

CITY OF
LANGLEY



ADVISORY DESIGN PANEL REPORT

To: **Advisory Design Panel**

Subject: **Development Permit Application DP 06-23
Rezoning Application RZ 05-23
(19948 55A Avenue)**

From: Anton Metalnikov, RPP, MCIP
Planner

File #: 6620.00
Bylaw #: 3254

Doc #:

Date: July 13, 2023

RECOMMENDATION:

THAT this report be received for information.

PURPOSE OF REPORT:

To consider Development Permit and Zoning Bylaw amendment applications by Andrew Cheung Architects Inc. for a 6-storey, 126-unit apartment development at 19948 55A Avenue.

POLICY:

The subject property is currently zoned RS1 Single Family Residential 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:

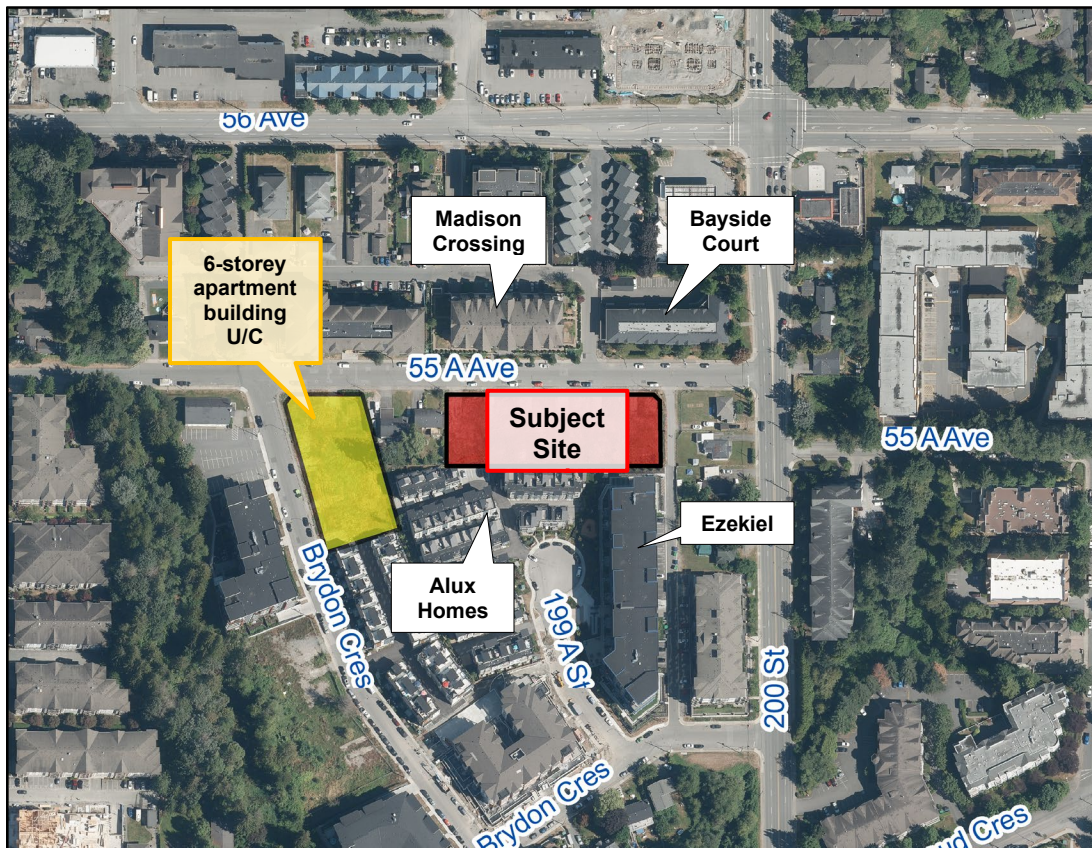
Applicant:	Andrew Cheung Architects Inc.
Owner:	1166934 B.C. Ltd.
Civic Address:	19948 55A Avenue
Legal Description:	Lot A, Section 3, Township 8, New Westminster District, Plan EPP120331
Site Area:	4,080 m ² (1.01 acres)
Number of Units:	126 apartments
Gross Floor Area:	8,568 m ² (92,225 ft ²)
Floor Area Ratio:	2.100
Lot Coverage:	40.5%
Total Parking Required:	182 spaces (including 9 h/c spaces) <i>*RM3 requirement</i>
Parking Provided:	
Resident	148 spaces
<u>Visitor</u>	<u>26 spaces</u>
Total	174 spaces (including 8 h/c spaces)
OCP Designation:	Low Rise Residential
Existing Zoning:	RS1 Single Family Residential
Proposed Zoning:	CD91 Comprehensive Development
Variances Requested:	5.5 m long accessible parking stalls (5.8 m min.) 48% small car space share (40% max.) 2.4 m wide small car spaces (2.5 m required) Distance of 0.31 m to 0.48 m between parking spaces and walls (0.6 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:	\$2,337,270.00 (City - \$1,092,720.00, GVS&DD - \$500,370.00, GVWD - \$496,734.00, SD35 - \$69,600.00, TransLink - \$177,846.00)
Community Amenity Contributions (CACs):	\$504,000.00

