



# REPORT TO COUNCIL

To: **Mayor and Councillors**

Subject: Langley Lions Redevelopment - Public Hearing  
Information Report

File #: 6620.00

Doc #:

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

Date: January 22, 2020

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## RECOMMENDATION:

That Council receive the Langley Lions Redevelopment - Public Hearing Report for information.

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## PURPOSE:

The purpose of the report is to provide clarification on points raised at the Public Hearing held on January 13, 2020 concerning the proposed Langley Lions Redevelopment, and does not constitute new information after the Public Hearing.

## COMMENTS/ANALYSIS:

Speakers at the January 13<sup>th</sup> Public Hearing raised points about the proposed development that require clarifications. These are provided in the table in Attachment 1.

## BUDGET IMPLICATIONS:

N.A.

## **SUMMARY:**

The January 13, 2020 Public Hearing involved Council receiving public input regarding the proposed OCP Amendment, Zoning Amendment and Land Use Discharge Bylaws to change the land use, density and design guidelines of the Langley Lions seniors housing complex and facilitate a long-term, phased redevelopment of the site. As noted above, many of the comments raised at the Public Hearing have already been addressed in the applicant's plans, reports and other supporting information, and the information presented in this report also provides further clarifications that respond to comments and questions received at the Public Hearing.

Outstanding issues relating to tenant mix and affordability can be addressed through the formulation and Council consideration of the individual housing agreements that will be required for each successive future phase, and Council's January 13, 2020 resolution regarding the future on-site tenant mix provides guidance for the negotiation of future housing agreements. The building and site design of future phases, provided there is general concurrence with the master plan, can also be further refined through the development permit application process for each of the future buildings. Accordingly, it is recommended that the OCP Amendment, Zoning Amendment and Land Use Contract Discharge Bylaws be considered for third reading at this time.

## **ALTERNATIVES:**

N.A.

Respectfully Submitted,



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

Concurrence:



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Carl Johannsen, RPP, MCIP  
Director of Development Services

Attachment(s):

1. Public Hearing Comments and Clarifications
2. Construction/Traffic Management Plan – Valley Traffic Systems
3. Close-up of Master Plan Shadow Study (Equinox) – DYS Architecture

**CHIEF ADMINISTRATIVE OFFICER'S COMMENTS:**

I support the recommendation.



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Francis Cheung, P. Eng.  
Chief Administrative Officer

**Attachment 1: Public Hearing Comments and Clarification**

Item	Comment	Clarification/Response
1. Langley Lodge Ownership	<ul style="list-style-type: none"> <li>• Staff reports describe Langley Lodge as a long-term seniors care facility “operated by Fraser Health Authority”. Speaker says it is actually operated by the Langley Cares Society, which has owned the land and facility since 1973.</li> </ul>	<ul style="list-style-type: none"> <li>• City staff acknowledge this and will correct wording in reports.</li> </ul>
2. Building Height Comparison	<ul style="list-style-type: none"> <li>• Disagreement with the comparison of building heights in staff report.</li> </ul>	<ul style="list-style-type: none"> <li>• December 3, 2019 staff report describes Birch Building replacement as being “comparable” in height to Langley Lodge. DVP 01-06 plans show that Langley Lodge West Tower is 85 ft (top of mechanical penthouse) while the new Birch Building Replacement is 92 feet at its highest point (86 feet plus 6 foot mechanical penthouse), which is 7 feet higher than Langley Lodge.</li> </ul>
3. Langley Lodge Communications Antennae Impact	<ul style="list-style-type: none"> <li>• Concern that the height of the Birch Building replacement will interfere with communications antennae on the roof of the Langley Lodge, which the operator depends on for revenue.</li> </ul>	<ul style="list-style-type: none"> <li>• Applicant has committed to discuss this issue with the Langley Lodge and address their concerns regarding the communications antennae.</li> </ul>
4. Construction Impacts	<ul style="list-style-type: none"> <li>• Concern about impact on Langley Lodge’s north parking lot/service lane.</li> <li>• Concern about contractors taking up street parking along with Langley Lodge parking areas.</li> </ul>	<ul style="list-style-type: none"> <li>• Applicant’s construction/traffic management plan (presented at the public hearing, and attached to report) shows access to site from 203 Street driveway – there will be no construction access from 204 Street.</li> <li>• Applicant has committed to securing off-street parking for contractors in the area.</li> <li>• Applicant is strongly motivated to reduce nuisance impacts</li> </ul>

