

City of Maple Ridge

***COUNCIL WORKSHOP AGENDA***

***March 14, 2016***

***10:00 a.m.***

***Blaney Room, 1<sup>st</sup> Floor, City Hall***

*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.*

***REMINDERS***

**March 14, 2016**

Audit & Finance Committee Meeting

9:00 a.m.

Closed Council

following Workshop

Committee of the Whole Meeting

1:00 p.m.

**March 15**

Public Hearing

**Cancelled**

1. ***ADOPTION OF THE AGENDA***

2. ***MINUTES***

2.1 Minutes of the March 7, 2016 Council Workshop Meeting

2.2 Minutes of Meetings of Committees and Commissions of Council

- Maple Ridge Community Heritage Commission – February 2, 2016

2.3 Business Arising from Committee and Commission Minutes

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

3.1

4. ***MAYOR AND COUNCILLORS' REPORTS***

5. ***UNFINISHED AND NEW BUSINESS***

Note: Item 5.1 was deferred from the March 7, 2016 Council Workshop Meeting

5.1 **Hammond Area Plan Process – Preliminary Concept Plan**

Staff report dated March 7, 2016 providing summaries of the Hammond Historic Character Area Study, the Residential Density Bonus/Density Transfer Program Assessment and the Commercial Demand and Capacity Analysis for the Hammond Area Plan.

5.2 **Maple Ridge Community Amenity Contribution Program –Proposed Community Amenity Contribution Program Council Policy – Maple Ridge Official Community Plan Amending Bylaw No. 7188-2015**

Staff report dated March 14, 2016 recommending that the proposed Community Amenity Contribution Program Council Policy be approved and that Maple Ridge Official Community Plan Amending Bylaw No. 7188-2015 be forwarded to a Council meeting for consideration.

5.3 **LMLGA Resolutions Sub-Committee Update**

6. ***CORRESPONDENCE***

*The following correspondence has been received and requires a response. Staff is seeking direction from Council on each item. Options that Council may consider include:*

- a) Acknowledge receipt of correspondence and advise that no further action will be taken.*
- b) Direct staff to prepare a report and recommendation regarding the subject matter.*
- c) Forward the correspondence to a regular Council meeting for further discussion.*
- d) Other.*

*Once direction is given the appropriate response will be sent.*

6.1 **Upcoming Events**

March 16, 2016 7:00 p.m.	Emergency Town Hall on Housing Affordability in Metro Vancouver, St. James Community Square, Vancouver Organizer: David Eby, MLA Vancouver-Point Grey
April 7, 2016 5:30 p.m.	TELUS Open House, Maple Ridge Alliance Church, 20399 Dewdney Trunk Road Organizer: TELUS

April 14, 2016 5:30 p.m.	TELUS Open House, St. Paul's Lutheran Church, 12145 Laity Street Organizer: TELUS
April 22, 2016 11:30 a.m.	Green Team Open House and Earth Day Event, Maple Ridge City Hall Organizer: City of Maple Ridge
May 14, 2016 6:00 p.m.	Maple Ridge Community Foundation's Annual Fundraiser, Pitt Meadows Golf Club Organizer: Maple Ridge Community Foundation

7. ***BRIEFING ON OTHER ITEMS OF INTEREST/QUESTIONS FROM COUNCIL***

Links to member associations:

- Union of British Columbia Municipalities ("UBCM") Newsletter *The Compass*
  - <http://www.ubcm.ca/EN/main/resources/past-issues-compass/2016-archive.html>
- Lower Mainland Local Government Association ("LMLGA")
  - <http://www.lmlga.ca/>
- Federation of Canadian Municipalities ("FCM")
  - <https://www.fcm.ca/>

8. ***MATTERS DEEMED EXPEDIENT***

9. ***ADJOURNMENT***

Checked by: \_\_\_\_\_  
Date: \_\_\_\_\_

## Rules for Holding a Closed Meeting

A part of a council meeting may be closed to the public if the subject matter being considered relates to one or more of the following:

- (a) personal information about an identifiable individual who holds or is being considered for a position as an officer, employee or agent of the municipality or another position appointed by the municipality;
- (b) personal information about an identifiable individual who is being considered for a municipal award or honour, or who has offered to provide a gift to the municipality on condition of anonymity;
- (c) labour relations or employee negotiations;
- (d) the security of property of the municipality;
- (e) the acquisition, disposition or expropriation of land or improvements, if the council considers that disclosure might reasonably be expected to harm the interests of the municipality;
- (f) law enforcement, if the council considers that disclosure might reasonably be expected to harm the conduct of an investigation under or enforcement of an enactment;
- (g) litigation or potential litigation affecting the municipality;
- (h) an administrative tribunal hearing or potential administrative tribunal hearing affecting the municipality, other than a hearing to be conducted by the council or a delegate of council
- (i) the receiving of advice that is subject to solicitor-client privilege, including communications necessary for that purpose;
- (j) information that is prohibited or information that if it were presented in a document would be prohibited from disclosure under section 21 of the Freedom of Information and Protection of Privacy Act;
- (k) negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages and that, in the view of the council, could reasonably be expected to harm the interests of the municipality if they were held in public;
- (l) discussions with municipal officers and employees respecting municipal objectives, measures and progress reports for the purposes of preparing an annual report under section 98 [annual municipal report]
- (m) a matter that, under another enactment, is such that the public may be excluded from the meeting;
- (n) the consideration of whether a council meeting should be closed under a provision of this subsection of subsection (2)
- (o) the consideration of whether the authority under section 91 (other persons attending closed meetings) should be exercised in relation to a council meeting.
- (p) information relating to local government participation in provincial negotiations with First Nations, where an agreement provides that the information is to be kept confidential.



***COUNCIL WORKSHOP MINUTES***

March 7, 2016

The Minutes of the City Council Workshop held on March 7, 2016 at 10:10 a.m. in the Blaney Room of City Hall, 11995 Haney Place, Maple Ridge, British Columbia for the purpose of transacting regular City business.

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***PRESENT***

***Elected Officials***

Mayor N. Read  
Councillor C. Bell  
Councillor K. Duncan  
Councillor B. Masse  
Councillor G Robson  
Councillor T. Shymkiw  
Councillor C. Speirs

***Appointed Staff***

E.C. Swabey, Chief Administrative Officer  
K. Swift, General Manager of Community Development,  
Parks and Recreation Services  
P. Gill, General Manager Corporate and Financial Services  
F. Quinn, General Manager Public Works and Development  
Services  
C. Marlo, Manager of Legislative Services  
***Other staff as required***  
C. Carter, Director of Planning  
D. Pollock, Municipal Engineer

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Note: These Minutes are posted on the City Web Site at [www.mapleridge.ca](http://www.mapleridge.ca)

**1. *ADOPTION OF THE AGENDA***

R/2016-113

It was moved and seconded

**That the meeting be closed to the public pursuant Section 90(1) and 90(2) of the *Community Charter* as the subject matter being considered relates to the following:**

- 1. The acquisition and disposition of land and improvements that council considers might reasonably be expected to harm the interests of the municipality if disclosed**
- 2. Law enforcement, if the council considers that disclosure might reasonably be expected to harm the conduct of an investigation under or enforcement of an enactment.**
- 3. The receiving of advice that is subject to solicitor-client privilege, including communications necessary for that purpose.**

4. Negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages and that, in the view of the council, could reasonably be expected to harm the interests of the municipality if they were held in public;
5. 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*.

CARRIED

Councillor Duncan, Councillor Speirs - OPPOSED

Note: The meeting reconvened at 3:45 p.m.

2. ***MINUTES***

2.1 **Minutes of the February 22, 2016 Council Workshop Meeting**

R/2016-114

It was moved and seconded

That the minutes of the Council Workshop Meeting of February 22, 2016 be adopted as circulated.

CARRIED

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

4 ***MAYOR'S AND COUNCILLORS' REPORTS***

Item 4 was deferred to March 14, 2016

5. ***UNFINISHED AND NEW BUSINESS***

5.1 **Parks and Recreation Infrastructure Prioritization**

Staff report dated March 7, 2016 recommending that staff be directed to prepare a draft schedule and funding model for a multi-use wellness facility with an aquatic centre, synthetic fields and a stadium, a cultural facility, ice rinks and neighbourhood amenities, recognizing the aquatic facility as the highest priority.

Note: Item 5.1 was deferred to the March 14, 2016 Council Workshop Meeting.

## **5.2 Proposed Changes to Metro Vancouver Transfer Station Hours**

Staff report dated March 7, 2016 recommending that a letter of support for the proposed Metro Vancouver Transfer Station hours be sent to Metro Vancouver and that the options for the Ridge Meadows Recycling Society with respect to revised operating hours be discussed as part of 2017-2021 Business Planning.

The Municipal Engineer reviewed the report.

R/2016-115

It was moved and seconded

**That a letter be sent to Metro Vancouver indicating the City of Maple Ridge's support for the proposed operating hours, as noted in the report "Proposed Changes to Metro Vancouver Transfer Station Hours" dated March 7, 2016; and**

**That the options for the Ridge Meadows Recycling Society Depot with respect to the revised Maple Ridge Transfer Station operating hours be evaluated and included in the 2017-2021 Business Planning deliberations.**

CARRIED

## **5.3 Hammond Area Plan Process – Preliminary Concept Plan**

Staff report dated March 7, 2016 providing summaries of the Hammond Historic Character Area Study, the Residential Density Bonus/Density Transfer Program Assessment and the Commercial Demand and Capacity Analysis for the Hammond Area Plan.

Note: Item 5.3 was deferred to the March 14, 2016 Council Workshop Meeting

## **5.4 Silver Valley School Site - Update on School District No. 42 Decision and School Site Review Process**

Staff report dated March 7, 2016 recommending that the process for discussing the future land use of superfluous school sites be endorsed.

The Director of Planning gave a power point presentation focusing on School District No. 42's decision, the implications of that decision for land use and the process for the school site review.

R/2016-116

It was moved and seconded

- 1) Whereas Council has considered the requirements of Section 475 of the Local Government Act that it provide, in respect of an amendment to an Official Community Plan, one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected and has specifically considered the matters referred to in Section 475 of the Act;
- 2) And whereas Council considers that the opportunities to consult, proposed to be provided by the City in respect of an amendment to an Official Community Plan, constitute appropriate consultation for the purposes of Section 475 of the Act;
- 3) And whereas, in respect of Section 475 (2) 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:
  - a. 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;
  - b. The Board of any Regional District that is adjacent to the area covered by the plan;
  - c. The Council of any municipality that is adjacent to the area covered by the plan;
  - d. First Nations;
  - e. School District Boards, greater boards and improvement district boards, and
  - f. The Provincial and Federal Governments and their agencies;
- 4) And that the only additional consultation to be required in respect of this matter beyond the consultation program outlined in this report titled, "Silver Valley School Sites – Update on School District 42 Decision and School Site Review Process", dated March 7, 2016, and the 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 referral to School District 42;
- 5) And that the process identified in the report entitled "Silver Valley School Sites – Update on School District 42 Decision and School Site Review Process" be endorsed.

CARRIED

## 5.5 Thornhill Community Association's Invitation to Event

Mayor Read provided an update on the invitation to Council by the Thornhill Community Association advising that the request is to proceed initially with cookies and coffee and a meet and greet one evening.

R/2016-117

It was moved and seconded

**That a time be scheduled for a meet and greet with the Thornhill Community Association.**

CARRIED

## 6. *CORRESPONDENCE*

### 6.1 BC Association of Farmers' Markets

Letter dated January 22, 2016 from Jon Bell, President, BC Association of Farmers' Markets providing information on the BC Farmers' Markets Nutrition Coupon Program ("FMNCP") and requesting that a letter be sent to the Minister of Health supporting the continuation of funding for this program.

R/2016-118

It was moved and seconded

**That a letter be sent to the Minister of Health supporting the continuation of funding for the Farmers' Markets Nutrition Coupon Program.**

CARRIED

### 6.2 Lower Mainland Local Government Association (LMLGA) 2016 Resolutions and Nominations

Memorandums dated February 18, 2016 from LMLGA providing information on Resolution and Nomination submissions for the LMLGA Conference and AGM on May 11-13, 2016.

Proposed topics:

- Increase in ambulance service
- Increased funding for Ministry of Children
- Replace statutory newspaper notification

R/2016-119

It was moved and seconded

**That a sub-committee be struck to bring resolutions forward for consideration of submission to the Lower Mainland Local Government Association; and that the task force consist of Councillors Duncan, Shymkiw and Speirs.**

CARRIED

It was requested that Councillors submit topics to the sub-committee.

### 6.3 Upcoming Events

March 7, 2016 6:00 p.m.	Strong Kids Forum; The ACT Arts Centre Organizer: Maple Ridge Resilience Initiative
March 12, 2016 6:30 p.m.	Style 'n 50's Fundraiser, Maple Ridge Legion Organizer: Maple Ridge Legion
April 10, 2016 9:00 a.m.	Volunteer Breakfast, Red Robin, Maple Ridge Organizer: Volunteer Maple Ridge-Pitt Meadows
April 24, 2016 5:30 p.m.	ACT Presents Performance, Tour and Reception, The ACT Arts Centre Organizer: The Act
May 11-14, 2016	2016 Lower Mainland Local Government Association (LMLGA) Conference, Whistler, BC
June 3-7, 2016	2016 Federation of Canadian Municipalities (FCM) Conference and Trade Show, Winnipeg, Manitoba

7. ***BRIEFING ON OTHER ITEMS OF INTEREST/QUESTIONS FROM COUNCIL***

8. ***MATTERS DEEMED EXPEDIENT***

9. ***ADJOURNMENT*** – 3:28 p.m.

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N. Read, Mayor

Certified Correct

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C. Marlo, Corporate Officer



The Minutes of the Regular Meeting of the Community Heritage Commission, held in the Blaney Room, at Maple Ridge Municipal Hall, 11995 Haney Place Road, Maple Ridge, British Columbia, on Tuesday, February 2, 2016 at 7:00 p.m.

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**COMMISSION MEMBERS PRESENT**

Len Pettit	Community at Large
Eric Phillips	Community at Large
Sandra Ayres	Community at Large
Brenda Smith, Chair	Maple Ridge Historical Society
Councillor Speirs	Council Liaison
Steven Ranta, Vice-Chair	Community at Large
Faye Isaac	Maple Ridge Historical Society

**STAFF PRESENT**

Lisa Zosiak	Staff Liaison, Community Planner
Sunny Schiller	Committee Clerk

**GUESTS**

Erica Williams	President, Maple Ridge Historical Society
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**REGRETS/ABSENT**

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**1. CALL TO ORDER**

There being a quorum present, the Chair called the meeting to order at 7:01 pm.

**2. AGENDA APPROVAL**

R16-006 It was moved and seconded  
That the agenda be amended to add Items 7.3 Museum and Archives Conversation and 7.4 Haney House and be adopted as amended.

CARRIED

**3. MINUTES APPROVAL**

R16-007 It was moved and seconded  
That the Minutes of the January 11, 2016 meeting be amended to reflect the correct spelling of Len Pettit's name and be adopted as amended.

CARRIED

**4. DELEGATIONS - Nil**

**5. FINANCE**

**5.1 Financial Update – 2016 Budget**

The Chair reported there have been no major changes to the CHC budget since the last review. Councillor Speirs reported that \$40,000 has been allocated for the Heritage Inventory update.

**6. CORRESPONDENCE**

**7. NEW & UNFINISHED BUSINESS**

**7.1 Membership**

**7.1.1 Calendar of Events**

Printed copies of the calendar were provided and reviewed by the Chair. The deadline for Music on the Wharf applications is coming up soon. The City of Abbotsford is offering a history camp for kids. March 29<sup>th</sup> is the next CHC presentation to Council.

**7.1.2 CHC Member Flash Drives**

The Committee Clerk checked in with members to see how the 2016 flash drives are working.

**7.2 Meeting Schedule**

The next meeting will be held March 1, 2016.

**7.3 Museum and Archives Conversation**

Councillor Speirs reported that a productive conversation has been happening regarding a modern museum and archives for Maple Ridge. The project may qualify for federal financial support. A public engagement strategy needs to be developed.

R16-008

It was moved and seconded

**That a Task Force be established to research building a new museum and archives and to bring forward an engagement plan to Council.**

CARRIED

**7.4 Haney House**

The Staff Liaison reported a Conservation Plan for Haney House has been completed. The Plan includes a number of new details about Haney House that were uncovered during research. The building date on the plaque at Haney House is incorrect and needs to be updated.

**8. SUBCOMMITTEE REPORTS**

**8.1 Communications Subcommittee**

**8.1.1 Heritage Here Newsletter**

The Chair reported the newsletter is under construction and will include some advertising for the Heritage Awards.

**8.1.2 Local Voices**

The Chair reported that Local Voices is happening this Thursday, February 4 at the library. Fall dates are being scheduled now and speakers are needed.



## **8.2 Recognitions Subcommittee**

### **8.2.1 Heritage Marker Inventory Project**

The Committee Clerk demonstrated the Inventory Marker database to the committee. Next steps were discussed. The draft Marker Database Protocols were reviewed. It was suggested that the annual review of the database include other user groups (ie Parks Department).

R16-009 It was moved and seconded  
**That the Marker Database Protocols be adopted.**

CARRIED

### **8.2.2 Heritage Awards**

Faye Isaac let the Commission know a speaker will be making a presentation in February on how to determine what material of historical merit. (RSVPs should be sent to the Staff Liaison). This presentation will help define what should be included in the Heritage Inventory Update. Cemetery tours are being organized by MRHS as part of the History Week celebrations.

The Heritage Awards are February 17<sup>th</sup>. All members are asked to be there by 6:00 pm. Members were asked to distribute award invitations.

## **8.3 Education Subcommittee**

### **8.3.1 CHC Field Trip Update**

Sandra Ayres provided the details of the April field trip to the North Vancouver archives.

### **8.3.2 BC Society Act Workshops**

The Chair has proposed that the CHC and the Economic Development Office co-host a regional workshop to educate people about the updates to the BC Society Act. The Chair will contact and request support from the provincial Registrar's Office to develop the workshop.

Steven Ranta and Councillor Speirs volunteered to work with Sandra Ayres and the Chair on a subcommittee to plan the event (tentatively planned for the fall). It was suggested that Lino Siracusa, Manager of Economic Development, be invited to join the subcommittee.

## **8.4 Digitization Project Subcommittee**

The Chair shared a report from the digitization consultant which indicates that the archive inventory is nearing completion. Some items not properly stored have been found. The consultant will provide some recommendations on improving the storage of records and undertaking a full cataloging. The digitization subcommittee will meet soon and report at the March meeting. The consultant will be invited to a future CHC meeting to fully explain her findings.

## **8.5 Heritage Inventory Project Update**

The budget will be updated to include the \$40,000 recently allocated for this project. The Staff Liaison is drafting the Terms of Reference to hire a consultant for the first phase. Next steps for the subcommittee were outlined.

**8.6 Robertson Family Cemetery Project Subcommittee**

The Staff Liaison has contacted a survey company for a quote. A budget will be presented at a future meeting.

**9. LIAISON UPDATES**

**9.1 BC Historical Federation**

The Chair reported the conference time table has been posted to the BC Historical Federation website.

**9.2 Heritage BC**

The Chair reported she has received positive feedback from Heritage BC regarding the CHC History Week events. Heritage BC is hosting a conference on Granville Island during the first week of May on the theme "Place Making".

**9.3 Maple Ridge Historical Society**

Faye Isaac reported the AGM is March 17<sup>th</sup>. Communications strategies for MRHS were recently discussed in regards to the need for a modern museum and archives.

**9.4 Council Liaison**

Councillor Speirs reported a prioritization workshop for Council to review the Agricultural Plan will be held soon. The Agricultural Fair continues to grow. Council has been discussing the need for a modern museum and archives facility. Strategies to house the remaining residents of the temporary homeless shelter are being developed. Homelessness will be an ongoing issue that needs to be managed. Councillor Speirs would like to see a focus on poverty alleviation and other root causes that lead to homelessness.

**10. QUESTION PERIOD**

**11. ROUNDTABLE**

A meeting of the Chair, Council Liaison, Staff Liaison and Committee Clerk has been scheduled for March 10<sup>th</sup> to discuss the recent bylaw amendments.

Eric Phillips reported a local music festival is considering being part of Country Fest this year.

The Commission discussed how gaming revenues are used.

A question was raised about the apple tree preservation project in Kanaka Park. Steven Ranta will request an update.

Sandra Ayres reported the dress rehearsal of the Edge Family project presentation will be held January 12<sup>th</sup> at the library. The project will be presented at the Heritage Awards.

**12. ADJOURNMENT**

It was moved and seconded that the meeting be adjourned at 8:57 pm.

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Chair

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## City of Maple Ridge

**TO:** Her Worship Mayor Nicole Read  
and Members of Council  
**FROM:** Chief Administrative Officer  
**SUBJECT:** Hammond Area Plan Process – Preliminary Concept Plan

**MEETING DATE:** March 7, 2016  
**FILE NO:** 2014-009-CP  
**MEETING:** Workshop

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### EXECUTIVE SUMMARY:

On March 2, 2015, Council received a summary on the outcomes of the Hammond Area Plan public consultation process, along with a brief presentation of the project background and public engagement approach. Since that time, the following three studies have been completed:

- Hammond Historic Character Area Study, Donald Luxton & Associates
- Residential Density Bonus/Density Transfer Program Assessment for Hammond Area Plan, Urban Systems
- Commercial Demand and Capacity Analysis for Hammond Area Plan, Rollo & Associates

It was envisioned at the project's outset that technical studies would be needed to fully inform the content of the Concept Plan. These studies were commissioned based on the input received from the community through the public consultation process. A summary of these studies is attached as Appendix B and the studies attached as Appendices C, D, and E, respectively.

Additionally, the draft Guiding Principles presented during the public consultation process were refined and presented in a #MyHammond video update that incorporated neighbourhood examples for each. This video was posted on the municipal website in October 2015. The Guiding Principles and supporting objectives are incorporated into the Hammond Preliminary Concept Plan, attached as Appendix A.

The Hammond Area Plan is in Phase III, which involves the preparation of a Preliminary Concept Plan and is the subject of this report.

A public open house has been planned for March 30, 2016 for feedback on the Preliminary Concept Plan.

### RECOMMENDATION:

That the staff report entitled "Hammond Area Plan Process – Preliminary Concept Plan", dated March 7, 2016, be received for information.

## DISCUSSION:

### a) Background Context:

The #MyHammond Area Plan process was endorsed by Council on March 3, 2014 and the public process was launched shortly thereafter. There are five phases for this project:

Phase I:	Neighbourhood Context	- complete
Phase II:	Public Consultation	- complete
Phase III:	Draft Hammond Area Plan (Concept Plan)	- current phase
Phase IV:	Area Plan Endorsement	
Phase V:	Plan Approval	

The approach to public consultation at the outset has been to engage the community through various forms of social media, as well as incorporating traditional methods, such as open house events. Additionally, the public has been asked to provide input through photos of the neighbourhood, online discussion topics, videotaped interviews, comments at open house events and open house questionnaires. Each of the open house questionnaires were posted online after each event and remained open for community input for at least two weeks.

The opportunity to provide input or ask questions through email was established using a [#MyHammond@mapleridge.ca](mailto:#MyHammond@mapleridge.ca) email address. All information produced through the Area Plan process is posted on #MyHammond webpage <http://www.mapleridge.ca/794/MyHammond-Hammond-Area-Plan-Process> for the community to stay updated and keep track of progress.

On March 2, 2015, the outcomes of the public consultation were presented to Council. The process is currently nearing the end of Phase III. Phases IV and V will include one more public open house, Council endorsement of the Concept Plan, preparation of the Area Plan Bylaw for Council consideration and approval.

### b) Outcomes of Phase III:

#### 1. Guiding Principles and Objectives

The following ten Guiding Principles have been developed from community input through the Area Plan process:

1. Neighbourhood character is retained
2. A range of housing forms are supported
3. New development enhances and compliments existing built form and neighbourhood character
4. Historic commercial area serves community needs
5. Innovative building technologies are utilized
6. Flood risks are minimized through a variety of mitigation measures
7. Natural landscape is maintained and enhanced
8. Transportation routes are safe and effective
9. Open spaces and recreational opportunities contribute to the enjoyment and well-being of residents
10. Employment opportunities are close to home

Objectives in support of each Guiding Principle have also been developed and are incorporated into the Hammond Preliminary Concept Plan, attached as Appendix A. The Guiding Principles have informed the proposed land use designations and objectives, which in turn will inform the policies in the Area Plan.

## **2. Hammond Preliminary Concept Plan**

The 10 Guiding Principles create the foundation for the Area Plan and have guided the preparation of the Preliminary Concept Plan (Appendix A). This Preliminary Plan identifies the main sections or topic areas that will be included in the Hammond Area Plan Bylaw:

- 1.0 Guiding Principles
- 2.0 Neighbourhood Characteristics
- 3.0 Land Use Designations
- 4.0 Transportation & Connectivity
- 5.0 Water & Habitat
- 6.0 Land Use Plan

Each section includes a description of the topic, the intention of what each topic area will aim to achieve, and the Guiding Principles and Objectives that each topic area is built upon.

Proposed land uses are shown on a Concept Plan map, with supporting maps for each of four sub-neighbourhoods, or precincts, identifying specific focal topics for each. Three maps are presented for Precinct 2, each showing a different option for discussion with Council and the community.

## **3. Technical Studies**

Both the community and technical inputs are essential for developing sound policies within the Area Plan Bylaw. Part of Phase III involved commissioning three technical studies for the Area Plan. Input received through the public consultation process contributed to determining the research focus for each study. The three studies are as follows:

- Hammond Historic Character Area Study, Donald Luxton & Associates
- Residential Density Bonus/Density Transfer Program Assessment for Hammond Area Plan, Urban Systems
- Commercial Demand and Capacity Analysis for Hammond Area Plan, Rollo & Associates

The outcomes of these studies (attached as Appendices C, D, and E) have contributed to the Preliminary Concept Plan content as a layer of technical information that is essential for shaping policy development. A summary of the three technical studies undertaken in Phase III of the Area Plan process is attached as Appendix B.

### **c) Next Steps:**

A third public open house is planned for March 30, 2016 where the Preliminary Concept Plan will be presented to the community for discussion and feedback. The open house will be held at Hammond Elementary School. It will be advertised in the newspaper, through social media, and on the City's website.

Community feedback from this open house event will be incorporated into the final draft Concept Plan and presented to Council for endorsement later this spring and direction to proceed to bylaw preparation.

**d) Interdepartmental Implications:**

A number of departments have provided significant support and technical knowledge into the planning process. These include Communications, Engineering, Parks & Leisure Services, and Licences, Permits & Bylaws. Economic Development will also be included in discussions on expanding employment opportunities in the Hammond neighbourhood, particularly the historic commercial node.

**CONCLUSION:**

The Hammond Area Preliminary Concept Plan is an integration of the information collected through the public process along with the supporting technical studies that followed. Ten Guiding Principles were developed through this process with supporting objectives and these have set the Plan's foundation. The Preliminary Concept Plan includes proposed land uses and corresponding objectives for each of the four precincts.

Following the next open house and summary report to Council, a final Concept Plan will be prepared for Council's endorsement prior to proceeding to the OCP amending bylaw stage

"Original signed by Lisa Zosiak"

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**Prepared by:** Lisa Zosiak, M.R.M., MCIP, RPP  
Planner

"Original signed by Christine Carter"

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

"Original signed by David Pollock" for

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

"Original signed by E.C. Swabey"

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**Approved by:** E.C. Swabey  
Chief Administrative Officer

The following appendices are attached hereto:

- Appendix A: Hammond Area Preliminary Concept Plan
- Appendix B: Summary of Technical Studies for Hammond Area Plan
- Appendix C: Hammond Historic Character Area Study, Donald Luxton & Associates, February 2015
- Appendix D: Residential Density Bonus/Density Transfer Program Assessment for Hammond Area Plan, Urban Systems, October 16, 2015
- Appendix E: Commercial Demand and Capacity Analysis for Hammond Area Plan, Rollo & Associates, September 2015

## Hammond Area Preliminary Concept Plan

The Hammond Area Preliminary Concept Plan is comprised of five main sections forming a comprehensive outline for the Hammond Area Plan. These sections are as follows:

- 1.0 Guiding Principles
- 2.0 Neighbourhood Characteristics
- 3.0 Land Use Designations
- 4.0 Transportation & Connectivity
- 5.0 Water & Habitat
- 6.0 Land Use Maps

Section 1.0 sets the foundation for the Area Plan with ten Guiding Principles and supporting objectives. The remaining four sections build upon the Guiding Principles and establish the framework for the Area Plan, which includes an introduction to each topic and the intent for future policies and what they will aim to achieve.

### 1.0 Guiding Principles

The Hammond Area Plan process has produced 10 Guiding Principles to help navigate content development for the Preliminary Concept Plan. Supporting Objectives have been developed to create clear linkages between the Guiding Principles and the policies that will be developed for the Area Plan Bylaw.

1. Neighbourhood character is retained

#### **Objectives:**

- Promote retention of heritage character elements
- Retain historic street grid pattern, including laneways
- Encourage retention of mature trees and established garden spaces
- Celebrate Hammond's history in ways that identify special places, people, features, or events

2. A range of housing forms and tenures are supported

#### **Objectives:**

- Permit diversity in housing forms and densities for modest cost housing options
- Plan for development that enables "aging in place" for residents
- Facilitate a greater supply and variety of rental housing forms



3. New development enhances and compliments existing built form and neighbourhood character

**Objectives:**

- Plan for a range of development forms that fit with surrounding character
- New development is designed to foster “eyes on streets” and laneways
- Public spaces are attractive and inviting with plant materials and seating areas
- Enhanced neighbourhood vibrancy leads to development on vacant lots
- All new development incorporates useable and attractive greenspace

4. Historic commercial area serves community needs

**Objectives:**

- Plan for a pedestrian-oriented commercial hub of shops and services that meet residents’ daily needs
- A greater density of mixed-use development contributes to viability of the village commercial area
- Short-term pop-up commercial ventures help revitalize village commercial area and enhance other employment areas

5. Innovative building technologies are utilized

**Objectives:**

- Adaptively reuse existing buildings, particularly those with heritage value or character
- Design buildings to adapt to future uses
- Encourage the use of innovative building technologies and materials
- Continue to promote sound management of all waste materials

6. Flood risks are minimized through a variety of mitigation measures

**Objectives:**

- Continue to manage Wharf Street dyke as a defence against flood events
- Apply floodplain construction standards for new development
- Continue to make flood mitigation and emergency program information available to the public
- Natural drainage areas are recognized for the important role they play in flood mitigation

7. Natural landscape is maintained and enhanced

**Objectives:**

- Promote maintenance and expansion of the tree canopy on public and private lands
- Improve the quality and function of greenspace in Hammond
- Maintain and enhance drainage canals for greater biodiversity
- Encourage and support local stewardship activities

8. Transportation routes are safe and effective

**Objectives:**

- Ensure streets provide safe and walkable surfaces
- Promote identified bicycle routes throughout the neighbourhood
- Incorporate traffic calming measures where warranted
- Ensure community gathering spaces and points of interest are identified along pedestrian and bicycle routes

9. Open spaces and recreational opportunities contribute to the enjoyment and well-being of residents

**Objectives:**

- Plan for new recreation trails, where opportunities exist, to improve pedestrian and bicycle network connections
- Work with community to identify and support local food production opportunities
- Identify opportunities to enhance public spaces through improved or new park space, public art, interpretive signs, and wayfinding signs

10. Employment opportunities are close to home

**Objectives:**

- Continue to support operation of the Hammond Cedar Mill and recognize its historical presence in the community
- Provide for a range of shops and services in the historic commercial area that contribute to Hammond's small business community
- Continue to support and encourage business development in the Maple/Meadows Business Park and the Hammond General Employment designation
- Mitigate impacts of industrial use on adjacent and nearby residents

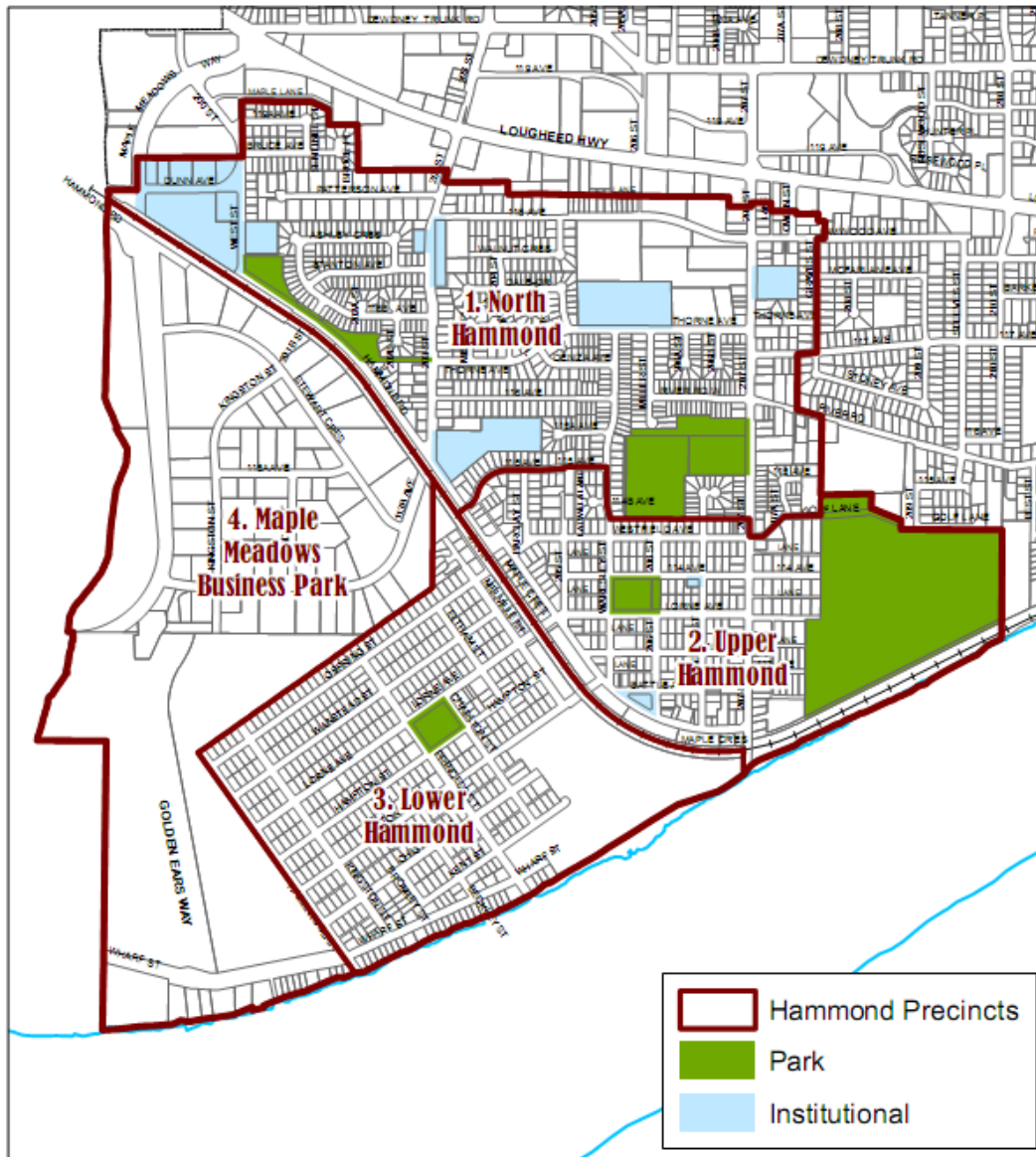
## **2.0 Neighbourhood Characteristics**

The Hammond neighbourhood has grown significantly since it was registered as a Township in 1883 and the character of each development era reflects the time period in which it was built. Differences in character of developed areas are evident in land use, street grid pattern, built form, and design of public space. Retaining neighbourhood characteristics that contribute to the vitality and livability of Hammond over the long term is a primary goal of the Hammond Area Plan. One approach to achieving this goal is in the identification of precinct areas where clear differences in neighbourhood character exist and are considered as each of these areas evolves over time.