Discussion:

1. Context

The applicant is proposing to develop a 6-storey, 126-unit apartment building on a large vacant site, which consolidated 6 former single-detached home properties as part of a previous, now cancelled, development application on the same site. The site is located in a residential area transitioning to higher densities, with the surroundings largely consisting of recently developed and under construction apartment buildings and townhouse complexes, with the remaining single-detached home properties having been the subject of development interest.

The site's frontage is formed on the north by 55A Avenue, a local road across from which lie Madison Crossing (4-storey apartment building completed in 2010) and Bayside Court (3-storey apartment building completed in 1995). A lane acts as the site's eastern boundary and separates it from a row of single-detached houses. Two single-detached houses also neighbour the site on its west. To the south, the site is bordered by the Ezekiel (5-storey apartment building completed in 2023) and by Alux Homes (3-storey townhouse complex completed in 2021).



Site context

The site is well positioned with pedestrian connections to retail and service areas, with Downtown located within a 10-minute walk. It also benefits from proximity to key neighbourhood amenities, including:

- Brydon and Linwood Parks (5-to-10-minute walk);
- Nicomekl Elementary School (10-minute walk); and
- Timms Community Centre (15-minute walk).

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

- Three regional transit lines on 200 Street and 56 Avenue (5-minute walk);
- The frequent service 503 Fraser Highway Express (10-to-15-minute walk); and
- The planned 203 Street SkyTrain station and its associated transit exchange (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.

3. Design

The applicant is proposing a flat-roofed, wood-frame, 6-storey building oriented east-west with the site. The building sits atop an underground parkade which is extruded approximately 1.5 metres above grade due to geotechnical conditions, with this raised portion tiered with a step, clad with brick, and screened by landscaping to soften its interface with the public realm.

The main building entrance stairs and individual stairs connecting the ground-floor apartment units to the street serve to break up the parkade wall, and the use of façade projections and a recessed/off-set entrance lobby help to reduce the apparent length of the building face along 55A Avenue.

The first-floor units are designed in a single-loaded corridor condition to screen an additional level of above-grade parking at the rear of the site, which is

screened from the neighbouring properties to the south and west by planting beds. Both parkade levels are accessed off the east lane. The second level of the building widens to a double-loaded corridor configuration, with deep balconies on the south side providing partial cover over the above-grade parking area below while maintaining adequate setbacks and enabling the building walls themselves to be stepped back further with setbacks of 8-12 metres. The building rises in a similar form until the 6th storey, which is stepped in on all sides to reduce massing.

The parkade podium brick treatment continues up along the building corners and sides for the first two levels, with much of the rest of the elevations clad with Hardie panels of beige tones on the lower floors and white tones on the upper floors to contribute to a base-middle-top design common in the area. Bright orange rectangular frame features are incorporated on the longer north and south elevations, with the street-fronting north elevation also hosting a fully glazed double-height entrance lobby accented with brick and heavy timber columns.

The development's landscaping is primarily oriented to the site perimeter, with long planting beds hosting various shrubs, grasses, and perennials demarcating the building and ground-floor patio boundaries. Along 55A Avenue, these planting beds host Flowering Dogwood trees, with Amanogawa Cherry trees on the corners. Two Paperbark Maple trees flank the main building entrance and two Dwarf Japanese Maple trees are located on the second floor outdoor amenity deck, for a total of 18 trees provided on site.

The unit type distribution of the building provides 20 studios, 66 one-bedroom unit types (1-bedroom or 1-bedroom + flex room), and 40 two-bedroom unit types (2-bedroom or 2-bedroom + flex room). 25 of the units are adaptable. Resident storage facilities are primarily provided within in-unit storage rooms, with some additional storage lockers located in the underground parkade.

