



ADVISORY PLANNING COMMISSION REPORT

To: **Advisory Planning Commission**

Subject: **OCP Amendment Application OCP 01-19
Rezoning Application RZ 04-19
Development Permit Application DP 04-19
Land Use Contract Application LUC 01-19**

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

File #: 6620.00
Bylaw #: 3108, 3109,
3110

Doc #:

Date: September 4, 2019

COMMITTEE RECOMMENDATION:

1. THAT the Official Community Plan Amendment Application OCP 01-19, Rezoning Application RZ 04-19 and Land Use Contract Amendment Application LUC 01-19 for a 981-unit redevelopment of the Langley Lions seniors housing complex be approved, subject to execution of a Development Servicing Agreement in compliance with the conditions outlined in the Deputy Director of Development Services' report; and
2. THAT the proposed Langley Lions Master Plan and Development Permit Application DP 04-19 for an 8-storey, 101-unit first phase (Phase 1A - Birch Building replacement) be approved.

PURPOSE OF REPORT:

To consider the form and character and site design of applications by DYS Architecture for a 981-unit master planned redevelopment of the Langley Lions seniors housing complex, including a 101-unit building for the first phase of the project (Phase 1A - Birch Building replacement).

POLICY:

The subject properties are currently designated High Density Residential in the Official Community Plan. The proposed development exceeds the maximum density allowed under the High Density Residential designation.

The applicant is therefore proposing to amend the Official Community Plan by creating a new Langley Lions Seniors District to accommodate the subject development.

COMMENTS/ANALYSIS:

Application Summary Table

Applicant:	DYS Architecture
Owner:	Langley Lions Housing Society
Civic Addresses:	20355 & 20385 – 54A Avenue; 5421 – 204 Street
Legal Description:	Lot 172 Except: Part on Plan BCP21385, District Lot 36, Group 2, New Westminster District, Plan 50923; Lots 262 & 263, District Lot 36, Group 2, New Westminster District, Plan 65845
Site Area:	2.889 Hectares (7.140 Acres)
No. of Units: Total: Phase 1A:	981 units 101 units
Density (Total – all phases):	339.6 units/ha (137.4 units/acre)
Gross Floor Area: Total: Phase 1A:	72,177 m ² (776,913 sq ft) 6,886 m ² (74,125 sq ft)
Floor Area Ratio:	2.498
Lot Coverage:	36.5%
Total Parking Provided: Total: Phase 1A:	273 spaces 26 spaces (incl. 2 H/C)
Existing Zoning:	RM2 Multiple Residential Medium Density RM3 Multiple Residential High Density
Proposed Zoning:	CD70 Comprehensive Development
Existing OCP Designation: Proposed OCP Designation:	High Density Residential Langley Lions Seniors District
Variances Requested:	None
Development Cost Charges: (Phase 1A)	\$349,702.50* (City - \$334,215.00, GVS&DD - \$0 (exempt), SD35 - \$15,487.50) *Includes credits for demolished 66-unit Birch Building
Community Amenity Charge: (Phase 1A)	101 Units @ \$2,000/unit = \$202,000.00

Discussion:

1. Background

The Langley Lions Senior Citizens Housing complex was originally developed between 1974 and 1988 and consisted of 588 subsidized units for independent seniors. The development of the Evergreen Timbers building in 2008 and the demolition of a portion of the Alder Building (2008) and eventually all of the Birch Building (2019) has resulted in the current complex of seven buildings containing 518 units.

In 2018 a fire damaged the 66-unit Birch Building (5464 – 203 Street) beyond repair. The building was later demolished forcing the relocation of tenants. The fire highlighted the need to replace the older buildings which no longer meet contemporary safety standards. At the same time, the need for affordable seniors housing in the community has been growing and the applicant's plans seek to address existing and future requirements.

2. Site Context

The Langley Lions site is comprised of three lots at the southern edge of Downtown Langley. To the north is Langley Mall whose service access lane backs onto the northern boundary of the site. Langley Lodge, a long term seniors care facility operated by Fraser Health Authority borders the site on the northeast and was a part of the original master-planned development of the block envisioned by Hamilton Doyle and Associates Architects in 1972. To the west (across 203 Street) are the 4-storey Station 54 apartment building and a row of six single family dwellings. Several 3-storey apartment buildings constructed mostly in the 1970's frame the site on the south (across 54 Avenue) and east (across 204 Street) sides.

