

CITY OF
LANGLEY



ADVISORY DESIGN PANEL REPORT

To: **Advisory Design Panel**

Subject: **Rezoning Application RZ 13-23
(5501 204 St & 20300 Douglas Cres)**

From: Anton Metalnikov, RPP, MCIP
Planner

File #: 6620.00

Bylaw #: 3290

Doc #:

Date: July 2, 2024

RECOMMENDATION:

THAT this report be received for information.

PURPOSE OF REPORT:

To consider a Zoning Bylaw amendment application by Orion Construction for a multi-phase mixed-use master plan at 5501 204 St and 20300 Douglas Cres.

POLICY:

The subject property is currently zoned C1 Downtown Commercial Zone in Zoning Bylaw No. 2100 and designated "Transit-Oriented Core" in the Official Community Plan Land Use map.

OCP Policy 1.13. (Master Planning) requires all proposed developments on sites greater than 2 acres involving multiple phases to prepare a master plan. The subject site is 9 acres in size and is intended to be developed in phases. Accordingly, a rezoning application has been submitted to align the site's zoning with its OCP designation and enable Development Permit applications for individual buildings to be made in the future and adopt a master plan site layout these buildings will generally conform to. Specific policies guiding the redevelopment of the Langley Mall are contained in OCP Appendix B.

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

COMMENTS/ANALYSIS:

Background Information:

Applicant:	Orion Construction
Owner:	0622215 B.C. LTD.
Civic Addresses:	5501 204 Street & 20300 Douglas Crescent
Legal Description:	Lot 375, District Lot 36, Group 2, New Westminster District, Plan 46221; Parcel A, District Lots 305 and 36, Group 2, New Westminster District, Plan BCP35185
Number of Units	Approximately 1,900 (subject to change)
Site Area:	3.6 hectares (9.0 acres)
Floor Area Ratio:	Maximum 5.5
OCP Designation:	Transit-Oriented Core
Existing Zoning:	C1 Downtown Commercial
Proposed Zoning:	CD100 Comprehensive Development Zone
Development Cost Charges:	To be calculated at Building Permit stage
Community Amenity Contributions (CACs):	To be calculated at Building Permit stage

Discussion:

1. Context

The applicant is proposing a multi-phase mixed-use development intended to be built out, in four phases, over 10 to 20 or more years on a large outdoor commercial centre site composed of two properties: the Langley Mall and its parking lot at 5501 204 Street and the Tim Hortons at 20300 Douglas Crescent.

The site is strategically located on Douglas Crescent and between 203 Street and 204 Street, with frontages on all of these streets, and south of City Hall and Timms Community Centre. As a key 'hinge point' between the adjacent Historic Downtown, commercial areas on Fraser Highway and 56 Avenue and residential neighbourhoods to the west and south, the site has the potential to add significant residential density and enhanced commercial activity, and new public open spaces and amenities that will benefit both residents and businesses.

This site is well-served by existing arterial road connections and a high concentration of shops and services, including those provided by the existing commercial centre itself. A mix of both commercial and low-rise apartment buildings sit across from the site to both the east, north, and west. To the south, the site is neighbored by the Langley Lions senior housing complex, which itself had a site-wide master plan rezoning approved in 2019 with building heights of up to 15 storeys.



Site context

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

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

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

- Seven bus routes (directly adjacent);
- The Langley Centre transit exchange and the fifteen bus routes it serves, including the frequent 503 Fraser Highway Express (5-to-10-minute walk); and
- The planned Langley City Centre SkyTrain station and its associated transit exchange (5-to-7-minute walk).

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

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

Within the OCP's Appendix B: District Policies, the Langley Mall has a dedicated set of policies on its redevelopment. These include requirements for a master-planned two-property assembly, high-rise apartment buildings, commercial frontage and public open space on Douglas Crescent, pedestrian access both north-south and east-west through site, adding on-street parking to Douglas Crescent, and maintaining three vehicle accesses near their existing locations.

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

The site is also currently zoned C1 Downtown Commercial which permits high density mixed-use development and a height limit of 46 metres or about 150 ft, which typically equates to 15 residential floors or storeys. The 150 foot building height limit has been in the C1 zone since 1996. The site has been envisioned to accommodate buildings up to 15 storeys in height since 2009, when a site concept for the future redevelopment of the Langley Mall was included in the Downtown Master Plan showing 14 storey residential buildings situated on top of a commercial podium (total of 15 storeys).

