



## District of Maple Ridge

**TO:** His Worship Mayor Ernie Daykin  
and Members of Council

**DATE:** March 3, 2014

**FROM:** Chief Administrative Officer

**FILE NO:** 2014-009-CP

**ATTN:** Workshop

**SUBJECT:** Hammond Area Plan Scoping Report

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### EXECUTIVE SUMMARY:

At the November 13, 2012 Council meeting, the following resolution was passed:

**That the Albion Flats be reaffirmed as the priority for the preparation of an Area Plan; and**

**That the Hammond neighbourhood be identified as the next location for an Area Plan, based on the criteria established in Council Policy 6.30; and further**

**That staff be directed to prepare a report outlining the area planning process for Hammond following clarification from the Agricultural Land Commission on the ALR exclusion applications for the properties north of 105<sup>th</sup> Avenue.**

On August 15, 2013, the District of Maple Ridge received two letters from the Agricultural Land Commission advising of its decisions for two properties in the Albion Flats (23451 and 23623 – 105<sup>th</sup> Avenue). In both instances, the Agricultural Land Commission Resolution stated, “that the request for the exclusion of the subject property from the Agricultural Land Reserve be refused”.

The decision by the Agricultural Land Commission means that the Albion Flats Area Plan will be smaller in scope. Following this decision, the 2014 Business Plan included an incremental package to pursue an Area Plan for Hammond while the work continues with moving forward on the Albion Flats. The 2014 Financial Plan includes funding that will enable completion of Area Plans for the Albion Flats as well as Hammond.

This report presents the process for the Hammond Area Plan. It is anticipated that the public process will commence in Spring 2014 and Plan endorsement could take up to twelve months.

Approval and adoption of an area plan involves an amendment to the Official Community Plan. Sections 879 and 881 of the *Local Government Act* require public consultation to ensure that appropriate and sufficient consultation has been undertaken by the municipality. This report outlines the public consultation process in compliance with the provisions of the *Local Government Act*.

Being an established neighbourhood, with an organized and active neighbourhood association, it is not only important to engage the community early in the process, but also on an ongoing basis throughout the process. It is anticipated that by involving the community early and encouraging ongoing participation, through the MyHammond webpage and blog, many of the residents will feel motivated to participate in both the online forum as well as at the public open house events.

**RECOMMENDATION:**

It is recommended:

- 1) Whereas Council has considered the requirements of Section 879 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 879(2) of the Act;
- 2) And whereas Council considers that the opportunities to consult, proposed to be provided by the District in respect of an amendment to an Official Community Plan, constitute appropriate consultation for the purposes of Section 879 of the Act;
- 3) And whereas, in respect of Section 879 of the *Local Government Act*, requirement for consultation during the development or amendment of an Official Community Plan, Council must consider whether consultation is required with specifically:
  - 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, "Hammond Area Plan Scoping Report", dated March 3, 2014, 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 the Katzie First Nation, City of Pitt Meadows, and School District 42;
- 5) And that the "Consultation & Communication" section of the report titled "Hammond Area Plan Scoping Report", dated March 3, 2014 be endorsed.

**a) BACKGROUND:**

Located in the most southwestern part of Maple Ridge, the community of Hammond is one of the oldest neighbourhoods in the District. It was incorporated “Port Hammond Junction” in 1883 in anticipation of the C.P.R. train station, which opened in 1885. The townsite location was chosen by John and William Hammond for its river access and was supported by the surrounding agricultural and forest industries. Hammond is still well known for its intact historic character, but has also grown and evolved over the decades. Long before it was known as Hammond, the lands were home to the Katzie First Nation. The Katzie continue to reside between Hammond and Pitt Meadows and they will be consulted throughout the area planning process.

Prior to 2006, there was a District initiated amendment to the Official Community Plan to re-designate a considerable portion of the area from Commercial to Residential. The amendment was necessitated to address issues relating to the non-conforming status of many of the single family residences in the area, as well as to respond to findings stating that the area was over-supplied with Commercial designated land. Since 2006, this area has experienced development applications that are inconsistent with the Official Community Plan. At the January 2012 Public Hearing, Council heard from area residents commenting on a development application, involving an Official Community Plan and rezoning amendment, that was proposing a 36 unit apartment building in an area predominantly designated for single detached residential use. It was at this Public Hearing that the request to consider Hammond for a future area plan was made. Some of the comments recorded from speakers at the Public Hearing were as follows:

- “... concern as to the impact of the proposed application on the neighbourhood and on his property...He requested that Council consider exploring a vision for the neighbourhood and not grant proposals for lots here and there.”
- “...spoke in favour of the proposal however he agreed with the concept of a plan for the whole neighbourhood which would allow further development.”
- “...agreed that an overall plan for the area is needed with an emphasis on the preservation of existing heritage.”

