



## District of Maple Ridge

**TO:** His Worship Mayor Ernie Daykin  
and Members of Council  
**FROM:** Chief Administrative Officer  
**SUBJECT:** Amenity Zoning Study and Albion Area Plan Review Update

**MEETING DATE:** February 4, 2013  
**FILE NO:**  
**MEETING:** Workshop

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### EXECUTIVE SUMMARY:

At the November 26, 2012 Council Workshop, a public consultation process for the Amenity Zoning Study in the Albion Area was approved. Council directed staff to report back on a potential list of amenities prior to proceeding with the public consultation process.

The purpose of this report is to present the potential list of amenities for the Albion Area. Also contained in this report is background information on the Albion Area Plan process to date, details on the public consultation process, and a discussion on in-stream applications. The report recommends a potential list of amenities to be presented at the public open house. In addition, the report's Resolution is intended to satisfy relating to early and ongoing consultation under the *Local Government Act*.

### RECOMMENDATIONS:

1. THAT the Preliminary Albion Area Plan Amenities List be presented at the public open house;
2. In respect of Section 879 of the Local Government Act, requirement for consultation during the development or amendment of an Official Community Plan, Council must consider whether consultation is required with specifically:
  - i. The Board of the Regional District in which the area covered by the plan is located, in the case of a Municipal Official Community Plan;
  - ii. The Board of the Regional District that is adjacent to the area covered by the plan;
  - iii. The Council of any municipality that is adjacent to the area covered by the plan;
  - iv. First Nations;
  - v. School District Boards, greater boards and improvement district boards; and
  - vi. The Provincial and Federal Government and their agencies.
3. And in that regard it is recommended that the only additional consultation to be required in respect of this matter beyond the public open house and online questionnaire and early posting of the proposed Maple Ridge Official Community Plan Amending Bylaw on the District's website, together with an invitation to the public to comment is:
  - a. Referral to School District 42.

## DISCUSSION:

### a) Background Context:

In early 2012, the Planning Department had received a number of requests from the development community for residential densities in the Albion Area that were greater than those permitted in the Albion Area Plan. This led to the Council report, dated March 19, 2012, that discussed options for a density review process in the North Albion Area. The Resolution that was passed at the March 27, 2012 Council meeting is attached as Appendix A.

The process that was endorsed by Council at the March 27<sup>th</sup> meeting for the processing of in-stream applications is consistent with past practices of Council and advice by our District solicitor. This process is as follows:

1. Applications that are in-stream and past Public Hearing proceed through to completion, subject to satisfying application requirements set by Council;
2. Applications that are in-stream or new, but have not proceeded to Public Hearing are proposed to be deferred until such time as the Albion Area Plan amendments are presented at Public Hearing and given Third Reading by Council;
3. There is an exception for new or in-stream applications that have not proceeded to Public Hearing and are in compliance with the current Albion Area Plan. These applications will not be deferred and are permitted to proceed through the approval process.

A public open house was held on May 30, 2012, at Samuel Robertson Technical School, with approximately 160 people attending (78% of attendees stated they live in the Albion Area) where the community was asked to provide input on potential density increases in the northern portion of the Albion Area Plan. The feedback from this event and the online survey was generally in favour of increased density.

### *Amenity Zoning Study*

By late spring, work also began on the amenity zoning report that was identified as a project item in the Planning Department's 2012 Business Plan. City Spaces Consulting, the firm undertaking the Zoning Bylaw review, was hired to undertake this work. An update on this project was brought to the June 18, 2012 Council Workshop and the Resolution that was passed is attached as Appendix B.

The *Amenity Zoning: Analysis and Options* report was brought to the November 26, 2012 Council Workshop, along with some draft Official Community Plan policy amendments that would set requirements for amenity contributions in the Albion Area Plan. The Resolution that was passed at the November 26, 2012 Council Workshop directed that the Albion Area be used as a pilot project for amenity zoning. The Resolution is attached as Appendix C.

