



OLD YALE ROAD

OCP Designation Planning Study for a Seniors' Precinct

July 2018



CITY SPACES



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Introduction

CitySpaces Consulting was commissioned by the City of Langley to undertake an impartial micro-area planning study to evaluate a new seniors campus-oriented OCP land use designation located at Old Yale Road. The study area comprises properties located near the intersection of Fraser Highway and Old Yale Road, within close proximity to the municipal boundary with the Township of Langley, as shown in Figure 1.

This study is in response to the Hehe Rosewood Seniors Centre Development Application (comprising an OCP Amendment, Rezoning Amendment, and Development Permit Application) that was recently submitted by Billard Architecture (the applicant) in relation to 21024 and 20964 Old Yale Road, as shown as "Proposed Rosewood Seniors Centre" in Figure 2 on the following page. The proposal is for a residential seniors housing development project that includes congregate living, assisted living, and long term care units over 24,445 square metres of floor space.

In addition to evaluating the rationale for a new OCP land use designation, this study provides guidance to inform Development Permit Application guidelines. In summary, the study includes the following key tasks and activities:

- Site reconnaissance to assess strengths, weaknesses, opportunities and threats (SWOT) for the study area based on environmental and urban design factors;
- A review of relevant legislation, bylaws, and studies that impact development of the properties;
- Assessment of on-site and adjacent land uses, environmental factors and constraints, character areas and other local influences, to develop an understanding of the context and existing urban and physical structure (including sites across the municipal boundary in the Township of Langley);
- A critique of the Hehe Rosewood Seniors Centre development application drawings as provided, to fully understand the design proposal and its potential impact on the area;
- Case study research on comparable seniors campuses in similar Metro Vancouver contexts to explore good practice design aspects, zoning and land use designations; and
- Recommendations for the preferred land use designation(s) and design guidelines for the study area supported with rationale and justifications. These recommendations provide an appropriate land use framework to help guide future development in the study area properties.

The development application submission is in reference to 20964, 20974, 21016 and 21024 Old Yale Road, as identified through Figure 2. The four properties referenced above comprise the 'application area'. Subsequent to the development application submission, we understand 20980 Old Yale Road has also been purchased by the applicant. The study area also includes the following adjacent residential properties - 20986, 20994, 21002, 21008, 21040, 21052 Old Yale Road, as well as St. Andrew's Anglican Church (20955 Old Yale Road) and the vacant property north of the church (20945 Old Yale Road), as seen highlighted in blue in Figure 2. This blue highlighted area will herein after be called the 'study area'. Figure 3 depicts an aerial view of the application area and study area for reference.

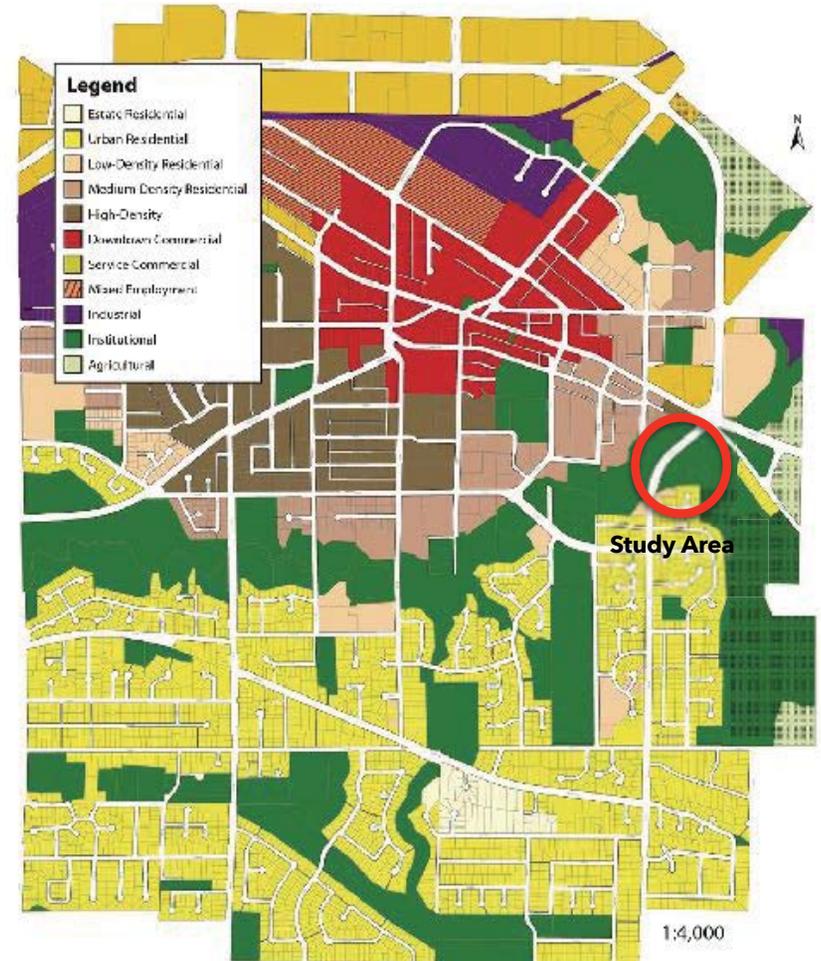


Figure 1 - City of Langley Land Use Designation Map (City of Langley OCP)



Figure 2 - Proposed Rosewood Seniors Centre (City of Langley)



Figure 3 - Study Area Aerial View (City of Langley mapping)

Context

Community Profile (2014)

In Metro Vancouver's Regional Growth Strategy, the City of Langley's population is projected to increase by almost 50%, and increase in housing demand by nearly 70% by 2040. This spike in population will likely be a higher proportion of seniors due to Canada's aging population and the demand for baby-boomers needing seniors housing and care facilities, mixed with the mass exodus from expensive city centres like Vancouver. The City of Langley's Community Profile states that the population of seniors in the City is the age group with the most amount of people, and has increased significantly since 1991, as seen in Figure 4. Current census information illustrates that seniors comprise 19.2% of the City's population, indicating a substantial housing need for this demographic.

Coupled with the City of Langley's five year area growth rate of 16.6%, Langley can expect a drastic increase in population that must be accommodated in the coming years. With this projected population increase, the City of Langley is focusing housing growth in higher-density areas, and development plans include more mixed-use residential/commercial buildings and multi-family residential housing.

Regional Context Statement (2013)

The Metro Vancouver Regional District (Metro Vancouver) requires all municipalities to have a Regional Context Statement (RCS) that aligns itself with the Regional Growth Strategy, to project changes in population and to better manage growth. The City of Langley's latest RCS is from 2013, and is structured to match the Regional Growth Strategy's priorities of creating a compact urban area, supporting a sustainable economy, protecting the environment and responding to climate change, developing complete communities, and supporting sustainable transportation choices.

In the RCS, the study area is located within the Urban Containment Boundary (UCB, black outline) in the City of Langley. Interestingly, the study area is directly on the border of where the UCB meets agricultural (light green) and conservation and recreational areas (dark green), as shown in Figure 5.

