



REPORT TO MAYOR AND COUNCIL

PRESENTED:	SEPTEMBER 15, 2025 - REGULAR MEETING	REPORT:	25-132
FROM:	COMMUNITY DEVELOPMENT DIVISION	FILE:	08-26-0229
SUBJECT:	OFFICIAL COMMUNITY PLAN AMENDMENT AND REZONING APPLICATION NO. 100239 (CARVOLTH 86TH AVE LANDS LTD. / 20120 – 86 AVENUE)		

PROPOSAL:

Application to amend the Carvolth Neighbourhood Plan to increase the density in the Apartment Live Work (2.0 FSR) and High Density Apartment (2.8 FSR) designations to facilitate the development of a 39-storey mixed use tower with 331 apartment units and 4,529 m² (48,750 ft²) of commercial space and a 6-storey apartment building with 133 apartment units and daycare space on approximately 0.9 ha (2.3 ac) of land located at 20120 – 86 Avenue.

RECOMMENDATION SUMMARY:

That Council consider the applicant's proposal and either:

- a. Defer consideration of the application until Council consideration of an updated Willoughby Community Plan and refer the applicant to staff to work with staff to address the items outlined in this report; or
- b. Direct staff to advance the bylaws associated with the application.

RATIONALE:

The applicant is requesting amendments to the Carvolth Neighbourhood Plan (NP) to increase permitted density which results in a 23,653 m² (254,607 ft²) increase in floor space. The proposal is inconsistent with the Township's Neighbourhood Park Land Policy. Furthermore, the Willoughby Community Plan is currently undergoing updates and will provide updated policy guidance to reflect the 200 Street Bus Rapid Transit for the land uses in the Carvolth NP area including the subject site.

RECOMMENDATION:

That Council consider the information provided in this report and adopt one of the following resolutions:

1. Defer consideration of the application until Council consideration of an updated Willoughby Community Plan and refer the applicant to staff to work to address the items outlined in this report.
- or
2. Direct staff to advance the bylaws associated with the application.

EXECUTIVE SUMMARY:

Flat Architecture, on behalf of Carvolth 86th Ave Lands Ltd., has applied to increase the permitted density in the Apartment Live Work (2.0 FSR) and High Density Apartment (2.8 FSR) designations in the Carvolth Neighbourhood Plan (NP) on approximately 0.9 ha (2.3 ac) of land located at 20120 – 86 Avenue. The application proposes a 39-storey mixed use tower comprised of 331 apartment units and 4,529 m² (48,750 ft²) of commercial space and a 6-storey apartment building comprised of 133 apartment units and daycare space.

As the Willoughby Community Plan is currently undergoing updates that will provide updated policy guidance to reflect the 200 Street Bus Rapid Transit for the land uses in the Carvolth NP area and for the project to better align with Township policies, staff recommend that Council either defer consideration of the application or direct staff to advance the bylaws associated with the application for consideration. Should Council elect to advance the application, staff will prepare the necessary bylaws for Council's consideration.

PURPOSE:

The purpose of this report is to advise and make recommendations to Council with respect to proposed amendments to the Carvolth NP for property located at 20120 – 86 Avenue.

REFERENCE:

Owner:	Carvolth 86th Ave Lands Ltd. 308, 6321 King George Blvd Surrey BC V3X 1G1
Agent:	Flat Architecture 209, 6321 King George Blvd Surrey, BC V3X 1G1
Legal Description:	Lot 56 Except: the Easterly Portion; Section 26 Township 8 New Westminster District Plan 62363
Location:	20120 – 86 Avenue
Area:	0.9 ha (2.3 ac)
Existing Zoning:	Suburban Residential Zone SR-2
Willoughby Community Plan:	Transit Village
Carvolth Neighbourhood Plan:	Apartment Live Work (2.0 FSR) High Density Apartment (2.8 FSR) Medium Density Apartment (1.9 FSR) Plaza

BACKGROUND/HISTORY:

- The subject lands are zoned Suburban Residential Zone SR-2 and designated Apartment Live Work (2.0 FSR), High Density Apartment (2.8 FSR) and Medium Density Apartment (1.9 FSR) and Plaza in the Carvolth NP. The site's plaza designation requires a 0.2 ha (0.5 ac) plaza at the north side of the development.
- Section 2.4.18 of the Carvolth NP does not permit the blending of density between designations resulting in density calculated separately for each designation.

