



ADVISORY DESIGN PANEL REPORT

To: **Advisory Design Panel**

Subject: **Development Permit Application DP 13-24
Rezoning Application RZ 09-24
OCP Amendment Application OCP 01-24
(19991 49 Ave., 19990 50 Ave., and 4951-4975 & 4991 200 St.)**

From: Anton Metalnikov, RPP, MCIP
Planner

Bylaw #: 3305 &
3306

File #: 6620.00

Date: January 21, 2025

Doc #:

RECOMMENDATION:

THAT this report be received for information.

1. PROPOSAL:

Development Permit, rezoning, and Official Community Plan (OCP) amendment applications for a 6-storey rental apartment building including below-market units, daycare, church and community hall, and commercial space.

2. CITY BYLAWS & POLICIES:

Applying to the subject properties:

- a. **Official Community Plan (OCP):** Ground Oriented Residential and Corner Commercial (townhome residential and local commercial);
- b. **Zoning:** P2 Private Institutional/Recreation Zone and RS1 Single Family Residential Zone; and
- c. **Environmentally Sensitive Areas (ESAs):** The site hosts both Low and Moderately Low sensitivity areas which would be affected by the proposal.

The proposed development:

- a. Includes an OCP amendment to Low Rise Residential to enable the proposed apartment uses, height, and density. The applicant's rationale for this amendment is that it would deliver public benefits, including:
 - 60 below-market rental homes (20 percent below appraised market rent), supported by the Provincial BC Builds program;

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- A large child care facility (approximately 49 infant, toddler and preschool spaces, plus approximately 24 after school spaces);
 - A new church and community hall; and
 - The establishment of a greenway plaza and connection to a future trail to be extended to Conder Park through future development.
- b. Includes a rezoning to CD108 Comprehensive Development Zone to enable the proposed development, due to the absence of a standard zone accommodating the Low Rise Residential and Corner Commercial OCP designations in the current Zoning Bylaw; and
- c. Requires a Development Permit for a mixed-use multi-unit development and development within ESAs. An environmental assessment will be conducted and the results, including any compensation as necessary, will be provided when this application proceeds to Council.