Using input received through the public consultation process, four precinct areas have been identified:

- Precinct 1: North Hammond
- Precinct 2: Upper Hammond
- Precinct 3: Lower Hammond
- Precinct 4: Maple/Meadows Business Park

## Hammond Precincts



***Guiding Principles:***

1. Neighbourhood Character is retained
3. New development enhances and compliments existing built form and neighbourhood character

***Objectives:***

- Promote retention of heritage character elements
- Retain historic street grid pattern, including laneways
- Encourage retention of mature trees and established garden spaces
- Celebrate Hammond's history in ways that identify special places, people, features, or events
- Plan for a range of development forms that fit with surrounding character

**2.1 Precinct 1: North Hammond*****Intent:***

North Hammond is predominantly low-density residential in single-family form. One large pocket of townhouse development is located at 207<sup>th</sup> Street, 118<sup>th</sup> Avenue, and Thorne Avenue. The North Hammond area was developed in the 1980's, long after the residential areas to the south were established. Characteristics such as curved roads, cul-de-sacs, and sidewalks confirm North Hammond's more contemporary era. Compared to earlier eras, many of North Hammond houses are large with smaller yards and gardens and garages prominently facing the street. These building features indicate a mid to late 20<sup>th</sup> century style.

Although North Hammond development is more recent than the areas to the south, it is well established and many of the trees and shrubs planted during development are large enough to contribute character to the urban landscape.

A key focus for this area is retaining existing connectivity for pedestrian and cycling activity and creating new opportunities wherever possible.

**2.2 Precinct 2: Upper Hammond*****Intent:***

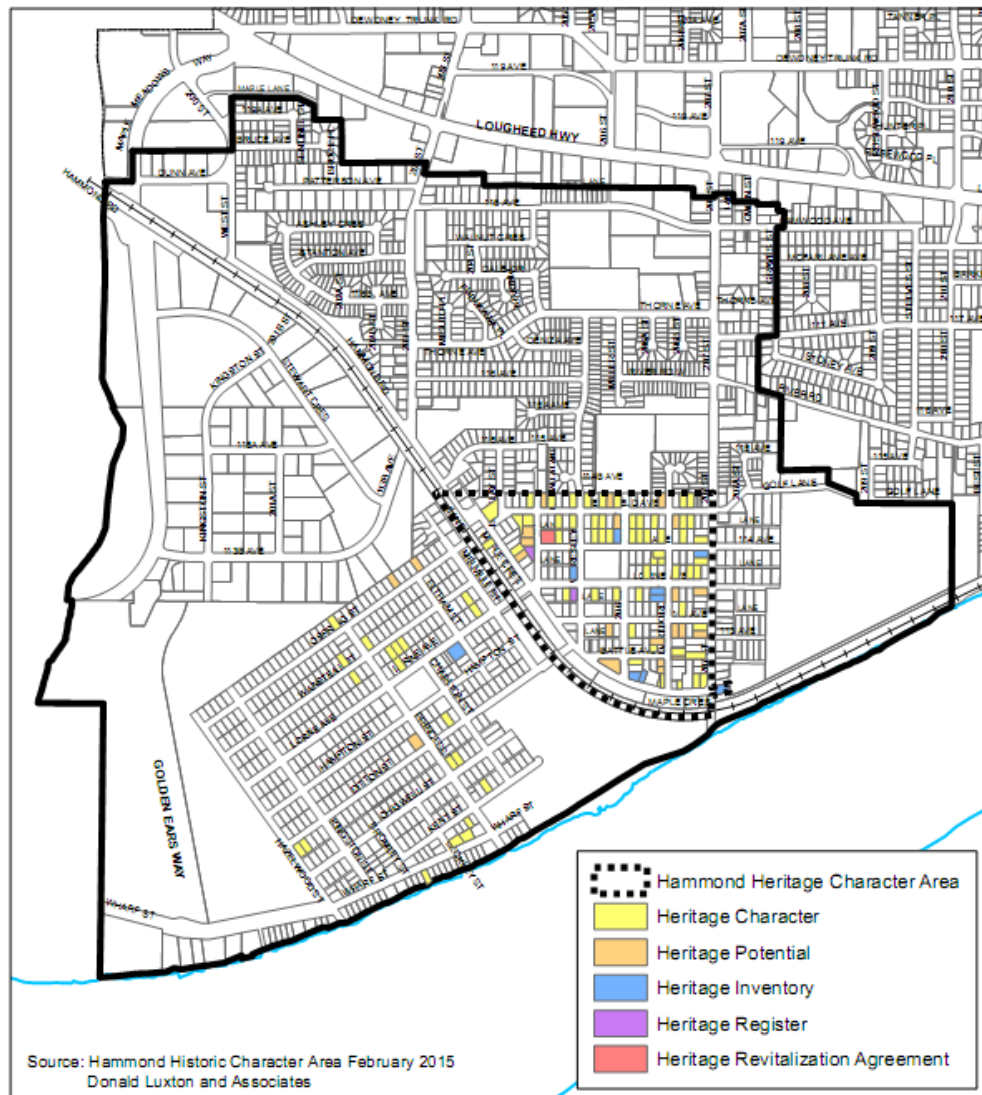
When the Hammond Township plan was registered in 1883, Upper Hammond began to expand rapidly. The opening of Hammond train station in 1885 resulted in more homes, commercial businesses, and industry. As the commercial hub grew into a bustling centre of activity, the Port Hammond Lumber Company began its operation on the riverfront in 1908.

Much of the unique character that grew out of Hammond's early days remains evident within Precinct 2 and retaining this character was the predominant message received through the public consultation process.

A heritage character study was undertaken by Donald Luxton & Associates and the findings were summed up as follows:

*The concentration of heritage and character sites is situated in Upper Hammond, where a significant number of resources exist in fairly close conjunction.*

## Hammond Heritage Character Area



**#MyHammond**



The above map, prepared by Donald Luxton & Associates, shows the boundaries of the heritage character area identified through the study. The characteristics that contribute to the concentration of these features include:

- Built form – “Small commercial buildings and modest wood frame houses reflect the working class nature of the settlement...”.
- Land Use Pattern – “The early commercial area contains a number of modest early commercial buildings...This has always been the location of commercial activities, across from the mill site. The residential areas developed north of the commercial area and also to the west. This pattern continues to the present day.”
- Lot Pattern and Street Grid – “The very tight street grid provides more of a village atmosphere and a more walkable environment”.
- Landscaping – “Landscaping has matured to provide visual interest”.

#### *Additional Details:*

The heritage character study identifies the potential for a Heritage Conservation Area as a regulatory tool within Upper Hammond. A Heritage Conservation Area is one option for retaining historic value. Other options include Development Permit Area Guidelines and zoning regulations specific to lands within the heritage character area.

#### **Alternatives:**

Three Heritage Character Area land use scenarios are presented as options in Hammond’s Preliminary Concept Plan. Each of these options may be discussed in the context of a Heritage Conservation Area Bylaw, or as a stand-alone alternative. Each alternative is discussed below.

- Heritage Conservation Area: A Heritage Conservation Area Bylaw is the most effective tool available in the *Local Government Act* for preserving heritage character within a neighbourhood. For properties identified as being important to the heritage character of the area, alterations beyond regular building maintenance, such as painting, replacing existing materials, or re-roofing, will require a Heritage Alteration Permit. Design standards would be required within the Bylaw for building additions, exterior modifications, and new development.
- Expanding Commercial Uses in the Heritage Character Area: This approach would involve creating an “Expanded Commercial Use” zone to apply to single-family properties within the heritage character area. Such a zone would enable expanded commercial uses such as art studio/gallery, retail, coffee shop, bakery, antiques, hair stylist, flower shop etc., either within the existing primary building or within an accessory building on site.
  - If combined with Heritage Conservation Area Bylaw, the “Expanded Commercial Use” zone would be applied to the entire area covered by the HCA Bylaw and

property owners would have the option to utilize the permitted commercial uses or continue to retain the single-family use of their property.

- If this approach is not used in conjunction with a Heritage Conservation Area Bylaw, it may still be considered as a viable heritage conservation tool. As such, the “Expanded Commercial Use” zone could be made available to residential property owners who are willing to designate their property as heritage in exchange for the expanded commercial use.
- Development Permit Area Guidelines: Note that Development Permit Area Guidelines for form and character may be established for new multi-family, commercial, mixed-use, institutional, and industrial forms of development. Single-family form is exempt from Development Permit Area Guidelines. DP Guidelines help inform building and site design so that new development complements the existing character. This includes information on the use of appropriate building materials, siting, colours, and design features, such as encouraging front porches, shed dormers, and multi-paned double hung windows. Also incorporated into Development Permit Area Guidelines is the use of landscaping, advising on outdoor features such as era appropriate trees, shrubs, and fencing.

### **2.3 Precinct 3: Lower Hammond**

#### ***Intent:***

The development era of Lower Hammond is mixed. In the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, when Upper Hammond was growing rapidly, Lower Hammond was growing at a slower pace. There are a number of older homes scattered throughout Lower Hammond, described in Donald Luxton & Associates’ heritage character study, as being “pre-1940’s wood frame structures that reflect the working-class nature of the area”, but lacking in concentration of similar structures found in Upper Hammond. Most development in Lower Hammond represents eras from the mid to late 20<sup>th</sup> and early 21<sup>st</sup> centuries. The study also identified Lower Hammond’s grid-pattern road network and lot configuration, which is similar to that found in Upper Hammond, contribute heritage character to the area. The grid-pattern roads and lot configuration define the precinct boundaries as “Lower Hammond”, but the different eras of development throughout have created an eclectic and interesting mix of housing form. Also noteworthy in the study is the following observation:

*Upper and Lower Hammond are also at a different orientation, with Upper Hammond oriented north-south and Lower Hammond angled relative to True North. This gives each area a more distinct identity and provides visual containment.*

Lower Hammond is located in the Fraser River floodplain and this will continue to impact the form and design of new development into the future. This area has been described by some as

having a rural character not typically found in single-family suburban areas. Features that contribute to this character, not already discussed above, are:

- Numerous vegetated open drainage channels with adjacent informal trails that connect various blocks
- Roads with a narrower paved width compared to other suburban residential areas (such as Precinct 1)
- Very few sidewalks, and

Two areas of focus for Lower Hammond in the Area Plan are:

- 1) Maintaining the rural character;
- 2) Enhancing connectivity within Precinct 3 and identifying opportunities to link with other Hammond Precincts and beyond.

## **2.4 Precinct 4: Maple/Meadows Business Park**

### ***Intent:***

Although land use is a primary factor that sets Precinct 4 apart, the area does have other characteristics important to its future. Most of the northern portion of Maple/Meadows Business Park was constructed in the early 1990's and the southern portion is currently undeveloped. Because the business park has grown slowly over the years, the pattern of older to newer light industrial building design is clearly evident. Part of the Katzie Slough is located at the western edge of the Precinct and provides natural drainage for the area. All of Precinct 4 is located in the Fraser River floodplain.

A key feature of Maple/Meadows Business Park is auto-oriented connectivity with the regional highway network. The Business Park is a prime location very close to Lougheed Highway and adjacent to Golden Ears Way and Golden Ears Bridge. When the southern lands eventually develop, an alternative access to the area will be constructed. This is particularly beneficial for emergency access.

Considerations regarding development in the floodplain will continue to be a focus for Precinct 4, including best practices for stormwater management. Additionally, there will be a focus on enhancing local and regional connectivity with improvements to roads and routes, as well as increasing pedestrian and bicycle opportunities within and through the area.



### **3.0 Land Use Designations**

#### **3.1 Residential**

Hammond is an established neighbourhood and it is important that new development is compatible with existing character. Retaining neighbourhood character is a key aim for the Hammond Area Plan, while allowing for increased residential densities that support a more vibrant community. Additionally, introducing new forms of residential development is intended to attract new residents and enable current residents to “age in place”.

##### ***Guiding Principles:***

1. Neighbourhood character is retained
2. A range of housing forms and tenures are supported
3. New development enhances and compliments existing built form and neighbourhood character
5. Innovative building technologies are utilized

##### ***Objectives:***

- Promote retention of heritage character elements
- Retain historic street grid pattern, including laneways
- Encourage retention of mature trees and established garden spaces
- Celebrate Hammond’s history in ways that identify special places, people, features, or events
- Permit diversity in housing forms and densities for modest cost housing options
- Plan for development that enables “aging in place” for residents
- Facilitate a greater supply and variety of rental housing forms
- Plan for a range of development forms that fit with surrounding character
- New development is designed to foster “eyes on streets” and laneways
- Enhanced neighbourhood vibrancy leads to development on vacant lots
- All new development incorporates useable and attractive greenspace
- Adaptively reuse existing buildings, particularly those with heritage value or character
- Design buildings to adapt to future uses
- Encourage the use of innovative building technologies and materials
- Continue to promote sound management of all waste materials

### **3.1.1 Low Density Residential:**

#### ***Intent:***

Single-family dwellings, duplex, and triplex are the forms of development permitted in the areas of Hammond identified for **Low Density Residential**. The intent is to allow for some density increase that is compatible with existing single-family form and neighbourhood character. Secondary suites and garden suites are also encouraged outside of the floodplain area.

### **3.1.2 Low Density Multi-Family:**

#### ***Intent:***

Encouraging an increase in density and expanding residential form is the intent of the **Low Density Multi-Family** designation, which permits townhouse, fourplex and courtyard development forms. Lands in this designation are primarily located in high activity areas along major corridor roads, where appropriate, adjacent to large community gathering spaces and the West Coast Express. It also serves as a transitional development form and density between **Low Density Residential** and the **Medium Density Multi-Family** designations. Consideration of Hammond's existing neighbourhood character, that includes historic building elements and attractive garden spaces, is an important aspect of this designation.

### **3.1.3 Medium Density Multi-Family:**

#### ***Intent:***

Providing for a level of density aimed at establishing a vibrant Hammond neighbourhood is the intent of the **Medium Density Multi-Family** designation, which permits residential forms of townhouse, rowhouse and apartment. Similar to the **Low Density Multi-Family** designation, this future land use is primarily located along major corridors with focus areas being where Hammond's highest density is most suitable and beneficial to neighbourhood vibrancy – for example, some lands east of 207<sup>th</sup> in Precinct 2 and some lands within 100m of the Lougheed Highway in Precinct 1.

## **3.2 Employment**

Four land use designations for employment within Hammond are **Hammond Village Commercial, Maple/Meadows Business Park, Hammond General Employment** and **Hammond General Industrial**. The intent is to provide a range of employment options for local residents and the region, support the local economy, and provide nearby shops and services that will help meet the community's daily needs.

***Guiding Principles:***

1. Neighbourhood character is retained
3. New development enhances and compliments existing built form and neighbourhood character
4. Historic commercial area serves local community needs
5. Innovative building technologies are utilized
10. Employment opportunities are close to home

***Objectives:***

- Promote retention of heritage character elements
- Retain historic street grid pattern, including laneways
- Encourage retention of mature trees and established garden spaces
- Celebrate Hammond's history in ways that identify special places, people, or features
- Plan for a range of development forms that fit with surrounding character
- New development is designed to foster "eyes on streets" and laneways
- Public spaces are attractive and inviting with plant materials and seating areas
- Enhanced neighbourhood vibrancy leads to development on vacant lots
- Plan for a pedestrian-oriented commercial hub of shops and services that meet residents' daily needs
- A greater density of mixed-use development contributes to viability of the village commercial area
- Short-term pop-up commercial ventures help revitalize village commercial area
- Adaptively reuse existing buildings, particularly those with heritage value or character
- Design buildings to adapt to future uses
- Encourage the use of innovative building technologies and materials
- Continue to promote sound management of all waste materials
- Continue to support operation of the Hammond Cedar Mill and recognize its historical presence in the community
- Provide for a range of shops and services in the historic commercial area that contribute to Hammond's small business community
- Continue to support and encourage business development in the Maple/Meadows Business Park and the Hammond General Employment designation
- Mitigate impacts of industrial use on adjacent and nearby residents

### 3.2.1 Hammond Commercial

***Intent:***

**Hammond Commercial** designated lands are mainly concentrated in Hammond's historic commercial node at Maple Crescent and Dartford Street. Creating a hub of vibrant commercial activity is encouraged through mixed-use development forms that include ground level retail shops and services with apartments or offices above. Additional ways to attract people and enliven the area are seasonal or temporary "pop-up" businesses and the incorporation of pocket parks into new development.

***Additional Details:***

- Intended uses are very similar to those in C-3, C-5 and H1 zones – however, a new commercial zone will be created so that it is specific for Hammond. This zone will include a ground-oriented multi-family form combined with commercial use to ensure viability of a mixed-use development form.

### 3.2.2 Maple/Meadows Business Park

***Intent:***

**Maple/Meadows Business Park** designated lands encompass most of Precinct 4. This area has been an employment generator since its inception in the early 1990's and accommodates many large, medium and small businesses. It is well located close to Lougheed Highway and Golden Ears Bridge, both routes being part of the regional highway network. The Business Park has experienced significant growth over the years and it is anticipated it will continue to expand and evolve into the future.

### 3.2.3 Hammond General Employment

***Intent:***

The **Hammond General Employment** designation is applied to mostly underutilized lands adjacent to the railway tracks in Precincts 2 (Upper Hammond) and 3 (Lower Hammond). These lands are narrow and limited in potential for redevelopment. The intent of **Hammond General Employment** is to create opportunities for businesses that do not generate much traffic and have minimal need for public parking. Additionally, this designation is limited to businesses that do not produce much noise, odor, or fumes and blend well into the nearby residential areas either through attractive building design or landscape screening.

*Additional Details:*

- A new Hammond General Employment zone will be created for properties under this designation with considerations for proximity to a residential area and close to historic commercial node.
- Proposed is a maximum height of 3 storeys to mitigate building heights adjacent to residential uses.

### **3.2.4 Hammond General Industrial**

***Intent:***

The Hammond Cedar Mill lands make up the **Hammond General Industrial** designation and this operation is anticipated to continue for the foreseeable future. The Mill has been providing local jobs since 1908 and is as much a part of Hammond's historic character as the railway and street grid pattern.

### **3.3 Parks and Open Space**

***Intent:***

Hammond has a number of Park spaces that include:

- Hammond Stadium, Pool, and Community Centre
- Hammond Park
- Maple Ridge Golf Course
- Tolmie Park
- Emmeline Mohun Park

The **Parks and Open Space** designation continues to include lands dedicated to a range of recreational activities located within all three of Hammond's residential Precincts. It is intended to identify a suitable location for a community garden within Hammond to contribute further to outdoor leisure activity, neighbourly interactions, and locally organized events.

***Guiding Principles:***

1. Neighbourhood character is retained
7. Natural landscape is maintained and enhanced
9. Open spaces and recreational opportunities contribute to the enjoyment and well-being of residents

***Objectives:***

- Celebrate Hammond’s history in ways that identify special places, people, features, or events
- Promote maintenance and expansion of the tree canopy on public and private lands
- Improve the quality and function of greenspace in Hammond
- Maintain and enhance drainage canals for greater biodiversity
- Encourage and support local stewardship activities
- Plan for new recreation trails, where opportunities exist, to improve pedestrian and bicycle network connections
- Work with community to identify and support local food production opportunities
- Identify opportunities to enhance public spaces through improved or new park space, public art, interpretive signs, and wayfinding signs

**3.4 Institutional**

***Intent:***

Hammond has a broad range of **Institutional** uses that are both public and private operations. An **Institutional** use includes services such as education, government, fire protection, public transit, health and welfare, and cultural/spiritual.

***Guiding Principles:***

1. Neighbourhood character is retained
2. New development enhances and compliments existing built form and neighbourhood character
3. New development enhances and compliments existing built form and neighbourhood character
5. Innovative building technologies are utilized
9. Open spaces and recreational opportunities contribute to the enjoyment and well-being of residents

***Objectives:***

- Promote retention of heritage character elements
- Retain historic grid pattern, including laneways
- Encourage retention of mature trees and established garden spaces
- Celebrate Hammond’s history in ways that identify special places, people, features, or events
- Plan for a range of development forms that fit with surrounding character
- New development is designed to foster “eyes on streets” and laneways

- Public spaces are attractive and inviting with plant materials and seating areas
- Adaptively reuse existing buildings, particularly those with heritage value or character
- Design buildings to adapt to future uses
- Encourage the use innovative building technologies and materials
- Continue to promote sound management of all waste materials
- Work with community to identify and support local food production opportunities
- Identify opportunities to enhance public spaces through improved or new park space, public art, interpretive signs, and wayfinding signs

### **3.5 Conservation**

#### ***Intent:***

This land is adjacent to the Golden Ears Bridge and part of the Katzie Slough. The Slough was once an area rich in biodiversity, but today mainly provides natural drainage for the surrounding developed area, including Lower Hammond (Precinct 3). The Slough's drainage capability provides an essential benefit to nearby property owners and as such it is important that the ecology of these lands are maintained and enhanced where possible.

#### ***Additional Details:***

- The Agricultural Land Commission has identified this property as one that they would support removal from the ALR and this will be pursued through the Area Plan process;
- It is anticipated that with ALC approval of the ALR lands, the more suitable designation of "Conservation" will be applied through the Area Plan process.

#### ***Guiding Principles:***

6. Flood risks are minimized through a variety of mitigation measures
7. Natural landscape is maintained and enhanced, wherever possible, for aesthetics and ecological value

#### ***Objectives:***

- Natural drainage areas are recognized for the important role they play in flood mitigation
- Continue to make flood mitigation and emergency program information available to the public
- Promote maintenance and expansion of the tree canopy on public and private lands
- Improve the quality and function of greenspace in Hammond
- Maintain and enhance drainage canals for greater biodiversity
- Encourage and support local stewardship activities

## **4.0 Transportation & Connectivity**

### ***Intent:***

The original 1883 Port Hammond Junction Township plan laid out numerous short blocks, some containing laneways, enabling numerous connections for local residents to travel from one area of the neighbourhood to another. As Hammond grew over the years, the grid pattern for new areas was not laid out in the same manner and resulted in longer blocks, numerous cul-de-sacs, and fewer connectivity options for local residents.

Today, connectivity in Hammond is provided through various modes, such as Major Corridor routes to manage large volumes of traffic within and through the neighbourhood, defined bicycle routes, sidewalks, and formal and informal recreation routes. Walking and cycling are popular activities in Hammond and the community has expressed a desire for road and route improvements to make these activities safer and more desirable. A West Coast Express Station, part of the Translink network, is located in the northwest corner of Hammond and provides regional connectivity via railway. Translink also provides one regular bus route through Hammond, along with two limited bus service routes.

Although the railway provides regional access, it has also been identified as an obstacle to connectivity within Hammond, particularly Lower Hammond, with longer and more frequent trains impacting four railway crossings.

### ***Guiding Principles:***

5. Innovative building technologies are utilized
6. Flood risks are minimized through a variety of mitigation measures
8. Transportation routes are safe and effective

### ***Objectives:***

- Encourage the use of innovative building technologies and materials
- Continue to promote sound management of all waste materials
- Continue to management Wharf Street dyke as a defense against flood events
- Natural drainage areas are recognized for the important role they play in flood mitigation
- Ensure streets provide safe and walkable surfaces
- Promote identified bicycle routes throughout the neighbourhood
- Incorporate traffic calming measures where warranted
- Ensure community gathering spaces and points of interest are identified along pedestrian and bicycle routes

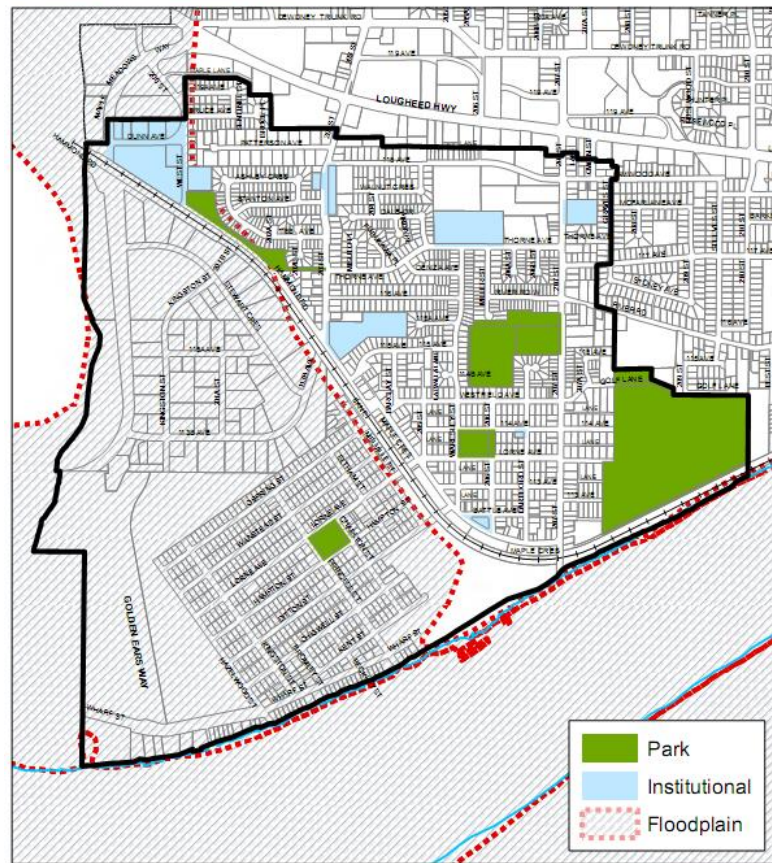


## 5.0 Water & Habitat

### *Intent:*

Approximately half of the Hammond area is located in the floodplain and flooding has long been a concern for residents, particularly during peak storm events. Existing flood mitigation measures in Hammond include the Wharf Street dyke, vegetated drainage canals, and the Princess Street Pump Station.

### Water & Habitat



#MyHammond



Effectively managing rainwater runoff is important in the protection of property and the natural environment. It is an approach concerned with both water quantity and quality, each impacted by the amount of effective impervious surfaces within a drainage area. Two key components of rainwater management are: 1) capitalizing on opportunities to reduce impervious surfaces; and 2) enhancing natural areas to help slow and infiltrate rainwater. Selecting an appropriate mix of plant materials promotes biodiversity in natural drainage areas. Healthy natural environments help improve water quality, slow volume during peak events, and reduce pressure on nearby

floodplain pump stations. The pump stations are designed for large scale water conveyance from flood prone areas.

There are a number of opportunities for increasing biodiversity within existing drainage canals in Lower Hammond located in road right-of-ways and on vacant municipally owned lots. Increasing biodiversity not only contributes to effective rainwater management, but also improved function as habitat for a range of insects and freshwater invertebrates.

***Guiding Principles:***

6. Flood risks are minimized through a variety of mitigation measures
7. Natural landscape is maintained and enhanced, wherever possible, for aesthetics and ecological value

***Objectives:***

- Continue to manage Wharf Street dyke as a defence against flood events
- Apply floodplain construction standards for new development
- Continue to make flood mitigation and emergency program information available to the public
- Natural drainage areas are recognized for the important role they play in flood mitigation
- Promote maintenance and expansion of the tree canopy on public and private lands
- Improve the quality and function of greenspace in Hammond
- Maintain and enhance drainage canals for greater biodiversity
- Encourage and support local stewardship activities.

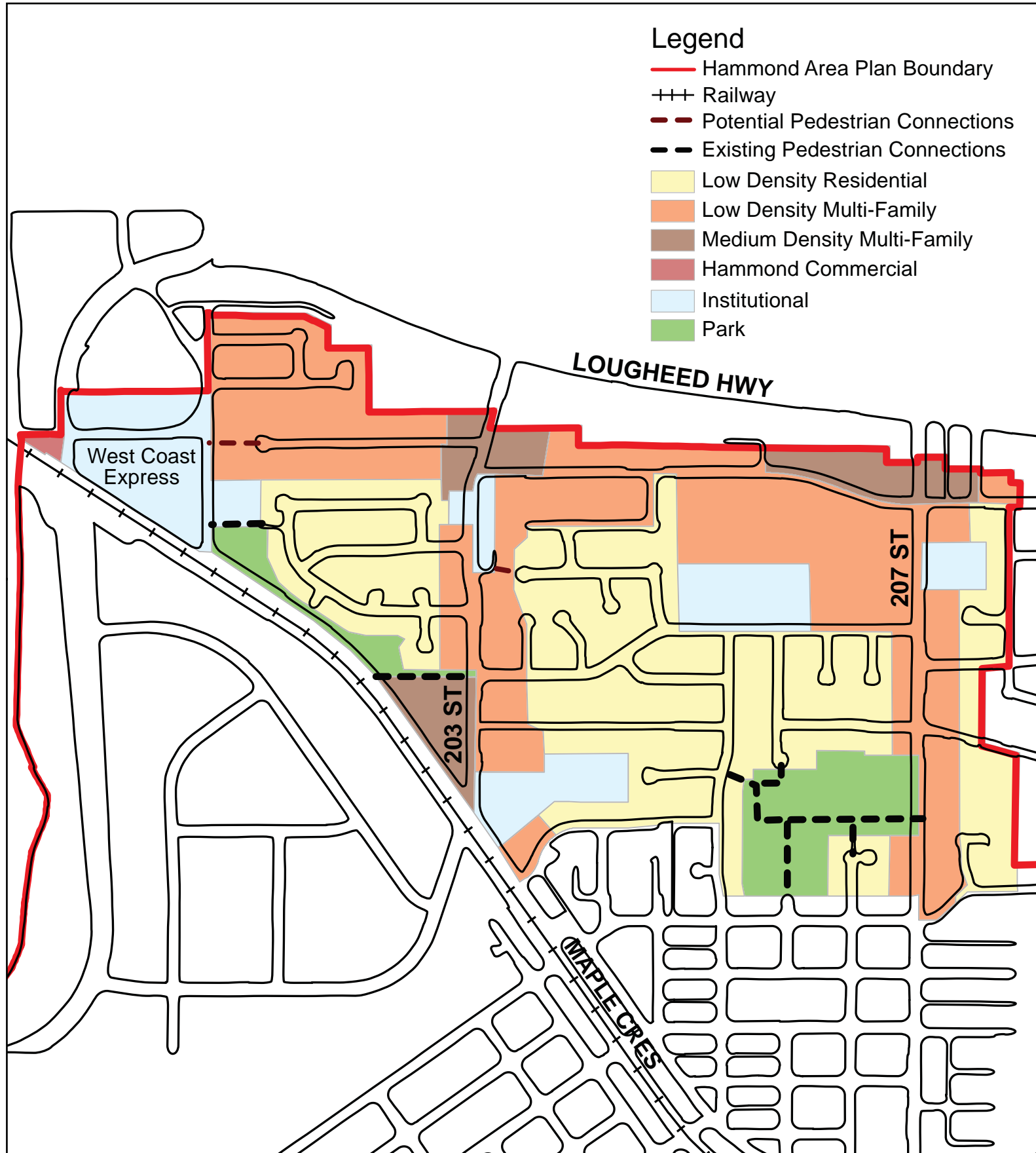
# **Hammond Preliminary Concept Plan**

## **6.0 Land Use Maps**

This section contains the land use maps supporting the written text of the Hammond Preliminary Concept Plan. As an introduction to this land use plan section, the Hammond Precincts map is included to highlight the four distinct areas within the Hammond neighbourhood. Specific focus areas for each precinct are also indicated on the attached maps.

