



OCP & ZONING BYLAW UPDATES



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1

EXECUTIVE SUMMARY

Langley City is seeking to become the “Nexus of Community”, a hub of activity connecting the two regions, Metro Vancouver and the Fraser Valley, that straddle its geography. With unprecedented senior government investments being proposed for the construction of a fixed rail rapid transit line from Surrey to Langley, there has never been a more opportune time to reimagine the community’s potential. As it prepares to implement a new vision for the future, an important initial step is updating its Official Community Plan and Zoning Bylaw.

This Background Research report first paints a picture of Langley City’s current state and then looks at the future all in keeping with the goals and objectives of the Nexus of Community vision.

Langley City Today

Like many communities in British Columbia’s Lower Mainland, Langley City is growing and as such must make important choices around how that growth should shape the urban environment. The city is facing increased pressure on sustaining housing affordability, efficient transportation systems, a robust economy, and a healthy natural environment.

With a small, fully built out land base of 10km² and declining household sizes, the City will need to explore new residential densification strategies to house its population and ensure the next generation can afford a home in the community.

Today, approximately 86% of residents get to work by car, truck, or van. Car dependency can negatively impact a community’s affordability, health, economic vitality, and greenhouse gas emissions. So the City has a strong interest in reducing this number and creating neighbourhoods that are more walkable, bikable, and transit-oriented.

As a job magnet, with a good base of industrial and commercial lands, Langley City continues to punch above its weight within the Metro Vancouver context. More workers commute into the community than commute out of it. However, with the whole region struggling to provide well serviced industrial lands, efforts to intensify Langley City’s stock could help support good paying, local jobs.

Finally, Langley City is fortunate to have the beautiful Nicomekl River and its floodplain provide significant natural relief from its bustling urban core. This and other environmentally sensitive areas require stronger protections in the face of growth, development, and a global climate emergency. Langley City has an important role to play in reducing its greenhouse gas emissions and supporting actions that enhance the ecological functions of its natural spaces.

Langley City Tomorrow

The next chapter in the evolution of Langley City requires an understanding of what is projected for the future. This report explores Metro Vancouver's revised population, jobs, and household projections. It also seeks to understand existing zoning capacity using a range of redevelopment factors. Together they help us understand at a very high-level what the OCP & Zoning Bylaw should begin considering to build an attractive, livable, and sustainable Langley City of tomorrow.





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**VIBRANT
STREETS**

#LC
Future

I CARE ABOUT OUR
**HEALTH +
WELLNESS**

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ENVIRONMENT**

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TELUS Vision:
**Speed
reimagined.**

TELUS

2 | INTRODUCTION

Langley City is growing and its important location, at the nexus of two dynamic regions (Metro Vancouver & the Fraser Valley) within British Columbia's attractive Lower Mainland, is a springboard for a very exciting future. This Background Research Report is intended to be the first step in a four phase process to update the City's Official Community Plan (OCP) and Zoning Bylaw. It presents the city's current state and makes forecasts about future conditions.

To describe the City's current state a community profile has been created, along with a review of current policies and master plans. Additionally, an analysis of the City's sustainability targets, ecological systems, and urban design was completed. Together they paint a detailed picture of the community's main characteristics.

The city's future is one guided by the Nexus of Community vision, adopted by Langley City Council in 2018. This vision builds off Metro Vancouver's population, housing, and employment projections for Langley City up to 2061 with updated figures that consider the unprecedented investment in realizing a SkyTrain line extension from Surrey's King George Station to Downtown Langley City. Moreover, the Nexus of Community vision describes a Langley City that has affordable and diverse housing, is highly walkable, is attractive to the present and future tech economy, and is environmentally sustainable.

Finally, through engagement, the update process will seek constructive input from a significant and diverse range of people and groups to ensure a new vision, policies, and regulations reflect desires in the community for a better Langley City.

LANGLEY CITY: NEXUS OF COMMUNITY

In 2018, Council endorsed a new vision for Langley City as the **Nexus of Community**. The vision communicates the foundation on which the next evolution of Langley City will be developed. It includes four pillars: **Community, Connected, Experiences, Integration**. Each of these represent something valuable to the community, its hopes, and ambitions.

As part of the vision-making process, ideas were shared around what defines those hopes and ambitions to ultimate shape a great city. The following list is what underpins Langley City's Nexus of Community vision:

- A feeling of welcome and safety
- Friendliness and people on the streets, day and night
- A sense of place, character, and identity that showcases the values and ideals of the residents
- History around you as a reminder of the past and to give context to the present
- The diversity of people and ideas which makes a community whole and multifaceted
- A walkable city of pedestrian scale
- Development on a smaller scale to emphasize community
- A magnet of entertainment and attractions
- Greenspace and easy access to nature and recreation

In many ways, Langley City already features a number of these important elements in its people and its urban form. A strong foundation exists and the OCP and Zoning Bylaw update is an opportunity to help implement this Langley City of the future.

COMMUNITY



CONNECTED



EXPERIENCES



INTEGRATION



OCP & ZONING BYLAW UPDATE PROCESS

We're following a 4 phase process to update the Official Community Plan & Zoning Bylaw.

Phase 1 captures the pre-planning work essential to project success, allowing us to understand and initially dive into the local challenges and opportunities. This phase examines the ways in which the OCP and Zoning Bylaw updates can properly integrate with the City's existing 'Nexus of Community' vision, Metro Vancouver's Regional Growth Strategy, the Nicomekl River District Neighbourhood Plan process, and all other relevant City strategies, plans, and policies. Council is given an update at the end of the phase on the findings of the background research.

Phase 2 launches the project with broad public outreach and targeted stakeholder promotion. This phase introduces key issues and trends from the background research. At the end of this phase, Council is provided an update with an engagement summary, a key directions memo detailing preliminary land use and policy options, and a future conditions report showing impacts on infrastructure.

Phase 3 begins with drafting the OCP and Zoning Bylaw. The two documents are prepared and then revised with City of Langley staff. Once complete, they are tested with the community and with stakeholders in a second round of engagement. The feedback from the activities help refine the draft OCP and Zoning Bylaw before they are presented to Council as a final check-in.

Phase 4 is about making final adjustments to the OCP and Zoning Bylaw based on Council's feedback. Both documents are guided through a bylaw adoption process in accordance with the Local Government Act.

Once the bylaws are adopted, the project is concluded and we can celebrate together for a job well done!

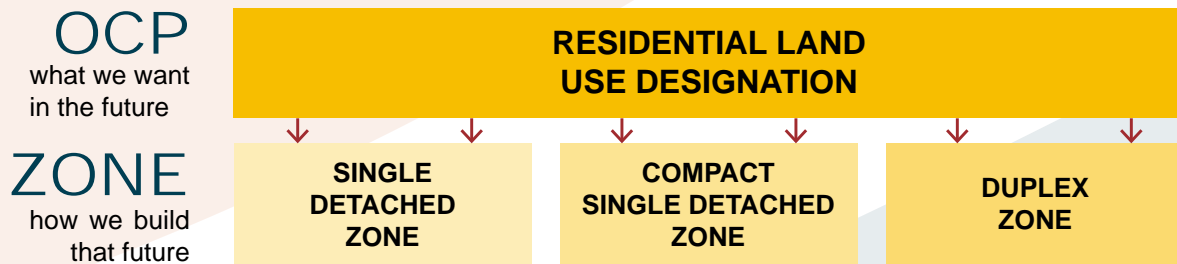


WHAT IS AN OCP & ZONING BYLAW?

An Official Community Plan (OCP) is one of Langley City's most important tools. It helps influence the way the City grows and develops by guiding how land can be used. It includes a vision and policies for shaping the way Langley City will look like in the future, including the homes we build, the streets we travel on, the parks we play in, and the neighbourhoods we live in.

In an OCP, each property is given a "land use designation". This determines what the future use and density would be if the property were to be rezoned. A property's zone, as determined by the Zoning Bylaw, is different. It describes what kind of building already exists or what a landowner is entitled to build. A zone typically contains regulation related to building design, setbacks, heights, and specific uses.

For example, a residential land use designation would provide the option for several different kind of residential zones:



Recreation, Culture and Community





3 | LANGLEY CITY TODAY

To better understand what lies ahead in Langley City's future, it's important to know what it looks like and how it functions today. This section is meant to paint a picture of the current conditions that shape Langley City as we know it. This section is meant to paint a picture of the current conditions that shape Langley City today and identify focus areas for the OCP and Zoning Bylaw update process. It summarizes important data and information according to these major topics:

1. OCP and Zoning Bylaw
2. Community Profile
3. Housing and Affordability
4. Transportation and Getting Around the City
5. Jobs and the Economy
6. Built Infrastructure
7. Natural Systems

Much of the data is taken from the 2016 Census and supplemented from other data sources to provide as accurate picture as is possible.

LANGLEY CITY'S CURRENT OCP & ZONING BYLAW

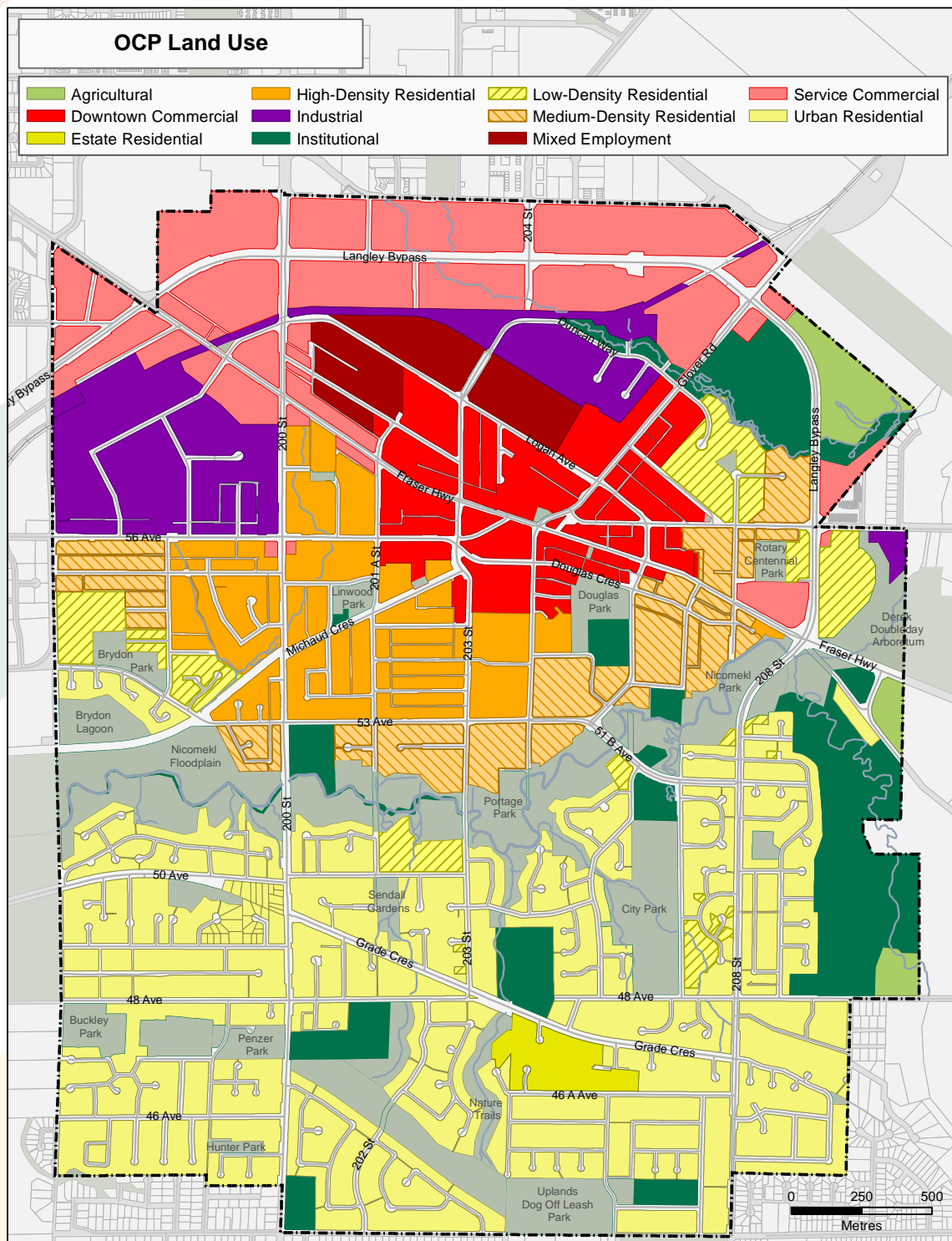
Much has changed since Langley City adopted its current OCP in 2005

The current Official Community Plan (OCP) outlines:

- **Objectives;**
- **Growth management with growth projections and where it should be accommodated;**
- **Policies on residential, commercial, and industrial development;**
- **Policies on a variety of other topics, including environmental protection, transportation, engineering and community services, neighbourhoods, social planning, and sustainability;**
- **Policies on each land use designation (separate from general policies on residential, commercial, and industrial development);**
- **Development permit areas and guidelines;**
- **Regional Context Statement; and**
- **Maps on:**
 - Land use designations;
 - Servicing, including water, sanitary sewer, and storm drainage;
 - Transportation, including road and future transit networks;
 - Parks and open space; and
 - Environmentally sensitive areas.

The OCP has clear intentions on the shape and form of development and outlines the context in each policy area clearly. However, the foundational assumptions – particularly the arrival of a SkyTrain line in the future – have shifted. An affordability crisis has also gripped the region over the last decade with housing policies and action becoming front of mind for many municipalities and governments. In addition, addressing climate change and greenhouse gas reduction strategies are now required through provincial legislation. The OCP will need to address these major contextual changes as they have important consequences for urban areas and growth policies.

Nonetheless, a clear and defining boundary exists in Langley City's 2005 land use plan separating north and south along the Nicomekl River. Apart from a few properties on the south, multifamily residential is contained to the north as is any commercial or industrial lands.



A lack in mix of uses may be impacting the vitality of neighbourhoods

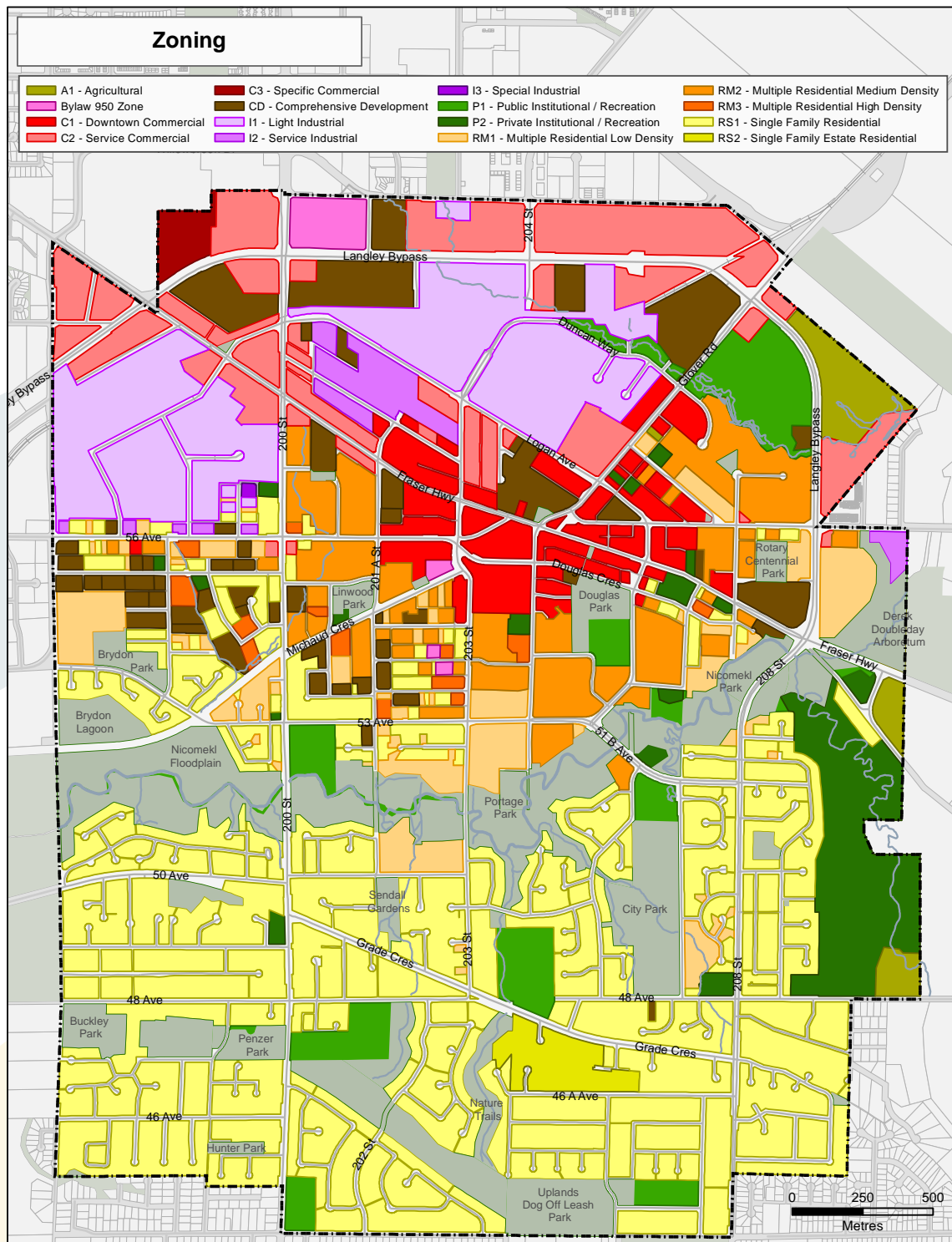
Protected by land use designation and zoning, a significant amount of lands south of the Nicomekl River have continued as single detached neighbourhoods while household sizes (number of people per household) have dropped over the last few decades. This has likely contributed to a decline in population south of the Nicomekl River.

In contrast, complete communities and neighbourhoods that are walkable and sustainable require a mix in uses. This would typically translate into a tapestry of colour on the land use and zoning maps. Even among the higher density residential uses north of the Nicomekl, small scale commercial uses aren't permitted. This means residents have to travel long distances, likely by car, to gain access to shops and services for their daily needs.

Providing the opportunity for modest amounts of neighbourhood scale commercial in strategic locations (i.e. cornerstores, cafes, local retail, etc.) paired with supporting residential densities would improve the economic, environmental, and social sustainability of the entire City.

Another notable land use observation is the prevalence of green “fingers” reaching into the southern neighbourhoods and connecting them to the Nicomekl River. With the arrival of SkyTrain and the growing vitality and magnetism of Downtown Langley, more green connections reaching northward could help “sew” the community together and create a central destination out of the Nicomekl River.

The City's zoning is more piecemeal north of the Nicomekl River, portraying neighbourhoods in transition. There is some redevelopment potential here on properties currently zoned RS1 (Single Family Residential Zone) but designated for multifamily residential in the City's land use plan. Many CD (Comprehensive Development) zones have emerged here too, signalling the need for more adaptable zones that can cater to a greater diversity of development proposals.