3. Development Proposal

The applicant is proposing a multiphase, 'Master Plan' redevelopment of the site intended to eventually replace all of the existing buildings except for the Evergreen Timbers Building. The six new buildings proposed would significantly increase density on the site, adding 463 new units to the existing total. Building heights would also increase from 3-4 storeys in the existing development to 6-15 storeys through the redevelopment. The conceptual building plans included in the application show four new mid-rise buildings (6-8 storeys) in block plans and two new high-rise buildings (15-storeys) in "point tower" (small footprint) plans. The redevelopment

would be phased in a counterclockwise procession through the site ending in the southeast corner with the two 15-storey buildings. The phasing plan is closely linked to a tenant relocation plan designed to ensure that no off-site displacement of tenants is required.

4. Official Community Plan

The subject properties are currently part of the High Density Residential area that borders Downtown Langley on the south and west sides. The area is intended to concentrate population in close proximity to downtown businesses and public transit services. Various forms of multifamily housing are allowed up to a maximum density of 198 units/hectare (80 units/acre). New developments are subject to a set of design guidelines regulating form and character in the development permit area.

The long term redevelopment of the site envisioned by the applicant would result in a density of approximately 340 units/hectare (138 units/acre). The proposed density significantly exceeds the limit for the High Density Residential land use designation and approaches the maximum allowable density in the adjacent Downtown Commercial area (371 units/hectare). Staff support the substantial increase in density based on the following considerations:

- The site is adjacent to the downtown core and in close proximity to shops and services accessible to the intended tenants;
- The site abuts the Langley Mall property which is designated for high density, mixed-use development including high-rise apartments in the City's Downtown Master Plan;
- The site is located within 500 metres (5-10 minute walk) of the planned Downtown Langley SkyTrain station;
- The proposed redevelopment will provide a substantial component of the affordable rental housing units required for seniors in the City of Langley.

Staff have prepared an Official Community Plan amendment bylaw (Bylaw No. 3108) to accommodate the proposed redevelopment of the Langley Lions site. The amendment bylaw would establish a new "Langley Lions Seniors District" land use designation and development permit area with associated guidelines.

5. Zoning Bylaw

The subject properties are currently zoned RM2 Multiple Residential Medium Density and RM3 Multiple Residential High Density. The existing

zoning does not permit the proposed densities and land uses in the applicant's master plan. In addition, the RM2 and RM3 zones restrict building height to a maximum of four storeys. Since there are no existing zones in the City to accommodate the proposed development, the developer is applying for a custom, site-specific CD70 (Comprehensive Development) zoning designation.

The proposed CD70 zone would also include provisions for reduced off-street parking requirements based on the recommendations of the applicant's traffic engineer in the Transportation Impact Assessment. The revised parking requirement would be 0.25 spaces/unit. The current bylaw requirements for "congregate housing" and "seniors-oriented multiple unit residential" are 0.50 space/unit and 1.00 spaces/unit. The recommended requirements are based on a survey of actual parking demand (observed as 0.18 spaces/unit) in the existing development as well as an analysis of comparable projects in other municipalities. Staff support the proposed off-street parking requirements as they reflect actual demand in a lower income seniors rental housing development, which is also located in close proximity to transit services, future rapid transit and downtown shops and services. These parking requirements can also be reviewed as future phases come forward as Development Permit applications, if necessary.

6. Master Plan: Phases

The applicant is proposing to redevelop the entire Lions site according to a long-term Master Plan. Staff reviewed the applicant's initial master plan (Sheet A1.01 in attached plan set), and then worked with the applicant's architect to update the master plan according to these phases (see Sheet A1.01a 'Master Plan Update' in attached plan set):

Updated Master Plan - Phases:

Phase 1 (constructed in the next 2 to 5 years)

- Phase 1A: Birch Replacement. The first overall phase and first Development Permit Application of the Lions redevelopment involves the construction of a 101 unit, eight storey Birch building. The new Birch building is to be located in the same area as the previous Birch building, and be connected to the existing Timbers building (to support shared services provision for residents).
- Phase 1B: Alder Replacement. This eight storey building (with approximately 198 units and located adjacent to 203 Street) is to replace the existing Alder building and also connect to the Timbers building.