The subject property is proposed to be rezoned to a site-specific Comprehensive Development (CD) Zone to allow higher densities in future Development Permit applications that are anticipated to be higher than the density permitted by its existing C1 zoning, but still involving a maximum height of 15 storeys. The CD zone will also include a master plan layout to guide the future phased development of the site. Noting that the site is to be built out over multiple phases, this CD Zone-based approach provides flexibility for future individual buildings to respond to different market and policy contexts over time, while maintaining certainty as to the general street and block pattern, building location

and pedestrian open space layout of this future development. The primary effect of the site's CD100 Comprehensive Development zoning will be to allow a mix of uses and higher densities and identify the general street alignments, open space configurations, and building footprints. Within these parameters, the CD100 Zone will allow for different heights, densities and uses, and individual Development Permits will be required prior to any redevelopment occurring, and these Development Permits will include more detail on building integration with the master plan, individual building design and form and character, pedestrian open space design and landscaping. As such, the unit count and density as shown in the proposal's conceptual massing and in this report are approximate.

2. Design

The proposed master plan was designed with the goal of urbanizing the subject site and developing it as an extension of the Downtown area, by way of expanding the adjacent and existing street grid, emphasizing a pedestrian-friendly environment with slow streets and vibrant public spaces, and maintaining of a significant commercial floor area supported by high residential densities, which in turn will support the Downtown's existing offerings and future transit improvements. It is important to note that while relatively detailed assumptions about the ultimate development have been made in the attached drawing package, including on building heights and uses, the master plan is intended to be flexible in response to market and policy conditions as may exist in the future.

Though subject to change, the site is intended to be developed in at least four phases or quadrants over the next 10 to 20 or more years, with the possibility of subphases. The order of these phases is expected to start with the southwest quadrant (5 years to completion), followed by the northwest (5 to 10 years), then the southeast (10-15 years), and finishing with the northeast quadrant (15-20 years). This phasing plan is largely based on the lease obligations with the site's existing tenants, including the No Frills grocery store. The applicant has indicated that a grocery store use will be maintained as a part of the redevelopment of the site (although likely relocated to a phase fronting Douglas Crescent) and the existing mall commercial space will be largely replaced within new phases on Douglas Crescent. Another tenancy of note is the Tim Hortons located on the northwest corner, which has a multi-decade lease in place.

The proposed master plan shows an overall FAR of 4.43 and about 1,900 residential units, although this is subject to change and will be confirmed through future Development Permit applications. As noted above, the maximum FAR for this site in the OCP is 5.5.

Overall Site Concept: Walkable Blocks, High-quality Pedestrian Experience

The master plan site layout and phasing is based on an urban street and block pattern that divides the 9 acre site into four smaller blocks or quadrants/phases, and follows the existing street and block pattern of the surrounding Downtown area. This street and block pattern is organized around a new internal east-west street between 203 Street and 204 Street and a new north-south street that connects Douglas Crescent to the new east-west street. These streets will make the site much more walkable by enabling direct pedestrian and cycle access through the site and to/from adjacent properties, and will distribute vehicle traffic evenly through and into and out of the site, and enable easy access for current and future parking and commercial operations, loading and waste management.

This new street and block pattern is also centred on an interconnected plaza and pocket park promenade or 'spine' that will create a vibrant, attractive and high-quality pedestrian experience and distinct sense of place, following the policies in OCP Appendix B. This plaza-to-pocket park journey begins at the intersection of Douglas Crescent and the new north-south street, where an urban plaza is envisioned to be located and lined with ground floor retail, restaurants, cafes, and street trees, and including outdoor seating, landscaping and public art, and then progressing southward along a wide sidewalk space with an outdoor seating corridor on the east side of the north-south street, and culminating in a pocket park 'anchor' at the south end of the site. This pocket park, accessible to the public, is envisioned to act as the 'green heart' of the site, complete with grassed/landscaped areas, trees and outdoor play features. This park will also create a pedestrian connection between the site and the Langley Lions site.

The proposed new street frontages along 203 Street, 204 Street and Douglas Crescent will feature a high-quality public realm design that is consistent with adjacent Downtown areas, including wide sidewalks, bike lanes, street trees and landscaping pockets and on-street parking to support new street-fronting ground floor commercial spaces along Douglas Crescent and 204 Street.

New Street Grid Details

At build-out the master plan proposes a new east-west street that will upgrade and realign the existing east-west drive aisle on the existing Mall site, and act as an extension of Park Avenue through the site to 203 Street. This east-west street will also enable commercial parking, loading and waste management access for the phases fronting Douglas Crescent. The Douglas Crescent intersection with the new north-south street will be shifted slightly to improve safety at the intersection, and the existing rear lane will be maintained but widened, both to support Fire Rescue access and its potential to provide residential parkade access, and maintain delivery access to the No Frills grocery store.

