

## SPECIAL COUNCIL MEETING – AGENDA

Agenda for the Special Council Meeting scheduled for  
Tuesday, November 23, 2021, at 7:00 p.m. in Council Chambers at Village  
Hall, 2697 Sunnyside Road, Anmore, BC



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**NOTE: The Village Hall/Council Chambers is now open to the public. Members of the public are required to follow public health orders to wear a mask in public indoor spaces. Alternatively, members of the public may view our Regular Council meeting by accessing the meeting via our YouTube channel. For those who are not attending in person, questions/comments under Item 3 Public Input, or Item 5 Public Question Period may be submitted up to 4:00pm on meeting days to [karen.elrick@anmore.com](mailto:karen.elrick@anmore.com) to be read by the Corporate Officer during the meeting.**

**[https://www.youtube.com/channel/UCeLV-BY6gZzAVEKX5cMWcAQ?view\\_as=subscriber](https://www.youtube.com/channel/UCeLV-BY6gZzAVEKX5cMWcAQ?view_as=subscriber)**

THIS MEETING'S PROCEEDINGS WILL BE BROADCAST LIVE VIA YOUTUBE AND AVAILABLE AS A  
RECORDED ARCHIVE ON THE VILLAGE WEBSITE

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**1. Call to Order**

**2. Approval of the Agenda**

Recommendation: That the Agenda be approved as circulated.

**3. Public Input**

\*Note: The public is permitted to provide comments to Council on any item shown on this meeting agenda. A two-minute time limit applies to speakers.

**4. New Business**

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**(a) Anmore South Infrastructure Financial Analysis Report**

Report dated November 18, 2021 from the Chief Administrative Officer.

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**(b) Anmore Community Hub – Next Steps**

Report dated November 18, 2021 from the Chief Administrative Officer.

**(c) Light Up Spirit Park Event 2021**

Verbal update to be provided by staff.

**5. Public Question Period**

*\*Note: The public is permitted to ask questions of Council regarding any item pertaining to Village business. A two-minute time limit applies to speakers.*

**6. Adjournment**



# VILLAGE OF ANMORE

## REPORT TO COUNCIL

Date: November 18, 2021 File Number: 3010-01  
Submitted by: Juli Halliwell, Chief Administrative Officer  
Subject: Anmore South Infrastructure Financial Analysis Report

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### Purpose / Introduction

To provide Council and Anmore residents with up-to-date data and assessments for three development scenarios for Anmore South – two under a Rural designation and one under an Urban designation – to support better understanding the impacts of different types of development in Anmore South.

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### Recommended Option

That Council receive the ISL Engineering Anmore South Infrastructure Financial Analysis report dated November 2021 for information.

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### Background

In response to community input in the first phase of community engagement on Anmore South, Council directed staff to complete further assessments of the financial and servicing impacts of three development models. This analysis was undertaken by ISL Engineering. The Anmore South Infrastructure Analysis Report dated November 2021 by ISL Engineering provides up-to-date data and assessments for two development scenarios: both under a Rural designation. There will also be an assessment of the infrastructure and financial impacts under an Urban designation; however, with the recent letter of intent from the landowner, icona, regarding a proposal coming forward at the end of November, ISL has recommended waiting until the specific application is submitted to complete the analysis as this will allow for an assessment based on actual data rather than theoretical.

The Anmore South Infrastructure Financial Analysis Report is focused on the infrastructure requirements to provide servicing in the two development models along with the financial implications for those costs. It is important to emphasize that the completed scenarios under a Rural designation are *models only* and do not in any way reflect an actual development proposal. Additionally, it is important to note that the analysis used current Village bylaws, policies and regulations that are in effect today.

## Report/Recommendation to Council

### Anmore South Infrastructure Financial Analysis Report

November 18, 2021

This report provides an important resource for assessing how development in Anmore South would affect the Village from the perspective of infrastructure management and financial sustainability, regulations and related approval requirements, where developable areas could be located and what areas would be most appropriate for dedicated land. It also highlights the opportunities for generating Community Amenity Contributions stemming from the increased value of the area through rezoning. In addition, the information in this report could be used to analyse other development proposals throughout the Village.

While this report is focused on servicing and financial implications for different types of development, it is important to note that other studies, such as traffic analysis, environmental impact and further financial analysis, would still be recommended as part of a development application as these assessments require specific data from the proposal to complete a comprehensive analysis.

## Discussion

The following is a synopsis of the two completed development scenarios and the considerations for how this affects the Village.

### Scenario 1 – RS-1 Zoning (Rural designation)

Scenario 1 reflects the current zoning (one-acre lots) and land designation for Anmore South, which means this scenario requires no further approval process for Council, and the property owner could submit a Subdivision Application without any further community engagement. This means there are no opportunities for negotiating a Community Amenity Contribution or requiring additional land dedication for the Village. This development would be consistent with existing Anmore residential areas with one-acre lots, and results in the smallest population increase. Each property could have a single-family home and a coach house and there would be a requirement for 5% parkland dedication as per the *Local Government Act*. As well, this scenario does not include infill, which is a future option for property owners under the Infill Development Policy.

The infrastructure replacement costs per parcel for this scenario are significantly higher as these costs are divided by a relatively small number of new parcels. The Village's infrastructure replacement costs are collected through the fixed asset levy annually as a portion of the annual property tax notice. From a financial sustainability perspective, when the fixed asset levy is larger, this traditionally results in a higher tax rate increase required to cover the cost. It is important to note that although the assessment shows the costs per parcel for comparison purposes, these types of costs are integrated into Village budgets overall and paid

## **Report/Recommendation to Council**

### **Anmore South Infrastructure Financial Analysis Report**

November 18, 2021

by the entire community. For the purposes of the model, the tax impacts are estimated to be \$405 which is based on the average assessed value home in Anmore of \$1.9M.

#### **Scenario 2 – Comprehensive Development (Rural designation) – 1/4 Acre Lots**

Scenario 2 would require a rezoning application; however, it would still be feasible under the Village's existing Comprehensive Development (CD) zone. Because this scenario would involve a rezoning application, it includes a process for Council to hear from the community before making a decision, as well as the opportunity to negotiate a Community Amenity Contribution. The 1/4 acre lot size allows for a septic system on each property. Only single-family houses are permitted; no coach houses or secondary suites. Although secondary suites have been allowed in some CD zones, the lot sizes were larger in those circumstances, and it is assumed that suites on lots as small as ¼ acre would not be allowed.

With the rezoning application, there is an opportunity to significantly increase the amount of dedicated land that the developer would be required to provide to the Village (30% of the area). This results in a large forest area being set aside as dedicated land. While this type of development increases the number of new people, the total number of residents would still be under the threshold that affects policing and fire services costs.

More infrastructure is needed for this scenario, as increasing the number of lots means more road and water connections. In addition to the increased initial capital costs for the infrastructure, which is a developer cost, it means the overall replacement costs for the Village are higher. As a result, while the per parcel costs for infrastructure replacement are lower as they are spread out over more properties (four lots per acre instead of one per acre), the tax impacts are estimated to be similar to RS-1 at \$300.

#### **Scenario 3 – Multi-family (Urban designation)**

Assessing a theoretical model for Scenario 3 was challenging as there are many variables involved and several assumptions needed related to housing types, commercial options and number of units. It's also important to note that the new zone and land use designation would be for Anmore South only, not the rest of the Village. While detailed financial assessments based on unit numbers and housing types are not included at this time, the analysis completed so far notes that there are significant infrastructure costs for this type of development, as well as an opportunity to designate a larger portion of forest area as dedicated land. It is also recognized that Scenario 3 involves cost implications related to services such as Village staffing, police and fire response.

