



## District of Maple Ridge

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

**MEETING DATE:** June 10, 2013  
**FILE NO:** 2012-029-CP  
**MEETING:** Workshop

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### EXECUTIVE SUMMARY:

The February 4, 2013 report to Council Workshop discussed key information required in considering the next steps in the Amenity Zoning Study and Albion Area Plan Review. This included obtaining input from the community through a public open house, which was held on March 13, 2013, as well as receiving a case study analysis of development sites located in the Albion Area prepared by G.P. Rollo & Associates. The outcomes of the March 13, 2013 public open house are summarized in the accompanying report to Council entitled “Amenity Zoning Study and Albion Area Plan Review – Outcomes of Public Consultation Process”, dated June 10, 2013. Additionally, the Engineering Department was asked to comment on the impacts of increased density on the servicing needs of the Albion Area and these comments are included in this report.

In November 2012, a report was received from City Spaces Consulting entitled “Amenity Zoning: Analysis and Options” and it included a preliminary case study report from GP Rollo & Associates, dated October 2012. The case study analysis looked at five development sites from different areas of Maple Ridge and reported on their potential “lift value” if rezoned from a low density zone to a range of higher density zones.

The purpose of this June 10, 2013 Council report is to discuss the synthesis of the new information received since February 4, 2013 and present options for Council’s consideration.

### RECOMMENDATIONS:

**That:**

Following Council’s input, staff be directed to bring forward Official Community Plan Amending Bylaw, Zoning Amending Bylaw, and the Amenity Reserve Fund Bylaw to implement Option #3, identified in the Council report, dated June 10, 2013, entitled “Amenity Zoning Study and Albion Area Plan Review” to the next appropriate Council meeting.

### BACKGROUND:

#### a) Amenity Zoning Background Information Summary:

Much of the lands in the boundaries of the Albion Area Plan (see Appendix A) have been developed according to the densities laid out in the Plan. In a March 27, 2012 Council report the lands south of 108<sup>th</sup> Avenue were identified as largely built out and the lands to the north of 108<sup>th</sup> Avenue were identified for a density review (see Appendix B). It was estimated that a modest density increase

permitting smaller single-family lots than currently shown in the northern portion of the Albion Area Plan would result in approximately 250 additional single-family lots in the Albion Area.

In March of 2012, Amenity Zoning was not part of the Albion Area Plan review discussion. The Amenity Zoning discussion began in the summer of 2012, as Council passed a resolution at the June 26, 2012 Council meeting (see Appendix C) directing staff to “include a discussion of the potential to achieve Community Amenity Contributions in the northern portion of the Albion Area Plan”.

At the November 27, 2012 Council meeting, a resolution was passed to use the Albion Area Plan boundaries for an amenity contribution pilot project (see Appendix D). Included in the Council report was a consultant’s report, prepared by City Spaces and entitled “Amenity Zoning: Analysis and Options”. The consultant’s report discussed the potential and capacity for Amenity Zoning in Maple Ridge and included a case study analysis prepared by G.P. Rollo & Associates of five development sites located in various areas of Maple Ridge.

### ***Amenity Zoning: Analysis and Options Study***

The City Spaces’ Amenity Zoning report, dated November 2012, discussed the following:

- Legislative authority in the Local Government Act for amenity contributions;
- Options available to Council to secure amenities through development;
- Overview of the ease and clarity of implementation for each option;
- Approach taken by other municipalities across the region; and
- What level and approach would be suitable for amenity contributions within Maple Ridge.

City Spaces concluded in their report that amenity zoning is a viable option in Maple Ridge and emphasized that a clear and consistent approach is optimal for the development community.

The case studies report, discussed above, concluded that Amenity Zoning is a viable option in Maple Ridge and that further research would be beneficial for a pilot project in the Albion Area.

The City Spaces Amenity Zoning report also included recommendations on the following:

- Undertaking additional analysis of land-lift yields of development sites located in the Albion Area to identify market complexities specific to this pilot project area;
- Establishment of a detailed policy framework to support expansion of amenity zoning, particularly on an area-wide basis.

Since receiving Council direction in February 2013 (see Appendix E) to proceed with a public open house for March 2013, work has been underway on the above recommendations and are discussed further in this report.

### ***Outcomes of March 2013 Public Open House***

While the details are in the companion report, the results indicate support for:

- Increased density in exchange for amenities in the Albion Area;
- Increased density in a small lot single family (371m<sup>2</sup>) form; and
- Two-storey commercial uses in the area.

## DISCUSSION:

### a) **Amenity Zoning Tools**

Section 904 of the *Local Government Act* lays out the legislation for Amenity Zoning and this was discussed in the November 2012 City Spaces Amenity Zoning report and the November 26, 2012 Council report. At that time two approaches of Amenity Zoning: 1) Density Bonus and 2) Community Amenity Contributions were discussed.

#### 1. Density Bonus

In the Density Bonus approach, density increases and developer contributions for such increases are clearly laid out in the Zoning Bylaw, within applicable zones and may identify specific areas within the community, such as the Albion Area. The Density Bonus approach involves establishing the density regulations within specific zones of the Zoning Bylaw. A base density is defined within the zone along with one or more increases to the base density that would be permitted for a specific per lot or per m<sup>2</sup> financial contribution or in-kind contribution. The zone also clearly lays out what the financial contribution will fund (i.e. park improvements, multi-use trail, etc.). There is no municipal discretionary authority with Density Bonuses, as the permitted density increases and corresponding amenity contributions are specified in the zone.

#### 2. Community Amenity Contributions (CACs)

As stated in the City Spaces report, a Community Amenity Contributions (CACs) approach is established by municipalities to respond to requests by developers/applicants who want “to make a land use change and includes the provision of a community amenity contribution (CAC) by the developer-applicant”. A key difference between a CAC and a Density Bonus is that a CAC is discretionary with the trigger being a request for an amendment to the Official Community Plan or Zoning Bylaw. CACs may be established and implemented with a high level of clarity that is equivalent to Density Bonuses, however, consistency cannot be guaranteed due to the discretionary nature of a CAC approach.

### ***Preferred Approach***

The need for a clear and consistent approach for Amenity Zoning was emphasized in the City Spaces report and the February 4, 2013 Council report. This is in keeping with the nature of a Density Bonus and is therefore, a logical approach to take. Both City Spaces and the District’s legal counsel have identified a Density Bonus approach as the one most clearly laid out in S. 904 of the *Local Government Act* and therefore, the most defensible. While Community Amenity Contributions are widely used across the Metro Vancouver region, it is not the recommended approach for the District.

Legal counsel has also advised that the amenity contribution fund may be utilized for maintenance of the amenities constructed through the program. The ability to apply Amenity Contributions on both the construction and maintenance of a specific amenity can help alleviate concerns about maintaining new amenities over time. Additionally, the maintenance portion may be utilized as an endowment fund and the maintenance work paid for with the interest off the endowment. As this question was raised at the February 4, 2013 Council workshop, maintenance of amenity items is proposed for the Amenity Zoning program.

### ***Density Bonus Approach***

As discussed in Section (a) above, the Amenity Contribution approach recommended by City Spaces consulting and the District's legal counsel is to establish a Density Bonus structure within the Zoning Bylaw. The standard approach is to retain a base density within the zone that also includes a clearly defined "bonus" density. This "Density Bonus" is permitted in exchange for an Amenity Contribution that is also clearly defined.