## **b) Approved Public Consultation Program**

The following consultation process was approved by Council at the November 26, 2012 Council Workshop.

- *Report back to Council on a potential list of amenities for the area within the Albion Area Plan.*
- *Consultation with the community, local developers and local organizations would occur and include discussions on:*
  - *the options available to Council to secure community amenities through amenity zoning;*
  - *general principles of amenity zoning;*
  - *the types of facilities that amenity contributions could help achieve; and*
  - *any other matters related to amenity zoning identified by Council.*
- *Preparation of a summary report outlining the feedback received from the consultation including changes and/or additions to the proposed policy options.*
- *Referral of the proposed OCP amending policies to the School Board for comment.*
- *Preparation of an Official Community Plan Amending Bylaw and First Reading report for an Amenity Zoning Framework including the identification of additional bylaw and policy amendments necessary to implement the Framework.*

## **c) Community Amenity Contributions and the Albion Area Plan**

### **Preliminary Albion Amenities List**

As requested by Council, the following is a preliminary list of amenities that could be considered for the Albion area. The list has been compiled through recent discussions with Council, ideas and suggestions made at the May 2012 Open House event, as well as research into amenity items in other communities. It has also been structured to provide some flexibility and opportunity for review by the community (through the Open House) and by Council.

- New Civic Facility – such as a new Albion Hall and purchase of the land;
- Multi-Use Path System – to expand on the network of equestrian trails (in collaboration with the Haney Horsemen Association);
- Park Construction and Improvements;
- Affordable, Special Needs and Rental Housing;
- Public Art.

It is worth noting that cost estimates for a civic/community centre could be compared to the South Bonson Community Centre in Pitt Meadows. The cost to construct the building was approximately \$5 million. The 12,000 sq. ft. building is certified as a LEED Gold and the City of Pitt Meadows received amenity contributions for that building from the surrounding Bonson Landing development.

Estimates for the construction of a multi-use path range from \$130 to \$145 per lineal metre for a 2.5 metre wide trail, which is the standard in the Albion Area. Note that these figures are from quotes provided to the municipality in 2011.

### Estimated Total Community Amenity Contributions (CAC) in Albion Area

The March 19, 2012 Council workshop report identified an estimated lot yield that may be realized in the northern portion of the Albion Area through the proposed amendments to the Albion Area Plan zoning matrix. Through this preliminary analysis, it was estimated that approximately 250 additional lots would result in the northern portion of the Albion Area (see Appendix D), at a modest density increase, after adjusting for conservation ground truthing work. The estimated additional lots could further increase should Council direct higher residential densities in Study Areas 1 or 2 or in other parts of Albion.

Table 1, below, was presented in the November 26, 2012 Council workshop report and is based on the preliminary research undertaken by GP Rollo & Associates. It identifies a range in the portion of the lift value, from 25% of lift value to 90% of lift value per dwelling unit, for single-family and multi-family residential.

**Table 1**

| <b>Potential CAC Schedule per Dwelling Unit – Residential Zones</b>   |                      |                  |                 |                  |
|---|----------------------|------------------|-----------------|------------------|
| Note: These rates are not reflective of profit after development, but are reflective of the lift in land value after rezoning and prior to development. |                      |                  |                 |                  |
| <b>% of Lift Value</b>  | <b>Single Family</b> | <b>Townhouse</b> | <b>Low Rise</b> | <b>High Rise</b> |
| 90%   | \$9,000              | \$7,200          | \$14,400        | \$5,400          |
| 75%   | \$7,500              | \$6,000          | \$12,000        | \$4,500          |
| 50%   | \$5,000              | \$4,000          | \$8,000         | \$3,000          |
| 25%   | \$2,500              | \$2,000          | \$4,000         | \$1,500          |

Two different scenarios of how the above rates may be applied are presented in Table 2 below. The first scenario shows the community amenity contributions applied only to the 250 additional single family lots that are anticipated if a modest density increase is adopted in the northern portion of the Albion Area Plan. The second scenario shows the community amenity contributions applied to all the lots/units in the entire Albion Area that could be part of a current or future rezoning application. A rough estimate for the total number of lots/units remaining for build-out of the Albion Area Plan has been calculated at approximately 2000 single family lots and 800 townhouse units, but this could increase or decrease after more thorough analysis of potential lot yield with each development application and will also depend on the resulting land use designation and zoning.