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	<ul style="list-style-type: none"> <li>• Concern about noise, construction traffic, debris, etc.</li> </ul>	<p>from construction for the sake of LLHS tenants and Langley Lodge patients.</p> <ul style="list-style-type: none"> <li>• Applicant must comply with City Noise bylaw.</li> <li>• Construction/traffic management plan sets out requirements for dust control and street sweeping</li> </ul>
<p>5. Langley Lodge Courtyard Impacts</p>	<ul style="list-style-type: none"> <li>• Concern that enjoyment of the courtyard will be reduced due to shadowing.</li> <li>• Safety concerns expressed relating to the dark courtyard.</li> </ul>	<ul style="list-style-type: none"> <li>• The applicant's shadow study was presented to Council on December 9, 2019; a close up of this shadow study is attached to this report for additional clarification of shadowing impacts. The shadow study shows at the equinox between 10 am and 2 pm, which is the time of year and day that shadow studies typically focus on, that the long-term redevelopment of the Langley Lions site will enable significant portions of the Langley Lodge courtyard area to receive full sunlight (no shadows) during a typical lunch time period - between just after noon to after 2 pm, and following this shadow progression the courtyard will only be almost fully shadowed by the new Birch building after 4 pm. This close-up also shows, in red outline and provided to clarify current shadowing conditions on this courtyard, that the existing Elm building, which is oriented along the southern edge of this courtyard, casts a shadow over most of the courtyard throughout this same time period. The future planned demolition of the existing Elm building, combined with careful design and siting of the new Elm 15 storey tower (Phase 6) will significantly improve sunlight penetration into the Langley Lodge courtyard during mid-day. Further minimization of shadowing in this courtyard during this time period may also be possible through design refinements as a part of the Development Permit process for Phase 6.</li> </ul>
<p>6. Density</p>	<ul style="list-style-type: none"> <li>• Concern that such a high density would lead to segregation and</li> </ul>	<ul style="list-style-type: none"> <li>• LLHS notes that it provides extensive common areas in Evergreen Timbers building and will add more within the</li> </ul>

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	<p>isolation of seniors on the site.</p> <ul style="list-style-type: none"> <li>• Concern that an 80% increase in density is excessive.</li> <li>• Statement that density is inconsistent with other similar projects in Metro Vancouver.</li> </ul>	<p>Birch Replacement Building. Gathering spaces are specifically programmed to overcome segregation and isolation.</p> <ul style="list-style-type: none"> <li>• Proposed density at full buildout of the complex would be 137 units/acre, less than the 150 units/acre currently permitted on the adjacent Langley Mall property. As noted in previous staff reports, the proposed increase in density can be supported as follows:                         <ul style="list-style-type: none"> <li>✓ The site is adjacent to the Downtown and in close proximity to shops and services accessible to the tenants;</li> <li>✓ The site abuts the Langley Mall property which is designated for high density, mixed-use development including high-rise apartments in the City’s existing Downtown Master Plan;</li> <li>✓ The site is located within 500 metres (5-10 minute walk) of the planned Downtown Langley SkyTrain station;</li> <li>✓ The proposed redevelopment will provide a substantial component of the affordable rental housing units required for seniors in the City of Langley.</li> </ul> </li> <li>• As noted in the staff report, the redevelopment master plan includes best practice urban design features that will help create safe, comfortable and community-oriented spaces that foster resident interaction and enhance livability, by way of the quadrangle building layout, low building lot coverage (36.5 percent), large internal courtyards and community gardens, and ground-oriented units that provide ‘eyes on the street’ and greenspaces.                      Staff further note that the proposed density is consistent with the Draft OCP Land Use Concept recently presented for public input.</li> <li>• There are other examples of high-density/ large seniors</li> </ul>

