



ADVISORY DESIGN PANEL REPORT

To: **Advisory Design Panel**

Subject: **Development Permit Application DP 03-23
Rezoning Application RZ 03-23
(20659-20679 Eastleigh Crescent)**

From: Anton Metalnikov, RPP, MCIP
Planner

File #: 6620.00

Bylaw #: 3253

Doc #:

Date: June 23, 2023

RECOMMENDATION:

THAT this report be received for information.

PURPOSE OF REPORT:

To consider Development Permit and Zoning Bylaw amendment applications by Admiral Operations Ltd. for an apartment development consisting of two 6-storey buildings totaling 171 units at 20659-20679 Eastleigh Crescent.

POLICY:

The subject properties are currently zoned RM1 Multiple Residential Low Density Zone in Zoning Bylaw No. 2100 and designated "Low 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:	Admiral Operations Ltd.
Owner:	1368504 B.C. Ltd.
Civic Addresses:	20659-20679 Eastleigh Crescent
Legal Description:	Lots 43-45, District Lot 37, Group 2, New Westminster District, Plan 34280
Site Area:	5,593.1 m ² (1.38 acres)
Number of Units:	171 apartments
Gross Floor Area:	11,745.5 m ² (126,428 ft ²)
Floor Area Ratio:	2.100
Lot Coverage:	43%
Building Height:	6 Storeys
Total Parking Required:	249 spaces (including 12 h/c spaces) <i>*RM3 requirement</i>
Parking Provided:	
Resident	191 spaces
<u>Visitor</u>	<u>27 spaces</u>
Total	218 spaces (including 11 h/c spaces)
OCP Designation:	Low Rise Residential
Existing Zoning:	RM1 Multiple Residential Low Density
Proposed Zoning:	CD90 Comprehensive Development
Variances Requested:	27 visitor parking spaces (35 required) 5.5 m long accessible parking spaces (5.8 m required) 2.4 m wide small car spaces (2.5 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>
Development Cost Charges:	\$2,851,389.00 (City - \$1,328,316.00, GVS&DD - \$616,809.00, GVWD - \$609,015.00, SD35 - \$83,700.00, TransLink - \$213,549.00)
Community Amenity Contributions (CACs):	\$684,000.00

Discussion:

1. Context

The applicant is proposing to develop two 6-storey apartment buildings, totaling 171 units, on a site consisting of three townhouse complexes built in 1970. 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, both newer and older.

The site's lone frontage is formed on its south by Eastleigh Crescent, a local road across from which sit the 5-storey Georgia apartment buildings (complete 2020), 3-storey Eastleigh Manor apartment building (complete 1972), and an active development application for a 6-storey apartment building. The site's northern boundary abuts "Wyndham Lane", a 3-storey townhouse complex built in 2007, and its western boundary is shared with Centennial Manor, a 4-storey non-market apartment building for seniors and families complete in 1993. A 6-storey apartment building is currently under construction directly to the site's east.



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:

- Dumais Park (5-minute walk);
- Timms Community Centre (10-to-15-minute walk); and
- Nicomekl 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-to-10-minute walk);
- The Langley Centre transit exchange and the fifteen bus routes it serves (5-to-10-minute walk); and
- The planned 203 Street SkyTrain station and its associated transit exchange (10-to-15-minute walk).

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

The site is designated Low Rise Residential in the City's OCP, which allows for apartment development of up to 6 storeys in height and a Floor Area Ratio (FAR) of up to 2.1.

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

The site consists of three townhouse properties for a total of 21 purpose-built rental units. Under Policy 1.16.1 of the 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 21 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 150 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 buildings on site contain 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 two flat-roofed, wood-frame, 6-storey bar buildings flanking a courtyard running the length of the site. The buildings mirror each other with a shallow C-shape, to narrow the entrance to the courtyard at the street frontage while allowing it to expand in the middle of the site. The narrowest distance between the two buildings is 12.1 metres, which meets the City's Development Permit Area guidelines of a minimum of 10 to 12 metre separation between buildings on one property. The two buildings sit on a shared underground parkade which is accessed by a single driveway entrance on the west corner of the site. This driveway splits on private property into two ramps: one serving the underground resident parking area and the other serving the raised surface visitor parking area at the site's northwest corner. The visitor parking ramp is 8 metres in width, which exceeds the minimum requirement in the City's Zoning Bylaw, to enable fire truck access onto the podium and support a west side setback of 11.7 metres. The site's east side setback is proposed at 8.7 metres, with both exceeding the Zoning Bylaw minimum.

Toward the rear property line, both buildings step 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 a more gradual transition to the townhouses neighbouring the subject site to the north. Further supporting this transition, the parking podium is set back at the rear, to preserve the existing trees lining this shared property line, as informed by a Certified Arborist's report, and allow additional landscaping to be planted to screen the parkade wall along the full width of this elevation. On top of the parkade, a combination of composite wood fencing and landscaping lines the edge of the podium to maintain privacy and prevent headlight glare from vehicles using the visitor parking area.