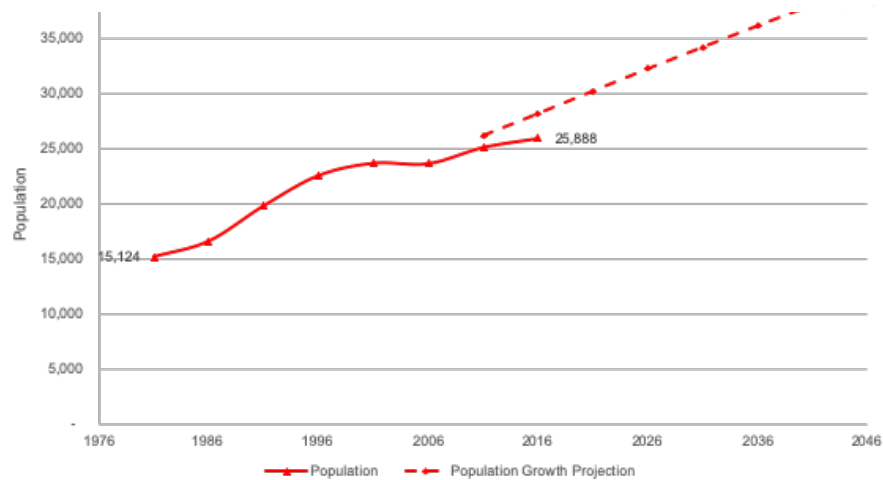


COMMUNITY PROFILE

Langley is not meeting its growth projections, and is growing slower than adjacent municipalities

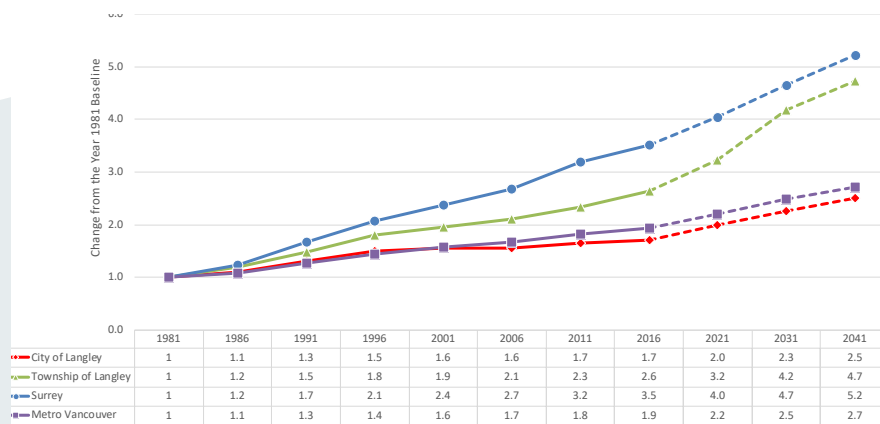
According to the 2016 Census, the City of Langley has a population of 25,888, a 3.2% growth from 2011. While steady growth has been apparent, the limited land base of the City has meant that population growth has generally lagged behind the larger, surrounding municipalities of the Township of Langley and the City of Surrey. This growth is not matching the growth projection in the current Official Community Plan, which projected a population of 28,085 for 2016.

Population Change in the City of Langley



Sources: Metro Vancouver, Statistics Canada

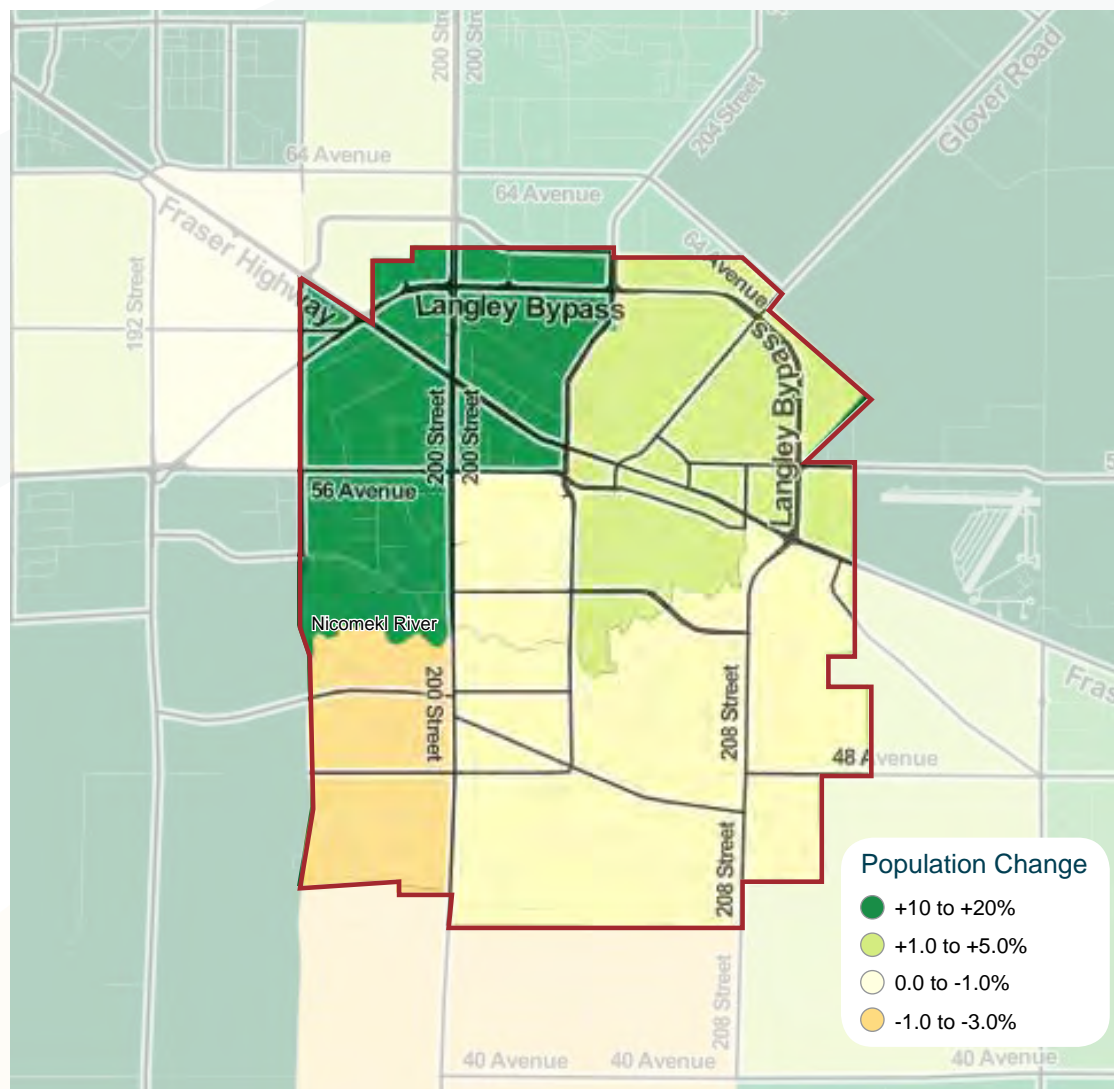
Population Change for the City of Langley, Township of Langley, Surrey, and Metro Vancouver (Baseline Year 1981)



Sources: Metro Vancouver, Statistics Canada

Population growth (2011-2016) has primarily occurred north of the Nicomekl River

The distribution of population growth has been focused in areas north of the Nicomekl River, and notably in the north-west quarter of the city. Higher density land use designations in the OCP have contributed to this condition. In contrast, designations for single detached housing forms south of the Nicomekl River, paired with smaller household sizes has led to a decline in population.

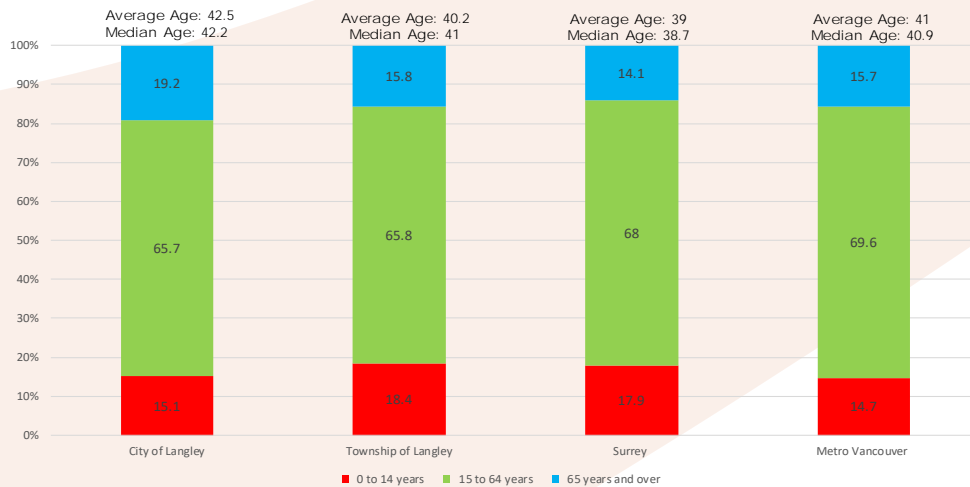


Source: 2011-2016 Population Change, Census Mapper

The City has many seniors

19.2 % of Langley City's population is 65 years and over, which is several percentage points higher than the surrounding municipalities and the Metro Vancouver average. As a result, there are fewer residents in the working age population of 15-64 years, compared to its peers.

Age Distribution in the City of Langley, Township of Langley, Surrey, and Metro Vancouver, 2016

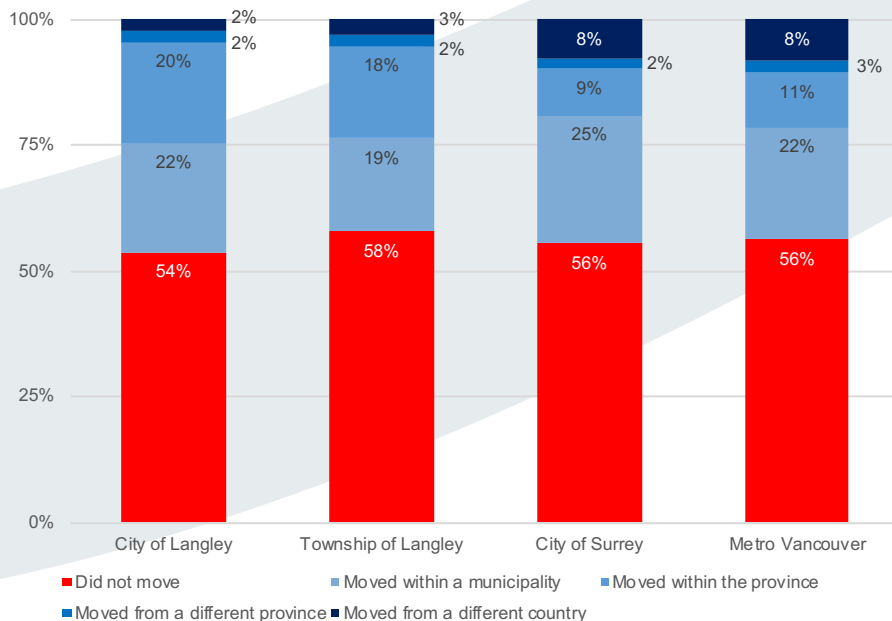


Sources: Metro Vancouver, Statistics Canada

A higher % of people move from within BC to Langley City than in Metro Vancouver

The number of people who did not move (change addresses) from 2011 to 2016 is similar to metro Vancouver. However, significantly more people moved to Langley City from within British Columbia (20% of people who live in the City) and fewer from outside of Canada (2%).

Mobility Status in the City of Langley, Township of Langley, Surrey, and Metro Vancouver, 2011-2016

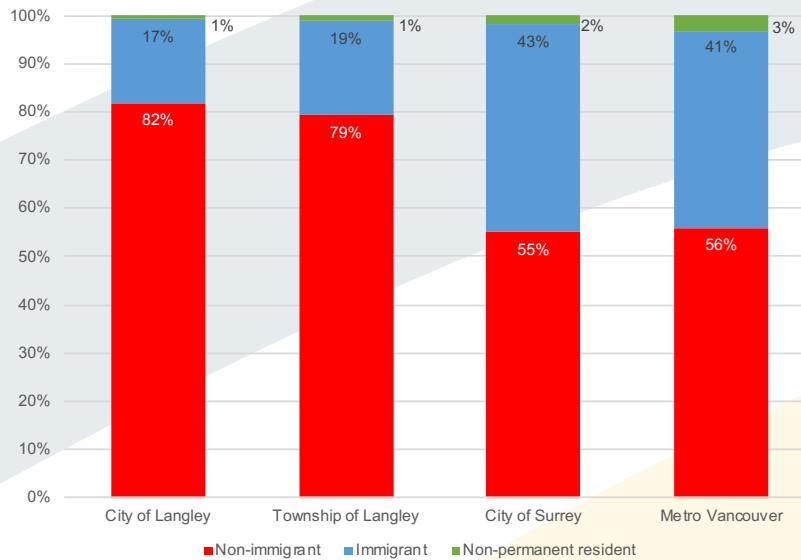


Sources: Metro Vancouver, Statistics Canada

The City has a low percentage of immigrants

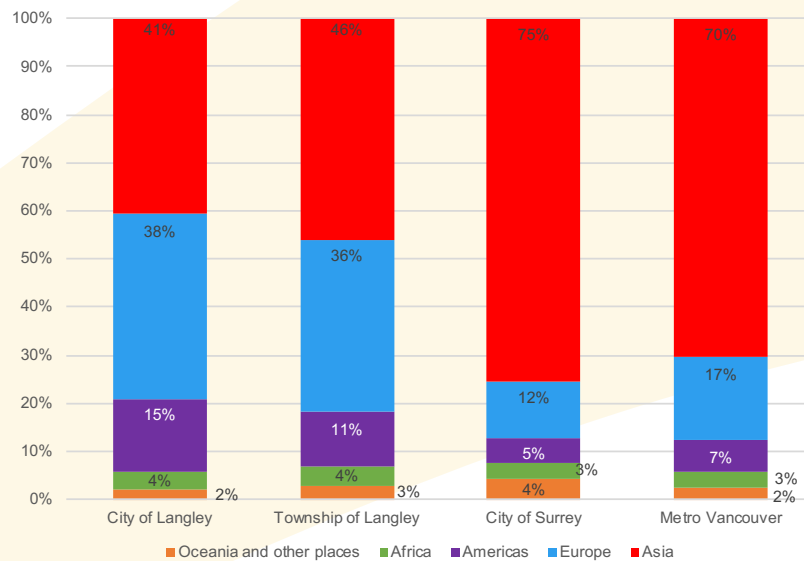
Just 17% of the population of the City immigrated to Canada, similar to the Township of Langley but far lower than Surrey (43%) and Metro Vancouver (41%). Of people who immigrated to Canada, most came from Asia (41%) or Europe (38%) - a different composition than Metro Vancouver, where immigrants predominantly arrive from Asia (70%).

Immigrant Status in the City of Langley, Township of Langley, Surrey, and Metro Vancouver, 2016



Sources: Metro Vancouver, Statistics Canada

Immigrants by Place of Birth in the City of Langley, Township of Langley, Surrey, and Metro Vancouver, 2016



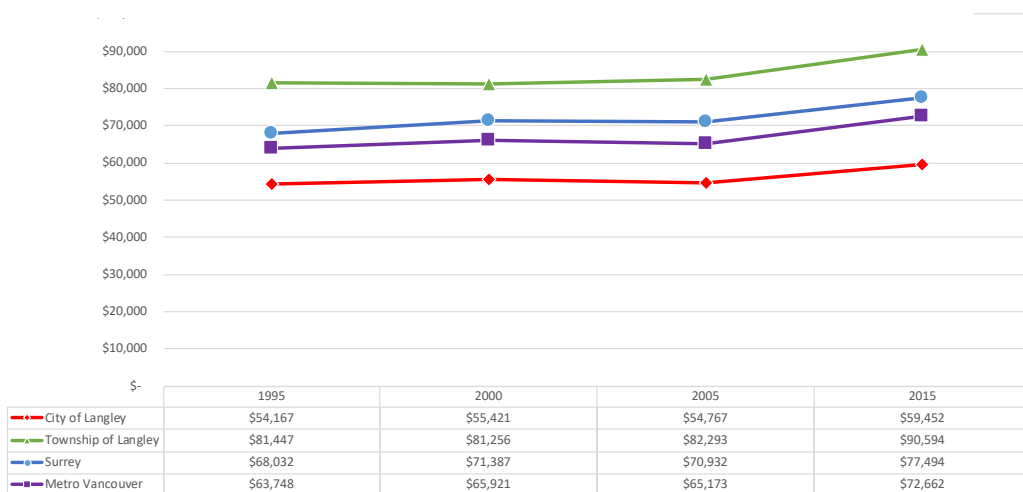
Sources: Metro Vancouver, Statistics Canada

The City has lower incomes than adjacent municipalities

The median income across all households is \$59,645 (2015), which is lower than the median income across Metro Vancouver (\$72,662) and other South Fraser municipalities. Median household incomes have also declined relative to the City's peers. In 1995, median household incomes were 85% of the Metro Vancouver average. In 2015, this dropped to 82%. Smaller household sizes account for part but not all of this difference. The median income for renter households (\$38,380) is significantly lower than for owner households (\$73,676).

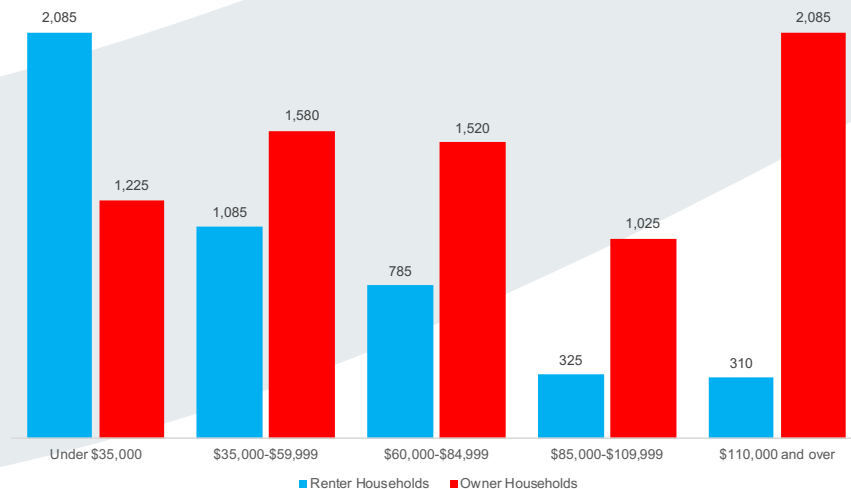
Langley City also has a higher proportion (17.3%) of its population with low incomes¹ compared to its peers - Township of Langley (9.7%) and Surrey (14.8%). Over one fifth of youth (17 and under) and seniors (65 and over) experience low incomes. While there are still a higher number of low incomes reported (14.4%) in the working age population compared to the Township of Langley (8.6%) and Surrey (13.6%), this is lower than the Metro Vancouver average of 15.8%.