DISCUSSION/ANALYSIS:

- The applicant proposes a 39-storey mixed use tower comprised of 331 apartment units and 4,529 m² (48,750 ft²) of commercial space and a 6-storey apartment building comprised of 133 apartment units and daycare space.
- To facilitate the development, the applicant has applied to increase the permissible density in the Apartment Live Work from 2.0 FSR to 12.9 FSR and the High Density Apartment designation from 2.8 FSR to 3.1 FSR.
- The proposal includes relocating the plaza from the north end of the site to the south end of the site. The plaza space is currently proposed to be secured through a public access statutory right-of-way to enable the applicant to utilize the area for the calculation of density and to use the space below the plaza for underground parking.
- As the site is located within 800 m of Highway 1 (a controlled access highway) and proposes a plan amendment to increase density, a traffic study is required with approval from the Ministry of Transportation and Transportation (MOTT) and the Township. Accordingly, should Council advance the application provision and acceptance of a traffic study (and securing of any recommendations) is required prior to consideration of final reading.

- Since the application has been submitted, a process has been initiated to update the Willoughby Community Plan which will provide guidance and an updated policy context for higher density development proposals (such as the subject application) as the current community/neighbourhood plans do not contemplate density greater than 2.8 FSR.
- On July 21, 2025, Council endorsed a draft community vision and guiding principles for Willoughby with additional community engagement in the fall of 2025.
- Staff note that the proposal does not align with the Neighbourhood Park Land Policy 07-231, however, the applicant has requested that staff advance the application (Attachment B).

Adjacent Uses:

	Existing Use	Neighbourhood Plan Designation	Existing Zoning
North:	86 Avenue beyond which is a property currently under active application for the development of four mixed use towers up to 39-storeys (ToL Project No. 08-26-0076)	Office / Mixed Use I	Suburban Residential SR-2
South:	85 Avenue beyond which is a property currently under construction for two 6-storey apartment buildings (ToL Project No. 08-26-0227)	Medium Density Apartment (1.9 FSR)	Comprehensive Development Zone CD-200
East:	One mixed use building and a development comprised of four 6-storey buildings currently under construction	Apartment / Live Work (2.0 FSR) High Density Apartment (2.8 FSR)	Comprehensive Zone CD-140
West	201 Street alignment beyond which is a 6-storey mixed use building, a 26-storey residential tower and a 34-storey residential tower	Apartment / Live Work (2.0 FSR) High Density Apartment (2.8 FSR)	Comprehensive Development Zone CD-129

Community / Neighbourhood Plan Amendment:

- The site is designated Apartment Live/Work (2.0 FSR, minimum height 3-storeys), High Density Apartment (2.8 FSR, minimum height 4-storeys / maximum height 18-storeys), Medium Density Apartment (1.9 FSR, minimum height 3-storeys / maximum height 6-storeys) and Plaza.
- The applicant has applied to increase the permitted densities to accommodate the proposal as noted in the below table. Staff note that Section 2.4.18 of the Carvolth NP does not permit the blending of density between designations, therefore floor area is calculated separately for each designation.

Designation	Permitted	Proposed	Additional*
Apartment /Live Work (2.0 FSR)	4,248 m ² (45,724 ft ²)	27,524 m ² (296,266 ft ²)	23,124 m ² (248,913 ft ²)
High Density Apartment (2.8 FSR)	6,723 m ² (72,366 ft ²)	7,355 m ² (79,169 ft ²)	529 m ² (5,694 ft ²)
Medium Density Apartment (1.9 FSR)	4,731 m ² (50,924 ft ²)	1,939 m ² (20,871 ft ²)	N/A
TOTAL	15,702 m² (169,014 ft²)	36,818 m² (396,906 ft²)	23,653 m² (254,607 ft²)

* Does not include Indoor Amenity Areas per FSR definition in the Zoning Bylaw, whereas proposed includes entire building area.

