5 metres required in the Zoning Bylaw. The remaining 16 small car spaces were widened to 2.6 metres, which is the standard space width required in the Zoning Bylaw, but are still qualified as small car spaces due to their length. These adjustments were made to ensure this application meets the 94-space target that aligns with the residential rates being considered for the new Zoning Bylaw (additional discussion below). Reducing the width of small car spaces to 2.4 metres is under consideration for the new Zoning Bylaw to accommodate additional parking spaces in all development projects. This width is also similar to other municipalities in the region, such as Burnaby, which has a minimum small car space width of 2.4 metres, and Richmond, which has a minimum small car space width of 2.3 metres. Staff are not considering changes to the required drive aisle widths in the Zoning Bylaw to ensure safe and easy vehicle movements in parking areas are maintained.

Proposed Parking

*If the current Zoning Bylaw requirement for a similar type of building (i.e. RM3 Zone) was applied to this application, the applicant's proposed overall parking amount is 13.8% less than what would be required. Given that a CD zone is being proposed to accommodate this development, technically a variance is only required for visitor parking. However, it is important to note that staff support the applicant's overall parking approach, as the proposal (less 15 spaces or 13.8%) meets the standard rates under preliminary consideration for the new Zoning Bylaw. These rates are being contemplated based on research work conducted by the City's Zoning Bylaw update consultant and staff to date, which has included a review of the Metro Vancouver Parking Study as well as of parking rate requirements in other municipalities within the Lower Mainland.

*The project site is within the "Shoulder" of the OCP, which generally refers to properties within a 5-to-10-minute walk of the future SkyTrain station. If the preliminary "Shoulder" area rates being considered for the new Zoning Bylaw were applied to this application, 94 parking spaces would be required, based on rates of 1.0 spaces per studio and 1-bedroom unit, 1.25 spaces per 2-bedroom unit, and 1.45 spaces per 3-bedroom unit (=83 resident spaces), and 0.15 visitor

spaces per unit (=11 visitor spaces). This total is equal to the applicant's proposed parking amount of 94 spaces, and is 13.8% less than the current RM3 Zone requirement of 109 spaces, which is based on rates of 1.2 spaces per studio and 1-bedroom units, 1.3 spaces per 2-bedroom unit (=94 resident spaces), and 0.2 visitor spaces per unit (=15 visitor spaces). Similar or greater variances have recently been approved by Council in the nearby area at 20191 53A Avenue (13% reduction), 20142 53A Avenue (14.5% reduction), and 20230 56 Avenue (15% reduction).

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

8. Summary

The proposed development is consistent with the City's OCP and Development Permit Area guidelines for the area and presents a transit-supportive and efficient design providing housing in close proximity to parks, transit, 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's Design Criteria Manual (DCM).

Per the City's DCM requirement, the developer and their consulting engineer shall submit to the City Engineer a signed and sealed copy of Form F-1 (Commitment by Owner and Consulting Engineer) prior to starting their design works.

Per the City's Watercourse Protection Bylaw No. 3152, the developer's consulting engineer shall submit to the City Engineer a signed and sealed copy of Form F-1 (Confirmation of Commitment by Qualified Environmental Professional - QEP) prior to starting their site monitoring works.

These requirements have been issued to reflect the application for development for a proposed **75 Unit Multi-Family Development located at 20214-24 54A Ave.**

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

The City's Zoning Bylaw, 1996, No. 2100 has requirements concerning landscaping for buffer zones, 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:
- I. 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.
 - II. 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 City's DCM. 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. A safety factor of 10% shall be added to the calculated storage volume. *Pre-development release rates shall not include climate change effect.*
 - III. All existing services shall be capped at the main by the City, at the Developer's expense prior to applying for a Demolition permit.
 - IV. 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.
 - V. 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.
 - a. Any upgrade requirement for either sanitary or water mains not covered under the City's DCC bylaw shall be designed and installed by the Developer at the Developer's expense.
 - b. 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."
 - VI. 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.
 - VII. A property dedication of 1m (+/-) will be required along the Lane frontage of the proposed development to provide a new ROW width of 7m - to be determined by a land surveyor. There will be no dedication requirement for 54a Ave.
 - VIII. New sidewalk, barrier curb, and gutter will be required along the entire project frontage, complete with boulevard trees and a planting strip based

- on the City's DCM Cross-Section SS-R07, using the existing centreline. As a result, the existing curb alignment will be widened by 0.7m (+/-) along the project frontage. 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.
- IX. A traffic impact assessment will be required as per the City's DCM.
 - X. 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.
 - XI. 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.
 - XII. 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 the City's DCM standards.
 - XIII. A dedicated on-site loading zone shall be provided by the developer.