From the feedback received through the March 13<sup>th</sup> public open house questionnaire, an R-1 zone single-family development form is supported by the majority of respondents. Currently, the lands north of 108<sup>th</sup> Avenue in the Albion Area Plan are designated "Low Density Residential" and "Low/Medium Density Residential". These two land use designations correspond with the RS1-d (single-family half-acre lots) and the RS-1b (557m<sup>2</sup> single-family lots) zones, respectively. Feedback from the questionnaire also showed support for mixed-use commercial, with the majority of respondents preferring the two-storey form, similar to the existing development located at 102<sup>nd</sup> Avenue and 241A Street, which is designated "Village Commercial" and zoned C-5 (Village Centre Commercial).

Based on the Amenity Zoning background information and the outcomes of the March 13, 2013 public open house and legal counsel review, the Density Bonus structure proposed is to be integrated into the Zoning Bylaw, through the restructuring of the RS-1d, RS-1b, and RM-1 zones.

### ***Density Bonus Structure in Zoning Bylaw***

Table 1 below shows the Density Bonus Structure proposed for specific zones within the Zoning Bylaw. In this structure, the existing base densities of each zone remain the same and the Density Bonus proposed for each are shown below (also see Attached Appendix F).

**Table 1 – Albion Area Plan Density Bonus Structure for Zoning Bylaw**

<b>Albion Area Plan Land Use Designation</b>	<b>Corresponding Zone Existing</b>	<b>Density Bonus</b>
Low Density	RS-1d (single-family half-acre lots equivalent to 2023m <sup>2</sup> )	Max lot size equal to RS-1b zone (557m <sup>2</sup> single-family lots)
Low/Medium Density	RS-1b (557m <sup>2</sup> single-family lots)	Max lot size equal to R-1 (371m <sup>2</sup> single-family lots)
Medium Density	RM-1 (townhouse with floor space ratio of 0.6 times net lot area and max 3 storeys)	Max density equal to RM-4 <sup>1</sup> (townhouse/apartment) with floor space ratio of 0.75 times net lot area, max 3 storeys, and underground parking required)

<sup>1</sup> The RM-4 zone currently permits 2 ½ storeys in height, however, the maximum 3 storey height shown above for the RM-4 zone reflects the height shown in the draft Zoning Bylaw.

Note that the Density Bonus proposed for the RM-1 zone would allow for developments with a three-storey apartment form. However, the RM-4 (townhouse/apartment) zone is currently located in the Albion Area Plan Zoning Matrix, under the Medium Density land-use designation and it is proposed that the RM-4 zone be removed from the Zoning Matrix and provided only as a Density Bonus option. To date, there has been no demand for the housing form that is permitted under the RM-4 zone and this may be due to the underground parking requirement for either the townhouse or apartment use.

Further, it is proposed that the Official Community Plan amendment include a policy for the Albion Area Plan that supports consideration of a small scale commercial development (similar to the one currently located on 102<sup>nd</sup> Avenue in Albion, which is two-storeys in height), for the areas north of 108<sup>th</sup> Avenue. Such a proposal would require an Official Community Plan amendment to change the residential land-use designation to “Village Commercial” and a rezoning to C-5 (Village Centre Commercial). This is similar to the approach used in the Official Community Plan for “Neighbourhood Commercial” and “Rural Commercial” uses, where each application is reviewed on its own merit, with consideration to traffic, land-use, access and compatibility.

In the March 27, 2012 Council report, it was estimated that the density increase proposed at that time would result in an additional 250 single-family lots in the Albion Area. With the above proposed potential density, it is estimated the area north of 108<sup>th</sup> Avenue in the Albion Area Plan could realize an additional 280 single-family lots. It remains uncertain as to whether any demand will occur for densities greater than what is currently permitted in the RM-1 townhouse zone before build-out of the Albion Area Plan.

#### **b) Case Studies**

A follow-up study to the original case study analysis was prepared by G.P. Rollo & Associates and dated June 4, 2013, which was a recommendation from the November 2012 City Spaces report. This follow-up study looked at ten development sites located within the Albion Area Plan boundaries (see Appendix G). The consultants removed three of the sites from their final analysis, because they were unrepresentative of typical sites, or demonstrated unnaturally high lift values that would skew the results.

In the final analysis of seven single family sites, there was an average land-lift value of \$15,900 per unit (at 100% of lift value). In their October 2012 study, G.P. Rollo & Associates advised that a 50/50 split in lift value contribution rate is a conservative approach to apply. Based on the average lift value per unit identified in this more recent report, the 50% contribution rate per unit would be \$7,950. However, the consultants note that since two of the case studies show much lower lift value than the others, they recommend a rate of a 50% lift value per unit of the lowest valued case. That land lift value per unit is \$10,313 and 50% of this value results in a recommended Amenity Contribution Rate of \$5,100 per lot/unit (rounded out).

#### **c) Proposed Bylaw Amendments**

Based on the above information received to date, it can be concluded that there is support for amenities in the Albion Area and an increase in density. It can also be concluded through the case studies analysis that Amenity Zoning is viable in the Albion Area. In order to implement an Amenity Zoning program for this area, the preparation of three bylaws will be necessary: 1) amend the Official Community Plan and Albion Area Plan; 2) amend the Zoning Bylaw; and 3) create an Amenity Reserve Fund.

Upon Council direction to proceed with Bylaw preparation, these policies will be revised and brought forward to a future Council meeting for First and Second Reading.

### ***Official Community Plan and Albion Area Plan Proposed Amendments***

Implementing a framework for Amenity Zoning will require policy amendments to the Official Community Plan Bylaw 6425-2006 and the Albion Area Plan. Proposed draft policies were presented in the November 27, 2012 and February 4, 2013 Council reports (see the latter Council report attached as Appendix E) and were also presented at the March 13, 2013 public open house. These include:

- establishing policies in the Official Community Plan for Amenity Zoning as an option for Council to expand in other areas of the District,
- Replacement of the density transfer policies in the Albion Area Plan, with policies specific to the Amenity Zoning program;
- Amending the Zoning Matrix in the Albion Area Plan.

### ***Zoning Bylaw Amendment***

Integrating the Density Bonus structure into the Zoning Bylaw will be necessary for the RS-1d, RS-1b, and RM-1 zones, as discussed above in Section (a) “Amenity Zoning Tools” and Table 1. The Zoning Bylaw amendment will establish the specific bonus structure within each of the above zones, include the Amenity Contribution Rate and identify the amenities that will be funded through the Amenity Contribution Fund.

### ***Reserve Fund Requirements***

An Amenity Reserve Fund is required, in the manner laid out in Part 6, Division 4 of the *Community Charter*, as discussed in the November 26, 2012 Council report. Generally speaking, this Bylaw will establish the Amenity Reserve Fund, for receiving Amenity Contributions specifically on the following amenities:

- Park construction;
- Park maintenance;
- Multi-use trail construction;
- Multi-use trail maintenance;
- Civic facility construction; and
- Civic facility maintenance.

The Finance Department will track the funds received in the Amenity Reserve fund over time.

#### **d) Preferred Amenity:**

Through the results of the public open house questionnaire, it is clear that the majority of those who provided input on this project would like to see more useable park space. The number one ranked response was “park improvements” (at 75%), followed by support for a multi-use trail system (67%) and then a civic facility (66%).

It is estimated that the cost of construction a neighbourhood level park, similarly identified in the Parks Master Plan, would cost approximately \$500,000. This cost does not include land acquisition costs. Multi-use trails are estimated to cost approximately \$130 - \$145 per lineal metre and therefore, these are estimated to cost \$130,000-\$145,000 per kilometre to construct. A civic facility is estimated to cost \$5 million to construct, for one that is similar to the South Bonson Community Centre in Pitt Meadows, not including any land purchase. It is proposed that some of the

amenity contribution funds be utilized for maintenance of any asset constructed through this program.