**Table 2**

| <b>Potential CAC Schedule Rates</b> |                |                | <b>Scenario 1</b>                    | <b>Scenario 2</b>                 |                                   |
|-------------------------------------|----------------|----------------|--------------------------------------|-----------------------------------|-----------------------------------|
| <b>% of Lift</b>                    | <b>SF Rate</b> | <b>TH Rate</b> | <b>Only the 250 New Lots Pay CAC</b> | <b>All SF @ 2000 Lots Pay CAC</b> | <b>All TH @ 800 Units Pay CAC</b> |
| 90%                                 | \$9,000        | \$7,200        | 90% x 250 = \$2,250,000              | 90% x 2000 = \$18,000,000         | 90% x 800 = \$5,760,000           |
| 75%                                 | \$7,500        | \$6,000        | 75% x 250 = \$1,875,000              | 75% x 2000 = \$15,000,000         | 75% x 800 = \$4,800,000           |
| 50%                                 | \$5,000        | \$4,000        | 50% x 250 = \$1,250,000              | 50% x 2000 = \$10,000,000         | 50% x 800 = \$3,200,000           |
| 25%                                 | \$2,500        | \$2,000        | 25% x 250 = \$625,000                | 25% x 2000 = \$5,000,000          | 25% x 800 = \$1,600,000           |

## **A Clear and Consistent Program**

In the *Amenity Zoning: Analysis and Options* report prepared by City Spaces, it was emphasised that “amenity contributions should ensure consistency, clarity and viability in terms of outcomes relative to the development market and community interests”. The importance of this was recently highlighted in the Vancouver development community and resulted in a Globe & Mail article that was posted on the Urban Development Institute’s website ([www.udi.bc.ca](http://www.udi.bc.ca)). In that article, the chair of the Urban Development Institute, Brian McCauley, stated “It’s not really so much about the money...If we can just understand the rules of engagement.” This emphasizes the need to establish a clearly defined framework based on a consistent approach.

## **Amenity Contributions and Albion Case Studies**

Preliminary work was undertaken by GP Rollo & Associates on five case studies of various properties throughout Maple Ridge and this work was attached to the City Spaces report, *Amenity Zoning: Analysis and Options*.

GP Rollo & Associates are currently working on additional case studies that are located within the Albion Area that will provide detailed information on the land lift potential associated with higher density zoning. Once this research is finalized, a recommended contribution rate that is appropriate for the Albion Area will be recommended for Council consideration.

## **Long-Term Maintenance/Operations Costs**

It is important to note that amenity zoning contributions only cover the capital cost of the potential amenities. They do not cover ongoing maintenance, operation, or replacement costs. Other mechanisms will have to be explored for financing these life cycle costs over the long-term.

### **d) Timeline for Public Consultation Process**

The following table identifies the dates and process outline for including the Amenity Zoning Study into the Albion Area Plan Review public consultation process.

| <b>PUBLIC CONSULTATION PROCESS<br/>Anticipated Schedule</b>   |
|---|
| <b>March 13<sup>th</sup></b><br><b>PUBLIC OPEN HOUSE</b><br>Re: Prioritizing List of Potential Amenities and<br>Request Comments on Draft OCP Albion Area Amenity<br>Contribution Policies and Servicing Strategies |
| <b>March 13-18<sup>th</sup></b><br>Online Public Questionnaire  |
| <b>SPRING</b><br><b>COUNCIL WORKSHOP</b><br>Report on Open House Outcomes, Case Studies &<br>Recommended Contribution Mechanisms  |

The open house will be an opportunity for the community to provide input into a variety of discussion topics including:

1. Summary of outcomes of the May 2012 Open House;
2. Servicing in the Albion Area;
3. Provide Information on Amenity Zoning Contributions;
4. Prioritizing Amenity Zoning Contributions in Albion Area;
5. Draft Policies for Amenity Zoning Contributions in Albion.

