



ADVISORY DESIGN PANEL REPORT

To: **Advisory Design Panel**

Subject: **Rezoning Application RZ 06-23
(20501 Logan Avenue)**

From: Anton Metalnikov, RPP, MCIP
Planner

File #: 6620.00
Bylaw #: 3287

Doc #:

Date: June 12, 2024

RECOMMENDATION:

THAT this report be received for information.

PURPOSE OF REPORT:

To consider a Zoning Bylaw amendment application by Keystone Architecture & Planning Ltd. for a multi-phase mixed-use master plan at 20501 Logan Avenue.

POLICY:

The subject property is currently zoned C2 Service Commercial Zone in Zoning Bylaw No. 2100 and designated "Transit-Oriented Core" in the Official Community Plan Land Use map.

OCP Policy 1.13. (Master Planning) requires all proposed developments on sites greater than 2 acres involving multiple phases to prepare a master plan. The subject site is 9.7 acres in size and is intended to be developed in phases. Accordingly, a rezoning application has been submitted to align the site's zoning with its OCP designation and enable Development Permit applications for individual buildings to be made in the future and adopt a master plan site layout these buildings will generally conform to.

A Comprehensive Development (CD) Zone is proposed to implement the site-specific master plan.

COMMENTS/ANALYSIS:

Background Information:

Applicant:	Keystone Architecture & Planning Ltd.
Owner:	Argus Holdings Ltd.
Civic Address:	20501 Logan Avenue
Legal Description:	Lot A, Except Part in Plan LMP24382, District Lots 308 and 309, Group 2, New Westminster District, Plan NWP88217
Number of Units	Approximately 1,200 (subject to change)
Site Area:	3.9 hectares (9.7 acres)
Floor Area Ratio:	Maximum 5.5
OCP Designation:	Transit-Oriented Core
Existing Zoning:	C2 Service Commercial
Proposed Zoning:	CD98 Comprehensive Development Zone
Development Cost Charges:	To be calculated at Building Permit stage
Community Amenity Contributions (CACs):	To be calculated at Building Permit stage

Discussion:

1. Context

The applicant is proposing a multi-phase mixed-use development intended to be built out over 10-20+ years on a large site currently hosting a fitness studio and self storage buildings. The site is located in a transitional area of Downtown, with industrial properties to its north (designated Industrial in the City's OCP) and west (designated Mixed Employment) and a varied mix of commercial and residential properties of different ages and densities to the south, east, and northeast up Glover Road (designated Transit-Oriented Core).

The site's location on the northwest intersection of Logan Avenue and Glover Road, both Downtown arterials, provides it with high visibility and accessibility. The Langley Centre bus exchange and Rainbow Mall sit on the south side of Logan Avenue. Across Glover Road to the east are a collection of smaller commercial buildings, an older townhome complex, and a 6-storey apartment building currently under construction.

The site is well positioned with connections to retail and service areas given its location at a major Downtown intersection. It also benefits from proximity to key neighbourhood amenities, including:

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



Site context

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

- The Langley Centre transit exchange and the fifteen bus routes it serves, including the frequent 503 Fraser Highway Express (immediately adjacent); and
- The planned Langley City Centre SkyTrain station and its associated transit exchange (5-minute walk).

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

The site is designated Transit-Oriented Core in the City's OCP, which allows for residential and commercial development of up to 15 storeys in height (subject to the federal Airport Zoning Regulation) and a Floor Area Ratio (FAR) of up to 5.5.

Within the OCP's Appendix B: District Policies, the site is also identified as falling within the "Innovation Boulevard" and acts as a hinge point between the Innovation Boulevard's west leg extending on the north side of Logan Avenue to the 204 Street overpass and its north leg extending up Glover Road just past the Langley Bypass. The Innovation Boulevard is identified as a key connection between the Langley City Centre SkyTrain station, Downtown Langley, and

Kwantlen Polytechnic University, and is envisioned as a dynamic corridor accommodating a mix of residential, commercial, employment, and technology spaces. A more detailed Innovation Boulevard plan is currently in development.