The City of Langley completed an Affordable Housing Strategy, whereby the City prioritizes providing new affordable units and working with the development community, non-profit housing providers and health authorities to build seniors' and other special needs housing with support services. With an aging population and due to the large proportion of the City's demographic as seniors, this policy is notable when reviewing this application.

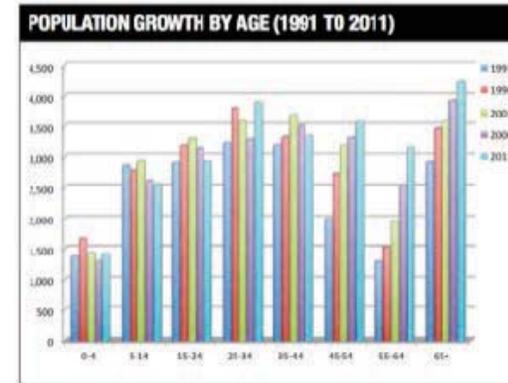


Figure 4 - Population Growth By Age Chart



Figure 5 - Regional Context Statement Map

Existing Land Uses and OCP

The current land uses for the application and study areas, as designated in the Official Community Plan, are Institutional and Urban Residential, as shown in Figure 6.

The Institutional designation is intended to accommodate a variety of recreational, civic and other institutional uses in the City, with 20% of the City's land area allocated for this purpose in the form of parks, schools, a university, and a private golf course.

The Urban Residential designation is intended to maintain the single family residential character of areas that are located mainly south of the Nicomekl River, with 22% of the City's land area allocated for this purpose. The OCP describes how the Urban Residential designation is *"intended to maintain the single family residential character of areas north of the Nicomekl River and the low density suburban and rural areas"* and that it *"provides a transition between the multifamily residential areas north of the Nicomekl River and the low density suburban and rural areas beyond the City's boundaries"*.

Although the Urban Residential land use designation is intended to maintain single family residential character, the OCP recognizes intensification in these areas as a possible strategy for attracting investment, revitalization, and to mitigate some growth management constraints in the rest of the City. Concurrently, the OCP encourages support for institutional uses in Urban Residential areas, as stated in Policy 16.2.2:

"Institutional uses providing a service to neighbourhood residents such as schools, churches and child care facilities may be permitted through zoning subject to a comprehensive review of potential impacts such as traffic, parking and noise."

The parcels abutting the subject area have different land use designations including Urban Residential, Institutional, and Agricultural, as illustrated in Figure 8. Agricultural land use is intended to protect areas suitable for "farm use" in accordance with the Agricultural Land Commission Act. The City has a limited amount of agricultural land (approximately 16 hectares), much of it being utilized for recreational or educational purposes. In the OCP, Policy 16.9.4 under the agricultural land use designation states that *"urban land uses shall respect the integrity of adjacent ALR lands inside and outside of the City"*.

Policy 5.2.1 of the OCP covers densification, stating that efforts should *"continue the long term residential densification both around and within the downtown core"*. The study area is located slightly outside the downtown core, so the development proposal is not necessarily consistent with this, however it is close to higher density land uses, such as medium density residential uses on the north side of the Fraser Highway and 208 Street.

The development proposal is not consistent with Policy 5.2.2 which encourages applicants to *"transition residential densities downwards moving out from the downtown core"*. However, as noted, the study area and development application properties are very close to medium density residential land uses on the north side of the Fraser Highway and 208 Street junction.

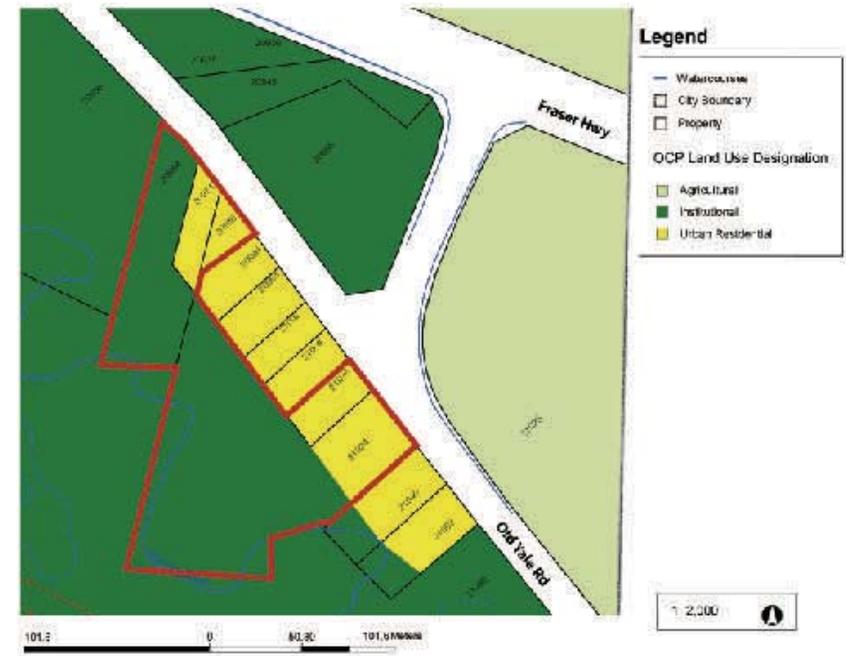


Figure 6 - Existing OCP Land Use Context

The development proposal is in keeping with Policy 5.2.3 of the OCP which describes how the City will “encourage a variety of housing types to meet the needs of the population and the demographic challenges faced by the City.”

Policy 16.4.6 of the OCP describes how “development projects shall not isolate parcels or sites having areas below the minimum lot size prescribed in the Zoning Bylaw for the highest density use contemplated for the area in the Land Use Designation Map”. This is an important consideration in determining any proposed future OCP Land use designation for the remaining single family lots on Old Yale Road that are adjacent to the application area.

Existing Zoning

The study area is currently zoned as ‘P2 – Private Institutional/Recreation Zone’ and ‘RS-1 – Single Family Residential Zone’, shown in Figure 7. The adjacent properties are zoned as ‘RS1 – Single Family Residential Zone’, ‘P2 – Private Institutional/Recreation Zone’, ‘P1 – Public Institutional/Recreational Zone’, and ‘A1 – Agricultural Zone’. The P2 zone allows for a seniors care facility, however the RS-1 zone does not, hence the development proposal requires a rezoning. There are no specific Development Permit Area (DPA) Guidelines pertaining to the existing land use designations on the site, though DPA Guidelines for Multifamily Residential, and Environmentally Sensitive Areas in the OCP provide some general guidelines that are applicable to the proposed development.

P2 zoning allows for the following uses:

- A. Assembly Hall.
- B. Private School.
- C. Private Hospital.
- D. Child Care Centre.
- E. Community Service.
- F. Golf Course.
- G. Parking Facilities.
- H. Accessory uses limited to the following:
 - 1. Caretaker's dwelling unit; and
 - 2. Eating Establishment.
- I. Senior Citizens Care Facility.

