

CITY OF
LANGLEY



ADVISORY DESIGN PANEL REPORT

To: **Advisory Design Panel**

Subject: **Development Permit Application DP 13-23
Rezoning Application RZ 11-23
(20719-20731 Eastleigh Crescent)**

From: Anton Metalnikov, RPP, MCIP
Planner

File #: 6620.00
Bylaw #: 3277

Doc #:

Date: March 22, 2024

RECOMMENDATION:

THAT this report be received for information.

PURPOSE OF REPORT:

To consider Development Permit and Zoning Bylaw amendment applications by Whitetail Homes Ltd. for a 5-storey, 132-unit apartment development at 20719-20731 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:	Whitetail Homes Ltd.
Owners:	1098010 BC Ltd.; Aime Groleau & Claudette Clouatre
Civic Addresses:	20719-20731 Eastleigh Crescent
Legal Description:	Strata Lots 1 & 2, District Lot 37, Group 2, New Westminster District, Strata Plan NW2601; Strata Lots 1 & 2, District Lot 37, Group 2, New Westminster District, Strata Plan NW2602
Site Area:	3,806.6 m ² (0.94 acres)
Number of Units:	132 apartments
Gross Floor Area:	7,632.6 m ² (82,157 ft ²)
Floor Area Ratio:	2.005
Lot Coverage:	51.7%
Total Parking Required:	188 spaces (including 9 h/c spaces) <i>*RM3 requirement</i>
Parking Provided:	
Resident	136 spaces
Visitor	<u>20 spaces</u>
Total	156 spaces (including 8 h/c spaces)
OCP Designation:	Low Rise Residential
Existing Zoning:	RM1 Multiple Residential Low Density
Proposed Zoning:	CD95 Comprehensive Development
Variances Requested:	5.5 m accessible stall length (5.8 m required) 20 visitor parking spaces (27 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:	\$2,542,288.00 (City - \$1,186,832.00, GVS&DD - \$538,492.00, GVWD - \$535,684.00, SD35 - \$75,200.00, TransLink - \$206,080.00)
Community Amenity Contributions (CACs):	\$528,000.00

Discussion:

1. Context

The applicant is proposing to develop a 5-storey, 132-unit apartment building on a site consisting of two duplexes. 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 developments recently completed, under construction, or in the application stage nearby, among other townhomes and apartment buildings.

Located at the intersection of two separate grid patterns, the site has frontages on three streets, two of which are classified as local (Eastleigh Crescent and 208 Street) and one of which is an arterial (56 Avenue). These streets separate the site from two 5-storey apartment buildings to the west, a 3-storey apartment complex to the south, 3-storey townhomes kitty corner to the southeast, and a 2-storey apartment complex and a vacant convenience store to the east. The site is also directly abutted by the Ivy Lea apartment building to the north and an older townhome complex to the west, which has a recently completed apartment building (the Eastleigh) on its other side. This neighbouring townhome property meets both the minimum area (1,850 m² or 19,913 ft²) and width (30 m or 98 ft) requirements of the City's standard zone for the Low Rise Residential OCP designation, and would remain a viable redevelopment site on its own.



Site context

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

- Dumais and Rotary Centennial Parks (few minutes' walk);
- Douglas Park Elementary School (10-minute walk); and
- Timms Community Centre (10-to-15-minute walk).

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

- Two local and regional bus lines, including the frequent 503 Fraser Highway Express (immediately adjacent);
- The Langley Centre transit exchange and the fifteen bus routes it serves (5-to-10-minute walk); and
- The planned Langley City Centre 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.

3. Design

The applicant is proposing a wood-frame building which responds to its three-frontage site with a U-shape. This configuration allows the building to set an active face along each of its adjoining streets and wrap an internal surface-level parking area, which is screened from its neighbouring properties to the rear by a wood-tone metal fence. The underground parking level is raised slightly above ground and buffered with shrubs and trees, with these raised portions painted where lower and clad with brick where higher near the main entrance. This entrance is located along 56 Avenue, while vehicle access is provided off Eastleigh Crescent with a single ramp splitting on-site to the two levels. An outdoor amenity deck covers most of the surface parking level up to the minimum required setbacks and features an indoor amenity pavilion. The 5-storey building steps down to 4 storeys at its north interface with the adjacent apartment building

to meet City OCP policy on sensitive transitions in height between new development along Eastleigh Crescent and the existing buildings to their rear.