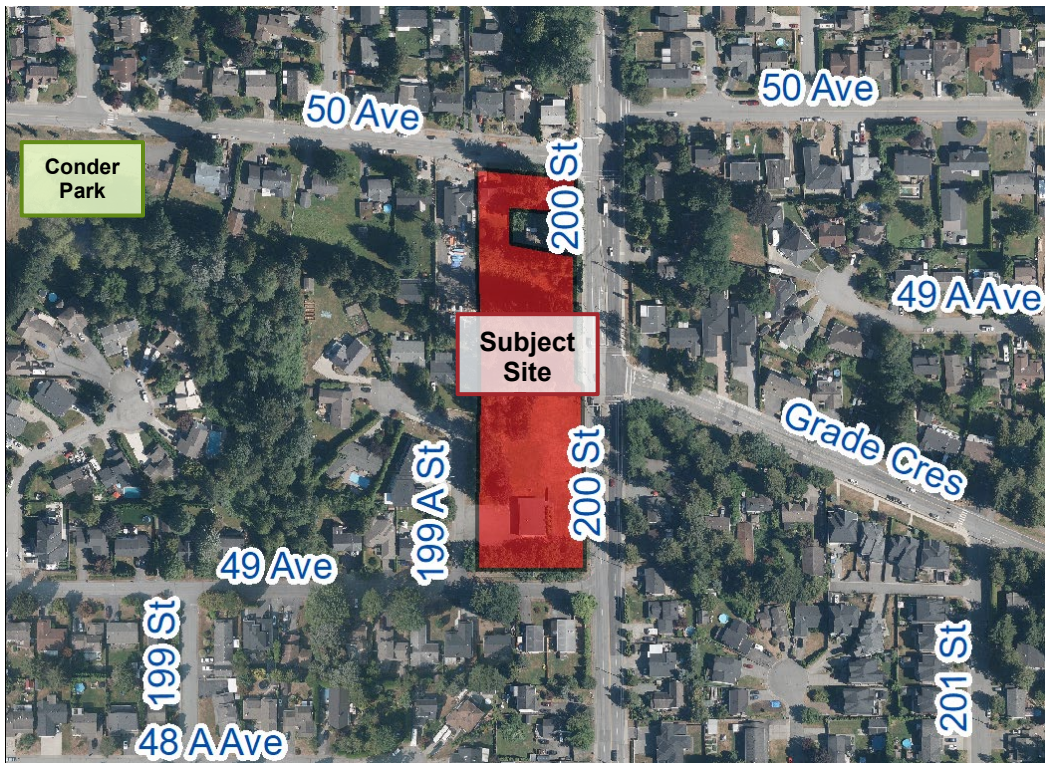
3. DETAILED BACKGROUND INFORMATION

Applicant:	Pacific Nazarene Housing Society, Inc.
Owners:	Church of the Nazarene Canada Pacific District, Inc. & City of Langley
Civic Addresses:	19991 49 Avenue, 19990 50 Avenue, and 4951-4975 & 4991 200 Street
Legal Description:	Parcel "A" (Reference Plan 9135), Lot 1, Except: Firstly; Part Outlined Red on Plan with Bylaw Filed 58930, Secondly: Part Subdivided by Plan 37325, Thirdly: Part Dedicated Road on Plan LMP11207, Section 3, Township 8, New Westminster District, Plan 5752; Lot 16, Except: Part Dedicated Road on Plan LMP10777, Section 3, Township 8, New Westminster District, Plan 26103; Lots 118 & 119, Section 3, Township 8, New Westminster District, Plan 49001; Lots 364 & 365, Section 3, Township 8, New Westminster District, Plan 57025;
Site Area:	11,198.3 m ² (2.77 acres)
Number of Units:	302 apartments
Gross Floor Area:	23,522.2 m ² (253,191.2 ft ²)
Floor Area Ratio:	2.10
Lot Coverage:	39%
Total Parking	565 spaces (including 28 accessible spaces)
Required:	<i>*RM3 Zone Requirements</i>
Parking Provided:	429 spaces (including 20 accessible spaces)
Existing OCP Designation:	Ground Oriented Residential
Proposed OCP Designation:	Low Rise Residential
Existing Zoning:	P2 Private Institutional/Recreation & RS1 Single Family Residential
Proposed Zoning:	CD108 Comprehensive Development
Variances Requested:	Parking spaces shared among different uses 5.5 m long accessible parking stalls (5.8 m min.)
Estimated Development Cost Charges (DCCs):	\$11,689,850.95 (City - \$6,523,776.93, GVS&DD - \$2,273,436.62, GVWD - \$2,119,018.93, MV Parks - \$94,616.14, SD35 - \$176,200.00, TransLink - \$502,802.33) <i>*Subject to further review</i>
Community Amenity Contributions (CACs):	\$1,025,000.00 <i>*Subject to further review</i>

4. SITE CONTEXT (19991 49 Avenue, 19990 50 Avenue, and 4951-4975 & 4991 200 Street)

The proposed development site consists of six properties: a church and five single-detached home lots. Single-detached homes designated Ground Oriented Residential in the OCP (envisioning townhome development) neighbour the site on all four sides. Additionally, its surroundings include:

- **North:** 50 Avenue (collector street);
- **East:** 200 Street (arterial street within TransLink's Major Road Network);
- **South:** 49 Avenue (collector street); and
- **West:** 199A Street (local street).



Context Map

The site is located in a distinctly residential area but would itself create a variety of local-serving amenities including commercial businesses, child care, and an enlarged church and community hall. It also has convenient walking connections to:

- Three transit routes (directly adjacent). The 200 Street corridor has also been identified in TransLink's Access for Everyone plan for a future RapidBus line;
- Conder Park (5-to-10-minute walk); and
- Simonds Elementary School (10-minute walk).