## Report/Recommendation to Council

### Anmore South Infrastructure Financial Analysis Report

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While the initial plan was to develop a model based on these assumptions, icona has now officially advised the Village that it will be submitting a rezoning application and Official Community Plan (OCP) amendment by the end of November. The development proposal that is submitted may not be accepted by Anmore Council; however, it would form an appropriate basis for a more accurate analysis for Scenario 3.

It is important to note that *if* Council chooses to proceed with icona's development application, and *if* the proposal is consistent with Scenario 3 identified for the study – a multi-family development under an Urban designation – it would require a rezoning application, an OCP amendment and an application to Metro Vancouver to change the land use designation. These are comprehensive processes that take time and include opportunities to hear from the community.

The following is a high-level overview of the comprehensive processes involved in any application that would require rezoning, an OCP amendment and a Metro Vancouver land use designation change. **It is important to note that there is currently no development application for Anmore South.**

#### Village of Anmore – OCP Amendment & Rezoning Application

Making changes to Anmore's OCP and Zoning Bylaw follows a prescribed process that includes first and second reading of the affected bylaw, followed by a Public Hearing and third reading, and then Council votes on whether it will adopt the Bylaw amendment. For a complex project that involves significant changes, there are additional requirements and assessment needed.

As an example, the Village would require the following, at the cost of the developer:

- Comprehensive traffic analysis
- Environmental impacts study
- Required services and financial impact assessment, including additional Village staff and potential requirements for additional policing and fire response
- Commercial development impacts and analysis, including assessment related to zoning, tax rates and revenue impacts
- Community amenity contribution assessment based on increased value of the land through rezoning
- Dedicated land provision requirements
- Emergency response impacts assessment
- Community engagement

## **Report/Recommendation to Council**

### **Anmore South Infrastructure Financial Analysis Report**

November 18, 2021

## **Metro Vancouver – Regional Growth Strategy Amendment**

Metro Vancouver has its own process for amendments to the land use designation within the Regional Growth Strategy. This process cannot begin until the Village has provided third reading to its OCP amendment bylaw (as above), and the application has to be made by the Village of Anmore. Any application to change a designation involves multiple steps starting with a review by Metro Vancouver staff, followed by a review by the Regional Planning Committee made up of elected officials, and then consideration and vote by the Board. There is also an opportunity for affected local governments and other agencies to review the application and provide feedback.

### **Summary**

These studies provide Council, Village staff and the community with more information about what different development types would look like in Anmore South, what the infrastructure requirements would be, how the type of development would affect the area in terms of developed area compared to dedicated land provided to the Village, and the financial implications related to infrastructure costs and Community Amenity Contributions.

This resource adds context for evaluating any future development application for Anmore South; however, there would still be several other critical studies required to help inform Council about specific development impacts and considerations.

### **Options**

That Council receive the ISL Engineering Anmore South Infrastructure Financial Analysis report dated November 2021 for information.

OR

That Council direct staff to request further information or analysis by ISL Engineering to include in the Anmore South Infrastructure Financial Analysis report.

### **Financial Implications**

There are no financial implications stemming from receiving this report for information.

### **Communications / Civic Engagement**

An overview of the study outcomes for Scenarios 1 and 2 will be developed and provided to residents by mail and on the website. When the full study report is complete with Scenario 3

## Report/Recommendation to Council

### Anmore South Infrastructure Financial Analysis Report

November 18, 2021

data, the Village will provide an opportunity for residents to connect with the professionals who completed the study to ask questions. The study outcomes open house will be promoted through the Village's Facebook page, website, notification emails and direct mail.

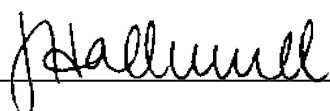
## Corporate Strategic Plan Objectives

- We have sustainable housing opportunities that represent the interests of all our citizens;
- We unleash the potential for great development that advances the interests of the community;
- We have an engaged community that is immensely proud of Anmore;
- We guarantee Anmore is self-sufficient in the future.

## Attachments:

1. ISL Engineering report titled "Anmore South Infrastructure Financial Analysis" dated November 2021

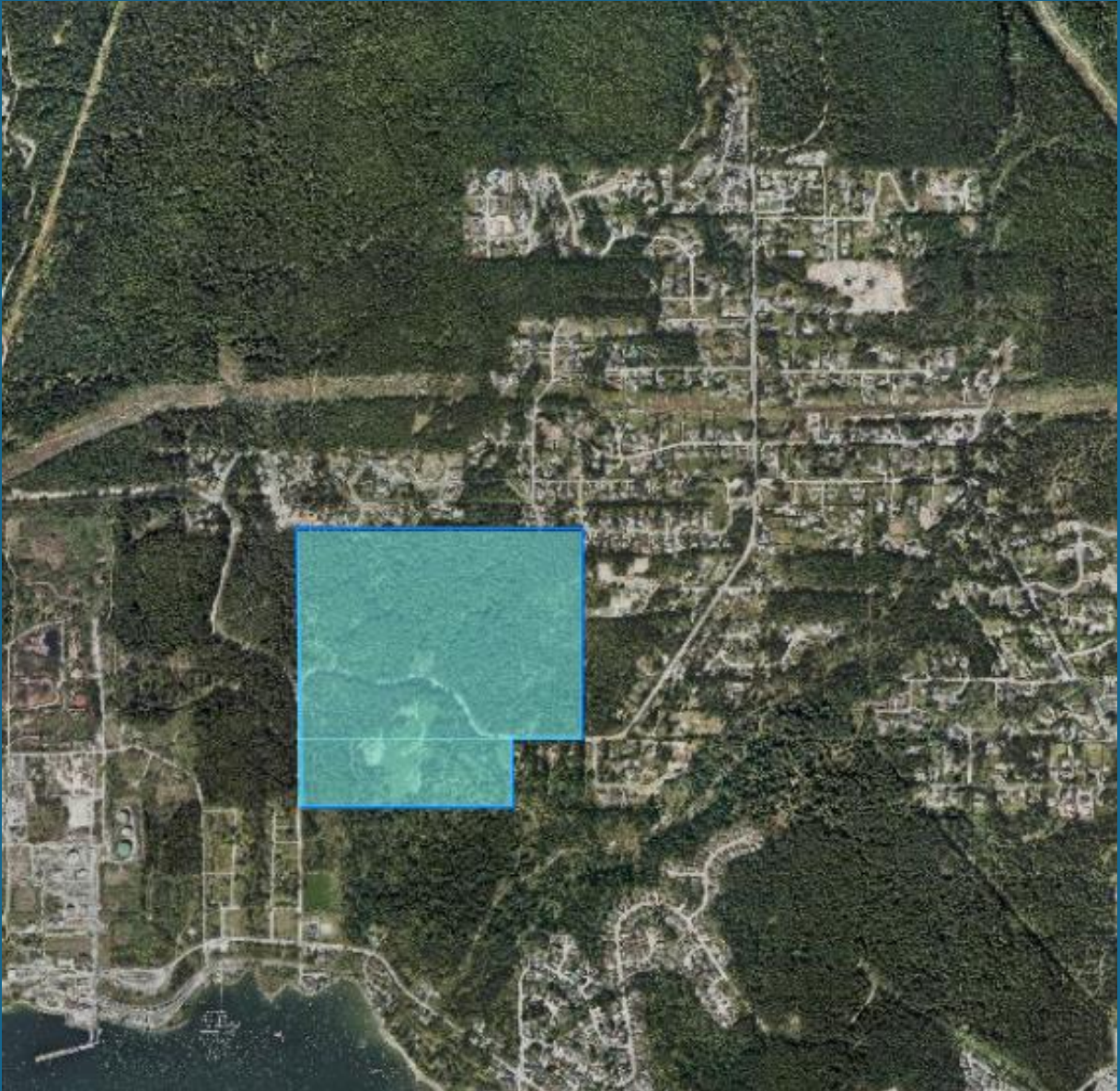
Prepared by:



Juli Halliwell

Chief Administrative Officer





## Anmore South Infrastructure Financial Analysis

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Village of Anmore

November 2021

**Project Number 32880**

**Village of Anmore**

**Anmore South Infrastructure Financial Analysis**

For additional Information regarding this proposal  
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Document1

This proposal may contain trade secrets, commercial and financial information. Such proprietary information is provided in the strictest confidence and may be reviewed for the sole purpose for which the information has been provided. Reasonable steps to safe keep the information is required, and information shall not be released to any third party without prior written authorization. Disclosure of such information to any third party is deemed to constitute significant harm to ISL Engineering and Land Services Ltd.