Median Household Incomes in the City of Langley, Township of Langley, Surrey, and Metro Vancouver, 1995-2015



Sources: Metro Vancouver, Statistics Canada

Income Distribution in the City of Langley by Housing Tenure, 2015



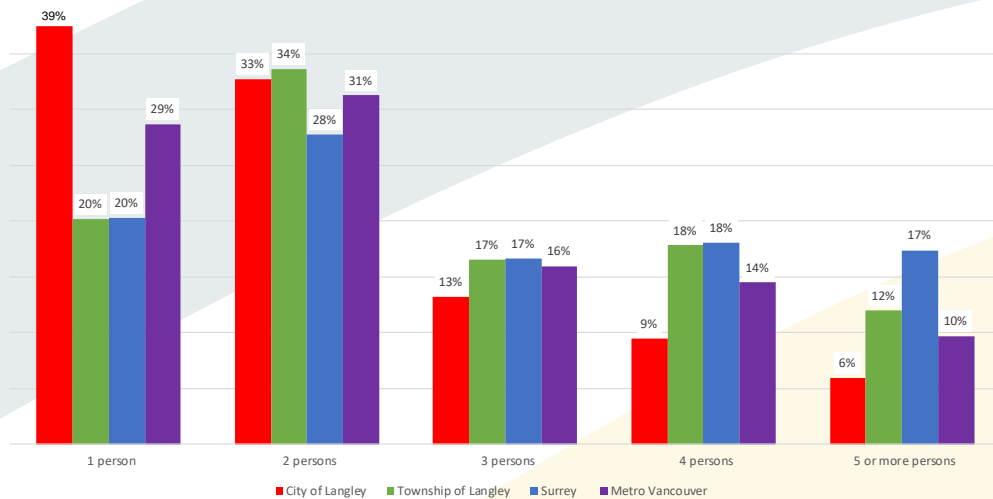
Sources: Metro Vancouver, Statistics Canada

¹ Based on the Low-Income Measure, After Tax

Household size is small – and has been decreasing

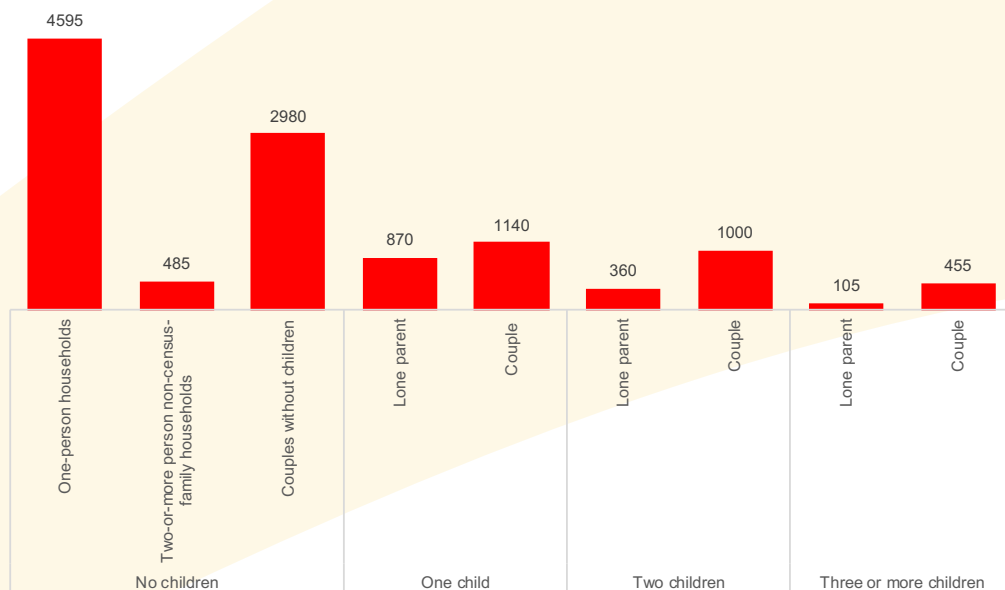
The most common household type is one-person households. The percentage of one-person households in Langley City in 2016 was 39%, far exceeding its peers (20% of households in the Township of Langley and the City of Surrey) and the region (29% of households across Metro Vancouver). The second most common household type in the City is couples without children, comprising 25% of households. This, however, is similar to Metro Vancouver, where couples without children comprise 27% of households. There are significantly fewer couples with children in the City (22% of households) compared to Metro Vancouver (33% of households).

Private Household by Household Size in the City of Langley, Township of Langley, Surrey, and Metro Vancouver, 2016



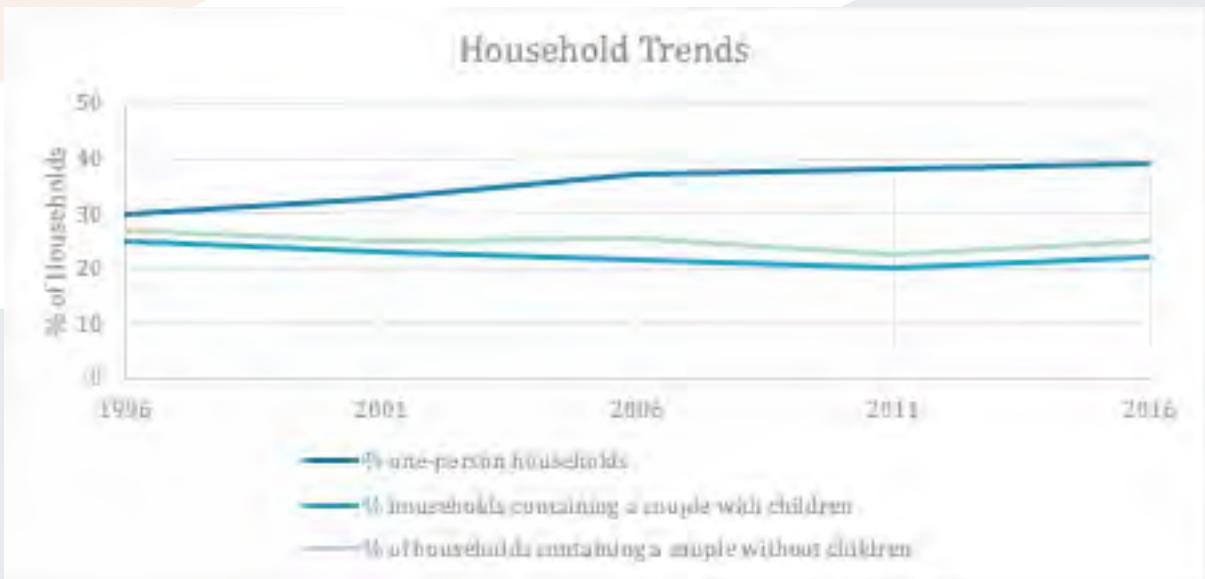
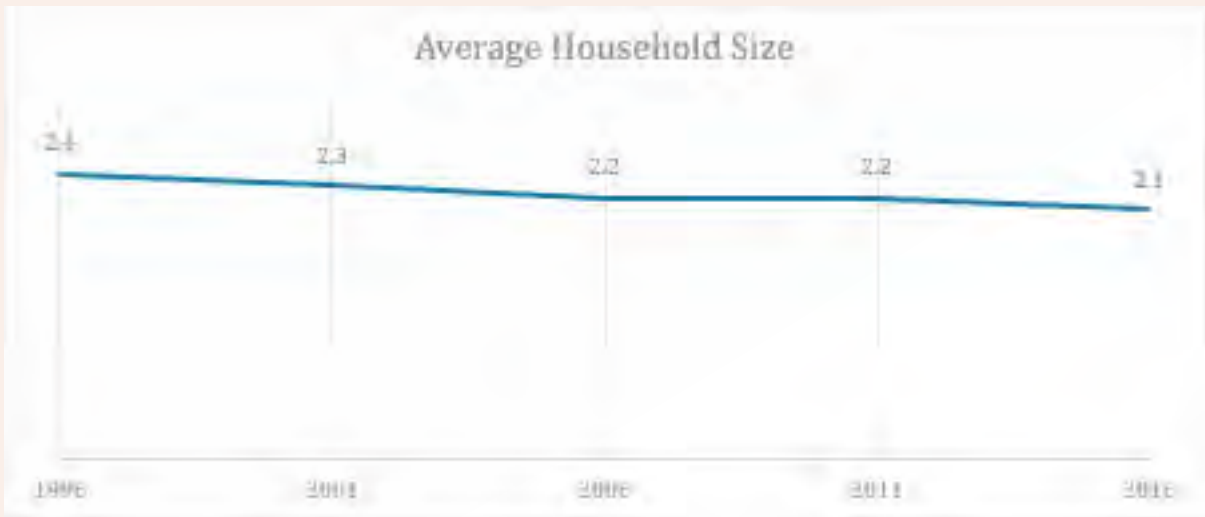
Sources: Metro Vancouver, Statistics Canada

Private Household by Household Composition in City of Langley, 2016



Sources: Metro Vancouver, Statistics Canada

From 1996-2016, average household size in Langley City has been decreasing, and is currently at 2.1 people per household (2016). The percentage of one-person households has been increasing, with the percentage of households with a couple (with or without children) has decreased, accounting for this household size change.

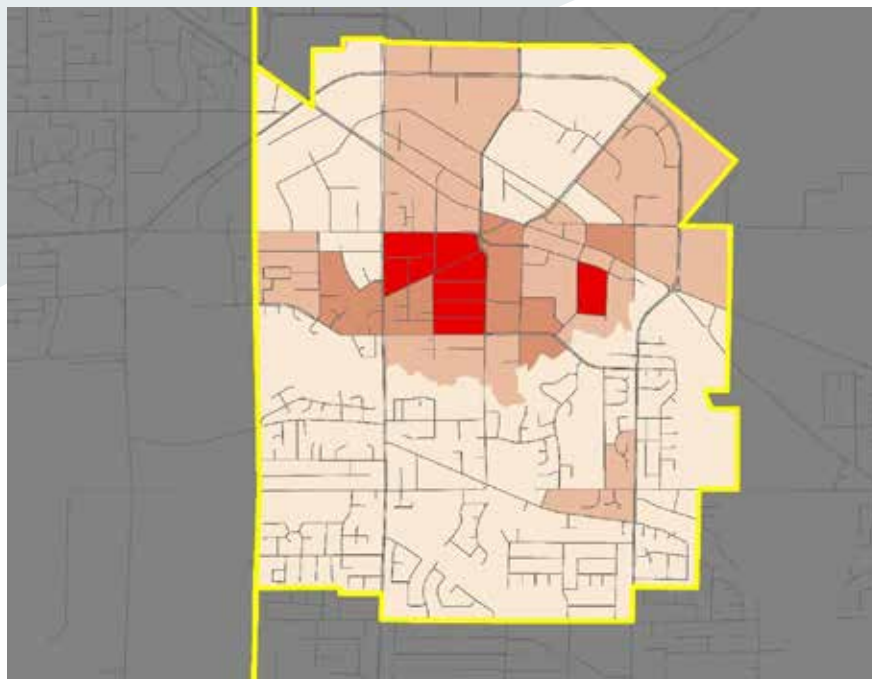


HOUSING & AFFORDABILITY






Most of the city is categorized by housing unit densities under 50 units/hectare

No census dissemination area in the City of Langley has a density of more than 100 units/ hectare. Most are under 50 units/hectare - a typical overall townhouse density. Existing housing densities along the future Fraser Highway Rapid Transit corridor are low - typically under 25 units/ hectare. Housing densities south of the Nicomekl River are very low – typically under 10 units/hectare.

Occupied Private Dwellings per Hectare by Dissemination Area in the City of Langley, 2016



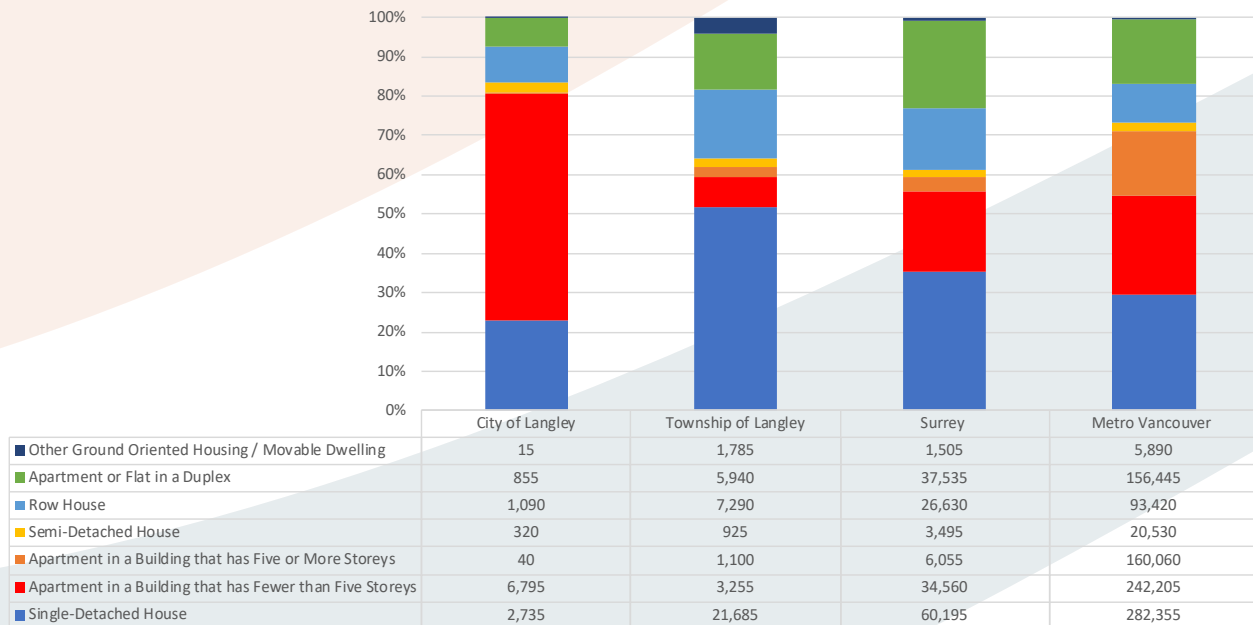
Occupied Private Dwellings per Hectare By Dissemination Area

	0-10 units/ha (single family)
	11-25 units/ha (single family-townhouse)
	26-50 units/ha (townhouse)
	50-100 units/ha (apartments)
	100+ units/ha (apartments)

A lack of available land means apartments are the most attractive type of residential development

Langley City has a much higher proportion of low rise apartment dwellings (57%) compared to other South Fraser municipalities and Metro Vancouver. This trend is continuing as 85% of all residential building permits issued over the past decade were for apartments. The remainder consisted of townhouses or row houses (9.3%) and single family dwellings (5.7%).

Occupied Private Dwellings by Structural Type of Dwelling in the City of Langley, Township of Langley, Surrey, and Metro Vancouver, 2016



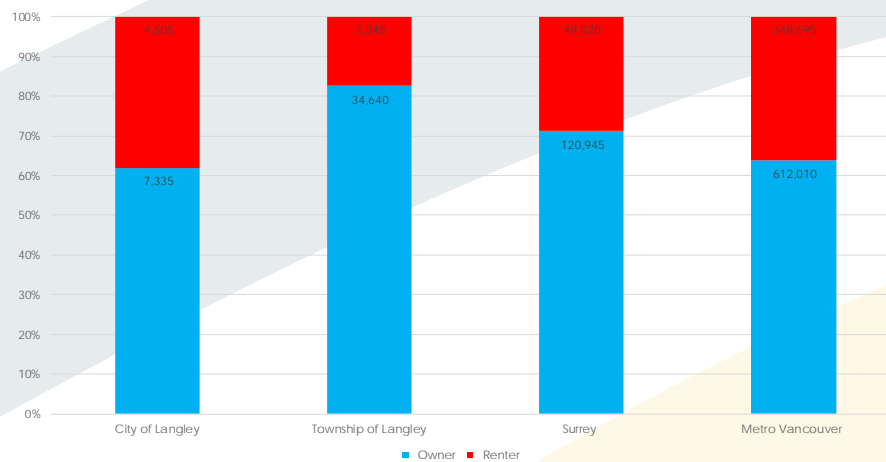
Sources: Metro Vancouver, Statistics Canada

More renter households are struggling to afford shelter

In the City, 38% of households rent their homes, more than in the Township of Langley (17%) or the City of Surrey (29%), and slightly higher than Metro Vancouver (36%).

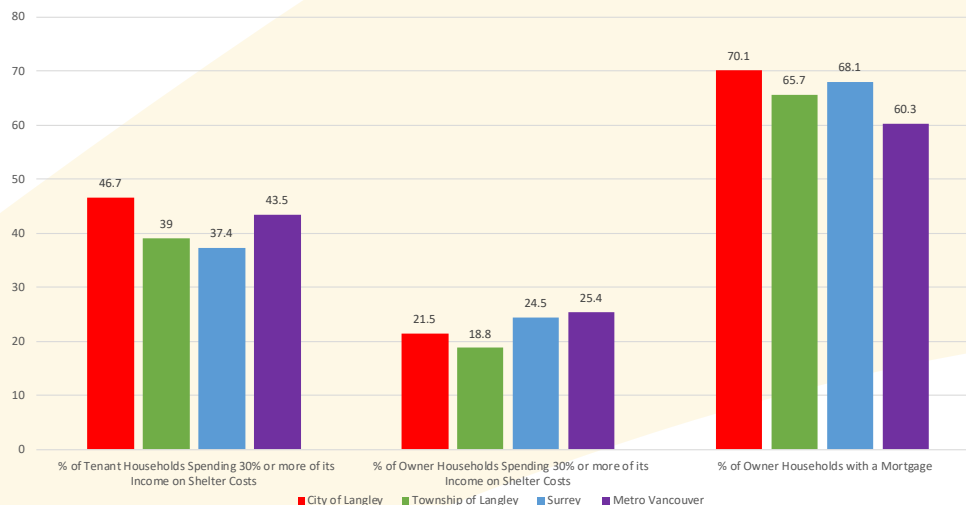
Renter households in the City are struggling to afford shelter at much higher rates than owner households. In 2016, almost half (46.7%) of renter households are paying over 30% of their gross income before tax on shelter costs (standard CMHC definition of affordability), higher than adjacent municipalities and slightly higher than across Metro Vancouver (43.5%). A significant number (15.3%) of renter households were in core housing need¹ and spending at least half of household income on shelter costs.

Private Households by Tenure in the City of Langley, Township of Langley, Surrey, and Metro Vancouver, 2016



Sources: Metro Vancouver, Statistics Canada

Selected Housing Affordability Measures in the City of Langley, Township of Langley, Surrey, and Metro Vancouver, 2016



Sources: Metro Vancouver, Statistics Canada

¹ A household is said to be in core housing need if its housing falls below at least one of the adequacy, suitability, or affordability standards and it would have to spend 30% or more of its total before-tax income to pay the median rent of alternative local housing that is acceptable (meets all three standards).