# Precinct 1 - Pedestrian Connections

## Hammond Preliminary Concept Plan



# Precinct 2 - Heritage Character Area - Option 1

## Hammond Preliminary Concept Plan



# Precinct 2 - Heritage Character Area - Option 2

## Hammond Preliminary Concept Plan





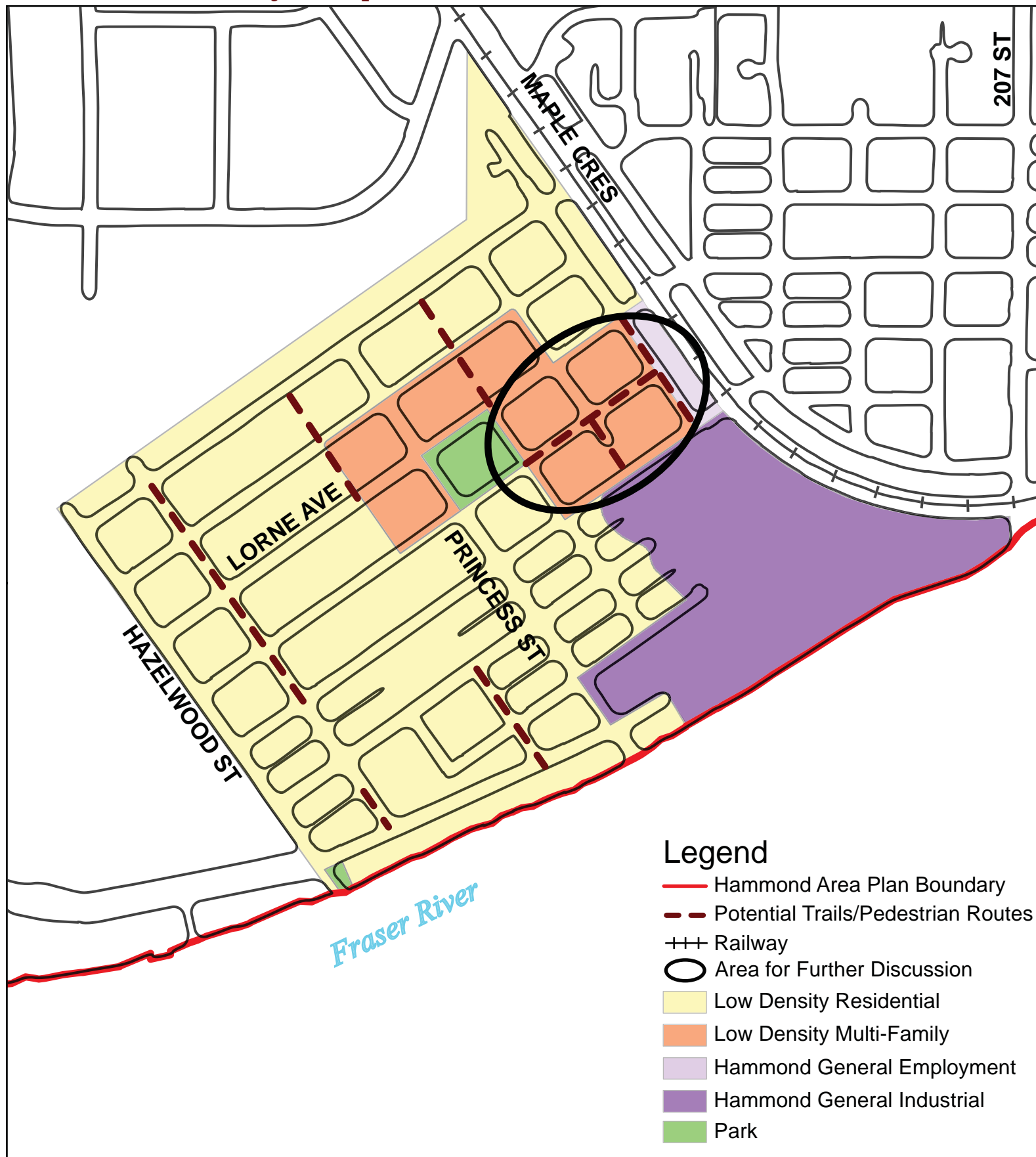
# Precinct 2 - Heritage Character Area - Option 3

## Hammond Preliminary Concept Plan



# Precinct 3 - Potential Trails/Pedestrian Routes

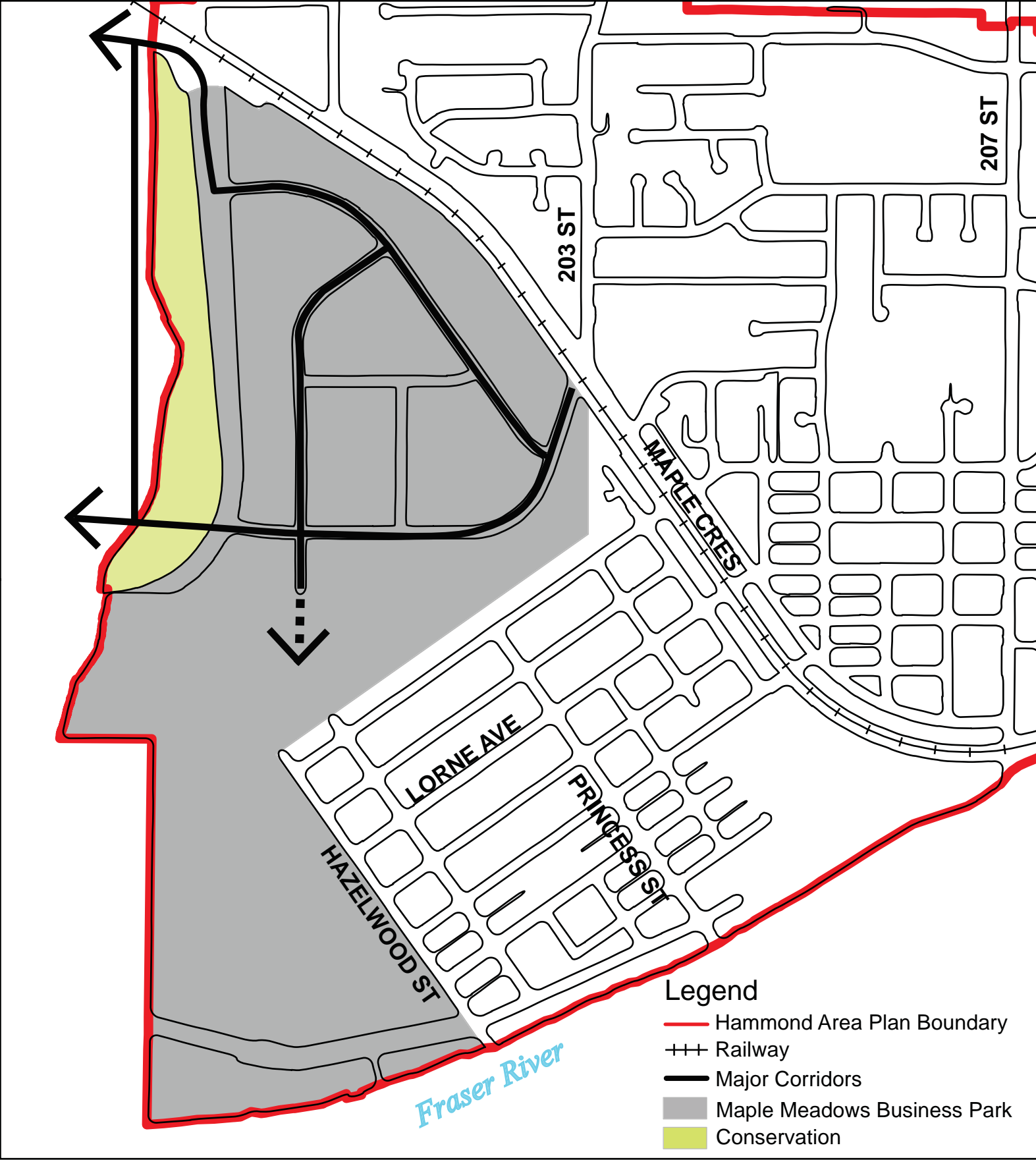
## Hammond Preliminary Concept Plan



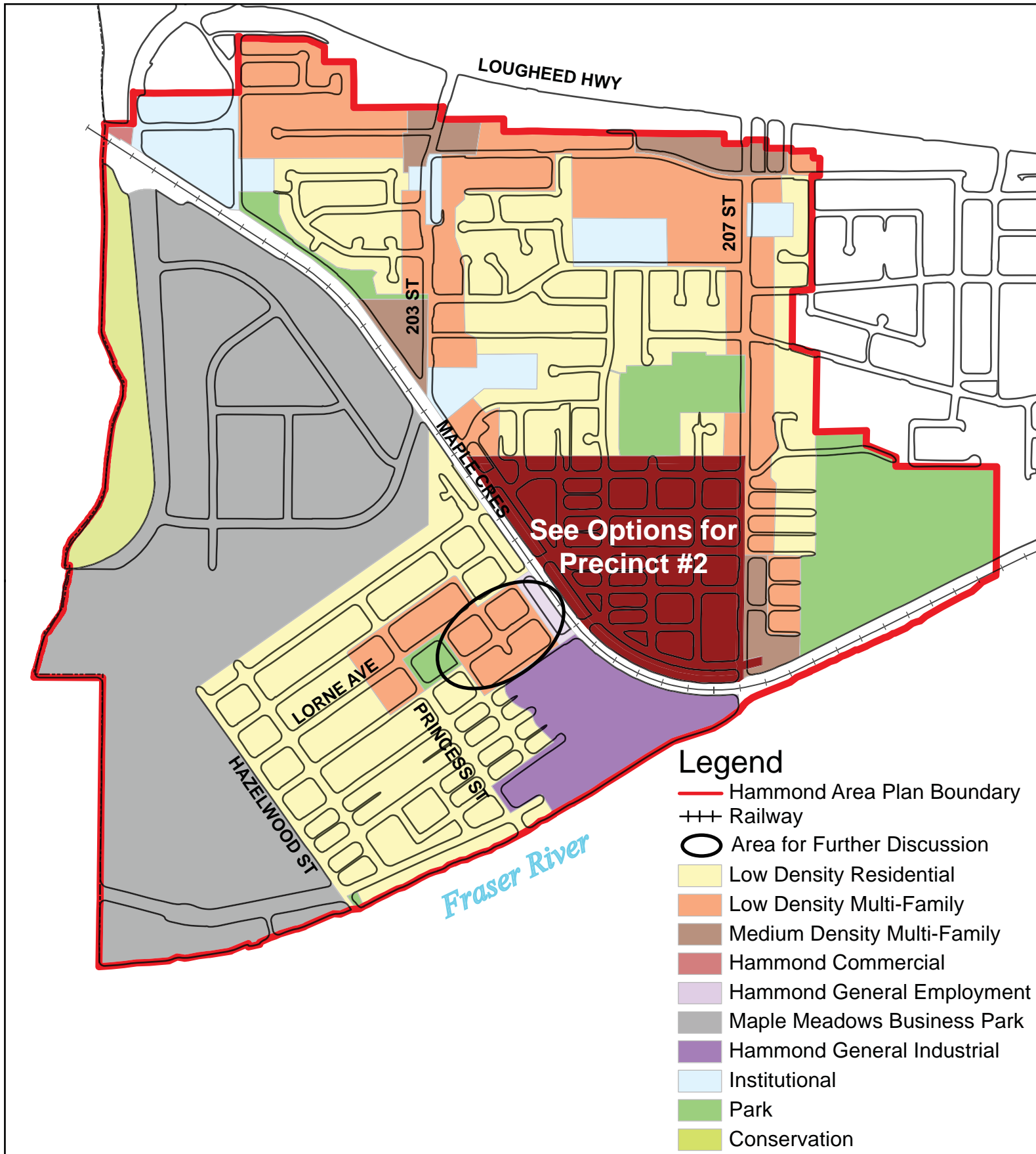


# Precinct 4 - Major Corridors

## Hammond Preliminary Concept Plan



# Hammond Preliminary Concept Plan



## Summary of Technical Studies for Hammond Area Plan

### Residential Density Bonus/Density Transfer Program Assessment for Hammond Area Plan

#### ***Residential Density:***

Urban Systems undertook a study to look at the potential of a Density Bonus and/or Density Transfer Program in Hammond. One part of the study looked at the value of land lift by rezoning single-family zoned lands to a higher density. The higher density development forms proposed for this analysis were low-density apartment, mixed-use, and townhouse. In the study's outcomes, Urban Systems states that "it is clear that the optimal value of additional density in the Hammond area would be townhouse zoning" and "at the present time, townhouses are the only higher density residential form for which there is strong measurable demand". The land lift value was determined to average \$10,250 per door.

The study found that "the current land value lift associated with both apartments and mixed use developments is substantially less than the land value lift associated with townhouses". These values are approximately \$5,000 per door for apartment use and \$2,750 per door for mixed-use.

Based on the outcomes of the US analysis, it is clear that new development in Hammond will come much sooner through land-use policies that support townhouse form (i.e. ground-oriented multi-family) of development. The future potential for four or more storeys of apartment and mixed-use must also be planned for, as it is possible that with market shifts demand for higher density forms may increase over time.

Ground-oriented multi-family is a medium density form that was discussed with the community at the November 2014 public open house and includes duplex, tri-plex, four-plex, and townhouse. This is the level of density that received the majority support from the community through the Hammond Area Plan process.

#### ***Funding for Community Amenities:***

Urban Systems looked at the potential for funding community amenities for the Hammond neighbourhood through a Density Bonus Program, similar to that in the Albion Area Plan, and also looked at whether a Density Transfer Program to help retain Hammond's heritage character would be viable.

#### ***A. Density Bonus Program***

As previously discussed, Urban Systems found townhouse to be the most viable form of residential development, at present, for a Density Bonus Program. With an average land lift value at approximately \$10,000 per door, through rezoning, a percentage of the lift value could result in amenity contributions of \$3,300 to \$5,000 per townhouse unit.

Urban Systems concluded that neither apartment nor mixed-use development would currently be viable for a Density Bonus Program in Hammond, due to significantly lower land lift values that average \$5,000 to \$2,270 per door, respectively.

The Urban Systems analysis includes discussion on an alternative Amenity Contribution Program, which may be set-up with a fixed rate charge (either per unit or square foot of gross floor area) for all or most forms of development. The difference with this alternative program is that the fixed rate is applied to the entire development and not just to the “bonus” density. Ultimately, this alternative program would result in a greater amount of contributions for neighbourhood amenities. It is noted in the study that although this alternative approach is “not specifically authorized by legislation, and their application generally relies on the provision of ‘voluntary’ contributions at time of rezoning”, it is the approach used by a number of other municipalities.

#### *B. Density Transfer Program*

A program to transfer density from a property with heritage value to a nearby development site is not a viable approach for a formalized program. Urban Systems found that “the value of the heritage conservation is far greater than the value of additional density that could be accommodated on virtually any site in the Hammond neighbourhood”. Additionally, US found this approach to be complicated to administer between more than one land owner and challenging to explain to neighbouring residents, property owners, and the public in general. However, US notes that this option could be considered on a case by case basis.

### **Commercial Demand and Capacity Analysis for Hammond Area Plan**

Rollo & Associates undertook a study to determine the viability of commercial land-use in Hammond given three potential residential density scenarios over the next 30 years:

1. Base/existing density;
2. Medium Density (GOMF form);
3. Medium/High Density (GOMF, apartment, mixed-use).

Within this time horizon, Rollo & Associates identifies the kinds of local shopping and service needs that would most likely be in demand under the three density scenarios:

- Pharmacy
- Restaurant
- Wine & beer store
- Personal services
- Café
- Grab & go/Bakery/Deli
- General Store/Green Grocer

- Comparison Boutiques
- Hardware

Demand for a supermarket, at approximately 15,000 square feet, would be generated only within the high/medium residential density scenario.

The demand for commercial gross floor area under the three scenarios ranges from approximately 20,000 to over 63,000 square feet. Rollo & Associates states that “depending on future demand and built density” the commercial land area needed to support this floor area is in the range of 1.4 to 5.8 acres. This is based on a FSR between 0.25 and 0.35. Presently the commercially designated lands in Hammond’s commercial node total approximately 5.5 acres (does not include roads, but does include the two sites near Hammond Park).

Based on the outcomes from the Urban Systems study and the community input received, it will be prudent to craft Area Plan policies that encourage townhouse development in Hammond within areas of the neighbourhood that are most suitable for this form of density increase. For the medium density scenario, Rollo & Associates has determined that the total land requirements will range from 1.7 (at 0.35 FSR) to 2.4 (at 0.25 FSR) acres in total.

Both Rollo & Associates and Urban Systems note that changes in Hammond’s residential market demand to an increase in density (i.e. apartment use) is possible over the 30 year period. Flexibility in land-use policies to accommodate a potential change in residential density over time and the most suitable location(s) to accommodate denser development forms must also be thought through.

For present commercial demand in Hammond’s commercial node, Rollo & Associates concluded that there is support for between 5,000 to 7,000 square feet of combined retail and service commercial floor area.

### **Heritage Historic Character Area Study**

Donald Luxton & Associates were asked to complete a study on identifying a heritage character area (or areas) within the lands registered as Port Hammond Junction in 1883 – presently, these lands are identified in Hammond as Precincts 2 and 3. DLA found the greatest concentration of heritage and character sites are located in Precinct 2 (i.e. Upper Hammond). These are categorized in the study as sites:

- Protected through a Heritage Revitalization Agreement;
- Listed on the Community Heritage Register;
- Listed on the Heritage Inventory;
- With heritage potential for inclusion on Inventory or Register; and
- With heritage character.

Additional key elements that contribute to heritage character in Upper Hammond include:

- Land use pattern – has remained the same since very early 1900's;
- Lot pattern and street grid – very small lots make up a tight grid system without alleys and provides more of a village atmosphere and walkable environment than other older communities with larger lot sizes and blocks;
- Landscaping – mature landscaping, predominantly found in Upper Hammond, provides visual interest ; and
- Other historic activities – a legacy of human activity is commemorated with several plaques.

***Heritage Conservation Area:***

The heritage character area identified through the DLA study provides the potential boundaries for a Heritage Conservation Area. Next steps involved in moving towards a HCA are discussed by DLA and include refining the heritage character area boundaries “based on further study of area characteristics, historic sites and other planning considerations” and identifying other possible planning tools “that would complement and enhance heritage conservation”.

Urban Systems also looked at the DLA study and the outcomes of the Hammond Area Plan public process. They note that community input through the Hammond Area Plan process suggests some interest for this approach. US also identified the pros and cons of implementing a Heritage Conservation Area:

**Pros:**

- Provides the City and neighbourhood with increased ability to manage retention to existing heritage resources and retain important existing neighbourhood elements.
- A HCA indicates to the community and those who may want to move to Hammond or acquire property that the historic elements of the HCA will be retained.

**Cons:**

- A HCA places additional administrative requirements on landowners/developers, thereby adding complexity, time, and cost in the modification or redevelopment of a site.

**Note:** A HCA bylaw may be designed to be flexible in order to minimize impacts to property owners/developers who are modifying or redeveloping a site and to also minimize the increased workload on municipal staff and Council.



# HAMMOND HISTORIC CHARACTER AREA

FEBRUARY 2015



**DONALD LUXTON**  
AND ASSOCIATES INC 

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Above: [Maple Ridge Museum & Archives P00360]  
Cover Image: [Maple Ridge Museum & Archives P00358]



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DONALD LUXTON  
ASSOCIATES

## EXECUTIVE SUMMARY

Hammond is one of the oldest Townships in Maple Ridge. It was registered as Port Hammond Junction in 1883, and the original street grid pattern has largely remained intact over time. There are a number of heritage sites within the Hammond Area Plan boundaries that are listed in “The Heritage Resources of Maple Ridge”, as sites with heritage value to the community. These sites are significant to the people, activities, and structural form from Hammond’s early days and include the John Hammond Residence (one of the founders of Port Hammond Junction), the Dr. Broe Residence (the house of the first physician in Hammond), and the Thompson Residence (Dr. Broe’s first house and then his office).

The intent of this project is to identify Hammond Historic Character Area preliminary boundaries that will help define core areas containing the highest concentration of heritage features within the original Port Hammond Junction Township plan boundaries.



Maple Crescent, Hammond, 1910s [Maple Ridge Museum & Archives P03759]

## HISTORY OF EARLY HAMMOND



Plan of the Town of Port Hammond Junction, 1882

Prior to settlement, the area we know today as Hammond was one of five Katzie communities located in various areas of southwestern British Columbia. Settlement in this area of Maple Ridge began in the 1860s and was referred to as “Katzie” prior to it being a registered township. Many of the Katzie living in the area died from smallpox in the early days of Hammond.

*The first settlement began in the year 1860 when the first Pre-emption act was promulgated by Governor Douglas on January 4, and provided for the granting of rights to un-surveyed crown lands to an extent not exceeding 160 acres, at a purchase price not exceeding two dollars and fifty cents per acre. In the same year, my father, John McIver, returned from the service of the Hudson Bay Company, whom he had served for eight years took up 160 acres, part of which is where we are today. The beautiful home and grounds of the present Hartnell home is located on part of it.*

John McIver (written in 1933, published in The Gazette, 1958).

In his 1933 notes, John McIver described the area during early settlement as “heavily timbered down to the river’s edge”. The Fraser River was the major travel route, transporting people and goods. During particularly cold winters the river would freeze and prevent travel until it thawed.

The Hammond brothers, William (aged 19) and John (aged 22) arrived in Maple Ridge from Fenstanton, England, in 1862. The brothers originally resided on Hammond’s Island (now Cod Island), in the then-undrained Sturgeon Slough. Ten years later, after the rejection of their plan to dam the mouth of the Pitt River and divert the water to a proposed canal to the Burrard Inlet, they pre-empted the 120 acres of land, part of which they would eventually donate to the future town of Port Hammond.

Once the Fraser Canyon was chosen as the route for the federally promised railway in 1881, the only question that remained locally was where the route would pass through Maple Ridge. After an all-night debate at Haney House, it was settled that the route

# HISTORY OF EARLY HAMMOND



Canadian Pacific Railway Water Tank at Hammond, circa 1885  
[Onderdonk Albums; British Columbia Archives D-08575]

would follow the Fraser River to Hammond, at which point it would leave the shores of the Fraser River. The Hammond brothers donated several acres of land to the CPR on the condition that the first railway station in Maple Ridge would be in Hammond. Emmeline Mohun donated most of the lower portion of Hammond, southwest from the railway.

The first registered owners in the area were:

- Lot 278: W. Hammond, Lee Chew and the Corporation of Maple Ridge
- Lot 279: W. & J. Hammond
- Lot 280: Callaghan et al.
- Lot 281: Mohun

In December 1882, the Town of Port Hammond Junction was mapped by Emmeline's husband, Civil Engineer E. Mohun, a subdivision of Lots 278, 279, 280 and 281 of Group 1, Township No. 9. It was deposited as Plan 114 on August 3, 1883. Hazelwood Farm straddled Lots 280 and 281 directly to the west of the Townsite.

Construction of the Canadian Pacific Railway line, station and yards began in 1882. Labourers flocked to the area during railway construction, which included Chinese immigrants, and Hammond became a tent town overnight. In these early years, Port Hammond Junction also served as a supply depot and headquarters for railway construction and the town continued to grow with businesses, such as hotels and bars, as well as several boarding houses in response to the influx of labourers and industry.

The Chinese experience of working on the railroad in Hammond was typical of the time. Chinese workers built shacks along the dyke on Wharf Street, as well as near the intersection of McKenney Road and Maple Crescent. The workers commonly undertook dangerous work, and often received poor treatment from their European foremen. During the digging for the section of railway between Haney and Hammond as many as seventy people were killed, including one incident where three Chinese labourers were swept away in a landslide caused



by a steam-shovel near McIver's property. After the steam-shovel incident, the surviving Chinese workers were forced back to work at gunpoint. The Chinese were considered to be non-persons, and store owners are the only Chinese people listed by name in Hammond in B.C. Directories from the time.

Hammond also served as a steamboat junction with Victoria, thanks to Captain John Irving, founder of the Canadian Pacific Navigation Company.

*Port Hammond is the shipping point where steamers from Victoria connect with the C.P.R., and has become a station of some importance.*  
British Columbia Directory, 1884-85, page 186.

The opening of the railway expanded the transportation network year-round and put Port Hammond Junction on the map. The railway was extended further west to Vancouver in 1887, and Vancouver's importance to Hammond became greater as the railway and roads between the two centres improved.

The year of 1885 was a big one with the opening of the Hammond Post Office and completion of the Hammond Station. The first train pulled into Hammond in November 1885 and for many years after, the CPR continued to employ many of the labourers who helped construct the railway as section hands. Trains, which had overtaken riverboats in their importance in Hammond, were eventually overtaken by trucks and cars, and in 1965 the CPR no longer stopped in Hammond or Haney.

**Maple Ridge Municipality** – *This is the only rural municipality in British Columbia through which the Canadian Pacific Railway passes. It extends from Pitt River to Stave River, a distance of 16 miles on the right bank of the Fraser River. It has three railway stations, viz: Hammond, Haney, and Warnock [sic]. Haney's chief industry is brickmaking. It also has a salmon freezing establishment. Hammond is the most important point on the right bank of the Fraser above New Westminster. Being centrally located in the best agricultural section of the municipality, it presents advantages for business which are destined to make it an important town. Dairying as an industry has not yet been prosecuted to any great extent, but taking into consideration the many thousands of acres of*

*meadow lands in the vicinity of Hammond, producing nutritious grasses in abundance, this industry, in the near future, will be an important factor in conducing to the wealth of the municipality.* British Columbia Directory, 1887, page 238.

**Port Hammond** – *On the main line of the C.P.R., 24 miles east of Vancouver, railway station called Hammond; has post office. Mails daily. Express and telegraph office.* Henderson's Gazetteer & Directory, 1889, page 345.

By the late 1890s, fruit growing was listed as the principal industry and remained so for a number of years.

A one-room schoolhouse was opened on the current site of Hammond Elementary School in 1900. Prior to this schoolhouse the Maple Ridge School had served the community of Hammond. A two-room schoolhouse replaced the one-room building in 1912, and the 1900 school was renamed Fossett Hall and relocated to Lorne Road to be used for meetings.

Hammond's first bank, the Bank of Hamilton, opened in 1908. Prior to the opening of this bank the citizens of Hammond had to travel to New Westminster to do their banking. New Westminster had been the trading centre for the Fraser Valley, but as transport improved between Hammond and Vancouver, New Westminster became less central to life in Hammond.

1916 saw a large fire destroy most of the business sector of Hammond. The fire had started in the frame hotel's restaurant kitchen, and though many buildings were burned down the postmaster managed to save the post office by covering the exterior walls with wet blankets. In addition to the post office, the telephone exchange building was also saved by demolishing the adjacent burning stable with dynamite. The rebuilding took several years due to wartime interruptions in labour and material. The Bank of Hamilton burned down in 1916, and re-opened in a house until a new building was finished for the bank in 1919. In 1924 the Bank of Hamilton merged with the Bank of Commerce, and during the Depression the Hammond branch became the Bank of Montreal. The bank closed in 1935, only to reopen again in 1948 as the Bank of Montreal.

# HISTORY OF EARLY HAMMOND



"Bank of Hamilton Builds New Premises at Port Hammond." Architect's rendering by A.E. Henderson; contractors Baynes & Horie. [Hammond, Haney and Coquitlam Weekly Gazette, October 10, 1919, page 1]

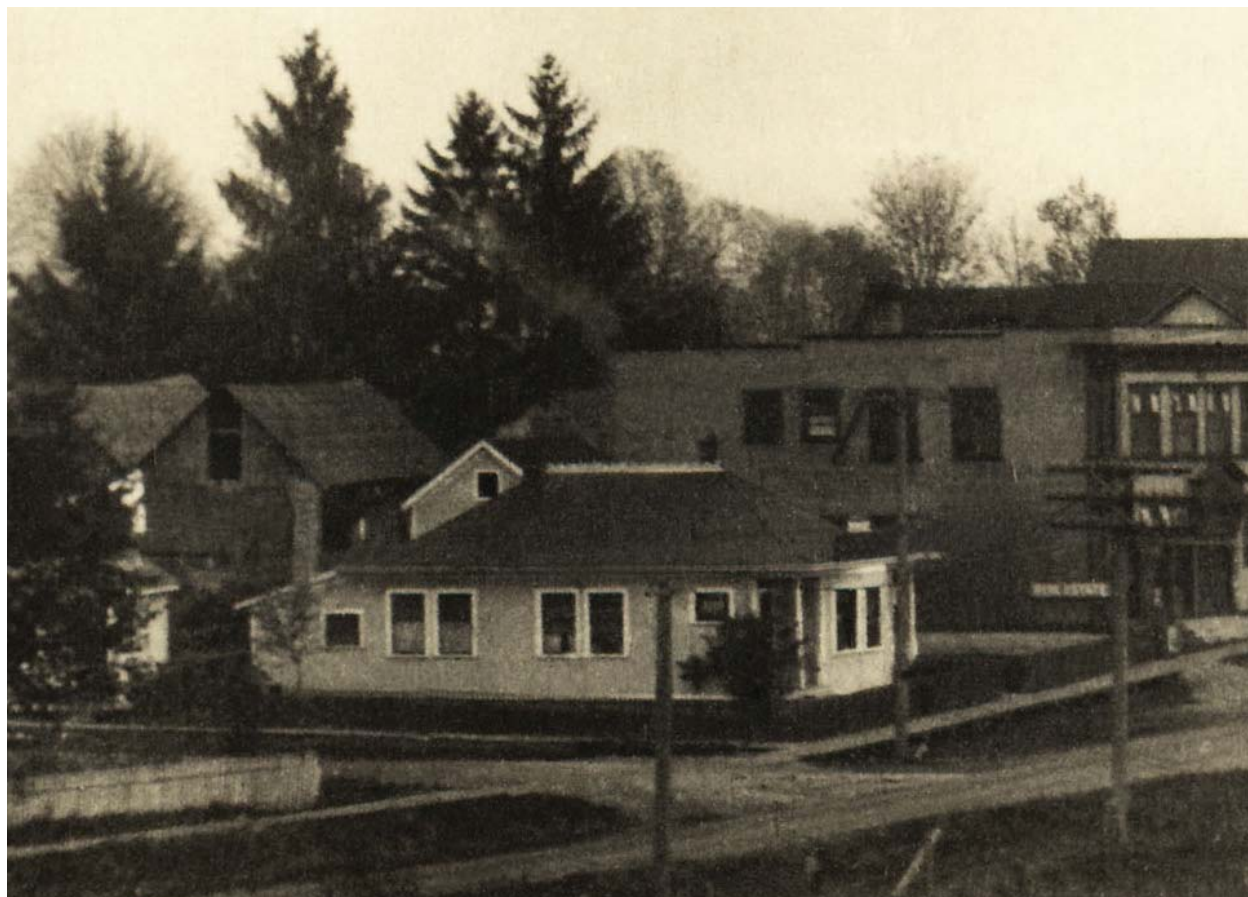
## **PORT HAMMOND**

Port Hammond is chiefly known to the west-bound tourist as a station about 24 miles from Vancouver, where the Canadian Pacific Railway leaves the Fraser, beside which it has run for many miles. Port Hammond, however, has other claims to attention. The town itself possesses good general stores, a telephone and telegraph system, and many other conveniences, whilst the high-power line of the Western Power Company, which has been recently carried through the district, will shortly supply electric light and power for all purposes. It is worthy of note that when the town site was registered in 1883, it was intended to form the terminus of the Canadian Pacific Railway, and the importance which Hammond would have attained had this intention been adhered to afford ample scope for an interesting if idle speculation. The railway, however, proceeded to its more natural halting-place, and Port Hammond became largely dependent on the natural resources of the soil. In the matter the confidence of the town was fully justified, and today a very considerable part of the surrounding country is

under cultivation. On the flat meadow lands many dairy farms can be found, whilst fine hay and potato crops are raised here. As the land slopes gradually upwards toward the Pitt Mountains the soil becomes less suitable to this form of industry, and fruit farms take the place of hayfields and pasture lands. Much of the fruit grown here finds a natural market in Vancouver. A considerable amount, however, travels as far east as Winnipeg and Ontario. Almost every variety of fruit is cultivated, the crops of apples, pears, quinces, strawberries, raspberries, cherries, currants, gooseberries and other fruits being very satisfactory. Additional value is lent to the land by the fact that no system of artificial irrigation is necessary. From the sportsman's point of view Port Hammond affords a convenient centre. Bear, cougar, deer, pheasants, grouse, ducks, and geese are plentiful in the Pitt Mountains, and excellent fishing is to be had within the radius of a few miles.

Henry J. Boam. *British Columbia: Its History, People, Commerce, Industries and Resources*. London, England: Sells Ltd., 1912, page 279.





Street Scene in Hammond from Mill Structure, Showing the Telephone Office, 1930s  
[Detail from Maple Ridge Museum & Archives, P09078]

The first telephone exchange in Maple Ridge opened in Hammond in 1908. Built at a cost of \$500, it was a prefabricated structure ordered from the B.C. Mills Timber & Trading Company. This patented modular system used panels assembled from short ends of milled lumber, which were delivered by rail, and bolted together on site. In 1928, the Exchange contained the first automatic dial exchange in Maple Ridge, with 125 subscribers.