The site is also located within the Transit-Oriented Areas (TOA) of the planned Langley City Centre SkyTrain station and Langley Centre bus exchange, as identified in the City's Zoning Bylaw. These TOAs were identified recently as required by changes to Provincial legislation (namely the *Local Government Act*, as amended by Bill 47 passed in November 2023) which introduced TOAs to set specific heights and densities (based on distance from transit) which must be allowed by local governments, along with a prohibition on residential parking requirements except for accessible parking. The City's OCP allows for greater height and density (15 storeys and 5.5 FAR) than would be permitted by the site's TOA tier (12 storeys and 4 FAR). In accordance with the TOA, future Development Permit applications will not be subject to minimum residential parking requirements but will be subject to minimum accessible residential and commercial parking requirements.

The subject property is proposed to be rezoned to a site-specific Comprehensive Development (CD) Zone to allow higher densities in future Development Permit applications which may not be adequately accommodated by existing zones and to implement a master plan layout to guide this future development. As a large site to be built out over multiple phases, this CD Zone-based approach provides flexibility for future individual buildings to respond to different market and policy contexts over time while maintaining certainty as to the general street, building and open space layout of this future development. The primary effect of the site's CD98 Comprehensive Development zoning will be to allow a mix of uses and higher densities and identify the general street alignments, open space configurations, and building footprints. Within these parameters, the CD98 Zone will allow for different heights, densities and uses, and individual Development Permits will include more detail on building integration with the master plan, building design and form and character, pedestrian open space design and landscaping. As such, the unit count and FAR density as based on the proposal's conceptual massing and noted in this report are approximate.

3. Design

The proposed master plan was designed based on multiple goals and constraints with the recognition of the property as a strategic site and an overarching principle of growing the City's Downtown to be more amenity-rich, safe, urban, sustainable, transit and pedestrian-oriented, and productive. These goals and constraints include:

1. *Transportation and Access*: Expanding the existing street network into the site to create shorter distances and route options for active transportation

and vehicles alike, while prioritizing slow speeds and additional travel paths for pedestrians and cyclists, focused on existing intersections and signal locations and maintaining access and usability of existing site functions as phases are incrementally developed;

2. *Pedestrian space*: Incorporating a major plaza at the corner of Glover Road and Logan Avenue, as required in the OCP District Policies;
3. *Flexibility*: Accommodating different use and density options into the master plan.

Transportation and Access

The street network in the site includes the extension of Eastleigh Crescent through the full width of the site from east to west. The site already connects to the Eastleigh Crescent and Glover Road intersection with a full traffic signal providing access to the site's parking area. From this intersection, Eastleigh Crescent is proposed to extend through the site to reach its western edge, which would be possible to extend further west through the adjacent properties in the future. The Eastleigh Crescent extension is required to be dedicated to the City and intended to accommodate a separated bike path or multi-use path. The extension is curved near the middle of the site to encourage slower speeds and accommodate the retention of and access to existing buildings.

On the western edge of the site, a lane is proposed to connect from the existing signal on Logan Avenue to the north of the site. This lane would provide an additional access into the block and support on-site circulation. The lane may be required to be widened as part of the future redevelopment of the adjacent properties to the west. On the north of the lane, a pedestrian connection will be incorporated to allow for a pedestrian/cycle path to be extended in the future into the adjacent north properties to support walkability between the planned Langley City Centre SkyTrain station and the industrial properties to the north.

An additional pedestrian and cycling connection is proposed between the middle of the site and the corner of Logan Avenue and Glover Road by way of a linear plaza that expands at the intersection.

Land dedications will be required along the Glover Road and Logan Avenue rights-of-way, to accommodate street improvements including upgraded sidewalks, boulevards, and bicycle infrastructure, along with the introduction of on-street parking to support commercial spaces expected along these frontages.

Building accesses shown in the master plan are conceptual. Actual locations and detailed designs are to be confirmed as part of Development Permit applications to be made for individual building phases in the future.