This is the third highest in the region, behind just West Vancouver and White Rock. The rate of owner households paying over 30% of their income on shelter is much lower - 21.5%. This is lower than the Metro Vancouver average (25.4% of households).

The household types struggling the most on shelter costs are single-person households (14.7% are in core need and spend more than 50% of income on shelter) and lone-parent families (11.6%).

Ownership cost has soared

Across all owner-occupied units, the median value in the City was estimated to be \$341,626 in 2016 – just 42.7% of the median value of all owner-occupied units across Metro Vancouver (\$800,220).

The housing price index has increased significantly since 2015, with average prices at all time highs in 2017 for both average selling price (per unit) and the average per square foot sold prices. Prices in the City of Langley remain lower than the Township of Langley and the City of Surrey, which average at \$464 per square foot for condos and \$378 for townhomes (2017).



— Detached — Townhome — Condo



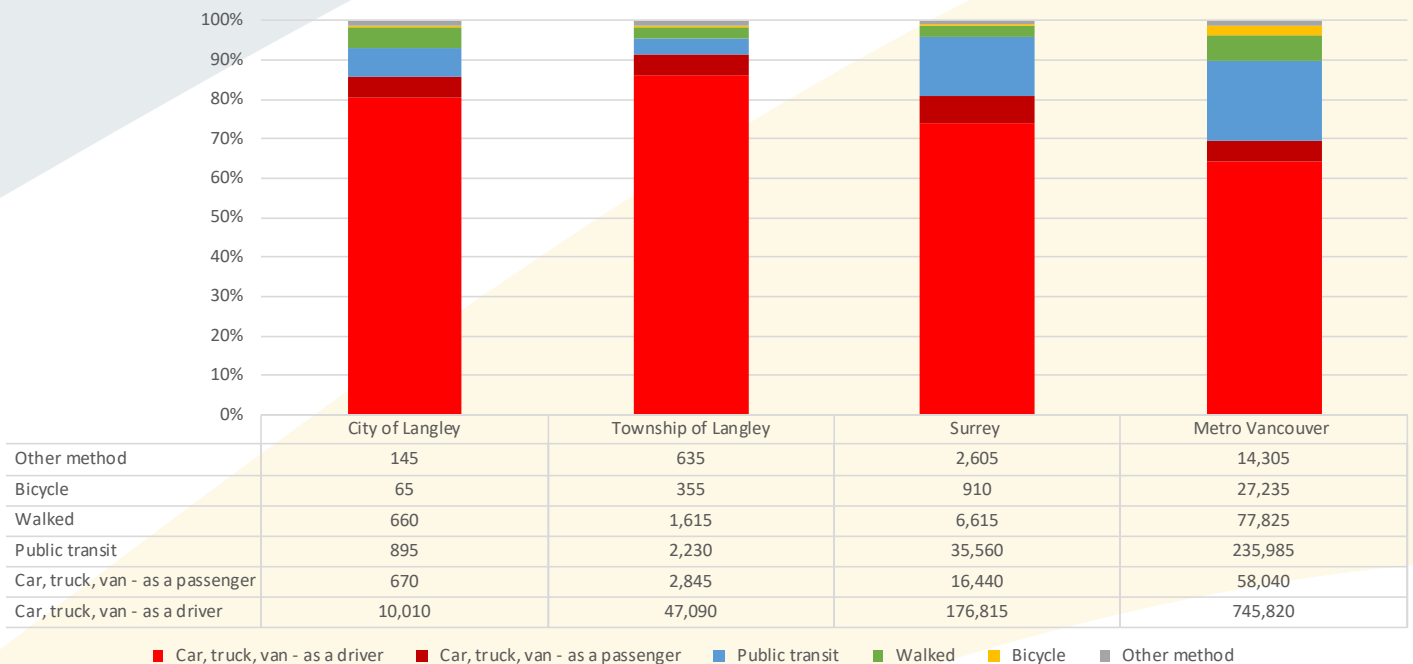
— Townhome — Condo

TRANSPORTATION & GETTING AROUND THE CITY

Langley remains car dependant

The City remains largely car dependant, with 86% of people commuting using a car, truck, or van (driving or as a passenger). While this is lower than the Township of Langley (91%), it is higher than the City of Surrey (81%) and the average across Metro Vancouver (69%).

Main Mode of Commuting for the Employed Labour Force aged 15 years and over in Private Households with a Usual Place of Work or no Fixed Workplace Address in the City of Langley, Township of Langley, Surrey, and Metro Vancouver, 2016



Sources: Metro Vancouver, Statistics Canada



Transportation Master Plan focused on mobility spines

The 2014 Transportation Master Plan identified opportunities to expand the current networks through 'mobility spines' that support pedestrians, cyclists, transit, goods movement, and motor vehicles. This direction supports providing local connections as well as connections to these key 'mobility spines'. Previous improvements such as the 204th Street overpass, Fraser Highway Nicomekl River Bridge, and other initiatives have improved some mobility supports in the road network.

Road Network

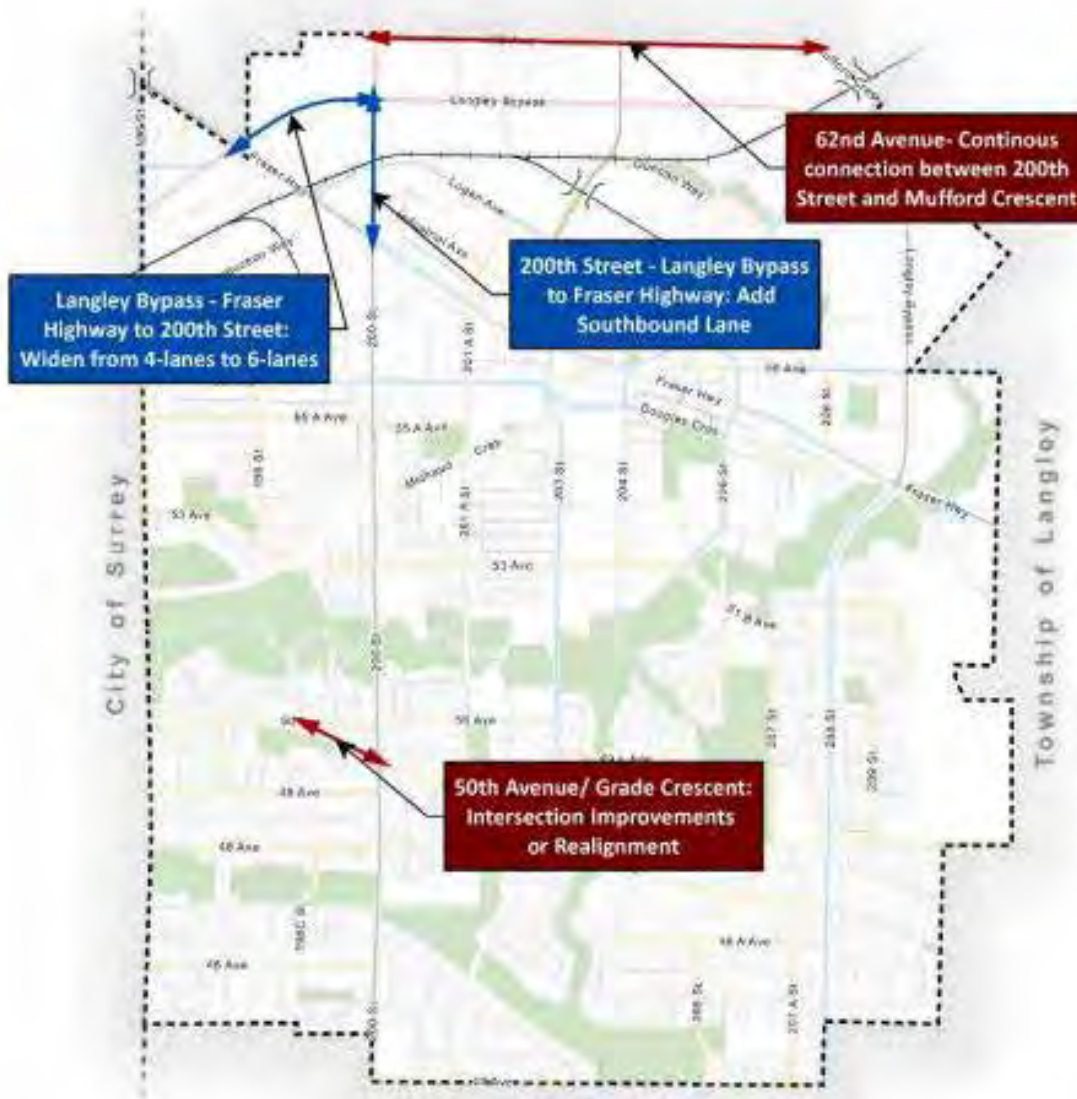
The Transportation Master Plan identified that over 90% of daily trips within the City are made by private vehicle.

There are several major improvements recommended in the Transportation Plan, which are:

- Widening of Langley Bypass – Fraser Highway to 200th Street from 4 lanes to 6 lanes
- Adding a southbound lane along 200th Street – Langley Bypass to Fraser Highway
- Extension of 62nd Avenue from 200th Street to Mufford Crescent
 - This improvement was completed in 2014 after finalization of the Transportation Plan
- 50th Avenue and Grade Crescent intersection improvements or realignment
 - The City has since identified this option as no longer supported

While historically considered, the Transportation Plan did not include the extension of 53rd Avenue to 196th Street as it was no longer supported at the time. The City has recently noted that there is renewed interest in completing this important network connection.

Network Improvements



- Major Network Improvement
- Network Connectivity Improvement

- Local Road
- Collector Road
- Arterial Road
- Provincial Highway
- Major Road Network (MRN)

Transit Network

Transit recommendations identified in the Transportation Master Plan included strengthening of the grid system with more frequent service along 200th, 204th, and 208th Streets. Additional recommendations included implementing community shuttles to provide access from residential neighbourhoods to the downtown area, as well as expanding hours of service into weekday evening periods, on Sundays and holidays.

SkyTrain extension

Planned are several Rapid Transit stops along the Fraser Highway corridor heading into the City's downtown, including two for the City of Langley



Cycling Network

Cycling recommendations identified in the Transportation and Transit Master Plan are presented below. The primary goals of the plan are to:

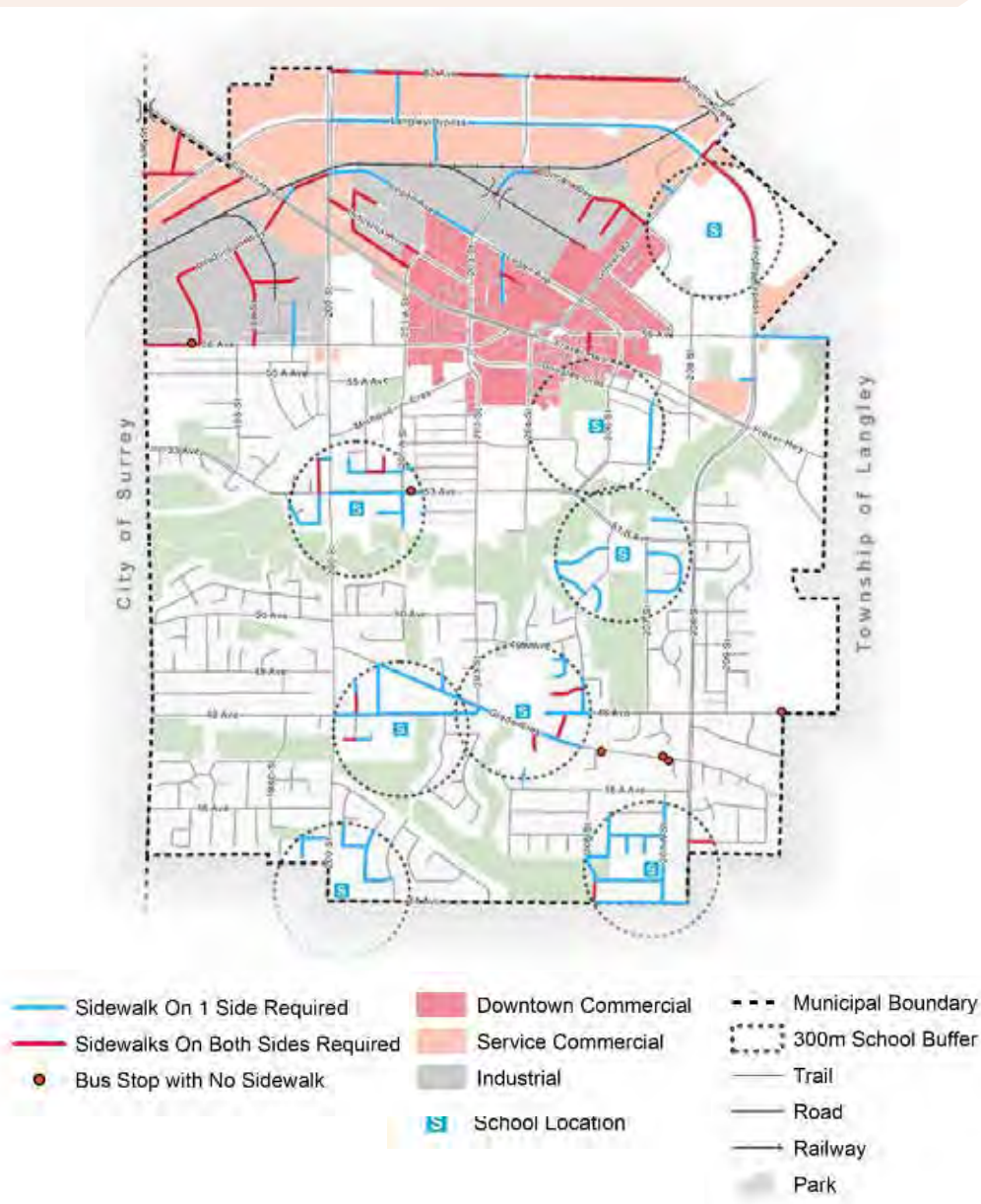
- To expand the existing mobility spines (north-south, east-west);
- To improve neighbourhood bikeway routes; and,
- To integrate into the regional network;
- To improve bicycle crossings; and
- Consider opportunities for bicycle parking facilities and other support programs.



Pedestrian Network

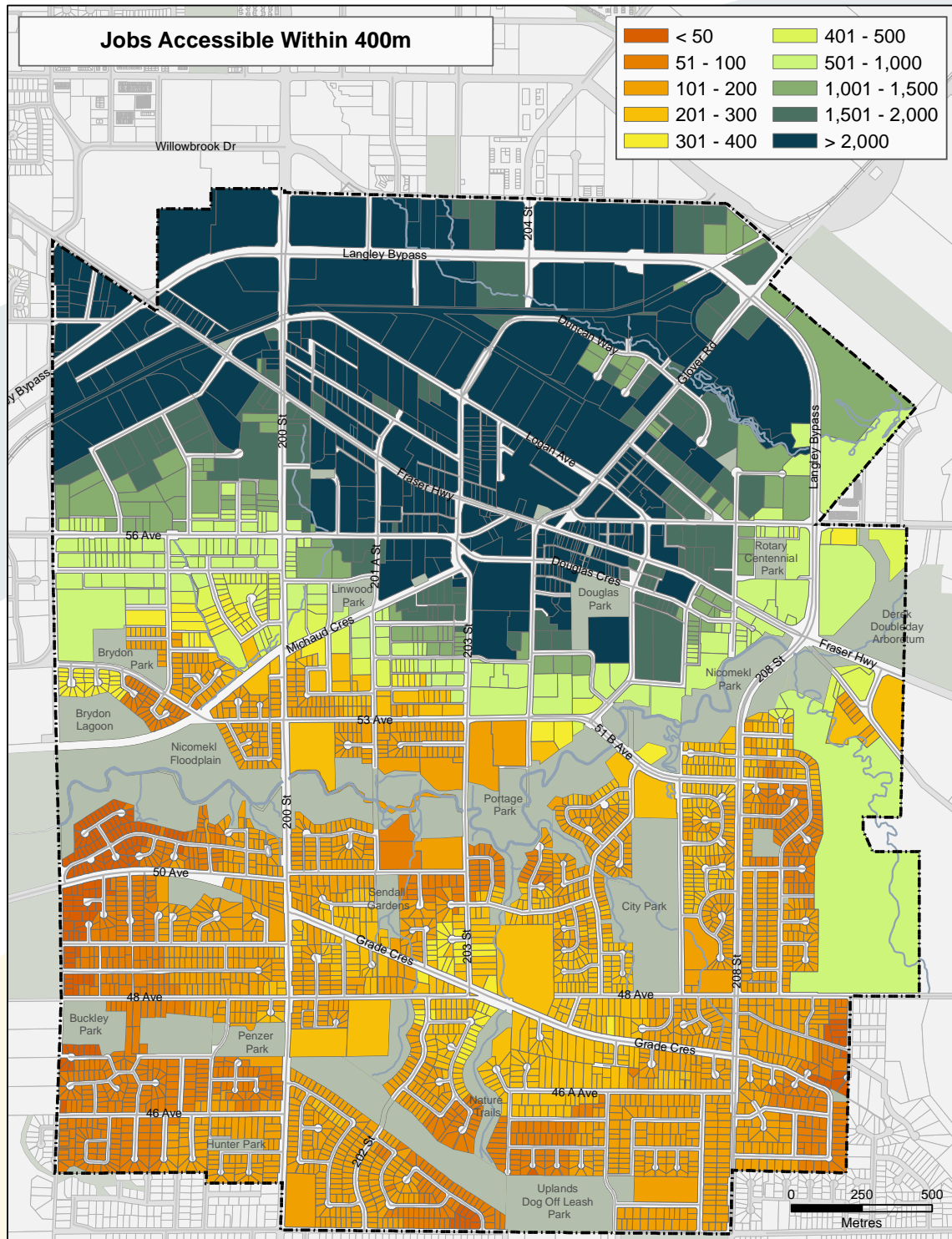
As shown below, pedestrian recommendations in the Transportation Master Plan generally include increased sidewalk coverage. Improved pedestrian/cycling crossings at the following locations were also identified:

- Glover Road at Duncan Way, Logan Avenue, and 56th Avenue
- Park Avenue at 204th Street
- Fraser Highway at 196, 200, 203, 204 and 206 Streets, 201A Avenue, and Production Way
- Douglas Crescent at 201A, 203, 204 and 206 Streets
- 200th Street at Michaud Crescent, 53rd Avenue, and 48th Avenue
- 203rd Street at 53rd Avenue and Grade Crescent
- 208th Street at 48th Avenue and 51B Avenue
- 51B Avenue at 206th Street
- Logan Avenue at 56th Avenue

