

City of Maple Ridge

COUNCIL WORKSHOP AGENDA

June 28, 2022

9:00 a.m.

Virtual Online Meeting including Council Chambers

The purpose of the Council Workshop is to review and discuss policies and other items of interest to Council. Although resolutions may be passed at this meeting, the intent is to make a consensus decision to send an item to Council for debate and vote or refer the item back to staff for more information or clarification.

The meeting is live streamed and recorded by the City of Maple Ridge.

1. APPROVAL OF THE AGENDA

2. ADOPTION OF MINUTES

2.1 Minutes - June 14, 2022

3. PRESENTATIONS AT THE REQUEST OF COUNCIL

4. UNFINISHED AND NEW BUSINESS

4.1 Community Social Safety Initiative Update

Staff report dated June 28, 2022, providing an update on the 100% operationalized Community Social Safety Plan ("CSSI") along with particulars of the ongoing CSSI programs.

4.2 Density Bonus Outside of Urban Area Boundary Policy Review

Staff report dated June 28, 2022, recommending that staff host an online public open house to receive feedback on proposed Official Community Plan amendments relating to density bonusing outside the Urban Area Boundary.

5. CORRESPONDENCE

6. BRIEFING ON OTHER ITEMS OF INTEREST/QUESTIONS FROM COUNCIL

7. MATTERS DEEMED EXPEDIENT

8. NOTICE OF CLOSED COUNCIL MEETING

The meeting will be closed to the public pursuant to Sections 90(1) and 90(2) of the Community Charter as the subject matter being considered related to the following:

Section 90(1)(i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose.

Any other matter that may be brought before the Council that meets the requirements for a meeting closed to the public pursuant to Sections 90(1) and 90(2) of the Community Charter or Freedom of Information and Protection of Privacy Act.

9. ADJOURNMENT

APPROVED BY: 
DATE: JUN 23/22

PREPARED BY: Corinn Howes CHECKED BY: _____
DATE: June 23, 2022 DATE: _____

City of Maple Ridge

COUNCIL WORKSHOP MINUTES

June 14, 2022

The Minutes of the City Council Meeting held on June 14, 2022 at 9:00 a.m. held virtually and hosted in the Council Chambers of the City Hall, 11995 Haney Place, Maple Ridge, British Columbia for the purpose of transacting regular City business.

| | |
|--------------------------|---|
| <i>PRESENT</i> | <i>Appointed Staff</i> |
| <i>Elected Officials</i> | S. Hartman, Chief Administrative Officer |
| Mayor M. Morden | C. Carter, General Manager Planning & Development Services |
| Councillor J. Dueck | C. Crabtree, General Manager Corporate Services |
| Councillor C. Meadus | S. Labonne, General Manager Parks, Recreation & Culture |
| Councillor G. Robson | D. Pollock, General Manager Engineering Services |
| Councillor R. Svendsen | P. Hlavac-Winsor, General Counsel and Executive Director, Legislative Services/Acting Corporate Officer |
| Councillor A. Yousef | A. Nurvo, Deputy Corporate Officer |
| <i>ABSENT</i> | <i>Other Staff as Required</i> |
| Councillor K. Duncan | C. Goddard, Director of Planning |
| | F. Smith, Director of Engineering |
| | M. Orsetti, Director, Bylaw & Licensing Services |
| | C. Nolan, Deputy Director of Finance |
| | L. Zosiak, Manager of Community Planning |
| | A. Bowden, Planner 2 |
| | R. MacNair, Senior Advisor, Bylaw & Licensing Services |
| | H. Singh, Computer Support Specialist |

These Minutes are posted on the City Web Site at www.mapleridge.ca

Note: Councillor Robson and Councillor Yousef participated virtually.

1. **APPROVAL OF THE AGENDA**

R/2022-WS-028

It was moved and seconded

That the agenda of the June 14, 2022 Council Workshop Meeting be approved as circulated.

CARRIED

2. **ADOPTION OF MINUTES**

2.1 Minutes of the May 24, 2022 Council Workshop Meeting

R/2022-WS-029

It was moved and seconded

That the minutes of the Council Workshop Meeting of May 24, 2022 be adopted as circulated.

CARRIED

3. *PRESENTATIONS AT THE REQUEST OF COUNCIL - Nil*

4. *UNFINISHED AND NEW BUSINESS*

4.1 Cannabis Evaluation Criteria Policy 6.33

Staff report dated June 14, 2022, recommending that staff prepare amendments to the relevant documents that regulate the processing of cannabis retail store applications in accordance with the option to be selected by Council.

R. MacNair, Senior Advisor, Bylaw & Licensing Services presented the recommendations, reviewed the three options as set out in the staff report, and answered questions from Council.