RS-1 zoning allows for the following uses:

- A. Single Family Residential.
- B. Accessory Uses limited to Home Occupation and Secondary Suite.
- C. Private Care Facility.

A1 zoning allows for the following uses:

- A. Agriculture.
- B. Single Family Residential.
- C. Accessory uses limited to a Home Occupation.

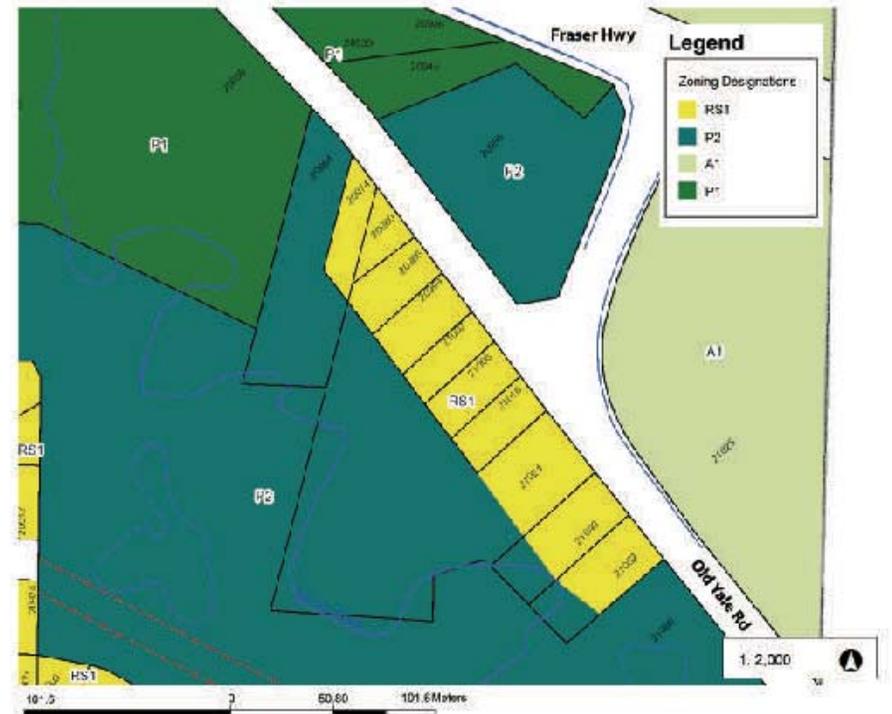


Figure 7 – Existing Zoning Study Area

The property directly south of the study area is zoned P2, part of the Agricultural Land Reserve and currently used as a golf course operated by Newlands Golf and Country Club. The P2 zoned property directly to the north of the application properties is used as a church and parking lot by St. Andrew's Anglican Church. The vacant property to the north of the church is zoned for P1. Other uses of land within 5 minutes walking distance of the study area include an arboretum and demonstration garden to the north, and an active farm to the east.

Physical and Environmental Characteristics

As part of this study, a site reconnaissance was completed to assess strengths, weaknesses, opportunities and threats (SWOT) for the study area based on environmental and urban design factors. These findings are annotated within the following context plans. There are several physical and environmental factors that limit the study area's development potential, due to floodplains and natural habitat.

Environmental Characteristics

The study area is located on or near two major watercourses. The most impactful watercourse - Murray Creek - runs northwestwards through the following study area properties on Old Yale Road - 20964, 21024, 21040 and 21052. The other proximal river to the site is the Nicomekl River, running east to west a short distance north of the study area and across the entirety of the City of Langley.

Murray Creek is classified as a Class A watercourse under the Riparian Areas Regulation Protection Act, whereby salmon inhabit or potentially inhabit these watercourses year round. Murray Creek is part of the Nicomekl floodplain. Both banks of the creek are steep through the application site. On-site the riparian canopy composes predominantly mature trees and shrubs that shade the creek throughout the site. A Streamside Protection and Enhancement Area (SPEA) and geotechnical setback area have been established on the application properties, both of which significantly inhibit their development potential. The impacts of the Environmentally Sensitive Area plan, and Murray Creek can be seen in Figure 8, ranking the study area as moderate and high sensitivity areas. Development within environmentally sensitive areas ranked moderate to high value is prohibited in the OCP. This site also requires a 30 metre minimum setback from Class A watercourses in Riparian areas.

With the physical and environmental factors outlined above considered, the following pages contextualize constraints for the study site, and provide opportunities for the development of the site.