Pedestrian Space

As required in the OCP District Policies, a large plaza is proposed on the southeast corner of the site near the intersection of Glover Road and Logan Avenue. As it extends from the intersection into the site, the plaza takes a linear or 'allée' form to connect with the Eastleigh Crescent extension. While the site plan is designed to be flexible, these plaza spaces are intended to cultivate a vibrant urban and pedestrian-friendly atmosphere, be activated with plaza-fronting shops, restaurants, and cafés, and designed to engage with these commercial ground floors. For example, supportive design features may include level access between the pedestrian areas and storefronts, clear and openable ground floor window glazing, space for product displays, signage, and movable tables and chairs/dining areas, and high-quality landscaping with unique surface treatments, plantings and plaza trees that maintain sightlines across the plaza and between the plaza, storefronts, and the building floors above.

Across the Eastleigh Crescent extension, an additional plaza is proposed. This interior plaza is envisioned to pick up on the more residential design elements of the site while creating its own sense of place with the adjacent building frontage, which is also intended to host commercial uses that spill out into the outdoors. This plaza is expected to be well suited to a park-like setting with more plantings and trees.

The detailed design of these pedestrian spaces and their relationship with adjacent frontages will be developed as part of future Development Permit applications for each phase of the overall master plan.

Flexibility

As a large site that will be developed in up to 7 phases over 10-20+ years, the allowance for flexibility into the future building Development Permit applications that would follow the subject rezoning was a key consideration, specifically regarding density and use, to allow the project to adapt to changing market and policy conditions over time while maintaining the objective of becoming a vibrant, transit-oriented neighbourhood.

With regard to density, the application includes a conceptual proposal for building height and massing, along with estimated residential unit counts and floor areas. However, the master plan's perimeter block-based layout provides a number of opportunities and combinations for changes in height, with different floorplate portions possible to be manipulated based on future market conditions, regulatory context, and building technology. The perimeter block design also enables future building designs that could result in on-site densities that approach the FAR envisioned in the Transit Oriented Core OCP land use designation for this site and exceed the Provincial TOA density threshold.

With regard to building use, the application includes a preliminary breakdown of uses, namely anticipating ground-floor commercial along focus frontages, including major streets and the corner plaza, with residential uses elsewhere and on the floors above. However, the proposed zoning would allow a wide range of residential and commercial uses and the proposed building layout is amenable to supporting a combination of these uses in different configurations. This includes additional floors or perimeter block/building sections having potential for office, laboratory, or other uses as may be permitted as part of the in-progress Innovation Boulevard plan.

4. Sustainability

Sustainability has been considered in the site design by way of prioritizing pedestrian movement and cycling through the plaza and northwest pedestrian connection, the accommodation of a multi-use path and treed boulevards along the Eastleigh Crescent extension, and new or upgraded bike lanes and boulevards along Logan Avenue and Glover Road. The perimeter block layout also accommodates interior courtyards that provide greenspace to reduce heat islands effects, including trees and plantings. More detailed building-level sustainability features would be identified as part of future individual Development Permit applications. Overall the site is designed to be a model transit-oriented development, which will support increased transit ridership and the use of active transportation options, and reduce automobile dependence and emissions over time.

5. CPTED

CPTED (Crime Prevention Through Environmental Design) design principles will be considered through individual phases and their Development Permit applications, which will require CPTED reports with design assessments and recommendations for improvement to be completed by a qualified consultant.

6. Variances

As a master plan implemented through a site-specific Comprehensive Development (CD) Zone, no variances are requested or required.

7. Summary

The proposed development is consistent with the City's OCP and Development Permit Area guidelines for the area and would convert a large low-density commercial site into a transit-oriented development expanding Downtown.

Engineering Requirements:

As part of the proposed rezoning the applicant is required to fulfil multiple engineering requirements and conditions to ensure the final expected buildout meets City standards on servicing, transportation, and environmental protection. More detailed building-level engineering requirements will apply at the time of individual Development Permit applications. In recognition of the flexibility incorporated into the master plan, engineering studies at this stage will assume a highest infrastructure demand scenario.