### **Local Government Act**

Section 879 of the *Local Government Act* requires that Council give consideration to whether consultation with one or more of the persons, organizations, and authorities should be early and ongoing. Council must specifically consider whether consultation is required with the authorities listed in item (2) of Section 879 below. Due to the introduction of the amenity zoning study into this Official Community Plan amendment process, the requirements under Section 879 have been included in the Recommendations for this report.

#### *“Consultation during OCP development Section 879*

- (1) During the development of an official community plan, or the repeal or amendment of an official community plan, the proposing local government must provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected.*
- (2) For the purposes of subsection (1), the local government must:*
  - a. Consider whether the opportunities for consultation with one or more of the persons, organizations and authorities should be early and ongoing, and*
    - i. The board of the regional district in which the area covered by the plan is located, in the case of a municipal official community plan,*
    - ii. The board of any regional district that is adjacent to the area covered by the plan,*
    - iii. The council of any municipality that is adjacent to the area covered by the plan,*
    - iv. The council of any municipality that is adjacent to the area covered by the plan,*
    - v. First nations,*
    - vi. School district boards, greater boards and improvement district boards, and*
    - vii. The Provincial and federal governments and their agencies.*
- (3) Consultation under this section is in addition to the public hearing required under section 882(3) (d).*

In addition, Section 881 of the Act requires consultation with the School Board during the preparation of an Official Community Plan amendment:

- (1) If a local government has adopted or proposes to adopt or amend an official community plan for an area that includes the whole or any part of one or more school districts, the local government must consult with the boards of education for those school districts*
  - a. At the time of preparing or amending the community plan, and*
  - b. In any event, at least once in each calendar year.*

As noted above, the approved consultation program provides opportunities for public consultation at an open house and via an online public questionnaire.

It has been determined that no additional consultation beyond the Council approved process is required, except that a referral to the School District 42 is recommended.

**e) Citizen/Customer Implications:**

The approved public consultation process will involve inviting the community to participate in another public open house to update them on the Albion Area Plan review process and servicing of the Albion Area, provide information on amenity zoning contributions and request their input on identifying and prioritizing the list of potential amenities for the Albion area.

**f) Interdepartmental Implications:**

Staff from other departments will become more involved in Amenity Contribution items, as the process unfolds. Depending on how the list of draft Albion Area Amenity items is prioritized, staff from Parks & Leisure Services, Engineering and Operations will be consulted. For setting up a formalized structure to receive Amenity Contributions, involvement of staff from the Finance department will be necessary.

It is anticipated that the Engineering Department will be bringing a report to Council Workshop on March 4, 2013 regarding their engineering servicing review of the Albion Area. This will provide the basis of information for their materials at the March 13, 2013 public open house.

**g) Business Plan/Financial Implications:**

The Amenity Zoning report is identified in the Planning Department's 2012 Business Plan.

**h) In-Stream Applications**

Two types of applications are being received for the North Albion Area. The first are applications that meet the current Official Community Plan. As per Council's Resolution passed on March 27, 2012, any applications meeting the current Official Community Plan are not being deferred. Applications seeking higher densities than the current Official Community Plan are being deferred as per Council resolution, pending the outcome of the North Albion Plan review and Amenity Contribution Study.

From discussions with applicants seeking higher densities there appears to be a sense within the development community that the higher density plan has already been approved. While a conclusion to the North Albion Plan review and the Amenity Contributions Study is anticipated over the next few months, it has become challenging to explain to those applicants seeking higher densities that the public process needs to be completed prior to final decisions being made.

Through discussions with applicants seeking higher densities, applicants were asked if they would be prepared to pay a voluntary amenity contribution as an interim step. None of the applicants asked were in favour of this, citing the need for a clear, consistent and defined program, rather than “negotiating” contributions.