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

- I. The City will require a Security Deposit based on the estimated construction costs of installing civil works, as approved by the City Engineer.
- II. The City will 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).
- III. A deposit for a storm, sanitary and water services is required, which will be determined by City staff after detailed civil engineering drawings are submitted, sealed by a Professional Engineer.
- IV. The City will require a \$40,000 bond for the installation of a water meter to current standards.
- V. A signed and sealed pavement cut form (Form F-2 of the City's DCM) shall be completed by the developer's consulting engineer. Upon the review and approval of the City Engineer of the submitted form, the corresponding Permanent pavement cut reinstatement and degradation fees shall be paid by the Developer.

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:

- I. Unless otherwise specified, all engineering works shall be designed based on the City's DCM specifications in accordance with the City's Subdivision and Development Servicing Bylaw 2021, No. 3126.
- II. Undergrounding of hydro, telecommunication to the development site is required, complete with underground or at-grade transformer.
- III. Transformers servicing developments are to be located on private property with maintenance access located on private property. All transformers to be wrapped upon installation by the Developer.
- IV. All survey costs and registration of documents with the Land Titles Office are the responsibility of the developer/owner. Please refer to the City's Subdivision and Development Servicing Bylaw 2021, No. 3126 for more details.
- V. A water meter is required to be installed on private property, preferably in the mechanical room, in accordance to the City's DCM standards at the Developer's cost.
- VI. An approved backflow prevention assembly must be installed on the domestic water connection immediately upon entering the building to provide premise isolation.
- VII. A Stormceptor or equivalent oil separator is required to treat site surface drainage.
- VIII. A complete set of record drawings (as-constructed), service record cards, a completed tangible capital asset form (TCA) 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 DCM that will be provided to the Developer's Consulting Engineer.
- IX. The selection, location and spacing of street trees and landscaping are subject to the approval of the City Engineer. Please refer to the City's DCM for more details.
- X. Stormwater run-off generated on the site shall not impact adjacent properties, or roadways.
- XI. 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." Please refer to the City's Subdivision and Development Servicing Bylaw 2021, No. 3126 for more details.

Fire Department Comments:

Fire department access for the whole project was reviewed to ensure adequate access was in place including the laneway to the south of the property. A construction fire safety plan shall be completed, complete with crane inspection records. A progressive standpipe installation will be required as construction rises. All garbage/recycling rooms to be of adequate size to prevent spillover into parkade area. Stairwells must be constructed to accommodate shelter in place applications. Consideration will be given to the installation of power banks in the storage room lockers for e-bikes charging. A Fire Safety plan and FD lock box will be required before occupancy. The 4" FDC will be located on a pedestal at the front of the building, exact location to be discussed with the Fire Department at a later date.

Advisory Design Panel:

In accordance with Development Application Procedures Bylaw No. 2488, the subject Zoning Bylaw amendment and Development Permit application will be reviewed by the Advisory Design Panel (ADP) at the June 7, 2023, 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 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 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 \$600,151.00 to City Development Cost Charge accounts and \$304,000.00 in Community Amenity Contributions.

Prepared by:



Anton Metalnikov, RPP, MCIP
Planner

Concurrence:



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

Concurrence:



Carl Johannsen, RPP, MCIP
Director of Development Services

Concurrence:



Hirod Gill, Ph.D., P.Eng.
Manager of Engineering Services

Concurrence:



Scott Kennedy, Fire Chief

Attachments



DEVELOPMENT PERMIT APPLICATION DP 01-23 REZONING APPLICATION RZ 01-23

Civic Addresses: 20214 & 20224 54A Avenue
Legal Description: Lot 1, District Lot 305, Group 2, New Westminster District, Plan 14560 & Lot 20, District Lot 305, Group 2, New Westminster District, Plan 8109
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