The Bailey Lumber Company's mill, complete with two water towers and a wharf on the Fraser River, has been a vital industry in Hammond since its opening in 1910. In 1912 the mill became the Port Hammond Lumber Company, then the Hammond Cedar mill in 1916, and was finally taken over by B.C. Forest

Products in 1946. At one point the mill was the largest red cedar mill in the world, and the largest employer in Maple Ridge.

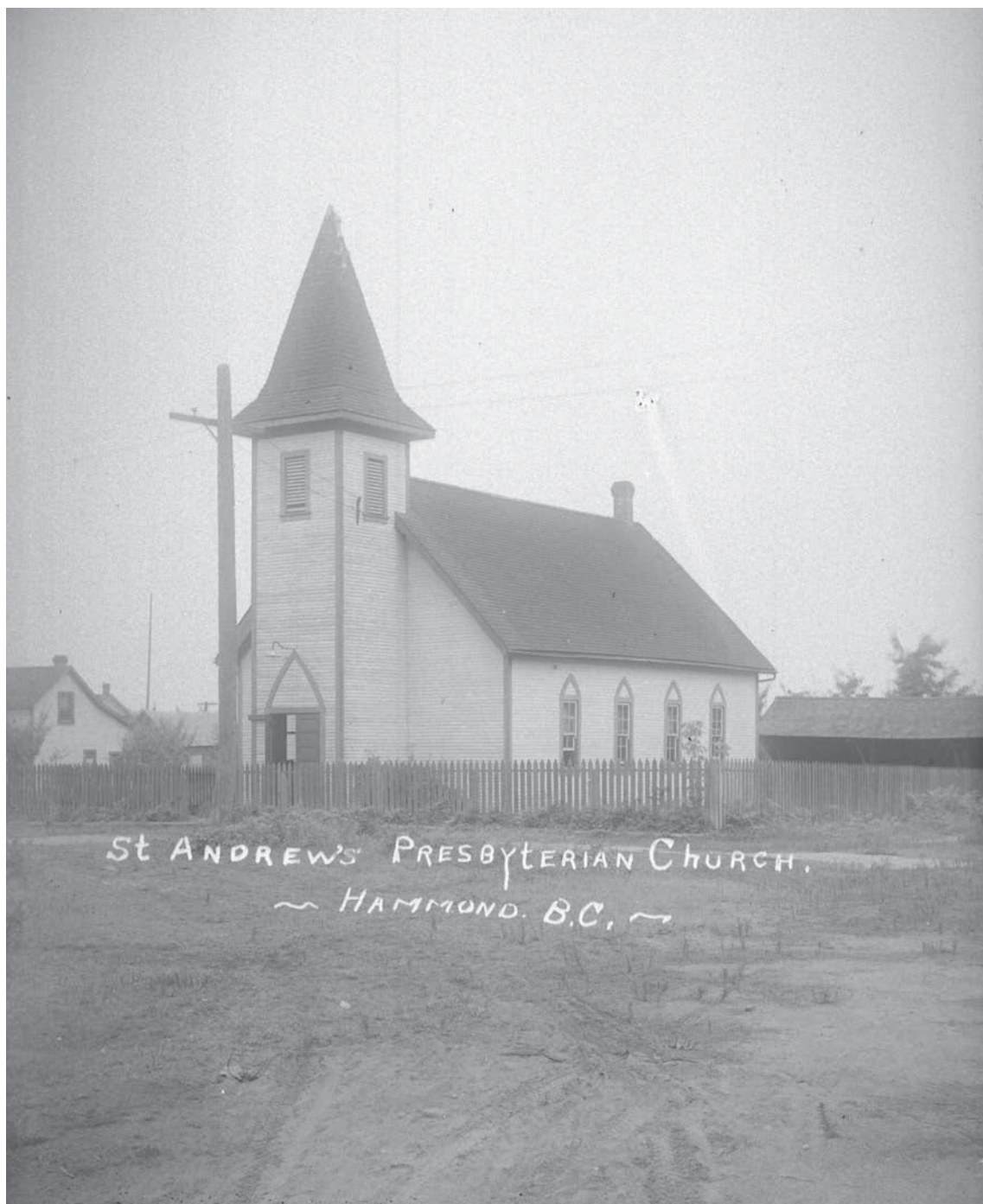
During the first decades of the twentieth century, the businesses of Hammond were more prosperous than those of Haney, and the populations of both towns grew steadily with each other. In 1919 Hammond has a population of 750, Haney had 800, and in 1925 Hammond had 950 residents, Haney had 1,000. The two towns grew in tandem until the Lougheed Highway was built in 1931. Haney was able to shift its business district towards the new highway; however, in Hammond, where the mill still played a central role, the businesses were not able to move away from the river.



# HISTORY OF EARLY HAMMOND



Top to Bottom: Hammond Train Station, circa 1922. [Philip T. Timms, photographer. City of Vancouver Archives CVA 677-1068]; Staff in front of Hammond Mills, between 1935-38. [City of Vancouver Archives CVA 1376-308]; Lumber piled in Hammond Cedar Co. yard, 1928. [Leonard Frank Studio. Vancouver Public Library #5821].



St. Andrew's Presbyterian Church, Hammond, circa 1921. [Philip T. Timms, photographer.  
City of Vancouver Archives CVA 677-1068]



# HISTORY OF EARLY HAMMOND



Fire Insurance Plan, Maple Crescent [Maple Ridge Museum & Archives]



View from atop a mill building looking north to Maple Crescent.  
[Maple Ridge Museum & Archives P09090]

## HAMMOND NEIGHBOURHOOD CHARACTER



11406 205<sup>th</sup> Avenue

Neighbourhood character refers to the 'look and feel of an area,' and also includes the activities that occur there. In everyday usage, it can often be synonymous with local character, residential character, urban character and place identity. Planning policies impact the way a place is used and what it feels like to be there, along with a range of other social, cultural, ecological, physical and economic factors that shape human settlements. As interest in the concept of place has increased since the 1970s, urban designers and planners have accordingly become more focused on issues of character. The way that character is regulated varies from place to place, with some areas being planned in more proscriptive ways than others, including areas that are managed for their heritage value to a community.

In its formal use in the planning system, neighbourhood character refers to the qualities that make one neighbourhood distinct from another, and encompasses a range of physical components of the built environment, architectural style, street width and layout, vegetation, fence height and style. Every urban place has a neighbourhood character.

The urban fabric of historic upper and lower Hammond reflect the early working-class origins of the settlement, focused on workers who made a living in local industries and farming. Small commercial buildings and modest wood frame houses reflect the working class nature of the settlement, and display proximity to the Mill that was the major local employer. There is a notable cluster of houses first



# HAMMOND NEIGHBOURHOOD CHARACTER



20259 Wanstead Street



20583 114<sup>th</sup> Avenue

occupied by Scandinavian immigrants who worked at the Mill. The availability of wood – again due to the proximity of the Mill – provide ready resources for the construction of local buildings, some of which display a high degree of sophistication in their use of wooden ornamentation (e.g. 11252 Dartford Street and 20259 Wanstead Street).

The following resources have been identified and mapped in order to determine the concentration of heritage resources and heritage character sites within the 1882 Hammond boundaries.

## **Heritage Revitalization Agreement**

Legally Protected Heritage Sites. Statements of Significance have been prepared for these two sites.

## **Heritage Register**

Recognized for their heritage value, and officially Listed on the Maple Ridge Community Heritage Register. Statements of Significance have been prepared for these two sites.

## **Heritage Inventory**

Identified in “The Heritage Resources of Maple Ridge, 1998” as having heritage value but not yet officially recognized. Statements of Significance have not been prepared for these sites.

## **Heritage Potential**

There are a number of sites within the area boundaries that have high potential for inclusion on the Maple Ridge Heritage Inventory or Register. These sites have not been fully researched or evaluated, but they make a strong contribution to neighbourhood character and have been flagged for their potential heritage value.

## **Heritage Character**

These sites contribute to the heritage character of the neighbourhood. They are generally modest in scale, pre-1940s wood frame structures that reflect the working-class nature of the area. Some of the sites have been significantly altered, but may have potential for sensitive renovation. These sites have been identified at this time through a visual survey only, and are noted as supporting overall neighbourhood character.



Top: 11252 Dartford Street; Bottom Left: 20582 113<sup>th</sup> Avenue; Bottom Right: 11339 Dartford Street



# HAMMOND NEIGHBOURHOOD CHARACTER

The following map shows the concentration of these sites within the 1882 Hammond Townsite boundaries:



Map Showing Concentration of Heritage Sites within the 1882 Hammond Townsite Boundaries

## POTENTIAL HERITAGE CONSERVATION AREA BOUNDARIES

Under the *Local Government Act*, a municipality is enabled to enact legislation that will define a special area in the Official Community Plan to provide long-term protection to a distinctive heritage area. Heritage conservation areas may require a heritage alteration permit for:

An HCA is intended to provide long-term protection to a distinctive area that contains resources with special heritage value and/or heritage character. A heritage conservation area can provide protection to all or some of the properties within its boundaries. Properties that are to be protected must be specifically identified in the bylaw. In a heritage conservation area, a property owner may not do any of the following without a heritage alteration permit:

- subdivision of a property;
- addition of a structure or addition to an existing structure;
- construction of a new building; or
- alteration to a building, structure, land, or feature.

A local government establishes a heritage conservation area when it has identified a distinctive area that it feels should be managed by long-term protection:

1. Through a process of planning and research, a community identifies a distinctive area that it determines should be managed by long-term heritage protection.
2. Local government, in consultation with the area property owners, agrees that a heritage conservation area is the best tool to provide long-term protection.
3. Local government consults with area property owners regarding the control mechanisms (including design controls) that may be included in the bylaw.
4. Local government prepares a bylaw to amend the official community plan to identify the heritage conservation area. The bylaw must include:
  - a description of the special features or characteristics which justify the establishment of a heritage conservation area

- the objectives of the heritage conservation area
- guidelines for how the objectives will be achieved

The bylaw may also:

- identify circumstances for which a permit is not required
  - include a schedule listing the protected properties in the area, and identify features or characteristics that contribute to the heritage value or heritage character of the area
5. At least ten days before a public hearing is held to discuss the amendment, local government notifies all owners of property listed on the heritage conservation area schedule.
  6. Local government adopts the heritage conservation area bylaw.
  7. Local government notifies the Land Title Office and the minister responsible for the Heritage Conservation Act of the adoption of the heritage conservation area bylaw, as well as any additions or deletions that may be made to the heritage conservation area schedule.

Please refer to **Appendix A: Local Government Act** for further information.

The 1882 Hammond Map area has been assessed for the potential for a Heritage Conservation Area. The concentration of heritage and character sites is situated in Upper Hammond, where a significant number of resources exist in fairly close conjunction.

Other character-defining elements that are contributing features that contribute to the historic character of the area include:

### LAND USE PATTERN

The early commercial area contains a number of modest early commercial buildings, some dating back to the very early 1900s. This has always been the location of commercial activities, across from the mill site. The residential areas developed north of the commercial area and also to the west. This pattern continues to the present day.



# POTENTIAL HCA BOUNDARIES



Map Showing Concentration of Heritage Sites within the 1882 Hammond Townsite Boundaries with Proposed Heritage Conservation Area

## LOT PATTERN AND STREET GRID

Very small lots divided into a tight grid system, without alleys, characterize the Townsite. This varies from a more typical townsite grid system (e.g. as seen in much of Vancouver) that is based on a 66' module (surveyor's chain) resulting in 33x120 foot lots with 24-foot alleys. The very tight street grid provides more of a village atmosphere and a more walkable environment. Notably there are generally only 10 lots to a block, providing a very generous street allowance. There are also a number of irregular and triangular lots caused by the curving sweep of the CPR right-of-way that provide variety and visual interest.

Upper and Lower Hammond are also at a different orientation, with Upper Hammond oriented north-south and Lower Hammond angled relative to True North. This gives each area a more distinct identity and provides visual containment.

## LANDSCAPING

Landscaping has matured to provide visual interest,

especially in Upper Hammond. Due to its lower elevation and drainage issues, Lower Hammond does not appear to have been as heavily planted. Some sites have spectacular south-facing views to the Fraser River.

## OTHER HISTORIC ACTIVITIES

Throughout Hammond Townsite, there is a legacy of human activity that is commemorated with several plaques. This celebration of intangible cultural heritage could be continued through further interpretive information that tells the history of the area and stories of people and activities of the past.

The above map shows the greatest concentration of heritage and character sites within the 1882 Hammond Townsite boundaries, and a potential boundary that defines this concentration. Please note that the vacant properties on the south side of Maple Crescent have been included within the boundary to provide consistency in design control for any potential HCA area.

## NEXT STEPS

Further steps could be undertaken to understand greater the heritage character and the significance of Hammond, and assist in the development of appropriate mechanisms to manage heritage values.

- The heritage merit of individual properties could be further evaluates to determine those that have sufficient heritage significance to be officially recognized. A number of sites have been flagged in this report based on visual appearance, but further research and evaluation would be required.
- The understanding of the area's heritage significance could be assessed through the development of a Statement of Heritage Value. This could ultimately be included as a part of an HCA Bylaw, which must include "a description of the special features or characteristics which justify the establishment of a heritage conservation area."
- The HCA boundaries could be refined based on further study of area characteristics, historic sites and other planning considerations.
- The potential planning mechanisms that would complement and enhance heritage conservation should be studied to ensure proper fit between allowable development potential and protection of the modest nature of the area's historic resources.
- There are other identified and potential heritage resources located outside the 1882 map boundaries but within the Hammond neighbourhood that could be further assessed and considered.

## APPENDIX A: LOCAL GOVERNMENT ACT

### **Designation of heritage conservation areas 970.1**

- (1.) For the purposes of heritage conservation, an official community plan may designate an area as a heritage conservation area to which section 971 (1) applies.
- (2.) If a heritage conservation area is designated under subsection (1),
  - (a) the official community plan must
    - (i) describe the special features or characteristics that justify the designation, and
    - (ii) state the objectives of the designation, and
  - (b) either the official community plan or a zoning bylaw must specify guidelines respecting the manner by which the objectives are to be achieved.
- (3) If a heritage conservation area is designated under subsection (1), the official community plan may do one or more of the following:
  - (a) specify conditions under which section 971 (1) does not apply to property within the area, which may be different for different properties or classes of properties;
  - (b) include a schedule listing buildings, structures, land or features within the area that are to be protected heritage property under this Act;
  - (c) for the purposes of section 971 (3), identify features or characteristics that contribute to the heritage value or heritage character of the area.
- (4) At least 10 days before the public hearing on an official community plan that includes a schedule under subsection (3) (b), the local government must give notice in accordance with section 974 to the owner of each property that is to be included in the schedule, unless the property was already included in the schedule.
- (5) Within 30 days after the adoption of a bylaw that includes a property in or deletes a property from a schedule under subsection (3) (b) to an official community plan, the local government must
  - (a) file a notice in the land title office in accordance with section 976, and

(b) give notice to the minister responsible for the *Heritage Conservation Act* in accordance with section 977.

### **Heritage conservation areas 971**

- (1) If an official community plan designates a heritage conservation area, a person must not do any of the following unless a heritage alteration permit authorizing the action has been issued:
  - (a) subdivide land within the area;
  - (b) start the construction of a building or structure or an addition to an existing building or structure within the area;
  - (c) alter a building or structure or land within the area;
  - (d) alter a feature that is protected heritage property.
- (2) Subsection (1) does not apply if conditions established under section 970.1 (3) (a) apply.
- (3) If a heritage alteration permit is required by subsection (1), a delegate may only act in relation to such a permit if
  - (a) the property is protected heritage property, or
  - (b) the permit relates to a feature or characteristic identified under section 970.1 (3) (c).

## APPENDIX B: IDENTIFIED HERITAGE AND CHARACTER SITES

### **Heritage Revitalization Agreement**

11406 205<sup>th</sup> Street - Whitehead Residence  
11414 205<sup>th</sup> Street - Whitehead Cottage

### **Heritage Register**

11395 205<sup>th</sup> Street - McFarlane House  
20540 Lorne Avenue - Renstrom Residence

### **Heritage Inventory**

20591 114<sup>th</sup> Avenue - Harry Residence  
11391 207<sup>th</sup> Street - Smith Residence  
11329 Dartford Street - Thompson Residence  
11339 Dartford Street - Dr. Broe Residence  
20340 Lorne Avenue - Khaluck Residence  
20541 Lorne Avenue - John Hammond House  
11224 Maple Crescent - Hartnell Residence  
20605 Maple Crescent - BC Telephone Co. Exchange  
20617 Maple Crescent - Bank of Hamilton  
Latvalla Lane

### **Heritage Potential**

20582 113<sup>th</sup> Avenue  
20540 114<sup>th</sup> Avenue  
20583 114<sup>th</sup> Avenue  
11405 205<sup>th</sup> Street  
11415 205<sup>th</sup> Street  
11281 207<sup>th</sup> Street  
11339 207<sup>th</sup> Street  
11239 Dartford Street - Commercial Building  
11245 Dartford Street - Commercial Building  
[Former Birthing House]  
11252 Dartford Street  
11273 Dartford Street  
11284 Dartford Street  
11334 Dartford Street - McMillan House [druggist]  
11430 Dartford  
11338 Maple Crescent  
20581 (20591) Maple Crescent - Hammond Hotel/  
Maple Crescent Lodge  
20275 Ospring Street  
20311 Ospring Street  
11143 Princess Street - Rogers House  
20505 Westfield Avenue - Latvalla House  
20590 Westfield Avenue  
20641 Westfield Avenue

### **Heritage Character**

20591 113<sup>th</sup> Avenue  
20606 113<sup>th</sup> Avenue  
20665 113<sup>th</sup> Avenue  
20512 (20514) 113<sup>th</sup> Avenue  
20523 114<sup>th</sup> Avenue  
20565 114<sup>th</sup> Avenue  
20575 114<sup>th</sup> Avenue  
20607 114<sup>th</sup> Avenue  
20615 114<sup>th</sup> Avenue  
20623 114<sup>th</sup> Avenue  
20641 114<sup>th</sup> Avenue  
20656 114<sup>th</sup> Avenue  
11386 205<sup>th</sup> Street  
11240 206<sup>th</sup> Street  
11249 207<sup>th</sup> Street - Church  
11293 207<sup>th</sup> Street  
11381 207<sup>th</sup> Street  
11407 207<sup>th</sup> Street  
20631 Battle Avenue  
11100 Beckley Street  
11258 Dartford Street - William Hope House  
11391 Dartford Street - Church  
20337 Ditton Street  
10960 Hazelwood Street  
20384 Kent Street  
20427 Kent Street  
20275 Lorne Avenue  
20382 Lorne Avenue  
20383 Lorne Avenue  
20530 Lorne Avenue  
20564 Lorne Avenue  
20590 Lorne Avenue  
20614 Lorne Avenue  
20621 Lorne Avenue  
20623 Lorne Avenue  
20657 Lorne Avenue - Garage  
20675 Lorne Avenue  
20683 Lorne Avenue  
11348 Maple Crescent  
11369 Maple Crescent  
11406 Maple Crescent  
20643 Maple Crescent - Commercial Building  
20645 Maple Crescent - Commercial Building  
20661 Maple Crescent - Old Post Office

## REFERENCES

### **Heritage Character (continued)**

20685 Maple Crescent  
11275 Princess Street  
20224 Wanstead Street  
20225 Wanstead Street  
20259 Wanstead Street  
20274 Wanstead Street  
20282 Wanstead Street  
20290 Wanstead Street  
20464 Westfield Avenue  
20478 Westfield Avenue  
20483 Westfield Avenue  
20515/20519 Westfield Avenue  
20522 Westfield Avenue  
20540 Westfield Avenue  
20541 Westfield Avenue  
20557 Westfield Avenue  
20564 Westfield Avenue  
20574 Westfield Avenue  
20575 Westfield Avenue  
20583 Westfield Avenue  
20591 Westfield Avenue  
20606 Westfield Avenue  
20614 Westfield Avenue  
20630 Westfield Avenue  
20664 Westfield Avenue  
20665 Westfield Avenue  
20674 Westfield Avenue  
20675 Westfield Avenue  
20314 Westfield Avenue  
20379 Westfield Avenue

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*Maple Ridge Community Heritage Register* (2008)

*Maple Ridge Heritage Discussion Paper* (2004)

Hammond Area Plan process web page, including historical background papers entitled, "Early History of Hammond" and "History of Community Spaces".

Back Cover: Staff in front of Hammond Mills, between 1935-38. [City of Vancouver Archives CVA 1376-308]







# Residential Density Bonus/Transfer Program Assessment for Hammond Area Plan



# FINAL REPORT

October 16, 2015

**URBAN**  
systems

In association with  
Richard White Planning Advisory Services  
and Site Economics





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# 1. Introduction

## 1.1. Study Objectives

As part of the Hammond Area Plan process, the purpose of this Study is to assess the favourability of market conditions for a density bonus and density transfer program in Hammond. This work builds from a previous Amenity Zoning Study completed for the City of Maple Ridge in 2012. For this Hammond Residential Density Bonus/Transfer Program Assessment, objectives are to:

- Determine the potential for a density transfer program for heritage conservation;
- Determine the viability of a density bonus program for community amenities (e.g. trail construction in Precinct #3);
- Identify essential conditions for success for both programs; and,
- Identify whether it may be possible to have a combined program of density bonus and density transfer.

## 1.2. Background

### **Hammond Area Plan**

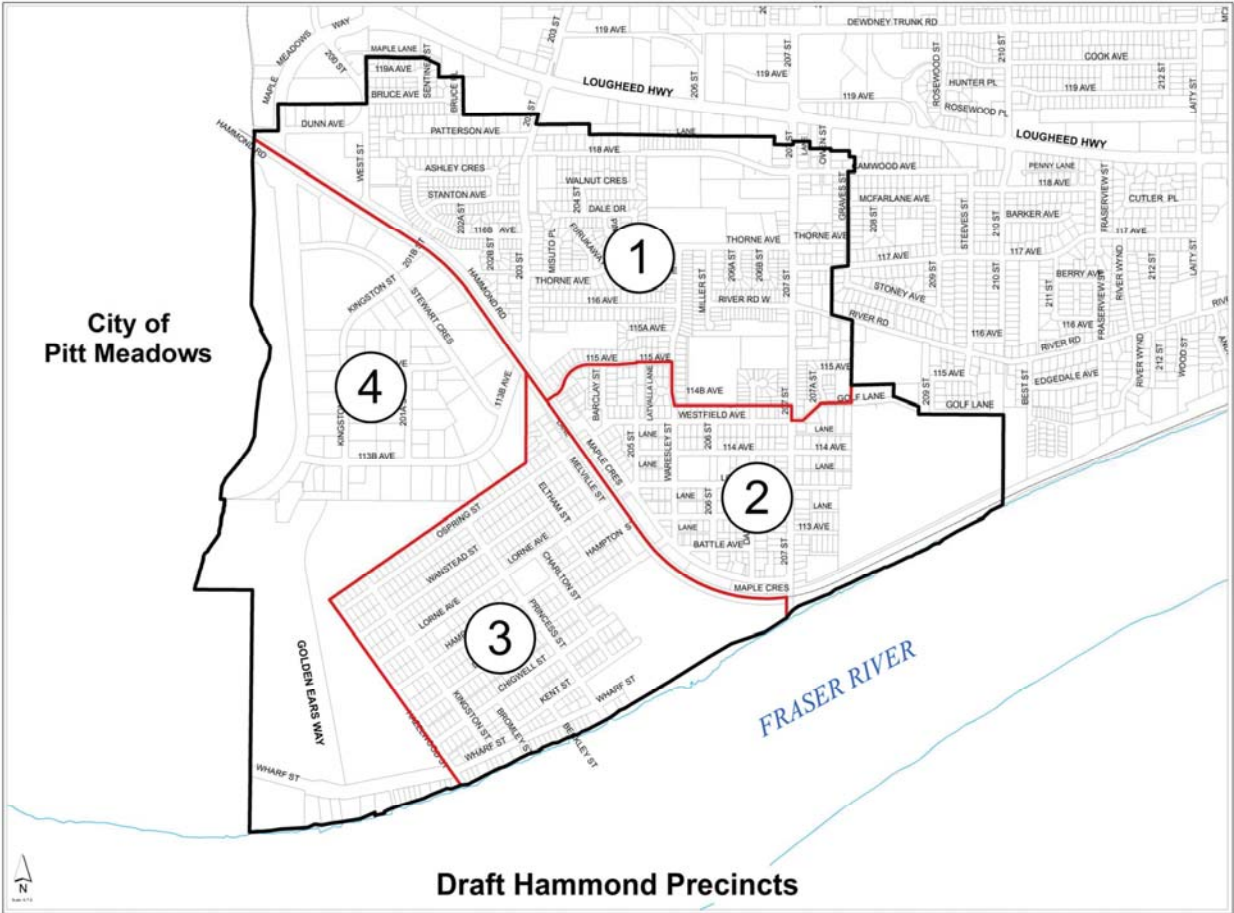
The City of Maple Ridge is currently in the process of preparing an Area Plan for the Hammond neighbourhood. In consultations for the Hammond Area Plan, local residents have highlighted the importance of the current neighbourhood character and the strong sense of community that exists today. Hammond has been called “charming” and a “jewel in Maple Ridge’s crown.”

While Hammond residents wish to retain the neighbourhood’s historic character, there is also some community support for increased residential density along certain streets. As the neighbourhood evolves over time, there is a need to ensure that:

- important heritage values (as identified in the Hammond Historic Character Area Study) are preserved in order to maintain the overall neighbourhood character even while change occurs; and,
- neighbourhood amenities keep pace with growth – in particular, there is an identified need for additional pedestrian/cyclist trails in Hammond Precinct #3 (see Figure 1.1).



Figure 1.1 – Hammond Study Area



## 2. Contextual Review

As indicated, this Study is intended to support the City in identifying approaches to realize heritage conservation and amenity provision goals in the Hammond neighbourhood, as part of the Hammond Area Plan process. In Section 3 of this report, the focus of analysis is on determining the viability of a heritage density bonus/transfer program and a density bonus program for community amenities. However, to provide an overview of broader options for heritage conservation and the provision of community amenities, this contextual review provides an overview of options for both heritage conservation (Section 2.1) and amenity funding (Section 2.2).

### 2.1 Heritage Conservation Options

The City of Maple Ridge has an active Community Heritage Commission, which developed a Heritage Plan for the City in 2013. As well, the City has a Heritage Register and a Heritage Inventory (“The Heritage Resources of Maple Ridge, 1998”), both of which include sites within the Hammond Area. It is noted that the Heritage Register and Heritage Inventory facilitate the integration of heritage considerations with planning processes, but do not in and of themselves provide heritage protection to specific properties.



As part of the Hammond Area Plan process, the City commissioned a study of the heritage features in the neighbourhood, completed by Donald Luxton and Associates in February 2015. Luxton’s “Hammond Historic Character Area” study identifies a number of heritage resources remaining in the area of the neighbourhood that was settled as Port Hammond Junction in the late 1800’s. The heritage resources are primarily single detached homes, and they include a legally protected heritage site (through a Heritage Revitalization Agreement), sites officially listed on the Maple Ridge Community Heritage Register, sites identified in a heritage inventory, and sites that either have high potential for inclusion in the Heritage Inventory or Register, or make a contribution to the heritage character of the neighbourhood.

In Hammond there is an expressed desire to retain the heritage character of the neighbourhood, including some of the best heritage buildings and other key features such as mature trees, garden spaces, front verandas, and drainage canals. At the same time, there is a desire to accommodate growth and redevelopment in Hammond. Using modern planning and zoning tools, there is an ability to shape new development on old lot patterns while retaining and revitalizing some of the original building stock. In this manner, the City can manage the impacts of growth and change that might be desirable and that often are inevitable.

A variety of heritage conservation tools are potentially available, including:

- Heritage Density Bonuses and Density Transfers;
- Heritage Conservation Area Designation;
- Heritage Revitalization Agreements; and,
- Property Tax Exemptions.

These tools are reviewed in brief below, before focusing on the viability of heritage density bonuses and transfers in Section 3.

### 2.1.1 Heritage Density Bonuses and Density Transfers

A good heritage density program will encourage higher quality development and improve its acceptability. Often the process of incorporating a neighbourhood's best historic attributes will actually speed up desired changes. It will also make the redevelopment process more interesting and the resulting development more comprehensive, finely knit, and desirable. This section provides an overview of both on-site heritage density bonuses and off-site heritage density transfers. These tools are analyzed in more detail in Section 3 of this report.

#### **On-Site Heritage Density Bonuses**

Section 904 of the *Local Government Act* gives municipalities the authority to provide a density bonus through zoning in relation to the conservation or provision of amenities. A number of communities have used this legislation as the basis for density bonusing in relation to heritage conservation on a site. A density bonus is a land use incentive that the municipality provides usually in the form of allowing more floor area on a property with heritage character than would otherwise be allowed. Alternatively, the municipality may exempt all or part of the heritage building's floor area through a rezoning process, thus enabling more new floor area than otherwise allowed under existing site zoning. These two approaches both have the same effect of providing for more saleable floor area than otherwise allowed under existing zoning.

Usually a municipality will have a land use policy statement to notify property owners and prospective purchasers of this density bonus potential. For instance, the City of North Vancouver has the following broad enabling statement in its recently adopted Official Community Plan (Section 2.2 – Density Bonusing):

*For lots in any OCP designation, Council may approve additional floor area for the purposes of heritage conservation. As a result of the unique circumstances of heritage buildings, density bonuses in return for the retention and legal protection of heritage building will be judged on their individual merits and needs through a rezoning process.*

The City of Maple Ridge also has a broad, enabling Official Community Plan policy (2-9), which states:

*Density Bonuses and Amenity Contributions may be considered at Council's discretion for all Official Community Plan and Zoning Bylaw amending applications to help provide a variety of amenities and facilities throughout the municipality.*

In relation to heritage, a density bonus is typically offered in exchange for the conservation and guaranteed preservation of identified heritage resources. The February 2015 Luxton Study helps to determine which buildings may qualify for special bonus consideration in the Hammond neighbourhood. On-site heritage density bonuses can be considered on a case-by-case basis to facilitate heritage conservation along with intensification of large sites.

In many cases where heritage preservation is a goal, density bonusing policies are viewed favourably by the neighbourhood and properties owners because they provide a tool to protect valuable heritage resources. In effect, density bonusing facilitates heritage preservation by providing an allowance for additional density, which helps to offset the expenses associated with heritage preservation. A review of the public input for the Hammond Area Plan suggests that there are supporters of this approach in the neighbourhood. If the City is prepared to offer extra density for heritage conservation and if site and



development economics are positive, there is a good chance that this approach will result in some projects that retain important buildings and allow viable project economics.

### **Heritage Density Transfers**

Heritage density transfers provide bonuses, usually in the form of more floor area, to property owners for heritage preservation or restoration. Density transfers are utilized in cases where it is not possible or preferable to add additional development to an existing site with a heritage building. In these instances, the property owner is permitted to transfer or sell the bonus density to another property in exchange for the long-term preservation of the heritage resource.

Density transfers (and density exclusions and bonus provisions) are well established development incentives for many municipalities in British Columbia, particularly to respond to the unique challenges and expenses associated with conserving important heritage resources. In British Columbia, the *Local Government Act* does not specifically authorize the development of comprehensive density transfer schemes wherein density is 'banked' by a local government and traded on a market-driven basis. An exception is the City of Vancouver, where Section 595A of the *Vancouver Charter* allows Council to establish a heritage density transfer system. Notwithstanding, Section 903(1)(c)(ii) of the *Local Government Act* allows municipalities to use zoning to regulate the density of the use of land, buildings and other structures. A number of municipalities use the authority provided under the *Local Government Act* to transfer development rights directly from one parcel to another to achieve certain planning objectives, such as heritage conservation.

On their own, transfers do not involve an increase in total development rights. Rather, they involve the relocation of development rights. Density transfers require a rezoning process with a public hearing, and if approved, typically a *Land Title Act* covenant is registered on all affected properties confirming that the transfer has occurred.

The following discussion reviews the application of density transfers in the City of North Vancouver, City of New Westminster, City of Kitchener, and City of Calgary. Section 3 of this report provides further analysis to determine the viability of a density transfer program in the Hammond neighbourhood.

### **City of North Vancouver**

The City of North Vancouver has had an active Heritage Conservation program for more than 25 years. There is a long term interest in heritage preservation opportunities for heritage density transfers. Nevertheless, in a smaller municipality there are relatively low densities, relatively few identified heritage buildings (250 or so in the City), and limited staff resources. Where the City has been occasionally successful encouraging heritage retention and upgrading is in the higher density areas where the donor site (the heritage building) and the recipient site are both clearly able to benefit from the transfer and absorb the density.

A good example is the Aberdeen Block (Comprehensive Development Zone 453 — Bylaw 7493) where the City allowed 21,000 square feet of density to be transferred from the small Aberdeen site (about 3.1 FSR to another site and almost the same total area to be restored and added to the Aberdeen Block — in total 6.39 FSR). The transferred density went to a high density mixed use site over a kilometre away from the Aberdeen building. The typical maximum density allowed in the City was 2.6 FSR at the time — so this type of bonus, though necessary for the project to be economically viable, was highly unusual but supported by the community and Council.

This project took many months to negotiate and considerable amounts of staff and Council were devoted to making the rezoning a success.