As stated, the schedule anticipates the review and the public process being completed in the next few months. Some applicants seeking higher densities would like to see their applications brought forward in advance of this process. Advancing these applications could result in Council considering these in the absence of potential amenity contributions. In addition, Council would be considering these applications on an individual basis prior to the conclusion of the plan review.

## **CONCLUSION:**

In November 2012, Council approved Albion Area Plan boundaries as a pilot project for the Amenity Zoning Study. This report provides Council with a preliminary list of amenities for the Albion Area, details on the public consultation program and a discussion on in-stream applications.

The process adopted by Council is nearing completion. This will include the case studies information, which will enable Council to make a fully informed decision on appropriate community contribution rates for the Albion Area. These are expected to be completed by mid-March. The ongoing public process will also be concluded keeping in mind that any change to the Official Community Plan or rezoning applications will require a public hearing.

“Original signed by Lisa Zosiak”

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**Co-Prepared by:** Lisa Zosiak  
Planner

“Original signed by Jim Charlebois”

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**Co-Prepared by:** Jim Charlebois, MURP, MCIP, RPP  
Manager of Community Planning

"Original signed by Christine Carter"

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**Approved by:** Christine Carter, M.PL, MCIP, RPP  
Director of Planning

"Original signed by Frank Quinn"

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**Approved by:** Frank Quinn, MBA, P.Eng  
GM Public Works & Development Services

"Original signed by J.L. (Jim) Rule"

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**Concurrence:** J.L. (Jim) Rule  
Chief Administrative Officer

## **ATTACHMENTS:**

Appendix A: Council Resolution from March 27, 2012 Council meeting  
Appendix B: Council Resolution from June 18, 2012 Council meeting  
Appendix C: Council Resolution from November 26, 2012 Council meeting  
Appendix D: Map of North Albion Area Plan Review – Study Areas 1 & 2



That Option #3 Albion Matrix Amendment Process, as outlined in the report titled "Density Review Process for North Albion Area" dated March 19, 2012 be endorsed;

That the process for the processing of in stream rezoning applications in the study area, as outlined in the report titled "Density Review Process for North Albion Area" dated March 19, 2012 be endorsed; and

In respect of Section 879 of the *Local Government Act*, requirement for consultation during the development or amendment of an Official Community Plan, Council must consider whether consultation is required with specifically:

- i. The Board of the Regional District in which the area covered by the plan is located, in the case of a Municipal Official Community Plan;
- ii. The Board of any Regional District that is adjacent to the area covered by the plan;
- iii. The Council of any municipality that is adjacent to the area covered by the plan;
- iv. First Nations;
- v. School District Boards, greater boards and improvements district boards; and
- vi. The Provincial and Federal Governments and their agencies

and in that regard it is recommended that the only additional consultation to be required in respect of this matter beyond the early posting of the proposed Bylaw No. 6910-2012 on the District's website, together with an invitation to the public to comment, is the following:

- i. Referral to the School Board; and
- ii. An open house.

~~CARRIED~~

DEFEATED

DEFERRED

"Ernie Daykin"

MAYOR

ACTION NOTICE

TO: ☐ Chief Administrative Officer  
☐ Executive Director  
☐ Mgr - Communications  
☐ Gen Mgr - Corporate & Financial  
☐ Mgr - Accounting  
☐ Chief Information Officer  
☐ Gen Mgr - Public Works & Development  
☒ Dir - Planning  
☐ Dir - Licenses, Permits & Bylaws  
☐ Municipal Engineer  
☐ Gen Mgr - Com. Dev. & Rec. Services  
☐ Clerk's Section  
☐ Corporate Officer  
☐ Property & Risk Manager  
☐ Diana Dalton  
☐ Amanda Allen  
☐ Amanda Gaunt  
☐ Karen Kaake

The above decision was made at a meeting of the Municipal Council held on the date noted above and is sent to you for notation and/or such action as may be required by your Department.