ISL Engineering and Land Services Ltd. Is an award-winning full-service consulting firm dedicated to working with all levels of government and the private sector to deliver planning and design solutions for transportation, water, and land projects.

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## 1.0 Introduction

The Village of Anmore engaged ISL Engineering to review the land referred to as Anmore South, owned by a private property owner. The study area is located in the south of Anmore, with its southern and western borders bound by the City of Port Moody, the north border is located adjacent to the Crystal Creek neighborhood, the eastern boundary is contained by Anmore Elementary and the recently approved comprehensive development (Cordovado)

The assignment was to conduct a high-level review of infrastructure servicing and financial implications of potential development for three scenarios: two within a Rural designation and one within an Urban designation, which would require a change to the Regional Land Designation. Regional Land Designations (RLD) are applied by Metro Vancouver. The RLD forms part Metro Vancouver's Regional Growth Strategy, which is defined in a regional planning document referred to as *Metro Vancouver 2040*. This document is currently under review and will subsequently be referred to as *Metro Vancouver 2050*, once adopted.

At the April 27, 2021 Special Council meeting, Anmore Council passed the following resolution:

*"That Council receive the report titled "Anmore South OCP and RGS Amendment Community Engagement Phase 1" and direct staff to initiate a financial analysis of three possible development scenarios for the Anmore South property consisting of the current RS1 designation, Comprehensive Development similar to Crystal Creek, and a third analysis with the land fully serviced, and continue to have ongoing public discussions regarding shaping Anmore's future."*

Further, at the May 18, 2021 Regular Council meeting, Anmore Council passed the following resolution:

*"That Council direct staff to engage ISL Engineering and Land Services to under the development analysis as outlined in the report dated May 13, 2021 from the Chief Administrative Officer for a cost not to exceed \$20,000;*

*And that the cost to undertake the development analysis be funded from Accumulated Surplus."*

As noted in the resolutions, three development scenarios were to be considered in the financial analysis based on servicing requirements. The following sections outline the rationale for selecting the type of development, what each category means, why certain decisions were made and what assumptions or data sources were used.

It is critical to note that these scenarios are **models only**. They are not based in any way on planned development or current proposals. The purpose of this report is to provide Council and the broader community with additional information about development options for Anmore South and what it means to the Village.

## 2.0 Background

Anmore South is approximately 151 acres and primarily covered in second growth forest, with some areas cleared of vegetation by previous land use. The Village of Anmore is currently designated Rural, with the exception of Anmore Green Estates, which is designated General Urban (in order to facilitate their hook up to the regional sewer system). However, it is also a Special Study Area in both the

Regional Growth Strategy and Anmore's Official Community Plan. A Special Study Area is an interim designation in a land use planning document for an area that requires further study before formal designation. The area is currently zoned as RS-1 (1 acre, single family units).

Prior to reviewing potential scenarios for the land, it is important to consider both the land use designation and the zoning for each model as it affects servicing options as well as rezoning requirements and considerations.

## 2.1 Regional Land Designations & Zoning for Anmore South

For the Anmore South area, the two most likely scenarios for the land designation are General Urban or Rural. The following are the definitions of these designations in the Metro Vancouver Regional Growth Strategy.

### General Urban

- General Urban areas are intended for residential neighbourhoods and centres, and are supported by shopping, services, institutions, recreational facilities and parks. Within General Urban areas, higher density trip-generating development is to be directed to Urban Centres and Frequent Transit Development Areas. General Urban areas are intended to emphasize place-making, an enriched public realm, and promote transit-oriented communities, where transit, multiple occupancy vehicles, cycling and walking are the preferred modes of transportation.

### Rural

- Rural areas are intended to protect the existing character of rural communities, landscapes and environmental qualities. Land uses include low density residential development, small scale commercial, industrial, and institutional uses, and agricultural uses that do not require the provision of urban services such as sewer or transit. Rural areas are not intended as future urban development areas, and generally will not have access to regional sewer services.

For the purposes of the study, the zoning options assessed are RS-1 and Comprehensive Development, which currently exist in Anmore's Zoning Bylaw, and a "multi-family" zoning option, which does not currently exist for Anmore.

In addition to the RLD categories, there is a zone within the region referred to as the Urban Containment Boundary (UCB). The expansion of the UCB is also under the authority of the Metro Vancouver Board. The UCB is defined by Metro Vancouver as:

*"The Urban Containment Boundary is a stable, long-term, regionally defined area for urban development that protects Agricultural, Conservation and Recreation, and Rural lands from developments requiring utility infrastructure. Locating housing, regional transportation, and other infrastructure investments within the Urban Containment Boundary supports land development patterns that can protect food producing land, reduce energy demand and greenhouse gas emissions from commuter traffic, and secures land that stores carbon and helps communities adapt to climate change. Residential and employment infill development is encouraged within the Urban Containment Boundary."*



Considerations for designations, zoning and regulations that affect the scenarios:

- Residential and commercial development can occur within both designations. Assumptions were made as part of the assessment to assign a designation and zone for each scenario.
- The primary difference between the Rural and General Urban designations for Anmore South development is that a General Urban designation would require a sewer connection to the regional system, and a sewer connection is not an option within a Rural designation.
- Land designations do not protect trees or determine the character of development, that is done through the Zoning Bylaw, Tree Management Bylaw and other bylaws authorized by the Village.
- An Official Community Plan (OCP) amendment, Zoning Bylaw changes and other bylaws are under the purview and authority of Anmore Council (the Village).
- Regional land use designations are under the authority of the Metro Vancouver Board.

The table below outlines various regulations and notes Metro Vancouver and Village jurisdiction over those regulations as it relates to various elements of development.

	Regional Land Designation (Metro Vancouver)	Official Community Plan (Village)	Zoning (Village)	Other Bylaws (Village)
Regional water services	X	✓	✓	✓
Regional sewer services	✓	✓	✓	✓
Density	X	✓	✓	X
Types of housing	X	✓	✓	X
Traffic/Parking	X	✓	✓	✓
Environmental Stewardship/ Tree Retention	X	✓	✓	✓

### 3.0 Analysis Considerations

As part of the analysis for each scenario, consistent factors were used for the assessment, as well as other considerations that affect the models and outcomes of the studies. ISL reviewed the proposed scenarios and developed potential masterplans which would meet the servicing requirements for the potential subdivisions. As part of the analysis, we also reviewed the existing Village's roads masterplan and incorporated those connections into the designs. Road alignments considered grade changes, cul-de-sac lengths, lot frontages and general conformance with the Village's Subdivision & Development Control Bylaw.

Cost estimates were developed using high level 3D analysis for grading and industry averages for infrastructure installation such as watermains, storm sewers and culverts. This process was conducted for each scenario.

CAC targets were developed based on industry standard land economic analysis. The analysis reviews historic land values sales, costs incurred to develop the land, such as infrastructure cost, municipal fees associated with subdivision and inflationary costs.