The underground parkade extrudes partially above grade due to the site's location within the City's floodplain and raises the building floors to be above the minimum required elevation level. These parkade walls are painted and, on the street frontage, tiered with a step, screened with landscaping and broken up with an accessible ramp and stairs leading to both building entrances and the central courtyard to improve its interface with the public realm. The entrance lobbies are identified with a double-height frame feature, which continues to extend up the middle of the building to form a central cornice line at the top. Wood-tone metal siding forms the interior walls and soffits of these features and accents the primary white and grey hardie panel cladding.

The proposal's landscaping makes use of planters to line both the outside edges of the site as well as the inside perimeter of the courtyard to provide separation between the private ground-floor unit patios and the shared outdoor amenity area and to delineate between the various activity spaces. These linear planters also host several different tree species, with the site hosting a total of 45 trees. A variety of different paver patterns and colours make up the site's hardscaping.

The building's unit type distribution includes 91 one-bedroom unit types (1-bedroom or 1-bedroom + flex room) and 80 two-bedroom units. 34 (20%) of the units are adaptable. 21 of the units will be secured with rental tenure and are located on all floors of the west building, with full access to all entrances and common areas. Storage rooms are provided in all units. 639.1 m² (6,879 ft²) of total amenity space is provided in the building, including 171 m² (1,841 ft²) of indoor amenity space and 468.1 m² (5,039 ft²) of outdoor amenity space. The outdoor amenity space includes a lounge area, a barbecue and dining area, an open lawn, an off-leash dog run, and a children's play area. Each building is served by a one-elevator core.

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 and the use of recycled building materials;
- 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;
- Using water-conserving toilets;
- Providing plugs for e-bikes in the bicycle room; and
- Providing 19 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 4-6 storey apartment building zoning regulations that are being considered for the new Zoning Bylaw to implement the Official Community Plan's Low 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 reduce the length of accessible parking spaces, reduce the width of small car 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.

The applicant is also requesting a variance to reduce the width of the small car spaces to 2.4 metres from the 2.5 metres required in the Zoning Bylaw. These adjustments were made to ensure this application meets the 218-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 12.5% 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 31 spaces or 12.5%) exceeds 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, 217 parking spaces would be required, based on rates of 1.0 spaces per 1-bedroom unit and 1.25 spaces per 2-bedroom unit (=191 resident spaces), and 0.15 visitor spaces per unit (=26 visitor spaces). This total is 0.5% less than the applicant's proposed parking amount of 218 spaces, and is 12.9% less than the current RM3 Zone requirement of 249 spaces, which is based on rates of 1.2 spaces per 1-bedroom unit and 1.3 spaces per 2-bedroom unit (=214 resident spaces), and 0.2 visitor spaces per unit (=35 visitor spaces). Similar or greater 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.

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), 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 **171-unit apartment development located at 20659-20679 Eastleigh Crescent.**

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. 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. New sidewalk, barrier curb, gutter will be required along the entire project frontage, complete with boulevard trees and a planting strip as per the City’s DCM x-section SS-R07 and section 11.0 - Specifications and Standards for Landscaping. Transitions to existing sidewalks to be made using back-to-back long radius curves.
- VIII. A traffic impact assessment will be required as per the City’s DCM.
- IX. 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 expense.
- X. 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.
- XI. 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.
- XII. Eliminate the existing overhead BC Hydro/telecommunication infrastructure along the development project’s Eastleigh Crescent frontage by replacing with underground infrastructure.
- 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, 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. 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
- 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-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.
- 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 construction of two pathways between the courtyard, near and paralleling both buildings to facilitate firefighter access. The west parkade entrance ramp is to be engineered for the weight of a fire apparatus. 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. Standpipes are to be provided in parkade at the bottom of the ramp and at elevator lobbies. Consideration will be given to the installation of power banks for e-bikes charging. A Fire Safety plan and FD lock box will be required before occupancy for both buildings. Consideration for a larger lockbox should be considered. The 4" FDC for each building is to be located on a pedestal at the front of the building, exact location to be discussed with the Fire Department at a later date. Fire hydrant distance to be reviewed to determine if an additional hydrant needs to be installed.

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 July 5, 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 \$1,328,316.00 to City Development Cost Charge accounts and \$684,000.00 in Community Amenity Contributions.

Prepared by:



Anton Metalnikov, RPP, MCIP
Planner

Concurrence:



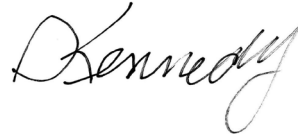
Carl Johannsen, RPP, MCIP
Director of Development Services

Concurrence:



David Pollock
Acting Director of Engineering, Parks
& Environment

Concurrence:



Scott Kennedy, Fire Chief

Attachments



DEVELOPMENT PERMIT APPLICATION DP 03-23 REZONING APPLICATION RZ 03-23

Civic Addresses: 20659-20679 Eastleigh Crescent
Legal Description: Lots 43-45, District Lot 37, Group 2, New Westminster District, Plan 34280
Applicant: Admiral Operations Ltd.
Owner: 1368504 B.C. Ltd.