### **City of New Westminster**

Within the City of New Westminster's historic downtown, sites on the Heritage Register are included in the City's density transfer system. The City's transfer system allows density to be sold from a donor heritage site to a recipient development site. This transfer system is detailed in the City of New Westminster Zoning Bylaw (Section 190.49.4), which specifies that:

- the amount of density transferred from the donor site must not exceed the amount of unused density currently available on the donor site, including any permitted bonus density for residential uses;
- unused density may be transferred in whole or in part to a recipient site until all unused density has been transferred from the donor site;
- the owners of the donor site and the recipient site must enter into a three-party agreement with the City, stating the amount of the density transferred and the consideration that the owner of the recipient site is providing to the owner of the donor site for the transfer, acknowledging the voluntary nature of the transaction;
- the owner of the donor site must enter into a heritage revitalization agreement;
- following the transfer, the density of development of the recipient site must not exceed the maximum permitted density in the relevant zoning district, including permitted bonus density; and,
- the owner of the recipient site shall be exempt from other amenity contribution payments in relation to each square foot of density transferred from a heritage donor site.

It is important to note that the City of New Westminster also has a separate density bonus program related to the provision of amenities in the downtown. In order to protect the City's heritage assets, the City's separate density bonus program (related to the provision of amenities) does not apply to the heritage sites that are subject to the City's heritage density transfer system.

### **City of Kitchener**

The Ontario *Planning Act* provides for increases in the height and density of development otherwise permitted in return for facilities, services or matters such as heritage conservation. In this respect, in 2007, the City of Kitchener completed a Heritage Conservation District Plan which recommended that the City further investigate and consider density bonusing and transfer of density rights for development that conserves heritage buildings. The City has since implemented transferable density bonuses for heritage conservation. The owner of a heritage property is eligible for an increase in floor area if the heritage property is designated under the Ontario *Heritage Act*, which ensures protection of the building. In cases when bonus floor area is permitted but not applied to the heritage property, it may be transferred another property with the same land use designation or to lands in the downtown.

Kitchener's updated Official Plan includes the following bonusing provisions that permit the transfer of bonus density achieved through heritage conservation (Section 14. E.17.5):

*An owner may transfer the increase in height or density achieved through Policy 17.E.17.2.j from lands on which such community benefit is provided to lands having the same land use designation or to lands in the Urban Growth Centre (Downtown).*

Kitchener's Zoning Bylaw (2013) contains regulations to determine the amount of bonus applied to a heritage property. The bonus floor area is calculated using a "heritage bonus value" contained in the

regulations of the applicable zoning category. The bonus floor area which may be obtained in return for a heritage building or heritage façade must not exceed 20,000 square metres. The Zoning Bylaw also states that before the development rights can be transferred, both property owners must enter into a bonus transfer agreement with the City. This agreement determines the details of the transfer, including the amount of bonus floor area being transferred. The agreement also contains a provision requiring the approval of the City to transfer all or any part of the bonus floor area, permitted but not built on the lot, to another lot. The owners of both the donor and recipient sites must also enter into covenants to register the agreement on the lots.

### **City of Calgary**

In 2010, the City of Calgary conducted a study of heritage preservation incentive programs. Building on this study, the City implemented two incentives to encourage the conservation of historic buildings and sites in the downtown. These programs include a traditional heritage density bonus incentive and a heritage density transfer incentive. The heritage density transfer incentive allows the property owner to transfer or sell unused density that is currently allowed on their historic property to other sites in the downtown, in exchange for protecting the historic building. In order to be eligible to transfer bonus density, the historic property must be designated as a municipal historic resource by the Calgary Heritage Authority and listed on the City's Inventory of Evaluated Historic Resources list. In accepting the historic resource designation, the property owner must be willing to legally protect the historic building. There are currently 53 properties listed in the City's Transferable Heritage Density Inventory.

Calgary's density transfer incentive program requires that both properties be located in the downtown area. The City also requires that both properties be rezoned to a Direct Control District. A specific set of uses and rules apply to each Direct Control District in the city. The authority for this approach comes from the Alberta *Municipal Act*, which allows municipalities to designate direct control districts to exercise particular control over the use and development of land or buildings in any manner that they consider necessary.

The City does not participate in density transfer negotiations. Any agreement reached must be between property owners. Once an agreement is reached, the owner of the site that is receiving the additional density applies for the transfer at the time that they submit a development permit application. City staff then confirm the transfer with the owner of the historic property and processes the development permit.

## **2.1.2 Heritage Conservation Area Designation**

Luxton's "Hammond Historic Character Area" study identifies the possibility of establishing the Hammond townsite as a Heritage Conservation Area. The existing Official Community Plan includes a policy (4-41) which states that the City will continue to recognize significant heritage areas and consider identification of these areas as Heritage Conservation Areas or Heritage Districts. Recent public input suggests some potential interest in the identification of Hammond as a Heritage Conservation Area. A Heritage Conservation Area is a powerful tool requiring a Heritage Alteration Permit for any alterations that may impact heritage value, including:

- subdivisions;
- additions; and,
- new construction.

With establishment of a Heritage Conservation Area, City Council, staff and the neighbourhood would have more ability to manage the retention of existing heritage resources and to retain important existing elements of the neighbourhood. Importantly as well, a Heritage Conservation Area is an indication to the community



and those who may want to move to Hammond or acquire property that Hammond's historic elements will be largely retained.

### 2.1.3 Heritage Revitalization Agreements

With or without the establishment of a proposed heritage conservation area (HCA), heritage revitalization agreements (HRAs) are widely used to encourage heritage preservation, restoration and rehabilitation. Heritage revitalization agreements are authorized under Section 966 of the *Local Government Act*. The terms of a heritage revitalization agreement supersede City zoning regulations, and they may vary use, density, and siting regulations. Heritage revitalization agreements are entered into on a voluntary basis, and they are tailored to suit unique properties and situations that might demand creative situations. For example, the City has already entered into a heritage revitalization agreement with an owner in the Hammond neighbourhood to permit two single-family dwelling units on one single-family lot in exchange for protection of the site's heritage value.

### 2.1.4 Property Tax Exemptions

Under Sections 25 and 225 of the *Community Charter*, a municipal council has the power to provide property tax exemptions to private property owners that conserve their heritage properties if a property is:

- a protected heritage property;
- subject to a heritage revitalization agreement; or,
- subject to a heritage conservation covenant under the *Land Title Act*.

The extent and term of the property tax exemption must be specified by a municipal bylaw. To date, Maple Ridge City Council has adopted four Heritage Revitalization Agreement Bylaws and each one has included a property tax exemption for five years.

## 2.2 Amenity Funding Options

As identified in the Hammond Area Plan process, the City would like to develop a pedestrian/cyclist trail network within the neighbourhood, particularly in the Lower Hammond area (Precinct #3). Trails would primarily be located on existing rights-of-way or municipally-owned land. Therefore, it is anticipated that the bulk of required funding is for trail construction, as opposed to land acquisition. At this stage, the City has not completed cost estimates for the trail projects within the neighbourhood. While general municipal revenues and grant funding are sometimes available to assist with trail projects, there is also a growth-related impetus for the provision of these amenities within the neighbourhood. Therefore, there is a need to review development finance options for trails in Hammond.



Because of the infill character of the Hammond neighbourhood, requirements for trail construction at time of development would likely result in incremental establishment of trail routes. Therefore, there is a need to explore options to assist in providing funding for neighbourhood trails or other amenities. In the Hammond area context, options include:

- development cost charges (DCCs);
- road closures and sale;
- community amenity contributions (CACs); and,
- density bonus amenity zoning.

At this stage, the City primarily wishes to confirm the potential viability of a density bonus program for amenities, similar to the program that has been implemented in the Albion neighbourhood through the adoption of the Albion Area Plan. Nevertheless, all tools are reviewed in brief, below, before focusing on the potential viability of a density bonus program in Section 3. It is recognized that the City may also wish to use these funding tools for other forms of amenities as required in the future.

## 2.2.1 Development Cost Charges

Development cost charges (DCCs) are a means of collecting fees from all development projects to assist municipalities in recovering monies expended on growth-related infrastructure. DCCs may be charged for roads, water, sewer, stormwater and parkland acquisition and improvement projects, in accordance with the provisions of the *Local Government Act*. Projects are formalized in a DCC program, with DCC rates established by municipal bylaw. DCCs are payable by developers at time of subdivision or building permit approval. DCCs collected may only be used for the purpose for which they were levied (e.g. parks DCC revenues can only be expended on parks DCC projects), and they may only be expended in the defined geographic area in which they were collected (may be municipal-wide or area-specific).

The City of Maple Ridge has area-specific DCCs, including charges for roads, drainage, water, sanitary sewer, and open space. The City uses DCCs as the main funding tool for park acquisition. However, for trail improvement projects, the City has started to use density bonus amenity zoning as a funding tool for the Albion neighbourhood. This approach is identified in policy in the Albion Area Plan.

The City's density bonus amenity zoning approach allows it to access amenity contributions rather than DCCs, which take into account projected growth and an allocation of benefit between new and existing development. Potentially DCCs could be used to assist with the growth-attributable costs of trail construction in Hammond. However, this approach would be inconsistent with the approach taken by the City in the Albion neighbourhood.

## 2.2.2 Road Closures and Sale

The City of Maple Ridge has a flexible Official Community Plan that allows for a range of residential densities, so adding density to heritage properties can be done simply by allowing extra floor area or units per hectare through the rezoning process. To provide more space for development, one approach that may have some applicability in Maple Ridge is to expand the size of lots with road closures and sale (or to maintain existing narrower road rights-of-way where they are already in existence). Hammond has historic street patterns and generally adequate public rights of way based on modern residential standards. However, over most of the last seventy years, it has been typical for municipalities to require more road

right of way when lands are subdivided rather than looking to reduce road and right of way widths.<sup>1</sup> A detailed analysis may reveal that this primarily residential neighbourhood does not require street rights of way of 22 and 26 metres in width that are typically required in the neighbourhood.

If the City determined that 15 to 18 metres was an adequate road width for most of Hammond's streets, then it would be theoretically possible to sell surplus road right-of-way to land owners adjoining these roads. On corners or in other irregular locations, more road right of way might be deemed surplus, as the early surveyors of Hammond often left additional land in the public domain where the survey pattern resulted in unconventional intersection angles or where more lots were not possible. Adding area to some lots in Hammond should enable more attractive heritage conservation and infill in some cases. In cases where heritage conservation is a consideration, it is possible that the City would benefit from a review of existing subdivision standards.

It is also possible for lanes and flanking streets deemed useful only for infrastructure routing and pedestrian and bicycle traffic to be closed and sold to adjoining owners when suitable redevelopment is proposed. Potentially the City could take back a right of way over a portion of the closed road, requiring the owners of new construction to maintain the right of way for pedestrian/cycling use. The property could also be left accessible for infrastructure maintenance as well.

Any revenue from the sale of closed roads would likely go into the City's general revenue. Council can determine by policy to direct these funds into paths and trail construction each year as the sales occur. Another possibility would be for the City to advance funds for pathway construction with the understanding that general revenues will be replenished by the eventual sale of these surplus lands as redevelopment occurs.

### 2.2.3 Community Amenity Contributions

As indicated in the Amenity Zoning Study completed for the City of Maple Ridge in 2012, Community Amenity Contributions (CACs) stem from a request by a developer to increase the density of a site, and they are based on the discretionary authority that a municipality has to rezone or not to rezone a given site. The premise behind CACs is that increased density imposes a capital cost burden for amenities on the municipality, and that increased density also typically results in an increased land value (i.e. a lift in land value), which can be shared between the municipality and the developer/landowner.

As highlighted in the 2012 Amenity Zoning Study, CACs can be implemented on a site-by-site basis (discretionary based on a single project) or through an area-wide program that bases fixed charges on identified development impacts and community amenity needs. Unlike density bonus amenity contributions, CACs are not based on a specified base density and bonus density articulated within the municipal Zoning Bylaw. Rather, they are applied to all rezonings (e.g. on a per unit or gross floor area basis). As an example, the Township of Langley funds greenway projects in new neighbourhoods through an amenity zoning policy, with charges applicable to all new developments that require rezoning. In

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<sup>1</sup> The case studies in Section 3 of this report all appear to require road dedications, which may reduce many owners' interest in development, suggest increased traffic to neighbours, and likely change the look and feel of the heritage neighbourhood when larger street cross sections and more impervious surfaces are eventually developed.

Langley's case, the charges are based on development area (as opposed to units or GFA), given the greenfield context.

In March 2014, the Ministry of Community, Sport and Cultural Development released a Guide to Community Amenity Contributions. The guide encourages local governments to avoid a heavy reliance on land lift (particularly when negotiated on a site by site basis) in establishing the amount of contributions, and to borrow the principles and practices that apply to DCCs to develop estimated CAC amounts. The guide encourages local governments to tie CACs back to capital costs for growth-related amenities. Furthermore, the guide encourages the use of density bonus zoning (see Section 4.4, below) to encourage new development and achieve contributions to amenities while minimizing the impact on housing affordability.

Notwithstanding, CACs are a useful potential tool, and could be considered in Hammond. CACs would provide a mechanism to provide an amenity contribution associated with a change in zoning from existing single detached zoning to a variety of multi-family (e.g. townhouse or apartment) zones. A CAC approach alleviates the need to build a base density and bonus density into multi-family zones, and it potentially allows the City to use a portion of the land value lift from single family to multi-family (as opposed to the land lift between multi-family at a base density and multi-family at a bonus density) to contribute to the provision of neighbourhood amenities. However, unlike density bonus amenity zoning, the CAC approach relies on 'voluntary' contributions at time of rezoning, as opposed to incentives that are 'fixed' in the City's Zoning Bylaw (see below).

## 2.2.4 Density Bonus Amenity Zoning

Section 904 of the *Local Government Act* enables municipalities to use density controls in zoning to obtain community amenities (or contributions towards community amenities). Under the legislation, municipal zoning bylaws may specify one density for projects that do not provide a community amenity (or contribution), and another higher density for projects that provide the community amenity (or contribution). The density bonus zone must specify the "number, kind and extent" of the amenity that must be provided to earn the additional density. Because it can be difficult for many small projects to provide a physical amenity, various municipalities have adopted a cash-in-lieu approach so that every project can obtain bonus density by contributing to a fund specifically used for the given amenity.

The City has already established a density bonus amenity zoning program in the Albion neighbourhood. Within the Albion neighbourhood, collected amenity funds contribute to the following eligible amenities:

- park construction;
- park maintenance;
- multi-use trail construction;
- multi-use trail maintenance;
- civic facility/community gathering place construction; and,
- civic facility/community gathering place maintenance.

Density bonus amenity contributions are built into three land use zones:



- Within the RS-1d zone, the base density is a minimum net lot area of 2,000 square metres. With an amenity contribution of \$3,100 per lot, the maximum permissible density is a minimum net lot area of 557 square metres.
- Within the RS-1b zone, the base density is a minimum net lot area of 557 square metres. With an amenity contribution of \$3,100 per lot, the maximum permissible density is a minimum net lot area of 371 square metres.
- Within the RM-1 (townhouse) zone, the base density is a maximum floor space ratio (FSR) of 0.6. With an amenity contribution of \$3,100 per lot, the maximum permissible density is an FSR of 0.75 (conforming with the regulations of the RM-4 zone).

Within the Hammond neighbourhood, density bonus amenity zoning could be considered as a potential tool, consistent with the approach set out in Albion. However, market conditions must be favourable, showing the potential for a significant land value lift between a base multi-family density and an ultimate permissible multi-family density with the provision of the amenity contribution. Put differently, the value of additional density (over and above the base density written into the multi-family zoning) must be greater than the cost of the amenity contribution.



## 3. Hammond Area Analysis and Key Findings

To assess options for heritage density bonuses/transfers and amenity density bonuses in conjunction with the Hammond Area Plan process, Site Economics Ltd. was retained to conduct market analysis related to both options.

### 3.1 Heritage Density Bonuses/Transfers

Within Hammond, there are many single detached homes with heritage value (i.e. sites on a heritage register or heritage inventory) or having heritage potential (i.e. sites that could possibly be included on the heritage register or inventory pending further research or evaluation). The City has also identified a number of additional sites that contribute to the heritage character of the neighbourhood. These sites likely do not have sufficient heritage value to merit listing in the heritage register or heritage inventory; however, they contribute to the heritage character of the neighbourhood, particularly in the Hammond Historic Character Area in Precinct 2 (Upper Hammond) and beyond to Precinct 3 (Lower Hammond).

#### **On-Site Density Bonuses**

As indicated earlier, the first preference is typically to provide an option for an on-site density bonus associated with heritage preservation. An on-site density bonus allows for intensification of sites having potential for additional residential units. A heritage-related density bonus can be considered on a large single site that has the potential for intensification (e.g. new garden suites) in association with heritage conservation. A heritage-related density bonus can also be considered on an assembled site that has a heritage home that will be preserved, but which also offers a land area suitable for townhouses or even apartments.

In the Hammond neighbourhood, there are numerous possibilities for the provision of on-site density bonuses. These on-site bonuses are ideally negotiated on a case-by-case basis, with the heritage home preserved through a Heritage Revitalization Agreement. If an on-site bonus is not possible, then an off-site transfer can be considered.

#### **Off-Site Density Transfers**

As indicated earlier, off-site heritage density transfers are utilized in cases where it is not possible or preferable to add additional development to an existing site with a heritage building (referred to as an on-site density bonus in this report). In these instances, the property owner is permitted to transfer or sell bonus density in exchange for the long-term preservation of the heritage resource, typically through a Heritage Revitalization Agreement. Heritage density transfers can be negotiated on a case by case basis (e.g. if a single developer has multiple properties in the neighbourhood and is protecting a heritage resource on one of the properties). Alternatively, heritage density transfers can be formalized in a density transfer program that allows the sale of density from the owner of a donor site to the owner of a receiver site, as identified in policy and zoning.

#### **Market Analysis**

To assess the potential for density bonuses and density transfers associated with heritage preservation, a typical case study was reviewed, assuming the renovation of an existing 2,000 square foot heritage home. In considering the value of heritage preservation and the viability of a density bonus or density transfer, heritage preservation is not subject to a pro forma. It is more accurate to simply indicate that an unknown,

typical heritage renovation costs \$125 per square foot more in hard and soft costs (over and above \$200 per square foot for a standard new home). Thus, it is logical that the City should provide at least \$125 per square foot plus a 20 percent profit and return on equity of \$25 per square foot to any developer who renovates that heritage home.

Carrying this case study forward, the value of the available bonus or transferable density would be a total of \$150 per square foot multiplied by the size of the heritage house. If the house is 2,000 square feet, then the developer would have a density bonus or density transfer worth \$300,000. A site valuation comparison (see Section 3.2) indicates that the value of a land lift for a rezoning from single detached home to townhouse results in approximately \$10,000 in new land value per new additional unit. Therefore, based on this model, a density bonus or transfer worth \$300,000 in value would provide the right to build an additional thirty townhouse units (or approximately 40,000 square feet of gross floor area assuming 1,300 square feet per unit).

Given the relatively small land value lift from single detached to townhouse, there are several implications for a density bonus or transfer approach:

- For an on-site density bonus, the land economics is such that the value of the heritage conservation is far greater than the value of additional density that could be accommodated on virtually any site in the Hammond neighbourhood. Logically, approximately six to eight assembled single family home sites would be required to theoretically support a thirty unit townhouse project, in addition to the home that is subject to heritage conservation.
- For an off-site density transfer, the current value of the transfer (approximately equivalent to thirty townhouse units) is also far more than the amount of available density that would be permissible on a typical historic home site had it been rezoned and redeveloped. Logically, any off-site density transfer should only allow a transfer of unused density currently available on a donor site. Because of the significant difference between the unused density on the donor site (of perhaps four to five units on a single detached site if it were rezoned), and the equivalent value of the heritage conservation (approximately \$300,000 in value, or the right to build approximately thirty townhouse units), there appears to be limited potential for a formal, systematized, off-site density transfer program at this time. However, if a developer wishes to take advantage of an off-site density transfer related to heritage conservation, the City could consider such requests on a case-by-case basis, where retention and revitalization are important to the broader community.

## 3.2 Density Bonus Amenity Zoning Analysis

To assess the potential viability of a density bonus amenity zoning program in Hammond, the City of Maple Ridge provided three case studies of representative site assemblies and potential future development scenarios. In each scenario, analysis was undertaken to assess the potential lift in land values created by rezoning to permit additional density (as compared to a base case scenario under existing zoning). In turn, this assessment provides an indication of the value of additional density per unit or per square foot of gross floor area (GFA). This information can be used by the City to confirm whether or not to proceed with a program to secure amenity contributions through a density bonus program, similar to the program that was established as part of the Albion Area Plan.

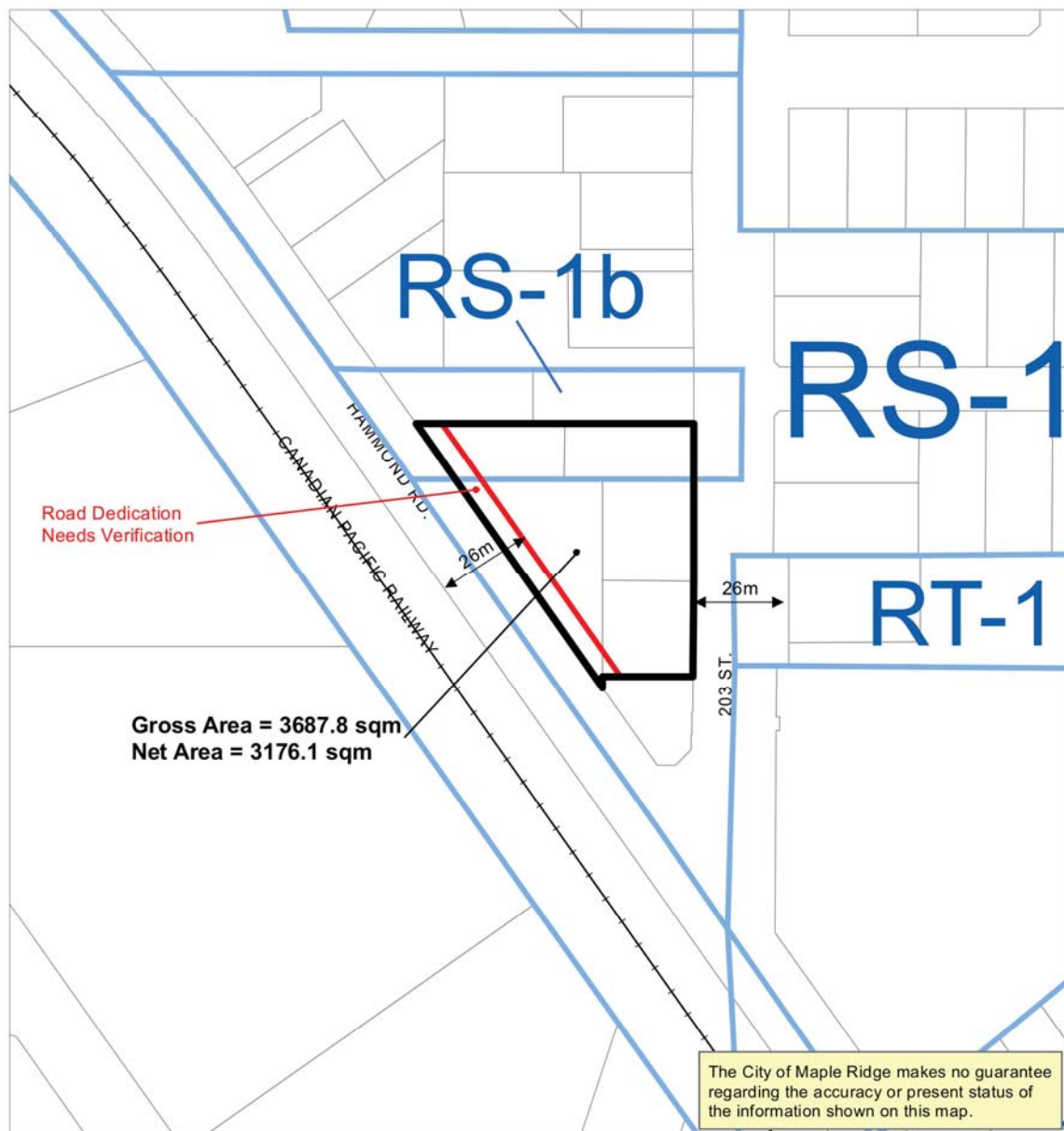


### 3.2.1 Case Studies

All three case studies involve theoretical site assemblies and rezoning from low density existing development (primarily single detached residential except for Site B) into higher density development. The case studies are used for illustrative purposes only, and they do not represent any actual development proposals associated with the Hammond Area Plan.

**Site A** involves the rezoning of five single detached lots to an RM-2 low density apartment use. The analysis compares a base case scenario of five units (assuming no further subdivision under existing zoning) to a development with an FSR of 1.5, resulting in 42 units (average unit size of approximately 1,100 square feet). This representative case study is illustrated in Figure 3.1, below.

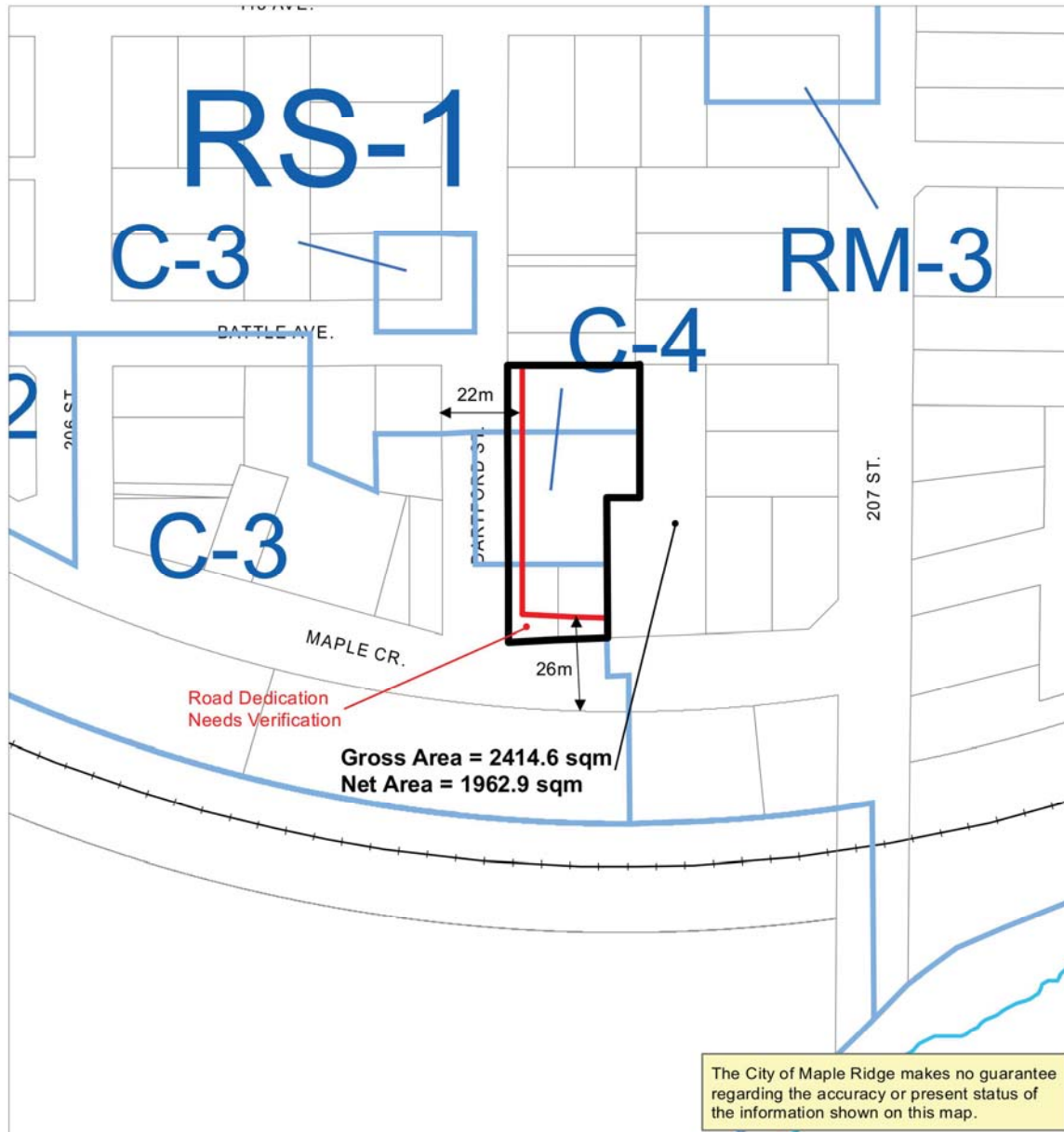
**Figure 3.1: Site A Case Study**





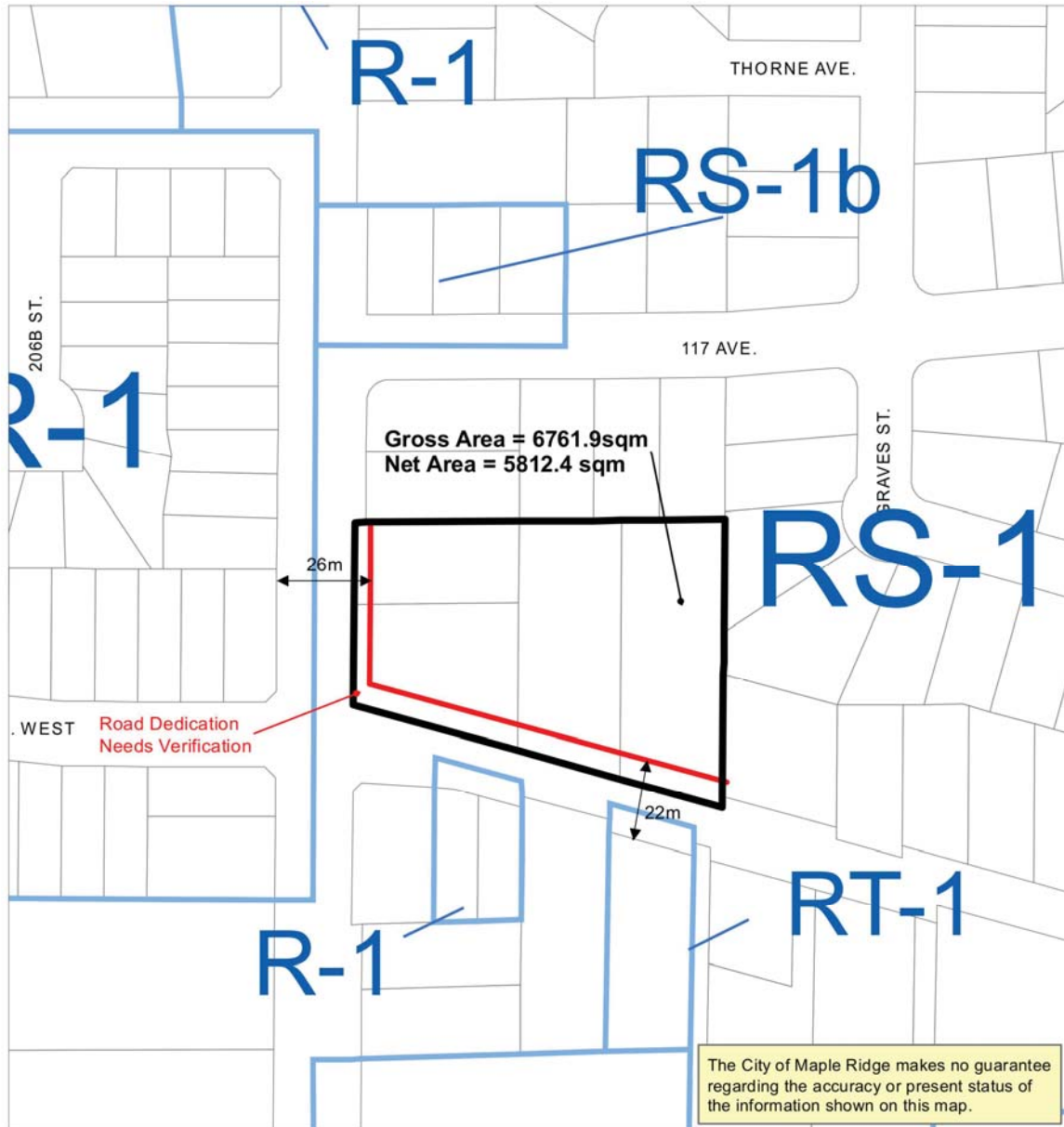
**Site B** involves the development of a site already partially zoned for commercial/mixed use to an FSR of 3.0, resulting in about 50 units (average unit size of approximately 1,000 square feet) and a 5,000 square foot commercial area. This representative case study is illustrated in Figure 3.2, below.

**Figure 3.2: Site B Case Study**



**Site C** involves the rezoning of four single detached lots to RM-1 medium density townhouse/apartment uses. The analysis compares a base case scenario of 9 single detached units (estimated potential under existing zoning) to a development with an FSR of 0.75, resulting in 35 units (average unit size of approximately 1,300 square feet). This representative case study is illustrated in Figure 3.3, below.

**Figure 3.3: Site C Case Study**



The site information for each case study is summarized below:

Site	Description	Location	Future Zoning	Floor Space Ratio (FSR)	Gross Floor Area (sq. ft.)	Unit Count
Site A	Low Density Apartment	203 & Hammond	RM-2	1.5	51,277	42
Site B	Mixed Use	Dartford & Maple	C-3	3.0	63,380	50
Site C	Townhouse	207 and River Rd.	RM-1	0.75	46,919	35

### 3.2.2 Market Context

This section of the report provides background material on the value of comparable properties in the area and market selling prices across Maple Ridge. According to the Real Estate Board of Greater Vancouver's recent Home Price Index report, the average sale price of an existing single-family home in Maple Ridge was \$510,400 in July 2015. Existing townhouses sale prices were \$292,000 while condominium sale prices were \$167,000 as of July 2015.