Recent applications in Hammond suggest that development pressure is beginning to increase.

Council Policy 6.30, Area Planning Assessment, outlines five key considerations for Council in selecting area planning priorities. Item five of the policy states: “The District will typically undertake one area planning process at a time...”. The origin of this policy item is recognition of maximum workload capacity for the current number of staff in the Planning Department.

On November 13, 2012, Council passed the following resolution:

**That the Albion Flats be reaffirmed as the priority for the preparation of an Area Plan; and**

**That the Hammond neighbourhood be identified as the next location for an Area Plan, based on the criteria established in Council Policy 6.30; and further**

**That staff be directed to prepare a report outlining the area planning process for Hammond following clarification from the Agricultural Land Commission on the ALR exclusion applications for the properties north of 105<sup>th</sup> Avenue.**

On August 15, 2013, the District of Maple Ridge received two letters from the Agricultural Land Commission advising of its decisions for two properties in the Albion Flats (23451 and 23623 – 105<sup>th</sup> Avenue). In both instances, the Agricultural Land Commission Resolution stated, “that the request for the exclusion of the subject property from the Agricultural Land Reserve be refused”.

The decision by the Agricultural Land Commission means that the Albion Flats Area Plan will be smaller in scope. Following this decision, the 2014 Business Plan included an incremental package to pursue an Area Plan for Hammond while the work continues with moving forward on the Albion Flats. The 2014 Financial Plan includes funding that will enable completion of Area Plans for the Albion Flats as well as Hammond.

**b) CONSULTATION AND COMMUNICATION:**

The preparation of an area plan will require an amendment to the Official Community Plan and as such, public consultation is required to ensure compliance with the following provisions of Sections 879 and 881 of the *Local Government Act*:

*“Consultation during OCP development  
Section 879*

- (1) During the development of an official community plan, or the repeal or amendment of an official community plan, the proposing local government must provide one or more opportunities it considers appropriate for consultation with persons, organizations and authorities it considers will be affected.*
- (2) For the purposes of subsection (1), the local government must:*
  - a. Consider whether the opportunities for consultation with one or more of the persons, organizations and authorities should be early and ongoing, and*
    - i. The board of the regional district in which the area covered by the plan is located, in the case of a municipal official community plan,*
    - ii. The board of any regional district that is adjacent to the area covered by the plan,*

- iii. *The council of any municipality that is adjacent to the area covered by the plan,*
- iv. *The council of any municipality that is adjacent to the area covered by the plan,*
- v. *First nations,*
- vi. *School district boards, greater boards and improvement district boards, and*
- vii. *The Provincial and federal governments and their agencies.*

(3) *Consultation under this section is in addition to the public hearing required under section 882(3) (d).*

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

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

### **Timeline**

The Hammond Area planning process will begin March 2014 and is anticipated to take up to twelve months to complete (see Appendix A). With this process, it is proposed that social media is used as much as possible to engage the community and facilitate an ongoing community dialogue throughout the area planning process. The intent is to increase the effectiveness and efficiency of the public engagement process that will help to strengthen the relationship between the municipality and the community. Hammond has an active community association called “Hammond Neighbours”. They have a website and a Facebook page with over 300 members engaged in dialogue on the happenings in their neighbourhood. It is anticipated that connecting with this group (and other similar groups) will help engage many members of the community in the area planning process.

Traditional forms of public consultation and communication will also be utilized, such as public open houses, postings in the local newspaper, etc. Additionally, the District will continue to respond to communication received by letter, fax, telephone, or email.

The following phased process is recommended.

#### ***Phase I: Neighbourhood Context***

Phase I will largely involve gathering and preparing background information for the public engagement process. Some of the information needed includes “information primers” on specific topics relevant to the Hammond Area such as: Heritage, Parks & Environment, Stormwater Management, and Connectivity/Transportation. The Planning Department will be working with other departments on the preparation of these primers including: Engineering, Parks & Leisure Services, Communications, and Engineering Operations to name a few.

### Community Character:

The community will be invited to become engaged during this initial phase to provide input on what characterizes Hammond and identify what they like most about it. Opportunities to engage at this early point in the process will be through various electronic and social media that includes the District website and Facebook as well as notification in the local newspaper and through community organizations. A “MyHammond” platform will be launched and accessed through social media. During Phase I, the community will be asked to submit photos of what they value most about Hammond and use one or two words to describe it. This input is intended to generate awareness and interest in the area plan process and engage the community while stimulating thought and discussion on the characteristics of Hammond through a visual medium. Finally, this initial piece of community engagement will contribute to ongoing community discussions and presentations throughout the process.