The building's exterior takes a "base-middle-top" design approach with a brick ground floor, grey cement board panelling on the next three storeys, and a white cement board panel top floor finished with a cornice. Additional design details including extruded metal fins and frames break up these base materials, add colour and texture to the façade, and highlight the building's entrances.

The development's landscaping wraps the outside edge of the site primarily with Hill's Yews, Trident Maples, and Chinese Dogwoods, with other varieties incorporated where planting areas are larger. The raised courtyard features additional species among several planter boxes, which also host Snowball trees. A total of 20 trees are proposed on-site, with additional street trees to be provided as part of required frontage upgrades. Eight resident garden plots provide further greenery to the courtyard, which provides outdoor amenity space to the building through cooking, dining, and lounge facilities, along with a children's play area floored with recycled rubber tiles.

The unit type distribution of the building includes 115 one-bedroom units, and 17 two-bedroom units. 28 (21%) of the units are adaptable. Resident storage facilities are provided in common storage rooms located on all residential floors. 796 m² (8,568 ft²) of total amenity space is provided in the building, including 137 m² (1,472 ft²) of indoor amenity space and 659 m² (7,096 ft²) of outdoor amenity space. 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;
- Reducing the heat island effect by use of a landscaped courtyard covering the surface parking area;
- Using drought-tolerant materials in the landscape design served by an irrigation system with central control and rain sensors;
- Providing resident garden plots;
- Using water-conserving toilets; and
- Providing 14 resident parking stalls with Level II electric vehicle (EV) chargers, with the remaining resident spaces pre-wired and visitor spaces pre-ducted for future installation.

5. CPTED

The applicant's proposal benefited from a comprehensive Crime Prevention Through Environmental Design (CPTED) review by a qualified consultant whose recommendations were incorporated into the plans.

6. Variances

As noted above, the applicant's proposed development is generally consistent with the draft 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 and reduce the number of visitor parking spaces. Staff support these variances per the rationales below.

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

Proposed Parking

If the current Zoning Bylaw requirement for a similar type of building (i.e. RM3 Zone) was applied to this application, the applicant's proposed overall parking amount is 17.0% less than what would be required. Given that a CD zone is being proposed for this development, technically a variance is only required for visitor parking, along with that previously outlined. However, it is important to note that staff support the applicant's overall parking approach, as the proposal (less 32 spaces or 17.0%) meets the 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” rates being considered for the new Zoning Bylaw were applied to this application, 156 parking spaces would be required, based on rates of 1.0 spaces per 1-bedroom unit, 1.25 spaces per 2-bedroom unit (=136 resident spaces), and 0.15 visitor spaces per unit (=20 visitor spaces). This total is equal to the applicant’s proposed parking amount of 156 spaces and is 17.0% less than the current RM3 Zone requirement of 188 spaces, which is based on rates of 1.2 spaces per 1-bedroom unit, 1.3 spaces per 2-bedroom unit (=161 resident spaces), and 0.2 visitor spaces per unit (=27 visitor spaces). Similar variances have recently been approved by Council at 20191 53A Avenue (13% reduction), 20142 53A Avenue (14.5% reduction), and 20230 56 Avenue (15% reduction).

Based on the above commentary and analysis, staff support these variances.

7. Summary

The proposed development is consistent with the City’s OCP and Development Permit Area guidelines for the area and presents a transit-supportive and efficient design providing housing in close proximity to parks, transit, and Downtown.

Engineering Requirements:

Additional design changes may be required upon further investigation, site inspections and receipt of other supporting reports and documents.

All work to be done to the City of Langley’s Design Criteria Manual (DCM), and the City’s Subdivision and Development Servicing Bylaw (SDSB).

Per the City’s DCM requirement, the developer and their consulting engineer shall submit to the City Engineer a signed and sealed copy of Form F-1 (Commitment by Owner and Consulting Engineer) prior to starting their design works.

Per the City’s Watercourse Protection Bylaw No. 3152, the developer’s consulting engineer shall submit to the City Engineer a signed and sealed copy of Form F-1 (Confirmation of Commitment by Qualified Environmental Professional - QEP) prior to starting their site monitoring works.