According to the Multiple Listing Service MLS the most recent values for new and existing properties in and around the community of Hammond, Maple Ridge are:

Current Snapshot of Housing in Maple Ridge: New Builds			
Housing Type	Average Price	Average Square Feet per Unit	Average Price per Square Foot
Single-Family	\$659,800	3,249	\$203
Townhouse	\$358,500	1,576	\$227
Condo Apartment	\$249,450	761	\$328

Current Snapshot of Housing in Maple Ridge: Resale Market			
Housing Type	Average Price	Average Square Feet per Unit	Average Price per Square Foot
Single-Family	\$458,000	2,116	\$216
Townhouse	\$243,000	1,265	\$192
Condo Apartment	\$174,000	896	\$194

A currently listed single-family home has an average resale price of \$458,000 for an average of \$216/square foot, while a currently listed townhouse in Maple Ridge has an average resale price of \$243,000 with an average of \$192/square foot. As for currently listed apartment condominiums, on average, the resale price is \$174,000 with an average of \$194/square foot.

On the new construction side, new builds in Maple Ridge are priced higher as would be expected in this case. A new single-family home in Maple Ridge, on average, would cost \$659,800 with an average of \$203/square foot. This is similar to the \$/square foot of a resale house currently offered in Maple Ridge. On the other hand, a new townhouse, on average, would cost \$358,500 with an average of \$227/square foot and a condominium apartment, on average would cost \$249,450 with an average of \$328/square foot.

Both new build townhouse and condominium apartments experience a substantial increase in the \$/square foot when compared to resale units.

Of all the new housing developments in 2015, only one new build is geographically close to the Hammond area. Conecon Project's, the Meadows Pointe, located at 20331 Dewdney Trunk Road, is a four-story, 22 unit, boutique condo development, situated just north of the Lougheed Highway and north of Hammond. The majority of all other new housing developments, whether single-detached, townhouse or apartment condominium, are all situated further east along the Lougheed Highway, between 227<sup>th</sup> and 240<sup>th</sup> Street in Maple Ridge.

For example, some recent single family home developments such as Falcon Homes' Wynnridge and Foxridge's Cliffstone are offering 3 to 4 bedroom homes at prices starting at \$560,000 and \$600,000. On the other hand, Wallmark's Two Bird Townhomes are offering 3 to 4 bedroom townhomes priced between \$300,000 and \$450,000. The location of these new housing developments are about 10 km east of Hammond and closely situated to downtown Maple Ridge with easy access to the Lougheed Highway.

While Hammond offers accessibility to the bridges, shopping, public transit, the Fraser River and other amenities, it is an older neighborhood with rail and industrial development nearby.

In order to establish property values a selection of residential units, currently listed for sale, is provided below.

<b>New Single Family Homes</b>			
<b>Address</b>	<b>Avg. Price</b>	<b>Avg. Size</b>	<b>Avg. \$PSF</b>
20716 River Rd	\$624,888	3181	\$196
115595 River WD	\$869,900	4131	\$211
11603 River WD	\$839,900	4007	\$210
21438 121st ave	\$779,900	4044	\$193
13356 235A ave	\$625,000	3464	\$180
13360 235A ave	\$610,000	3464	\$176
<b>New Townhomes</b>			
<b>Project Name and Address</b>	<b>Avg. Price</b>	<b>Avg. Size</b>	<b>Avg. \$PSF</b>
<i>Two Birds - Wallmark Custom Homes</i>	\$332,900	1395	\$239
11461 236 st	\$449,900	2196	\$205
<i>Maple heights street side developments</i>	\$369,900	1495	\$247
11305 240th st	\$380,500	1332	\$286
<i>Albion Station</i>	\$289,900	1222	\$237
10151 240th st	\$309,900	1274	\$243
<i>Spencer Brook Deluxe</i>	\$364,900	1516	\$241
23986 104 ave	\$409,900	2068	\$198
<b>New Condo Apartments</b>			
<b>Project Name and Address</b>	<b>Avg. Price</b>	<b>Avg. Size</b>	<b>Avg. \$PSF</b>
<i>Meadows pointe</i>	\$319,900	989	\$323
20331 Dewdney Road	\$189,900	611	\$311
<i>Reflections on the River by Falcon Homes</i>	\$325,000	841	\$386
22327 River Rd	\$359,900	1002	\$359
<i>Station One - Isle of mann</i>	\$188,600	594	\$318
12070 227 st	\$196,600	644	\$305
<i>Rivers edge by greenside</i>			
11580 223rd st	\$159,900	595	\$269

### 3.2.3 Site Valuation Comparison

This section provides the results of the preliminary pro forma for the case study sites under a base case scenario (current zoning) and under potential rezoning to higher densities. The potential range of land values is outlined in the land residual model and the difference between the two equals the net value or financial lift, which could be attributed to the rezoning. The valuation has been prepared for the current zoning and for the proposed zoning using reasonable assumptions about possible densities and values. In terms of the market it is clear that the optimal value of additional density in the Hammond area would be townhouse zoning. The current market for apartment condominiums is moderate as is the market for mixed use with grade level commercial in this area.

#### **Cost and Revenue Assumptions**

Financial valuation includes a discussion of the financial costs, revenues, benefits, and sensitivities. A number of industry standard cost and revenue assumptions have been made for the preparation of this financial pro forma analysis. Estimated costs and revenues are as follows:

- Off-site services: Both scenarios are likely to have off site costs but the exact amount and scale of the “off sites” are not known with certainty.
- The estimated construction cost for a new single family housing, townhouses and wood frame low rise have all been taken from industry standards and sources.
- Soft costs: All scenarios are expected to have roughly similar soft costs and vary primarily due to differences in scale and density for each scenario.
- Average sale price: The sale price is based upon comparable unit sales in the area.
- The assumed required developer profit is industry standard and includes their return on equity.

These values reflect reasonable cost and revenue estimates for comparable properties, plus or minus 10 percent depending on the development plan and assumptions. This estimate is based upon very broad assumptions. A Financial Analysis with typical industry standard costs and revenues is shown below for each of the three scenarios.

#### **Financial Comparison**

As indicated in the table below, the most significant land value lift is associated with townhouse development. The addition of density, in an optimistic scenario would equal \$5,000 per additional door for an apartment, \$2,750 per additional door for a mixed use project and \$10,000 per additional door for a townhouse project.

Site	Description	Land Value Lift	Value Per Door	Value per Sq. Ft.
Site A	Low Density Apartment	\$180,000	\$5,000	\$6
Site B	Mixed Use	\$130,000	\$2,750	\$3
Site C	Townhouse	\$266,000	\$10,250	\$14

As illustrated, at the present time, townhouses are the only higher density residential form for which there is strong measurable demand. The land value lift for apartments is higher than the land value lift for mixed use development primarily due to the present lack of demand for commercial space in the Hammond neighbourhood. Nevertheless, the current land value lift associated with both apartments and mixed use developments is substantially less than the land value lift associated with townhouses. In the future, as

development progresses in Hammond, there is potential for this situation to change, with increasing values for both apartments and mixed use developments.

### **Potential for a Density Bonus Amenity Zoning System**

The benefits of the additional value created by rezoning can be targeted and assessed for the purposes of the City. Theoretically, the City could potentially access about one-third to one-half of the land value lift in a density bonus amenity contribution. For instance, for a townhouse development at an FSR of 0.75, an amenity contribution of \$3,300 to \$5,000 per unit may be feasible. This approach assumes that the density bonus is associated with the land value lift between the density that is permissible under current zoning and the density permissible under rezoning.

For comparative purposes a pro forma was completed for a low density townhouse development with an FSR of 0.6, in order to evaluate the potential for a density bonus program similar to that in the Albion neighbourhood (where a base density of 0.6 FSR is provided, with a density bonus possible to an FSR of 0.75). For a townhouse development at an FSR of 0.6, the value of the density per door is comparable to that of a single detached development. Therefore, for an increase in density to 0.75 FSR, the land value uplift per door is approximately \$10,000. This analysis indicates that for townhouses, a formal density bonus regime is possible, with potential amenity contributions of \$3,300 to \$5,000 per unit.

For apartments and mixed use developments, a density bonus system would be more challenging to implement at this time. For example, with a land value uplift per door of \$5,000 for apartments, the City could theoretically access an amenity contribution of \$1,600 to \$2,500 per unit (based on the assumption that the City could access about one-third to one-half of the land value lift). However, it is noted that this amenity contribution is associated with the land value lift from single detached to apartment use. If the City were to pre-zone lands for multi-family development and allow for a higher base density (e.g. 1.3 FSR) with an incrementally higher bonus density (e.g. 1.7 FSR), the analysis would not support significant density bonus amenity contributions.



### 3.3 Key Findings

Based on the contextual review and the results of the analysis, key findings are summarized below.

#### *Heritage Conservation Options*

Tool	Potential Advantages	Potential Drawbacks
On-Site Density Bonus	<ul style="list-style-type: none"> <li>Provides landowner with additional density in exchange for heritage conservation</li> <li>Flexible tool, can be customized to circumstance</li> </ul>	<ul style="list-style-type: none"> <li>Some sites may not be conducive to additional density</li> <li>Current market conditions are such that value of additional density on a typical site is substantially less than the value associated with heritage preservation</li> </ul>
Off-Site Density Transfers	<ul style="list-style-type: none"> <li>Provides tool for heritage conservation when density bonus cannot be achieved on-site</li> <li>Provides mechanism for a developer to transfer unused density to another site</li> </ul>	<ul style="list-style-type: none"> <li>Can be complicated to administer between more than one land owner</li> <li>Current market conditions are such that value of unused density on a typical site is substantially less than the value associated with heritage preservation</li> </ul>
Conservation Area Designation	<ul style="list-style-type: none"> <li>Provides formal mechanism to preserve heritage values through heritage alteration permit process (required for subdivisions, additions and new construction)</li> <li>Provides indication that historic elements of neighbourhood will be retained</li> </ul>	<ul style="list-style-type: none"> <li>Heritage alteration permit places additional administrative requirements on landowners/developers, making it more challenging to develop/redevelop</li> </ul>
Heritage Revitalization Agreements	<ul style="list-style-type: none"> <li>Familiar tool that is already in use</li> <li>Provides mechanism to encourage heritage preservation, restoration and rehabilitation, with ability to supersede City zoning regulations</li> <li>Can be combined with property tax exemptions</li> </ul>	<ul style="list-style-type: none"> <li>Administrative requirements for both City and landowners (formal agreement required)</li> </ul>
Property Tax Exemptions	<ul style="list-style-type: none"> <li>Familiar tool that is already in use</li> <li>Provides mechanism to encourage heritage preservation, restoration and rehabilitation</li> </ul>	<ul style="list-style-type: none"> <li>Temporary loss of property tax revenue for City</li> <li>Administrative requirements to manage property tax exemptions</li> </ul>



### Amenity Funding Options

Tool	Potential Advantages	Potential Drawbacks
Development Cost Charges	<ul style="list-style-type: none"> <li>Well-established tool to collect fees associated with growth-related impact on roads, water, sewer, stormwater, and parkland acquisition and improvement projects</li> <li>May be used for trail projects</li> </ul>	<ul style="list-style-type: none"> <li>DCCs may not be used for community amenities (with the exception of park and trail projects)</li> <li>DCC program must be formally established by bylaw and approved by Province</li> <li>Use of DCC approach for trail funding would be inconsistent with approach taken in Albion</li> </ul>
Road Closures and Sale	<ul style="list-style-type: none"> <li>Provides source of funds associated with the disposition of surplus road rights-of-way</li> </ul>	<ul style="list-style-type: none"> <li>Involves sale of publicly owned lands</li> <li>Approach may require exploration of feasibility of reduced road standards</li> </ul>
Community Amenity Contributions	<ul style="list-style-type: none"> <li>Provide funding tool for amenity contributions at time of rezoning</li> <li>Can be easily be applied to a variety of development types (e.g. townhouse, apartment, mixed use)</li> </ul>	<ul style="list-style-type: none"> <li>Approach relies on 'voluntary' contributions at time of rezoning</li> <li>Guidance from the Province suggests borrowing principles and practices that apply to DCC calculations to develop estimated CAC amounts (requires cost estimates for amenities and growth projections for neighbourhood)</li> </ul>
Density Bonus Amenity Zoning	<ul style="list-style-type: none"> <li>Familiar tool that is already in use in the Albion neighbourhood</li> <li>Analysis suggests financial viability for townhouse projects</li> </ul>	<ul style="list-style-type: none"> <li>Requires development of land use zones with base density and maximum permissible density with bonus</li> <li>Analysis suggests limited ability to develop density bonus system for apartment and mixed use projects at this time (base density would need to be equivalent to single detached)</li> </ul>

## 4. Conclusions

### *Heritage Conservation Options*

The Hammond neighbourhood has a strong heritage character, and through the Hammond Area Plan process it is clear that the neighbourhood wishes to see this character retained, while also allowing for growth and development. The City of Maple Ridge already successfully uses heritage conservation tools such as heritage revitalization agreements and property tax exemptions to allow for development while also encouraging the preservation of historic resources. Thus, for this Study, the focus of analysis was on the viability of on-site density bonuses and off-site density transfers associated with heritage conservation.

As indicated in the analysis, on-site density bonuses are a flexible tool that can be used to encourage heritage preservation while allowing for intensification of sites having the potential for additional development. In situations where there is a small home on a large lot, or if there is a heritage home as part of a land assembly, on-site density bonuses are a practical way to allow for both heritage conservation and development. The analysis suggests that at the present time, the value of heritage conservation is typically greater than the value of additional density that could be accommodated on most sites. However, it is recommended that the City continue to pursue on-site density bonus strategies where possible.

For off-site density transfers, the analysis also suggests that there is a significant difference between the value of unused density on a typical donor site (i.e. a preserved single detached home site that could accommodate perhaps four to five units if it were to be rezoned) and the equivalent value of the heritage conservation (approximately \$300,000 in value, or the right to build approximately thirty townhouse units based on the current value of density per door). For this reason, there appears to be limited potential for a formal, systematized, off-site density transfer program at this time. It is also noted that heritage density transfer proposals can be complicated to process and challenging to explain to neighbouring residents, property owners, and the public in general. Nevertheless, the City may be able to benefit from heritage density transfers on a case by case basis, particularly in situations where a developer restoring a home/building also has a different or adjacent site available for a multi-family project.

### *Amenity Funding Options*

The City is currently exploring potential strategies to fund amenities in the Hammond neighbourhood. While development cost charges can be used for parks and trails, the City's approach has been to use other tools (such as density bonus amenity zoning in Albion) for trail construction. As well, development cost charges may not be used for other amenities such as affordable housing, community facilities, certain public realm improvements, etc. Therefore, for this Study, the focus of analysis was on the viability of community amenity contributions and density bonus amenity zoning.

Community amenity contributions have become a common tool to help municipalities fund amenities. However, community amenity contributions are not specifically authorized by legislation, and their application generally relies on the provision of 'voluntary' contributions at time of rezoning. Historically, some municipalities have negotiated community amenity contributions based on the land value lift associated with individual rezonings. However, recognizing the challenges associated with community amenity contributions, a number of municipalities have started to develop community amenity contributions that charge a fixed rate (per unit or square foot of gross floor area) based on a DCC-like calculation that considers the cost of desired neighbourhood amenities and the projected neighbourhood growth. If this methodology could be applied in Hammond, community amenity contributions could potentially be a useful tool for amenity contributions associated with all development types (e.g. townhouse, apartment, mixed use) at time of rezoning.

Density bonus amenity zoning, in contrast, requires the establishment of land use zones that provide for a fixed base density and a maximum permissible density that a developer could achieve by voluntarily providing a given amenity (or amenity contribution). The analysis indicates that at this time, a density bonus system for townhouses could feasibly be developed for Hammond, similar to the density bonus system that is in place in the Albion neighbourhood. However, for apartments and particularly for mixed use developments, the land value lift per door is actually less than it is for townhouses, and a density bonus amenity zoning approach would be less feasible.

Based on the value of density per door for apartments and mixed use developments, a density bonus system for these uses would only be feasible at this time if the base density written into the zoning bylaw was equivalent to single detached development. As indicated, at this time the financial analysis does not support pre-zoning lands for apartment or mixed use developments and providing an incrementally higher bonus densities. Therefore, to establish a comprehensive amenity funding program including townhouses, apartments, and mixed use buildings, a community amenity contribution approach would be more practical.

If the City proceeds with the establishment of community amenity contributions in Hammond, contributions could be provided either on a site specific basis or based on a fixed rate per unit or square foot of gross floor area. As indicated, a number of municipalities are moving towards a fixed rate approach. If a fixed rate approach were to be used, ideally it would be based on the cost of the desired amenities and the growth projections for the neighbourhood.

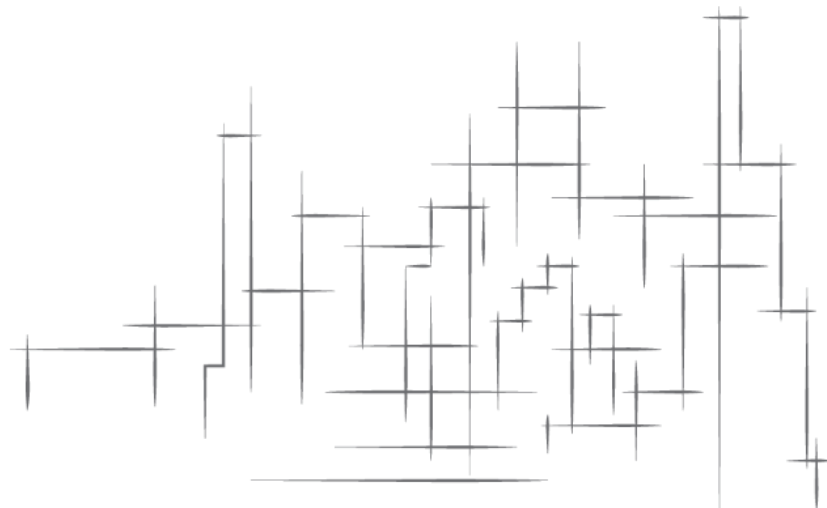
A final funding approach, the closure and sale of surplus road rights-of-way, would require further study to confirm viability. However, based on an initial review it appears that there may be potential for road closures and sales within Hammond. As noted, funding from the sale of surplus road rights-of-way could be used for amenities within the neighbourhood.



# Commercial Demand & Capacity Analysis for Hammond Area Plan

City of Maple Ridge

September 2015





## Executive Summary

### Project Overview & Objective

G.P. Rollo & Associates Ltd. (GPRA) has been retained by the City of Maple Ridge to provide an analysis of the future commercial demand, and associated capacity to accommodate that demand, at the Hammond Historic Commercial Node under a variety of future neighbourhood growth scenarios.

### Planning & Competitive Context

Historic commercial nodes are intended to provide small scale convenience shopping and a limited range of services to local area residents. The Hammond node is located at the southern end of the Hammond Area Plan; it does not benefit from highway or major arterial visibility. Furthermore, it is located in relatively close proximity to 2 major retail clusters that will continue to draw the majority of spending from the Hammond neighbourhood: Meadowtown power centre in Pitt Meadows, and the variety of shopping centres along the Lougheed Highway from Maple Meadows Way to 119 Avenue.

Hammond commercial node should be positioned to provide day-to-day shopping, service, recreational and social needs of the immediately adjacent population.

### Retail Market Demand Analysis

- The major market segments for Hammond retail are: immediately adjacent residents (primary trade area - PTA), residents up to a 3-5 minute drive away (secondary trade area - STA), and nearby employees (employee trade area).
- The City of Maple Ridge has defined three market build-out scenarios, with combined PTA + STA populations in 30 years ranging from about 7,900 up to 20,000.
- The employee trade area (south of 116 avenue and west of 209 street) is projected to have an effective employee population of 7,200.
- According to a Baseline scenario, it is estimated that retail floor space demand will be around 16,000 square feet in 2045. Under a medium-density scenario, demand is projected to reach 20,000 square feet. Under a medium/high density scenario, demand could reach nearly 50,000 square feet. In this final scenario, there would be sufficient population to support a commercial village with a retail grocery anchor.
- It is recommended that non-retail commercial floor space (i.e. office / institutional space) also be included in the commercial node, both as an added amenity to the community and to help bolster overall retail demand.

### Supportable Tenant Mix & Required Land Base

- Floor area demand is converted into commercial development scenarios (preliminary tenant mixes), presented in the table below. Total commercial floor area ranges from under 21,000 square feet to over 63,000 square feet. These figures include non-retail commercial floor area that could be included in a future building program.

- Required land area ranges from 1.4 acres up to 5.8 acres, depending on future demand and built density. The existing land base could support this through redevelopment of currently built-out properties.
- Consideration should be given to additional commercial and/or mixed-use designation/zoning in the Hammond node area in the future, depending on market responsiveness and desired retail building layout. There may be a need in the future to shift the commercial land pattern in the node in order to allow for development that is most market supportable and leasable.

<b>Preliminary Tenant Mix - Hammond Village</b>			
	Baseline	Medium Density	Medium/High Density
Pharmacy	2,000	2,500	4,000
Restaurant	2,500	3,000	5,000
Wine & Beer Store	1,500	2,000	3,000
Personal Services	1,500	1,500	3,000
Café	1,500	2,000	3,500
Grab & Go / Bakery / Deli	1,500	2,000	3,500
General Store / Green grocer	2,500	3,000	4,000
Comparison Boutiques	2,000	3,000	6,000
Supermarket	0	0	15,000
Hardware	1000	1000	2000
<b>Total Retail / Service Commercial Floor Space</b>	<b>16,000</b>	<b>20,000</b>	<b>49,000</b>
Non-Retail Commercial floor area (@30%)*	4,800	6,000	14,700
<b>Total Commercial Floor Area</b>	<b>20,800</b>	<b>26,000</b>	<b>63,700</b>
<b>Land Requirements (acres)</b>			
0.25 FSR	1.9	2.4	5.8
0.35 FSR	1.4	1.7	4.2

\*Space for community use, daycare, martial arts/yoga, professional office etc.





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## Introduction

G.P. Rollo & Associates Ltd. (GPRA) has been retained by the City of Maple Ridge to undertake an analysis of the future commercial demand, and associated capacity to accommodate that demand, at the Hammond Historic Commercial Node (henceforth the “Hammond node”) under a variety of future neighbourhood growth scenarios. Hammond's historic commercial area contains 6.2 acres of zoned commercial land, of which 0.8 acres can be classified as “underutilized” and 1.7 acres as vacant.

The City of Maple Ridge has undertaken an analysis which explores three potential residential build-out scenarios for the Hammond Area Plan. The first scenario (base density) is based on a continuation of the recently observed Hammond neighbourhoods' growth rate, and makes no allowance for major land use changes. The second scenario (medium density) projects future population under a set of conditions in which land use policy is modified to allow for a variety of new built forms along major corridors, including triplex, four-plex, townhouse and garden apartments up to 3-storeys. In addition, some sensitive infill redevelopment would be permitted within the neighbourhood residential areas (i.e. garden suites, duplex, cottage clusters). The third scenario (medium-high density) projects future population under conditions of even more four-plex, ground-oriented townhouses, and 4-storey apartments along major arterials.

GPRA's analysis examines the future commercial square footage supportable at the Hammond node under each of the three population growth scenarios. Supportable floor area calculations for each scenario are then converted into preliminary recommended tenant mixes, with associated amounts of land required under each build-out scenario.

## Hammond's Place in the Maple Ridge Commercial Hierarchy

### Planning Context

Any future development or redevelopment of commercial space in the Hammond area will be guided by land use vision and objectives as laid out in the OCP.

Hammond is a designated historic commercial centre. The central objective for historic commercial centres in Maple Ridge is, according to OCP section 6.3.8, to "facilitate commercial centres that serve as a historic focus for existing historic community neighbourhoods." To do so, historic commercial nodes are to provide for the "commercial needs of the adjacent population", and are "intended to provide small scale convenience shopping and a limited range of service to residents."<sup>1</sup> In other words, these are not intended as destination shopping areas drawing on large residential trade areas.

At present, the Hammond node (shown in red in Figure 1 below) consists of one larger contiguous commercially designated area, and 3 smaller commercial corner lots.<sup>2</sup> The larger cluster extends west-east along Maple Crescent from approximately Waresley Street to just east of Dartford Street, and north-south on both 206 Street and Dartford Street to Battle Avenue. The three smaller nodes are located on the northwest corner of Dartford Street and Battle Avenue, the southwest corner of 206 Street and Lorne Avenue, and the northeast corner of Dartford Street and Lorne Avenue. These nodes are home to businesses operating in the categories of food & beverage, personal services, convenience store and automotive.



Figure 1: Designated Commercial Area (Red) in Hammond as per OCP Schedule B

<sup>1</sup> Maple Ridge OCP, By-Law 7060-2014, Policies 6-38 and 6-39.

<sup>2</sup> Maple Ridge OCP, By-Law 7060-2014, Schedule B (last revised January 6, 2015).

## Competitive Area Review

There is significant commercial competition north and northwest of the Hammond Area Plan, including big-box retail just west of the City, as well as a variety of commercial along the Lougheed Highway from the western gateway of the City, east to 119 Avenue. These commercial areas will continue to draw the majority of current and future Hammond area retail spending. This sizeable nearby competition serves to underscore the Hammond node's primary intended role as a convenience-serving commercial area catering to the immediate local population's day-to-day needs.

Figure 2 below shows the two commercial clusters that will have the greatest influence on future spending potential at the Hammond Node: Meadowtown power centre at the Pitt Meadows/Maple Ridge border, and the variety of shopping centres clustered along the Lougheed Highway from Maple Meadows Way to 119 Ave.

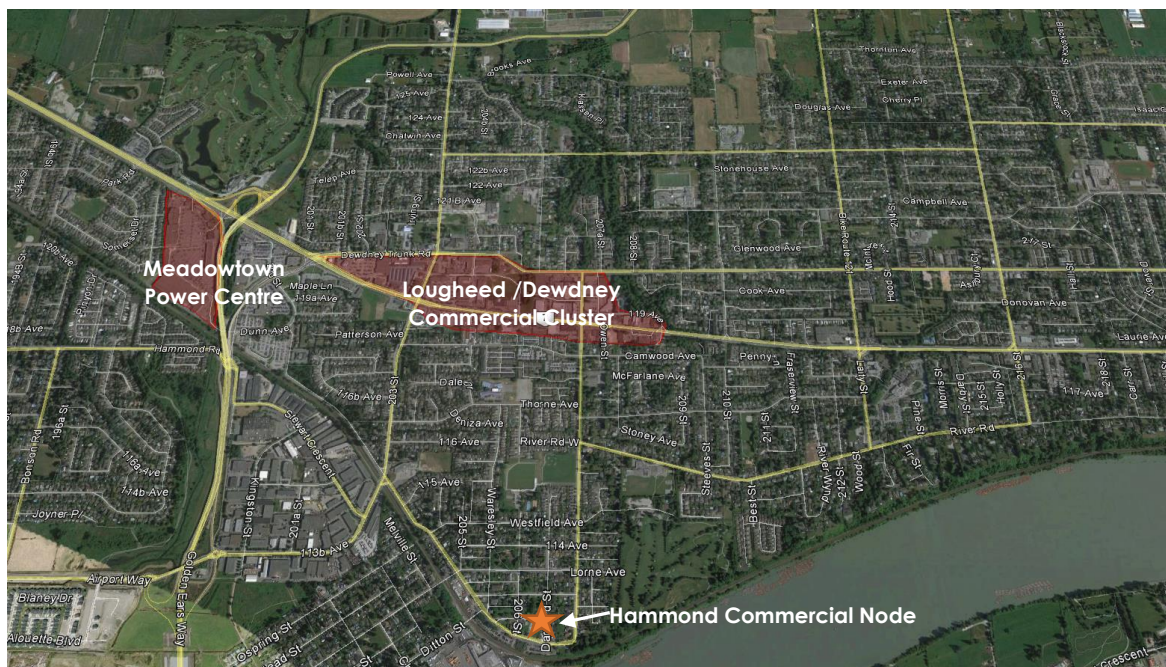


Figure 2: Major Commercial Clusters of Influence for Hammond Commercial Area

### Meadowtown Centre

Meadowtown Centre is a 420,000 square foot open format power centre anchored by several big box anchor tenants. Anchors include: Superstore (147,000 sf), Cineplex Theatres, Winners HomeSense and JYSK. The site offers 1,950 parking spaces (4.6/1,000 sf). The mall is a solid performer due to its strategic location and significant market area. It has a sub-4% vacancy rate, and draws a large amount of spending from West Maple Ridge including the Hammond area.





### Lougheed / Dewdney Commercial Cluster

The Lougheed/Dewdney commercial cluster extends 1.6 linear kilometres, from the intersection of Lougheed Highway and Dewdney Trunk Rd./Maple Meadows Way in the west to the intersection of Lougheed Highway and 119 Avenue in the east. Figure 3 below shows the various commercial nodes within this cluster.

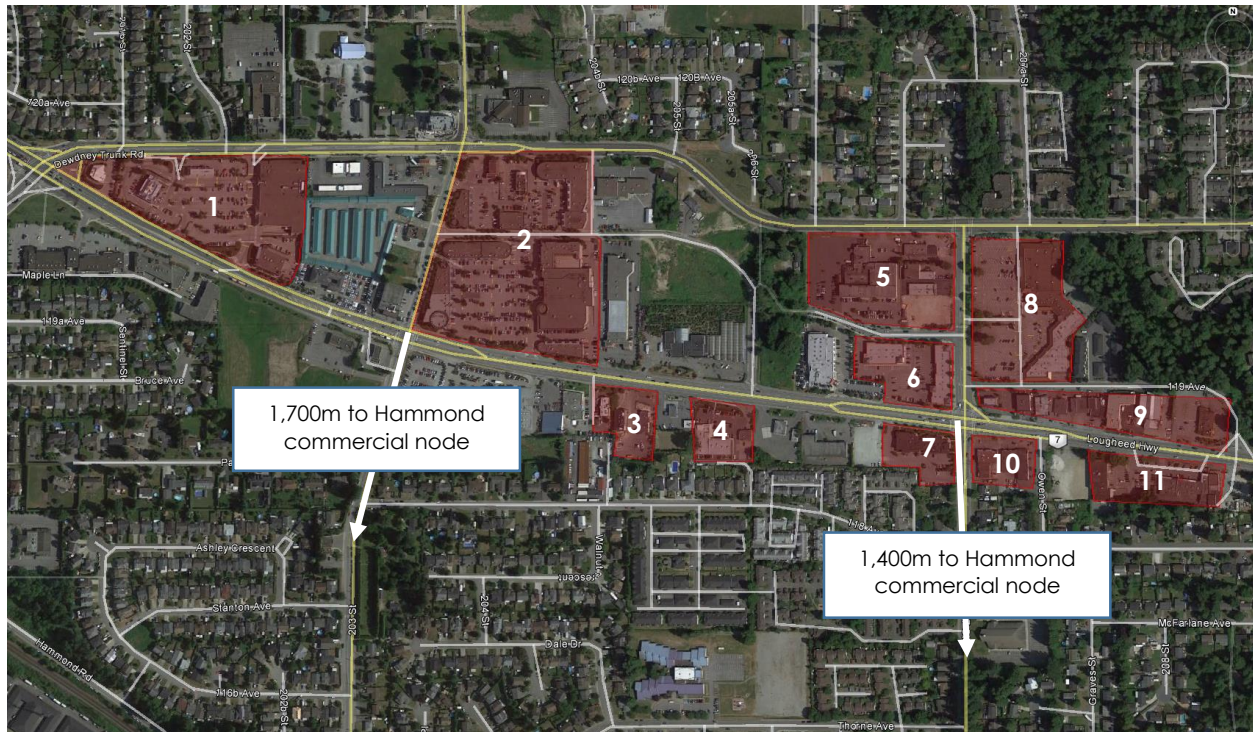


Figure 3: Lougheed / Dewdney Commercial Cluster, West Maple Ridge

1. *Safeway shopping centre*: anchored by 50,000 square foot Safeway (with Starbucks). Also contains Envision Financial, Tim Hortons, and Westminster Savings.
2. *Westgate Centre*: anchored by 49,000 square foot Save-On Foods and 17,000 square foot Shoppers Drug Mart. Other notable tenants include: TD Bank, Dollarama, McDonald's, Pet Food 'n More, De Dutch, Swiss Chalet, and Fox's Reach Liquor Store
3. Small Food & Beverage cluster with A&W, Dairy Queen, and Browns Social House.
4. Health Services cluster, anchored by Medlandia Pharmacy
5. Most significant potential commercial/mixed-use redevelopment site within the corridor. Most significant current tenant is The Keg Steakhouse.
6. *Westridge Centre*: Sub-30,000 square foot local shopping centre anchored by Cloverdale Paint.
7. *Hammond Mill Centre*: an 18,000 square foot local retail node containing Maple Ridge Liquor Store, Townhall Public House, The Cash Store, Pizza Hut, The Co-Operators, and Waves Coffee House.
8. *Meadow Ridge Shopping Centre*: anchored by Dollar Giant and Value Village.

9. A 300 linear metre commercial strip with a mixture of automotive, health services and food & beverage uses.
10. Strip Centre featuring a mini-mart and various personal services, food & beverage.
11. Retail strip anchored by Mark's Work Wearhouse.

### Accessibility, Visibility

The Hammond commercial node, located at the southern edge of the plan area, is relatively isolated and does not have any direct highway or major arterial access or visibility. It is unlikely that it will exert sufficient influence to draw patronage from anywhere north of the Lougheed Highway, west of Golden Ears Way, or east of 210 Street.