384 m² (4,133 ft²) of total amenity space is provided in the building, including 191 m² (2,056 ft²) of indoor amenity space and 193 m² (2,077 ft²) of outdoor amenity space. These amenity areas are split into an indoor party room and outdoor barbecue area on the first floor, and an indoor gym and meeting room with an outdoor children's play area and community garden plots on the second floor. A two-elevator core services 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;
- Using non-water dependent and drought-tolerant materials in the landscape design served by an irrigation system with central control and rain sensors;
- Providing community garden plots;
- Using water-conserving toilets; and
- Providing 18 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 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 spaces, reduce the distance between select parking spaces and parkade walls, and increase the share of small car 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 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 174-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.

Additionally, 10 parking spaces adjacent to a parkade wall are located between 0.31 and 0.48 metres away from the wall face, which is below the minimum 0.6 metres currently required in the Zoning Bylaw. Staff note the Township of Langley, Coquitlam, Richmond and Surrey permit the distance between parking spaces and parkade walls to be as low as 0.3 metres, and this proposed variance is considered to be minor.

The share of small car parking spaces is proposed as 48%. The current Zoning Bylaw allows a maximum of 40% small car spaces, but staff are considering increasing this to a maximum of 50% for properties outside the “Core” and “Shoulder” areas in the new Zoning Bylaw. This approach can significantly improve parkade space efficiency, as the use of slightly smaller individual spaces often results in the creation of additional stalls on the same amount of land without needing to further reduce parking rates. This in turn allows additional site density while maintaining reasonable parking supply.

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 4.4% less than what would be required. Given that a CD zone is being proposed to accommodate this development, technically variances are only required for the share of small car spaces and adjustments to stall dimensions, as outlined above. However, it is important to note that staff support the applicant’s overall parking approach, as the proposal (less 8 spaces or 4.4%) 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, what has included a review of the Metro Vancouver Parking Study as well as of parking rate requirements in other municipalities within the Lower Mainland.

If the preliminary rates being considered for the draft new Zoning Bylaw were applied to this application, 170 parking spaces would be required, based on rates of 1 space per studio, 1.1 spaces per 1-bedroom unit, 1.3 spaces per 2-bedroom unit (=145 resident spaces), and 0.2 visitor spaces per unit (=25 visitor spaces,

rounding down from 25.2). This total is 4 spaces (2.3%) less than the proposed parking amount of 174 spaces, which includes 26 visitor spaces, and is 6.6% less than the current RM3 Zone requirement of 182 spaces, which is based on rates of 1.2 spaces per studio and 1-bedroom unit, 1.3 spaces per 2-bedroom unit (=156 resident spaces), and 0.2 visitor spaces per unit (=26 visitor spaces, rounding up from 25.2 as required by the current Zoning Bylaw). Greater variances have recently been approved by Council in the nearby area at 5504 Brydon Crescent (9.1% reduction), 5605 201A Street (10.5% reduction), and 20191 53A Avenue (13% 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 an efficient and compatible 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 **126-Unit Condominium Development located at 19948 55A Ave.**

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

The City's Zoning Bylaw, 1996, #2100 has requirements concerning landscaping for buffer zonings, parking and loading areas, and garbage and recycling containers, all of which applies to this design.

A) The Developer is responsible for the following work which shall be designed by a Professional Engineer:

1. A Qualified Environmental Professional (QEP) must be engaged to implement erosion and sediment control in accordance with the City of Langley Watercourse Protection Bylaw #3152, as amended.
2. A storm water management plan for the site is required. Rainwater 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.*
3. All existing services shall be capped at the main by the City, at the Developer's expense prior to applying for a demolition permit.
4. New water, sanitary and storm sewer service connections are required. All pertinent pipe design calculations shall be submitted in spreadsheet format and shall include all formulas for review by the City. The Developer's engineer will determine the appropriate main tie-in locations and size the connections for the necessary capacity.
5. 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."
6. Additional C71P fire hydrants may be required to meet bylaw and firefighting requirements. Hydrant locations must be per the DCM Section 3.10 and approved by the City Engineer and the City of Langley Fire Rescue Service.
7. A property dedication of 2.5m will be required along the lane frontage of the proposed development to provide a new ROW width of 8.5m. A

corner truncation of 4m will be required at the corner of the lane and 55A Ave - all to be determined by a legal surveyor.