- Section 2.4.18 of the Carvolth NP provides a table of lands which may be developed in accordance with site specific heights and densities. Staff note, of all amendments in this table, the maximum increase in permitted density has been 5.0 FSR, for a site located immediately west of the subject site which accommodates two towers (26- and 34-storeys). If approved, the subject site would be the highest density (12.9 FSR) and tallest (39-storeys) tower in the Township.

Community Amenity Contribution:

- On June 7, 2025, Township Council adopted an Interim Policy Regarding Community Amenity Contributions No. 07-170 noting such contributions must be either at the initiative of the applicant/developer or emerge from rezoning negotiations between the applicant/developer and the Township.
- The proposed plan amendment increases the permitted density by 5,694 ft² for the portion of the development that is 6-storeys or less and 248,913 ft² for the portion that is 7-storeys or more.
- Previous applications that include an increase in residential density beyond that established in the Plan, an additional \$20 per square foot per Apartment (7-storeys or more) \$25 per square foot per Apartment (6-storeys or less), has been negotiated as a voluntary contribution in light of the increase in density. Previous applications have also volunteered a rate of \$11,000 per apartment unit created. Based on previously negotiated and volunteered rates for other applications, the amenity contribution calculation for the subject proposal results in a total of \$10,224,610.
- The applicant has elected to advance a voluntary contribution for a total of \$5,104,000 which is \$5,120,610 less than what similar applications have provided as a voluntary contribution.

Neighbourhood Parkland Policy 07-231:

- The Township's Neighbourhood Park Land Policy 07-231 indicates a 5% of developable land value contribution as cash in lieu (or equivalent land) based on the amount of developable land rezoned or subdivided for the purposes of the acquisition of Neighbourhood Park land.
- The applicant has proposed to be exempted from the policy requirement as the site provides a 0.2 ha (0.5 ac) plaza space as required by the Carvolth NP.
- While the Carvolth NP does require a 0.2 ac (0.5 ac) plaza, this space is not Neighborhood Parkland and is not proposed to be secured via dedication as the applicant has proposed to utilize the space below as underground parking and is using the total area as part of the density calculation for the southern portion of the property.

- Staff further note that similar applications that have provided plaza spaces have not been exempted from this policy.

Policy Considerations:

The application proposes to redesignate approximately 0.9 ha (2.3 ac) of land located at 20120 – 86 Avenue to increase the permitted density in the Apartment Live Work and High Density Apartment designations to accommodate a rezoning application for a 39-storey mixed use tower comprised of 331 apartment units and 4,529 m² (48,750 ft²) commercial and 6-storey apartment building use comprised of 133 apartment units and daycare space.

The Willoughby Community Plan is currently being updated and will provide additional policy context including but not limited to density, scale and form of development. The subject application currently requests an exemption from the Neighbourhood Park Land Policy. Accordingly, staff recommend that Council either defer consideration of the application until Council's consideration of an updated Willoughby Community Plan and refer the applicant to work with staff to address the items outlined in this report or direct staff to advance the bylaws associated with the application.