These requirements have been issued to reflect the application for development for a proposed **136 Unit Apartment Development located at 20619-29 Eastleigh Cres.**

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

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

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

- I. A Qualified Environmental Professional (QEP) must be engaged to implement erosion and sediment control in accordance with the City of Langley Watercourse Protection Bylaw #3152, as amended.
- II. A storm water management plan for the site is required. Rainwater management measures used on site shall limit the release rate to pre-development levels to mitigate flooding and environmental impacts as detailed in the City's DCM. All calculations shall be based the City' DCM with 20% added to the calculated results to account for climate change. A safety factor of 20% shall be added to the calculated storage volume. Pre-development release rates shall not include climate change effect.
- III. All existing services shall be capped at the main by the City, at the Developer's expense prior to applying for a demolition permit.
- IV. New water, sanitary and storm sewer service connections are required. All pertinent pipe design calculations shall be submitted in spreadsheet format and shall include all formulas for review by the City. The Developer's engineer will determine the appropriate main tie-in locations and size the connections for the necessary capacity.
- V. At the Developer's expense, the capacity of the existing water and sanitary sewer mains shall be assessed through hydraulic modeling
 - a. Any upgrade requirement for either sanitary or water mains not covered under the City's DCC bylaw shall be designed and installed by the Developer at the Developer's expense.
 - b. At the Developer's expense, the City's standing hydraulic modeling consultant shall conduct a fire hydrant flow test to be used in the City's water modeling to determine if the existing water network is adequate for fire flows (based on architectural data supplied by the Developer's Architect). Upgrading of the existing watermain(s) may be necessary to achieve the necessary pressure and flows to conform to Fire Underwriters Survey (FUS) "Water Supply for a Public Fire Protection, a Guide to Recommended Practice, 1995."
- VI. Additional C71P fire hydrants may be required to meet bylaw and firefighting requirements. Hydrant locations must be per DCM Section 3.10 and approved by the City Engineer and the City of Langley Fire Rescue Service.
- VII. A corner truncation of 4m will be required at the corner of Eastleigh Cres. and the lane n/w of the proposed project.
- VIII. At the Developer's expense, a Traffic Impact Assessment (TIA) will be completed per DCM Section 8.21. The proposed development plan and

- statistics, once ready, should be forwarded to the City Engineer to develop the scope of this traffic study. TIA reports must be approved by the City Engineer prior to taking the application to Council. The TIA completion timing must be:
- a. For OCP Amendment / Rezoning Applications: Prior to Council's first and second readings; and
 - b. For Development Permits (DP): Prior to Council consideration of the application.
- IX. The scope and extent of the off-site works shall be determined in part from the TIA. New sidewalk, barrier curb, gutter will be required along the entire Eastleigh Cres. frontage, complete with boulevard trees and a planting strip as per DCM cross-section SS-R07 and Section 11.0.
 - X. The condition of the existing pavement along all the proposed project's frontages shall be assessed by a geotechnical engineer. Pavements shall be adequate for an expected road life of 20 years under the expected traffic conditions for the class of road. Road construction and asphalt overlay designs shall be based on the analysis of the results of Benkelman Beam tests and test holes carried out on the existing road which is to be upgraded. If the pavement is inadequate, it shall be remediated by the Developer, at the Developer's expense.
 - XI. The site layout shall be reviewed by a qualified Professional Engineer to ensure that the parking layout, vehicle circulation, turning paths and access design meet applicable standards and sightline requirements, including setbacks from property lines. Appropriate turning templates should be used to prove parking stalls, loading areas and drive aisles are accessible by service vehicles. Refer to DCM Section 8.0. The design shall be adequate for MSU trucks as the design vehicle.
 - XII. Existing street lighting along the entire project frontage shall be analyzed (excluding any BC Hydro lease lights) by a qualified electrical consultant to ensure street lighting and lighting levels meet the criteria outlined in DCM 9.0. Any required street lighting upgrades, relocation, and/or replacement shall be done by the Developer at the Developer's expense. Any existing BC Hydro lease-lights to be removed and disposed of off-site.
 - XIII. Eliminate the existing overhead BC Hydro/telecommunication infrastructure along the development's Eastleigh Cres. project frontage by replacing with underground infrastructure.
 - XIV. A dedicated on-site loading zone shall be provided by the developer. The design shall be adequate for MSU trucks as the design vehicle.
- B) The Developer is required to deposit the following bonding and fees:
- I. The City will require a Security Deposit based on the estimated construction costs of installing civil works, as approved by the City Engineer.