Phase 2 (constructed 5 to 10 years from now)

- Dogwood Replacement: this phase involves the construction of a new 6 storey building with approximately 185 units, and replaces the existing Dogwood building located adjacent to 54 Avenue.

Phase 3 (constructed 5 to 10 years from now)

- Cedar Replacement: This phase, located south of the 'Birch/Timbers/Alder' complex, involves the construction of a new 6 storey Cedar building with approximately 175 units, and replaces the existing Cedar building located adjacent to 203 Street.

Phase 4-5 (long term; constructed 10+ years from now)

- Fir and Elm Replacements: located in the south-east corner of the site, the fourth and fifth phases involves the replacement of the Fir and Elm buildings with two 15 storey buildings (approximately 135 units in each building).

7. Master Plan: Urban Design Considerations

The applicant's multi-phase redevelopment seeks to renew the site's buildings and on-site services and amenities, and increase the number of dwelling units to serve anticipated future housing needs. As noted above, staff support the proposed increase in density given the site's proximity to the Downtown and the future SkyTrain station, and the proposed significant increase in senior's housing units. Within this context, it is also important to ensure the overall site design for the proposed redevelopment of the Langley Lions property reflects key urban design and CPTED principles (ie. as per the OCP, Downtown Urban Design Plan) including:

- Facilitating direct and safe pedestrian/vehicular connections through large properties;
- Creating pleasant, safe and resident-oriented public and semi-private open/green spaces;
- Arranging buildings to maximize light, reduce shadowing and provide clear sightlines;
- Supporting pedestrian-friendly streetscapes through building and open space design; and
- Providing logical and convenient vehicular drop-offs, loading areas and parkade entrances.

As noted above staff reviewed the applicant's initial Master Plan and worked with the applicant's architect to refine it according to the high-level principles noted above (and noting that other 'grade-level' urban design best practices, such as ground-oriented dwelling units, are required nonetheless).

Updated Master Plan - Key Urban Design Elements

Based on this updated Master Plan (Sheet A1.01a), the following key elements are to be incorporated into the site and building designs of Phases 1-5:

Phase 1 (1A - 1B)

The proposed building footprints preserve the existing mature trees in the centre of the site, and will create a well-defined, semi-private amenity area for residents. This 'half-quadrangle' design will provide for easy site surveillance, as well as convenient vehicular drop-off and site circulation. Staff note the proposed Alder building should incorporate a step-back at the 6th storey and an architectural break along the building face to reduce and differentiate building massing along 203 Street. A proposed east-west service road, between 203 Street and 204 Street, is to be provided to facilitate convenient building access, off-street loading opportunities and fire truck access. The Phase 1 design also preserves the possibility of future pedestrian connections (or vehicular, as appropriate) to the shopping mall property to the north.

Phase 2-3

Recognizing that the proposed redevelopment of the Dogwood and Cedar buildings will likely involve phased demolitions of these buildings, the new buildings are to be designed and arranged in a manner that provides a central public (or semi-private) pedestrian connection/open space between 54 Avenue and the central amenity area in Phase 1. This will support easy pedestrian movement through the site, allow for more sunlight and less shadowing in the south west and central portion of the site, and enable the creation of a new resident-oriented open/green space that 'completes the quadrangle' with Phase 1. Taller portions of Phase 2 and 3 buildings are oriented towards Phase 1 and step down to 6 storeys at the southern edge of the site, to allow more sunlight to penetrate the central green space. Like the Alder building in Phase 1, the 8 storey portions of the new Dogwood and Cedar buildings should also incorporate a step-back at the 6th storey and architectural breaks along building faces as well. A vehicular connection between the east-west service road

(developed as a part of Phase 1) and 54 Avenue is also required to support site connectivity, circulation and convenient parkade/loading access.