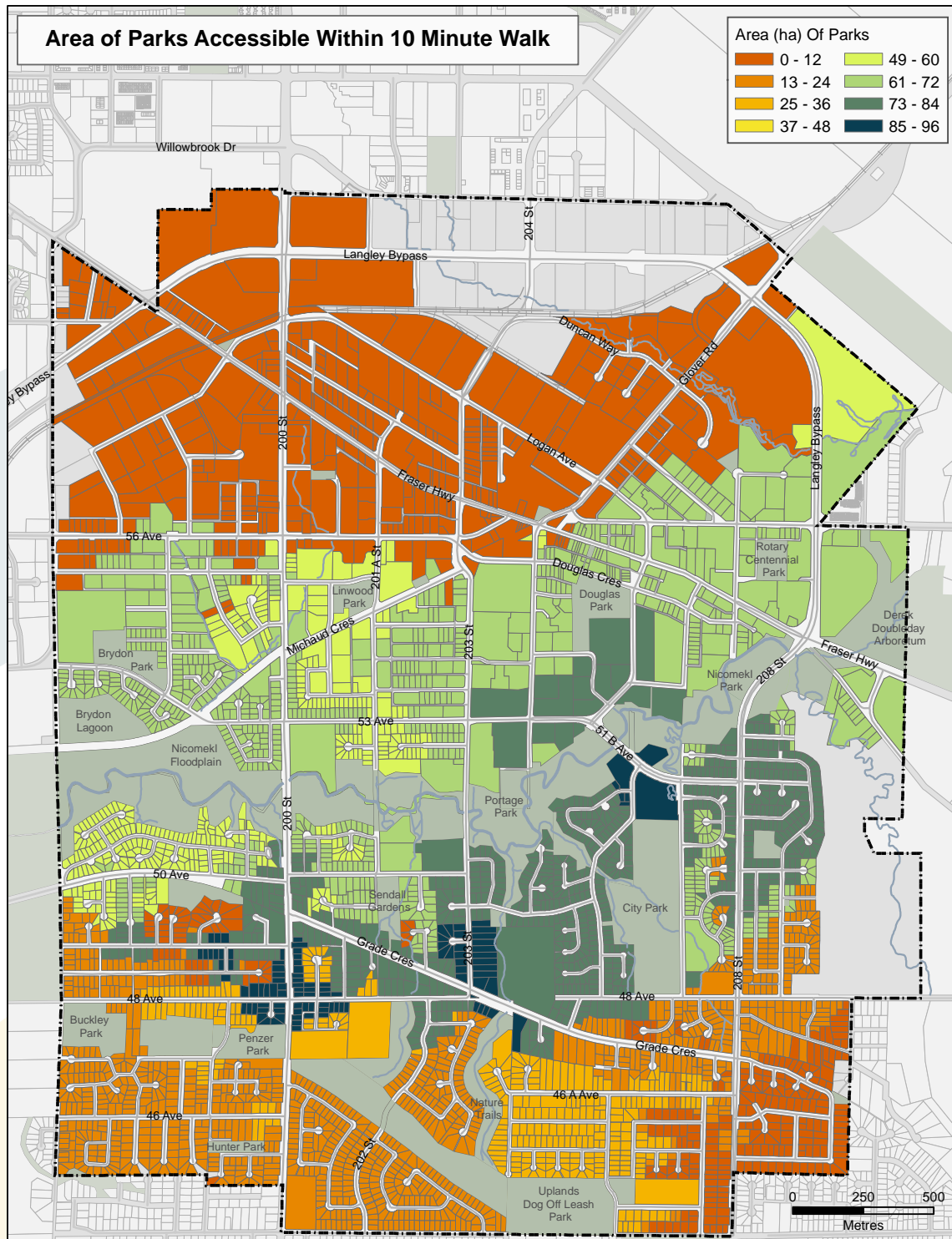


The following pages assemble several maps that communicate the proximity of certain important urban elements to each lot within the city. Together they help us better understand pedestrian vitality with the goal of enhancing walkability in the next OCP.

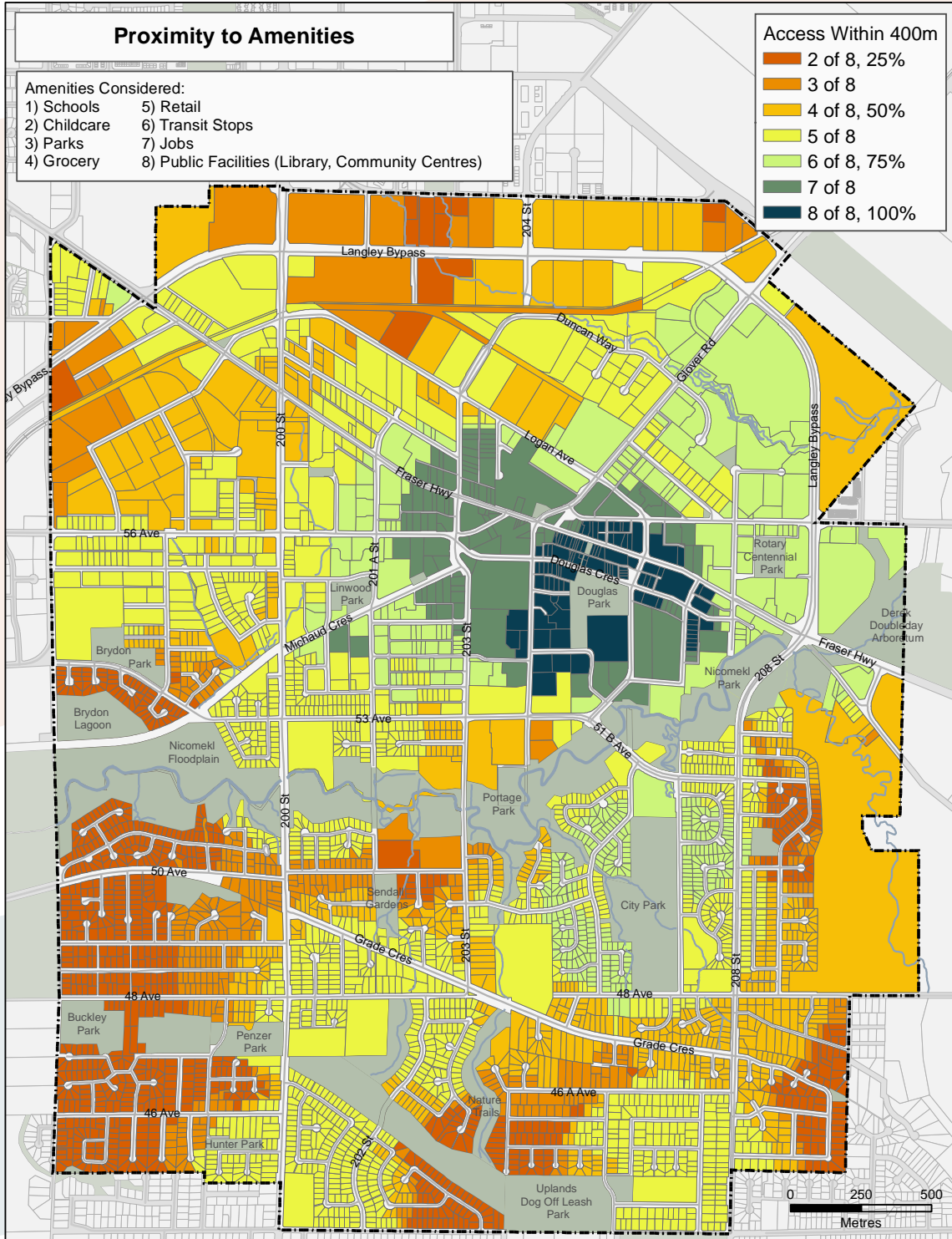
Jobs are most accessible within close proximity of Langley's Downtown and Fraser Highway Corridor where commercial and industrial uses are permitted



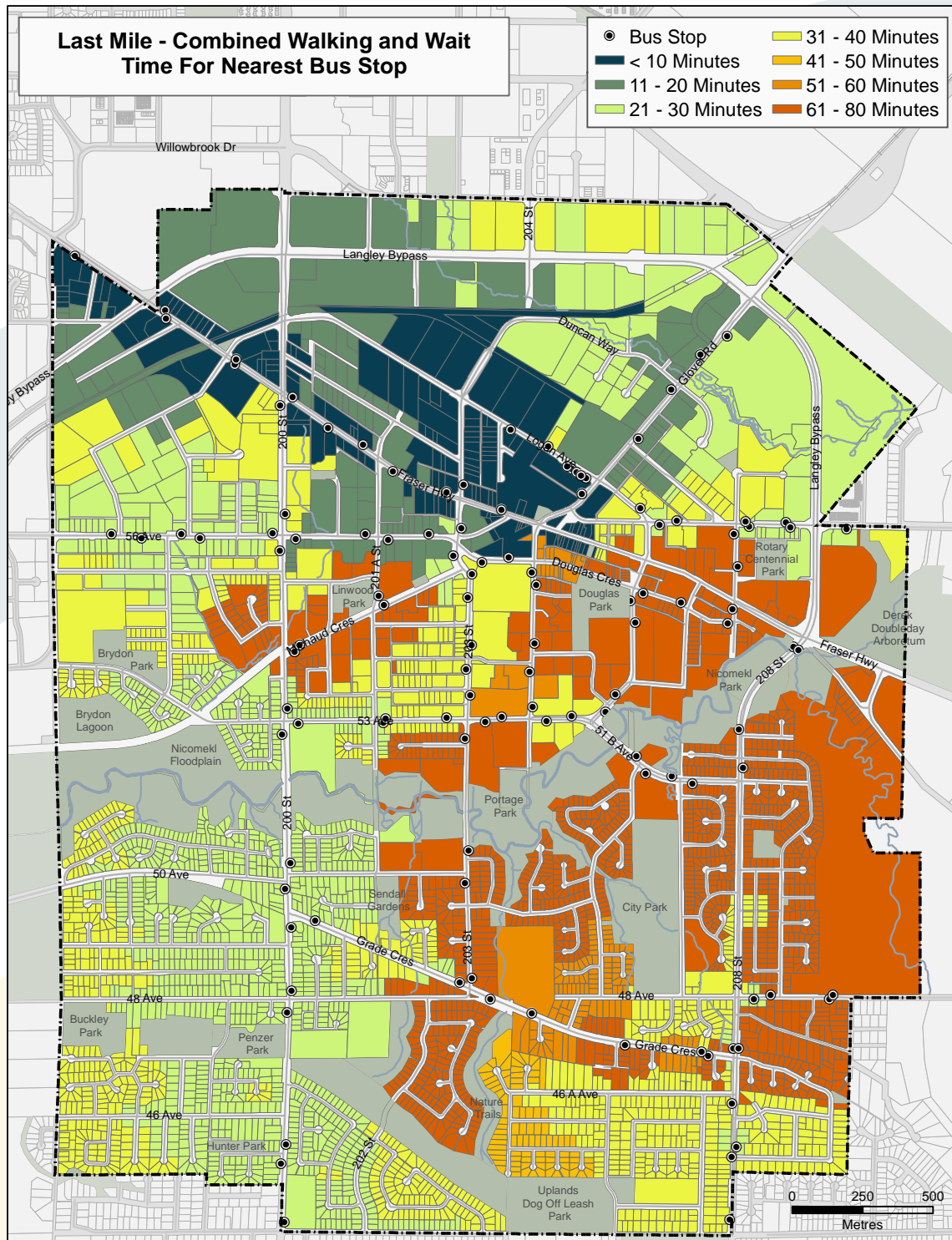
In a different way to measure access to parks, this time by park area, it's the parts closest to the Nicomekl River and its floodplain that come out on top, in contrast to the northern and southern parts of the City.



Langley's downtown is rich in diverse uses whereas other parts of the City, especially in the southwestern corner could use more amenities in closer proximity to home



Access to transit is strongest along frequent routes, in particular along Fraser Highway, and to a lesser degree along 200 Street



Walkability

Most Walkable Least Walkable

Willowbrook Dr

Langley Bypass

204 St

Duncan Way

Glover Rd

Langley Bypass

Fraser Hwy

Logan Ave

Dumas Cres

Michael Cres

53 Ave

51 Ave

50 Ave

48 Ave

46 Ave

200 St

203 St

208 St

202 St

Fraser Hwy

Grade Cres

Grade Cres

0 250 500

Metres

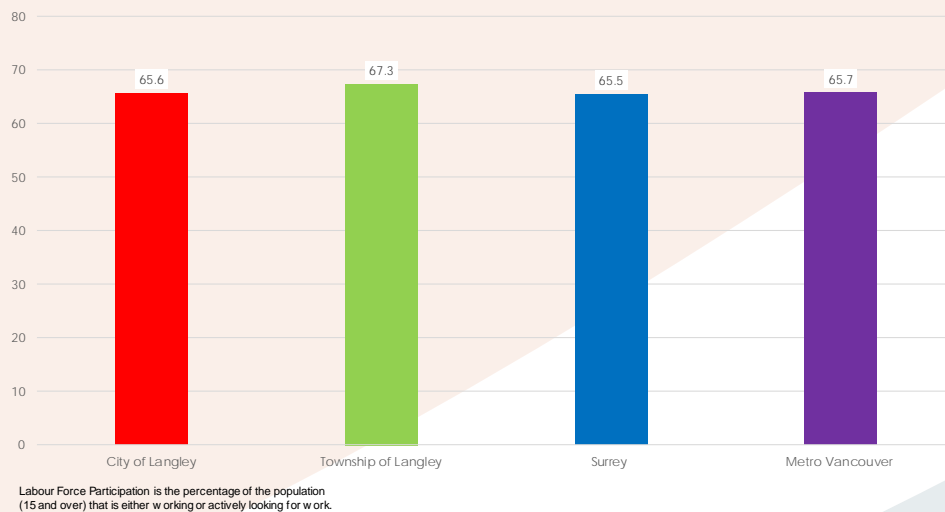


JOBS & THE ECONOMY

Langley City has a solid workforce

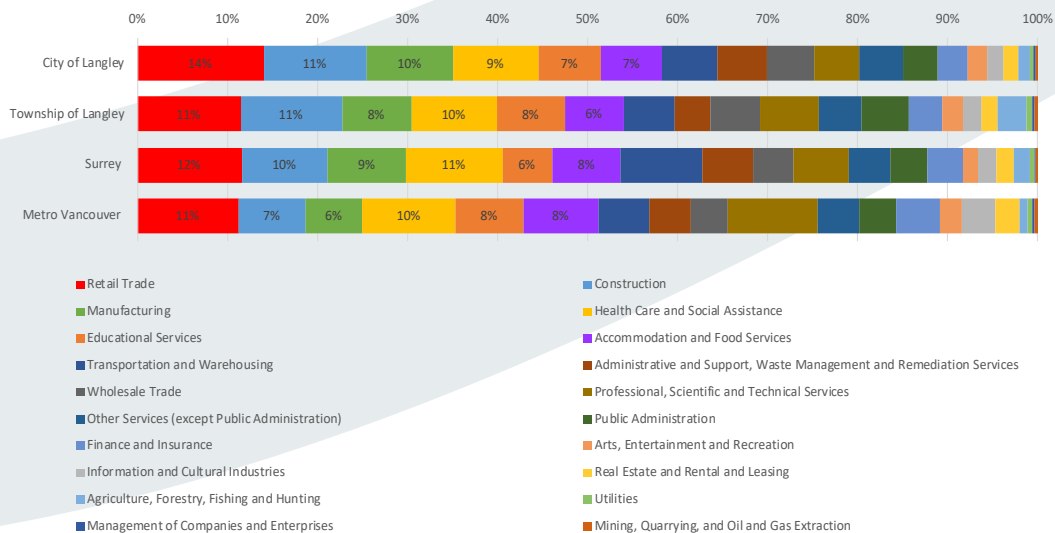
The City has similar levels of labour force participation as adjacent municipalities and across Metro Vancouver, with 65.6% of residents working or actively looking for work. The City has a slightly higher proportion of people working in Retail Trade than in the Township of Langley, the City of Surrey, or across Metro Vancouver.

Labour Force Participation Rates in the City of Langley, Township of Langley, Surrey, and Metro Vancouver, 2016



Sources: Metro Vancouver, Statistics Canada

Percentage of Total Labour Force (Population aged 15 years and over) by Industry (in order of Highest to Lowest) in the City of Langley, Township of Langley, Surrey, and Metro Vancouver, 2016



Sources: Metro Vancouver, Statistics Canada

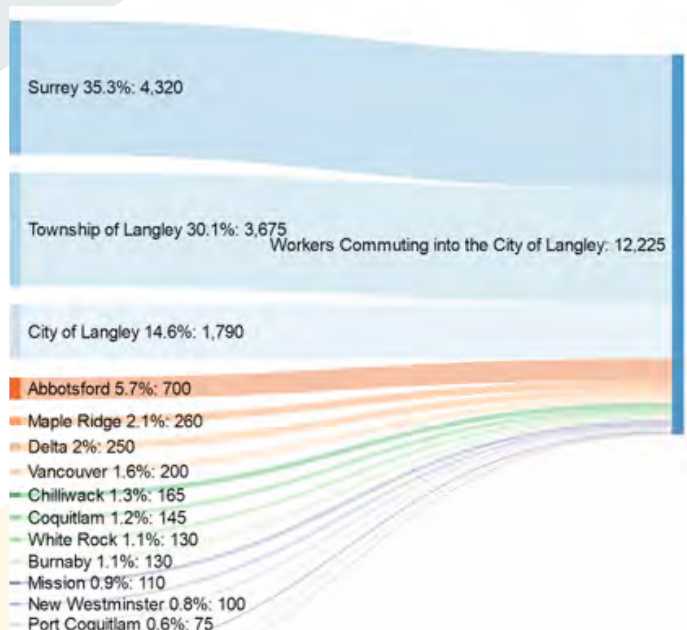
Langley City is a job magnet

Langley City provides significant industrial and mixed employment areas that will allow a range of future industrial and commercial uses. Although all employment land in the City is developed, the Metro Vancouver Regional Growth Strategy identifies that there is capacity for an additional 10,000 population and 6,000 jobs within the Langley Regional City Centre over the next 30 years.

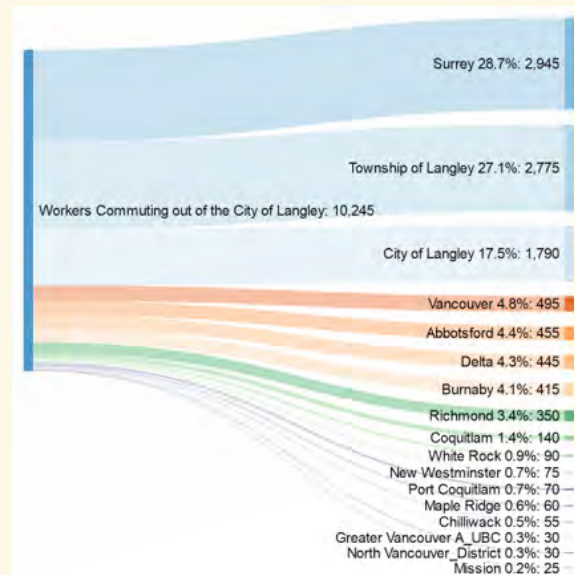
Over 2,000 more workers commute into the City than commute out of the City. A large majority of workers in Langley City (80%) come from the City and adjacent South Fraser municipalities in Metro Vancouver. Less than 15% of the Langley work force live in Langley City. Nearly three quarters of workers commute to nearby municipalities. Less than 5% commute to any one municipality outside the South Fraser area.

