



# ADVISORY DESIGN PANEL REPORT

To: **Advisory Design Panel**

Subject: **Development Permit Application DP 08-23  
Rezoning Application RZ 07-23  
(20619 & 20629 Eastleigh Crescent)**

From: Anton Metalnikov, RPP, MCIP  
Planner

File #: 6620.00  
Bylaw #: 3261

Doc #:

Date: October 6, 2023

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## RECOMMENDATION:

THAT this report be received for information.

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## PURPOSE OF REPORT:

To consider Development Permit and Zoning Bylaw amendment applications by Sean Tilstra for a 6-storey, 136-unit apartment building at 20619 & 20629 Eastleigh Crescent.

## POLICY:

The subject properties are currently zoned P2 Private Institutional/Recreation Zone in Zoning Bylaw No. 2100 and designated "Transit-Oriented 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:**

<b>Applicant:</b>	Sean Tilstra
<b>Owner:</b>	Highland Lodge Ltd.
<b>Civic Addresses:</b>	20619 & 20629 Eastleigh Crescent
<b>Legal Description:</b>	Lots 39 & 40, District Lot 37, Group 2, New Westminster District, Plan 34280
<b>Site Area:</b>	3,719 m <sup>2</sup> (0.92 acres)
<b>Number of Units:</b>	136 apartments
<b>Gross Floor Area:</b>	10,313 m <sup>2</sup> (111,008 ft <sup>2</sup> )
<b>Floor Area Ratio:</b>	2.773
<b>Lot Coverage:</b>	54.33%
<b>Building Height:</b>	6 Storeys
<b>Total Parking Required:</b>	203 spaces (including 10 h/c spaces) <i>*RM3 requirement</i>
<b>Parking Provided:</b>	
<b>Resident</b>	149 spaces
<b><u>Visitor</u></b>	<u>20 spaces</u>
<b>Total</b>	169 spaces (including 9 h/c spaces)
<b>OCP Designation:</b>	Transit-Oriented Residential
<b>Existing Zoning:</b>	P2 Private Institutional/Recreation
<b>Proposed Zoning:</b>	CD92 Comprehensive Development
<b>Variances Requested:</b>	20 visitor parking spaces (28 required) 5.5 m long accessible parking spaces (5.8 m 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>
<b>Development Cost Charges:</b>	\$2,751,688.00 (City - \$1,298,664.00, GVS&DD - \$580,584.00, GVWD - \$579,496.00, SD35 - \$81,600.00, TransLink - \$211,344.00)
<b>Community Amenity Contributions (CACs):</b>	\$557,000.00

**Discussion:**

1. Context

The applicant is proposing to develop a 6-storey, 136-unit apartment building on a site consisting of two properties currently sharing the former Highland Lodge/Arbutus Place seniors care facility, which is now vacant. The site is located in an established higher-density residential area which has seen significant recent development interest resulting in an ongoing transition in line with the City's Official Community Plan (OCP), with several recently developed and under-construction projects nearby, among other townhomes and apartment buildings of various ages.

The site's primary frontage is formed on its south by Eastleigh Crescent, a local road across from which sit a small commercial building currently used by Foundry (a youth services organization) and Rosewood Manor, a 3-storey apartment building developed in 1972. The site is also bounded by a City lane to its west, which separates it from an older townhome complex. The site's northern boundary abuts Wyndham Lane, a 3-storey townhome complex built in 2007, and its eastern boundary is shared with Centennial Manor, a 4-storey non-market apartment building for seniors and families completed in 1993.



*Site context*

The site is well positioned with connections to retail, service and post-secondary educational destinations, with Downtown and Kwantlen Polytechnic University (KPU) located within a few minutes' walk. It also benefits from proximity to key neighbourhood amenities, including:

- Dumais Park (5-to-10-minute walk);
- Timms Community Centre (10-minute walk); and
- Douglas Park Elementary School (10-to-15-minute walk).

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

- The frequent service 503 Fraser Highway Express (5-minute walk);
- The Langley Centre transit exchange and the fifteen bus routes it serves (5-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 Transit-Oriented Residential in the City's OCP, which allows for apartment development of up to 15 storeys in height, subject to the federal Airport Zoning Regulation, and a Floor Area Ratio (FAR) of up to 4.5.

The subject properties are proposed to be rezoned to a site-specific Comprehensive Development (CD) Zone as no existing zones adequately accommodate the Transit-Oriented 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 Transit-Oriented Residential designation.