#### **OPTIONS FOR IMPLEMENTATION OF AMENITY ZONING PROGRAM IN ALBION AREA:**

The following three options are presented below for implementation of an Amenity Zoning program in the Albion Area:

1. Density Bonus Amenity Rate applied to bonus lots/units only @ \$5,100 per lot/unit;
2. Density Bonus Amenity Rate applied to all lots/units where a Density Bonus is applied @ \$5,100 per lot/unit; and
3. Reduced Density Bonus Amenity Rate applied to all lots/units where a Density Bonus is applied.

Each of the above options has advantages and disadvantages and the option selected will depend on determining the most reasonable approach for the development community that will also meet the needs of the Albion community.

#### **OPTION #1: AMENITY CONTRIBUTION RATE APPLIED TO “BONUS” LOTS/UNITS ONLY**

This option would apply the Amenity Rate of \$5,100 to only the bonus lots (i.e. not all of the lots).

##### Applying Standard Units Per Net Hectare

In this scenario, the base density currently permitted in the Official Community Plan is calculated using standard units per net hectare density values. Densities calculated under “units per net hectare” have existed in various District planning policy documents since the 1990’s. The “units per net hectare” for the zones affected by the proposed Density Bonus program are shown in Table 2 below.

**Table 2 – Densities Per Net Hectare of Existing Zones Proposed in Density Bonus Program**

<b>Existing Zone</b>	<b>Units Per Net Hectare (UPNH)</b>
RS-1d (One Family Urban Half-Acre Residential)	5
RS-1b (One Family Urban Medium Density Residential)	18
R-1 (Residential District)	30
RM-1 (Townhouse Residential)	40
RM-4 (Multiple Family Residential District)	60

The number of units are calculated through analysis of the gross lot area, minus the undevelopable areas (such as roads, sidewalks, park space, steep slopes, creek setbacks, etc.) to get a “net developable area” measured in hectares. The net developable area is then multiplied by the relevant units per net hectare to determine the number of permitted units on the site. For example, for a one hectare parcel, the calculation would be as follows:

$$\begin{array}{rcl} & 1 & \text{hectare parcel} \\ - & 0.25 & \text{conservation, park, roads, etc. @ 25\% of parcel size} \\ \hline & 0.75 & \text{net hectares remaining} \\ \times & 40 & \text{units per net hectare} \\ \hline & 30 & \text{units (density permitted on site)} \end{array}$$

Table 3 below provides three examples of how a Density Bonus and Amenity Contribution Rate would be applied using the densities in the existing zones, which correspond with the “units per net hectare” above. The standard “units per net hectare” would be applied to the net developable area of the development site under application for calculating the base density development potential. This lot total/unit count would then be used to determine the difference between the base density and the Bonus Density. Under this option, the Amenity Contribution Rate is only applied to the additional lots or units achieved and not on the number of lots or units that would have been realized under the permitted base density.

**Table 3 – Example of Amenity Contribution Rate for a Density Bonus**

<b>Development Parcel Size and Area Plan Land-Use Designation</b>	<b>Zone Permitted in Albion Area Plan Zoning Matrix</b>	<b>Base Density Permitted in Zone</b>	<b>Bonus Density Permitted</b>	<b>Additional Lots/Units Gained</b>	<b>Amenity Contribution Rate @ 50% of Lift-Value Per Unit</b>
3 ha (7.4 acres/ 30,000m <sup>2</sup> ) in <b>Residential Low Density Designation</b>	RS-1d Zone  <b>5 upnh</b>	Min lot size of 2,023 m <sup>2</sup> <b>Approx 15 SF lots @ 5 upnh*</b>	Min lot size of 557 m <sup>2</sup> (RS-1b zone) <b>Approx 54 SF lots @ 18 upnh*</b>	54 – 15 = 39 Density Bonus lots	39 lots x \$5100 = <b>\$198,900</b> in Amenity Contribution
3 ha (7.4 acres/ 30,000m <sup>2</sup> ) in <b>Residential Low-Medium Density Designation</b>	RS-1b Zone  <b>18 upnh</b>	Min lot size of 557m <sup>2</sup> <b>Approx 54 SF lots @ 18 upnh*</b>	Min lot size of 371 m <sup>2</sup> (R-1 zone) <b>Approx 90 SF lots @ 30 upnh*</b>	90 - 54 = 36 Density Bonus lots	36 lots x \$5100 = <b>\$183,600</b> in Amenity Contribution
3 ha (7.40 acres/ 30,000m <sup>2</sup> ) in <b>Residential Medium Density Designation</b>	RM-1 Zone  <b>40 upnh</b>	Floor Space Ratio 0.6 Max gross building area 18,210m <sup>2</sup> <b>Approx 120 units @ 40 upnh*</b>	Floor Space Ratio 0.75 (RM-4 zone) Max gross building area 22,763m <sup>2</sup> <b>Approx 180 units @ 60 upnh*</b>	180 - 120 = 60 Density Bonus units	60 x \$5100 = <b>\$306,000</b> in Amenity Contribution

\* Note: that the original parcel size would likely have been reduced by at least 25% to account for roads, sidewalks and other undevelopable areas, such as steep slopes and creek habitat areas (i.e. units per “net” hectare). Therefore, this development parcel would have likely been 4 hectares at the outset. Actual developable area of each development site will vary from one development site to the next and may be greater or less than 25% undevelopable area.

Applicants who are seeking a Density Bonus structured within one of the above zones will have an alternative approach to utilize should they not want to use the units per net hectare approach outlined above. Instead, they would be required to provide a base density plan showing the number of lots or units they would have achieved by not pursuing a Density Bonus, without any variance requests. The base density plan will be compared with the Density Bonus plan to determine the number of additional lots or units gained and the Amenity Contribution Rate applied accordingly. Should a discrepancy occur, the base density would be set according to the higher number of estimated lots/units achieved if no Density Bonus were applied.

Under Option #1, this total anticipated contribution to the Amenity Fund would be approximately \$1,428,000. This is calculated by using the recommended \$5,100 Amenity Contribution Rate and applying it to the additional 280 lots/units that are estimated to be realized through the proposed Density Bonus program.

**Advantages:**

- Least financial burden to developer.

**Disadvantages:**

- Fairly complicated calculation that may lead to confusion;
- Does not generate as much amenity funds as other options.



## **OPTION #2: AMENITY CONTRIBUTION RATE APPLIED TO ALL DENSITY BONUS LOTS/UNITS**

In Option #2, the \$5,100 Amenity Contribution Rate recommended by the consultant could be applied to all lots/units developed under the Amenity Zoning program. Under this option, instead of the Amenity Contribution Rate being applied to approximately 280 “bonus” lots/units in total, the Contribution Rate is applied to all of the lots/units developed under the Density Bonus provisions in one of the proposed zones. The District’s legal counsel provided an opinion that this is an appropriate option to take.

It is possible that most or all of the future development applications in the Albion Area Plan will take advantage of the Density Bonus provisions. If this were to happen, it is estimated that the number of lots that could be developed under the current permitted densities in the Area Plan would be 1,172 (note this number does not include potential townhouse development, only single-family lots). Based on this information and adding the 280 estimated additional lots/units anticipated through the proposed Amenity Zoning program, the Amenity Contribution Rate in Option #2 would be applied to approximately 1,452 lots/units, as shown in Table 4 below.

**Table 4 – Amenity Contribution Rate Applied to All Density Bonus Lots/Units**

<b>% of Lift</b>	<b>Rate Per Unit</b>	<b>Total at Build-Out</b>
50%	\$5,100	1,452 lots/units x \$5100 = \$7,405,200

This would result in all the anticipated 1,452 lots/units constructed under the Amenity Zoning program, which would result in approximately \$7,405,200 at buildout of the Albion Area Plan.