- II. The City will require inspection and administration fees in accordance to the Subdivision Bylaw based on a percentage of the estimated construction costs, as per the City's Subdivision and Development Servicing Bylaw 2021 #3126.
- III. A deposit for a storm, sanitary and water services is required, which will be determined by City staff after detailed civil engineering drawings are submitted, sealed by a Professional Engineer.
- IV. The City will require a \$40,000 bond for the installation of a water meter to current City standards as per the DCM.
- V. A signed and sealed pavement cut form (Form F-2 of the City's DCM) shall be completed by the developer's consulting engineer. Upon the review and approval of the City Engineer of the submitted form, the corresponding Permanent pavement cut reinstatement and degradation fees shall be paid by the Developer.

NOTE: Deposits for utility services or connections are estimates only. The actual cost incurred for the work will be charged. The City will provide the developer with an estimate of connections costs, and the Developer will declare in writing that the estimate is acceptable.

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

- I. The Developer's Consulting Engineer shall perform their periodic Field Reviews, As required by EGBC, and send a copy of the Review to the City Engineer within a week of completion of each Review
- II. Unless otherwise specified by the City Engineer, all engineering works shall be designed based on the City's DCM specifications in accordance with the City's Subdivision and Development Servicing Bylaw 2021, No. 3126
- III. Undergrounding of hydro, telecommunication to the development site is required, complete with underground or at-grade transformer.
- IV. Transformers servicing developments are to be located on private property with maintenance access located on private property. All transformers to be wrapped upon installation by the Developer.
- V. All survey costs and registration of documents with the Land Titles Office are the responsibility of the developer/owner. Please refer to the City's Subdivision and Development Servicing Bylaw 2021, No. 3126 for more details.
- VI. A water meter is required to be installed on private property, preferably in the mechanical room, in accordance to the City's DCM standards at the Developer's cost.
- VII. An approved backflow prevention assembly must be installed on the domestic water connection immediately upon entering the building to provide premise isolation.

- VIII. A Stormceptor or equivalent oil separator is required to treat site surface drainage.
- IX. A complete set of record drawings (as-built) of off-site works, service record cards and a completed tangible capital asset form (TCA) all sealed by a Professional Engineer shall be submitted to the City within 60 days of the substantial completion date. Digital drawing files in .pdf and .dwg formats shall also be submitted. All the drawing submissions shall:
 - a. Use City's General Note Sheet and Title Block; and
 - b. Closely follow the format and sequence outlined in the City's DCM that will be provided to the Developer's Consulting Engineer.
- X. The selection, location and spacing of street trees and landscaping are subject to the approval of the City Engineer. Please refer to the City's DCM for more details.
- XI. Stormwater run-off generated on the site shall not impact adjacent properties, or roadways.
- XII. Garbage and recycling enclosures shall accommodate on the site and be designed to meet Metro Vancouver's "Technical Specifications for Recycling and Garbage Amenities in Multi-family and Commercial Developments - June 2015 Update." Please refer to the City's Subdivision and Development Servicing Bylaw 2021, No. 3126 for more details.

Fire Department Comments:

Fire department access for the whole project was reviewed to ensure adequate access was in place for apparatus and firefighters. 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 on exterior of both rooftop stairways. Standpipes will be required at the parkade entrance, and in both elevator lobby refuge areas. 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. Stairwells must be constructed to accommodate shelter in place applications. 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. The 4" FDC will be located on a pedestal at the front of the building, exact location to be discussed with the Fire Department at a later date.

Advisory Design Panel:

In accordance with Development Application Procedures Bylaw No. 2488, the subject Zoning Bylaw amendment and Development Permit application will be reviewed by the Advisory Design Panel (ADP) at the April 3, 2024 meeting.

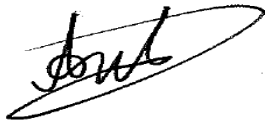
According to the Council-approved ADP Terms of Reference, the ADP is to provide form and character and urban design-related advice and recommendations for Council's consideration. ADP recommendations will be presented to Council through the ADP meeting minutes and, if applicable, through an additional 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 \$1,186,832.00 to City Development Cost Charge accounts and \$528,000.00 in Community Amenity Contributions.

Prepared by:



Anton Metalnikov, RPP, MCIP
Planner

Concurrence:



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

Concurrence:



Carl Johannsen, RPP, MCIP
Director of Development Services

Concurrence:



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

Attachments

Concurrence:



per Fire Chief Kennedy

Bob Perry
Captain of Fire Prevention



DEVELOPMENT PERMIT APPLICATION DP 13-23 REZONING APPLICATION RZ 11-23

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