Respectfully submitted,

Ruby Sandher
SENIOR PLANNER
for
COMMUNITY DEVELOPMENT DIVISION

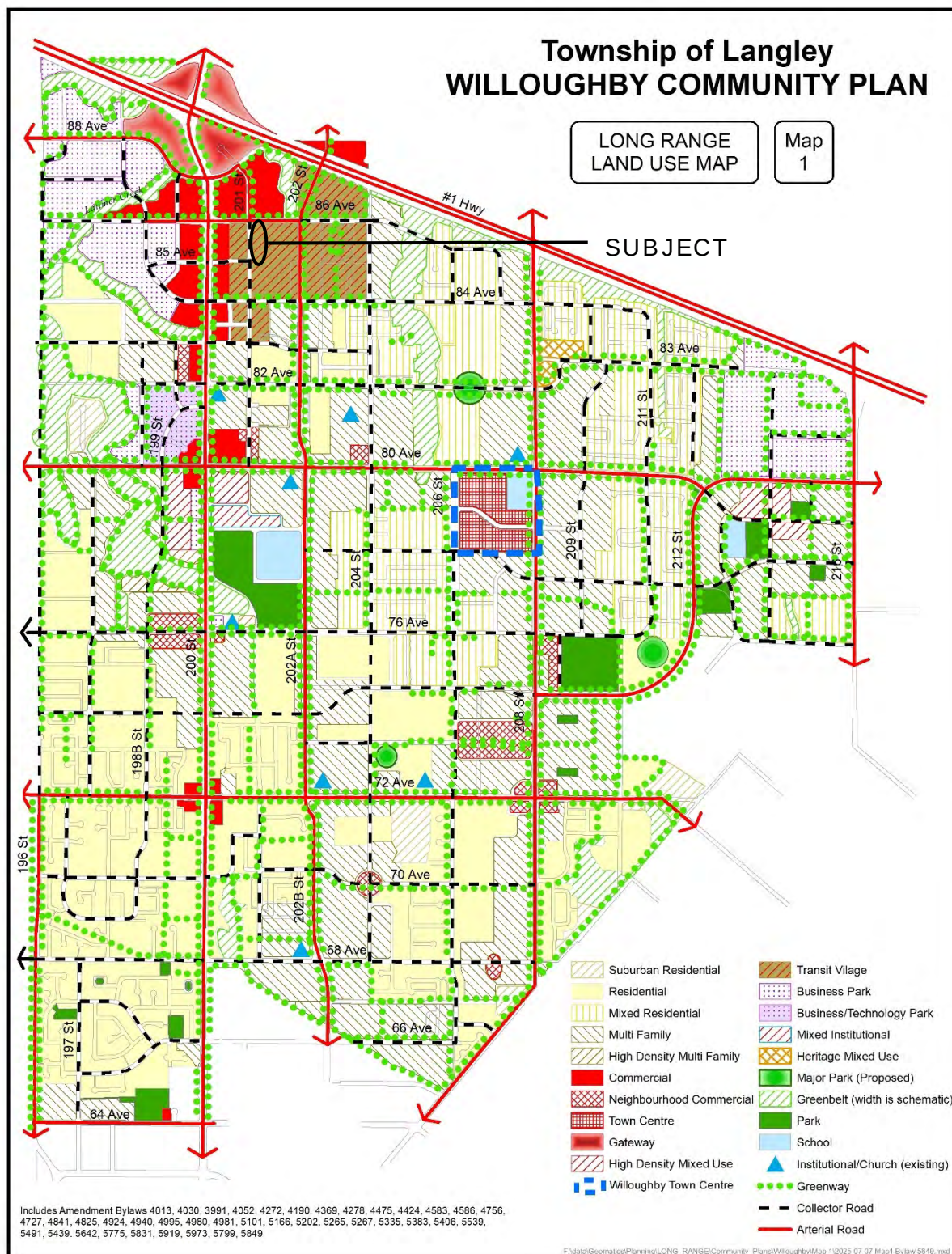