The following is a brief synopsis of some of the key components of the studies for additional context.

### 3.1 Development Areas

For the first scenario, the development area is largely predetermined by the existing zoning; however, for the other two scenarios, the areas designated as development areas were selected as they allowed for connections to existing roads, minimized the infrastructure required and maximized the topography that is more conducive for housing development.

### 3.2 Dedicated Land

In each scenario the amount of dedicated land to the Village varies. When designating areas for dedicated parkland and land that the developer would be required to provide to the Village, the priority was to designate areas that had the most creeks and riparian areas. As well, for the two scenarios that involve rezoning and larger dedicated areas, the intent was to maintain large, forested areas as much as possible, rather than multiple smaller areas.

### 3.3 Infrastructure

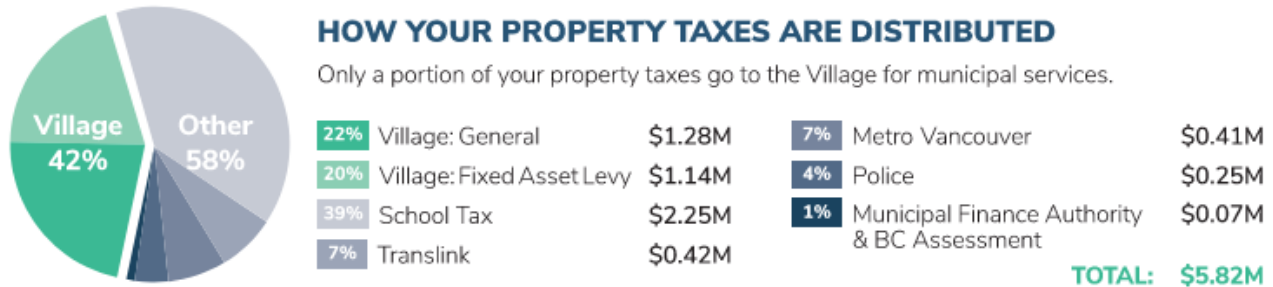
Infrastructure assessments are based on the standard infrastructure in other parts of Anmore, including services like roads and water, as well as the costs to prepare the site for the development. Scenario 3 incorporates the additional costs related to a sewer connection and direct water connection. Scenario 1 and 2 are based on septic systems (one per parcel); however, the infrastructure costs do not include the septic systems installation or replacement.

### 3.4 Financial Considerations

This assessment focused on the cost of installing the infrastructure for each scenario as well as the cost to replace it on a per household basis. Higher per household costs result from fewer parcels having to pay for the eventual replacement of the infrastructure that serves it. Higher per household costs within new development, typically results in higher costs for the community as a whole. Specific financial information relating to taxation impacts on current and future residents has not been included because that type of analysis requires more specific details from a development proposal in order to run an analysis based on actual number of residents, property assessments and tax rates. As an example, if there is a commercial component to the development, a business class tax rate does not exist in Anmore and would have to be developed. The financial analysis for tax impacts would also take into consideration a phased development over a period of time (i.e. 15-20 years). It is recognized that police and fire costs could be affected depending on the new population resulting from the development. Once the Village exceeds a population of 5000, the policing cost model changes. Fire costs are affected by population and building types. Staffing levels at the Village Hall will also be impacted by the number of new residents and amenities added through development. All of these additional costs as well as revenue from a broader tax base would need to be assessed as part of any development application.

### 3.5 Asset Levy Analysis

The following chart identifies the typical breakdown of property tax expenditures for the Village of Anmore. The numbers shown were retrieved from the Village's 2021 Property Tax Notice.



For every tax dollar collected, 20 cents is allocated to replacing infrastructure within the Municipality. We have utilized this ratio to determine the potential deficiency in asset levy per household. If a negative number is identified within the table, it means this cost would have to be spread across all residents in the Municipality, meaning an increase in taxation for all residents in Anmore.

### 3.6 Fixed Asset Levy for Infrastructure Replacement

Amounts shown in the tables below for “Infrastructure replacement per household or unit” are indicative of the required annual cost to be recovered from newly created parcels for the eventual replacement of the new infrastructure (such as roads, water, sewer, trails, etc.) required to service the development. It is important to note that this is not typically how a municipal government would set aside funds for infrastructure replacement. The amounts shown in the tables below are intended to show an order of magnitude in relation to the various development scenarios. Ultimately, the larger the fixed asset levy (the cost to replace infrastructure), the higher the impact this will have on the entire tax base of the municipality as these costs are aggregated across all taxpayers in Anmore.

### 3.7 Community Amenity Contributions

Community Amenity Contributions (CACs) are in-kind or cash contributions provided by property developers when a rezoning process is initiated by the developer. The demand on Village facilities increases with rezoning because of new residents in the area. To lessen the impact on the community, CACs provide funding or other contributions to expand facilities to meet increased demand.

CACs help build and expand facilities like:

- Parks and open spaces
- Community facilities (example: community centres and libraries)
- Transportation and public realm
- Arts and culture spaces

The amount of the contribution is based on the increased value of the land – or the lift – because of the rezoning. This is sometimes referred to as a density bonus.



For this study, the CAC estimates were determined by calculating the value of the land under the current zoning (RS-1). The land value is then calculated for the theoretical new zone. Once this increase in profit is determined we have applied a 50% share of the profits as a CAC contribution.

$(\text{Value of new zoning} - \text{Value of RS-1 zone}) \times 50\% = \text{CAC to the Village}$

### 3.8 Commercial Component

A commercial component was reviewed at a high level for scenario 3 and it was determined that there was no significant difference between commercial and residential units for the infrastructure required; therefore, commercial options were not included as a separate assessment factor in this report. It is noted that there would likely be a different taxation rate and revenue options for any commercial component within a development; however, given the Village has no current business class tax rate to draw upon, a full analysis will have to be conducted when and if a development proposal involving commercial options is received.

### 3.9 Traffic & Transit

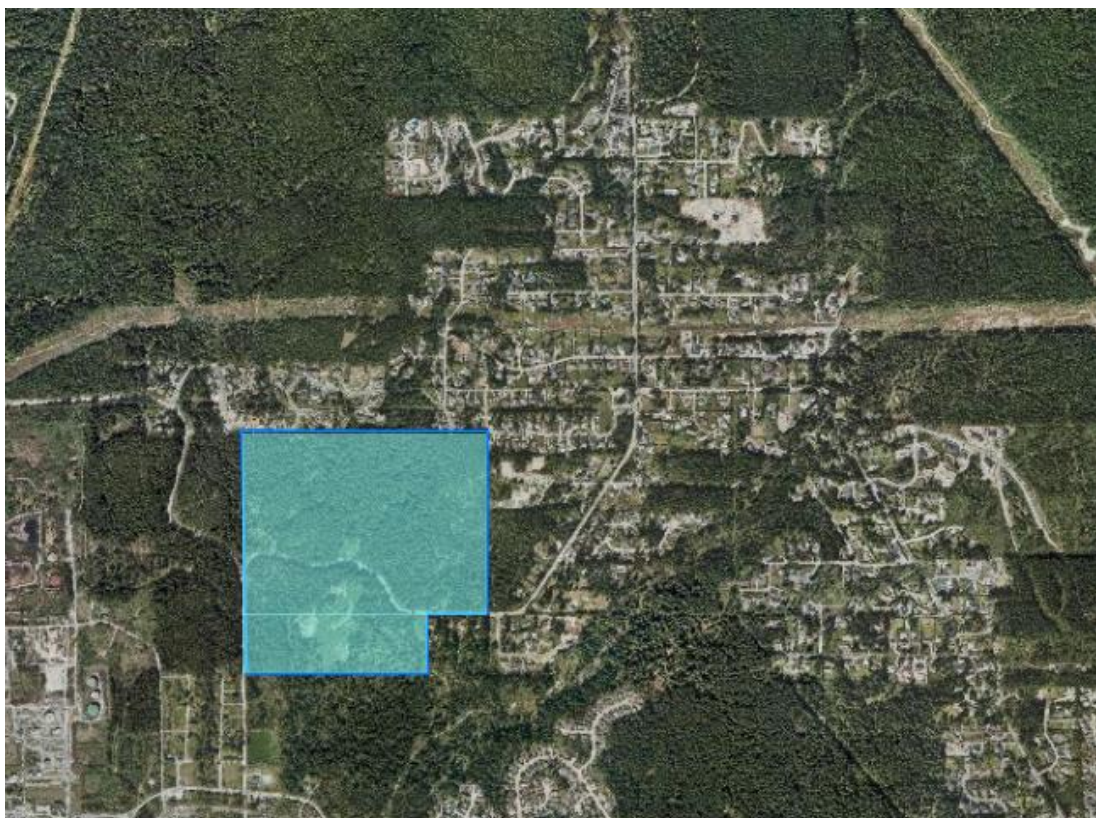
Traffic analysis has not been included in this report because a comprehensive traffic study is needed, and this requires a development proposal with specifics related to zoning, housing type and number of residents and vehicles. As an example, single-family homes and coach houses can accommodate multiple vehicles per household compared to developments that restrict the number of stalls per household. This study would also assess some of the common factors that affect capacity, such as routes, intersections and turning movements. If a development application is received, the Village should undertake a comprehensive traffic study at the cost of the developer.