5. PROPOSED SITE AND BUILDING DESIGN

A. Site Layout and Building Massing

The proposed development is for a flat-roofed wood-frame building. At ground level, it is separated into two halves by a private internal street extension aligned with Grade Crescent to take advantage of the access provided by the existing traffic light on 200 Street and route the majority of vehicles through this connection to reduce the number of vehicles using the adjacent lower-traffic roads. Public pedestrian access will be permitted along a path through this private connection, which is intended to be extended as an 8-metre-wide greenway with a multi-use path and trees through to Conder Park as part of any future development of the properties to the west. A secondary vehicle connection is provided on 50 Avenue. There will be no general vehicle access to 49 Avenue or 199A Street, but an emergency-only access, secured with bollards, will be provided onto 199A Street to ensure emergency services have adequate access.

The ground floor of the southern half includes a residential lobby and amenity spaces, a large child care space, and a church and community hall. The north side includes an additional residential lobby and five commercial units. Commercial tenants are yet to be determined, but are envisioned in the OCP Appendix A: Nicomekl River District Neighbourhood Plan as potentially including a café/bakery, convenience retail/food service, and/or small-scale office. Drive-through establishments and gas stations are prohibited. Underground parking is provided beneath the majority of the site, and has been designed to be expanded if the remaining area to the north is also developed in the future. Surface parking is also provided to the back of the buildings.

The upper floors rise to a height of 6-storeys over this podium level and bridge the space created by the central access in an S-shape. This configuration allows for an efficient layout that maximizes rental housing supply on site, while breaking up the massing from all views with gaps between building wings reducing the street wall lengths.

The building has also been designed to minimize shadowing on adjacent properties, and enable potential future mixed-use development on the properties to the north (between the proposed building and 50 Avenue).

B. Building Elevations and Materials

The building's ground floor is wholly treated with white brick cladding and expansive fenestration into the commercial and church spaces. The same

white brick is used for partial walls separating the outdoor child care spaces. The upper residential floors are decorated with prominent coloured square-patterned metal panelling with alternating angles and thicknesses. Balconies are inset into the residential units and set back from these square modules, with glass railings in line with the panels. Wood-finish walls are provided within the balconies and serve as a warmer natural contrast.

C. Landscaping

The landscaping reflects the project's varied mix of uses with various outdoor spaces provided beside the child care spaces (play areas), church (seating and dining), and commercial units (pocket plazas), and programmed to relate to these functions. The pocket plaza concrete unit paver surface treatment extends over the private street connection and its sidewalks to reinforce its intention as a public place and path. Landscape beds, featuring a variety of shrubs and trees, are provided around the perimeter of the site to add greenery and soften the site's edge while maintaining visibility and engagement between the active ground floors and the street, with some incorporating benches. Strip LED lighting is integrated into this seating, bollard lighting is provided along the central vehicle court, and additional lighting is incorporated elsewhere to accent select trees. An outdoor amenity deck is provided on the second floor, on the roof of the commercial units below, which includes additional plantings and trees.

The development would also upgrade the public realm frontage. In addition to new sidewalks on all sides and a bike path along 200 Street, this would include new street trees along 49 and 50 Avenues and 199A Street, as well as new trees along the west property line. New street trees would also be provided along 200 Street which, together with new private trees to be planted on the property, would create a double row of trees that flanks the sidewalk and bike path on both sides.

D. Building Program and Details

The building's unit mix includes:

- 75 studios (25%);
- 154 one-bedroom units (51%);
- 58 two-bedroom units (19%); and
- 15 three-bedroom units (5%).

61 (20.2%) of the units are adaptable. Resident storage facilities are provided in storage rooms in the residential floors as well as within in-unit storage rooms. 1,045 m² (11,248 ft²) of total amenity space is provided,

including 400 m² (4,306 ft²) of indoor space and 645 m² (6,943 ft²) of outdoor space split between the second-floor deck and a ground-floor space outside the southern indoor amenity rooms.