R/2022-WS-030

It was moved and seconded

That staff prepare amendments to the relevant documents that regulate the processing of cannabis retail store applications in accordance with Option Number One contained in staff report "Options for regulating Retail Cannabis Stores" dated June 14, 2022, and further that staff revise Policy 6.33 to add that if an existing store is forced to relocate to a new location, Council will consider the application if it is in accordance with Provincial Regulations.

CARRIED

4.2 Scoping Report for Review of RS-1 Single Detached Residential Zone and Proposed Public Consultation on RS-1 Infill Compatibility Framework

Staff report dated June 14, 2022, recommending that a review of the RS-1 Single Detached Residential zone and public consultation process be endorsed and that staff prepare amendments to establish a density bonus rate in the RS-1 Single Detached Residential zone to permit duplex and small lot subdivision.

L. Zosiak, Manager of Community Planning, and A. Bowden, Planner 2, presented the recommendations and answered questions from Council.

Note: Councillor Robson left the meeting at 9:28 a.m. and returned at 9:31 a.m.

Note: Councillor Robson left the meeting at 10:20 a.m. and returned at 10:22 a.m.

Note: Councillor Yousef left the meeting at 10:27 a.m. and returned at 10:30 a.m.

Note: Councillor Robson left the meeting at 10:45 a.m. and returned at 10:46 a.m.

Note: Councillor Yousef left the meeting at 10:46 a.m. and returned at 10:48 a.m.

R/2022-WS-031

It was moved and seconded

1. That a review of the RS-1 Single Detached Residential zone and public consultation process be endorsed, as outlined in Sections 2.3 and 5.0 of the staff report titled 'Scoping Report for Review of the RS-1 Single Detached Residential Zone and Proposed Public Consultation on RS-1 Infill Compatibility Framework' dated June 14, 2022; and
2. That staff prepare amendments to establish a density bonus rate in the RS-1 Single Detached Residential zone to permit duplex and small lot subdivision (371m²).

CARRIED

R/2022-WS-032

It was moved and seconded

That the Albion Area Amenity Fees be reviewed and brought back to Council for approval.

CARRIED

4.3 2022 UBCM Resolutions

Staff report dated June 14, 2022, recommending that staff work with Council to craft one or more resolutions for submission to the UBCM.

P. Hlavac-Winsor, General Counsel and Executive Director, Legal & Legislative Services, presented the recommendation, advised that the deadline for submission is June 30th, 2022, and answered questions from Council. Council provided direction that if any members of Council wished to submit any resolutions to UBCM that these be brought to the attention of P. Hlavac-Winsor within one week.

5. *CORRESPONDENCE* - Nil

6. *BRIEFING ON OTHER ITEMS OF INTEREST/QUESTIONS FROM COUNCIL* - Nil

7. *MATTERS DEEMED EXPEDIENT* - Nil

8. *NOTICE OF CLOSED COUNCIL MEETING* - Nil

9. *ADJOURNMENT* - 11:08 a.m.

M. Morden, Mayor

Certified Correct

P. Hlavac-Winsor, Acting Corporate Officer

TO: His Worship Mayor Michael Morden
and Members of Council

MEETING DATE: June 28, 2022

FILE NO:

FROM: Chief Administrative Officer

MEETING: Council Workshop

SUBJECT: Community Social Safety Initiative (CSSI) Update

EXECUTIVE SUMMARY:

Staff are proud to share a milestone that the Community Social Safety Plan (as approved by Council on February 12, 2019) is now 100% operationalized and moving forward. This could not have been achieved without Council vision and support, corporate collaboration of the Community Social Safety Initiative (CSSI) Action Group, and extensive community partners.

From inception, the CSSI Action Plan (Plan) required broad engagement and support within the community. The Integrated Court Team, the Functional Assertive Situation Table (FAST), and the Community Resource Hub are significant examples of the village united to help people.

Our ability to quickly operationalize the Plan has created alignment in our community and positioned the City of Maple Ridge to leverage emerging funding and programming opportunities. Programs are being stacked like an Inukshuk with touchpoints where there is strategic mutual interest. This has created the conditions for the CSSI to be highly flexible and responsive to emerging community needs.

RECOMMENDATION:

This report is submitted for information.

DISCUSSION:

1) Community Social Safety Action Plan

Many of the community safety initiatives are ongoing, and select others are entering Phase Two of development. Fifteen municipalities in BC have reached out wishing to explore or emulate our model.

The Tiered Response Model (supported by radio inter-operability) is proving to be effective and efficient. Community Safety Officers (CSOs), contract security services, and the Integrated Safety Ambassador teams all require ongoing management and support.

CSOs and Westridge Security have aligned with the RCMP to deliver an ongoing early morning response plan called Project Daylight, aimed at supporting businesses within the Downtown Maple Ridge Business Improvement Association (DMRBIA).

The group of uniformed responders start joint patrols at 6:00 am, and by leveraging data are able to focus on areas with a high prevalence of people experiencing homelessness, and coordinate targeted and assertive outreach services that encourage people onto healthier pathways. Frontline staff are seeing progress when they identify and address root causes of certain impactful behaviours.