Worker and Resident Commuting Flows in the City of Langley by Municipality, 2016

Originating Municipality by Order of Size
(% of Workers in the City of Langley):
(Number of Workers Commuting into the
City of Langley)



Destination Municipality by Order of
Size (% of Workers Commuting out of
the City of Langley)



Sources: Metro Vancouver, Statistics Canada

The City's Economic Development Strategy (2016) lays the foundation for future job growth

The 2016 Economic Development Strategy has four overarching themes to help orient the future of job growth in the community:

★ **PLACE MAKING**

★ **PLACE BUILDING**

★ **BUSINESS CARE**

★ **CREATIVE ECONOMY**

Each theme contains a range of initiatives organized by priority (high, medium, and flex) for implementation by 2022. There are a total of 31 initiatives and the ones most related to land use and development policies that may be considered within the context of this process include:

- **Development Cost Charges review;**
- **Downtown Master Plan review;**
- **Streetscape upgrades;**
- **Control of undesirable uses;**
- **Downtown building scheme;**
- **Building maintenance incentives;**
- **Innovation hub creation;**
- **KPU tech campus;**
- **Future rapid transit services; and,**
- **Strategic land assembly.**

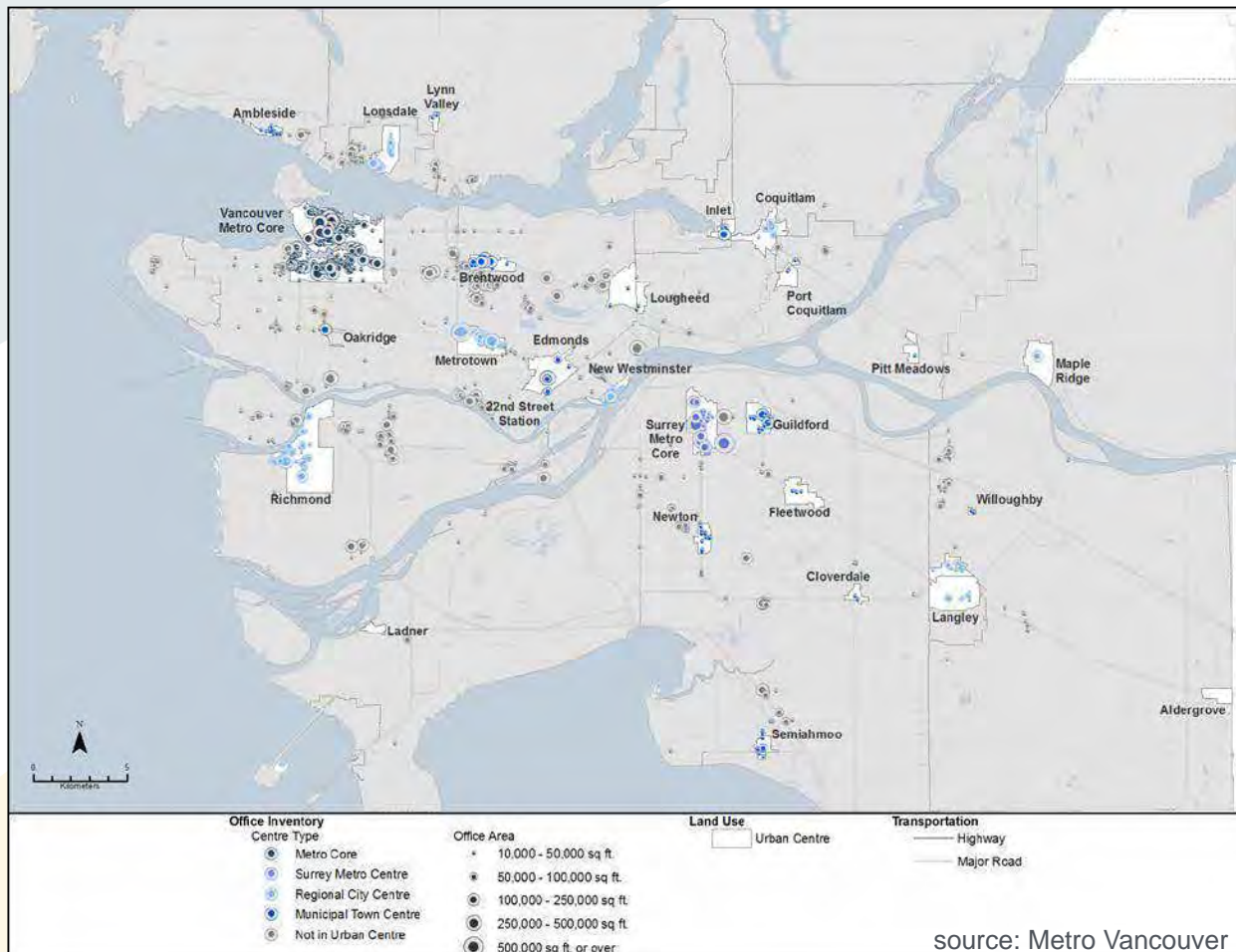


Metro Vancouver's Regional Growth Strategy calls for Office Development in Urban Centres and areas well served by Transit

In December 2018, Metro Vancouver provided an update on office development across the region¹. It identified approximately 280,000 square feet of existing office space in Langley City, all of which is located within 400m of frequent transit. This comprises only 1% of the region's office space which is dominated by Vancouver (44% of buildings and 52% of floor area). Today, Langley City remains a very small office market.

With the potential arrival of SkyTrain, Langley City would become more attractive for office development as office tenants "increasingly prioritize accessibility to rapid transit service and urban amenities." However, the report warns that Vancouver Metro Core is experiencing the strongest demand, primarily from tech companies that want to be located centrally to attract and retain talented employees. Additionally, the report explains due to high construction costs and land prices across the region "it is difficult to make projects financially viable in outer Urban Centres that experience low office rents and weak office demand."

Metro Vancouver Office Inventory by Urban Centre



1 Aderneck, Eric. "Office Development in Metro Vancouver's Urban Centres - 2018 Update. Metro Vancouver, December 2018.

BUILT INFRASTRUCTURE

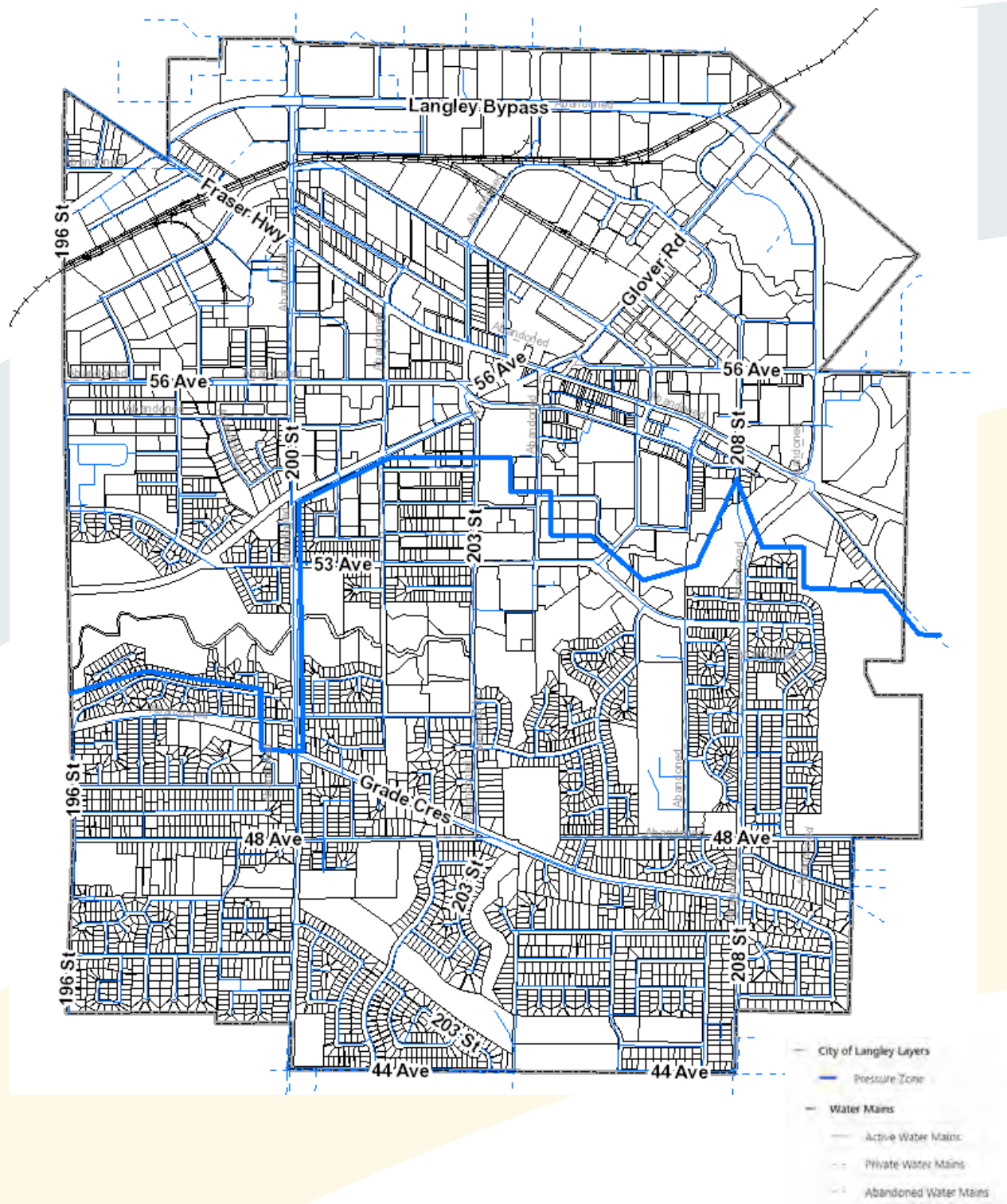
The current water system is designed to accommodate a population of 33,000

The City's water system is divided into two pressure zones. The pressure zone north of the Nicomekl River is supplied by gravity from the Clayton Reservoir in Surrey and the south by the City's reservoir near 47th Avenue and 200th Street.

There is also a seismically engineered 22.7 million litre water reservoir located at 4728 200th Street in order to meet storage volume and pressure requirements for the City in the long term. The City's current OCP notes that the existing water system is designed to accommodate a population of 33,000 people with a policy action to accommodate a population of 38,000 by 2041.

External to the City of Langley water distribution system, two Metro Vancouver water mains run to the west of the City's boundary: one main along 192nd Street and the other along Fraser Highway between 196th Street and 192nd Street.





The current sanitary system is designed to accommodate a population of 38,000

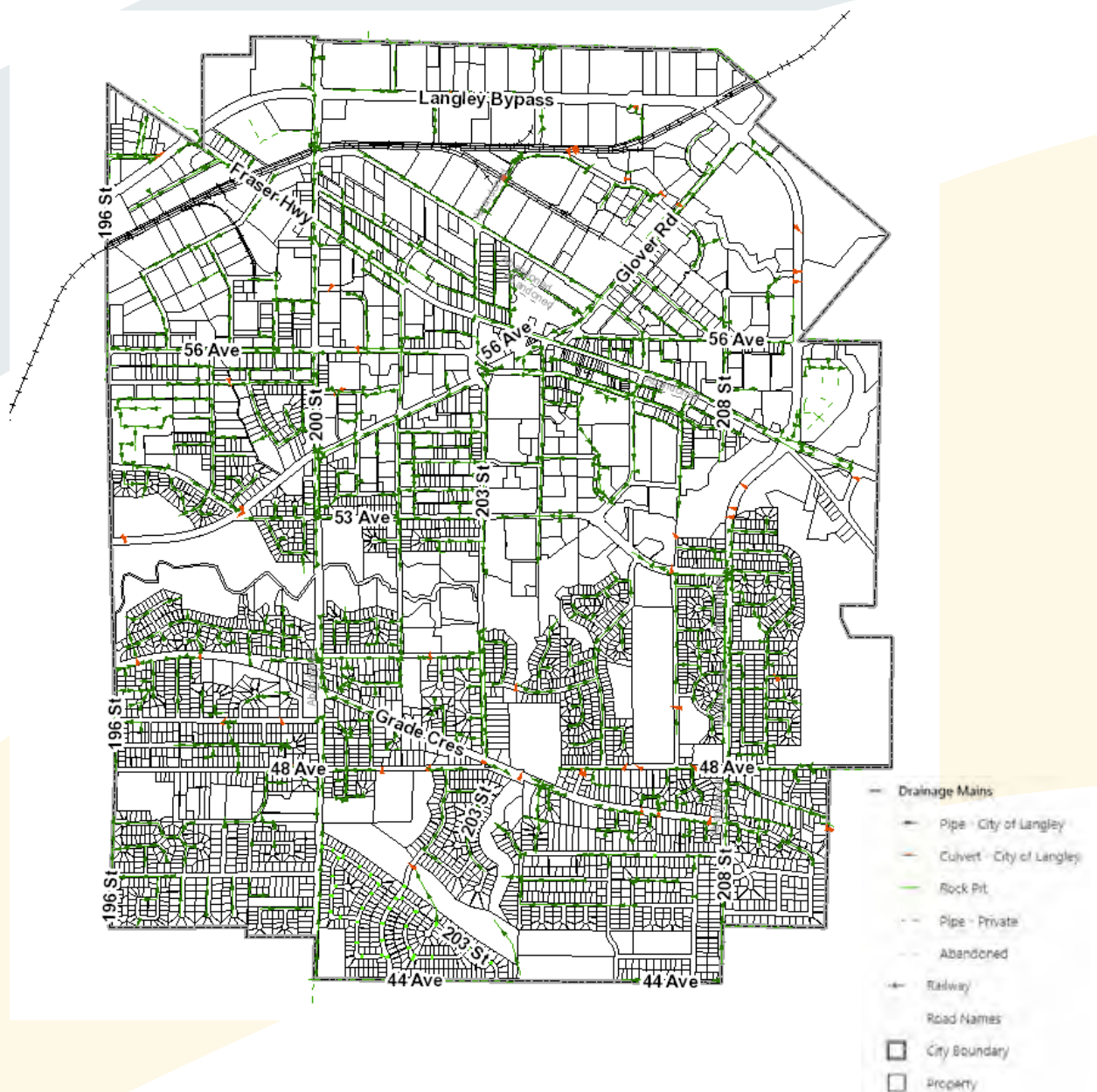
The City's sanitary sewer system is serviced by gravity apart from a few locations by forcemain and the trunk system that is leased by the Greater Vancouver Sewerage and Drainage District (GVS&DD) to service areas beyond the City boundary. The quality control function of the sanitary system is also conducted by the GVS&DD. The current OCP notes that the city's local distribution is designed to serve a population of approximately 38,000. The Metro Vancouver trunk sewer system is within the City boundary.



The drainage system is being improved incrementally but floods are still frequent in winter months

The City's drainage system, which is being improved incrementally, includes a network of pipes and overland systems that discharge to the Nicomekl River and its tributaries in over three dozen locations. The system areas south of the Nicomekl River are also serviced by rock pits, where soil conditions permit.

In addition to the City-wide 2009 Integrated Stormwater Management Plan (ISMP), it is noted that the Township of Langley, together with the City of Langley, also recently completed an ISMP in 2017 for the Upper Nicomekl area (upstream of 196th Street). Similar to what was identified in the city-wide ISMP, flooding in lowland areas of the Nicomekl basin is an on-going challenge. Floods frequently occur in winter months, and specific issues around conveyance and capacity, increased rainfall events, and increased frequency of peak flows from upland development are noted.





Concerns were also identified for watershed health, and adjacent communities downstream of this ISMP area (City of Surrey) identified concern on impact of existing and future development. The floodplain assessment notes some expansion of the current floodplain in the 2050 and 2100 scenarios. In response to the issues identified, the ISMP identifies a series of strategies for the immediate, short-term, medium-term, and long-term horizons. A variety of strategies are included within each time horizon varying from bylaw updates and on-going monitoring, to riparian improvements, bank improvements, existing detention facility improvements, and constructing community detention facilities with development.

There are two detention ponds located within the City boundary – the Brydon lagoon and the Seniors Resource Centre. The Willowbrook Bypass is located just outside of the City boundary; however, part of the pond's catchment is within the City of Langley.

Culverts and bridges along the Nicomekl River were reviewed by modelling a 200-year event conveyance capacity in several different ways:

- for existing land uses
- for future land uses
- Year 2100 horizon extreme climate change

This was done to demonstrate a worse case scenario and to determine design flows for future upgrades.

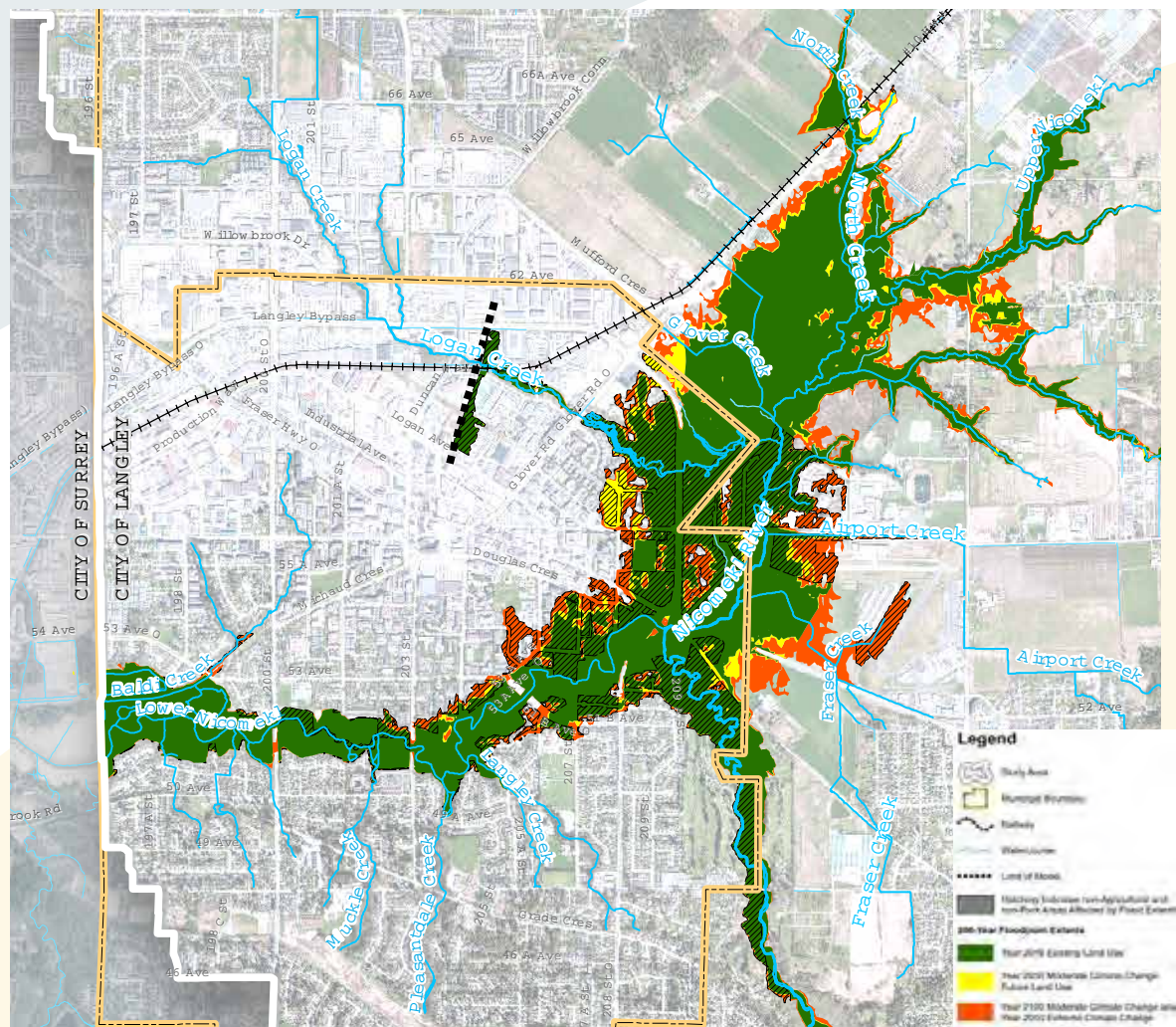
The 200-year floodplain mapping of the Nicomekl River and its tributaries was conducted as a part of the Nicomekl River ISMP. Similar to the culvert and bridge analysis previously discussed, the modelling was prepared for the existing land uses, as well as with future land uses with climate change considerations. The flood levels found in the model were then compared against the current flood construction levels in the City's Floodplain Elevation Bylaw No. 2768 and the following results were found:

Future Land Use with Year 2050 Moderate Climate Change:

- produced a water level 0.12m higher along the Nicomekl River; and,
- produced a water level 0.70m higher along the Logan Creek upstream of the CP rail crossing than in the bylaw.