Phases 4-5

The final phases involve two 15 storey high rise buildings, a 'great lawn' pedestrian and green space connection between 204 Street and the east-west service road, and a plaza/urban agriculture component. Noting these potential phases have the longest time frame associated with them, there may be further design refinements. This being said, staff recommend that the design of these phases include the following elements:

- General alignment of the northern edge of the great lawn feature with the east-west service road, to create a direct pedestrian connection to the central and west portions of the site, and through to 203 Street;
- Convenient and safe parkade entrances, loading and drop-off areas (locations to be determined);
- Staggering the high rise building footprints (ie. moving the north building away from 204 Street, the south building closer to the intersection of 204 Street and 54 Avenue) to create unobstructed view corridors from each building. This approach also places more distance between the high rise buildings to provide more privacy for high-rise residents, creates space for a multi-purpose plaza/open space adjacent to the south high rise and 54 Avenue, and allows for more noon/afternoon sunlight penetration onto the plaza/open space/great lawn and the overall site.
- Both high rises are to incorporate lower podium building portions, to support a height 'step down' to a pedestrian scale along the 204 and 54 Avenue street frontages. The north high rise is to have a lower podium / entrance / drop-off (subject to Engineering review and approval) component that addresses 204 Avenue, and the south high rise is to incorporate a lower podium building portion fronting 204 Street and 54 Avenue, to reduce building massing at this intersection;
- Designing the plaza and urban agriculture spaces to be directly adjacent to and integrated with amenity building/dining room components of the two high rise buildings (staff suggest these components be on the west side to maximize sunlight). This approach will ensure these spaces are well-used, safe and easily viewed from interior amenity and dining spaces; and
- Staff suggest that a small public plaza/feature, complete with the Lions plaque marker and additional tree plantings, be incorporated

at the southwest corner (204 Street/54 Avenue) / along 54 Avenue as a public amenity and green space that softens the interface between the taller/denser Lions site and adjacent properties.

8. Development Permit for Phase 1A (see Sheets A1.07 – A4.03)

While the applicant has provided a phased Master Plan for the long term redevelopment of the site, the Development Permit application only includes a key component of the immediate first phase, Phase 1A, for which detailed plans are provided. The plans for Phase 1A (replacement of the Birch Building) show an 8-storey, 101-unit apartment building near the centre of the block bounded by 203 Street, 54 Avenue and 204 Street. The flat roofed structure sits atop an underground parking garage accessed from a north-south lane at the rear of the building.

The overall building height is comparable to the height of the mechanical penthouse on the adjacent Langley Lodge building (5451 – 204 Street). The proposed Phase 1A building is internalized within the site and generally complies with the OCP's multifamily residential development permit area guidelines. Where the upper floors of the north building elevation project above the adjacent Evergreen Timbers building, the applicant has enhanced the architectural treatment (window fenestration, exterior finishes) at the request of staff.

9. Land Use Contracts

Two of the properties were developed under Land Use Contracts from the 1970's. The Land Use Contracts are agreements between the owner-developer and the City that include land use regulations and servicing requirements. The LUC's are based on the original development plans for the site and would not allow the proposed redevelopment. Accordingly, the applicant has applied to discharge LUC16-73 and LUC 11-75.

10. Securing Tenure - Housing Agreements

According to their attached 'Tenant Mix' document, the applicant, Langley Lions Housing Society, is proposing the following unit and tenant mix for the Birch redevelopment and the overall development:

Birch Building Replacement:

- 30% - Moderate Income (Affordable Market Rents)
- 50% - Housing Income Limits (Rent Geared to Income)
- 20% - Low Income Deep Subsidy

Overall:

- 80% - Seniors (aged 55 years or older)
- 20% - Non-Seniors (under 55 years)

In order to ensure that the proposed housing units are developed and maintained for the intended purposes, the owner will be required to enter into a housing agreement with the City in accordance with Section 483 of the *Local Government Act*. The housing agreement is a form of restrictive covenant which must be adopted by bylaw and is registered against the titles of the properties.

Further details and analysis regarding the anticipated tenant mix, allocation and age/income levels will be presented along with the proposed OCP Amendment and Zoning Bylaw amendments at a future Council meeting.

Engineering Requirements:

These requirements have been issued for a rezoning and development permit for a proposed 981 Unit Senior Complex located at 20355-20385 54 Ave.; 5421 204 St. 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 zones, parking, loading areas, and garbage / recycling areas, all of which apply to this Development.

A) The developer is responsible for the following work which shall be designed and approved 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 #2518.
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 Subdivision and Development Bylaw. All calculations shall be based on the updated IDF data for Surrey Kwantlen Park (1962-2013) with 20% added to the calculated results to account for climate change.