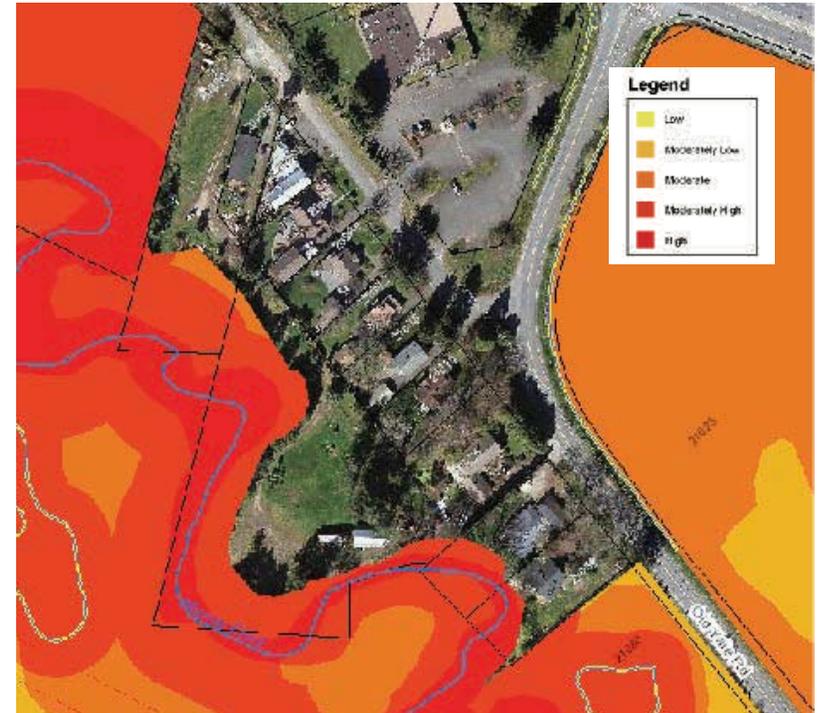
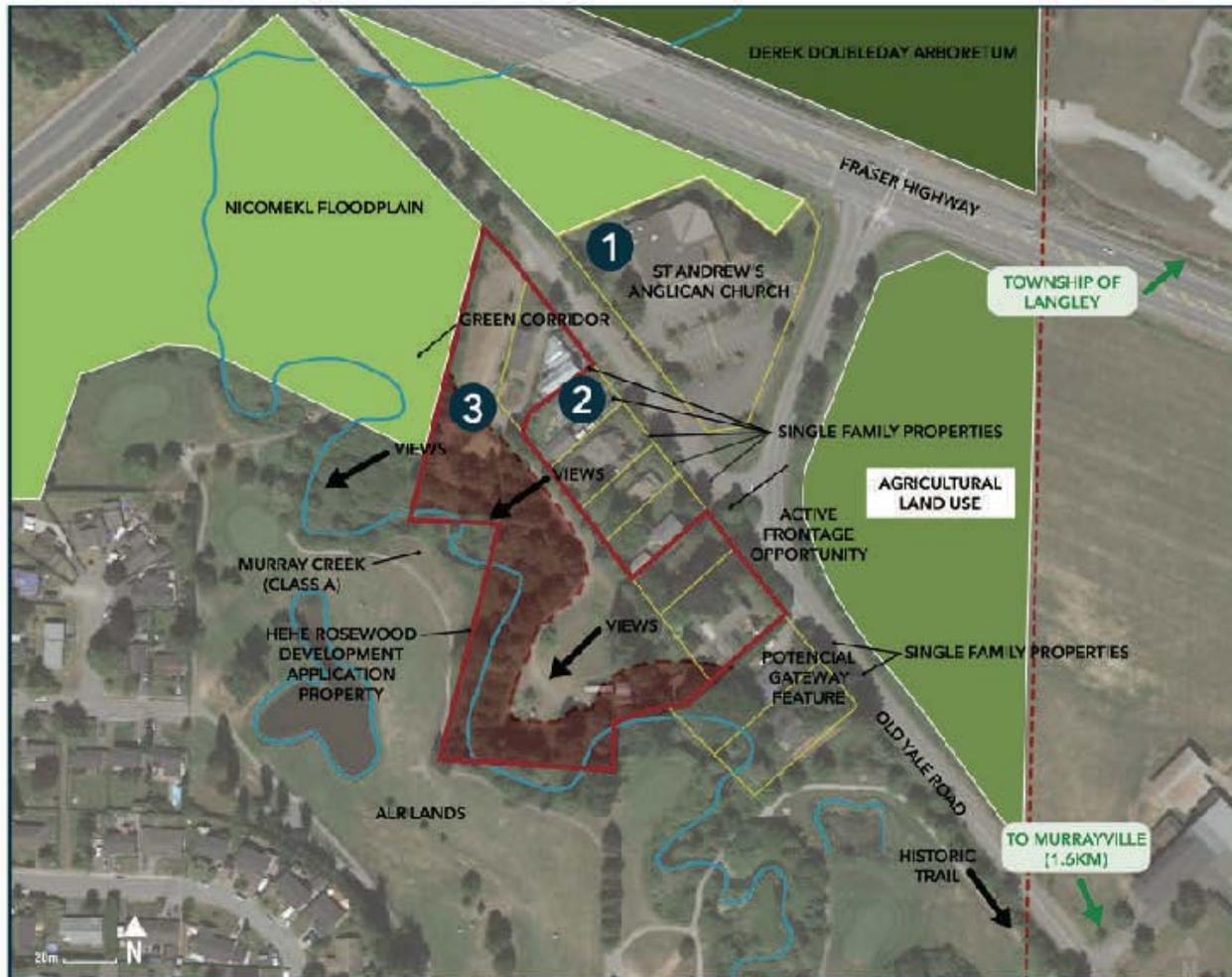


Figure 8 - Murray Creek and Environmentally Sensitive Areas (City of Langley mapping)

Context - Physical and Environmental Constraints Plan



St Andrew's Anglican Church

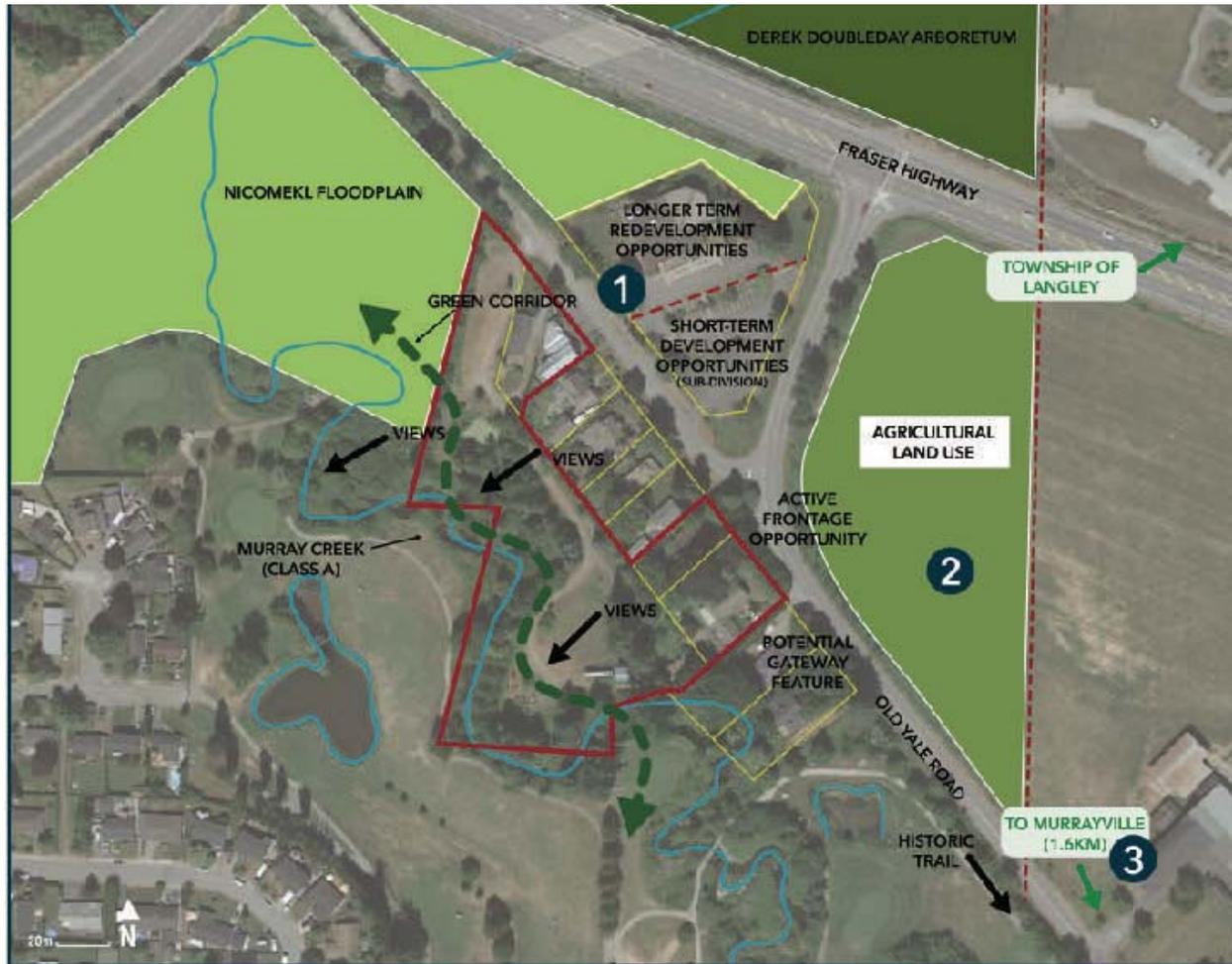


Adjacent single-family properties on Old Yale Road that the proposed development would wrap around.