### Boundaries:

There are various sources of reference that may help determine the boundaries for the area plan, such as:

- The Communities Map in the Official Community Plan;
- School District 42 Catchment Area;
- Historic original townsite map, from 1882/1883;
- Multiple Listing Service real estate site.

However, the intent in the design of this process is to first hear from the community on where they see the boundaries of Hammond. A questionnaire will be prepared to solicit information on the Hammond boundaries and distributed at the public open house (in Phase II) and through social media.

### ***Phase II: Public Consultation***

Phase II will be launched with the first public open house of this process in late spring 2014. This event will present the information compiled from Phase I, including an outline of the public engagement process, outcomes of the “Community Character” photo project and the information primers. The community will be asked to provide comments on the outcomes of the “Community Character” engagement piece from Phase I and also provide input on boundaries for the Hammond area.

Information will also be provided on how the community may continue to participate and contribute throughout the process using social media. An interactive program will be established through the MyHammond webpage link and will take the form of an ongoing blog with new topics introduced to the forum on a regular basis. The Planning Department is investigating the idea of having community members lead a series of blog discussions and we are working with the Communications Department to set this up. There are a number of community conversations that will be introduced at the first open house event, such as neighbourhood character and community connectivity that will

serve as the primary land use planning dialogue. These topics will also be presented at the public open house and continued through the online community blog discussion.

The intent in Phase II is to establish an ongoing community dialogue that will be largely led by the community. As such, consultation will be continuous throughout the process and members of the community may participate at a level of their choosing.

Being an established neighbourhood, with an organized and active neighbourhood association, it is not only important to engage the community early in the process, but also on an ongoing basis throughout the process. It is anticipated that by involving the community early and encouraging ongoing participation, through the MyHammond webpage and blog, many of the residents will feel motivated to participate in both the online forum as well as at the public open house events.

Council will be updated on the results of Phase II in the fall of 2014 and asked to endorse the formal area plan boundaries.

### ***Phase III: Draft Hammond Area Plan***

The draft area plan will build on the planning process conversations, incorporating the ideas and issues identified by the community. It is anticipated that preparation of the area plan policies will begin in late fall and the draft plan presented to Council in early 2015. With Council direction, the draft plan will then be posted on the District's MyHammond webpage and distributed through social media, along with dates and times of a public open house event. The second public open house will also be advertised through traditional methods of local newspaper advertisement and mailouts.

We will seek community input on the draft through both social media and through the more traditional methods of written questionnaires, etc. All information on the draft plan will be available at the Planning Department front counter and on the website for viewing and a summary report will be prepared for Council's information. Preparation of the final draft of the Area Plan will be undertaken at the end of Phase III and incorporate final comments from the community and Council.

### ***Phase IV: Draft Plan Endorsement***

In Spring 2015, a report will be presented to Council for endorsement of the draft Hammond Area Plan. Additionally, Council will be requested for direction to prepare the Area Plan bylaw package.

There are a number of tools available through the *Local Government Act* to achieve key neighbourhood design elements that may be identified by the community. For example, one possible tool is development permit guidelines, which can be utilized for multi-family, commercial, mixed-use, and industrial land uses. These would be informed from the area plan "Community Character" work undertaken in Phase I of the area planning process. Additionally, design guidelines for heritage conservation purposes may be desirable to the residents living in the original Hammond townsite. In addition to form and character guidelines, recommendations may be made for amendments to the Zoning or other bylaws in order to fully implement the Area Plan.

### ***Phase V: Hammond Area Plan Approval***

An Official Community Plan amendment bylaw will be prepared to adopt the Hammond Area Plan and brought back to Council for consideration of Three Readings, a Public Hearing, and a Final Reading. After First Reading, the Area Plan will be referred to appropriate outside agencies (these are listed in “Formal Referrals” below) for comment.

Upon approval, the Hammond Area Plan will become a sub-section of Chapter 10 in the Official Community Plan, similar to other Area Plans. As stated above, this will require an amendment to the Official Community Plan, in accordance with the requirements of the *Local Government Act*.

#### **Formal Referrals**

All affected agencies will be invited to the open houses and provided with electronic links to information and participate in the process. After First Reading, formal referrals will be sent to the following organizations in accordance with Section 879 of the *Local Government Act*.