Future Land Use with Year 2100 Moderate Climate Change:

- produced a water level 0.39m higher along the Nicomekl River;
- produced a water level 0.70m higher along the Logan Creek upstream of the CP rail crossing; and,
- produced a water level up to 0.17m higher in Murray Creek than in the bylaw.



NATURAL SYSTEMS

The following pages summarize key directions and best practices/recommendations as presented within a range of national, regional and local initiatives. Specifically, the following resources provide excellent guidance in considering the existing assets and opportunities ahead for Langley City to better utilize its systems in service of a healthier, more liveable and resilient community:

- Municipal Natural Assets Strategy (<https://mnai.ca/>)
- Metro Vancouver's Liveable Region Strategic Plan
- Metro Vancouver's Green Infrastructure Network Resource Guide
- Langley City's Environmentally Sensitive Area Mapping Study

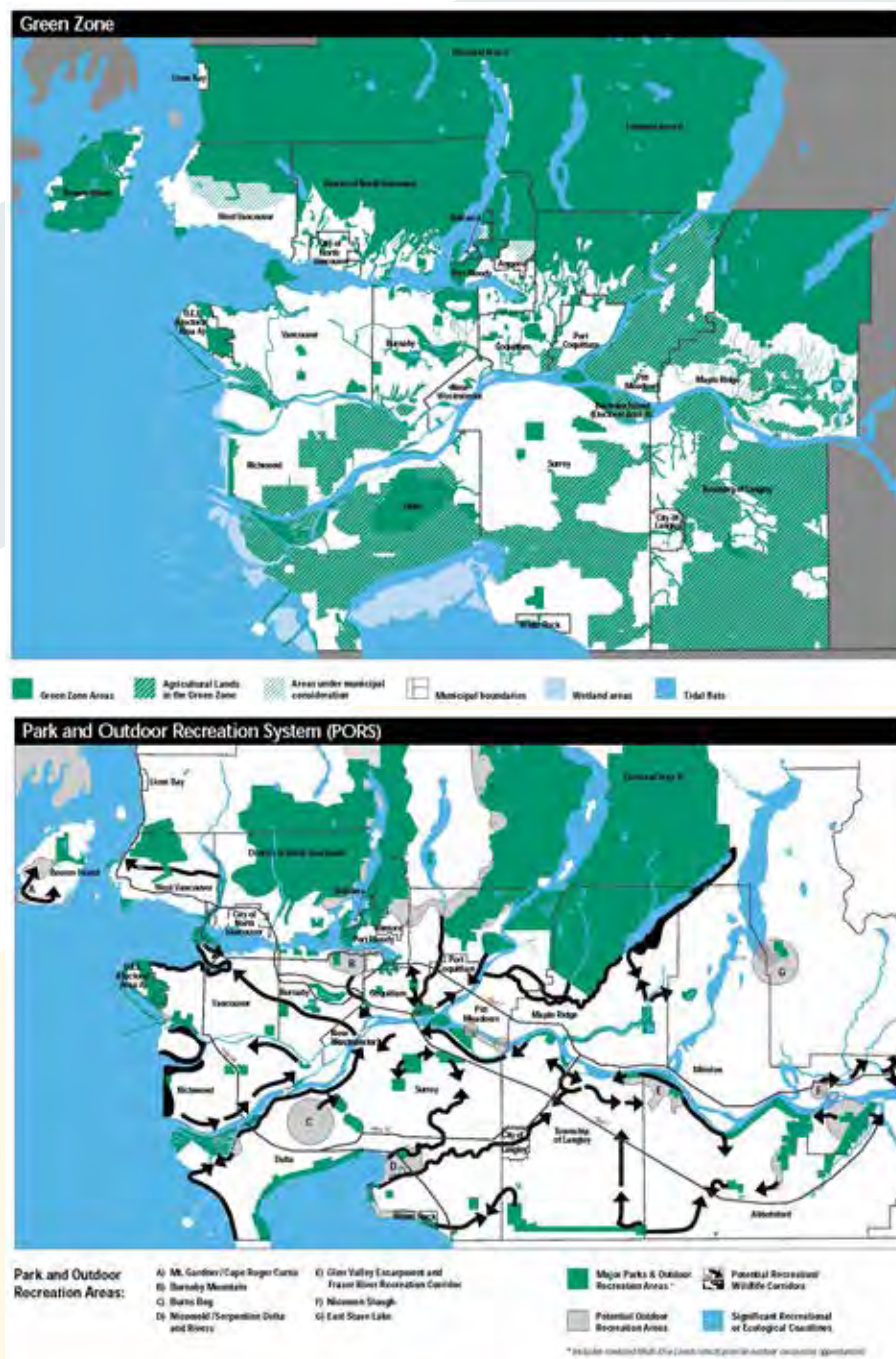
(Re)considering Langley City's natural assets

At a fundamental level, Langley City holds a remarkable resource in the form of its natural assets, most prominently defined as the Nicomekl River. And while the following section identifies a range of recommendations to protect and enhance those assets, it is worth noting that more and more, local governments are considering these natural assets as integral to their overall asset management responsibilities. As noted by the Municipal Natural Asset Institute:

- Natural assets such as aquifers, forests, streams, riparian areas and foreshores can provide municipalities with vital services equivalent to those from many engineered assets.
- Emerging evidence shows that identifying, measuring and managing natural assets as part of an overall asset management strategy can save capital and operating costs and reduce risk.
- Local governments are finding that natural assets are resilient and adaptable to climate change. With effective monitoring, maintenance and rehabilitation now, natural assets can provide service and add value for decades in ways that many engineered assets cannot match.
- In some communities, development cost charges may be able to support the rehabilitation of natural assets.
- There are external funding sources to support the maintenance/rehabilitation of municipal natural assets.
- Some natural assets serve multiple purposes. For example, parks may reduce flooding risks as well as provide recreational benefits and can be managed to maximize several objectives.

Environmental values within the City of Langley form a key linkage within the region's Green Infrastructure Network.

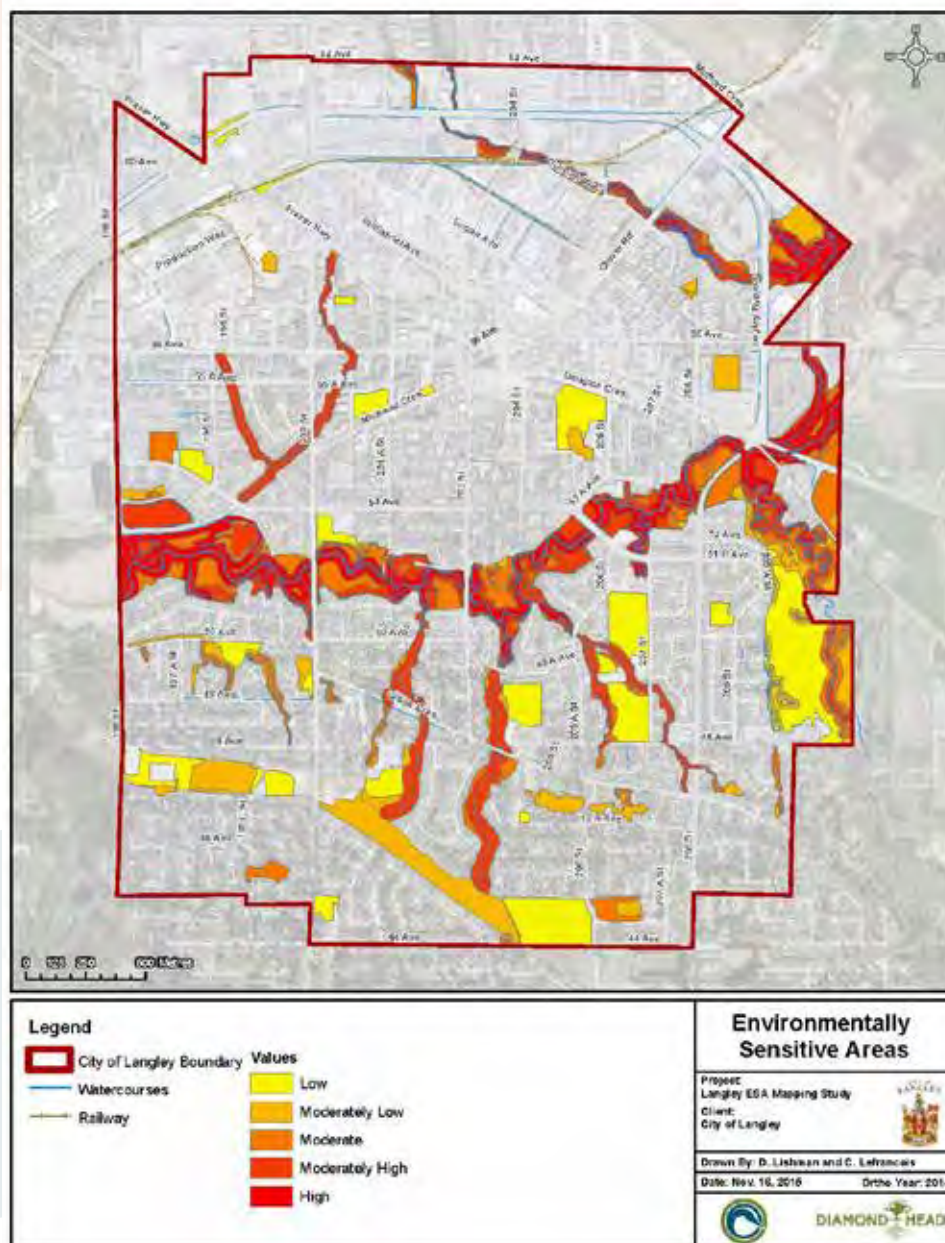
The Livable Region Strategic Plan (1996) mapped the regional "Green Zone" and "Park and Outdoor Recreational System," both of which identified the Nicomekl River corridor as a key connection between larger contiguous habitat reserves as held within neighbouring agricultural lands (within the Agricultural Land Reserve).



The Nicomekl River and its tributaries are a priority.

In addition to the importance placed on the Nicomekl River at a regional scale, the Environmentally Sensitive Area Mapping Study identifies the Nicomekl riparian corridor (including its tributaries) as the highest value and most sensitive environmental feature within the city and further recommends additional strategies to:

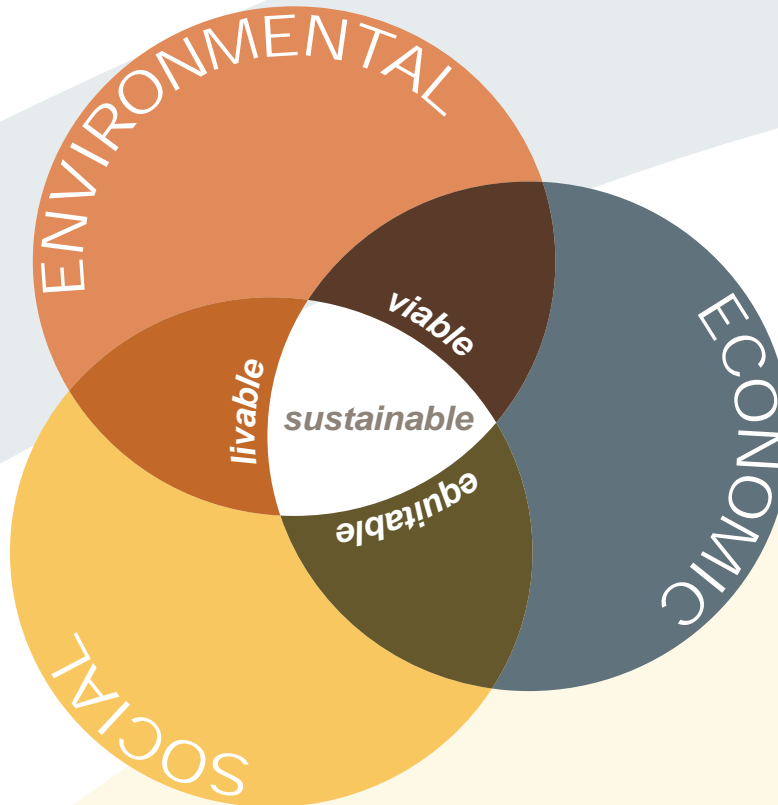
- protect existing resources and values through land acquisition/protected area expansion, restoration, enhancement and management of invasive species;
- expand and enhance environmental values within the urban matrix (beyond the river corridor) through the development of an Urban Forest Management Strategy; and
- update Development Permit Area guidelines to reflect best practices compatible with ESAs.



Sustainability Framework and GHG emissions reduction

The key sustainability-related question for an OCP is “how do we manage land use and development to maintain the health and well-being of the community and its environment in perpetuity?” Planning for sustainability considers impacts on systems that result mainly from human activity. These impacts can be studied through three major pillars:

- **Economic**
- **Environmental**
- **Social**



Several systemic barriers conspire to make sustainability very hard to achieve:

1. **Focus on economic growth** – Society’s implicit prioritization and focus on economic growth over other considerations;
2. **Large geographic scale** of some issues and impacts e.g. climate change impact is global;
3. **Lagtime between action and effect** – many environmental and social issues require long-term, persistent effort to address them;
4. **Tragedy of the Commons/Open access** – those over harvesting resources or contributing more than their share of waste to the “commons” actually benefit from this behaviour;
5. **Complex, overlapping jurisdictions** – many areas of work require multiple levels of government as well as private sector and third sector actors to co-operate; and,
6. **Equity** - Real/Perceived lack of equity in terms of the impacts and burden of acting/not acting.

Langley City has developed several plans, studies, and documents related to sustainability which were reviewed to establish a baseline and understand where gaps exist. The two most comprehensive and directly related documents are the Langley Sustainability Framework (2010) and the Community Energy & Emissions Plan (2010).

Langley Sustainability Framework

The City's Sustainability Framework provides a definition of sustainability, documents current sustainability initiatives and recommends future initiatives that will move the City towards its sustainability goals.

Sustainability is about having a strong and healthy community. This means having a vibrant economy, well protected environment, and healthy citizens. It is about living well today, and ensuring that future generations will live well too.

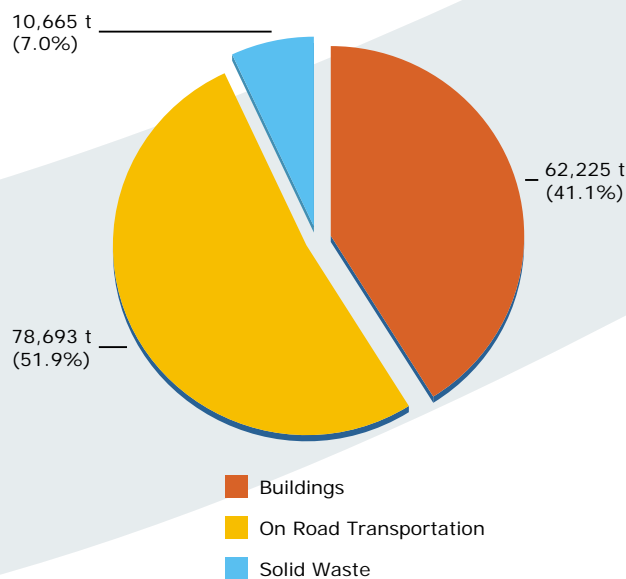
The framework includes 9 focus areas:

- Arts, Culture, & Heritage
- Energy, Climate Change, & Air Quality
- Health, Safety, & Well-Being
- Land use & Housing
- Local Economy
- Natural Areas, Parks & Recreation
- Solid Waste
- Transportation
- Water

Community Energy & Emissions Plan

This report documents the City's current community GHG emissions, puts forward an emissions reductions target and proposed strategies to achieve that target.

In 2007, the City of Langley generated 151,583 tonnes of CO₂e. 52 percent of emissions come from on-road transportation and 41 percent from community (residential, commercial and industrial) buildings. The remaining 7% comes from solid waste methane emissions.



Under a business-as-usual scenario (i.e. no additional action by the municipality), the report forecast that emissions would fall by 2% by 2017 mainly as the result of senior government actions. However, the report recommends a GHG emissions reduction target of 16% below 2007 levels which was adopted by Council and incorporated into the current OCP. This represents a reduction of 21,000 tonnes of CO₂e from the 2007 level of 151,583 tonnes of CO₂e.

It is not known what the current status of GHG emissions is in the community as the Provincial government has not updated the Community Energy & Emissions Inventory (CEEI) since 2012.



4 |

LANGLEY CITY TOMORROW

With an understanding of Langley City's current conditions, we can reflect on how the urban area can be improved to meet those needs and expectations. This section reassesses Langley City's population projections to 2061, with the expectation that a fixed rail rapid transit line will be extended from Surrey to the community largely following the Fraser Highway.

These projections are then compared to the City's existing zoning capacity for properties that may be likely to redevelop over the coming years. Using a GIS analysis that considers a range of different factors to calculate redevelopment potential, the report produces two informative maps that paint picture of where the greatest amount of change could occur across Langley City.