View to the environmentally sensitive area at the rear of the development application property.

Context - Opportunities Plan



1 The memorial garden at St Andrew's Anglican Church.



2 Agricultural land use opposite the property.



3 Murrayville heritage building.

Strengths, Weaknesses, Opportunities, Threats (SWOT) Summary

The table below covers a SWOT analysis of the study area in relation to a potential seniors development project. It is based on the environmental and urban design factors that were determined during the site reconnaissance.

<p>Strengths</p> <ul style="list-style-type: none"> • Close proximity to City Centre services and amenity spaces such as the Derek Doubleday Arboretum and the Church's memorial garden. • Edge of urban area location and views across the Newlands Golf & Country Club and to the rich agricultural lands within the Township of Langley. The views are an asset particularly for those residents with mobility issues, for which a pleasant outlook will have an uplifting effect. • Direct access to the Fraser Highway (a major road with bus services), good access to Langley Hospital, proximity to Langley Regional Airport. • Close proximity and comfortable walking distance to the commercial area of Langley City Centre with the amenities and services that residents can access. 	<p>Weaknesses</p> <ul style="list-style-type: none"> • Environmental and topographical constraints on the development application site and across the study area. • Limited frontages on Old Yale Road associated with the development application site. An active frontage adds interest, life and vitality to the public realm. • Limited planning framework against which the development proposals can be assessed (e.g. there is no neighbourhood concept plan or appropriate OCP land use policy). The development proposal is not consistent with Policies 5.2.1 and 5.2.2 of the OCP, however it is consistent with Policy 5.2.3.
<p>Opportunities</p> <ul style="list-style-type: none"> • This location is an eastern 'gateway' into the City of Langley. This provides an opportunity for a high-quality scheme that announces an arrival into the City. • Old Yale Road and the proximity to historic Murrayville provides a heritage context for the study area. • Low intensity development at the St Andrew's Anglican Church site and the vacant property to its north. • Strengthening of the green corridor along Murray Creek, linking the floodplain to the north with the natural vegetation at the Golf Course. • Active frontage opportunity on Old Yale Road. • Senior friendly amenities in close proximity to the site. 	<p>Threats</p> <ul style="list-style-type: none"> • The riparian area renders much of the development application site environmentally sensitive. • Integrating with the neighbourhood context including the single-family properties on Old Yale Road in the near term while planning for a longer-term development scenario across the study area. • Neighbour concerns with the disproportionate scale, massing and design of the Hehe Rosewood development application. • Irregular development parcel for the Hehe Rosewood scheme.

Hehe Rosewood Development Application Review

Proposal

The development application, as submitted by Billard Architecture, proposes an OCP amendment, Rezoning and Development Permit Application. The application seeks a Rezoning from 'P2 - Private Institutional/Recreation Zone' and 'RS1 - Single-Family Residential' to 'CD - Comprehensive Development', to accommodate a large seniors campus of care.

The proposed development application is for two separate buildings, the Main Building and the Annex Building, on the lots currently zoned as 'P2 - Institutional/Recreational' and at 21024 Old Yale Road currently zoned 'RS-1 - Single Family Residential'. The project would be developed around adjacent single family homes presently located between the two developable lots on Old Yale Road, as shown in Figure 10. The buildings propose to accommodate long term care (28 rooms), assisted living (183 units), and independent living residents (92 units). The application also proposes 293 parking stalls, scooter and bicycle parking, and storage lockers.

The application indicates a future development potential and assumes the six adjacent 'RS1 - Single-Family Residential' zoned properties on Old Yale Road (20986, 20994, 21002, 21008, 21040, 21052) will be assembled for future phasing though there is no indication of timings or whether all of the owners are planning or willing to sell. It is therefore important that the development proposal works as a standalone scheme.

The following provides a synopsis of the Hehe Rosewood development application.

- FSR: 1.36
- Lot Coverage: 24%
- Proposed Height: 18.4 metres
- Units: 275 units and 28 congregate care housing rooms
- Amenities: rooftop gardens, cafe, pub, laundry facility, medical clinic, pharmacy, salon, fitness centre, theatre, games room, and multi-purpose room. Note – a pharmacy use may not be permissible at this location. Page 16 of the City of Langley's zoning bylaw (Regulations Applicable to all Zones section) states that "no pharmacy shall be located within 400 metres of any other pharmacy". The closest pharmacy is at Safeway on the Langley Bypass, which is believed to be less than 400 metres away.



Figure 9 - Proposed Hehe Comprehensive Living for Seniors Development (Billard Architecture)



Figure 10 - Proposed Main Building (Billard Architecture)

Analysis

The applicant sets out a design rationale for the proposed development and identifies the overarching influence that environmental factors have had on the buildings' form and siting. Much of the property is not developable owing to the aforementioned on-site constraints, hence the applicant has orientated considerable density and built massing within the residual development parcels. The resultant effect is disproportionate in scale to the single family adjacent properties on Old Yale Road. Within the existing proposals, those neighbours are almost certain to experience significant adverse impacts associated with loss of privacy/overlooking, infringement of daylight/sunlight and overshadowing. The applicant has in-fact provided a shadow study within the submission that demonstrates the single family properties adjacent to the proposed buildings on Old Yale Road will be adversely affected.

The applicant suggests that there is future development potential, which would result in redevelopment of the adjacent single family properties on Old Yale Road, however this scenario is not guaranteed and no details or timings are provided. A future development of these single family properties may be many years away as the developer seeks to assemble all of the privately owned properties. The design proposal should therefore appropriately reflect an interim scenario whereby these properties will remain and should not be adversely impacted to such an extent. Recommended design changes include:

- Drop the buildings' heights closest to the single family properties (to three or, a maximum, four storeys) so they are more in keeping with the scale of these properties;
- Amend the buildings' layouts and orientations to address the overlooking issue - this is particularly true of the proposed Annex Building which does not in any way respect the privacy of its neighbours; and
- Increase side yard setbacks so they are in keeping with comparable residential zones in the City, such as RM2 of the City of Langley's zoning bylaw that proposes 7.5 metre setbacks. These setbacks should incorporate the required fire truck access of 8 metres. The applicant has not indicated the size of the setbacks in the proposal, however, these appear to be much less.

The proposed design is a bold statement and has the potential to make an exciting contribution to the built environment in the City. The location allows for an opportunity to provide a landmark building or feature at the City of Langley's eastern gateway and this appears to be the design intention. However, the contemporary design, building form and materials do not reflect the local heritage context for the study area location on Old Yale Road, the adjacent agricultural character, nor built vernacular more widely including the historical setting at nearby Murrayville.

The proposal would benefit from having a stronger relationship with Old Yale Road. Presently both the Main Building and the Annex Building do not have any presence or frontage onto the street; this would help more successfully integrate the development into the neighbourhood. In revisiting the design, the applicant might also consider how the compromised livability of the Assisted Living units on floors 3 to 6 might be addressed - these are the closely inward facing units with balconies that are almost touching.