6. SUSTAINABILITY FEATURES

- Construction techniques that minimize site disturbance and protect air quality;
- Lighting systems meeting ground-level and dark skies light pollution reduction principles;
- Incorporating a construction recycling plan and the use of recycled building materials;
- Achieves an energy performance of 25% better than the current Model National Energy Code for multi-unit residential buildings;
- Reduced heat island effect with a high-reflectivity roof;
- Non-water dependent and drought-tolerant materials in the landscape design served by an irrigation system with central control and rain sensors; and
- Water-conserving toilets.

7. 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.

8. VARIANCES

A. Parking spaces shared among different uses.

The proposed building includes a diverse variety of uses, including apartments, child care, a church and community hall, and commercial units. Parking for apartment residents will be provided in full by the dedicated and secured underground parking level. Other parking requirements, namely apartment visitor (0.2 spaces/unit), child care (1 space/employee), church (1 space/10 m² floor area), and commercial parking (3 spaces/93 m² floor area), are required to be calculated and provided independently in the current Zoning Bylaw.

This would result in a total non-resident parking requirement of 184 spaces. However, the parking demand for these different uses generally peaks at different times. For example, parking use is greatest for resident visitors in the evenings and weekends, for child care and commercial spaces during business hours, and for churches on Sundays. The proposed development

includes 103 surface parking spaces to take advantage of these offset peaks in parking demand to make more efficient use of space and allow the various neighbourhood-serving uses to all be provided while ensuring that each has adequate parking available. This approach has previously been taken on other mixed-use buildings in the City, where certain parking spaces are shared between commercial customers and residential visitors, while others are dedicated to one function or the other at all times, as informed by a parking study prepared by a professional engineer. Staff are considering formalizing and standardizing this shared parking approach in the new Zoning Bylaw currently under development.

A parking study is currently being conducted for this proposal. It will provide more information and recommendations on how the shared parking can best be organized, including what number of stalls needs to be available for which different uses at which different times. Based on this, there may be updates made to the design, number and location of surface parking spaces prior to the application proceeding to Council. Once the shared parking arrangement is confirmed, the shared parking spaces will be signed and managed accordingly by the landowner. These results will be presented when the application proceeds to Council.

B. Accessible stall length

The length of the accessible stalls is proposed at 5.5 metres, compared to the 5.8 metres required in the Zoning Bylaw. The 5.5 metre length is consistent with the City's standard parking stall dimension requirements and several other surrounding municipalities (including Langley Township, Surrey, Maple Ridge, and Abbotsford) use 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.

C. Residential 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 14.4% less than what would be required. Given that a CD zone is being proposed for this development, technically only the previous parking-related variances are required. However, it is important to note that staff support the applicant's residential parking approach, as the proposal (less 55 spaces of 14.4%) exceeds the rates under preliminary consideration for the new Zoning Bylaw. These rates are being used for apartment applications to the north, including those along 53 and 53A Avenues, and are based on research work conducted by the City's Zoning

Bylaw update consultant and staff to date, recent parking-related Provincial legislation and guidance, a review of parking requirements in other Lower Mainland municipalities, and the Metro Vancouver Parking Study, which concluded that rental homes, and especially below-market rental homes, have notably lower parking demand.

If the preliminary rates being considered for the draft new Zoning Bylaw were applied to this application, 323 resident 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. This total is 3 spaces (1%) less than the proposed parking amount of 326 resident spaces and is 15.2% less than the current RM3 Zone requirement of 381 spaces, which is based on rates of 1.2 spaces per studio and 1-bedroom unit, 1.3 spaces per 2-bedroom unit, and 2.0 spaces per 3-bedroom unit.

Based on the above rationales, staff support these variances.