## 3. Design

The applicant is proposing a 6-storey U-shaped building wrapping around a central courtyard open to the northeast to maximize efficiency on this high density designated site within a wood-frame form and address the street while reducing massing against the townhome complex to the north. The distance between the two building wings on the east and west of the courtyard is 15.85 metres, which meets the City's Development Permit Area guidelines of a minimum 10-12 metre separation between buildings faces. The building sits on a parkade accessed from two driveway entrances – one leading underground to a resident parking area and one rising slightly to a surface visitor parking area and additional resident parking. This surface parking area is screened by the building's first floor at the front of the site on Eastleigh Crescent, and is covered by the second level courtyard and upper five building storeys.

Toward the rear property line, the building steps down from 6 storeys to a 4-storey height, as required in Appendix B: District Policies of the City's Official Community Plan (OCP), to provide an upper-floor rear setback of over 14 metres and provide a more gradual transition to the townhomes neighbouring the site to the north. To further support this transition, the parkade is set back at the rear to preserve the existing trees on the townhome property lining the property line between them, as informed by a Certified Arborist's report. Additional landscaping is planted on the eastern half of this rear property line, and fencing is provided on the edge of the surface parking area to maintain privacy and prevent headlight glare from vehicles using the raised parking area.

The building meets the street with planter boxes delineating the ground-floor units, which have walk-out connections to the sidewalk and private patios. The planter boxes are painted in a dark grey colour to match the brick cladding of the first floor and the double-height entrance feature in the middle of the building. A white metal panel frame extends from this entrance feature to the building roof. The same material is used with charcoal corrugated metal on the central three floors, which is accented by lighter grey cement board panel siding on the floors below and above, along with black aluminum soffits and balcony railings.

The proposal's landscaping makes use of planters to line the outside edges of the site as well as the inside perimeter of the courtyard to provide separation between the private unit patios and the shared outdoor amenity area. In addition to the existing trees being retained on the neighbouring properties, the development includes 8 trees at grade at the street front and 8 trees in the courtyard, for a total of 16 trees on the site. The courtyard's hardscaping employs several paver types, sod, wood mulch, and sand to demarcate its various activity spaces and support its function as an outdoor amenity area.

The building's unit type distribution includes 91 one-bedroom units, 35 two-bedroom units, and 10 three-bedroom units. 28 (21%) of the units are adaptable. Storage lockers are provided in shared rooms on all floors. 508 m<sup>2</sup> (5,468 ft<sup>2</sup>) of total amenity space is provided, including 153 m<sup>2</sup> (1,647 ft<sup>2</sup>) of indoor amenity space and 355 m<sup>2</sup> (3,821 ft<sup>2</sup>) of outdoor amenity space. The outdoor amenity space includes an outdoor workout area, a dog run, dining and lounge areas, and a children's play space. A two-elevator core serves the building.

#### 4. 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;
- Reducing the heat island effect by use of landscaping and a courtyard 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 22 (32%) more bicycle parking spaces than required;
- Providing plugs for e-bikes in bicycle rooms; and
- Providing 15 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.

## 5. 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.

## 6. Variances

As noted above, the applicant's proposed development is generally consistent with the draft apartment building zoning regulations that are being considered for the new Zoning Bylaw to implement the Official Community Plan's Transit-Oriented 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 reduce the length of accessible parking spaces and reduce the number of visitor parking spaces. Staff support these variances per the rationales below.

The accessible parking space variance requested is to reduce their length from 5.8 metres to 5.5 metres. The 5.5 metre length is consistent with the City's standard parking stall dimension requirements and a review of nearby municipalities (Langley Township, Surrey, Maple Ridge, and Abbotsford) found that all used the same 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 upcoming new Zoning Bylaw.

### *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 16.8% 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 34 spaces or 16.8%) 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, 169 parking spaces would be required, based on rates of 1.0 spaces per 1-bedroom unit, 1.25 spaces per 2-bedroom unit, 1.45 spaces per 3-bedroom unit (=149 resident spaces), and 0.15 visitor spaces per unit (=20 visitor spaces). This total is equal to the applicant's proposed parking amount of 169 spaces, and is 16.8% less than the current RM3 Zone requirement of 203 spaces, which is based on rates of 1.2 spaces per 1-bedroom unit, 1.3 spaces per 2-bedroom unit, 2.0 spaces per 3-bedroom unit (=175 resident spaces), and 0.2 visitor spaces per unit (=28 visitor spaces). Similar variances have recently been approved by Council 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.