Figure 11 - Proposed Annex Building (Billard Architecture)

Both of the proposed buildings' are likely to have a large dominating presence within the neighbourhood. A finer grain of smaller buildings would help foster a more human scale of development that is less institutional and more attractive to seniors. Introducing more smaller buildings would not necessarily result in a lack of overall floorspace, however it would help to create a more intimate environment.

The proposed development will help to meet an important need for new seniors' accommodation in the area, as evidenced within the OCP (page 10) which discusses a growing elderly population. However this should not be to the detriment of those already living or working in the neighbourhood. The proposal has incorporated many good practice design aspects, however there are ways it can be revised to ensure it fits more harmoniously and appropriately into the existing environment and neighbourhood context.

Case Study Research

Comparable new seniors housing and care facilities in Metro Vancouver were researched and reviewed to assess their key design attributes, land use and zoning contexts and settings. Outlined in this section are three good practice examples. While it can be acknowledged that every site is unique and that the design influences will vary according to environmental, locational and market influences, the following examples help to provide an appropriate context against which some aspects of the development proposal may be evaluated.

Case Study 1 - Gilmore Gardens, Richmond (4088 Blundell Road)

Gilmore Gardens is a four story retirement residence for seniors located in a central area of Richmond (see Figure 12). It was jointly developed with Gilmore Park United Church in 1999. This site was chosen due to its location within a neighbourhood where many local seniors were looking to remain but downsize. The development is well integrated with the adjacent single family housing properties and with the church. Site specific characteristics are outlined below:

- Zoning: ZIS-2 – Religious and Congregate Housing
- Land Use: Community Institutional – those areas of the City which are intended for institutions engaged in religious, educational or cultural activities, and may include other uses.
- FSR: 1.8
- Site characteristics:
 - ▶ Neighbouring church
 - ▶ Adjacent to single family housing
 - ▶ Welcoming frontage onto Blundell Road
 - ▶ Successful landscape screening to adjacent properties
 - ▶ Walkable to grocery store / amenities
 - ▶ Transit access / bus stop across the street

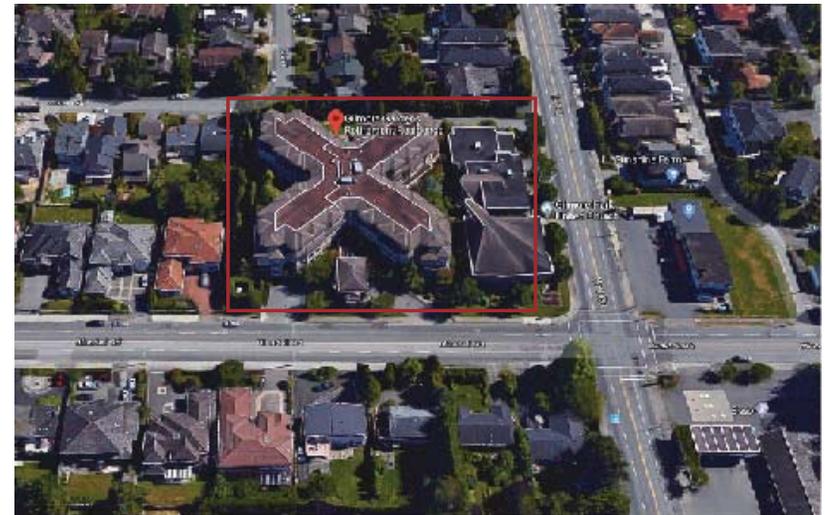


Figure 12 – Gilmore Gardens is a four story retirement residence

Best Practice Features

Design: Appropriate scale of development allowing successful neighbourhood integration with the adjacent single family properties and effective landscape screening.

Built Environment: Developed in conjunction with a community asset – Gilmore Park United Church, helping to foster an identity for the development and sense of place for residents who attend this place of worship.

Zoning: Site-specific ZIS-2 – Religious and Congregate Housing Zone
Notable Excerpts from City of Richmond Zoning By-Law specific to this development:

Purpose:

This zone provides for congregate housing, religious assembly and religious education

Permitted Uses:

Child care, congregate housing, education, commercial, religious assembly

Permitted Density:

- A. The maximum floor area ratio on church site is 0.6.
- B. The maximum floor area ratio on retirement residence site is 1.6.

Permitted Lot Coverage:

- A. The maximum lot coverage on church site is 40%.
- B. The maximum lot coverage on retirement residence site is 43%.

Parking shall be setback:

- A. 6.0 m from the north lot line;
- B. 10.0 m from the south lot line;
- C. 7.5 m from the east lot line;
- D. 6.0 m from the west lot line;
- E. 0 m where the lot line abuts a property zoned this site specific zone district.

Permitted Heights:

The maximum height for buildings and accessory structures is 16.0 m.

On-Site Parking and Loading:

Minimum number of parking spaces required shall be 110 for a religious assembly and related facilities and 40 for a congregate housing facility.



Figure 13 - Successful landscape buffer between land uses



Figure 14 - Exemplary placemaking with adjacent church and integration with banners and landscaping

Case Study 2 – Chartwell Churchill House Retirement Residence, North Vancouver (150 W 29th St)

Chartwell Churchill House is a 2008 built four story retirement residence for seniors located in the District of North Vancouver. This site is a comparable case study owing to its adjacency to single family housing, its proximity to neighbourhood services, and its successful design and landscaping features which help to ensure its integration within the neighbourhood context. Site specific are outlined below:

- FSR: 1.55
- Zoning: CD-49
- Land Use: RES5 – Medium Density Apartment – provides increased multifamily housing up to approximately 2.50 FSR at strategic locations in centres and corridors. Development are typically medium rise apartment which must be integrated with other adjacent uses including single family homes.
- Site characteristics:
 - Modest design
 - Well landscaped
 - Subtle colouring
 - Walkable to church, grocery store, coffee shops, restaurants

Best Practice Features

Design: The development provides a contemporary example of medium density dwelling units integrated within a mature neighbourhood comprised of older single family homes. The site has effective street presence on 29th Street West but still provides privacy, welcomes nature and provides integrated landscaping. Accessibility and mobility needs are met with private drop off and below-grade parking. The building utilizes a subtle colour palette helping it to blend in with the surrounding built environment character.

Built Environment: Well-located in the neighbourhood and walkable to many senior-friendly amenities such as coffee shops, churches, grocery stores, and restaurants.