3. 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. 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. Any upgrades required to service the site shall be designed and installed at the developer's expense. 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. Conduct a water flow test and provide fire flow calculations by a Professional Engineer to determine if the existing water network is adequate for fire flows. Replacement of the existing watermain 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". All calculations shall be submitted in spreadsheet format that includes all formulas for review by the City.
5. 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.
6. A traffic impact study will be required to determine if there will be significant impact and traffic concerns with the proposed development. The scope of the study must be approved by the Director of Engineering, Parks and Environment prior to initiation.
7. The condition of the existing pavement along the proposed project frontage 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 as per the geotechnical engineer's recommendations to the centerline at the developer's expense.
8. Existing sidewalk to be removed and replaced along the project's 204 St. and 54 Ave. frontages complete with a planting strip, boulevard trees and sidewalk bump-outs for appropriately spaced benches.

9. 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. To accommodate the City of Langley's Fire Rescue Service equipment, the developer is responsible for providing 8.0m minimum accessible paved laneway widths and appropriate radii within the project complex.
10. 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 shall be as per current City of Langley standards.
11. Eliminate the existing utility pole on the 204 St. frontage.
12. Permanent pavement restoration of all pavement cuts shall be as per the City of Langley's pavement cut policy by the developer's contractor at the developer's expense.
13. A 4 meter corner truncation will be required at 203 St. and 54 Ave. for a future traffic signal.

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

1. The City would require a Security Deposit based on the estimated construction costs of installing civil works, as approved by the Director of Engineering, Parks and Environment.
2. The City would require inspection and administration fees in accordance to the Subdivision Bylaw based on a percentage of the estimated construction costs. (See Schedule A – General Requirement - GR5.1 for details).
3. The City plans to construct a future bike lane (future works) on 204 St. The developer will be required to make a cash-in-lieu contribution for the design, construction and administration of said future works (amount to be determined).
4. A deposit for a storm, sanitary and water connection is required, which will be determined after detailed civil engineering drawings are submitted, sealed by a Professional Engineer.
5. The City would require a \$40,000 bond for the installation of a water meter to current standards.

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

1. Underground hydro and telephone, and cable services to the development site are required.
2. Consolidate the subject properties. All survey costs and registration of documents with the Land Titles Office are the responsibility of the developer/owner.
3. Water meters are required for each water connection and are to be installed outside in a vault away from any structure, in accordance with the City's water meter specifications, at the developer's cost.
4. An approved backflow prevention assembly must be installed on the domestic water connection immediately upon entering the building to provide premise isolation.
5. A "Stormceptor" or equivalent oil separator is required to treat site surface drainage.
6. A complete set of "as-built" drawings sealed by a Professional Engineer shall be submitted to the City after completion of the works. Digital drawing files in .pdf and .dwg format shall also be submitted.
7. The selection, location and spacing of street trees and landscaping shall be in accordance with the City of Langley's Official Community Plan Bylaw, 2005, No. 2600 and Street Tree Program, November, 1999 manual.
8. Stormwater run-off generated on the site shall not impact adjacent properties, or roadways.
9. Garbage and recycling enclosures shall be designed to meet Metro Vancouver's "Technical Specifications for Recycling and Garbage Amenities in Multi-family and Commercial Developments - June 2015 Update".

Fire Department Comments:

Fire department access for the whole project was reviewed to ensure 8m wide roadways were in place to accommodate fire apparatus. Fire hydrant and Fire Department Connection locations will be evaluated during the building permit stage.

Advisory Planning Commission:

In accordance with Development Application Procedures Bylaw No. 2488, the subject applications will be reviewed by the Advisory Planning Commission at the September 11, 2019 meeting. A copy of the APC minutes will be presented to Langley City Council at the September 30, 2019 Regular Council meeting.

BUDGET IMPLICATIONS:

In accordance with Bylaw No. 2482, the proposed Phase 1A development (Birch Building replacement) would contribute \$334,215.00 to City Development Cost Charge accounts. Community Amenity Charges of \$202,000.00 would also apply to the Phase 1A development.

ALTERNATIVES:

1. Require changes to the applicant's proposal.
2. Deny application.

Prepared by:



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

Concurrence:



Carl Johannsen, MCIP, RPP
Director of Development Services

Concurrence:



Rick Bomhof, P.Eng.
Director of Engineering, Parks &
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Concurrence:



Rory Thompson, Fire Chief

attachments