March 27, 2012

Date



Corporate Officer

That staff be directed to prepare an Official Community Plan Amending Bylaw and first reading report to advance the proposed Albion Area Plan amendments to the next stage of the process and for the first reading report to include a discussion of the potential to achieve Community Amenity Contributions in the northern portion of the Albion Area Plan.

CARRIED DEFEATED DEFERRED "Ernie Daykin" MAYOR

ACTION NOTICE

TO: ☐ Chief Administrative Officer  
☐ Executive Director  
☐ Mgr - Strategic Economic Initiatives  
☐ Mgr - Sustainability & Corp Planning  
☐ Mgr - Communications  
☐ Gen Mgr - Corporate & Financial  
☐ RCMP  
☐ Fire Chief  
☐ Mgr - Accounting  
☐ Chief Information Officer  
☐ Gen Mgr - Public Works & Development  
☒ Dir - Planning  
☐ Dir - Licenses, Permits & Bylaws  
☐ Municipal Engineer  
☐ Dir - Engineering Operations  
☐ Gen Mgr - Com. Dev. & Rec. Services  
☐ Dir - Parks & Facilities  
☐ Dir - Recreation  
☐ Dir - Community Services

Clerk's Section  
☐ Corporate Officer  
☐ Property & Risk Manager  
☐ Lynn Marchand  
☐ Diana Dalton  
☐ Amanda Allen  
☐ Tracy Camire  
☐ Amanda Gaunt  
☐ Karen Kaake

*Prepare Bylaw and report*

The above decision was made at a meeting of the Municipal Council held on the date noted above and is sent to you for notation and/or such action as may be required by your Department.

June 26, 2012  
Date

*Ciri Marlo*  
Corporate Officer

1. That the report prepared by City Spaces Consulting entitled *Amenity Zoning: Analysis and Options* be received; and
2. That the area within the Albion Area Plan boundaries be used as a pilot project for amenity zoning in the District; and
3. That the staff be directed to report back on a list of potential amenities within the Albion Area Plan boundaries and the appropriate mechanisms for achieving those amenities; and further
4. That the process identified to conclude the implementation of amenity zoning in the Albion Area be approved.

(forwarded from the November 26, 2012 Special Council Workshop Meeting)