ATTACHMENT A
ATTACHMENT B

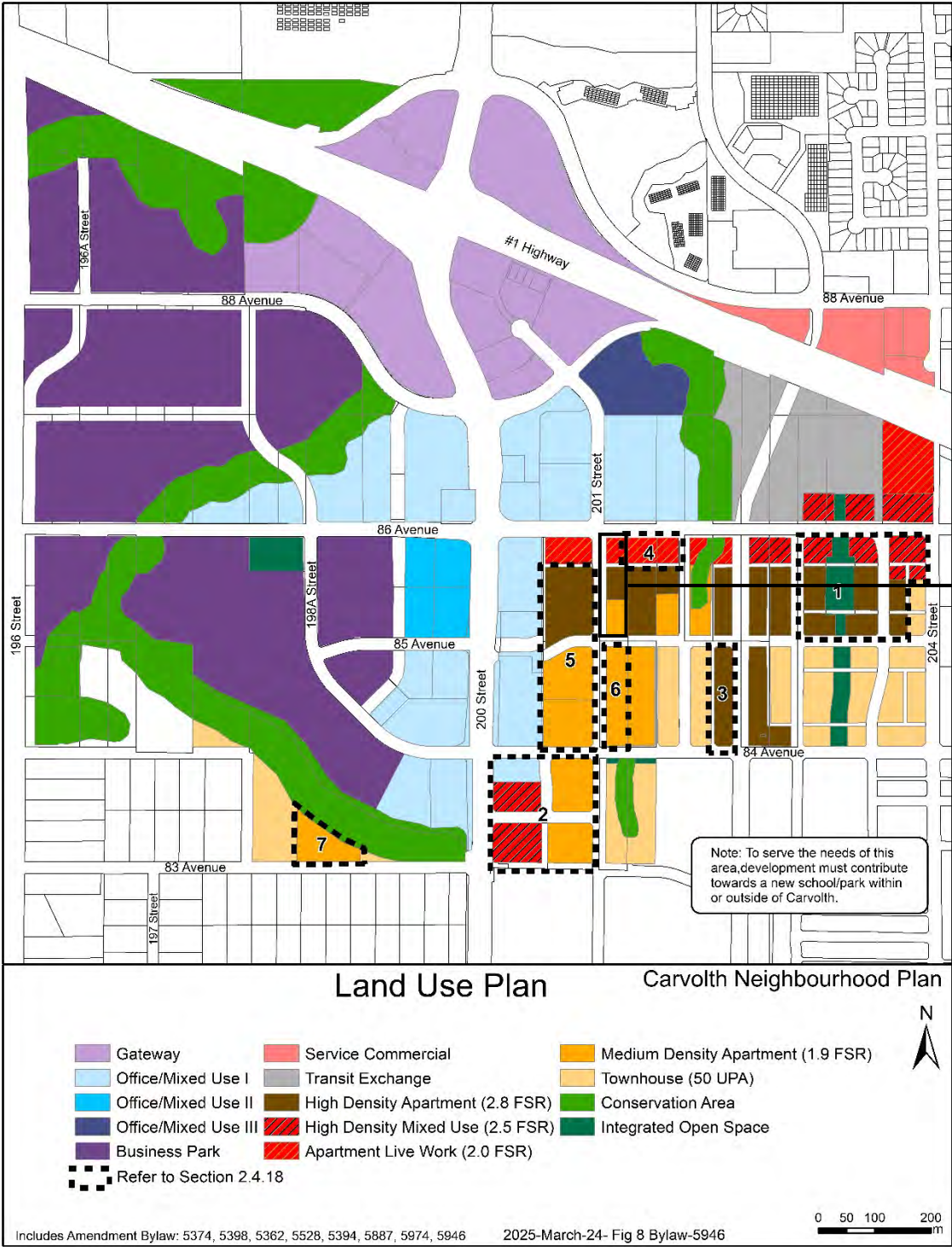
Maps and Graphics
Applicant Rationale and Proposal