### **Advantages:**

- Easy for District and developer to understand and apply;
- Large Amenity Fund at buildout.

### **Disadvantages:**

- Higher financial burden on developer.

## **OPTION #3: REDUCED AMENITY CONTRIBUTION RATE APPLIED TO ALL DENSITY BONUS LOTS/UNITS**

A third option is to apply a reduced Amenity Contribution Rate to all of the lots/units obtained through the Density Bonus program, similar to Option #2 above. Therefore, the following may be considered for Option #3, as outlined in Table 5 below.

**Table 5 – Potential Reductions of Amenity Contribution Rate for Option #2**

<b>% of Lift</b>	<b>Rate Per Unit</b>	<b>Total at Build-Out</b>
40%	\$4,100	1,452 lots/units x \$4100 = \$5,953,200
30%	\$3,100	1,452 lots/units x \$3100 = \$4,501,200
25%	\$2,575	1,452 lots/units x \$2,575 = \$3,738,900

### **Advantages:**

- Easy for District and developer to understand and apply;
- Medium to large Amenity Fund at buildout.

### **Disadvantages:**

- Medium to higher financial burden on developer.

Applying Option #3 is very straightforward, as the Amenity Contribution Rate is applied based on the actual development proposal. This option provides much less potential confusion for the development community, resulting in less time and money being spent on determining potential lot/unit yield under the base density. However, Option #3 will most likely result in developers contributing more amenity funds than in Option #1, due to it being applied to all lots/units being developed under the Density Bonus program (but contributing less than in Option #2). In consideration of this consequence, it is recommended that the Amenity Contribution Rate for Option #3 be reduced to 30% of the lift value, which is \$3,100 per lot/unit and would result in approximately \$4,501,200 at buildout.

#### **RECOMMENDATION:**

Option #3, as presented in Section (e) above, “Options for Implementation of Amenity Zoning Program in Albion Area”, is recommended for implementation of the Amenity Zoning program, due to the ease in which it can be applied and understood. By applying an Amenity Contribution Rate to all lots/units developed under the Amenity Zoning program and not just the “bonus” lots/units, the application is straightforward and requires no additional work on the part of District staff or the developer. Further, it is recommended that the reduced 30% Amenity Contribution Rate of \$3,100 per unit be applied in recognition of the financial burden of an Amenity Zoning program on the development community. This would result in an Amenity Contribution Fund of approximately \$4,501,200 at buildout.

#### **f) Albion Area Engineering Servicing Constraints:**

The Engineering Department has advised that an increase in density in the Albion Area will impact long-term servicing capacity and the following is the Department’s comments on our discussions:

The provision of infrastructure servicing throughout the District is guided by utility master plans that outline what level of servicing for water, sanitary, and drainage is required in developing areas as well as any requisite upgrades in the existing utility systems. The master plans are based upon the land use as outlined in the District’s Official Community Plan (OCP) and should changes in the OCP be contemplated through additional density those master plans should be reviewed to determine the impact on both future and existing infrastructure.

In locations where significant developments are contemplated and additional density is envisioned then the proponents will be required to undertake an analysis of the existing downstream system to a limit determined by the District. Where capacity constraints within the existing infrastructure system are identified, such improvements would be incorporated into the District’s Development Cost Charges program.

#### **g) In-Stream Applications:**

Pursuant with Council direction, applications seeking an amendment to the Official Community Plan to enable an increase in density have been awaiting outcomes of the Albion Area Plan review. Upon Third Reading of the proposed Amenity Zoning program, the applications currently on hold would be able to proceed through the development approval process.

## ALTERNATIVES:

Three alternatives are available to Council on next steps towards implementation of an Amenity Zoning program in the Albion Area Plan:

1. Selecting Option #1 in Section entitled, "Options for Implementation of Amenity Zoning Program in Albion Area";
2. Selecting Option #2 in Section entitled, "Options for Implementation of Amenity Zoning Program in Albion Area"; or
3. Choosing not to proceed with Amenity Zoning in the Albion Area Plan.

## CONCLUSION:

Much of the land located in the Albion Area Plan has already been developed. The application of an Amenity Zoning Program within the Plan will not result in a significant increase in density, with an estimated potential of an additional 280 single-family lots north of 108<sup>th</sup> Avenue. The small number of existing land-use designations and related zones involved in the Albion Area Plan review make this area suitable for an Amenity Zoning program and would result in the Albion community receiving some of the amenities that they feel are lacking in their neighbourhood.

"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"

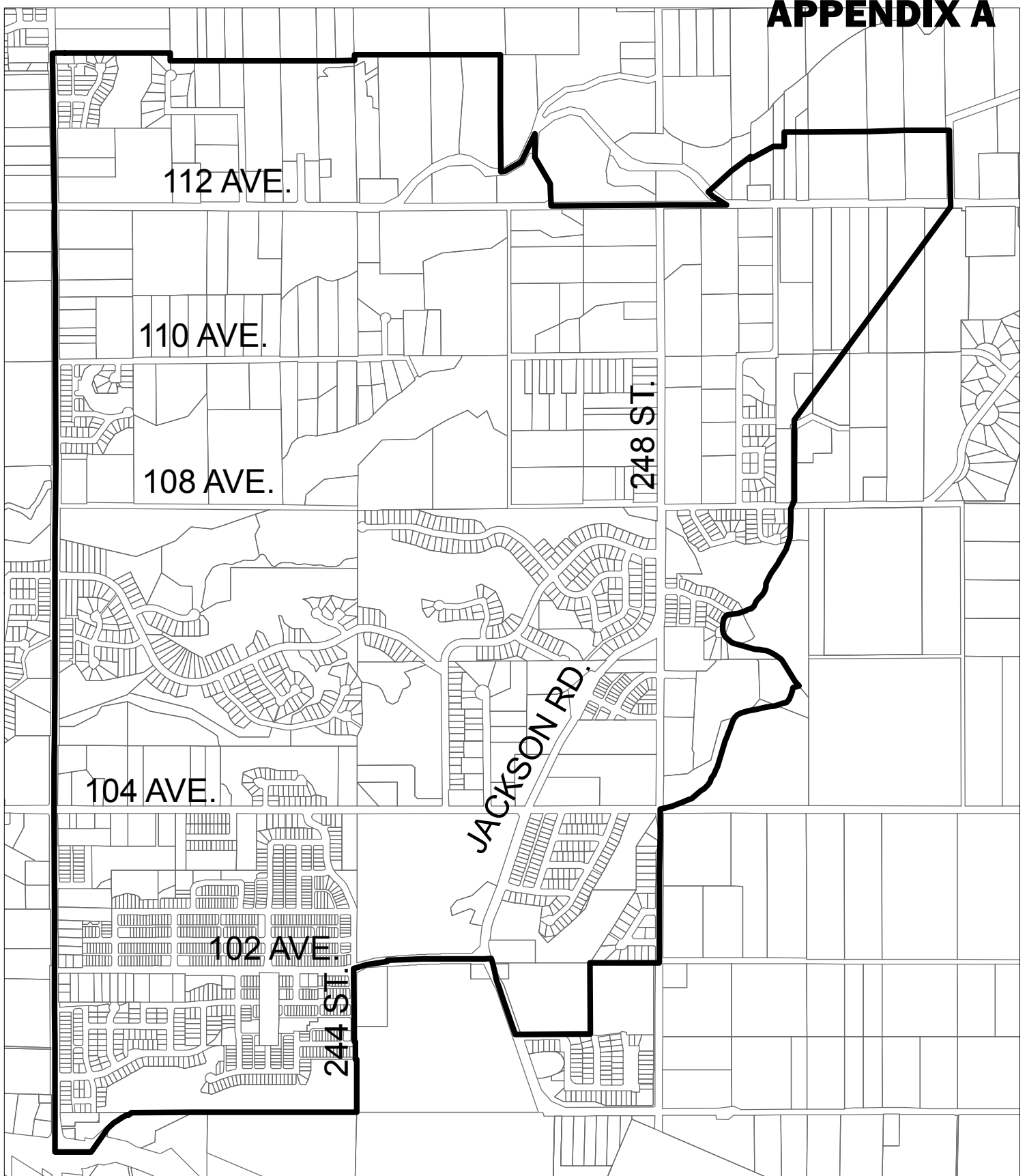
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**Concurrence:** J.L. (Jim) Rule  
Chief Administrative Officer