The following points give insights into the interconnectedness of the CSSI programs:

a. Lock Out Crime Through Environment Design (LOCTED)

The LOCTED program continues to be popular amongst businesses with membership in the Downtown Maple Ridge Business Improvement Association (DMRBIA). To date CSOs have delivered 17 comprehensive Crime Prevention Through Environment Design (CPTED) assessment reports.

From the recommendations in those reports, the City of Maple Ridge and the DMRBIA have jointly funded the dispersal of \$23,962.83 to support safety and security upgrades for the business community.

b. City of Nanaimo advisement

On April 19, 2022 Chad Cowles, Manager of CSSI, was invited by Allan Neilson and Bob Rich from Neilson Strategies Inc. to Nanaimo, BC regarding a new proposed Community Safety Plan for their downtown core. The Plan included the creation of 12 CSOs. Cowles toured the downtown core, then met and advised the Nanaimo Manager of Bylaw Services on safe work procedures, fleet, department organization, training, and recruitment.

Cowles also attended a Town Hall meeting with key government and non-profit agencies to discuss the Plan. At the next City of Nanaimo Council Meeting, the City of Maple Ridge and CSSI were referred to multiple times, thanked for the guidance and support, and the Plan was approved. Maple Ridge staff remain connected to Nanaimo Bylaw staff to support them during their transition.

c. CSSI Partners Meeting hosted at Community Services

On June 1, 2022, Vicki Kipps, Executive Director of Community Services, co-hosted, along with the City of Maple Ridge, a well-attended CSSI Partners Meeting at Cornerstone Landing to highlight Community Services and CSSI programs. The group toured the Alisa's Wish space, were introduced to the Seniors programs, and viewed the new rental suites in the building.

The group of Senior Executives networked over lunch and the meeting was catered by Pipa:m' Catering, a business from Katzie First Nation. After lunch, staff encouraged engagement and reiterated our appreciation for the existing commitments to the Integrated Court Team, the Community Resource Hub, and the FAST Table.

2) Programs within the Strengthening Communities' Services Grant (expires on July 31, 2022)

a. Community Resource Hub

The City of Maple Ridge showed courage by acknowledging that vulnerable people need to be stabilized before they can consider breaking the cycle of homelessness and drug addiction. The Hub has become the front door to services, and is the answer to the question, "Where do you expect me to go?"

Figure 1: Comparative community safety files when the Hub is active to when the Hub is inactive from September to May, year over year. The Hub being activated represents a 21% decline in community safety files in the downtown core.

| File Type | Inactive | Active |
|---------------------------------|-----------|-----------|
| Allow a Nuisance | 2 | - |
| Cause a Nuisance | 1 | 1 |
| Chattel or Ware | 5 | 8 |
| Disorderly or offensive conduct | 1 | 1 |
| Garbage in yard | - | 1 |
| Graffiti | 3 | - |
| Homeless Camp | 43 | 27 |
| Possess any drug paraphernalia | 1 | - |
| Shopping carts/buggies | 15 | 16 |
| Solicit within 10 metres | 4 | - |
| Total | 75 | 54 |

Figure 2: Qualitative Impact of the Community Resource Hub

| Totals from September 2021 to June 2022 | |
|--|------|
| Sum of Participants not in HIFIS: | 15 |
| Sum of Total participants: | 3937 |
| Sum of Detox/Treatment/Recovery Referrals | 84 |
| Sum of Health Services/Mental Health Referrals | 615 |
| Sum of Housing/Shelter Referrals | 97 |
| Sum of the number of showers provided | 609 |
| Sum of the number of meals provided | 3931 |

b. Kwantlen Blanket Ceremony

On May 12, 2021, Chad Cowles, Blaire Mikoda, and Dan Olivieri were honoured in a blanket ceremony in Memorial Peace Park. The ceremony was hosted by Michael Gabriel of Kwantlen First Nation, son of Chief Marilyn Gabriel. Michael and the Cultural Team explained that this was the highest honour the Nation could give.

For reaching out and offering partnership at Step One, supporting the Indigenous Liaison whose life was transformed by his newfound passion, and the tireless work leading the Hub, the three were described as runners by Michael, and historically Kwantlen was a Nation of runners.

c. Hub Summit

On April 7, 2022, the City hosted a Hub Summit meeting to gather core partners to discuss how the collective can support the medium and long-term vision of the program. The participating organizations included the City of Maple Ridge, Ministry of Social Development and Poverty Reduction, Fraser Health, Kwantlen Nation, the Ministerial, Alouette Addictions, and Salvation Army.

United in their acknowledgement that the Hub became a critically important program for our community, they became the Hub Governance Group.