Regarding transit potential, TransLink bases its service levels on ridership, not population; therefore, it was not possible to analyze when transit services would be provided by TransLink.

## 4.0 Analysis

The three scenarios addressed in this study are Scenario 1: RS-1 Zoning, Scenario 2: Comprehensive Development Zoning and Scenario 3: Multi-family Zoning. Each scenario was assessed based on the analysis considerations outlined in Section 3 to provide consistent standards wherever possible. The data sources and assumptions for some of the factors that differ in each scenario are noted in the Comments. The following map highlights the Anmore South area for the scenarios.

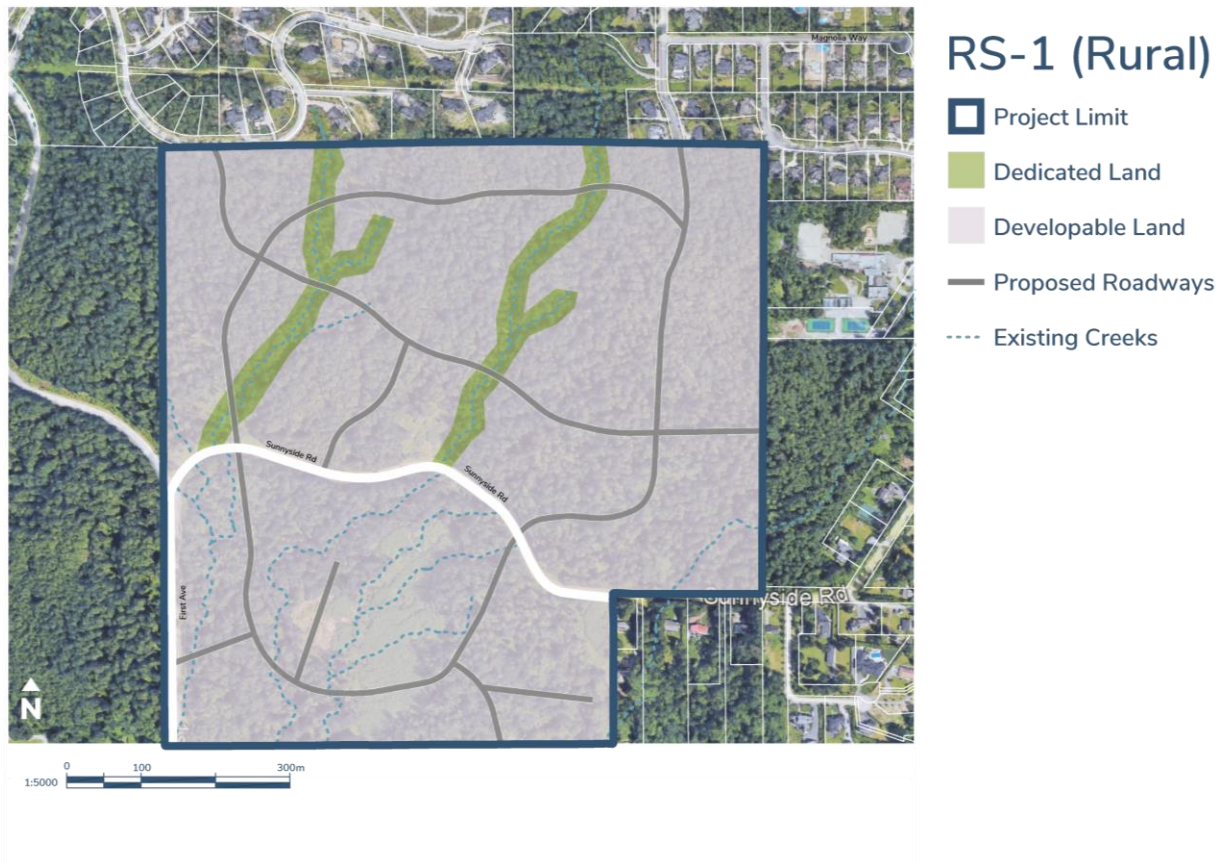
Figure 1- Aerial Photo of Village of Anmore and highlighted area indicating study area.



#### 4.1 Scenario 1 – RS-1 Zoning (Rural designation)

Scenario 1 represents the current zoning and land use designation. While RS-1 zoning can be applied under a General Urban designation, the study is based on a Rural designation with septic systems. RS-1 means the land can be divided up into 1-acre parcels and under the current zoning, the developer can proceed directly to subdivision by submitting a Subdivision Plan for review by the Approving Officer. Subdivision does not require Council approval or any consultation with the public or adjacent property owners. The developer would be required to adhere to the existing Anmore Subdivision & Development Control Bylaw, as well as other relevant bylaws.

Figure 1 – Scenario 1 - RS-1 schematic design of the potential subdivision:



Analysis Component	Data	Comment
Developed Area	143 acres	This is the area that can be developed. Riparian areas are included in developable areas but require setbacks and cannot be constructed on. This does not include Dedicated Parkland.
Dedicated Parkland	5 % (8 acres)	As part of the <i>Local Government Act</i> (LGA), subdividers are required to donate 5% parkland.
Regional Land Designation Requirement	Rural	Either designation would be applicable for the zone; however, General Urban is not required and a rural designation was used for this assessment.
Number of Parcels	120 (minimum)	Approximately 120 acres are left once parkland and road dedication are removed from the developable land. (151 acres - 8 acres dedicated parkland - dedicated road allowances = 120 acres)
Housing Types Allowed		Single family and coach houses, which is consistent with other RS-1 zones. Note: If there is a secondary suite, a coach house is not permitted as per Anmore Zoning Bylaw No. 568-2017, section 6.3.1.
Average Population Per Parcel	5.2 people	The average population estimate for single-family homes with a coach house is estimated at 5.2. While the average population per parcel in Anmore is currently 3.2 as per 2016 Census data from Metro Vancouver, average population per parcel has been increased to account for the coach house and principal home having the same number of people living in them based on 2.6 people per dwelling, which is the current household average for Metro Vancouver. <a href="http://www.metrovancouver.org/services/regional-planning/PlanningPublications/2016CensusBulletinDwellingHousehold.pdf">http://www.metrovancouver.org/services/regional-planning/PlanningPublications/2016CensusBulletinDwellingHousehold.pdf</a>
Population Increase	624 people	$120 \times 5.2 = 624$ people
Average Parcel Size	1 acre	RS-1 zoning requirement
Infrastructure Capital Cost	\$51 million	This is the cost to install all the infrastructure required and prepare the site to create/service the subdivision, which includes approximately 4.1 km of roads and water pipes.
Infrastructure Replacement Cost Per Year	\$790,000	This amount reflects the costs for the Village to replace infrastructure that is transferred to them through development. Replacement schedules are included in the Village's <a href="#">Asset Management Plan</a> .
Asset Levy Per Parcel (for new development only)	\$6,580 / parcel	This amount reflects the total annual cost for all infrastructure transferred to the Village through development on a per parcel basis. For this analysis, the total cost per parcel is for the new parcels created through development only. Costs typically collected through the fixed asset levy. $\$790,000 / 120 = \$6,580$