Policy Framework: The property is within the Form and Character Development Permit Area of the District of North Vancouver. Policies regulate the design of the neighbourhood to maintain a cohesive feel and to preserve the history and character of the area. The guidelines also offer design direction such as massing, rooftop features, balconies, weather protection, and identity and relationship to the street. OCP Form and Character Development Permit Area objectives include guidelines for:



Figure 15 – Aerial view of Chartwell Churchill House Retirement Residence



Figure 16 – Subtle colour palette and interesting gardening and landscaping features

- *Accessibility + Connectivity:* Age friendly development; ease of approaching, entering and exiting buildings; integration of trees, plants and natural elements for shade, sensory and health benefits, puts the pedestrian first; has a walkable, interconnected block pattern; orients buildings and their entries to the street; connects or is enhanced by natural features.
- *Design Excellence:* Is appropriately scaled and massed within the context of its location; has well articulated, timeless architecture; has variation and unique features from one building to the next.
- *Placemaking:* Lasting architectural character; places to gather, play, relax, enjoy nature or garden; building heights and siting in proportion to street width; coordinated and attractive landscaping, street furniture and amenities.



Figure 17 - Successful fencing and tree buffer to enhance privacy

Case Study 3 – Chartwell Renaissance Retirement Residence, Langley (6676 203 St)

Chartwell Renaissance Retirement Residence is a four story retirement residence for seniors located in the Township of Langley which was built in 2005. This site was chosen due to its adjacency to multi-family townhouses (which may or may not form part of a future development phase adjacent to the Hehe Rosewood proposal), proximity to amenities, and its location in the Township of Langley. Site specific characteristics can be seen below:

- FSR: 1.6
- Zoning: P-3A
- Land Use: Residential Institutional
 - ▶ Integrated well with surrounding built environment
 - ▶ Direct access to 203 Street with on-site visitor parking at the rear of the facility
 - ▶ Modest building scale reflects massing of neighbourhood buildings on each side
 - ▶ Softer colour palette reflects the existing character of the neighbourhood
 - ▶ Strong frontage on 203 Street
 - ▶ Walkable to amenities: Walmart, Costco, and London Drugs
 - ▶ Local bus stop beside property

Best Practice Features

Design: Building setbacks on 203 Street are sufficient to allow for suite privacy but still help to provide a relationship with the street. Seniors’ accessibility is taken into consideration with front pick-up/drop off driveway with surface level visitor parking at the rear. Resident throughway/nature path provides a landscape screening for single-family residential immediately adjacent to the property.

Built Environment: This neighbourhood is primarily multi-family townhouses to the west, north and south, which means this medium density development does not feel out of scale. Residents can easily access community facilities and amenities with close walking distance to Walmart, Costco, and London Drugs.



Figure 18 - Aerial view of Chartwell Renaissance Retirement Residence



Figure 19 - Successful integration with nature pathway, appropriate street furniture, and landscaping

Conclusions and Recommendations

Following our research activities, CitySpaces outlines the following conclusions and recommendations.

Recommended land use designation

R1. Designate the entire study area lands 'Multiple Family Residential Seniors' (MFRS) or similar with the Medium Density Residential land use designation. This designation should reflect a seniors focus. The permissible land uses within should be 'Senior Citizens Care Facilities', 'Congregate Housing', and 'Senior's Oriented Multifamily Residential' and related institutional uses such as Assembly Hall, as per the Zoning Bylaw's defined terms.

The proposed development will help fulfil an important local demand for new seniors' accommodation in the area. This is articulated in the Langley City OCP Policy 5.2.3 and the preceding background text, therefore a new OCP Land Use designation for the study area should reflect and provide for this demographic need. Many of the seniors' campus case studies are based on multiple-family residential land use designations.

The maximum building height should be 6 storeys, with buildings stepped down to three or four storeys when they interface with single family neighbours. At present, the proposed scheme appears to have very minimal setbacks and this will likely adversely impact neighbours. 7.5 metre setbacks should be considered on each side of the property, except where a fire truck access is expected to be accommodated (in which case it should be extended to 8.0 metres), which is the same as the setbacks within the most comparable RM2 and RM3 residential zones of the City of Langley Zoning Bylaw. The setbacks could incorporate fire truck access as noted, something we understand the fire chief at the City has asked for in relation to both of the proposed buildings.

Accessory uses should be those institutional uses that provide a service to a seniors community, such as churches, amenity open space and healthcare facilities. The recommended MFRS land use is appropriate for St Andrew's Anglican Church, which may or may not redevelop in-situ as part of a residential-led intensification in the future.

Density

R2. Permit three remaining areas with future development potential in the study area* to be developed to a maximum of 173 units per hectare (70 units per acre). This would be based on the comparable and preferred Medium Density Residential land use of the City of Langley's OCP.

The Hehe Rosewood development proposal consists of 275 units over approximately 4.44 acres (1.8 hectares) resulting in a density of 62 units per acre (153 units per hectare). Without the aforementioned environmental constraints, a higher density up to 70 units per acre (173 units per hectare) could have been appropriate under a medium density scenario. It is difficult to imagine how the Hehe Rosewood proposal



Figure 20 - Car park at St Andrew's Anglican Church

could be amended to increase its FSR any further without having any more significant adverse impact on single family neighbours on Old Yale Road.

The three remaining areas with development potential in the study area as defined could accommodate medium density multiple family residential land uses for seniors with accessory uses, which would complement the Hehe Rosewood development and help create a new seniors precinct at this location. As noted, the OCP through Policy 5.2.3 supports the growth of housing for seniors and the Old Yale Road study area location is a ideal location for reasons demonstrated in the SWOT summary. All three potential development areas would meet the minimum lot size and width of the three Multiple Residential Zones (RM1, RM2 and RM3) of the City of Langley's zoning bylaw.

* Three areas with future development potential in the study area (as identified in the SWOT summary and plans) and their potential unit yield based on 70 u.p.a. are as follows:

- No. 1 – 21040 & 21052 Old Yale Road (3,573 m²/0.36 ha/0.89 ac @ 70 u.p.a. = 61 units)
- No. 2 – 20986, 20994, 21002, 21008 Old Yale Road (4,011 m²/0.40 ha/0.99 ac @ 70 u.p.a. = 69 units)
- No. 3 – St Andrew's Anglican Church site – 20955 Old Yale Road (10,827 m²/1.08 ha/2.67 ac @ 70 u.p.a. = 187 units)

Design Guidelines

Building Form and Orientation

R3. It is recommended that the applicant amends the design's orientation, particularly of the Annex Building, to address the overlooking issues. This would also include lowering the buildings' heights to three or four storeys where they interface with the adjacent single family properties, so they are more respectful of the existing scale of developments in the neighbourhood.

A fundamental design requirement to any new multifamily proposal, be it for seniors, families or both, is to ensure integration, compatibility and harmony with the surrounding built environment. The Hehe Rosewood proposal is disproportionate in scale to the single family adjacent properties on Old Yale Road, who are likely to experience significant adverse impacts, particularly associated with loss of privacy. It is recommended that the proposed design is amended to address this issue. This may be achieved by lowering the buildings' heights closest to the single family properties so they are more in keeping with the scale of these properties – potentially three or four storeys can help achieve this at this location.

In addition, the buildings' layouts and orientations should be amended to address the overlooking issue – this is particularly true of the proposed Annex Building which does not in any way respect the privacy of its neighbours. Presently the suites and front of building balconies in the Annex Building are directly overlooking into the rear yards of the adjacent single family properties and likely the bathrooms and bedrooms at the rears of these houses.