Similar to the evolution of the Hub in Abbotsford, the community has stepped up and committed to supporting sustainability of the program with fundraising, site hosting, advocating, and resourcing.

d. Food Truck Festival

As the Community Resource Hub version 1.0 is approaching the end of the first funding cycle, the Hub team decided to host a Food Truck Festival for participants on June 21, 22, and 23. The event is funded by BC Housing via Alouette Addictions. City Officials are welcome to join the team at the Ridge Church to see the program in action and engage with the people who have been benefiting greatly from the program.

e. Functional Assertive Situation Table (FAST)

As defined by the BC Ministry of Public Safety and Solicitor General, the Situation Table is a risk-based, collaborative, rapid triage model. It focuses upstream to connect individuals and families facing situations of acutely elevated levels of risk (AER), as seen across multiple agency lenses, to the services they need, immediately. It is neither a new entity nor a formally structured organization. Rather, it is a carefully disciplined conversation, and a new tool for human service professionals.

The Table is guided by the Four Filter Approach, which is a structured process designed in consultation with privacy officials in multiple jurisdictions. The only data it records is risk-based data to track risk factors in the community, and the agencies involved. The Manager of CSSI will Chair the FAST Table.

On April 11, 2022, the Community Mobilization Event introduced the model to our community. With 74 participants, we were told this was the second best attended mobilization in British Columbia. Since then we have identified the Champions who oversee implementation, Mentors who train the Table Participants, and the Table Participants are in training right now. That is the last step in the implementation process.

f. Training

The Strengthening Communities' Services Grant also funded advanced training for the Hub Team and CSOs. Bootstrap Consulting facilitate three courses for the group: Mental Health Response; 3D Training – Develop Relationships, De-escalate Crisis, Debrief; and Paws and Breathe. Kirsten Hargreaves, Mission Manager of Social Development, brought her golden retrievers as part of our ongoing discussions on wellness, mindfulness, compassion fatigue, and self-compassion.

3) Prevention and Intervention Programming

The City of Maple Ridge was approached by Public Safety Canada with a four-year funding package to roll out Prevention and Intervention services and programs that address challenges that relate to gang and guns.

The CSSI has partnered with RCMP, Police Services, Youth Services, and Corporate Planning and Consultation to plan a collaborative approach that delivers on the Federal funding objectives.

CONCLUSION:

The Community Social Safety Initiative has gained provincial attention for being progressive, community-oriented, highly-responsive, and having a humanist approach. Within the ongoing reforms to the Police Act, our community safety model is proving to be a best practice.



Prepared by: **Chad Cowles**
Manager of Community Social Safety Initiative



Reviewed by: **Michelle Orsetti**
Director of Bylaw and Licensing Services



Approved by: **Christina Crabtree**
General Manager Corporate Services



Concurrence: **Scott Hartman**
Chief Administrative Officer



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City of Maple Ridge

TO: His Worship Mayor Michael Morden
and Members of Council
FROM: Chief Administrative Officer
MEETING DATE: June 28, 2022
FILE NO: n/a
MEETING: Workshop
SUBJECT: Density Bonus Outside of Urban Area Boundary Policy Review

EXECUTIVE SUMMARY:

On June 22, 2021, Council passed the following resolution:

That staff be directed to prepare a review of density bonus provisions on properties that are outside of the designated Maple Ridge Urban Area Boundary, and that in the interim, similar applications that have not received Third Reading proposing density bonus measures be held in abeyance pending the outcome of the review.

The purpose of this report is to provide background information on the density bonus structure in Official Community Plan Policies 2-9 and 6-74, to explain how those policies have been applied in the past, and to recommend revisions that address scope and clarity issues for discussion with community stakeholders. The report also outlines issues that have been identified with the current policies. The report recommends that staff host an online public open house to gauge public opinion on the application of density bonus outside of the Urban Area Boundary, which will be used to inform future policy decisions.

This policy review was initiated through rezoning application 2017-124-RZ for properties located at 12516, 12555 & 12599 240 Street and 12511 241 Street, to address concerns raised surrounding the density bonusing process for lands outside of the Urban Area Boundary.

RECOMMENDATION:

That staff host an online public open house to receive feedback on proposed Official Community Plan amendments relating to density bonussing outside the Urban Area Boundary.

1.0 BACKGROUND

1.1 Official Community Plan

1.1.1 Density Bonus Policies

Section 482 of the *Local Government Act* enables municipalities to establish different density rules for a zone and also provide options for developers to build either to the “base” density or to a higher (bonus) level of density, in exchange for an amenity (cash) contribution identified according to zone and use in the Zoning Bylaw.

The Official Community Plan contains the following policy to facilitate density bonusing through redevelopment:

Policy 2-9 Community Amenity Contributions and density bonuses may also be considered at Council's discretion for all Official Community Plan and Zoning Bylaw amending applications that are seeking a higher density than is envisioned in Schedule "A" and/or Schedule "B", to help provide a variety of amenities and facilities throughout the municipality.