Estimated Parcel Evaluation (Land and Building)	\$5.0m	This cost represents the estimated assessed value. The costs include, purchasing of the lot, building costs, taxes and development cost charges and associated professional fees. Land = \$1.9m; Improvements = \$3.1m
Expected Asset Levy Variance Per Parcel	- \$3,280	Assuming a total taxation of \$16,500** per RS-1 parcel (2021 rate for a \$5M assessed value) $\$16,500 \times 0.2$ (asset levy) = \$3,300 Asset Levy Tax (ALT) $\$3,300$ (ALT) - \$6,850 (Asset Levy per parcel) = -\$3,280
Estimated Tax Increase Per Parcel	\$405 / parcel	Expected Variance = $-\$3,280 \times 120$ units = - \$240,000 Anmore currently has approximately 850 parcels. $-\$393,600 / (850+120) = \$405.00$ (approx.)***
Community Amenity Contributions (CAC)	\$0	No CACs would be applicable because CACs are only negotiated during a rezoning and there is no rezoning required under this scenario.

### **Notes**

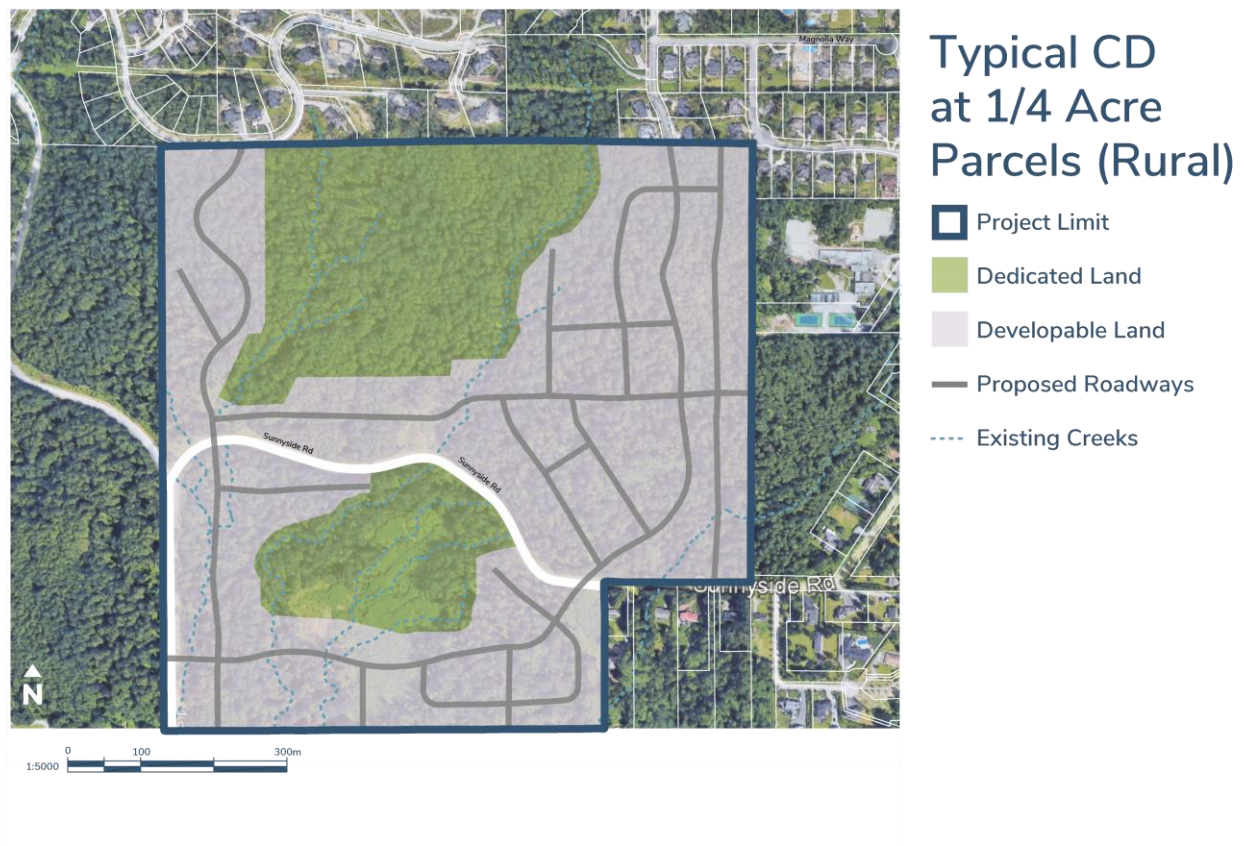
\*\* We have based the tax rate on the 2021 tax roll for similar sized lots and valuation. We understand that this rate would likely change in the future, if the proposed parcels changed the average assessed value in the Village.

\*\*\* Its important to note that this is a generalized way of attributing the variance. In practice the tax assessment for each property is a complex budgeting scenario and is based on the entire tax roll and the expenditures of Municipality. This evaluation is to give an idea of what the impact might be in the future.

#### 4.2 Scenario 2 – Comprehensive Development (CD) – 1/4 acre (Rural designation)

Scenario 2 would require rezoning of the existing lands but would not require a Regional Land Designation change. While CD zoning can be applied under a General Urban designation, the study is based on a Rural designation with septic systems. The parcel size was set at 1/4 acre as this size can accommodate a septic system for each parcel. Rezoning applications involve a process that includes a Public Hearing and Council deliberation over whether to adopt a change to the Zoning Bylaw. The costs for this process are not included in the assessment. If the rezoning is approved by Council, a subdivision application would be required.

Figure 2 – Scenario 2 – 1/4 acre parcels, for a schematic design of the potential subdivision:



Analysis Components	Data	Comment
Developed Area	106 acres	This is the area that can be developed. Riparian areas are included in developable areas but require setbacks and cannot be constructed on. Land provided to the Village is not included in developable land.
Dedicated Land	30% (45 acres)	This represents roughly 30% of the land, which has historically been the developer's contribution for a comprehensive development. This land is provided to the Village and at the time of rezoning, consideration is given to the type of dedication.
Regional Land Designation Requirement	Rural	General Urban is not required and a Rural designation was used for this assessment.
Average Parcel Size	1/4 acre	Smallest lot size that can sustain an individual septic field and allowable under current OCP and Zoning Bylaws.
Number of Parcels	312	Approximately 78 acres are left once parkland and road dedication are removed from the developable land. (151 acres - 45 acres provided to the Village - dedicated road allowances = 78 acres)
Housing Types Allowed		Single family only. Coach houses and secondary suites would not be permitted due to the size of lot.
Average Population Per Parcel	2.6 people	This is the current average population per household in Metro Vancouver. <a href="http://www.metrovancouver.org/services/regional-planning/PlanningPublications/2016CensusBulletinDwellingHousehold.pdf">http://www.metrovancouver.org/services/regional-planning/PlanningPublications/2016CensusBulletinDwellingHousehold.pdf</a>
Population Increase	811 people	$312 \times 2.6 = 811$ people
Infrastructure Capital Cost	\$68.5 million	This is the cost to install all the infrastructure required to create/service the subdivision, which includes (but is not limited to) approximately 5.5 km of roads and water pipes.
Infrastructure Replacement Cost Per Year	\$875,000	These costs are only for assets that would require replacement as per the Village <a href="#">Asset Management Plan</a> , which dictates the replacement schedule of the infrastructure.
Asset Levy Per Parcel (for new development only)	\$2,800	The cost represents the depreciation costs of the assets associated with the subdivision. Cost typically collected through the fixed asset levy on a per parcel basis. $\$875,000 / 312 = \$2,800$
Estimated Parcel Evaluation (Land and Building)	\$3.1m	This cost represents the estimated assessed value. The costs include, purchasing of the lot, building costs, taxes and development cost charges and associated professional fees. Land = \$1.0m; Improvements = \$2.1
Expected Asset Levy Deficiency Per Parcel (for	- \$800	Assuming a taxation of \$10,000 per CD parcel (2021 rate)** $\$10,000 \times 0.2$ (asset levy) = \$2,000 Asset Levy Tax (ALT) $\$2,000$ (ALT) - \$2,800 (Asset Levy per parcel) = -\$800



new development only)		
Estimated Tax Increase Per Parcel	\$215	Expected Variance = $-\$800 \times 312 \text{ units} = -\$250,000$ Anmore currently has approximately 850 parcels. $-\$250,000 / (850+312) = \$215 \text{ (approx)}^{***}$
Community Amenity Contributions (CAC)	\$10-13 million	This is approximately 50% of the estimated increased value of the property (the lift) due to the rezoning. The dedicated land provided to the Village is not included in the CAC calculation.

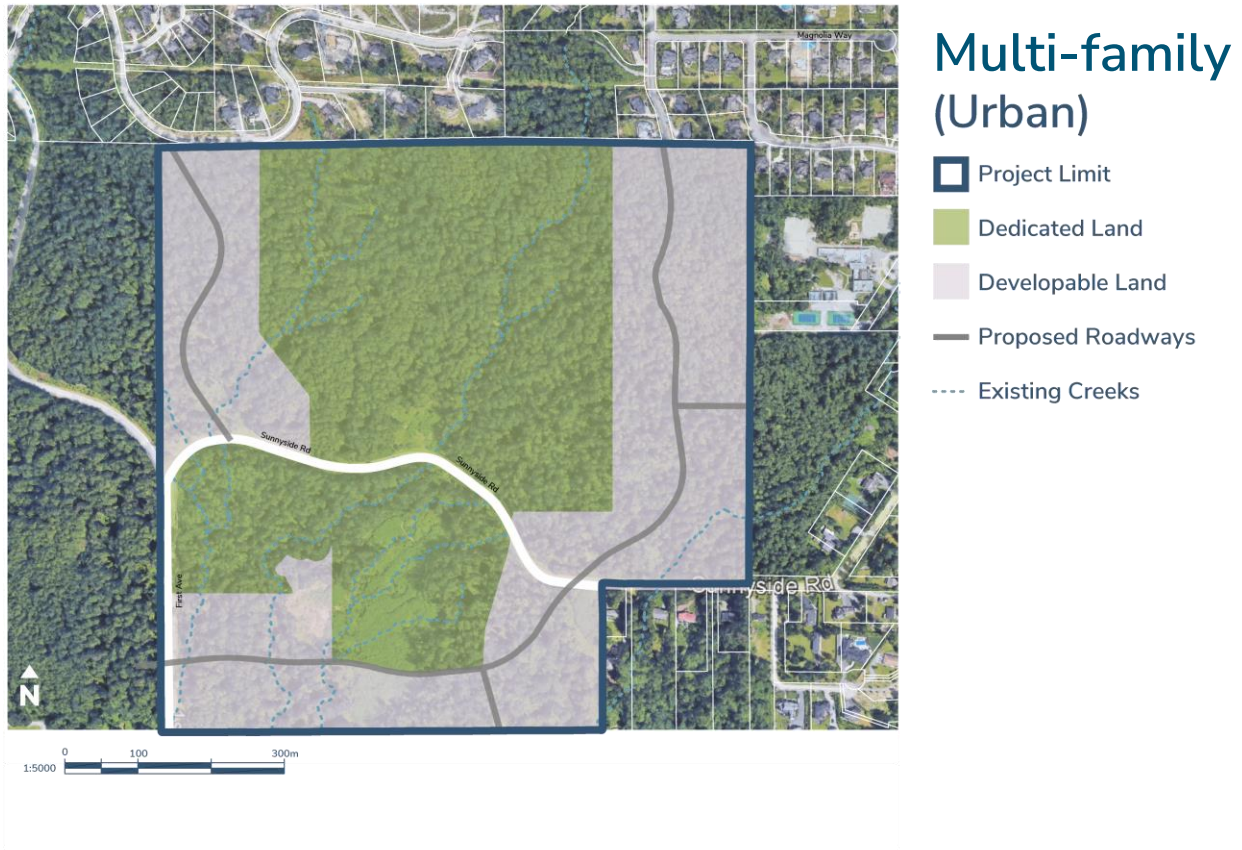
### **Notes**

\*\* We have based the tax rate on the 2021 tax roll for similar sized lots and valuation. We understand that this rate would likely change in the future, if the proposed parcels changed the average assessed value in the Village.

\*\*\* Its important to note that this is a generalized way of attributing the variance. In practice the tax assessment for each property is a complex budgeting scenario and is based on the entire tax roll and the expenditures of Municipality. This evaluation is to give an idea of what the impact might be in the future.



### 4.3 Scenario 3 – Multi-family (Urban designation)



Scenario 3 would require a rezoning to a new multi-family zone (which does not currently exist in Anmore) and a regional land use designation change to General Urban. Due to the significant increase to population within this scenario, Anmore South would need to be included in the Urban Containment Boundary, which is what would allow for a connection to the Metro Vancouver sewer system. The General Urban designation and Urban Containment Boundary expansion could be isolated to the Anmore South lands, and not applied to the whole Village (similar to Anmore Green Estates).

It is assumed that this kind of development would have a mixture of housing types including townhouses and low-rise condominiums. We have assumed the condominiums would have be four-story in height, as this would reduce the requirement for specialized fire apparatus and allow for timber construction methods.

Analysis Components	Data	Comment
Developed Area	76 acres	This is the area that can be developed. Riparian areas are included in developable areas but require setbacks and cannot be constructed on. Land provided to the Village is not included in developable land
Land provided to the Village	50% (75 acres)	This represents roughly 50% of the existing parcels of land.
Regional Land Designation Requirement	Urban	A General Urban designation is required for this zone
Housing Types Allowed		Townhouses and condominiums with a maximum of four story.
Anmore Infrastructure Capital Cost	\$40 million	This is the cost to install all the infrastructure required to create/service the subdivision, which includes (but is not limited to) approximately 2 km of roads, sewer and water pipes.
Metro Vancouver Infrastructure	\$60 million	This is the cost to install the required connection to the regional sewer system and a direct connection to the regional water system.
Village Infrastructure Replacement Costs Per Year	\$780,000	These costs are only for Village-owned assets that would require replacement as per the Village <a href="#">Asset Management Plan</a> , which dictates the replacement schedule of the infrastructure. It does not include the Metro Vancouver infrastructure replacement costs. These costs would likely be collected via a local area service agreement and only affect those within the new development.