## ATTACHMENTS:

- Appendix A: Map of Albion Area Plan
- Appendix B: Map of Albion Area Plan showing north Albion areas 1 & 2
- Appendix C: Council Resolution from June 26, 2012 Council meeting
- Appendix D: Council Resolution from November 26, 2012 Council meeting
- Appendix E: Council Resolution from February 12, 2013 Council meeting
- Appendix F: Draft RS1-d Zone Showing Density Bonus Structure
- Appendix G: Case Study Analysis, G.P. Rollo & Associates, dated June 4, 2013

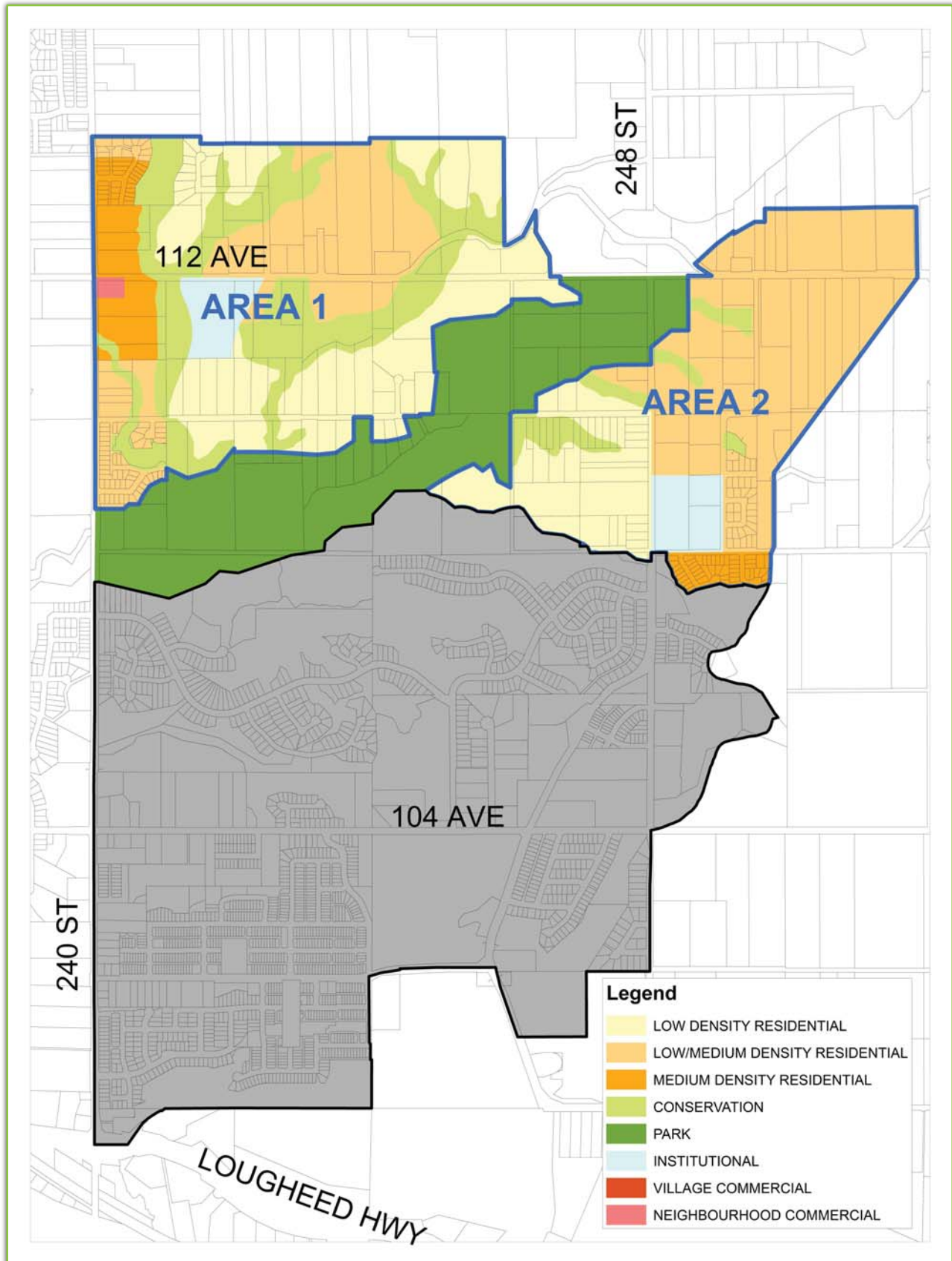
# APPENDIX A



## ALBION AREA PLAN BOUNDARY



CORPORATION OF  
THE DISTRICT OF  
MAPLE RIDGE  
PLANNING DEPARTMENT



## Albion Area Plan

### Study Areas - Area 1 & Area 2

(March 2012)



DISTRICT OF  
MAPLE RIDGE

Agenda Item: 801  
Council Meeting of: June 26, 2012

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

CARRIED DEFEATED DEFERRED "Ernie Daykin" MAYOR

## ACTION NOTICE

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

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

*Prepare Bylaw and report*

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

June 26, 2012  
Date

*Ciri Mauro*  
Corporate Officer

DISTRICT OF  
MAPLE RIDGE

Agenda Item: 803  
Council Meeting of: November 27, 2012

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

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

CARRIED / DEFEATED DEFERRED "Ernie Daykin" MAYOR

## ACTION NOTICE

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

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

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

November 27, 2012  
Date

  
Corporate Officer

1. That the Preliminary Albion Area Plan Amenities List be presented at the public open house;
2. In respect of Section 879 of the Local Government Act, requirement for consultation during the development or amendment of an Official Community Plan, Council must consider whether consultation is required with specifically:
  - i. The Board of the Regional District in which the area covered by the plan is located, in the case of a Municipal Official Community Plan;
  - ii. The Board of the Regional District that is adjacent to the area covered by the plan;
  - iii. The Council of any municipality that is adjacent to the area covered by the plan;
  - iv. First Nations;
  - v. School District Boards, greater boards and improvement district boards; and
  - vi. The Provincial and Federal Government and their agencies.
3. And in that regard it is recommended that the only additional consultation to be required in respect of this matter beyond the public open house and online questionnaire and early posting of the proposed Maple Ridge Official Community Plan Amending Bylaw on the District's website, together with an invitation to the public to comment is:
  - a. Referral to School District No. 42

*OPPOSED. C. MORDEN, C. HOGARTH*

☒ CARRIED

☐ DEFEATED

☐ DEFERRED

"Ernie Daykin"

\_\_\_\_ MAYOR

## ACTION NOTICE

TO: ☐ Chief Administrative Officer  
☐ Mgr - Communications  
☐ Gen Mgr - Corporate & Financial  
☐ Mgr - Accounting  
☒ Gen Mgr - Public Works & Development  
☒ Dir - Planning  
☐ Dir - Licenses, Permits & Bylaws  
☐ Municipal Engineer  
☐ Gen Mgr - Com. Dev. & Rec. Services

### Clerk's Section

☐ Corporate Officer  
☐ Property & Risk Manager  
☐ Diana Dalton  
☐ Amanda Allen  
☐ Tracy Camire  
☐ Amanda Gaunt  
☐ Karen Kaake

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

February 12, 2013  
Date

*Ceri Marlo*  
\_\_\_\_\_  
Corporate Officer



## 601 ZONE: RS-1D SINGLE DETACHED URBAN (HALF ACRE) RESIDENTIAL

### 608.1 PURPOSE

1. This zone provides for *single detached* and *two-unit residential* uses on large lots within the urban area boundary that may have *community water service* but which are not connected to the *community sanitary sewer system*.