- **Katzie First Nation:** As discussed above, the Katzie were early inhabitants of the present Hammond area and they continue to reside along the Fraser River adjacent to Hammond. Formal consultation with the Katzie First Nation will be initiated at the outset of the planning process.
- **City of Pitt Meadows:** The western boundary of Hammond borders the City of Pitt Meadows and therefore, Pitt Meadows may be directly affected by outcomes of the Hammond Area Plan. Formal consultation with Pitt Meadows will be undertaken, as required under the *Local Government Act*.
- **School District 42:** There are some schools within and near the Hammond area and therefore, it is appropriate to include the School District in the process. The School District will be invited to participate early in the process with formal consultation opportunities included throughout the process.
- **Federal and Provincial government and related agencies:** A copy of the Hammond Area Plan will be referred to the appropriate Federal and Provincial departments for comment after First Reading.

#### **c) SUMMARY OF COMMUNITY AND COUNCIL ENGAGEMENT:**

The Hammond community will be invited to begin participation in the area plan process at the outset in the first phase of the project. Public input on all aspects of the area planning process is key to the plan’s success. Methods of participation will include various forms of social media, as well as traditional forms of written correspondence.

The following is a summary of the consultation strategy, including Council updates and presentations, for the Hammond Area Plan process:

**Phase I – Neighbourhood Context:**

- Preparation of information primers on neighbourhood topics, including Heritage, Parks & Environment, Stormwater Management, and Connectivity/Transportation;
- “Community Character” engagement through a “MyHammond” photo submission project advertised through various electronic and traditional media to the community;

**Phase II – Public Consultation:**

- Public Open House held in late spring will present outcomes from Phase I items, outline ongoing consultation process, and solicit input on Hammond Area boundaries;
- Launch “MyHammond” community led blog where a series of topics initially introduced at the public open house are re-introduced and discussed on a regular basis;
- Council update in Fall 2014.

**Phase III – Draft Hammond Area Plan:**

- Council presentation on draft Hammond Area Plan in early 2015;
- Present draft Hammond Area Plan at public open house;
- Post draft plan on MyHammond webpage and continue to solicit public input;

**Phase IV – Draft Plan Endorsement:**

- Council presentation on final draft of Hammond Area Plan in Spring 2015 for consideration of Council endorsement;
- With Council direction, prepare form and character guidelines;
- Post final draft of Hammond Area Plan on MyHammond webpage;

**Phase V – Hammond Area Plan Approval**

- Council presentation on Hammond Area Plan bylaw for Three Readings, Public Hearing, and Adoption;
- Formal referrals on Hammond Area Plan sent to affected outside agencies after First Reading.

It is proposed that social media is used as much as possible to engage the community and facilitate an ongoing community dialogue throughout the area planning process. The intent is to increase the effectiveness and efficiency of public engagement that will help to strengthen the relationship between the municipality and the community.

In addition to the above tools, traditional forms of public consultation and communication will also be utilized, such as public open houses, advertisements in the local newspaper and mailouts to ensure opportunities to participate exist for those not using electronic media. Additionally, the District will continue to respond to communication received by letter, fax, or telephone.

**d) INTERGOVERNMENTAL ISSUES:**

As discussed in the “Formal Referrals” section above, formal consultation is proposed with Katzie First Nation, City of Pitt Meadows, School District 42 and any relevant Federal or Provincial ministries or agencies.

**e) INTERDEPARTMENTAL IMPLICATIONS:**

An interdepartmental working group is discussed about in the “Phase I: Neighbourhood Context” section. It is anticipated that the departments listed (Engineering, Parks & Leisure Services, Communications, and Engineering Operations), will be involved during Phase I particularly, but also continue to provide input and assistance throughout the duration of the area planning process. It is likely that other departments will also become involved in the process at specific junctures.

**f) FINANCIAL IMPLICATIONS:**

The Hammond Area Plan process will be completed under existing funding that was approved as part of the 2014 Planning Department Business Plan. This includes:

- \$30,000 in consultant funding to prepare Development Permit Area Guidelines, or similar document, and
- The hiring of a temporary planner for one year, enabling the Planning Department to advance the Hammond Area Plan process\*.

*\* Note: This has occurred and a temporary Planner II is now in place.*

**CONCLUSION:**

The focus of the Hammond Area Plan process is on community input and dialogue. The process is designed so that there are numerous opportunities and means for the community to create the vision for their neighbourhood and guide the policy framework for the area plan. Ongoing dialogue through social media is an important component of this process, as it taps into newer territory for public consultation in the modern era of social networking and creates new avenues for future public engagement processes.

While traditional methods of communication and input will continue to be utilized in this process, it is anticipated that by using various means of communication and consultation, the maximum number of local residents will feel encouraged and motivated to participate.

"Original signed by Lisa Zosiak"

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**Prepared by: Lisa Zosiak**  
**Planner**

"Original signed by Christine Carter"

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

"Original signed by Frank Quinn"

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

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

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

The following appendices are attached hereto:  
Appendix A: Hammond Area Plan Process Diagram

## HAMMOND AREA PLAN PROCESS