8. At the Developer's expense, a Traffic Impact Assessment (TIA) will be completed by the City's traffic consultant as per the DCM Section 8.21. The proposed development plan and statistics, once ready, should be forwarded to the City to develop the scope of this traffic study and the applicable fee.
9. The exact scope and extent of the off-site works be determined, in part, from the TIA. New sidewalk, barrier curb, gutter will be required along the entire 55A Avenue frontage, complete with boulevard trees, street light relocation / replacement as necessary and a planting strip as per the City DCM cross-section SS-R07 and Section 11.0 - Specifications and Standards for Landscaping. Curb bulges shall be included across from the north-south public lane on the north side, also where the adjacent lane meet 55A Avenue. The design shall be adequate for MSU trucks as the design vehicle.
10. The condition of the existing pavement along both frontages shall be assessed by a geotechnical engineer. Pavements shall be adequate for an expected road service 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 adjacent street / lane . If the pavement is inadequate, it shall be remediated at the Developer's expense.
11. 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 sight line 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.
12. A separate design sheet to show existing and proposed street lighting along the project frontage prepared by a qualified Electrical Engineer. This will ensure street lighting infrastructure and lighting levels meet the City's DCM Section 9.0 criteria and standards. The power source, its adequacy and load calculations shall be shown on the drawing.
13. A dedicated on-site loading zone shall be provided by the Developer adequate for MSU vehicles.
14. The City plans to construct a pedestrian and cyclist bridge across Baldi Creek including related trail works on Brydon Crescent approximately 300m south of the proposed development. The City requires the Developer to make a \$252,000 C-I-L contribution toward the pedestrian bridge design and construction.

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 connection costs, and the Developer will declare in writing that the estimate is acceptable.

C) The Developer is required to adhere to the following conditions:

1. Unless otherwise specified by the City Engineer, all engineering works shall be designed based on the City DCM specifications and in accordance with the City's Subdivision and Development Servicing Bylaw 2021, No. 3126
2. Undergrounding of hydro, telecommunication to the development site is required, complete with underground or at-grade transformer.
3. Transformers servicing developments are to be located on private property with maintenance access located on private property. Street or lane facing transformers shall be wrapped with anti-graffiti wrap based on City-specified image file upon installation by the Developer.
4. 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.
5. A water meter is required to be installed on private property, preferably in the mechanical room, in accordance to the City DCM Section 3.0 standards at the Developer's cost.

6. An approved backflow prevention assembly must be installed on the domestic water connection immediately upon entering the building to provide premise isolation.
7. A *Stormceptor* or equivalent oil separator is required to treat site surface drainage.
8. 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 Notes Sheet and Title Block; and
 - b. Closely follow the format and sequence outlined in the DCM that will be provided to the Developer's Consulting Engineer.
9. The selection, location and spacing of street trees and landscaping are subject to the approval of the City Engineer. Please refer to the DCM for more details.
10. Stormwater run-off generated on the site shall not impact adjacent properties, or roadways.
11. 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. 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 located at both end of the outdoor amenity areas, in the parkade vestibule, and at the vehicle entrance to the parkade. Rescue rated anchors will need to be installed, location to be determined as per building design. 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. A Fire Safety plan and FD lock box will be required before occupancy. The final locations of multiple 4" FDCs will be discussed with the Fire Department at a later date. Effective firefighter communications is required through out the building. As well as additional fire fighting equipment and storage areas. Locations to be determined 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 July 19, 2023 meeting.

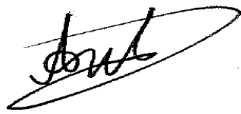
According to the Council-approved ADP Terms of Reference, the ADP is to provide form and character and urban design-related advice and recommendations for Council's consideration. ADP recommendations will be presented to Council through the ADP meeting minutes and, if applicable, through an additional 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 \$1,092,720.00 to City Development Cost Charge accounts and \$504,000.00 in Community Amenity Contributions.

Prepared by:



Anton Metalnikov, RPP, MCIP
Planner

Concurrence:



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

To: Advisory Design Panel

Date: July 13, 2023

Subject: Development Permit Application DP 06-23 & Rezoning Application RZ 05-23

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Concurrence:



Carl Johannsen, RPP, MCIP
Director of Development Services

Concurrence:



David Pollock
Acting Director of Engineering, Parks &
Environment

Concurrence:



Dean Colthorp, Deputy Fire Chief

Attachments



DEVELOPMENT PERMIT APPLICATION DP 06-23 REZONING APPLICATION RZ 05-23

Civic Address: 19948 55A Avenue
Legal Description: Lot A, Section 3, Township 8, New Westminster District, Plan EPP120331
Applicant: Andrew Cheung Architects Inc.
Owner: 1166934 B.C. Ltd.