### Form & Character



Figure 4: Hammond Historic Commercial Node, excluding corner of Lorne & Dartford

The Hammond node is largely characterized by older, varied single storey construction and an eclectic mix of commercial businesses within a tightly gridded, historic neighbourhood. The main commercial areas have frontages along both an arterial road (Maple Crescent) as well as 2 local roads (206 St. and Dartford St.).





## **Future Role and Positioning of the Hammond Commercial Area**

Given the intended role of historic commercial clusters as laid out in the OCP, and the competitive and geographic landscape within which the Hammond area is operating, the focus of the Hammond area should be convenience, day-to-day retail and service commercial for the local population, in line with current OCP policy. These uses may be supplemented by limited, unique ground and second-floor office space as well as other 'community' type space such as a multi-purpose area for community events, and/or a fitness centre-type facility. The amount of space that may be supportable will be dependent on the size of the neighbourhood's population and employment areas in the years to come.

## **Commercial Space Demand Projections**

### **Introduction**

In order to evaluate the market potential for new retail and service commercial at the Hammond node, GPRA analyses the retail expenditure patterns of the future customer base. The market influence attributable to any retail node, of any size, will always extend beyond any precisely defined boundaries. However, in order to construct reliable estimates of future market support, well-defined trade areas must be delineated.

The geographic area of influence from which a small retail cluster could normally expect to derive the majority of its total sales volume is defined as its primary trade area (PTA). This is supplemented by one or more secondary trade areas (STA), from which the bulk of additional sales are derived. Any additional sales volumes beyond those areas is typically defined as 'inflow'. In addition to these trade areas – which account for the spending associated with the residents located in the ascribed areas – an 'employee trade area' overlay is delineated and assessed. This area encompasses those who are employed within the commercial node's area of influence, and analyses the potential for daytime expenditures from those patrons.

The most significant factors that are considered in the delineation of the trade areas for the Hammond node are the location and magnitude of competitive areas of influence, psychological/physical barriers to access, and OCP policy pertaining to historic commercial nodes.

## Residential Trade Area Boundaries

Based on our assessment of the competitive environment, the locational attributes of the Hammond area, and existing policy, GPRA has delineated the following commercial trade areas:

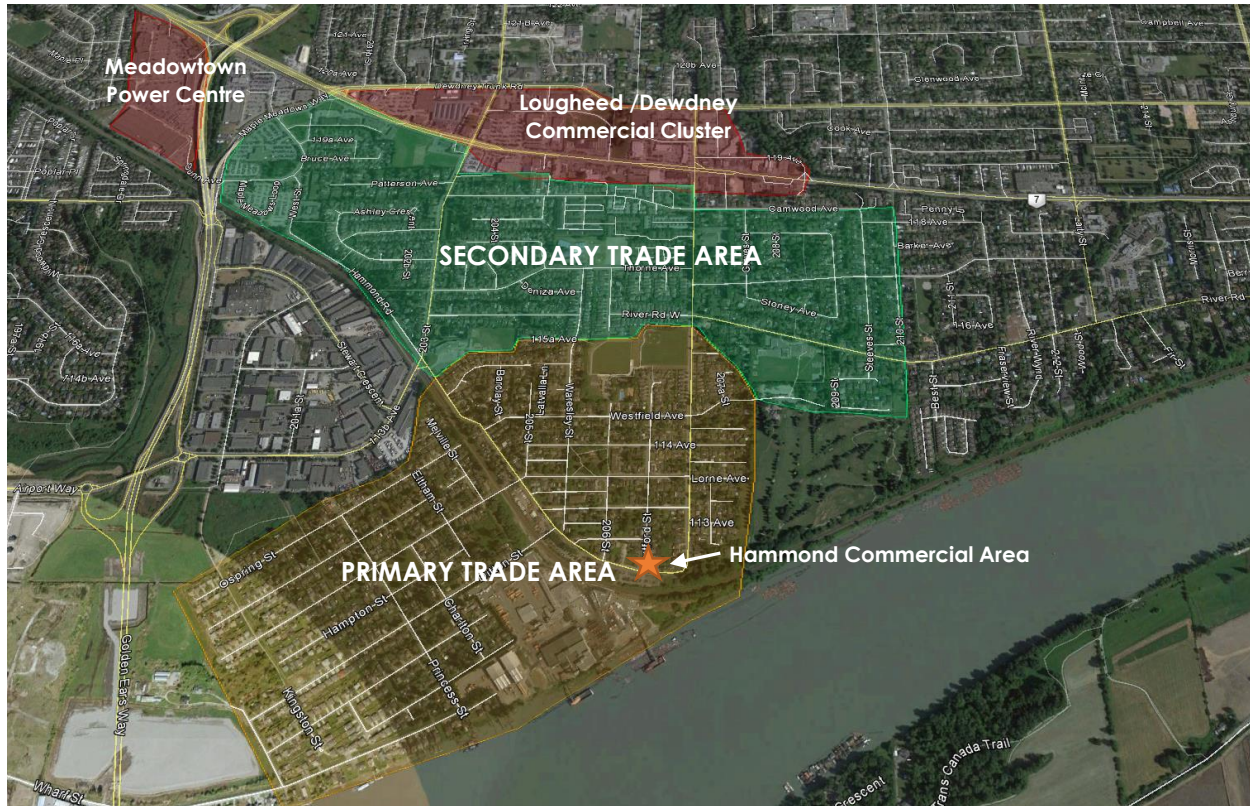


Figure 5: Hammond Commercial Node Trade Areas & Competitive Influence Areas

### Primary Trade Area

The Primary Trade Area (PTA) for the Hammond node has been defined on the basis of a modified 10-minute 'walk-shed'. The walk-shed extends slightly beyond 10 minutes to the west (into the Port Hammond area) due to a lack of any competitive commercial influence in that neighbourhood, and is curtailed to the north to account for the relative proximity and outsized influence of the variety of shops and services along the Lougheed Highway as noted above. The PTA is bounded by:

- Hazelwood Street alignment to the west;
- Northern boundary of Lower Hammond
- 115 / 115a Avenue
- Western edge of Maple Ridge Golf Course

The trade area is characterized by predominantly single family homes. It has an estimated 2014 population of 3,561. The average household income is \$89,300, 5% below the Metro Vancouver average. 85% of households live in owned dwellings, vs. 66.5% for the region overall.

## Secondary Trade Area

The Secondary Trade Area (STA) for the Hammond node has been defined as the area stretching from Maple Meadows Way in the west to 210 Street in the east, south of Lougheed Highway and north of the PTA. This area has been delineated on the basis of a 3-5 minute drive time from the commercial node, while accounting for the relative proximity of goods and services along the Lougheed. The STA is bounded by:

- Maple Meadows Way in the west
- Lougheed Highway commercial areas in the north
- PTA boundary in the south
- 210 St in the east.

Like the PTA, the STA is characterized by predominantly single family homes. It has an estimated 2014 population of 3,139. The average household income is \$87,800, 6% below the Metro Vancouver average. 87% of households live in owned dwellings.

## Trade Area Build-Out Population Scenarios

As noted in the introduction to this report, the City of Maple Ridge has produced three potential build-out scenarios for the trade areas.

### Scenario 1 – Base Density/Existing Policy

This scenario projects the future populations for the PTA and STA at current growth rates, within the existing policy framework assuming no major land use changes aside from minor sensitive residential infill. Under this scenario, the trade areas could accommodate a total of 3,068 dwelling units, housing an estimated population of 8,568 persons. Applying current growth rates, the population for the combined PTA + STA would reach about **7,850 by 2045** (4,177 in the PTA and 3,680 in the STA).

### Scenario 2 – Medium Density

This scenario projects the future populations for PTA and STA on the basis of the following changes to land use policy:

- Triplexes, four-plexes, townhouses and garden apartments up to 3 storeys maximum permitted along major corridors;
- Sensitive infill redevelopment permitted within the neighbourhood residential including single family, garden suites, duplex, and cottage cluster housing;
- Minor changes to land use designations in areas where the goal is to preserve heritage character adjacent to the neighbourhood commercial node.

Based on assumed densities, development yields and family size ratios, the build-out population capacity in this scenario is **5,229 residents for the PTA and 5,837 residents for the STA** (11,066 total). This is a 29% increase over the population capacity in Scenario 1. It is assumed that this capacity will be reached within 30 years.

### Scenario 3 – Medium/High Density

This scenario projects the future populations for the PTA and STA on the basis of the following changes to land use policy:



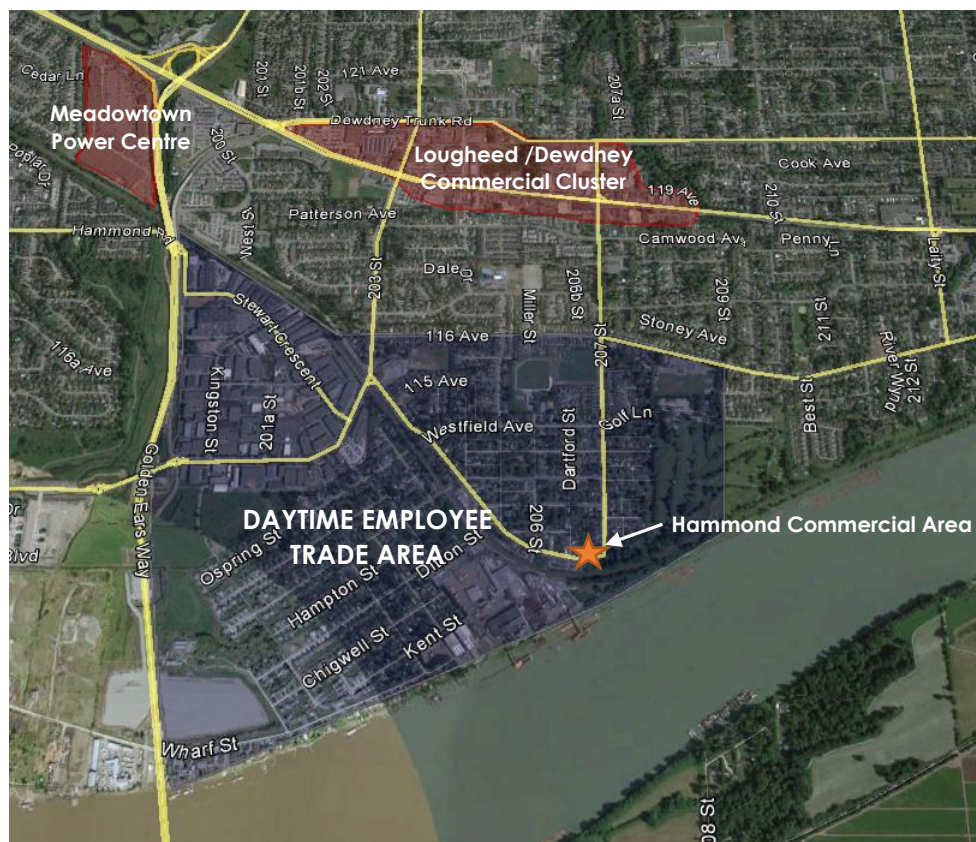
- Four-plex, ground-oriented townhomes and 4+ storey apartment permitted along major corridors;
- Sensitive infill redevelopment permitted within neighbourhood residential, including single family, garden suites, duplex, triplex and cottage cluster housing;
- Minor changes to land use designations and density transfer program in areas where the goal is to preserve heritage character.

Based on assumed densities, development yields and family size ratios, the build-out population capacity in this scenario is **6,968 residents for the PTA and 13,041 residents for the STA** (20,009 total). This is a 133% increase over the population capacity in Scenario 1. It is assumed that this capacity will be reached within 30 years.

### Employee Trade Area Delineation

In addition to resident spending from the trade areas under the three build-out scenarios, employees working near the Hammond commercial node are another important source of retail and service commercial sales potential.

An employee trade area has been delineated (see Figure 6) on the basis of approximately a 10-12 minute walk-shed around the commercial node, with some extension to the west and northwest to encompass the entirety of the Maple Meadows business park and its potential future expansion area to the south. Within this trade area, it is estimated that in 2012 there was a daytime employee population of approximately 6,300 including those working from home.





## Employment Growth Projections

### New Development

The vacant property to the south of the existing Maple Meadows Business Park (11055 Hazelwood Street) is currently being considered for rezoning to allow business park use (M-3). Based on preliminary site plans from the applicant, the subject property contains approximately 25.45 developable acres.<sup>3</sup>



It is assumed that rezoning to M-3 will be granted for this property, allowing for the creation of a business park. It is also assumed that restrictions will be placed on the development of large format retail within this zone. Future tenants of the business park are likely to be a variety of medium-sized light industrial users, including wholesale, distribution, warehousing, and potentially one larger light industrial tenant at the site's southern portion.

<sup>3</sup> City of Maple Ridge. Second Reading, Maple Ridge Zone Amending Bylaw No. 6914-2012, 11055 Hazelwood Street. File no: 2012-031-RZ.





To estimate the future employment at this site at full build-out, GPRA has applied employment density assumptions (employees per acre) derived from Maple Ridge-specific calculations originally performed for the Commercial & Industrial Strategy. This research indicated employment densities of approximately 41 employees per acre at light industrial parks. If we assume that new construction will yield a 10% increase in employment density over existing development in Maple Ridge, this figure reaches 45 employees per acre. On the basis of 25.45 developable acres and the higher employment density assumption, the employment yield is projected to be **1,145 employees**.

### **Other Employment Growth & Considerations**

The existing Maple Meadows Business Park contains an estimated 1,200 employees. The park is largely built-out, so any future employment growth would come by way of built-form densification through redevelopment, or changes in employment use that result in more 'employment dense' businesses. For the purpose of this analysis, we assume that there will be 10% more employees working in this business park by 2045.

Beyond this intensification, no further employment growth is projected.

One consideration is the proportion of employees in the trade area that are working out of their own homes. For this analysis, those working at home-based businesses must be discounted, as their retail spending would already be captured within the residential trade area analysis. Total employment has therefore been reduced by 5% to account for current and future home-based employees.<sup>4</sup>

The result of this projection is a total employee population in the trade area of **7,565 in 2045**. After discounting the assumed 5% of home-based employees, the effective employment figure used in the projections to follow is 7,187, which is rounded up to **7,200**.

### **Employee Retail Expenditures**

To estimate per capita worker spending, we use data derived from the 2011 ICSC *Office-Worker Retail Spending in a Digital Age* report that surveyed employees in various contexts. A consistent finding of the worker surveys are that per-employee spending is far broader than simply lunch time food spending. In fact, F&B spending comprises a minority of overall spending. Workers spend on a wide variety of retail categories, particularly during the lunch hour or on the way home.

A second important finding from ICSC's surveys are that per-employee spending often exceeds that of per-capita residential spending. This is a result of residential per-capital spending including household members that are minimally economically active (i.e. children, seniors).

We expect that only a small portion of employee spending would trickle to the Hammond commercial node given proximity to the Lougheed/Dewdney cluster, Meadowtown Power Centre, as well as downtown Maple Ridge to the east.

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<sup>4</sup> There are currently 73 licensed home based businesses operating within the Hammond Area Plan boundary. Assuming 2 employees per business (limit under the zoning bylaw), this equals 146 employees. This figure is approximately 2% of the total daytime employment estimate for the area. It is assumed that home-based employment will increase in the coming years, therefore a 5% discount is applied.

## Retail Expenditures & Supportable Floor Area

### Demand Today

Based on current trade area populations and employment figures, and applying reasonable market capture rates for a local-serving commercial node that also take into consideration proximity to the Loughheed Corridor and Meadowtown Centre, there is currently support for between 5,000 and 7,000 square feet of combined retail and service commercial floor area at the Hammond node. There are a number of existing obstacles to attracting commercial tenants to the Hammond area, most notably:

- Age and quality of building stock
- Relative isolation, both real and perceived
- Area reputation (viewed by many as an area in decay, not an up-and-coming neighbourhood).

### Projecting Future Demand

To project future demand for commercial floor area, GPRA has modelled each of the potential future build-out scenarios discussed above. Per-capita expenditure potential has been forecast by retail category, taking into consideration real change in spending as well as spending elasticity by category. Future expenditures have been converted to square feet of space supportable through application of per-square-foot performance metrics that are based on observed category-specific performance in the local and regional market. Expenditure capture rates have been set based on typical market capture for neighbourhood serving nodes, taking into consideration both proximity to competitive destination retail, as well as the potential inflow that could come to the Village as it builds out, matures, and is connected into a regional waterfront trail network.

### Projection Scenario 1

By 2045 the PTA + STA residential population is expected to reach 7,857. These residents would have a combined retail expenditure potential of just under \$144 million.

Using reasonable market capture rates for a local-serving commercial node, taking into account proximity to the Loughheed corridor and Meadowtown Centre, we expect that approximately 5% of this expenditure could be captured at the Hammond node, translating to approximately 8,500 square feet of retail floor area. To this we add an additional 35% for personal services, professional services, and food & beverage space, bringing the total up to 11,300 square feet.

In addition 7,200 local daytime employees would provide support for an additional 4,900 square feet, bringing the grand total of space supportable in this scenario to **16,000 square feet**.



Table 1: Supportable Floor Space Forecast, Scenario 1

	Forecasted Retail Sales	Sales Performance \$/sf/yr	Supportable Floor Space by Spending Source			Total Floor Space (sq.ft.) (rounded)*
			PTA	STA	Employees	
<b>2045</b>						
Residential + Employee Population:			4,177	3,680	7,200	
<b>Retail Categories</b>						
Supermarkets	\$ -	\$ 550.00	-	-	-	-
Convenience and specialty food stores	\$ 957,386	\$ 375.00	959	208	1,385	3,000
Beer, wine and liquor stores	\$ 1,898,489	\$ 925.00	1,621	235	197	2,000
Pharmacies and personal care stores	\$ 2,369,301	\$ 775.00	1,479	415	1,163	3,000
Department Stores	\$ -	\$ 425.00	-	-	-	-
General merchandise stores	\$ 395,394	\$ 225.00	1,152	-	606	2,000
Clothing stores	\$ -	\$ 325.00	-	-	-	-
Shoe, clothing accessories and jewellery stores	\$ -	\$ 275.00	-	-	-	-
Home Centres, Hardware Stores/Garden Stores	\$ 299,483	\$ 350.00	464	392	-	1,000
Home electronics and appliance stores	\$ -	\$ 275.00	-	-	-	-
Furniture stores	\$ 98,392	\$ 250.00	293	100	-	-
Home furnishings stores	\$ 68,008	\$ 250.00	203	69	-	-
Sporting goods, hobby, music and book stores	\$ 108,629	\$ 350.00	-	93	217	-
Miscellaneous store retailers	\$ 219,641	\$ 275.00	393	336	70	1,000
Service Commercial (including F&B) @ 35%			2,297	647	1,273	4,000
<b>Total Floor Area Supportable</b>			<b>8,860</b>	<b>2,496</b>	<b>4,912</b>	<b>16,000</b>

\* If category total is <500sf, the assumed floor space supportable is zero.

Assuming density levels of 0.25 to 0.35 FSR, 16,000 square feet of built space would require anywhere from 45,000 to 64,000 square feet of gross land area (1.0 to 1.5 acres)



## Projection Scenario 2

By 2045 the PTA + STA population is projected to reach 11,066. This population would have a combined retail expenditure potential of over \$202 million.

Applying the same market capture rates as used in Scenario 1, net local expenditures would translate to demand for approximately 11,000 square feet of retail floor area. Adding 35% for service commercial, plus the support from daytime employees, brings this total to **20,000 square feet**.

*Table 2: Supportable Floor Space Forecast, Scenario 2*

2045	Forecasted Retail Sales	Sales Performance \$/sf/yr	Supportable Floor Space by Spending Source			Total Floor Space (sq.ft.) (rounded)*
			PTA	STA	Employees	
			5,229	5,837	7,200	
Supermarkets	\$ -	\$ 550.00	-	-	-	-
Convenience and specialty food stores	\$ 1,093,739	\$ 375.00	1,201	330	1,385	3,000
Beer, wine and liquor stores	\$ 2,403,277	\$ 925.00	2,029	373	197	3,000
Pharmacies and personal care stores	\$ 2,846,336	\$ 775.00	1,851	658	1,163	4,000
Department Stores	\$ -	\$ 425.00	-	-	-	-
General merchandise stores	\$ 460,611	\$ 225.00	1,441	-	606	2,000
Clothing stores	\$ -	\$ 325.00	-	-	-	-
Shoe, clothing accessories and jewellery stores	\$ -	\$ 275.00	-	-	-	-
Home Centres, Hardware Stores/Garden Stores	\$ 420,728	\$ 350.00	581	621	-	1,000
Home electronics and appliance stores	\$ -	\$ 275.00	-	-	-	-
Furniture stores	\$ 131,554	\$ 250.00	367	159	-	1,000
Home furnishings stores	\$ 90,930	\$ 250.00	254	110	-	-
Sporting goods, hobby, music and book stores	\$ 127,797	\$ 350.00	-	148	217	-
Miscellaneous store retailers	\$ 300,995	\$ 275.00	491	533	70	1,000
Service Commercial (including F&B) @ 35%			2,875	1,027	1,273	5,000
<b>Total Floor Area Supportable</b>			<b>11,090</b>	<b>3,959</b>	<b>4,912</b>	<b>20,000</b>

\* If category total is <500sf, the assumed floor space supportable is zero.

Assuming density levels of 0.25 to 0.35 FSR, 20,000 square feet of built space would require between 57,000 and 80,000 square feet of land (1.31 to 1.84 acres).

### Projection Scenario 3

In Scenario 3, the build-out population of the trade areas (over 20,000 residents) is sizeable enough to potentially support a small grocery store (<15,000 sf). In this scenario, it is assumed that up to 20% of PTA spending and 5% of STA spending at supermarkets would flow to a grocery store at Hammond.

The 2045 population of the PTA + STA would have a combined retail expenditure potential of over \$364 million. Applying the same capture rates as in the foregoing scenarios (with the exception of the supermarket category), there is support for nearly 50,000 square feet of combined retail and service commercial floor area.

*Table 3: Supportable Floor Space Forecast, Scenario 3*

	Forecasted Retail Sales	Sales Performance \$/sf/yr	Supportable Floor Space by Spending Source			Total Floor Space (sq.ft.) (rounded)*
			PTA	STA	Employees	
<b>2045</b>			6,968	13,041	7,200	
Supermarkets	\$ 6,881,887	\$ 550.00	8,795	3,245	472	13,000
Convenience and specialty food stores	\$ 1,396,413	\$ 375.00	1,600	738	1,385	4,000
Beer, wine and liquor stores	\$ 3,452,799	\$ 925.00	2,704	832	197	4,000
Pharmacies and personal care stores	\$ 3,953,074	\$ 775.00	2,466	1,471	1,163	5,000
Department Stores	\$ -	\$ 425.00	-	-	-	-
General merchandise stores	\$ 568,467	\$ 225.00	1,921	-	606	3,000
Clothing stores	\$ -	\$ 325.00	-	-	-	-
Shoe, clothing accessories and jewellery stores	\$ -	\$ 275.00	-	-	-	-
Home Centres, Hardware Stores/Garden Stores	\$ 756,675	\$ 350.00	774	1,388	-	2,000
Home electronics and appliance stores	\$ -	\$ 275.00	-	-	-	-
Furniture stores	\$ 211,192	\$ 250.00	489	356	-	1,000
Home furnishings stores	\$ 145,975	\$ 250.00	338	246	-	1,000
Sporting goods, hobby, music and book stores	\$ 191,802	\$ 350.00	-	331	217	1,000
Miscellaneous store retailers	\$ 526,844	\$ 275.00	655	1,191	70	2,000
Service Commercial (including F&B) @ 35%			6,910	3,429	1,439	13,000
<b>Total Floor Area Supportable</b>			<b>26,652</b>	<b>13,227</b>	<b>5,549</b>	<b>49,000</b>

\* If category total is <500sf, the assumed floor space supportable is zero.

Again assuming density levels of 0.25 to 0.35 FSR, the warranted built space in this scenario would require between 166,000 and 232,000 square feet of land (3.2 to 4.5 acres).





## Commercial Strategy Recommendations

### Retail Positioning

As a primarily local serving, convenience-oriented neighbourhood retail node, Hammond is unlikely to attract significant interest from retailers selling 'comparison' goods (i.e. clothing, shoes, jewellery, home furnishings and the like), beyond a few one-off independent boutique and specialty retailers. Overall, the Hammond node should focus on offering day-to-day goods and services, some seasonal uses, and should be positioned as the neighbourhood 'heart' for socializing. The amount and mix that is supportable will vary depending on the ultimate build-out scenario.

Under the highest density scenario in which the trade areas have a combined population exceeding 20,000 residents (and nearly 7,000 residents within the immediately adjacent PTA), it is likely that the Hammond node could become a vibrant commercial village with nearly 50,000 square feet of retail and service commercial space. This population would be sufficient to support a small community grocery store (6,000 up to 15,000 square feet), which would be the anchor for the village. An idealized tenant mix for such a village would also include a pharmacy, bakery/deli, liquor store, hardware store, a few local comparison boutiques (home furnishings & accessories, toys, hobbies, books, etc.), at least one and maybe multiple casual / sit down restaurants, plus an assortment of personal and professional services.

At base (existing) density levels, 16,000 square feet of retail and non-retail commercial space is supportable by 2030. Today, only about 5-7,000 square feet of space is supportable.

### Non-Retail Office Space

Including a small office component within a retail village can have a number of positive implications including:

- Further bolstering the retail market demand by having a captive, on-site audience, particularly for food & beverage components;
- Enhancing village animation by creating visitor activity throughout the day;
- Providing professional working spaces for potential residential buyers that are attracted to the amenity of an office close to home;
- Two storey structures can add a design elements
- Adding a second storey can be a cost-effective way of creating more gross leasable area;
- Risk mitigation: 2<sup>nd</sup> storey vacancies are not as detrimental to projects in early stages.

Office tenants that may be interested in space in the Hammond village could include: real estate offices, lawyers, accountants, notaries, small consulting firms in a variety of industries.

### Non-Commercial Amenity Demand Drivers

Non-commercial components can be integrated with retail to act as drivers of commercial demand. This could include:

- Fitness space (gym, yoga studio, other)
- Programmed events such as farmer's markets, crafts fairs, which can appeal to all ages and bring the community together;



- Daycare

### Commercial Development Program

- Taking the supportable floor area calculations and translating them into a preliminary tenant mix, we arrive at total retail/service commercial floor area of between 16,000 and 49,000 square feet, depending on residential density.
- Non-retail office and non-commercial amenity space (institutional, civic, fitness etc.) is also factored in, at 30% of total retail floor space.
- Accordingly, **total recommended commercial floorspace for the Hammond node ranges from just under 21,000 square feet to over 63,000 square feet at full build-out.**
- Required land area ranges from a low of 1.4 acres to a high of 5.8 acres. Through re-development of existing commercially-zoned space, Hammond has the zoned land base required to accommodate future demand.
- Consideration should be given to additional commercial and/or mixed-use designation/zoning in the Hammond village area in the future, depending on market responsiveness and desired retail building layout. Ultimately there may be a need to 'shift' the commercial land pattern in the Hammond node in order to allow for development of the most market supportable and leasable product. It is unlikely though that a gross land base of more than 6 acres will be required.

**Preliminary Tenant Mix - Hammond Village**

	Baseline	Medium Density	Medium/High Density
Pharmacy	2,000	2,500	4,000
Restaurant	2,500	3,000	5,000
Wine & Beer Store	1,500	2,000	3,000
Personal Services	1,500	1,500	3,000
Café	1,500	2,000	3,500
Grab & Go / Bakery / Deli	1,500	2,000	3,500
General Store / Green grocer	2,500	3,000	4,000
Comparison Boutiques	2,000	3,000	6,000
Supermarket	0	0	15,000
Hardware	1000	1000	2000
<b>Total Retail / Service Commercial Floor Space</b>	<b>16,000</b>	<b>20,000</b>	<b>49,000</b>
Non-Retail Commercial floor area (@30%)*	4,800	6,000	14,700
<b>Total Commercial Floor Area</b>	<b>20,800</b>	<b>26,000</b>	<b>63,700</b>
<b>Land Requirements (acres)</b>			
0.25 FSR	1.9	2.4	5.8
0.35 FSR	1.4	1.7	4.2

\*Space for community use, daycare, martial arts/yoga, professional office etc.

## Leasing Considerations

### Incentives & Marketing

To ensure that Hammond emerges over the long term as a vibrant commercial village in a revitalizing historic neighbourhood, the City and land owners will need to make concerted efforts on both the tenant attraction and retention fronts. A package of incentives will be required as part of a concerted 'nurturing' program for local businesses and property owners, and should include property tax abatements, generous tenant improvement allowances, and significantly reduced rent periods in order to allow business to establish themselves and for the village to begin to solidify its customer base. Over time, Hammond may find it prudent to jointly market itself as part of a riverfront and river proximate village network, along with Osprey Village in Pitt Meadows. Further research and consideration on incentives and marketing will be warranted after completion of the Hammond Area Plan.

### Impact of Trails

In the near future, the extensive Pitt Meadows dyke and inland trail network will be extended to connect with the Lower Hammond Area. This trail extension/integration could benefit and accelerate interest in redevelopment and leasing at the Hammond node.



While for many commercial tenants the foot, bicycle and other traffic that will be generated by the trail network will likely not impact their business viability or business planning considerations, for businesses in certain categories the additional traffic associated with the trail system may be a factor that improves their business viability and their willingness to locate in the area. Some categories that may see benefits from the trail network extension include:

- Fitness / yoga type businesses
- Cafes and grab 'n go restaurants
- Seasonal businesses catering to specific trail user groups (e.g. bike accessories, ice cream, other goods/services geared toward recreational trail activities).

Osprey Village in Pitt Meadows has been benefited by its location along the trail network, with recreational and food & beverage tenants seeing positive benefit particularly in the summer months.

**TO:** Her Worship Mayor Nicole Read  
and Members of Council  
**FROM:** Chief Administrative Officer  
**SUBJECT:** **Maple Ridge Community Amenity Contribution Program -  
Proposed Community Amenity Contribution Program Council Policy  
Official Community Plan Amending Bylaw No. 7188-2015**

**MEETING DATE:** March 14, 2016  
**FILE NO:**  
**MEETING:** Workshop

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**EXECUTIVE SUMMARY:**

Council has been engaged in a discussion on establishing a city-wide Community Amenity Contribution (CAC) Program since June 2015. As part of that discussion, staff have prepared a number of reports providing Council with information related to the legislative authority for community amenity contributions, legal advice regarding the recommended components of a CAC Program, options for the establishment of the amount of CAC's, on the forms of development that the Program would apply and the types of amenities the contributions could be allocated to in the future.

In October 2015, staff assisted Council in working through a number of options for each of the proposed components of a city-wide program, culminating in a series of Resolutions for the Program. In December 2015, two CAC Program Council Policy options were presented to Council for discussion, along with a proposed Official Community Plan amending bylaw (Bylaw No. 7188-2015). At that time, Council directed staff to obtain feedback on the proposed OCP amending bylaw and draft Council policies, and provide a summary of input in a future report.

To obtain the requested feedback on the Program, two online questionnaires were posted on the municipal website in December 2015 – one for the development industry (Appendix C) and one for residents (Appendix D). In addition to the online questionnaires, municipal staff have met with the UDI/GVHBA Liaison Committee on two occasions, most recently on March 8, 2016. The feedback from those meetings helped inform the content of the questionnaire and the proposed Community Amenity Contribution Program Council Policy.

As a result of the input received on the proposed CAC Council Policy (Appendix A), it has been amended to include a number of new items, including one contribution rate of \$3100 for all dwelling units, alignment of the Albion Area Plan density bonus framework with the city-wide Program, a provision for Council to consider CAC's during development application extension requests and a list of those amenities where the CAC revenue could be allocated.

Based on the average number of dwelling units and single family lots created over the past five years (572) and the proposed CAC rate of \$3100 per dwelling unit/lot, the estimated average annual CAC revenue could be in the range of \$1.7 million. It is important to note that this does not include the additional density bonus revenue generated from the Albion Area Plan.



## RECOMMENDATIONS:

1. That the proposed Community Amenity Contribution Program Council Policy, attached as Appendix A to the report titled “Maple Ridge Community Amenity Contribution Program” and dated March 14, 2016 be approved; and that Official Community Plan Amending Bylaw No. 7188-2015, Attached as Appendix B, be forwarded to a Regular Council meeting for consideration of the following recommendations;
  - A. Whereas Council has considered the requirements of Section 475 of the *Local Government Act* that it provide, in respect of an amendment to an Official Community Plan, one or more opportunities in considers appropriate for consultation with persons, organizations and authorities it considers will be affected and has specifically considered the matters referred to in Section 475 of the Act;
  - B. And whereas Council considers that the opportunities to consult, proposed to be provided by the City in respect of an amendment to an Official Community Plan, constitute appropriate consultation for the purposes of Section 475 of the Act;
  - C. And whereas, in respect of Section 475(2) 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:
    - a. 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;
    - b. The Board or any Regional District that is adjacent to the area covered by the plan;
    - c. The Council of any municipality that is adjacent to the area covered by the plan;
    - d. First Nations;
    - e. School District Boards, greater boards and improvement district boards, and
    - f. The Provincial and Federal Governments and their agencies;
  - D. And that no additional consultation be required in respect of this matter beyond the posting of two questionnaires on the City of Maple Ridge website seeking comments on the proposed Official Community Plan Amending Bylaw No. 7188-2015 and proposed Community Amenity Contribution Program Council Policy;
  - E. That Official Community Plan Amending Bylaw No. 7188-2015 be considered in conjunction with the Capital Expenditure Plan and Waste Management Plan;
  - F. That it be confirmed that Official Community Plan Amending Bylaw No. 7188-2015 is consistent with the Capital Expenditure Plan and Waste Management Plan; and
  - G. That Official Community Plan Amending Bylaw No. 7188-2015 be given First and Second Readings and forwarded to Public Hearing.