9. ENGINEERING

These requirements have been issued to reflect the application for a rezoning development application proposing institutional, and commercial & residential mixed-use development located at:

- 19991 49 Avenue
- 19990 50 Avenue
- 4951, 4961, 4975, and 4991 200 Street

Note: all works are 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.

ENGINEERING SERVICING COMMENTS – PRELIMINARY ONLY

Off-site servicing drawing submission will not be accepted until traffic impact assessment (TIA) report, existing road structure assessment report, and water & sanitary hydraulic modelling report recommendations are finalized.

A) Offsite Servicing Requirement

1. Garbage and recycling enclosures, and collection vehicle access route and turning radius shall be accommodated on the site
2. 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.
3. 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.*
4. 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.
5. All existing services shall be capped at the main by the City, at the Developer's expense prior to applying for a demolition permit.
6. New water, sanitary and storm sewer service connections are most likely required and they shall be provided from 49 or 50 Avenue. Service connection off arterial road is typically not supported. All pertinent service connection design calculations shall be submitted in spreadsheet format and shall include all formulas for review by the City.
7. Road Dedication and Easement
 - a. Consultant shall submit the proposed road dedication, consolidation, subdivision, and/or SROW legal plan for Engineering staff review.
 - b. 5m x 5m corner truncation is required at all intersections at 200 Street
 - c. 4m x 4m corner truncation is required at 49 Ave @ 199A Street
 - d. It appears 199A Street meet the required road ROW width for a local road.
 - e. It appears 49 and 50 Avenue meet the required road ROW width for a collector road.

- f. It appears 200 Street fronting 4951, 4961, and 4975 meets the required road ROW width, west side of road, for an arterial road.
 - g. Approximately 1.5m of road dedication is required fronting 4981 and 4991 200 Street. Additional road dedication from the east side of 200 Street will be required to achieve the required 30m road ROW for an arterial road.
 - h. Approximately 3.5m of road dedication is required off the 200 Street frontage of 19991 49 Avenue.
8. Road Work
- a. The scope and extent of the off-site road works shall be determined in part from the TIA recommendation.
 - b. 200 Street frontage shall be constructed to include raised separated bike lane per standard road drawing #SS-R01. Pedestrian and bike facility connectivity must be considered from 50 Avenue to Grade Crescent.
 - c. 49 Avenue shall be constructed to meet collector road standard per standard road drawing #SS-R06
 - d. 50 Avenue shall be constructed to meet collector road with bike lane standard per standard road drawing #SS-R05
 - e. Curb return entrance off 200 Street shall be used.
 - f. 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 by the Developer, at the Developer's expense.
9. At the Developer's expense, a Traffic Impact Assessment (TIA) will be completed by the City's standing traffic consultant per the DCM Section 8.21. The applicable fee toward completing the TIA must be paid via a cheque issued to the City's selected traffic consultant and delivered to the City. 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 Council's first and second readings; and
 - b. For *Development Permits (DP)*: Prior to Council consideration of the application.
10. Watermain and Water Service Connection
- a. New water service connection shall be provided from a collector or local road.

- b. The existing 150mm AC watermain on 49 Ave and 50 Ave shall be upgraded to current material standard and meet minimum size requirement.
- c. At the Developer's expense, the capacity of the existing watermain shall be assessed through hydraulic modeling performed by the City's standing consultant. Any upgrade requirement for watermain(s) not covered under the City's DCC bylaw shall be designed and installed by the Developer at the Developer's expense.
- d. 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.