LANGLEY CITY 2061: POPULATION, JOBS, HOUSEHOLDS



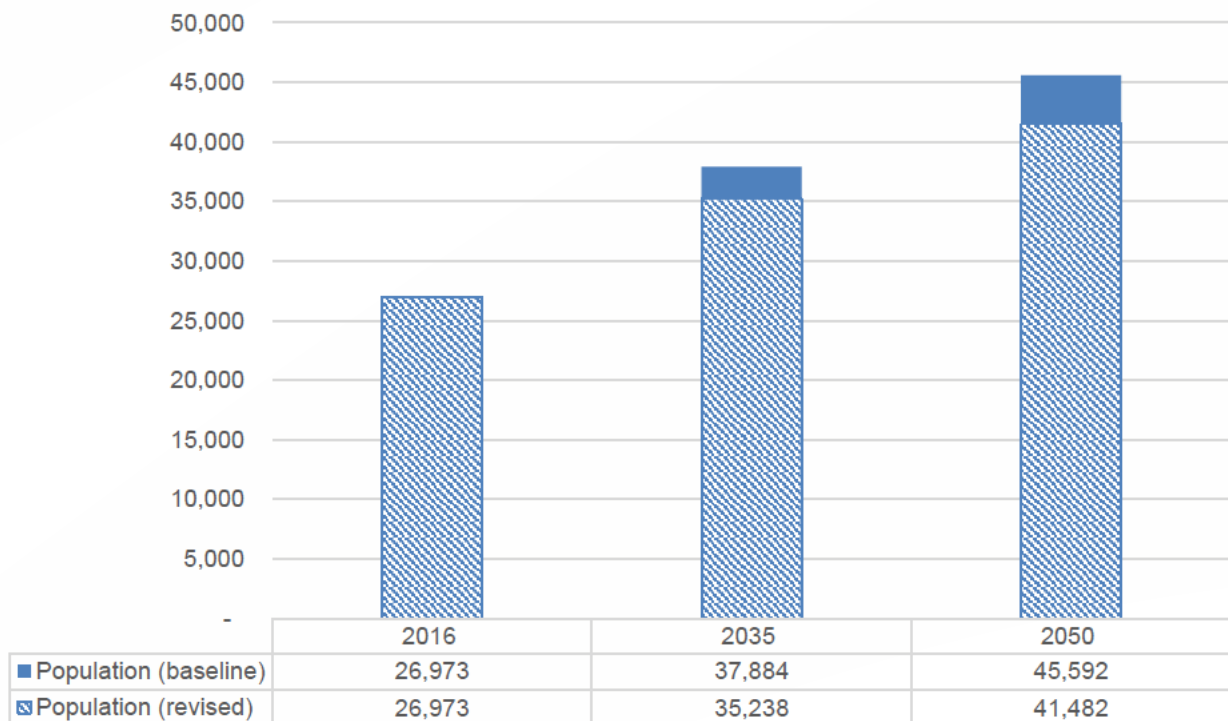
POPULATION, JOBS, & HOUSEHOLD FORECASTS

Metro Vancouver has been working to develop revised population, employment, and household forecasts for the region, accounting for many factors including the proposed SkyTrain extension through Surrey and into Langley City, and the upcoming extension of the Millennium Line from VCC to Arbutus along the Broadway corridor. The revised population, employment, and household forecasts are looking at the entire region, trying to “go beyond the OCPs” to think about what the region could look like as new area plans emerge for existing and future rapid transit station areas, and as the nature of employment changes due to an aging workforce and increasing automation.

Urban Systems was asked to analyze these projections and extrapolate them to 2061. For Langley City overall, the outcomes of Metro’s projection revisions translate to:

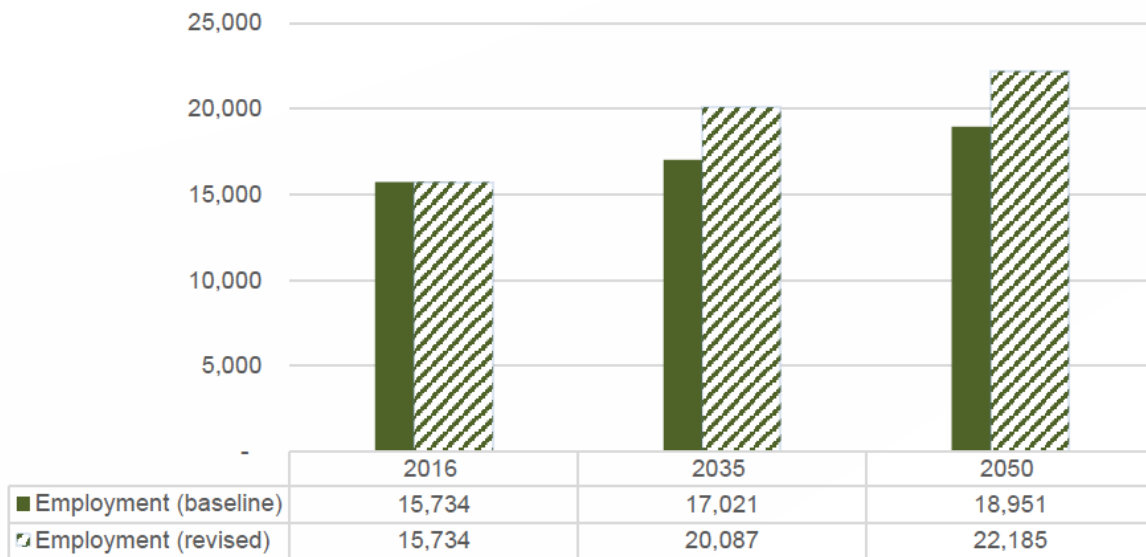
- 2,650 fewer residents by 2035 and 5,350 fewer residents by 2061 than originally forecast
- 3,100 more jobs by 2035 and nearly 4,600 more jobs by 2061 than originally forecast
- 1,192 fewer households by 2035 and 2,477 fewer households by 2061 than originally forecast

Revised Population Forecasts



Source: Metro Vancouver

Revised Employment Forecasts



Source: Metro Vancouver

Revised Household Forecasts

REVISED FORECAST - Citywide				
Year	Households			
	Total	Change from previous period	Avg. HHLD Size	Change vs. baseline forecast
2019	12,514			-113
2023	13,231	717	2.24	-314
2027	14,016	785	2.23	-549
2031	14,890	874	2.23	-829
2035	15,866	976	2.22	-1,192
2039	16,619	753	2.21	-1,356
2043	17,430	811	2.20	-1,538
2047	18,315	885	2.19	-1,731
2051	19,322	1,007	2.18	-1,873
2055	20,228	906	2.18	-2,113
2059	21,113	885	2.17	-2,354
2061	21,544	431	2.16	-2,477



Translating Households into Dwellings

A 'household' in the census is a "dwelling, occupied by usual residents". It refers to a private dwelling that is used as a primary residence, and the inhabitants of that dwelling make up a household. If inhabitants of a dwelling only live there temporarily, and / or have a primary residence elsewhere in Canada or abroad, then they are not counted in the population or household counts.

The difference between dwelling counts and household counts in the census is "dwellings, not occupied by usual residents." This accounts for dwellings that are not used as primary residences, and most commonly interpreted as unoccupied dwellings.

The following table summarizes key data points from the 2011 and 2016 Census for Langley City which can help us translate the projected number of households into a projected number of dwelling units.

Langley City Census Statistics		
	2016	2011
Population	25,888	25,081
Number of Households	11,840	11,315
Avg. Household Size	2.19	2.22
Total Dwellings	12,264	11,810
Unoccupied Dwellings	424	495
Rate of Unoccupied Dwellings	3.46%	4.19%
Unoccupied Dwellings as % of Households	3.58%	4.37%

source: Statistics Canada 2011, 2016: Urban Systems

Based on the revised households forecast from Metro Vancouver for Langley City, we offer the following projections of incremental (net new) dwelling unit need under three scenarios:

- No change to rate of unoccupied dwellings from 2016 (i.e. constant at 3.46%)
- Return to 2011 rate of unoccupied dwellings (4.19%)
- Further decrease in rate of unoccupied dwellings to 2.7% by 2023, and held constant thereafter

Incremental Dwelling Unit Projection per period, based on household growth projections – Langley City			
Year	No Change to 2016 Unoccupied Dwelling Ratio	Return to 2011 Unoccupied Dwelling Ratio*	Further Decrease of Unoccupied Dwelling Ratio**
2023	743	749	737
2027	813	819	807
2031	905	912	898
2035	1,011	1,019	1,003
2039	780	786	774
2043	840	847	834
2047	917	924	910
2051	1,043	1,051	1,035
2055	938	946	931
2059	917	924	910
2061	447	450	443
TOTAL, 2019-2061	9,354	9,425	9,282

*held constant at 2011 ratio from 2023 onward

**held constant at decreased (2.7%) ratio from 2023 onward

The projected net addition of 9,030 households in Langley City between 2019 and 2061 is expected to translate to a need for between 9,282 and 9,425 dwelling units.

It should be noted however that, in a high-demand region like Metro Vancouver, looking to population and household projections as a basis for incremental dwelling unit demand can be problematic, as in many cases it is the availability of housing which itself limits population growth, rather than the other way around. The above dwelling unit need forecast based on projected population and household formation likely under-represent the full extent of demand for new housing units. Developer uptake and unit development should be closely monitored, and policy should be designed to be responsive to market signals.

There are a number of other metrics that should be tracked to determine potential (latent and future) demand for new housing in Langley City, and in particular demand for housing of various tenures (market and non-market) within the catchment of future rapid transit stations. Some of these metrics include:

- Rental unit vacancy rates (vs. target rates) (e.g. purpose-built rental vacancy was 1.3% in Langley City in October 2018)
- Rents by number of bedrooms (again, vs. target rates)
- Unit sales prices
- Comparative household formation rates (e.g. are people postponing household formation due to housing constraints)
- Homeless counts
- Co-op, subsidized and supportive housing wait lists



CURRENT ZONING CAPACITY ANALYSIS & RELATIONSHIP TO THE PROJECTIONS

An analysis of land use, density, and redevelopment potential was conducted to better plan for Metro Vancouver's projected future growth in Langley City. Redevelopment potential was calculated using multiple factors:

- Land value
- Vacancies
- Building age
- Building quality
- Walking time from future SkyTrain station

Properties were put into one of four categories ranging from **high potential** to **no potential** for redevelopment. For residential potential, net new dwellings were derived using maximum allowances in the Zoning Bylaw minus the current dwelling count recorded by BC Assessment. For commercial/industrial potential, new floor space was derived from maximum allowances in the Zoning Bylaw.

The results are two maps detailing areas of redevelopment potential. It's important to note that other less quantifiable factors play a role in redevelopment (i.e. land economics, ownership characteristics and willingness to sell/redevelop, desire to build to the maximum allowances). So the maps should be assessed with the caveat that not all properties - regardless if they have a high, moderate, or low potential - will necessarily produce these increases in dwellings and floorspace in the foreseeable future. What the maps do provide us is an approximation of the maximum potential that could be built without a rezoning application.

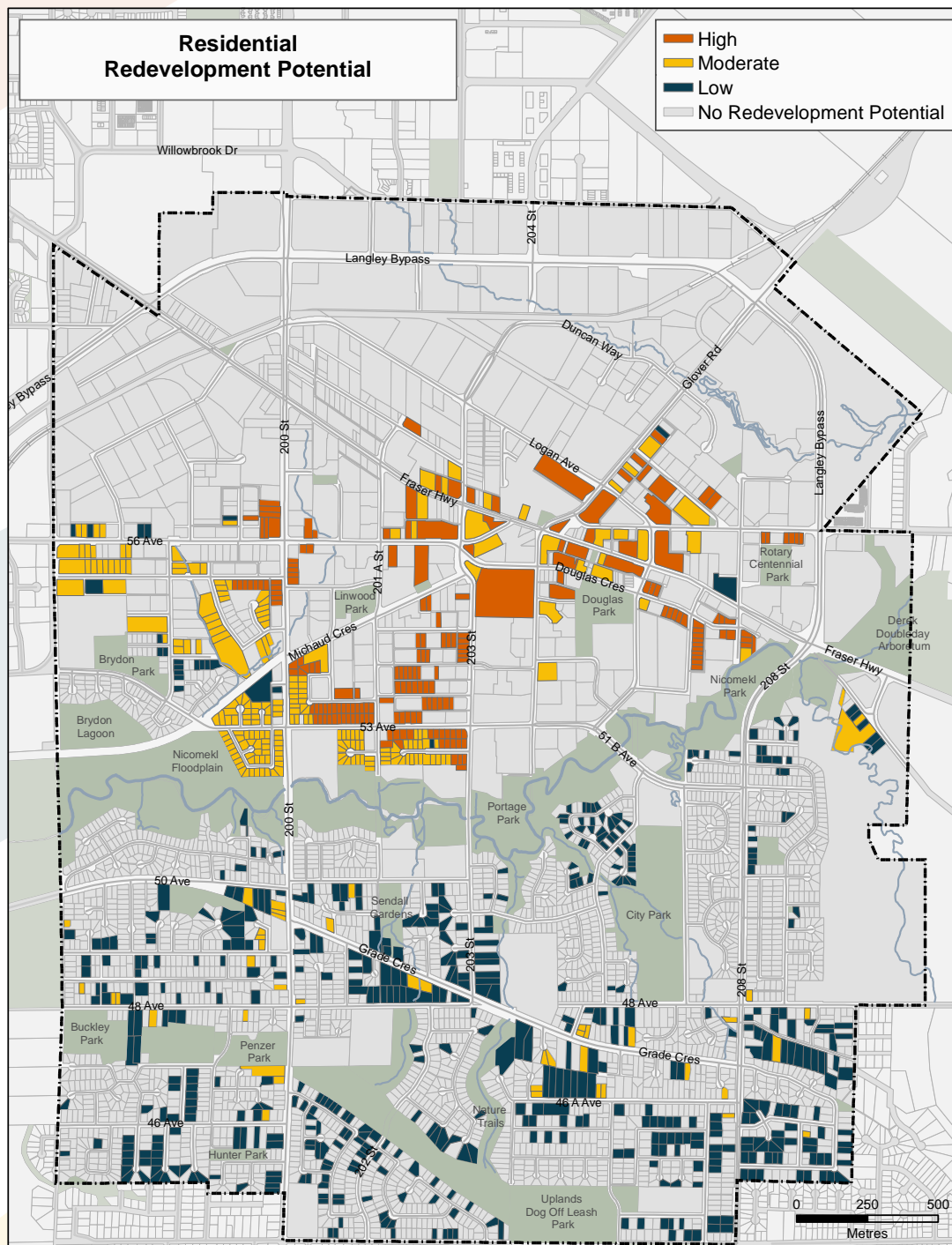
The dwelling counts and square footage totals also provide us with an idea of how much is already allowed to be built without any changes to land use and density provisions. However, land use and density policies should also factor in other elements, like access to jobs, transit, parks, and more. These maps provide one perspective in the multi-lensed approach that will guide the development of the new Official Community Plan and Zoning Bylaw. And with the right policy framework, the City can facilitate and direct this change in a way that helps it achieve the Nexus of Community vision.

Residential Redevelopment Potential is Strongest North of the Nicomekl

A total of 9,943 dwellings units could be built within existing zoning allowances. Much of the residential redevelopment potential under current zoning lies within Langley City's downtown and its periphery.

Several large properties downtown are of a vintage that would make redevelopment attractive and they are in close proximity to the future terminus of a Surrey-Langley SkyTrain extension. These properties mostly already have C1-Downtown Commercial zoning which permits mixed use buildings up to 15 storeys in height. A large portion of the potential dwelling count (77%) is located in the C1 zone. This would make for a dramatic change to Langley City's downtown, in terms of its

Zone	Net Potential New Dwelling Units
A1 - Agricultural	-
C1 - Downtown Commercial	7,675
CD - Comprehensive Development	460
RM1 - Multiple Residence Low Density	204
RM2 - Multiple Residence Medium Density	34
RS1 - Single Family Residential	1,498
RS2 - Single Family Estate Residential	72
Grand Total	9,943



Residential Redevelopment Potential				
	High	Moderate	Low	Total
Existing Units	281	552	599	1,432
Gross New Units	5,701	3,645	2,029	11,375
Net New Units	5,420	3,093	1,430	9,943

population density, its form and character, and its economic vitality. When put against the dwelling need projections, the numbers aren't too different. By 2061, approximately 9,425 units (based on the 2011 unoccupied dwelling ratio) will be required to support Langley City's population. That's 518 units below today's potential zoning capacity of 9,943 units. This tells us the projected growth could be accommodated through existing zoning, but it doesn't account for how the community would like this growth to be managed.

Through more engagement with the community, stakeholders, City staff and Council members (including a Housing Forms charrette in Stage 2), a clearer picture will emerge on how to distribute the planned growth.

Industrial & Commercial Redevelopment Potential is Strongest around Future SkyTrain Stations

Today, commercial and industrial uses are located primarily in downtown, along the Fraser Highway corridor, and along the Langley Bypass. While there is some potential for increased commercial square footage downtown, the majority of floor space permissions lies in the C2-Service Commercial zone where current buildings are significantly below zoning allowances. These properties are characterized today as strip malls and big box stores. Nearly 24 million square feet could be built in this area, which translates into approximately 37 new Willowbrook Shopping Centres, making up 63% of the total potential new floor space for commercial and industrial uses.

It is, however, very unlikely for this kind of development to take place. Commercial developments rarely extend beyond a single floor in height, especially in markets like Langley City's, and much of this potential growth are the result of C2 zoning regulations that allow for 5 storey buildings.

In the I1-Light Industrial zone, a smaller but still significant amount of capacity exists for intensification. This is especially true for several large properties along Logan Avenue just north of downtown, and to a lesser degree in the western part of the City along Production Way.

Much like the residential numbers, decisions on how to allocate commercial and industrial growth across the city need to consider other important factors such as complete neighbourhoods and access to SkyTrain. However, over-designating commercial lands can lead to poor street environments with a large amount of vacancies and struggling retail zones. Any additional commercial designated lands should be targetted, strategic, and small in scale.

Zone	Net Potential New Floor Space (sq. ft.)
C1 - Downtown Commercial	3,532,811
C2 - Service Commercial	23,722,684
C3 - Special Commercial	1,785,057
CD - Comprehensive Development	3,411,923
I1 - Light Industrial	4,125,935
I2 - Service Industrial	700,364
Grand Total	37,276,774

5 | NEXT STEPS

We've identified five overarching topics for the OCP & Zoning Bylaw updates that will provide the foundation for engagement activities and frame policy discussions around the future of the community. They are:

- Housing
- Transportation
- Culture
- Economy
- Environment



PHASE 2

Phase 2 is intended to involve extensive community engagement with residents, stakeholders, and the broader community. There will be multiple opportunities to provide input and feedback through a diversity of activities. These will include:

- Focus group workshops;
- An online questionnaire;
- A housing forms charrette; and,
- An open house.

Once the engagement is complete, we'll summarize all the results in a Key Directions Report which will undergo a servicing and infrastructure review. Together, this information will be presented to Council for consideration.



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