### 608.2 PRINCIPAL USES

1. The following *principal uses* shall be permitted in this zone:
  - (a) *single detached residential use*; and
  - (b) *two-unit residential use*.

### 608.3 ACCESSORY USES

1. The following uses shall be permitted as *accessory uses* to one of the permitted *principal uses* in this zone:
  - (a) *boarding use*;
  - (b) *home occupation use*;
  - (c) *temporary residential use*;
  - (d) *bed and breakfast use*;
  - (e) *secondary suite residential use*;
  - (f) *neighbourhood daycare*;
  - (g) *hobby beekeeping use*;
  - (h) *urban agricultural use*; and
  - (i) *detached garden suite residential use*.

### 608.4 DENSITY, LOT AREA & DIMENSIONS

1. Minimum net lot area and dimensions shall not be less than:
  - (a) in net lot area 2,000.0 square metres
  - (b) in width 30.0 metres
  - (c) in depth 40.0 metres.

## 608.5 FLOOR AREA

1. Where the *principal* use is *single detached residential use*, *floor space ratio* shall not exceed 0.25 times the *net lot area*.
2. Where the *principal* use is *two-unit residential use*, the *floor space ratio* shall not exceed 0.3 times the *net lot area*.

## 608.6 LOT COVERAGE

1. *Buildings and structures for single detached residential uses* shall not exceed a *lot coverage* 15%.
2. *Buildings and structures for two-unit residential uses* shall not exceed a *lot coverage* 25%.

## 608.7 SETBACKS

1. Minimum setbacks for *principal buildings and structures* shall not be less than:
  - (a) from a *front lot line* 9.0 metres
  - (b) from a *rear lot line* 9.0 metres
  - (c) from an *interior side lot line* 2.5 metres
  - (d) from an *exterior side lot line* 9.0 metres.
2. Minimum setbacks for *accessory buildings and structures* shall not be less than:
  - (a) from a *front lot line* 3.0 metres
  - (e) from a *rear lot line* 1.5 metres
  - (f) from an *interior side lot line* 1.5 metres
  - (g) from an *exterior side lot line* 3.0 metres.
  - (h) from a *building used for residential use* 1.5 metres.

## 608.8 HEIGHT

1. No *principal building or structure* shall exceed a *height* of 9.5 metres.
2. No *accessory building or structure* shall exceed a *height* of 4.5 metres.

## 608.9 LANDSCAPING & SCREENING

1. Landscaping and screening shall be provided in accordance with [Section 405](#).

## 608.10 PARKING & LOADING

1. *Off-street parking and off-street loading shall be provided in accordance with Maple Ridge Off-Street Parking and Loading Bylaw No. 4350 – 1990, as amended.*

## 608.11 DENSITY BONUS AMENITY CONTRIBUTION REGULATIONS

### DENSITY BONUS AMENITY CONTRIBUTIONS

Density Bonus Amenity Contributions are permitted in the RS-1d zone on properties located within the boundaries of the Albion Area Plan (see Schedule F). Amenity Contribution funds for the Albion Area Plan will be allocated to the following:

- Park Construction;
- Park Maintenance;
- Multi-Use Trail Construction;
- Multi-Use Trail Maintenance;
- Civic Facility/Community Gathering Place Construction;
- Civic Facility/Community Gathering Place Maintenance.

1. Despite Section 608.4, the minimum net lot area and lot dimensions may be reduced and thereby incurring a Density Bonus, if an Amenity Contribution per additional lot gained is provided according to the table below.

	Bonus Density	Amenity Contribution
Net Lot Area	557.0 square metres	\$ _____
	15.0 metres	
	27.0 metres	

2. Despite Section 608.2 “Principal Uses”, only single detached residential use shall be permitted where this Density Bonus provision is applied.
3. Despite Section 608.7 “Setbacks”, where the regulations in Section 608.11(1) above are applied, the following setbacks shall be permitted:
  - (a) Minimum setbacks for principal buildings and structures shall not be less than:
    - i. From a front lot line 6.0 metres
    - ii. From a rear lot line 6.0 metres
    - iii. From an interior lot line 1.5 metres
    - iv. From an exterior side lot line 3.0 metres
    - v. Where a high pressure gas right-of-way is located within any portion of the required setback areas from a rear lot line, the

setback shall be not less than 5.0 metres from the right-of-way for all lots created after October 31, 1986.

(b) Minimum setbacks for accessory buildings or structures shall not be less than:

i.	From a front lot line	6.0 metres
ii.	From a rear lot line	1.5 metres
iii.	From an interior lot line	1.5 metres
iv.	From an exterior side lot line	3.0 metres
v.	From a building used for residential use	1.5 metres

4. Despite Section 608.5 “Floor Area”, where the regulations in Section 608.11(1) above are applied, a maximum floor space ratio of 0.6 times the net lot area shall be permitted.
5. Despite Section 608.6 “Lot Coverage”, where the regulations in 608.11(1) above are applied, a maximum lot coverage of 40% for all buildings and structures shall be permitted.

# APPENDIX G

June 4<sup>th</sup> 2013

Jim Charlebois  
Manager of Community Planning  
District of Maple Ridge  
11995 Haney Place  
Maple Ridge, BC V2X 6A9

## Re: Maple Ridge Albion Amenity Strategy Case Study Analysis

The District of Maple Ridge has retained G.P. Rollo & Associates to prepare a study outlining the potential for amenity charges for residential development in the Albion Area. To this end, GPRA has prepared financial analyses of case study sites to inform the study in order to provide some rough estimates of potential fees that could be collected for amenities from the lift in land values that is created from rezoning.

The District provided GPRA with 10 Case Studies<sup>1</sup> for analysis that would be indicative of the types of rezoning applications the District typically sees:

	Case Studies	Acres	Zoning	Proposed Zoning	Proposed # Units
1	24086 24108 104 Avenue & 10336 240A St.	6.7	RS-2 & RS-3	RM-1	101
2	24315/31*69/89 110 Ave	10.2	RS-3	RS-1b	41
3	24426 1020 Ave	3.1	RS-3	R-3	32
4	10150 Jackson Road	10.0	RS-3	R-1	50
5	11219 243 St	2.0	RS-3	R-1	16
6	10480/10640 248 St, 24891 104 Ave, 24860 106 Ave	14.1	A2, R1, RM-1	R-1	64
7	24152 112 Ave	11.0	RS-3	R-1	21
8	10412/50 10500/01 Jackson Rd	15.3	RS-2, RS-3, A-2	R-3	129
9	11282 243 St & 11291 243B St	13.5	RS-2 & RS-3	R-1	46
10	10501 & 10601 Jackson Rd & 10578 245b St	11.4	RS-2 & RS-3	R-1	61

The analysis consisted of preparation of residual land value analyses for each parcel to establish the estimated maximum value that a developer could afford to pay for the site, assuming it already had the new zoning, under the current market conditions. GPRA used standard developer proformas for each case to model the economics of typical development as proposed and permitted under the new zoning.