Policy 2-9 provides complete discretion for city amenities and facilities which provides flexibility in the approval process. The City of Maple Ridge has established the following density bonus programs in the Zoning Bylaw:

- 1) **Albion Area Density Bonus** - permits both more intensive zoning regulations in targeted low density single detached zones, as well as additional buildable floor space in multi-family zones for an identified cash contribution. This program enable the collection of funds for new city amenities.
- 2) **Town Centre Area and Major Corridor Residential Density Bonus** - provisions allow additional density for multi-family development based on a cash contribution per square meters of additional density. This program funds a Density Bonus Reserve account to fund affordable housing projects.
- 3) **Assisted Living Density Bonus** - permits up to an additional seven residents in a supportive recovery setting in exchange for a Housing Agreement.

In addition to Policy 2-9, the following policy statement identifies a density bonus opportunity specifically related to the *Forest* land use designation:

Policy 6-74 To protect ecological diversity and the integrity of forested lands, Maple Ridge will retain parts of the northern slope of Thornhill as Forest. Innovative development proposals that protect unique site characteristics, ecologically sensitive areas, or amenities on lands designated Forest and within private ownership, may be considered for a density bonus. The value of the density bonus will be at Council's discretion, in return for the development providing an identified community benefit.

Prior to the 2006 Official Community Plan, the 1996 Official Community Plan contained Policy 21, an earlier version of Policy 6-74:

Policy 21 Maple Ridge will consider innovative site development proposals and density bonusing to accommodate unique site characteristics, environmental sensitivities or amenities.

To date, the above policy has been applied to four development applications, all outside of the Urban Area Boundary. In response to the latest application, 2017-124-RZ, for properties located at 12516, 12555 & 12599 240 Street and 12511 241 Street, Council passed the following resolution on June 22, 2021:

That staff be directed to prepare a review of density bonus provisions on properties that are outside of the designated Maple Ridge Urban Area Boundary, and that in the interim, similar applications that have not received Third Reading proposing density bonus measures be held in abeyance pending the outcome of the review.

1.1.2 Land Use Designations

The City's Urban Area Boundary defines where urban development can occur based on access to regional sanitary service. Outside of the Urban Area Boundary, minimum residential lot sizes of 0.4 hectares (1 acre) or 2.0 hectares (5 acres) are permitted subject to the availability of a municipal water connection. Table 1 below outlines the servicing opportunity for each of the three residential land uses found outside the Urban Area Boundary. For example, areas designated *Estate Suburban* allow for 0.4 ha (1 acre) lots, and are within Metro Vancouver's Fraser Sewer Area and can connect to sewer service. This land use permits single detached and duplex housing forms. Similarly, the *Suburban Residential* land use also permits single detached and duplex housing forms on 0.4 ha (1 acre) lots, but requires municipal water and a private septic system due to the location outside of the Fraser Sewerage Area.

Table 1: Residential Land Use outside Urban Area Boundary

| Land Use Designation | Inside City Urban Area Boundary | Access to Sanitary Main | Access to Water Main | Supportable Zones |
|------------------------------------|---------------------------------|-------------------------|----------------------|---|
| Estate Suburban Residential | No | Yes | Yes | RS-2 (0.4 ha/1 acre) RG-2 (2.5 units per ha) |
| Suburban Residential | No | No | Yes | RS-2 (0.4 ha/1 acre) RG-2 (2.5 units per ha) |
| Rural | No | No | No | RS-3 (2 ha/5 acres) RG-3 (0.5 units per ha) |

1.2 Regulations

In addition to land use designation, several other regulatory tools are also used to shape development, and are explained further in this section.

1.2.1 Zoning Bylaw

Outside of the Urban Area Boundary, there are three residential land use designations, and four supportable zones as outlined in Table 1 above. Two of the most commonly used zones in Table 1 are the RS-2 (Single Detached Suburban Residential) zone, with a minimum lot area of 0.4 ha (1 acre) and the RS-3 (Single Detached Rural Residential), with a minimum lot area of 2 ha (5 acres). Less commonly used are the RG-2 and RG-3 Suburban Residential and Rural Residential Strata zones, which permit single and attached housing forms with densities of 2.5 and 0.5 units per hectare, respectively.

1.2.2 Natural Features Development Permit

The Natural Features Development Permit was established for the preservation, protection, restoration and enhancement of the natural environment and for development that is protected from hazardous conditions. A Natural Features Development Permit is required for development of sites with a *Conservation* land use designation, lands with an average natural slope of greater than 15%, and all floodplain areas and forest lands identified on Schedule C of the Official Community Plan.

1.2.3 Tree Protection Bylaw

In 2016, a new Tree Protection & Management Bylaw was approved by Council following a public consultation process. The current bylaw provides broader oversight of tree management in Maple Ridge than the previous version. This bylaw is a supporting tool in the retention of trees on development sites.