All streets and lanes on-site are proposed to be private with statutory right of ways to permit public passage. As self-contained throughways with limited connections beyond this site, this approach is feasible and allows for the streets to be owned and maintained by the site owner, including allowing the space under these streets to be used for parking. All internal streets will have on-street parking bays. Dedications will be required from all three fronting streets (Douglas, 203 and 204) to accommodate upgrades including lane reconfigurations, sidewalk and bike lane upgrades, new treed boulevards, and on-street parking. Building accesses shown in the master plan are conceptual. Actual locations and detailed designs are to be confirmed as part of Development Permit applications to be made for individual building phases in the future and based on the results of Traffic Impact Assessments (TIAs).

Conceptual buildings and uses

The buildings in the two northern phases, located between the east-west street and Douglas Crescent, are envisioned to take on a more commercial character, including ground-floor commercial spaces and the potential for an office building on the northwest corner (subject to market conditions). Total commercial floor space at this time is expected to total approximately 11,360 m² (122,000 ft²) if the northwest corner is developed with an apartment building or 22,060 m² (237,000 ft²) if it is developed with an office building, compared to the site's existing commercial floor area of approximately 13,000 m² (140,000 ft²). Above the commercial ground floors, six residential high-rises are proposed, including two longer buildings flanking a plaza on the southeast corner of the Douglas Crescent intersection and the north-south street. These longer buildings are proposed be angled or 'canted' to reduce their apparent massing and floorplate when viewed from the street and to ensure more light access at street level. This approach is based on OCP Development Permit Area Guidelines for high-rises.

On the south side of the east-west street, in the two southern phases, four high-rise buildings are proposed with residential uses only. While height and massing will be finalized at the associated Development Permit stages, these buildings will be required to step down in height (from 14 to 10 storeys) toward the south to create a more sensitive transition to the shorter buildings on the neighbouring Langley Lions site and existing buildings on properties to the east and west. The top of the stepped down portion of these high-rises are also envisioned to include roof-top amenity areas and landscaping/trees.

All of the proposed high-rise buildings on the site are based on best design practice and generally follow the OCP Development Permit Area guidelines for high-rises, with a particular focus on ensuring the high-rise building faces above 10 storeys are located at least 25 metres or 82 feet apart from each other, to reduce shadowing and massing impacts at street level, allow more light access and a comfortable sense of enclosure at street level, and to help maintain privacy

for occupants of these buildings. The spaces between these buildings also enables large outdoor amenity courtyard areas to be placed between towers, for use by the residents of the high-rise residential buildings and complete with landscaping, outdoor play areas, community garden plots and trees.

3. Sustainability

Sustainability has been considered in the site design by way of prioritizing easy pedestrian movement through the site, accommodating new and upgraded bike lanes and boulevards along the fronting streets, and incorporating large green spaces at grade level and as raised courtyards on top of buildings' parkades. More detailed building-level sustainability features will be identified as part of future individual Development Permit applications. Overall, the site is designed to be a model transit-oriented development, in close proximity to the SkyTrain station, with high densities and a mix of uses that support increased transit ridership and the use of active transportation options, and will reduce automobile dependence and emissions over time.

The redevelopment concept also shows the potential for over 210 trees at full build-out, which is almost three times more trees than the existing amount of trees (75) on the site. Efforts will be made throughout build-out, by way of implementing existing and future urban forest management plan policy, to maximize the number of potential trees on site. The total landscaped area proposed in the redeveloped site is almost 5 times more than the current site. These green features, along with high albedo roof covers, will greatly assist in reducing the significant heat island effect that the Langley Mall creates in the Downtown area during hot weather, and provide a greener and more pleasant pedestrian and urban experience compared to the present site condition.

CPTED

CPTED (Crime Prevention Through Environmental Design) is addressed by the master plan through its high density and mix of uses, which will encourage the area to be well-used and keep eyes on the street. design principles will be considered through individual phases and their Development Permit applications, which will require CPTED reports with design assessments and recommendations for improvement to be completed by a qualified consultant. All of the public open spaces on the site will be bounded by active commercial and residential uses to ensure there are eyes of the street throughout a 24 hour day.

4. VariANCES

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

5. Summary

The proposed development is consistent with the City's OCP and District Policies and would convert a large low-density commercial site into a transit-oriented development expanding Downtown.