Engineering requirements applicable to the subject master plan are as follows, with the Developer responsible for the work which shall be designed by a Professional Engineer:

- I. 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).
- II. 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.
- III. At the Developer's expense, the adequacy of the existing water and sanitary sewer mains shall be assessed by the City's standing hydraulic modeling consultant including a fire hydrant flow test.
- IV. Land dedications and rights-of-way shall be granted to the City as follows:
 - a. **Eastleigh Crescent:** Eastleigh Crescent shall be extended west into the subject property from its existing intersection with Glover Road. The extension shall include a dedication portion 18.0 metres in width with additional statutory rights-of-way granted to the City at a width of 0.75 metres on each side of this dedication.
 - b. **Logan Avenue:** A 4.6 metre dedication and a 2.0 metre statutory right-of-way are required.
 - c. **Glover Road:** A 3.0 metre dedication and a 2.0 metre statutory right-of-way are required.
 - d. **West lane:** Subject to servicing requirements, a statutory right-of-way, air space parcel, or dedication 8.0 metres in width will be required for a lane along the western property line connecting to Logan Avenue.
 - e. **5-metre corner truncations are required at these intersections:**
 - i. Glover Road and Logan Avenue
 - ii. Eastleigh Crescent and Glover Road
 - iii. Logan Avenue and the new western lane
 - f. **4-metre corner truncations are required at these intersections:**
 - i. Eastleigh Crescent extension and the new western lane

- V. A Transportation Impact Assessment (TIA) is required as stated in the DCM and the Terms of Reference require approval by the City Engineer.
- VI. All frontage roads shall be assessed by a geotechnical engineer and upgraded as necessary.
- VII. The site layout shall be reviewed by a qualified Professional Engineer to ensure that the vehicle circulation and turning paths meet applicable standards and sightline requirements for the MSU design vehicle.
- VIII. The Developer is required to deposit all requisite bonding and fees as outlined in the Subdivision and Development Servicing Bylaw.

Fire Department Comments:

The department has reviewed the overall Master Plan for this property. The department's main concern is around access to all buildings on the site. The primary access concern is from north. Access to the north boundary of this property is uncertain at this time. The department will continue to work with each individual building development to ensure adequate access for fire apparatus and personnel to each building on site.

Advisory Design Panel:

In accordance with Development Application Procedures Bylaw No. 2488, the subject Zoning Bylaw amendment application will be reviewed by the Advisory Design Panel (ADP) at the June 27, 2024 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. In the absence of an associated Development Permit application, the ADP's role is to provide input on public realm and building interfaces to be considered in the detailed design of future phases. Presentation of this master plan to the ADP will also provide the necessary context for future evaluation of DP applications by the ADP (ie. how does the subject building relate to the rest of the master-planned site. 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.

A copy of the ADP minutes will be presented to Langley City Council at a future Regular Council meeting.

BUDGET IMPLICATIONS:

Development Cost Charges (DCCs) and Community Amenity Contributions (CACs) are payable to the City at time of Building Permit issuance, which are

preceded by Development Permit applications. As this application is solely for a rezoning, no DCCs or CACs will be provided with this application.

Prepared by:



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Planner

Concurrence:



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

Concurrence:



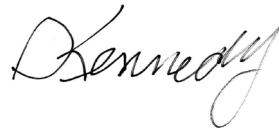
Carl Johannsen, RPP, MCIP
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Concurrence:



David Pollock, P.Eng.
Director of Engineering, Parks,
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Concurrence:



Scott Kennedy
Fire Chief

Attachments



REZONING APPLICATION RZ 06-23

Civic Address: 20501 Logan Avenue
Legal Description: Lot A, Except Part in Plan LMP24382, District Lots 308 and 309, Group 2, New Westminster District, Plan NWP88217
Applicant: Keystone Architecture & Planning Ltd.
Owner: Argus Holdings Ltd.