1.3 Past Density Bonus Developments

Over the years, a total of four development applications outside of the Urban Area Boundary have been approved by Council using a density bonus approach in accordance with Policy 6-74 (see Appendix A):

- Grant Hill Estates, 2010
- Dogwood Estates, 2013
- Dogwood Estates 2019
- South Alouette River 2017-124-RZ Application, 2021

Each project is detailed in this section of the report, outlining the project location, land use designation, zone used, number of lots created and lot size and structure of the Council approved density bonus. In each case, the applicant has provided dedication of otherwise developable area in exchange for more single family lots with smaller lot sizes than otherwise permitted in the OCP land use designation.

1.3.1 Grant Hill Estates (see Appendix A)

| Grant Hill Estates Project Summary | |
|--|--|
| Project location | Bosonworth Avenue east of the North-East Albion neighbourhood |
| Land use designation | <i>Suburban Residential, Forest and Park</i> |
| Zone | RG-2 Suburban Residential Strata |
| Number of Lots Created | 106 |
| Lot size | 0.148 ha – 0.4 ha |
| Structure of approved Density Bonus | <i>Forest and Park</i> area dedicated in exchange for additional lots created. |
| Intent of Density Bonus | To protect steeply sloping forested lands |
| How it was applied | Through the Density Bonus calculation, the south slope lands designated for <i>Forest and Park</i> in the Official Community Plan (totaling 48% of the site) were preserved and 52% of the site was developed into 51 lots with a bonus in permitted density from 2.5 UPH to 3.64 UPH. |
| Servicing | City water and communal private septic system |

The Grant Hill Estates were the first development application to use 1996 OCP Policy 21 (subsequently Policy 6-74) to receive a density bonus in exchange for protection of a community amenity. It is noted that Council support for the project was indicated prior to adoption of the 2006 Official Community Plan, and prior to the creation of the Natural Features Development Permit. The forested land feature was also specifically designated *Forest* by the 2006 OCP, denoting its importance to the community as a natural feature destined for public ownership. The land dedicated as community amenity would be required for conservation as a condition of rezoning under current Official Community Plan policy.

1.3.2 Dogwood Estates

| Dogwood Estates (North and South) Project Summary | |
|--|---|
| Project location | Dogwood Avenue, Yennadon neighbourhood |
| Land use designation | Estate Suburban Residential |
| Zone | RS-2 Single Detached Suburban Residential |
| Number of Lots created | 14 (north), 5 (south) |
| Lot size | 0.12 ha – 0.2 ha |
| Structure of approved Density Bonus | 25% developable area dedicated as park |
| Intent of Density Bonus | Tree preservation |
| How it was applied | Smaller lot size in exchange for developable area dedicated |
| Servicing | City water and sanitary |

This developable area had significant stands of mature trees, and Council recognized the benefits of allowing them to be retained with the clustered development and park dedication. It is noted that following development of the northern property, Council approved an updated Tree Protection & Management Bylaw in 2016 which provides additional tools to preserve significant trees through development. It was also from this application that the standard minimum lot size of approximately 1,000 to 1,300 m² (quarter acre) and dedicated 25% of the developable area of a site was determined as parameters for future density bonus applications utilizing Policy 6-74.

1.3.3 South Alouette River 2017-124-RZ Application

| South Alouette River 2017-124-RZ Application Summary | |
|---|---|
| Project location | 240 St adjacent to South Alouette River |
| Land use designation | <i>Estate Suburban Residential</i> |
| Zone | RS-2 Single Detached Suburban Residential |
| Number of Lots created | 26 |
| Lot size | 1,000 m ² |
| Structure of approved Density Bonus | 30% developable area dedicated for park |
| Intent of Density Bonus | Preserve additional lands |
| How it was applied | Smaller lot size in exchange for developable area dedicated |
| Servicing | City water and sanitary |

The Rezoning and OCP amendments were approved by Council but the subdivision approval is still outstanding due to the need for Ministry of Environment permits and approvals.

2.0 DISCUSSION

2.1 Density Bonus Evaluation

Official Community Plan Policies 2-9 and 6-74 provide tools for Council to consider a density bonus framework when reviewing development applications. Over the years, the density bonus tool has enabled Council to collect funds for community amenities, as well as obtain land into public ownership for long term protection and public use.

While these Policies provide the possibility of preserving valuable and sensitive environmental lands under public ownership at minimal cost, past density bonus development projects have received varying levels of public support. This section identifies the most often cited comments received from the public about density bonusing outside of the Urban Area Boundary, specifically in relation to the South Alouette River site.

1) Questions relating to OCP Compliance and Density Calculation:

Density bonus provisions facilitate increased levels of development (i.e: smaller lot sizes) in exchange for provisions not otherwise achievable (natural land preservation beyond conservation lands). In the case of the Albion Area Density Bonus, the Town Centre Area and Major Corridor Residential Density Bonus, and the Assisted Living Density Bonus programs, there is a prescribed calculation to guide how density bonus contributions are calculated. Policy 6-74 does not outline a prescribed density bonus calculation, rather, the density bonus is at Council's discretion. While the absence of a calculation provides flexibility to assess the merits of each individual project, when more units were proposed through density bonusing in the south Alouette River area some concerns were raised about developments maintaining a suburban feel.