Figure 21 – Gateway access point into the City from the Township of Langley - view towards the single family properties on Old Yale Road

Both of the proposed buildings' in their present form are likely to have a large dominating presence within the neighbourhood. A finer grain of smaller buildings would help foster a more human scale that is less institutional and more attractive to seniors. Breaking the buildings - in particular the Main Building - into two smaller buildings would not necessarily result in a lack of overall floorspace, however it would help to create a more intimate and attractive environment.

If the other listed sites (listed on page 18) with development potential in the study area come forward for development, their design proposals should complement the scale, height and orientation of any development that the applicant brings forward. Any new buildings at these locations should have an active frontage on Old Yale Road and respect existing development in the neighbourhood.

The specific design guidelines reflected above align closely with the 'general' OCP Development Permit Area Guidelines for Multiple-Family Residential.

Landmarks and Heritage

R4. Encourage the applicant to amend the design to reflect local heritage influences

The study area's Old Yale Road eastern gateway location into the City allows for an opportunity to provide a landmark building or feature at the development application property. However the contemporary design and materials being proposed within the HeHe Rosewood scheme do not reflect the local heritage context on Old Yale Road, the adjacent agricultural character, nor built vernacular more widely including the historical setting at nearby Murrayville.

It is recommended that the design is amended to pay homage to these heritage influences through use of materials, colours and design features, so it may integrate more comfortably into the character of the neighbourhood. One such design intervention would be the introduction of storyboards at the property which commemorate the important influence of Old Yale Road in the settlement of BC by pioneers. Other recommended design interventions would be the use of natural wood elements, other local building materials and drawing on local traditions of built form. A softer and more muted colour scheme is also recommended to be provided by the applicant as part of the next design iteration.

Relationship with the Street

R5. Encourage the applicant to amend the design so there is a stronger relationship with Old Yale Road

Currently both the Main Building and the Annex Building are inward looking development proposals, that do not have any presence or frontage on Old Yale Road. Reconfiguring the design to achieve this basic good practice urban design objective would help more successfully integrate the development into the neighbourhood. A softer, more welcoming Old Yale Road frontage can also help alleviate any neighbour concerns.

In revisiting the design, the applicant might also consider how the compromised livability of those Assisted Living units on floors 3 to 6 will be addressed - these are the units that are closely inward facing with balconies almost touching each other.

Future Development Potential for the Study Area

R6. Understand if or when the identified (possible) future development opportunities in the study area (outside of the application site) are likely to come forward

Neighbours (including the Church) have not been consulted as part of this work scope, nor are their future intentions known, however the City of Langley has asked CitySpaces to consider the future development potential for the residential land in the study area. These sites are identified above as future development opportunities 1, 2 and 3. From an urban design perspective, the identified sites are obvious opportunities for future development, and they are more likely to come forward once a new overarching OCP land use for the study area has been adopted. The single family properties on Old Yale Road, if assembled by a developer who would need to have a controlling interest in them, would form a logical part of a future multifamily seniors project. As mentioned above, such developments should front onto the street and closely integrate with any future Hehe Rosewood development proposal. All three future development opportunities that have been identified are of sufficient size to meet the minimum lot size and width of the preferred RM2 multiple residential medium density zone of the City of Langley's zoning bylaw.

As noted above, CitySpaces is not generally aware of neighbours' future intentions, having not consulted nor spoken with them. However we understand from speaking to the City, who has confirmed that the applicant is in discussions with neighbours, these single family properties (20974 - 21040 Old Yale Road) may or may not form part of a future potential development. It is important that the applicant's proposal works as a stand-alone project.

We assume the City will consult further with the neighbours to fully understand levels of support or concern for the applicant's proposal prior to making any recommendations to Council. CitySpaces has seen emailed comments from one Old Yale Road neighbour upset about the applicants' proposal owing to the perceived adverse impact it will have upon his property. This feedback is not reflected in the applicant's write up of the public consultation events that CitySpaces has seen.

A shorter term project could involve a seniors development within the Church's parking area, which may or may not be under-utilized (see the Opportunities Plan). This would require the property to be subdivided. The entire property could be redeveloped and the Church re-provided on-site if there is a will to remain at this location longer term and a willingness to be involved in a more comprehensive and ambitious project.



Figure 22 - Single Family properties on Old Yale Road - possible future phase

Crime Prevention through Design

R7. Review the design submission for crime prevention interventions

Opportunities to help prevent and reduce crime at the application property through environmental design interventions could include the following:

- Layout - the design for the development should allow for natural surveillance, both on the street and internally within the site.
- Parking - controlled and well designed access to the underground parking will help ensure criminals cannot easily break into vehicles. The design proposes that all parking will be underground.
- Open spaces and landscaping - the open spaces around the property should be designed for maximum surveillance to encourage their use rather than misuse. Pedestrian routes through the development's open spaces should be designed to ensure safety and convenience, with adequate levels of lighting and signage.
- Boundaries to the application property - the homeless encampment to the north of the property is an ongoing concern for the community. A landscaped buffer may be an effective deterrent to unauthorized entry from that side of the property. The use of physical barriers such as a robust fence, and clear delineation of the edge of the private property from the street are encouraged to help make intruders feel unwelcome. By removing any excuse for entering the property, the opportunity for criminality is significantly reduced. Active frontages to buildings, as has been recommended by CitySpaces, and well thought through design treatments can reduce the need for physical barriers.
- CCTV is effective in crime prevention, however, its main role should be to complement good design rather than replace it. Good design encourages natural surveillance and the continuous occupation of buildings and spaces.

The applicant has engaged a specialist to advise on crime prevention, though clearly the architect and landscape architect will have an equally important role to play to ensure the buildings and environment reflect the good practice guidelines outlined above.

Appendix A - Defined Terms

Defined Terms

The terms below have been identified in the City of Langley's Zoning Bylaw. These different land use definitions provide a context for the following evaluation of potential land use designations for the study area.

- Senior Citizens Care Facility - a facility licensed under the Community Care Facility Act, providing sleeping units as well as medical, food and personal services for elderly persons but does not include dwelling units.
- Congregate Housing - a multiple unit residential use for elderly persons in the form of rental occupancy only, with shared dining, social, and recreational facilities and dwelling units having a gross floor area not to exceed 70 m² (753 sq. ft.) each and may also include a caretaker's dwelling unit, as well as administrative office and personal services for the use of residents.
- Seniors-Oriented Multifamily Residential - a multiple unit residential use oriented toward persons aged 55 years and over and includes personal services for the use of residents.
- Assembly Hall - a building which provides for the gathering of persons for religious, charitable, philanthropic, cultural or educational purposes and includes churches, auditoriums and youth services, but excludes private schools or child care centres.
- Accessory Uses - a use which is secondary and ordinarily incidental to that of a principal use situated on the same lot and which occupies a smaller area of the lot or a building on the lot than the principal use.

Appendix B – References

Context and Opportunities

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Images: Google Maps

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