As ISL analyzed the multi-family option (Scenario 3), it became evident that there were many variables to consider which resulted in a complex analysis. Some of these variables include: existing value of the land, the introduction of a new housing type to Anmore, changes to residential taxation mill rate, creation a commercial taxation rate, the effects of commercial taxation on the Village's residential taxation rate. All of these variables require assumptions based on professional opinion and not on tangible data.

It's noted that the table above has sections missing when compared to Scenarios 1 and 2. Typically, we would evaluate the scenarios based on an economic land value that is established through the current zoning. This value would help determine the required increase in density to offset infrastructure and development costs, such as CAC and DCCs. However, Anmore South poses a problem, as the traditional methods of determining the increase in density is skewed by two variables. Firstly, there are no comparable zones within the Lower Mainland, as all other developable parcels have regional sewer connections already, which means the existing land value has considered the costs associated with regional services. Secondly, we believe the Developer's existing land cost are low. Therefore, the traditional land value model for determining density may not be a true representation of the Developer's development model.

The low land cost is important to note, as this significantly decreases the required density to develop the land, as it lowers the development cost recoverable significantly.

We note that given the density would increase under scenario 3, a tipping point can be established to ensure the required increase to the fixed asset levy has a net zero impact to the existing tax base of Anmore.

During the finalization of this report, a letter of intent was received by the Village of Anmore from the landowner, who has indicated that they will be submitting a development proposal imminently. This is a significant development and one that should be analyzed and benchmarked appropriately against Scenario 1 and 2. While the development proposal that is submitted may not be accepted by Anmore Council, it would form an appropriate basis for more accurate analysis; therefore, it is the recommendation of ISL Engineering that Scenario 3 be based on the proposal received. We believe this is a benefit to the Village, as the efforts and costs associated with this analysis can be directed to an actual development proposal and provide sound analysis for any future decisions. Further, if a development is received, the costs associated with the analysis can be transferred to the Developer.

Finally, it is important to highlight that the proposal is due in the near future. We feel it would be in the best interest of the Village to not highlight potential information that could help set a benchmark for the Developer. For instance, if we provided a potential CAC at this point, it could potentially be lower than that which the Developer was proposing to table. This would result in a less than ideal negotiating position for the Village.

#### 4.4 Comparison table for all scenarios

The following table provides an at-a-glance comparison between the three scenarios.

Analysis Component	Scenario 1	Scenario 2	Scenario 3
Developed Area	143 acres	106 acres	76 acres
Dedicated Land/Parkland	8 acres	45 acres	75 acres
Regional Land Designation	Rural	Rural	Urban
Number of Parcels/Units	120	312	-
Average Population Per Parcel/Unit	5.2 people	2.6 people	1.8 people
Population Increase	624 people	811 people	-
Average Lot Size	1 acre	1/4 acre	N/A
Anmore Infrastructure Capital Cost	\$51.0 million	\$68.5 million	\$40 million
Metro Vancouver Infrastructure	Not applicable	Not applicable	\$60 million
Village Infrastructure Replacement Costs Per Year	\$790,000	\$875,000	\$780,000***
Infrastructure Replacement Per Parcel (for new development only)	\$6,5800	\$2,800	-
Estimated Parcel Evaluation (Land and Building)	\$5.0m	\$3.1m	
Expected Asset Levy Variance Per New Parcel	- \$3,280	- \$800	-
Estimated Tax Increase Per Parcel	\$405	\$215	-
Community Amenity Contributions (CAC)	Not applicable	\$10-13 million	-

\*\*\* The difference in replacement costs between Scenario 1 and Scenario 3 are due to asset useful life expectancy. There are more water infrastructure costs in Scenario 3 compared to Scenario 1 which have a higher life expectancy (50 years for water and 25 years for roads).



## 5.0 Closing

The information contained within this report was generated via high level analysis and assumptions. It should only be relied upon for discussion purposes. Further in-depth analysis should be conducted on any proponents' submissions, which should include a comprehensive assessment for CAC, taxation, infrastructure and traffic analysis based on specific details of the development application.

ISL's team has developed significant information for any future development on the Anmore South grounds, that will be beneficial to the Village in the future. Furthermore this information should be used analyze the expected development proposal.

We hope the information contained within this report meets the Village's requirements and if you require further assistance, please contact the undersigned.

Regards

A handwritten signature in blue ink, appearing to read 'C. Boit'.

Christopher Boit, P.Eng  
Senior Engineer



# VILLAGE OF ANMORE

## REPORT TO COUNCIL

Date: November 18, 2021 File No. 0810-10-03  
Submitted by: Juli Halliwell, Chief Administrative Officer  
Subject: Anmore Community Hub – Next Steps

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### Purpose / Introduction

To seek Council approval to engage in an Integrated Project Delivery method for the construction of the Anmore Community Hub.

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### Recommended Option

**That Council authorize staff to enter into the necessary agreements to enable an Integrated Project Delivery method for the construction of the Anmore Community Hub.**

**And that Council approve a budget of up to \$10,000 to fund the Integrated Project Delivery coach from capital reserves.**

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### Background

The Village of Anmore engaged Johnston Davidson Architecture (JDa) in December 2019 to develop a detailed design for Anmore's first community hall, which will also include municipal offices, meeting rooms, public gathering space, Anmore's history display space and Council Chambers.

In spring 2021, the detailed design was finalized and a tender was issued in June 2021. Of the eight pre-qualified contractors that were invited to bid, only 4 submitted completed tender packages before the deadline. All bids were in excess of the allocated construction budget of \$8M. The Village has since elected to withdraw from the remaining contract with JDa and is seeking a new approach to design and construction. The existing design work will be utilized to move the project forward.

### Discussion

Following the bids being received, Village staff began discussions with ISL Engineering regarding alternate options to a typical design-bid-build contract. An innovative approach, called an Integrated Project Delivery (IPD) method, was highlighted as being a recently

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successful option to have the building redesigned, as necessary, and constructed within the allocated budget of \$8,000,000. Given the bids received were in excess of \$9,000,000, it is understood that some of the design elements will have to be changed in order to ensure project costs come in within the approved budget.

Under an IPD method, one contract is entered into between the Owner (Village of Anmore), a designer (architect) and a general contractor. Given that all parties are aligned by a single contract, the interests of all parties are considered and integrated for a successful outcome.

To ensure the Village is following appropriate procurement laws, it is staff's intent to issue a Notice of Intent to Direct Award for the designer and general contractor following Council's approval of this approach. If there are any responses received by industry in relation to the Notice of Intent to Direct Award, an RFP process may be followed. However, this will extend the overall timeline of the project.

It is recommended that we use an IPD coach to assist in the first months of the project to get systems set up and ensure a clear understanding of roles and responsibilities. The upset cost to have ISL Engineering provide this service is \$10,000.

## **Options**

That Council authorize staff to enter into the necessary agreement(s) to enable an Integrated Project Delivery method for the construction of the Anmore Community Hub.

And that Council approve a budget of up to \$10,000 to fund the Integrated Project Delivery coach from capital reserves.

OR

That Council direct staff to provide additional information

## **Financial Implications**

Costs associated with construction, including contingency, have been approved at \$8,000,000. An additional amount of up to \$10,000 is being requested to fund the IPD consultant.

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## Communications / Civic Engagement

Information about the IPD process and next steps of the Anmore Community Hub will be communicated to members of the public through our traditional communication channels.

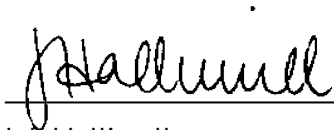
## Corporate Strategic Plan Objectives

Moving forward with the project aligns with the Priority Project to Build the Village Centre.

## Attachments:

None.

**Prepared by:**



Juli Halliwell

Chief Administrative Officer