2) Environmental Impacts and Floodplain:

In order to utilize the density bonus provisions, a proposed development proposal must be innovative, protect unique site characteristics, ecologically sensitive areas, or amenities. Debate exists between area stakeholders on the value of the preserved or enhanced lands or feature in exchange for the additional density. Opponents to the policy also argue the natural features intended for protection may become threatened or negatively impacted through redevelopment, by way of developing new residential units and servicing infrastructure in closer proximity to those natural features.

3) Value of Amenities:

Policy 6-74 states that the value of the density bonus is at Council's discretion in return for the development providing an identified community benefit. The flexibility and interpretive nature of this policy wording has raised some questions regarding the value of the amenity in relation to the density proposed. As such, each application of the policy is specific to circumstances and it is Council's discretion to determine if the value is appropriate. However, in all four developments outside of the Urban Area Boundary, the Conservation and Forest dedication was equal or greater than 25%.

2.2 Options for Conversation with the Community

Since the 1996 Official Community Plan, policy language has been in place to permit a density bonus for innovative developments, in exchange for the protection of features or amenities that have an identified community benefit. Since this policy language was put in place, the Natural Features Development Permit and Tree Protection & Management Bylaw have been enacted by Council to provide additional tools to protect ecologically sensitive areas including significant stands of trees through the redevelopment process.

Although the City has a greater ability to preserve environmental features on development sites, policy statements for density bonusing outside of the Urban Area Boundary may still be beneficial to cluster suburban development, maximize tree retention and tree canopy, and promote innovative patterns of development while maintaining an appropriate level of density. Policy 2-9 provides overarching guidance and discretion to Council when considering a density bonus approach, and is recommended to remain the same. However, as the current density bonus policies do not distinguish between urban and suburban land, going forward, additional parameters can be considered:

1) Identify Servicing Requirements

The scope of eligible properties could be limited to lands either already within the municipal sanitary system or eligible for municipal sanitary system (either directly serviced or within GVS & DD boundaries), which correspond with land designated *Estate Suburban Residential*.

2) Mitigate Development of Natural Feature Areas

Density bonus provisions could be an option for lands outside of Natural Features Development Permit areas only. As a result, land with slopes over 25% and land in a floodplain would not be eligible for a density bonus as their preservation is regulated by the Natural Features Development Permit and the Zoning Bylaw.

3) Provide Maximum Density Bonus Parameters Using a Defined Formula

A structured density bonus calculation could be added to the Zoning Bylaw to provide clear guidance to staff, developers, and area residents on the opportunity for density bonusing. For example, the minimum density bonus contribution could be set at a minimum 25% developable land, which is reflective of the Dogwood Estates example. In exchange for this contribution, the minimum lot size for single detached is suggested at 1,200 m², as outlined in Table 2 below. The density bonus contribution is over and above dedication of Environmentally Sensitive Areas that would be dedicated for Conservation.

Table 2: Proposed RS-2 Density Bonus Structure

| Conservation Dedication | Density Bonus Contribution | Minimum RS-2 Lot Size |
|---------------------------------------|------------------------------|-----------------------|
| Defined by environmental professional | 0 | 4,000 m ² |
| Defined by environmental professional | 25% developable area minimum | 1,200 m ² |

4) Status Quo

Another option is to keep the existing requirements and policy language as-is.

2.3 Next Steps – Online Public Open House

Should Council wish to move forward with the changes discussed in Section 2.2 above, the staff recommendation is to host an online public open house to share information with the public and receive feedback on the proposed Official Community Plan amendment through a short survey. The online public open house will also be advertised through the City's social media channels, local newspaper, and newsletter distribution lists. Public consultation information will also be shared with Council committees and community stakeholders such as ARMS, KEEPS, UDI and HAVAN to encourage greater participation.

Following the open house, a presentation recording will be made available for viewing on the City's website to provide 24/7 access to the policy review information. The intent of emphasizing on-demand and virtual events is to connect with a greater share of residents. The public feedback would provide input into draft bylaw amendments brought forward to Council.

3.0 ALTERNATIVES

There are two alternatives for Council's consideration to the staff recommendation:

1) That OCP Policies 2-9 and 6-74 Remain Unchanged

As the existing policy language provides Council discretion in permitting a density bonus outside of the Urban Area Boundary, the first alternative is to leave the policy in its current format. No consultation would occur.

2) That Density Bonus Provisions Be Amended to Prohibit Density Bonus Outside the Urban Area Boundary

A second alternative is to remove the density bonus provisions out of the policy to remove the opportunity to density bonusing outside of the Urban Area Boundary. Staff would prepare the OCP amendment and consultation would be limited to the Public Hearing.