11. Storm & Sanitary Mains and Service Connections

- a. New service connection shall be provided from collector or local roads.
- b. A Stormceptor or equivalent oil separator is required to treat site surface drainage.
- c. Civil consultant shall complete a catchment area analysis per DCM section 4.0 to confirm that the City storm sewer system has sufficient capacity to accommodate the minor flow, and identify the floor route for the major rain event. Developer will need to upgrade/improve any capacity deficiency or negative impacts to the downstream system due to the proposed development.
- d. Part of this development falls under South Langley Integrated Rainwater Management. Infiltration is part of the runoff collection system. Please see section 5.7 in DCM for more details.
- e. Culvert crossing at 199A Street shall be reviewed by the designer to confirm it can meet the 1:100 year event.
- f. At the Developer's expense, the capacity of the existing sanitary main shall be assessed through hydraulic modeling performed by the City's standing consultant. Any upgrade requirement for sanitary main(s) not covered under the City's DCC bylaw shall be designed and installed by the Developer at the Developer's expense.

12. Street Light

- a. New street lights will be required along 49 Ave and 50 Ave frontages. Any required street lighting upgrades, relocation, and/or replacement shall be done at the Developer's expense. Any existing BC Hydro lease-lights to be removed and disposed of off-site.
- b. Existing street lighting along 200 Street and 199A Street frontages shall be analyzed by a qualified electrical consultant to ensure street lighting and lighting levels meet the criteria outlined in DCM.

13. Street Tree

- a. Street trees will be required all frontages as part of the road work. Pending final boulevard design, soil cell and irrigation may be required as per DCM section 11.

14. Eliminate the existing overhead BC Hydro/telecommunication infrastructure along the development's 200 Street and 49 Avenue by replacing with underground infrastructure. The developer is responsible for contacting BCHydro and telecom companies to start the design work. If undergrounding is not possible at this time, pre-ducting the frontage is typically required by the developer with cash in-lieu contribution for the incomplete portion of the work.

15. Undergrounding of hydro, telecommunication to the development site is required, complete with underground or at-grade transformer. 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.

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

1. The City will require a Security Deposit based on the estimated construction costs of installing civil works, as approved by the City Engineer.
2. 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.
3. 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.
4. The City will require a \$40,000 bond for the installation of a water meter to current City standards as per the DCM.
5. 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.

10. FIRE DEPARTMENT COMMENTS

Fire department access for the whole project was reviewed to ensure adequate access was in place for apparatus and firefighters. Fire apparatus access for the whole site must consider access route, including maneuverability, hydrant location and coverage, over height issues as well as weight bearing considerations. Bollard access to 199A St must be redesigned to support maneuverability of large firetruck apparatus. A construction fire safety plan shall be completed, complete with crane inspection records. A progressive standpipe installation will be required as construction rises. Standpipes will be required at the main entrance of the parkade, and in elevator lobbies. Stairwells act as an area of refuge and should be made as wide as possible (60") All garbage/recycling containers must be stored in a fire rated, sprinklered room, and must be of adequate size to prevent spillover into adjacent area. Marked Exits must not be on a fob. A radio amplification bylaw is currently in development and will need to be adhered to. 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 (Knox box) will be required before occupancy. Two 4" FDC will be located on concrete pedestal at the front and rear of the building, not building mounted. exact location to be discussed with the Fire Department at a later date.

11. BUDGET IMPLICATIONS

In accordance with Development Cost Charges Bylaw, 2024, No. 3256 and the City's Amenity Contributions Policy, the proposed development would typically be estimated to contribute the following to the City:

- **Development Cost Charges (DCCs):** \$6,523,776.93
- **Community Amenity Contributions (CACs):** \$1,025,000.00

Given the proposal's inclusion of below-market rental homes and backing by a Provincial housing program, these figures are subject to change based on further consideration with Council.

Prepared by:



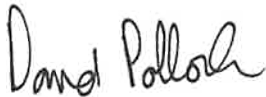
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Planner

Concurrence:



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

Concurrence:



David Pollock, P.Eng.
Director of Engineering, Parks,
& Environment

Concurrence:



Carl Johannsen, RPP, MCIP
Director of Development Services

Concurrence:



Scott Kennedy
Fire Chief

Attachments



DEVELOPMENT PERMIT APPLICATION DP 13-24 REZONING APPLICATION RZ 09-24 OCP AMENDMENT APPLICATION OCP 01-24

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