The residual land values determined from this analysis were then compared to the estimated values of the sites under current zoning to establish a 'lift' in value arising from rezoning. This lift in value is the total potential monies that are available for amenities or other public works not considered as part of the

<sup>1</sup> Case study site 6 is complicated by a variety of factors which makes it unrepresentative of typical rezonings the District might see. The application on this site has a mix of townhouse and single family development, downzoning of some portions of the site and upzonings on other portions. Furthermore, the site has existing conditions to do with grade that may carry the potential to make the development as proposed entirely unfeasible. As such, GPRA has not used this site in drawing any conclusions.

analysis. Typically there is some sharing of the lift value between the Municipality/District and the developer, but the percentage shared varies by community and by project.

### **METHODOLOGY & ASSUMPTIONS**

As indicated above, GPRA prepared proforma analyses for each of the Case Study sites, the specifics of which were provided by the District including new zoning and number of proposed units.

GPRA determined revenues used in the analyses from a review of recent sales and offerings for sale of newly developed single family dwellings; for case study #1 (proposed RM-1 zoning), sale and offering prices of newly developed townhouses were used. Project costs were derived from sources deemed reliable, including information readily available from quantity surveyors on average hard construction costs for the District. Development or soft costs have been drawn from industry standards, and from District sources.

The analyses were created using a standard developer proforma wherein estimates of revenues and costs are inputs and the remaining variable is the desired output. In typical proformas this output is usually profit, following a formula of revenues less costs equals profit. For a residual land valuation, however, an assumption on profit is included as an input, allowing the land value to be the variable that is solved for. In the seven case study analyses which evaluated the economics of single family development (R-1, R-3 and RS-1b), GPRA has assumed 10% profit on total project costs; for the one multi-family townhouse project (RM-1), GPRA has assumed 15% profit on cost. The results of the analyses are the maximum supported land value a developer could pay for the site (under new zoning) while achieving an acceptable return for their project under the conditions tested.

For the purposes of this preliminary analysis GPRA has determined base land values for case study sites using as a starting point the current BC Assessment assessed values and making adjustments as deemed necessary on a case-by-case basis based on our evaluation of the degree to which assessed values are truly reflective of the parcel(s) value under current zoning in their unique locations under current levels of servicing and development potential.<sup>2</sup> The 'lift' for each test site is then determined by comparison of land value under existing zoning to the residual or supported land value under the new zoning. Although market values may fluctuate by neighbourhood and as the market changes, establishing a base value allows for GPRA to illustrate the principle of lift and how the District can leverage this lift for community benefits.

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<sup>2</sup> Conversations with BC Assessment for Maple Ridge indicate that they do not generally distinguish between various single family zones, but rather rely entirely on comparable sales in the neighbourhood. As such, if there is a trend toward subdivision of larger parcels and rezoning to denser single family uses in a neighbourhood this would be captured in the assessment on other properties in the neighbourhood, and may not truly indicate the value under current zoning.

## CASE STUDY ANALYSIS

The following table outlines the estimated starting values for each site under current zoning, the supported land values after rezoning, land lift on a per-acre and per-additional unit basis, and the value of 50% of the land lift. Details of each case follow.

Case #	Gross Site Area (acres)	Estimated Current Land Value per Developable Acre*	Supported Land Value Per Acre After Rezoning	Lift per Acre	# Units Proposed	Lift per Additional Unit	50/50 Split
1	6.7	\$559,992	\$916,701	\$356,709	101	\$24,882	\$12,441
2	10.2	\$173,912	\$258,861	\$84,949	41	\$24,271	\$12,136
3	3.1	\$442,228	\$618,055	\$175,827	32	\$18,173	\$9,087
4	10.0	\$350,000	\$500,213	\$150,213	50	\$16,717	\$8,359
5	2.0	\$515,825	\$592,846	\$77,020	16	\$10,313	\$5,156
6	14.1	\$538,686	\$605,706	\$67,020	64	\$14,801	\$7,401
7	11.0	\$450,000	\$541,167	\$91,167	21	\$16,304	\$8,152
8	15.3	\$366,014	\$486,183	\$120,169	129	\$15,500	\$7,750
9	13.5	\$350,000	\$450,620	\$100,620	46	\$18,240	\$9,120
10	11.4	\$240,363	\$315,003	\$74,640	61	\$15,899	\$7,949

\*GPRA has made adjustments to starting land values based on assessment of each site's unique attributes and requirements.

### Case Summaries

**Case 1:** This is the only case study site where the proposed rezoning is from single family to multi-family use. GPRA has inferred average unit size from high-level market research (1700-1900 sq.ft.). Selling prices have been set at \$220 per square foot.

**Case 2:** This case involves a rezoning of four distinct RS-3 parcels totaling 10.24 acres for the purpose of developing a 41 lot subdivision under RS-1b zoning. Based on lot layout documentation received from the District of Maple Ridge, GPRA has conducted a land lift assessment using an average lot size of 7,000 square feet on which it is assumed the average house size will be 3,750 square feet. Home pricing is expected to be approximately \$190 per square foot of buildable area. GPRA has calculated a land lift per additional unit of just over \$24,000.

**Case 3:** This case involves a rezoning of 3.14 acres of land from RS-3 to R-3 for the purpose of developing a 32 lot subdivision. Of the 3.14 acres of gross site area, GPRA has assumed a net useable (saleable) area of 2.2 acres (70% of gross) after accounting for roads and parks, yielding lots averaging 3,000 square feet. The average built area of dwelling units constructed on these lots is estimated at 2,700 square feet, with average sales prices of \$201 per square foot based on current market conditions. Base land value of just over \$442,000 per acre is the figure provided by BCAA for roll year 2012; GPRA believes this is an appropriate base valuation for this lot under RS-3 zoning given site conditions and location. GPRA has calculated a land lift per additional unit of nearly \$18,200.

**Case 4:** This case involves rezoning of 10 acres from RS-3 to R-1 for the purpose of developing a 50 lot subdivision. Based on site plan information received from the District, GPRA has assumed 50% site dedication for parks and roadways, leaving 5 acres of net saleable area within the land use budget. This yields lots averaging 4,400 square feet, on which GPRA assumes there will be homes averaging 2,800 square feet selling for \$203 per sq.ft. GPRA has adjusted the base lot value from the BCAA assessed value to more accurately reflect the per-acre value of developable RS-3 zoned lands in the area. The assessed value was, in our opinion, artificially lowering the true base value of the developable portion of the property, which ultimately would lead to a higher lift being generated than would seem logical. Using the adjusted base value, GPRA calculates a land lift per additional unit of approximately \$16,700.

**Case 5:** This case evaluates the rezoning of a 2 acre parcel from RS-3 to R-1 for the purpose of developing a 16-lot subdivision. Based on information received from the District, GPRA has set an average lot size of 4,172 square feet on which we assume homes of 3,000 square feet will be constructed. Average home prices are set at \$200 per square foot based on comparable research. GPRA has calculated a land lift per additional unit of nearly \$10,300.

**Case 6:** Not considered for analysis due to development conditions deemed unrepresentative of the types of rezoning applications the area will receive. Refer to footnote 1 for additional detail.