ATTACHMENT A



AERIAL PHOTO





SUBJECT



ZONING BYLAW NO. 2500



VIEW FROM CORNER OF 86 AVE AND 201 STREET



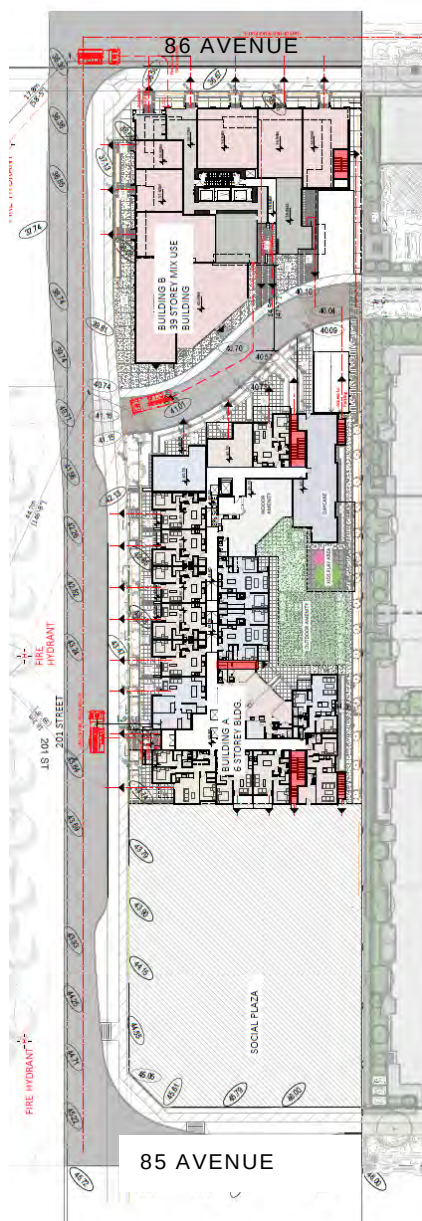
VIEW FROM 201 STREET

RENDERINGS – SUBMITTED BY APPLICANT



VIEW FROM 201 STREET

RENDERINGS – SUBMITTED BY APPLICANT



SITE PLAN – SUBMITTED BY APPLICANT

August 20th, 2025

ATTACHMENT B

Attention: Ruby Sandher, MCIP, RPP
Senior Planner
Development Planning | Township of Langley
20338 – 65 Avenue
Langley, BC V2Y 3J1

Re: Project No: 08-26-0229
Mixed-Use Development at 20120 86 Avenue
Development Rationale Letter

Regarding the development application 08-26-0229 at 20120 86 Avenue in the Township of Langley, we would like to provide the following for your consideration in support of the mixed-use development within the Carvolth Neighbourhood Plan of the Willoughby Community Plan.

Salient Facts:

The proposal includes a 39-storey high-rise tower and a 6-storey wood-frame residential building on the south, offering a total of 464 residential units. Additionally, it features office space, ground-floor retail, a daycare, and a 0.5-acre outdoor social plaza to meet the growing needs of the neighbourhood and the surrounding community.

The gross site area is 2.34 acres, which is reduced to a net usable area of 1.73 acres or 1.23 acres if you subtract the 0.5-acre outdoor social plaza.

The subject site is divided into three distinct zones according to the Carvolth Neighbourhood Plan within the Willoughby Community Plan. The northernmost part of the property along 86th Avenue allows for Employment and Work-Live uses with a maximum of 2.0 FSR.

The central section of the site permits high-density apartments up to 2.8 FSR, aiming to create high-density residential housing, and allows building heights of up to 18 storeys.

The southernmost part of the property permits medium-density apartments up to 1.9 FSR, including the allocation of a 0.5-acre outdoor social plaza.

The subject site is situated within a few hundred metres of the Carvolth Bus Exchange and the 200th Street intersection, enhancing connectivity.

Density Rationale:

Considering the existing infrastructure and the proposed 2040 Plan, our rationale and perspective behind this development align with the policies and vision of the staff and Council members. Our main goal is to position the Township of Langley as the gateway for growing families and local businesses, supported by excellent infrastructure. The residential units and amenities are essential for fostering wellness and growth in this area. The density and type of products support the increasing needs of this community, both personally and commercially. Our development proposal has been carefully reviewed and analyzed to ensure complete alignment and transparency in meeting these needs.

The proposal for a 6-storey residential building with 133 units offers a varied range of housing options, from 1-bedroom to family-friendly units, exceeding the Family-Friendly Units Policy of the Township of Langley. The inclusion of a daycare and an outdoor social plaza makes it attractive for families with children. The building captures the spirit of an urban community with strong features that support growing families.

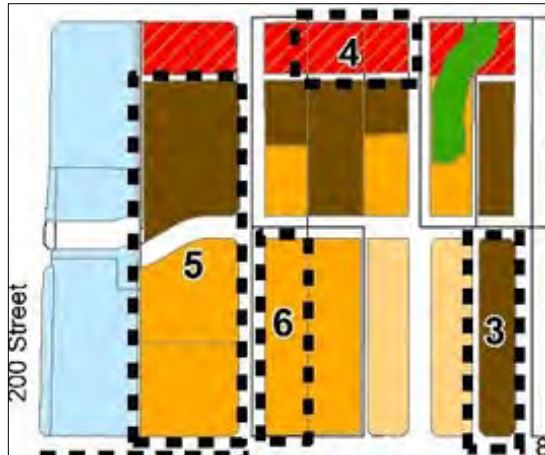
The outdoor social plaza will serve as a central gathering place for everyone living and working in and around the proposed development, providing outdoor activities throughout the year. Due to this unique site feature, the height of the high-rise became necessary to achieve economies of scale and some financial stability, particularly considering current economic challenges and the local lenders' and buyers' openness to concrete construction.