4.0 CONCLUSION

On June 22, 2021, Council passed a resolution to review the density bonus provisions on properties outside of the Urban Area Boundary. The purpose of this report has been to provide background information on how Official Community Plan Policies 2-9 and 6-74 have been applied in the past. It is recommended that staff be directed to explore opportunities for policy refinement and application by starting with an online public open house to seek public opinion on the topic.

"Original signed by Amelia Bowden"

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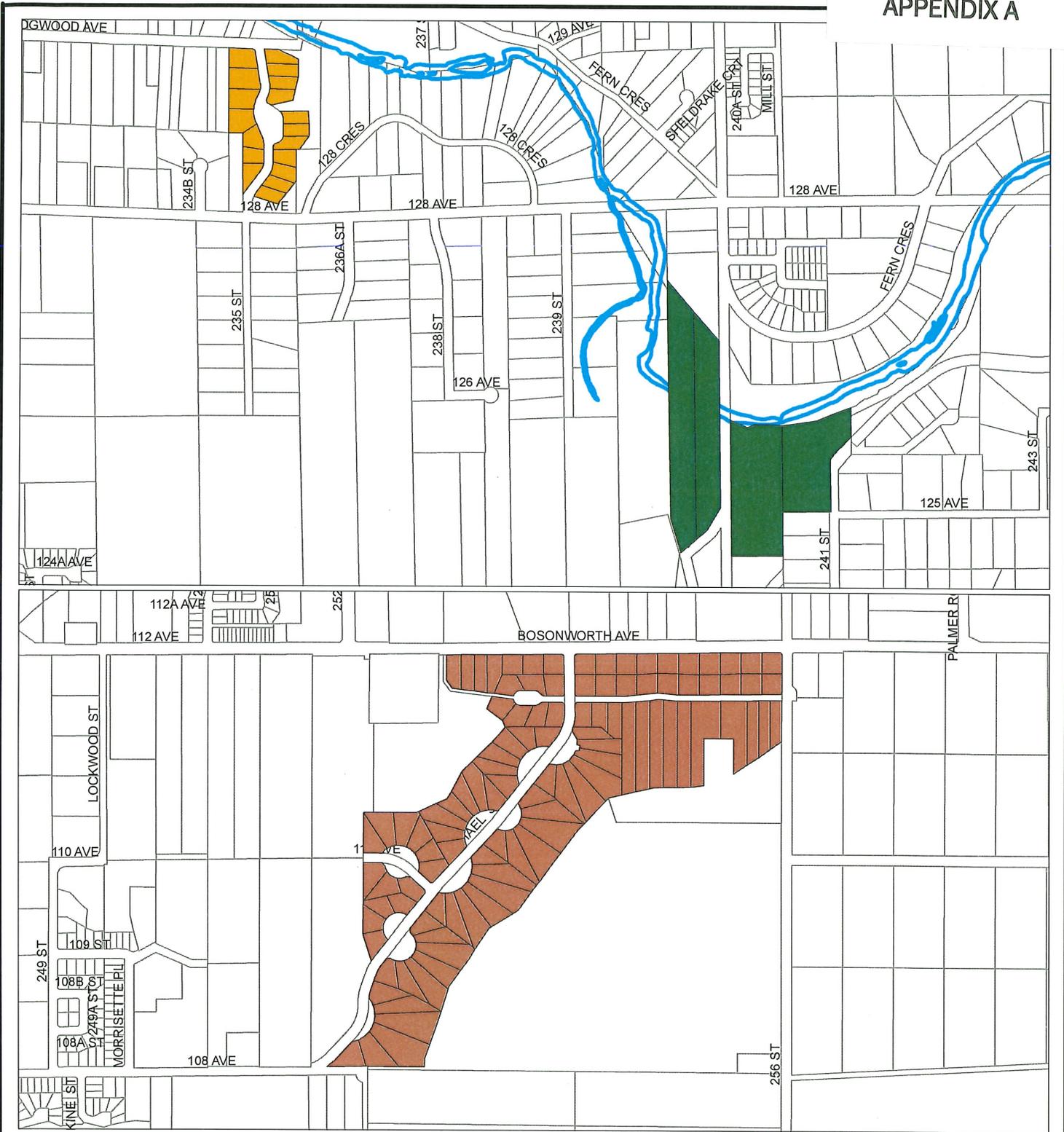
Approved by: **Christine Carter, M.PL, MCIP, RPP
GM Planning & Development
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"Original signed by Scott Hartman"

Concurrence: **Scott Hartman
Chief Administrative Officer**

The following appendices are attached hereto:

Appendix A: Density Bonus Developments Outside of Urban Area Boundary



Scale: 1:10,000

Legend

-  Dogwood Estates
-  2017-124-RZ
-  Grant Hill Estates

Past Density Bonus Projects Outside of the Urban Area Boundary



DATE: Jun 15, 2022

BY: DT