**Case 7:** This case evaluates rezoning of an 11 acre site from RS-3 to R-1 for the purpose of developing a 21 lot subdivision. Given R-1 lot size limitations prescribed in the District zoning bylaw, and in the absence of receipt of any proposed site plan, GPRA has assumed that only 25% of the 11 acre gross site area will be used as saleable lot area. This would yield lots of approximately 5,700 square feet, on which we assume construction of homes at 3,000 square feet selling at an average of \$209 per square foot. In this case study, the assessment authority has ascribed a very low per-acre land value to the site; this is likely a function of the site having an OCP designation of Institutional and Conservation uses, neither of which yields any significant land value. In order to more realistically assess land lift through rezoning, GPRA has adjusted the base land value to more accurately reflect the RS-3 zoning designation. GPRA calculates a land lift per additional unit of nearly \$16,300.

**Case 8:** This case involves three parcels totaling 15.31 acres currently zoned A2, RS-2, and RS-3, with the rezoning seeking to create 129 R=3 lots and 2 RS-1b lots. The site plan provided by the District indicates that approximately 80% of the site will remain for development after roads and park dedications. The average home for the R-3 lots has been assumed at 2,450 square feet in size with a selling price of \$211 per square foot. The 2 RS-1b lots have been assumed to have the same size and price as those in Case 2 (3,750 square feet at \$190 per square foot). The land lift has been calculated at \$15,500 per additional unit.



**Case 9:** This case involves two parcels – one zoned RS-3, the other RS-2 – rezoned to R-1 for the purpose of developing a 46 lot subdivision. Of the total combined site area of the parcels (13.54 acres), approximately 6.86 acres or just over 51% of total site area is set aside as a conservation area according to documentation received from the District. Of the remaining 6.54 acres, 24% is deducted for on-site roadways, yielding a net saleable site area of nearly 5.1 acres. Average proposed lot sizes are 4,800 square feet, and GPRA has assumed an average home size of 2,900 square feet selling for \$203 per square foot. As in Case 6 above, GPRA has made an adjustment to the base land value to more realistically reflect the per-acre pricing of comparable RS-2 and RS-3 lots. GPRA has calculated a per additional unit lift of just over \$18,000.

**Case 10:** This case involves four parcels, three zoned RS-2 and the fourth RS-3, all rezoned to R-1 for the purpose of developing a 61 lot subdivision. GPRA has assumed that 70% of the area will be net saleable, resulting in lots of nearly 5,700 square feet on which we assume homes of 3,000 square feet selling at \$204 per square foot. GPRA calculates a per-unit lift value of \$15,900.

### ***Case Summary & Analysis***

As indicated above, Case 6 was eliminated from the analysis due to conditions that made it an unrepresentative example that could be used to draw inferences and conclusions from for this work. Case 1 deals with a rezoning from single family to multiple-family, and is the only such example in the group of case provided. As such, we again cannot draw firm conclusions from this case for building policy. It does, however, provide some general guidelines of what sort of rates could be charged for similar rezonings after additional study has been conducted to verify the initial findings. Case 2, while being a rezoning to single family use, differs from the other single family rezonings in that it is the only one to RS-1b, and as such, presents somewhat different results than the other 7 single family cases.

Of the 8 case studies pertaining only to single family rezoning, the average lift per unit is \$16,900. Further, discounting the property being rezoned to RS-1b leaving only the 7 properties being rezoned to R-1 or R-3, the average lift per unit is \$15,900. Amongst these latter 7 case studies, lift values range from a low of \$10,300 per unit (Case 5) to a high of \$18,200 per unit (Case 9).

On a per-acre basis, in the latter 7 single family rezoning case studies the lift amount ranges from a low of \$74,600 to over \$175,000. This variability can be ascribed to the varying ability for greater utility to be ‘unlocked’ from smaller sites under current zoning vs. larger sites. Indeed, prior to making base value adjustments, the variability in per-acre lift between small and large lots was much more extreme, ranging from \$350,000 to \$450,000 per acre in larger lots vs. under \$100,000 for smaller lots. In making base value adjustments that more accurately reflect what we believe to be current lot utility under current zoning, we take some of the extremes out of lift calculations and are able to arrive at more realistic and rational figures.

Amongst the 7 case studies of single family rezoning to either R-3 or R-1, the land lift expressed as a percentage ranges from a low of 15% (case 5) to 43% (case 4).

## **DISCUSSION & CONCLUSIONS**

The results from GPRA's analysis indicate that there is potential for amenities to be secured through rezoning, either through ad hoc negotiations, or through a formal flat amenity contribution fee. It is important to note that the lift indicated from GPRA's analysis represents 100% of the potential increase in value from the change in use for a parcel of land, and typically communities seek only a portion of that total lift value. GPRA has presented the 50/50 split of lift value in the final column of the table on page 3 to illustrate a potential amenity contribution amount based on that split.

As the case study analyses have shown, there is significant variability in terms of land lift per unit from case to case. This is a reflection of the uniqueness of, and variability between, developments in terms of site configuration, dedications, servicing costs (both off and on-site), hard construction costs, selling prices, and size of homes. This variability is much more pronounced in the single family marketplace than is the case for multi-family product, thus making the process of establishing lift (and by extension fair levels of amenity contribution) difficult and invariably inexact.

It is also important to keep in mind that these analyses have used order of magnitude servicing costs that are believed to be typical for the Albion area. GPRA stresses that there could be the potential for higher servicing costs for any given case, the result of which could be reduced land lift potential.

Given the inherently complex nature of the single family development marketplace, and in the interest of ensuring fairness and certainty to the development community, GPRA believes that, should the District consider pursuing a Community Amenity Contribution strategy that sets a flat 'per unit' or 'per-square-metre' rate for contribution (cash or in-kind), that rate should be set based on the foregoing analysis while also taking into consideration the limitations and inherent dangers of drawing conclusions from a limited number of unique case studies with at times limited site-specific cost information.

Of the case studies for single family development, average lift per additional unit was \$15,900; an amenity contribution based on a 50/50 split of this lift would be \$7,950. However, it is notable that for case studies 5 and 8, 50% of their lift per additional unit is *less* than the average of the 50/50 split, and almost 3/4 of the total lift on site 5. This reality points to the inherent risks in setting an amenity contribution rate based purely on averages. In these cases, the result of setting an amenity charge of nearly \$8,000 per unit could be to make these development proposals unviable.

It is also worth noting that a per-door amenity charge may be more punitive toward small lot, small home developers than to those building larger homes on larger lots, a prospect that would work against creating affordability in the

housing market for Maple Ridge residents. For larger lot/larger home developers, there is likely to be greater revenue from each unit sold with which to pay amenity charges while small lot developers may struggle to do so.

In order to create an amenity policy that does not result in unintended side effects such as slowing development, reducing variability in sizes/types of developers providing housing in the community, and possibly creating long-term imbalance between supply and demand (resulting in higher land/housing prices for residents), GPRA recommends the following:

- Pursuing an amenity policy based on a 50/50 split of land lift of the *lowest returned case study lift value*. This would result in a per-unit charge of approximately \$5,100.
- Consider acquiring amenity fees on a per-square-metre of GBA basis rather than on a per-unit basis. This approach would be less punitive toward small lot and small home developers. Taking the \$5,100 per additional unit charge as an example, dividing this by the average size of a recently built home on an R-1 lot would yield an equivalent charge of \$19.49 per square metre of GBA.

Should the District choose to pursue an amenity policy based on a 50/50 split of the average case-study lift value rather than 50/50 of the lowest observed lift value as recommended above, the rates would be approximately \$7,800 per additional unit or approximately \$29.80 per square metre of GBA.

I trust that our work will be of use in the continued formulation of an Amenity Strategy for the District of Maple Ridge. We look forward to further discussion on these analyses.

Sincerely,



Justin Barer, M.Pl | Associate, Planner  
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