Engineering Requirements:

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

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

- I. All work to be done to the City of Langley's Design Criteria Manual (DCM) and the City's Subdivision and Development Servicing Bylaw (SDSB).
- II. Per the City's DCM requirement, the Developer and their consulting engineer shall submit to the City Engineer a signed and sealed copy of Form F-1 (Commitment by Owner and Consulting Engineer) prior to starting their design works.
- III. At the Developer's expense, the capacity of the existing water and sanitary sewer systems shall be assessed through hydraulic modeling performed by the City's standing hydraulic modeling consultant per the DCM, Sections 3.8 & 6.5.
 - a. Any upgrade requirement for either sanitary or water mains not covered under the City's DCC bylaw shall be designed and installed by the Developer at the Developer's expense.
 - b. At the Developer's expense, the City's standing hydraulic modeling consultant shall conduct a fire hydrant flow test to be used in the City's water modeling to determine if the existing water network is adequate for fire flows (based on architectural data supplied by the Developer's Architect). Upgrading of existing watermains 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."
- IV. Land dedications and rights-of-way shall be granted to the City based on the design produced by staff and provided to the Developer via email on April 8, 2024.

- V. At the Developer's expense, a Traffic Impact Assessment (TIA) will be completed per DCM Section 8.21. The proposed development plan and statistics, once ready, should be forwarded to the City Engineer to develop the scope of this traffic study. TIA reports must be approved by the City Engineer prior to taking the application to Council. The TIA completion timing must be:
 - a. *For OCP Amendment / Rezoning Applications:* Prior to Council's first and second readings; and
 - b. *For Development Permits (DP):* Prior to Council consideration of the application.
- VI. The scope and extent of the off-site works shall be determined in part from the TIA. All road frontages will be upgraded in accordance with the City's DCM including new sidewalks, curbs, streetlighting, street trees, landscape strip and cycling facilities. The new road frontages shall tie into existing sidewalks, curb & gutters and cycling network at each end.
- VII. The condition of the existing pavement along all the proposed project's frontages shall be assessed by a geotechnical engineer. Pavements shall be adequate for an expected road life of 20 years under the expected traffic conditions for the class of road. Road construction and asphalt overlay designs shall be based on the analysis of the results of Benkelman Beam tests and test holes carried out on the existing road which is to be upgraded. If the pavements are inadequate, they shall be remediated by the Developer, at the Developer's expense.
- VIII. Existing street lighting along the entire project frontages shall be analyzed (excluding any BC Hydro lease lights) by a qualified electrical consultant to ensure street lighting and lighting levels meet the criteria outlined in the DCM. Any required street lighting upgrades, relocation, and/or replacement shall be done by the Developer at the Developer's expense.
- IX. The site layout shall be reviewed by a qualified Professional Engineer to ensure that the parking layout, vehicle circulation, turning paths and access design meet applicable standards and sightline requirements, including setbacks from property lines. Appropriate turning templates should be used to prove parking stalls, loading areas and drive aisles are accessible by service vehicles. Refer to DCM Section 8.0. The design shall be adequate for MSU trucks as the design vehicle.
- X. The Developer is required to deposit all requisite bonding and fees as outlined in the Subdivision and Development Servicing Bylaw.

Fire Department Comments:

The department has reviewed the overall Master Plan for this property. The department's main concern is around access to all buildings on the site. The primary access concern is from the south along the laneway as well ensuring

minimum 8 metre wide unobstructed internal roads throughout the property. The department will continue to work with each individual building development to ensure adequate access for fire apparatus and personnel to each building on site.

Advisory Design Panel:

In accordance with Development Application Procedures Bylaw No. 2488, the subject Zoning Bylaw amendment application will be reviewed by the Advisory Design Panel (ADP) at the July 18, 2024 meeting.

According to the Council-approved ADP Terms of Reference, the ADP is to provide form and character and urban design-related advice and recommendations for Council's consideration. In the absence of an associated Development Permit application, the ADP's role is to provide input on public realm and building interfaces to be considered in the detailed design of future phases. Presentation of this master plan to the ADP will also provide the necessary context for future evaluation of Development Permit applications by the ADP (i.e. how does the subject building relate to the rest of the master-planned site). ADP recommendations will be presented to Council through the ADP meeting minutes and, if applicable, through an additional City staff report, prior to Council consideration of the proposed Zoning Bylaw amendment.

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

BUDGET IMPLICATIONS:

Development Cost Charges (DCCs) and Community Amenity Contributions (CACs) are payable to the City at time of Building Permit issuance, which are preceded by Development Permit applications. As this application is solely for a rezoning, no DCCs or CACs will be provided with this application.

Prepared by:



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Planner

Concurrence:



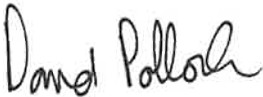
Roy M. Beddow, RPP, MCIP
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Concurrence:



Carl Johannsen, RPP, MCIP
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Concurrence:



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



Scott Kennedy
Fire Chief

Attachments



REZONING APPLICATION RZ 13-23

Civic Address: 5501 204 Street & 20300 Douglas Crescent
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