### 7. 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:**

#### **PRELIMINARY ONLY**

**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), and the City's Subdivision and Development Servicing Bylaw (SDSB).**

**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 **136 Unit Apartment Development located at 20619-29 Eastleigh Cres.**

*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:

- 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 the City' DCM with 20% added to the calculated results to account for climate change. A safety factor of 20% 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. At the Developer's expense, the capacity of the existing water and sanitary sewer mains shall be assessed through hydraulic modeling



- performed by the City's standing hydraulic modeling consultant per DCM 3.8 and 6.5.
- 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 standing 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 per DCM Section 3.10 and approved by the City Engineer and the City of Langley Fire Rescue Service.
- VII. A corner truncation of 4m will be required at the corner of Eastleigh Cres. and the lane n/w of the proposed project.
- VIII. At the Developer's expense, a Traffic Impact Assessment (TIA) will be completed per DCM Section 8.21. The proposed development plan and statistics, once ready, should be forwarded to the City Engineer to develop the scope of this traffic study. TIA reports must be approved by the City Engineer prior to taking the application to Council. The TIA completion timing must be:
- a. For OCP Amendment / Rezoning Applications: Prior to the holding of a Public Hearing; and
  - b. For Development Permits (DP): Prior to Council consideration of the application.
- IX. The scope and extent of the off-site works shall be determined in part from the TIA. New sidewalk, barrier curb, gutter will be required along the entire Eastleigh Cres. frontage, complete with boulevard trees and a planting strip as per DCM cross-section SS-R07 and Section 11.0.
- X. The condition of the existing pavement along all 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 by the Developer, at the Developer's expense.
- XI. The site layout shall be reviewed by a qualified Professional Engineer to ensure that the parking layout, vehicle circulation, turning paths and

access design meet applicable standards and sightline requirements, including setbacks from property lines. Appropriate turning templates should be used to prove parking stalls, loading areas and drive aisles are accessible by service vehicles. Refer to DCM Section 8.0. The design shall be adequate for MSU trucks as the design vehicle.

- XII. Existing street lighting along the entire project frontage shall be analyzed (excluding any BC Hydro lease lights) by a qualified electrical consultant to ensure street lighting and lighting levels meet the criteria outlined in DCM 9.0. Any required street lighting upgrades, relocation, and/or replacement shall be done by the Developer at the Developer's expense. Any existing BC Hydro lease-lights to be removed and disposed of off-site.
- XIII. Eliminate the existing overhead BC Hydro/telecommunication infrastructure along the development's Eastleigh Cres. project frontage by replacing with underground infrastructure.
- XIV. A dedicated on-site loading zone shall be provided by the developer. The design shall be adequate for MSU trucks as the design vehicle.

**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, as per the City's Subdivision and Development Servicing Bylaw 2021 #3126.
- 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 City standards as per the DCM.
- 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. The Developer's Consulting Engineer shall perform their periodic Field Reviews, As required by EGBC, and send a copy of the Review to the City Engineer within a week of completion of each Review
- II. Unless otherwise specified by the City Engineer, 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
- III. Undergrounding of hydro, telecommunication to the development site is required, complete with underground or at-grade transformer.
- IV. 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.
- V. 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.
- VI. 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.
- VII. An approved backflow prevention assembly must be installed on the domestic water connection immediately upon entering the building to provide premise isolation.
- VIII. A Stormceptor or equivalent oil separator is required to treat site surface drainage.
- IX. A complete set of record drawings (as-built) of off-site works, service record cards and 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.
- X. 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.
- XI. Stormwater run-off generated on the site shall not impact adjacent properties, or roadways.
- XII. 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 for apparatus and firefighters. A construction fire safety plan shall be completed, complete with crane inspection records. Crane is to be registered with BC Construction Safety Alliance. A progressive standpipe installation will be required as construction rises. Standpipes will be required in elevator lobby area, and at the entrance to the parkade. All garbage/recycling rooms are 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 “knox box” 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 October 18, 2023, meeting.

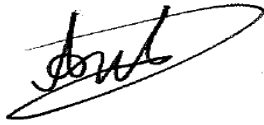
According to the Council-approved ADP Terms of Reference, the ADP is to provide form and character and urban design-related advice and recommendations for Council’s consideration. ADP recommendations will be presented to Council through the ADP meeting minutes and, if applicable, through an additional 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 \$1,298,664.00 to City Development Cost Charge accounts and \$557,000.00 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  
Manager of Engineering Services

Concurrence:



Scott Kennedy, Fire Chief

*Attachments*



## DEVELOPMENT PERMIT APPLICATION DP 08-23 REZONING APPLICATION RZ 07-23

**Civic Addresses:** 20619 & 20629 Eastleigh Crescent  
**Legal Description:** Lots 39 & 40, District Lot 37, Group 2, New Westminster District, Plan 34280  
**Applicant:** Sean Tilstra  
**Owner:** Highland Lodge Ltd.