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		<p>housing complexes in the region, including the 16 storey Affordable Housing Societies complex in North Vancouver, the 23 storey Oceana PARC project in White Rock, and the 11-acre Menno Place seniors complex in Abbotsford. Menno Place includes buildings between 3 to 7 storeys and 512 independent, assisted and residential care units, plus a 151 bed hospital on the same site. Staff note that the society that operates Menno Place has considered the addition of new units and redevelopment of existing buildings to higher density forms.</p>
<p>7. Affordability &amp; Subsidy Level</p>	<ul style="list-style-type: none"> <li>• Concern that typical tenant income levels will rise through redevelopment and that this will gentrify the complex.</li> <li>• Recommendation that the share of deep subsidy/Rent Geared to Income (RGI) units be increased.</li> <li>• Request that a social planning consultant conduct a review of the proposal, and include community consultation, age-friendly and social isolation-based considerations, and input from a gerontologist on effects of density on seniors' housing and mental health.</li> </ul>	<ul style="list-style-type: none"> <li>• BC Housing's support letter noted that "The redevelopment results in more subsidized housing units being created in the new building than in the old Birch building which it is replacing. Under this rental rate structure, none of its subsidized tenants for the new Birch building will be required to pay more than 30 % of income for rent."</li> <li>• Funding for redevelopment phases relies on compliance with BC Housing criteria.</li> <li>• LLHS has indicated that it addresses issues of resident segregation and isolation in a high-density environment by providing social space and programming it with activities. Some examples include exercise, BBQ, cards, crib, bingo, a community meal funded by a local church, lawn and carpet bowling, Irish dancing, ukulele group, and many entertainment events in general. Residents are invited to these events with posters located in each building. The amenities and opportunities are there so not to isolate any tenants. Supporting the tenants is LLHS' core function. The tenants' success is recognized in the continuing and increasing support from Fraser Health, BC Housing and on the ground service providers.</li> <li>• LLHS notes continuing support from BC Housing, Fraser</li> </ul>

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		<p>Health and non-profit service providers is evidence of successful operating practices.</p> <ul style="list-style-type: none"> <li>• The applicant recognizes that Housing Agreements will need to be approved by Council for the Birch Building and each future phase of the redevelopment. This will likely involve further research, analysis and consideration of tenant needs as future phases come forward, and applicant is committed to working with the City of Langley to create a healthy community at the Langley Lions site.</li> </ul>
8. Tenant Mix	<ul style="list-style-type: none"> <li>• Confusion around what the final tenant mix will be for the Birch Building, given the number of Fraser Health-supported residents currently living on site.</li> </ul>	<ul style="list-style-type: none"> <li>• The tenant mix for the Birch Building Replacement will be at least 80% seniors (55+) and up to 20% non-seniors.</li> <li>• The income mix will be:                             <ul style="list-style-type: none"> <li>-30% - Moderate Income (Affordable Market Rents)</li> <li>-50% - Housing Income Limits (Rent Geared to Income)</li> <li>-20% - Low Income Deep Subsidy</li> </ul> </li> <li>• The tenant and income mix for the Birch Building and each future phase of the redevelopment will be secured through Housing Agreements registered against the title of the property. While the proposed tenant mix in new Birch Building has been determined through the funding for the redevelopment (through BC Housing’s Community Housing Fund), the specific tenant mixes of future phases are to be determined and Council will need to consider the approval of future Housing Agreement for each new phase, within the intent of the proposed OCP Amendment and Rezoning, which if approved will enable the redevelopment of the Langley Lions seniors complex.</li> <li>• City Council passed a resolution at its January 13, 2020 meeting that requires a minimum of 87 percent of units be provided for seniors in future phases of the redevelopment. During Council discussion it was clarified that this would give staff guidance in negotiating the tenant mix for future</li> </ul>



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		<p>phases of the redevelopment which would then become part of housing agreements, each of which would require approval of Council.</p> <ul style="list-style-type: none"> <li>• The Langley Lions Housing Society (LLHS) has noted that their focus is on providing seniors housing, which is consistent with the intent of their proposed redevelopment of the Langley Lions seniors housing complex and the proposed OCP Amendment and rezoning Bylaws.</li> </ul>
<p>9. Acquired Brain Injury &amp; Rainbow Program Tenants</p>	<ul style="list-style-type: none"> <li>• Concern that there won't be enough social supports available, while these tenants represent about 25% of complex population.</li> </ul>	<ul style="list-style-type: none"> <li>• Support for Acquired Brain Injury and Rainbow Program tenants is provided by Fraser Health, Langley Stepping Stone and Cheshire Homes Society.</li> <li>• LLHS asserts that these tenants enjoy good support from service providers.</li> </ul>