With the proposal for a 0.5-acre outdoor social plaza, representing 29% of the net usable area, we request the Council to waive any future financial obligation for a 5% parkland fee related to rezoning, plan amendments, or subdivision.

Additionally, the applicant is making an amenity contribution of \$5,104,000 for the proposed development. As part of our contributions, we request that the neighbourhood plan permitted densities be combined across the entire site, as the proposal does not contemplate segmentation or phasing. It is not architecturally feasible to achieve the permitted densities in the high-density and medium-density areas of the site, given the 0.5-acre social plaza. Hence, these items formulate our rationale for the proposed amenity contribution.

CAC Contribution	Area (Sq. M)	Permitted Density (Sq. M)
Apartment/Live Work (2.0 FSR)	2,124	4,248
High Density (2.8 FSR)	2,401	6,723
Medium Density (1.9 FSR)	2,490	4,731
Totals	7,015	15,702
Proposed Density (Sq. M)		36,818
Excess Density (Sq. M)		21,116
Proposed CAC	\$241.71	\$5,104,000

Furthermore, it is worth noting that consideration should be given to the fact that the current Carvolth NCP allows up to an 18-storey structure under the high-density designation before making a determination of the base density permitted. Both the properties on the east and west of the development site permit high-density apartment designation on the entire southern portion of the site, resulting in higher base density.



2.4.13 High Density Apartment (2.8 FSR)

The intent of the High Density Apartment (2.8 FSR) designation is to create a mix of high density housing options that incorporate ground oriented uses such as townhouses located adjacent to services suitable for a range of income levels and lifestyles including singles, couples, seniors, and families with children.

Uses and requirements in the High Density Apartment (2.8 FSR) designation include:

- Residential.
- Maximum Density: 2.8 FSR.
- Maximum Building Height: 18 storeys.
- Minimum Building Height: 4 storeys.

From a structural, height, and separation plan perspective, the tower proposal meets and exceeds the requirements outlined in the Carvolth Neighbourhood Plan. The tower is designed with a 5-storey podium to support local businesses and retailers. With the retail and office jobs projected to grow significantly along the 200th Street corridor, we aimed to maintain this continuity in our development proposal. Spanning approximately 49,000 sq. ft of office and retail space across five levels, these businesses will attract and support a stronger network within the framework of the high-rise tower. The relationship between the residential units above and the surrounding and internal businesses will help support the additional density and unit count proposed in the development.

As outlined in a 10-year outlook plan by TransLink, the need for a Bus Rapid Transit and a major transit network along 200th Street further supports our rationale for proposing additional density in this location. The need to connect and expand communities forms the basis of our development. As noted above, the development site is situated within a few metres of the Carvolth Bus Exchange, making it an ideal spot for residents commuting in or across town. To add, the Ministry of Transportation granted preliminary approval on July 23rd supporting the additional density.

While we acknowledge the need for further investments to enhance connectivity and livability, we believe that our development proposal offers the appropriate structure as envisioned by staff and Council members. With affordability as a top priority for all levels of government, implementing the right local policies to support increased density encourages local developers such as Maskeen to continue investing in our communities for the benefit of all stakeholders.



While maximizing financial profitability is the goal of every successful business, collaboration through aligned goals and policies can help build a strong and lasting relationship between Maskeen and the Township of Langley.

We would like to thank everyone for this opportunity, and we look forward to seeing this project progress to the next stages of its journey.

Should you have any other questions or concerns, please do not hesitate to contact me directly.

Yours very truly,

Carvolth 86th Ave Lands Ltd.

A handwritten signature in dark ink, appearing to read "Amrinder S. Cheema", written over a horizontal line.

Amrinder S. Cheema, CPA
CFO