CARRIED ☒ DEFEATED ☐ DEFERRED ☐ "Ernie Daykin" \_\_\_\_\_ MAYOR

ACTION NOTICE

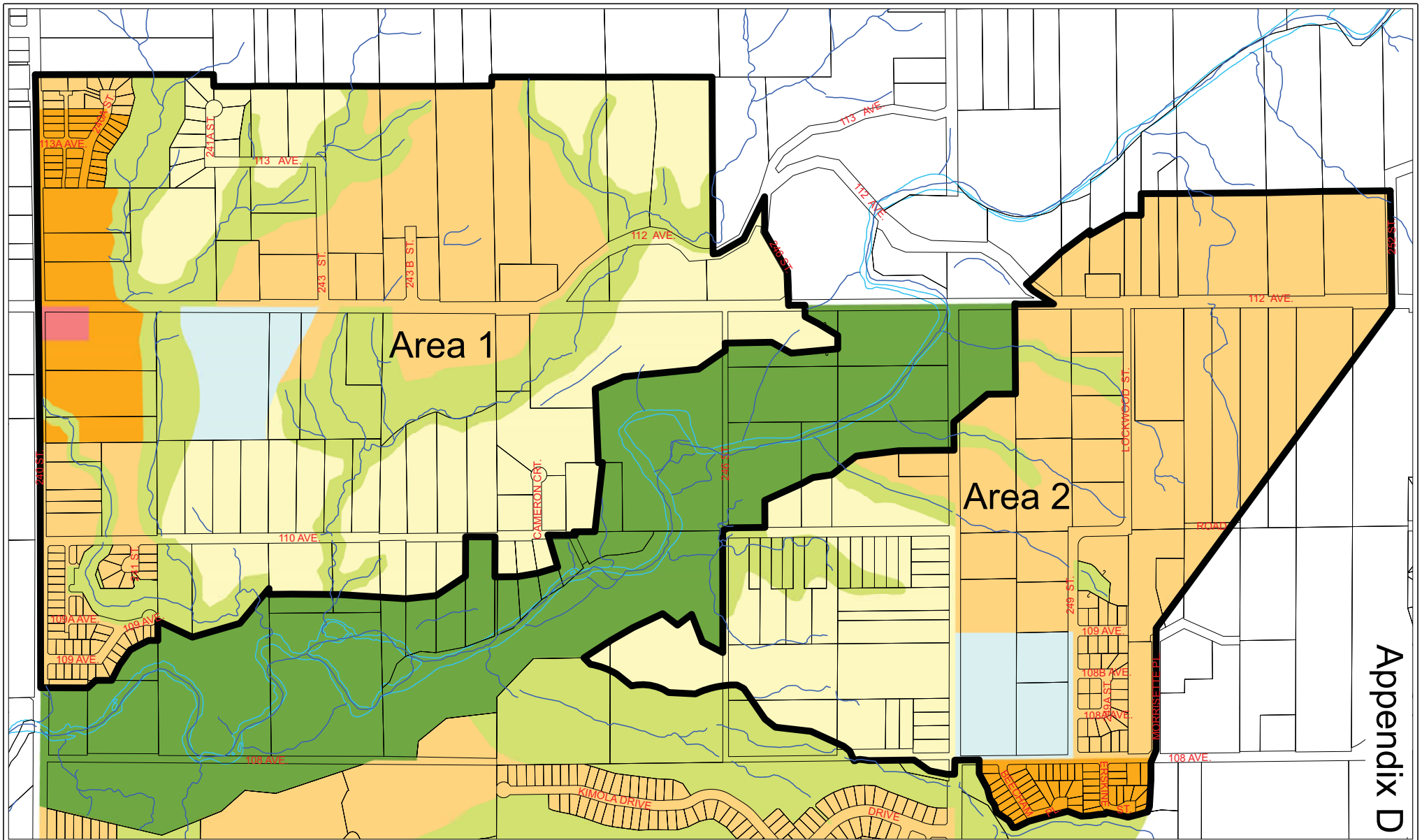
TO: ☐ Chief Administrative Officer  
☐ Executive Director  
☐ Dir - Corporate Support  
☐ Mgr - Strategic Economic Initiatives  
☐ Mgr - Sustainability & Corp Planning  
☐ Mgr - Communications  
☐ Gen Mgr - Corporate & Financial  
☐ RCMP  
☐ Fire Chief  
☐ Mgr - Accounting  
☐ Chief Information Officer  
☐ Gen Mgr - Public Works & Development  
☒ Dir - Planning  
☐ Dir - Licenses, Permits & Bylaws  
☐ Municipal Engineer  
☐ Dir - Engineering Operations  
☐ Gen Mgr - Com. Dev. & Rec. Services  
☐ Dir - Parks & Facilities  
☐ Dir - Recreation  
☐ Dir - Community Services  
  
☐ Clerk's Section  
☐ Corporate Officer  
☐ Property & Risk Manager  
☐ Diana Dalton  
☐ Amanda Allen  
☐ Tracy Camire  
☐ Amanda Gaunt  
☐ Karen Kaake

The above decision was made at a meeting of the Municipal Council held on the date noted above and is sent to you for notation and/or such action as may be required by your Department.

November 27, 2012  
Date

  
Corporate Officer





# Appendix D



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|--------------------------------|----------------------------|---------------|--------------------------|
| LOW DENSITY RESIDENTIAL        | MEDIUM DENSITY RESIDENTIAL | PARK          | NEIGHBOURHOOD COMMERCIAL |
| LOW/MEDIUM DENSITY RESIDENTIAL | CONSERVATION               | INSTITUTIONAL |                          |