## DISCUSSION:

### a) Background Context:

Council has been provided with reports on June 15, October 19, and December 7, 2015 outlining the various aspects and potential for establishing a city-wide community amenity contribution program.

The October 19, 2015 report included a set of legal principles regarding amenity contributions derived from prior legal advice the City has received on establishing a community amenity contribution program. These principles include:

- i. A municipality has the authority to adopt density bonus bylaws and establish conditions under which the density bonus is to be applied, including the payment of cash contributions;
- ii. Density bonuses are the most defensible approach, should the required amenity contribution be challenged on it's legal basis;
- iii. A community amenity contributions should be clearly tied to the impacts that are expected to result from a zoning change;
- iv. A community amenity program should be based on a 'robust' policy basis, rather than on a simple decision of Council;
- v. Establishing a contribution that is based on the amount of the increase in lot value could provide a more equitable basis for the amenity program; and
- vi. A site-by-site negotiated approach does not provide the clarity and consistency of application of the program that the development industry needs, as well as potentially adding a significant amount of time to the development approvals process.

With these principles in mind, Council was presented with a series of options for each component of the City-wide Community Amenity Contribution Program.

At the October 19 and 27, 2015 Council Workshop meetings, the components of the CAC Program were discussed and a Resolution passed for each. The following is a summary of the framework of the CAC Program based on the content of the Resolutions:

1. Each CAC will be based on a percentage value of lift. [Note: A percentage value was not included in the discussion]
2. The CAC Program will apply city-wide.
  - a. Those properties within the Town Centre Area Plan boundaries are exempt from the CAC Program.
3. The Density Bonus Framework established in the Albion Area Plan will continue to apply, in addition to the city-wide CAC Program. For developments that take advantage of the density bonus provisions included in the Maple Ridge Zoning Bylaw for the Albion Area Plan, the amenity contribution rate will be \$3100 per lot or dwelling unit.
4. The CAC Program applies to the development of all residential dwellings<sup>1</sup>, including those that are included in a mixed-use development (such as commercial and residential) with the following exceptions:
  - a. Affordable and special needs housing that are secured through a Housing Agreement as established in Section 905 of the *Local Government Act*;
  - b. Rental housing units that are secured through a Housing Agreement established under Section 905 [now Section 483] of the *Local Government Act* will also be subject to a covenant enacted under Section 219 of the *Land Titles Act*.
5. An Official Community Plan amending bylaw was to be prepared that includes the components of the Community Amenity Contribution Program. Development applications that are in process (in-stream) at the time of enactment of this Council Policy will be subject to

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<sup>1</sup> Note: Additional exemptions from the CAC Program include:

- single family residential subdivisions proposing fewer than 3 lots;
- duplex dwelling units where only one building is being constructed; and
- triplex dwelling units where only one building is being constructed.

the provisions of the Policy unless the applicable Official Community Plan and/or Zoning Bylaw amending bylaw has/have received Third Reading.

6. Council will establish one or more Reserve Funds and identify those amenities that may benefit from the community amenity contributions.

These Resolutions formed the basis for the proposed CAC Program Council Policy, attached to this report as Appendix A.

#### **b) Citizen/Customer Implications:**

##### *i. Consultation Update:*

The Greater Vancouver Home Builders Association (GVHBA) and the Urban Development Institute (UDI) provided comments to Council via email in December 2015, on the then proposed contents of the Maple Ridge Community Amenity Contribution Program. At that time, they requested that Council refer the policy back to staff for further consultation and dialogue.

In response, Council passed the following Resolution:

*That staff be directed to obtain feedback on the Official Community Plan Amending Bylaw No. 7188-2015 and draft Council Policy and provide a summary of input to Council in a future report.*

Following the direction of the Council Resolution, two questionnaires were prepared, the first focused toward the development industry and the second for the community, were posted on the municipal website in December 2015. Both questionnaires were posted online for 10 weeks, following a request for an extension to the original timeline from UDI and GVHBA via the Liaison Committee. The responses received are attached to this report as Appendix C – CAC Developer Questionnaire and Appendix D – CAC Resident Questionnaire.

##### *Summary of Input – Developer CAC Questionnaire:*

A total of 10 responses were received for the developer-focused CAC questionnaire. The key messages that can be derived from the input are as follows:

- A pre-determined rate per housing type is the preferred contribution approach (7 of 10 responses) with simplicity and predictability being the key benefits of the approach;
- A contribution rate of \$3000 per single family dwelling unit/lot was most supported, although there were a number of other suggestions on how it could be calculated (such as a per square foot rate);
- A variety of rates and calculation methods for multi-family dwellings were suggested, with no discernable preference from the respondents;
- The three most important components of a city-wide CAC Program were felt to be:
  - Consistent approach (7 of 10);
  - Clearly defined community benefit (6 of 10); and
  - Ease of understanding the process (5 of 10) and ‘in-kind’ contribution options (5 of 10).

##### *Summary of Input – Resident Questionnaire:*

A total of five responses were received for the resident-focused CAC questionnaire. The key messages from the input are as follows:

- The development industry should contribute to a CAC Program through financial contributions and construction of in-kind contributions (both 3 of 5 responses);

- The top two city-wide amenities supported were sports facilities/play fields and community centres;
- The top two neighbourhood amenities supported were local parks and playgrounds and community halls.

In addition to the questionnaires, municipal staff have met twice with the UDI/GVHBA Liaison Committee in the past several months (Dec 11, 2015 and March 8, 2016) to continue the discussion about the proposed city-wide CAC Program. At the March 8 meeting, members of the Committee indicated their support for the revised Council Policy as it has responded to their comments and concerns.

*ii. In-stream Development Applications:*

When considering a change in Official Community Plan policy or Zoning Bylaw regulations, the generally accepted practice for in-stream development applications is that those applications that have been presented at Public Hearing and received Third Reading would be exempt from complying with the new policies or regulations. The exception to this 'rule of thumb' is that since the summer 2015, development reports at first and second reading have included the following recommendation:

*That a voluntary Community Amenity Contribution be provided in keeping with the direction given by Council with regard to amenities.*

The proposed CAC Program Council Policy includes an option for Council to obtain city-wide CAC's when development applications are seeking an extension under the Development Procedures Bylaw.

The intent of this aspect of the proposed Council Policy is to enable Council to include the Community Amenity Contribution Program as a condition of approval of the application extension.

**c) Interdepartmental Implications:**

Based on Council direction on the content and approach for the CAC Program, assistance from a variety of City departments may be required to review the technical aspects of the Program. In particular, assistance from the Finance Department will be required to prepare the Reserve Fund bylaw(s).

**d) Policy Implications:**

*i. Proposed CAC Council Policy*

The proposed Community Amenity Contribution Program Council Policy (Appendix A) is aligned with the proposed OCP policy amendments and provides the technical details of the city-wide CAC Program. The content is derived from the Resolutions passed at the October 19 and 27, 2015 Council Workshop meetings, but also has been influenced by discussions and feedback from Council, from the UDI/GVHBA Liaison Committee and by the review of similar CAC Programs throughout the Lower Mainland.

At the December 7, 2015 Workshop, Council indicated a preference for a pre-determined rate (a 'flat' rate) rather than based on a percentage of land value increase (the 'lift') for a proposed development. The results of the developer questionnaire and discussions with the UDI/GVHBA Liaison Committee support this approach.

In addition, discussions on the contribution rate have resulted in a simplification of the approach. Instead of establishing a rate for single family, townhouse and apartment buildings, a single rate of \$3100 for all dwelling units is proposed. This rate is based on the current density bonus framework established in the Albion Area Plan and Zoning Bylaw and by discussions with the UDI/GVHBA Liaison Committee to ensure that contribution value was not too high for the Maple Ridge housing market.

The proposed CAC Council Policy also includes a list of the eligible amenities to which the CAC revenue can be allocated.

*Albion Area Plan – Density Bonus Framework Alignment*

The city-wide CAC Program will also apply within the Albion Area Plan boundaries, in addition to the established density bonus framework in the following way:

5. *The Density Bonus Framework established in the Albion Area Plan will continue to apply, in addition to the city-wide CAC Program.*
  - a. *For developments that take advantage of the density bonus provisions included in the Maple Ridge Zoning Bylaw for the Albion Area Plan, the amenity contribution rate will be \$2000 per lot or dwelling unit in addition to the \$3100 density bonus rate;*
  - b. *For developments that do not take advantage of the density bonus provisions included in the Maple Ridge Zoning Bylaw, the CAC rate will be \$3100 per lot or dwelling unit;*

The effect of the above clause is that for each new lot or dwelling unit that uses the density bonus provisions established in the Zoning Bylaw for Albion, will be subject to a \$5100 rate per lot. This amount is the original rate recommended by GP Rollo and Associates as part of the Albion Area Plan amenity zoning review in 2012-2013.

*ii. Official Community Plan Amendments Summary*

The attached Official Community Plan Amending Bylaw No. 7188-2015 (Appendix B) expands the current policy framework based on the feedback received from Council at the June and October 2015 Council Workshop meetings. The proposed amendments to Section 2.1.2 Compact and Unique Community establish a broader policy framework for a city-wide community amenity contribution program. It includes the potential components of a program, where it could be applied within the City, when the program would not apply and the identification of those potential community amenities on which the revenue could be spent.

The proposed amendments to Section 10.2 for the Albion Area Plan introduce the potential for a city-wide CAC Program in addition to the established density bonus framework. The technical details of the existing Albion Area Plan density bonus framework and a new city-wide CAC Program are outlined in the proposed Community Amenity Contribution Program Council Policy.

**e) Recent Development Activity:**

The December 7, 2015 report to Council, titled 'Maple Ridge Community Amenity Contribution Program Policies' included a section on recent development activity from 2011 and the estimated CAC revenues that may have been generated. That report included an estimate of the potential revenue based on different contribution rates for single family dwellings (\$7500 per unit) and townhouses and low rise apartments (each \$5100 per unit) with estimated annual revenues of \$3.2 million. The updated table below, includes the data for all of 2015 and a 5-year average:



Housing Form	2011	2012	2013	2014	2015	Yearly Average
Single Family new lots created	225	291	250	248	382	279
Townhouse BP's	128	23	144	195	275	153
Apartment BP's	158	307	180	49	6	140
<b>Total Dwelling Units / Lots</b>	<b>511</b>	<b>621</b>	<b>574</b>	<b>492</b>	<b>663</b>	<b>572</b>

Based on the average number of dwelling units and single family lots created over the past five years (572) and the proposed CAC rate of \$3100 per dwelling unit/lot, the estimated average annual CAC revenue could be in the range of \$1.7 million. It is important to note that this does not include the additional density bonus revenue generated from the Albion Area Plan.

## CONCLUSIONS:

The lessons learned through the establishment of the Albion Area Plan Density Bonus Framework and from recent legal advice provide a number of general principles that the components of an amenity program should incorporate. The components of the CAC Program determined by Council on October 19 and 27, 2015 by Resolutions, achieve the principles of a consistent and equitable framework.

The proposed OCP policy amendment will provide greater clarity for Council and the community with respect to why and when CAC's will be part of the development review process. The proposed CAC Council Policies contain the technical aspects of the program that are of a greater level of detail than is found in the OCP. As such, any future minor adjustments to the structure of the Program will not be subject to OCP amendments or a Public Hearing.

"Original signed by Jim Charlebois"

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

"Original signed by Christine Carter"

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

"Original signed by Frank Quinn"

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

"Original signed by E.C. Swabey"

**Concurrence:** E.C. Swabey  
Chief Administrative Officer

The following appendices are attached hereto:

- Appendix A: Community Amenity Contribution Council Policy
- Appendix B: OCP Amending Bylaw No. 7188-2015
- Appendix C: CAC Developers Questionnaire Responses
- Appendix D: CAC Community Questionnaire Responses



## POLICY MANUAL

<b>Title:</b> <b>Community Amenity Contribution Program</b>	<b>Policy No :</b>  <b>Supersedes:</b>
<b>Authority:</b> <input type="checkbox"/> Legislative <input type="checkbox"/> Operational  <b>Approval:</b> <input type="checkbox"/> Council <input type="checkbox"/> CMT  <input type="checkbox"/> General Manager	<b>Effective Date:</b>  <b>Review Date: 1 year from effective date.</b>
	<p><b>Policy Statement:</b></p> <p>The City of Maple Ridge is committed to providing a variety of amenities throughout the municipality, including the provision of affordable and special needs housing, in a financially sustainable manner.</p> <p>The Community Amenity Contribution Program (CAC Program) is comprised of the following components:</p> <ol style="list-style-type: none"> <li>1. The CAC Program will apply city-wide.</li> <li>2. Each CAC will be based on a contribution rate of \$3100 for each new dwelling unit or single family lot created.</li> <li>3. Those properties within the Town Centre Area Plan boundaries are exempt from the CAC Program.</li> <li>4. The CAC Program applies to the development of all residential dwellings, including those that are included in a mixed-use development (such as commercial and residential) with the following exceptions:           <ol style="list-style-type: none"> <li>a) Affordable and special needs housing that are secured through a Housing Agreement as established in Section 483 of the <i>Local Government Act</i>;</li> <li>b) Rental housing units that are secured through a Housing Agreement established under Section 483 of the <i>Local Government Act</i> will also be subject to a covenant enacted under Section 219 of the <i>Land Titles Act</i>;</li> <li>c) Single family residential subdivisions proposing fewer than 3 lots;</li> <li>d) Accessory dwelling units such as a secondary suite or detached garden suite;</li> <li>e) Duplex dwelling units where only one building is being constructed; and</li> <li>f) Triplex dwelling units where only one building is being constructed.</li> </ol> </li> <li>5. The Density Bonus Framework established in the Albion Area Plan will continue to apply, in addition to the city-wide CAC Program.           <ol style="list-style-type: none"> <li>a) For developments that take advantage of the density bonus provisions included in the Maple Ridge Zoning Bylaw for the Albion Area Plan, the amenity contribution rate will be \$2000 per lot or dwelling unit in addition to the \$3100 density bonus rate;</li> <li>b) For developments that do not take advantage of the density bonus provisions included in the Maple Ridge Zoning Bylaw, the CAC rate will be \$3100 per lot or dwelling unit;</li> </ol> </li> <li>6. The Official Community Plan may also establish additional or alternative community</li> </ol>

<p>amenity contribution policies, guidelines and/or density bonus provisions for each Area Plan.</p> <ol style="list-style-type: none"> <li>7. Development applications that are in process (in-stream) at the time of enactment of the CAC Program Council Policy, will: <ol style="list-style-type: none"> <li>a) be subject to the provisions of this Policy unless the applicable Official Community Plan or Zoning Bylaw amending bylaw has received Third Reading; OR</li> <li>b) be subject to the provisions of this Policy if a condition for the Policy to apply was included in the first or second reading report of the applicable Official Community Plan or Zoning Bylaw amending bylaw.</li> </ol> </li> <li>8. All development applications that are seeking an extension under Development Procedures Bylaw No. 5879-1999 (as amended), may be subject to the city-wide community amenity contribution program at the discretion of Council.</li> <li>9. Council will establish one or more Reserve Funds and identify those amenities that may benefit from the community amenity contributions. The Reserve Fund(s) will be established to ensure that CAC revenues collected in</li> <li>10. Community Amenity Contribution funds received will contribute to any of the following eligible amenities: <ol style="list-style-type: none"> <li>a) Civic facility;</li> <li>b) Public art;</li> <li>c) Acquisition of land for the provision of: <ol style="list-style-type: none"> <li>o Affordable or special needs housing;</li> <li>o Parks</li> <li>o Trails</li> <li>o Significant ecological features</li> </ol> </li> <li>d) Park or trail construction and/or maintenance;</li> <li>e) Affordable or special needs housing units;</li> <li>f) Heritage conservation; or</li> <li>g) Conservation of significant ecological features.</li> </ol> </li> <li>11. The provision of a specific amenity, rather than a cash-in-lieu contribution may also be considered by Maple Ridge Council. If Council determines that the provision of an amenity is more desirable, the following list is to be used as a general guide for determining the type of community amenity: <ol style="list-style-type: none"> <li>a) Daycare and childcare facilities;</li> <li>b) Public art;</li> <li>c) Heritage conservation;</li> <li>d) Land for the provision of: <ol style="list-style-type: none"> <li>o Affordable or special needs housing;</li> <li>o Parks</li> <li>o Trails</li> <li>o Significant ecological features</li> </ol> </li> <li>e) Affordable or special needs housing units;</li> <li>f) Park or trail construction or improvements;</li> </ol> </li> </ol>	<p><b>Purpose:</b> To provide direction on the implementation of a city-wide community amenity contribution (CAC) program, including the process to determine the contribution amount.</p> <p><b>Definitions:</b></p> <ul style="list-style-type: none"> <li>• <b>“Community Amenity”</b> means any public amenity that provides a benefit to the residents of the city or a specific neighbourhood as the result of increased residential density.</li> </ul>
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Key Areas of Responsibility	
Action to Take	Responsibility

## CITY OF MAPLE RIDGE BYLAW NO. 7188-2015

A Bylaw to amend Schedule "A" of the Official Community Plan Bylaw No. 7060-2014

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**WHEREAS** Section 477 of the Local Government Act provides that the Council may revise the Official Community Plan;

**AND WHEREAS** it is deemed expedient to amend Schedule "A" to the Official Community Plan;

**NOW THEREFORE**, the Municipal Council of the City of Maple Ridge enacts as follows:

1. This Bylaw may be cited for all purposes as "Maple Ridge Official Community Plan Amending Bylaw No. **7188-2015**
2. That Section 2.1.2 Compact and Unique Community be amended by repealing policies 2-7 through 2-9 and replacing them with the following:
  - 2-7 Maple Ridge may establish a city-wide Community Amenity Program with the following components, to provide amenities, including the provision of affordable and special needs housing, in a sustainable and economically viable manner:
    - a) Contribution approach;
    - b) Geographic area, including any portions of the City that may be excluded;
    - c) Approach for addressing existing density bonus policies and regulations in the Albion Area Plan area;
    - d) Application of the program with respect to land uses and density;
    - e) Establishment of one or more Reserve Fund Bylaws, including the identification of those potential community amenities to which the reserve funds can be allocated.
  - 2-8 The Community Amenity Program may also include areas where an approved Area Plan applies and within the City where density bonus provisions apply. Where density bonus provisions apply, they may be in addition to the city-wide program and will be integrated into the Maple Ridge Zoning Bylaw.
  - 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.
3. That Section 2.1.2 Compact and Unique Community be amended by adding the following policies in numeric order after policy 2-9:
  - 2-10 Community Amenity Contributions which are specific for those portions of the City where an Area Plan has been adopted, and as outlined in the subject Area Plan, may be established at Council's discretion.
  - 2-11 Maple Ridge Council will establish one or more Reserve Funds for the Community Amenity Program that will identify the type of community amenities to which the amenity contributions will apply.

4. That Section 10.2.2 Residential Development and Community Amenity Program, Albion Area Plan Community Amenity Program policy amended by changing the heading of the policy section to “Albion Area Community Amenity Program and Density Bonus Framework”.
5. That Section 10.2.2 Residential Development and Community Amenity Program, be amended by repealing policy 10-4 and replacing it with the following:
  - 10-4 The city-wide Community Amenity Program established in Section 2.1.2 Compact and Unique Community will apply to the Albion Area Plan. A Density Bonus Framework will also be permitted on lands designated *Low Density Residential*, *Low-Medium Density Residential* and *Medium Density Residential* in the Albion Area Plan.
6. That Section 10.2.2 Residential Development and Community Amenity Program policy 10- 5 be repealed and replaced with the following:
  - 10-5 Where the density bonus option is utilized in a single-family subdivision, the density bonus framework provisions established in the Maple Ridge Zoning Bylaw will apply to all lots that exceed the base density permitted in the zone, in addition to the city-wide Community Amenity Program established in Official Community Plan Section 2.1.2 Compact and Unique Community.
7. That Section 10.2.2 Residential Development and Community Amenity Program policy 10-6 be repealed and replaced with the following:
  - 10-6 Where the density bonus option is utilized in a multi-family development, the density bonus framework provisions established in the Maple Ridge Zoning Bylaw will apply to all dwelling units that exceed the base density permitted in the zone, in addition to the city-wide Community Amenity Program established in Official Community Plan Section 2.1.2 Compact and Unique Community.
8. That Section 10.2.4 Albion Zoning Matrix be amended by deleting the words “and Amenity Contribution” from the notation section.
9. Maple Ridge Official Community Plan Bylaw No.7060-2014 as amended is hereby amended accordingly.

**READ A FIRST TIME** the      day of                      , 20   .

**READ A SECOND TIME** the      day of                      , 20   .

**PUBLIC HEARING HELD** the      day of                      , 20   .

**READ A THIRD TIME** the      day of                      , 20   .

**ADOPTED**, the      day of                      , 20   .

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**PRESIDING MEMBER**



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**CORPORATE OFFICER**





# CAC Developers Questionnaire Responses



## Question 1a) Are you a member of UDI?

Response	Chart	Percentage	Count
Yes		80.0%	8
No		20.0%	2
<b>Total Responses</b>			<b>10</b>



## 1b) Are you a member of GVHBA?

Response	Chart	Percentage	Count
Yes		88.9%	8
No		11.1%	1
<b>Total Responses</b>			<b>9</b>

## Question 2 Do you work in Maple Ridge?

Response	Chart	Percentage	Count
Yes		90.0%	9
No		10.0%	1
<b>Total Responses</b>			<b>10</b>





## 2a) Do you work in any other Lower Mainland municipalities?

Response	Chart	Percentage	Count
Yes		90.0%	9
No		10.0%	1
<b>Total Responses</b>			<b>10</b>

**2b) If yes, which municipalities have you worked in within the past 2 years?**

#	Response
1.	Surrey, Langley
2.	Coquitlam, Langley, Surrey, Port Moody and North Vancouver
3.	City of Surrey, Township of Langley, City of Burnaby.
4.	Coquitlam Maple Ridge North Vancouver District Port Moody Surrey
5.	Surrey and Langley
6.	Coquitlam Surrey Langley
7.	Surrey, Langley, Burnaby, Coquitlam
8.	UDI has Liaison Committees with Vancouver, Richmond, Township of Langley, Coquitlam, Surrey and Squamish. We also work with the other local governments in the Lower Mainland.
9.	North Vancouver District

**Question 3a) What do you think is the best contribution approach for Maple Ridge to include in a city-wide CAC Program?**

Response	Chart	Percentage	Count
i. Percentage value of lift (based on developer pro forma)		0.0%	0
ii. Pre-determined rate(s) per housing type (i.e. flat rate)		70.0%	7
iii. Per square metre of new residential floor area rate		10.0%	1
iv. Site-by-site negotiated process		10.0%	1
v. Other		10.0%	1

## Question 3 (v. Other)

## # Response

1. Flat rate for Single Family. Per sq. meter for Multi family.

## 3b) What do you think are the key benefits of your preferred approach?

## # Response

1. Simplicity of flat rate calculation. Certainty in costs. Will not bog down City staff or slow down the process of approval. Per sq. meter will keep smaller homes more affordable.
2. cost certainty to developers prior to making land acquisition decisions; and removes undue pressure from staff from ongoing negotiations on a site by site basis.
3. timing and predictability
4. The flat rate method provides the cost consistency between developers and developments, and is the most clear contribution approach.  
  
The percentage value of lift is subject to developers "fudging" certain numbers on their pro forma, and dissuades developers from using high-value construction methods and materials, which would increase their pro forma value.  
  
Per square metre of new residential floor area rate is also subject to developers "fudging" the area of their developments.  
  
Site-by-site negotiated process is almost impossible to make clear, fair, accountable, and transparent.
5. Predictability, and certainty. Lift based negotiations undertaken after lands have been secured may or may not reflect good value. Knowing the costs prior to affecting land acquisition ensures commensurate value
6. simplicity
7.
  - Money targets specific needs
  - City could potentially derive more economic benefit under negotiated approach as opposed to a flat-fee model
  - Possibility for "in-kind" contributions and "site-specific" contributions in the neighbourhood and/or on the project site itself
8. Provides certainty to both the developer and the city. Determining value by land lift requires a review of proforma values which can be difficult and the review may not result in a land lift at all.
9. We would also be fine with the per square metre charge of new residential floor area - if it is a pre-determined set rate for each housing type. Overall this approach provides clarity to

our members about what their costs will be when they purchase land and do a pro forma analysis. This makes the process in buying land more efficient as well as processing times with the local government, as negotiations are not bogged down with debates over each line item in a three page proforma. For example, when the Cambie Corridor Plan was initially approved, there were negotiated CACs. Little development activity occurred - until a fixed CAC program was established.

10. It is the Norm to use developed area calculations, though there should be also a crediting system to providing social housing, low cost units and etc. That is, some forms of development should be exempt from the calculation.








The calculated formula should be due on Occupancy to help developments be planned appropriately.

### 3c) Based on your response to b) above, what do you think would be a reasonable contribution rate?

#	Response
1.	\$3000/ Single Family \$18/ sq m Multi Family
2.	\$3,000 per lot.
3.	\$3,100 for single family \$2,500 for town house \$1,900 for condo
4.	An amount consistent with other municipalities in the Lower Mainland, with different rates for townhomes, apartments, and single family homes.
5.	it would be expected that different dwelling types would have different values ie) SFD - highest rate \$3 - 5K Low rise attached (med. density) \$2 - 3K Multi attached (high density) - lowest rate \$1 - 2K  values should reflect anticipated needs and avoid "market shock"
6.	50% of the calculated lift. I question whether there is much of lift related to ground oriented housing such as SF and townhomes. As you increase the density for townhomes you decrease the value of land on a per unit basis. The land lift is marginal but the benefit is being able to deliver product that the market is demanding and quicker absorption. Lower density equates to larger and higher priced units and lower absorption in the Maple Ridge market.
7.	Depends on the project

8.	The value should not be more than Albion. The city needs to review other jurisdictions for what may be reasonable.
9.	Before this question can be answered, it would be important to determine what communities need to accommodate new growth. UDI would be very interested in discussing this further with Maple Ridge.
10.	\$1/psf

**Question 4** Please indicate the 3 most important components for inclusion in the Maple Ridge city-wide CAC program.

Response	Chart	Percentage	Count
Consistent approach		70.0%	7
Time Sensitive		20.0%	2
Proportional to the size/scale of the development		20.0%	2
Clarity of approach / ease of understanding the process		50.0%	5
Clearly defined community benefit		60.0%	6
Regional contribution amount/approach alignment/consistency		10.0%	1
'In-kind' contributions / construction of community amenities		50.0%	5
Other		0.0%	0
<b>Total Responses</b>			<b>10</b>

**Question 5a)** What do you think the amenities should be for inclusion in a city-wide CAC Program?

#	Response
1.	Sports fields and community centres.
2.	local community items such as park improvements(spay parks, sport courts, bike parks, etc.) gathering places (town halls), community structure for use as daycare and pre-school facilities etc. any other items in need to benefit area as a whole.
3.	Bike park, new pool, bike lanes.
4.	Environmental conservation Community centres Recreation centres

5.	park/playgrounds, trails, events, public art, interpretive experiences, waterfront (river) edge development, community centers/ facilities
6.	Amenities should be in close proximity to the development and neighborhood based rather than community based
7.	Depends on the need
8.	Parks, community centres, walking trails, libraries. Part or all of the CAC should be directed to amenities near the development paying to benefit these homeowners.
9.	<p>Amenities have included some funding from developers for park infrastructure, pools, community centres, arenas and other facilities. The people who should most determine what amenities are needed are those in the communities that are receiving growth. Developers in those neighbourhoods should also be consulted, as they will have a good understanding about the buyers who are moving to them. In addition, we would want to ensure that the neighbourhoods that are receiving the most development have the best access to these facilities.</p> <p>Maple Ridge needs to ensure that its rate is competitive with other markets. Some of the figures being proposed are higher than Coquitlam's proposal - a market where house prices are much higher than Maple Ridge.</p>
10.	Trails

### 5b) Can you propose an alternative rate or rates for Council to consider?

#	Response
1.	The rates I have proposed are fair and won't unduly burden new home owners.
2.	\$3,500
3.	No

### Question 6 Do you have any comments or suggestions related to the proposed OCP Bylaw amendment?

#	Response
1.	No
2.	No
3.	No.
4.	ensure flat rate format
5.	It seems from sections 6 and 7 that Maple Ridge is contemplating CAC and density bonusing





programs. We have been discussing CACs, but there has been little discussion regarding a density bonusing beyond the Albion area.

**Question 7** Do you have any suggestions or additional comments on the proposed city-wide CAC Program you would like to provide?



#	Response
1.	I would just like to caution Council not to continually erode home affordability through CAC's, bylaw changes or code changes.
2.	they CAC's should only be directed to community area that is collecting the fees, not moved to other areas, or other interests of the day.
3.	No
4.	City council should be mindful of actual land and housing values in Maple Ridge. They are much lower than Coquitlam or Port Coquitlam and cannot support overly high CACs. Developers are usually willing to contribute to community amenities. Certainty in the cost of the CAC is important to factor into their financial analysis. Ultimately, it is the land owner selling to the developer and the end buyer who pay for CACs as the cost is past along - all residents, voters and taxpayers in Maple Ridge.
5.	UDI would be pleased to continue working with Maple Ridge on this program.

## CAC Residents Questionnaire Responses

### Question 1) Do you live in Maple Ridge?






Response	Chart	Percentage	Count
Yes		100.0%	5
No		0.0%	0
		<b>Total Responses</b>	<b>5</b>

### Question 2) Do you support the concept of a community amenity contribution program where developers contribute a financial contribution or build an amenity to help off-set the impacts of increased density in an area?

Response	Chart	Percentage	Count
Yes		80.0%	4
No		20.0%	1
		<b>Total Responses</b>	<b>5</b>

#	Response
1.	This move adds to the cost of real estate at the end of the day. It's a tax on developers that they will recover in higher prices. The homeowner will pay in inflated prices. It's the market.
2.	I think this is the fairest way to ensure amenities keep up with demand. Developers are benefiting so should the impacted neighbourhoods.
3.	Lots are smaller and smaller with the dwellings filling the whole lot. Thus creating huge pressure for more parks and other infrastructure the become a cost to the whole city

**Question 3)** How should the development industry contribute to providing additional community amenities as part of the development approval process?  
(Please select all that apply)

Response	Chart	Percentage	Count
a. Financial contribution into a Reserve Fund for future projects		60.0%	3
b. Construction of a particular community amenity i) anywhere in the City		20.0%	1
c. Construction of a particular amenity ii) within the neighbourhood where the development is occurring		60.0%	3
d. A combination of the above (Please explain)		0.0%	0
e. Neither (Please explain)		20.0%	1
f. Other (Please explain)		20.0%	1
<b>Total Responses</b>			<b>5</b>

**Question 3 d)** A combination of the above (Please explain) )

# Response

No responses provided.

**Question 3 e)** Neither (Please explain) )

# Response







1. Government takes enough already. Manage what you have.

**Question 3 f)** Other (Please explain))

# Response

1. Combination of A and C, but expand the construction of amenities to include adjacent neighbourhoods which will be impacted by development.


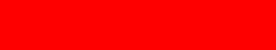




**Question 4)** Community amenity contributions are a tool for BC municipalities to use to help fund additional amenities (eg. community centres, parks, public art) through the development approval process. The funds collected **must** be put toward amenities that are identified in an associated Reserve Fund bylaw. Please indicate what you think the top three city-wide and neighbourhood amenities should be for the City’s Community Amenity Contribution Program:

Response	Chart	Percentage	Count
Community centres		60.0%	3
Sports facilities/play fields		80.0%	4
Public art		0.0%	0
Affordable/Special Needs Housing		20.0%	1
Cultural facilities		40.0%	2
Other		20.0%	1
<b>Total Responses</b>			<b>5</b>

#### Question 4 (Other )

#	Response
1.	Road improvements. It's a cow trail in Maple Ridge. Drive around and see.

#### Question 4 Neighbourhood Amenities (top three)

Response	Chart	Percentage	Count
Trails and bike paths		20.0%	1
Local parks and playgrounds		80.0%	4
Cultural facilities		20.0%	1
Dog parks		20.0%	1
Community hall		60.0%	3
Other		20.0%	1
<b>Total Responses</b>			<b>5</b>

## Neighbourhood Amenities (Other)

#	Response
1.	Road improvements.

**Question 5)** Official Community Plan Amending Bylaw No. 7188-2015 outlines the proposed changes to the City's policy framework for community amenity contributions. Do you have any comments or suggestions related to the proposed bylaw amendment?

#	Response
1.	Don't do it. You're adding a tax to home buyers who will pay with higher prices.
2.	This is long overdue. Thank you.
3.	\$2,100 per lot or townhome

**Question 6)** Are there any other comments or suggestions you have for Council on the proposed city-wide CAC Program?

#	Response
1.	As a general point, I think Developers should pay MUCH higher fees for the privilege of developing their profits in our community. As tax payers existing citizens are being short-changed by City Hall as we are funding development from which we derive no benefit. Developers should pay a sufficiently high fee generally, and if they don't like it, then stop developing - simple.
2.	I'm not a developer but work in the industry. It's tough enough risking lending, markets and costs without adding to the burden this way. You're closing the door to more investment in Maple Ridge, closing the door to more developers.
3.	Keep the fee reasonable to not to deter development Spend the money in the area in which the fee was collected