



VILLAGE OF ANMORE

REPORT TO COUNCIL

Date: May 31, 2024 File No. 3030-20/3900-30
Submitted by: C. Boit, Manager of Development Services
Subject: Pinnacle Ridge Hillside OCP Amendment Application

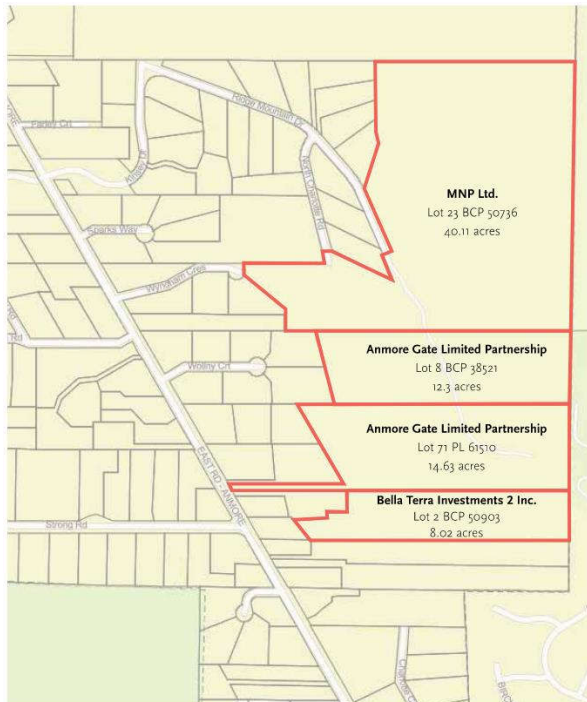
Purpose / Introduction

To provide Council with an introduction to the proposed development of the Pinnacle Ridge Hillside development

Recommended Option

THAT Staff be directed to bring forward a rezoning amendment bylaw for Council's consideration in relation to the Pinnacle Ridge Hillside application.

Background



In December 2023, the owners: MNP Ltd., Anmore Gate Limited Partnership and Bella Terra Investments 2 Inc. (the proponent) collectively submitted an application to amend the Anmore Official Community Plan Designation (OCP), Bylaw No. 532-2014 in relation to the Pinnacle Ridge Hillside lands (Pinnacle Ridge) comprising of 4 parcels totally ~75 acres. The proponent has requested that the existing OCP Policy RLU-8 be amended by increasing the permitted density from 1.8 units per acre to 3.5 units per acre to allow for a future CD zone on the subject lands, which are designated as a Hillside Residential within Anmore's current OCP and are currently zoned as RS-1 development (1 acre lots). The

amendment to increase the density would allow for 261 residential housing units consisting of a mix of single-family, semi-detached homes, and townhomes.

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It is important to note, that the basis of the OCP amendment requests an increase from 1.8 units per acre to 3.5 units per acre. However, the Village's OCP states the following under Policy RLU-8 "Proposed development does not exceed a gross density of 1.8 **lots** per acre;". This is important as there is a significant difference between lots per acre and units per acre.

Discussion

Staff have reviewed the Pinnacle Ridge Hillside OCP Amendment Application (the Application), in consideration of Anmore's OCP policies and identified areas that align with the OCP residential land use policies but may need to be further analyzed in conjunction with the proposed amendments to density and associated plans. While the Village's residential settlement patterns have historically been focused on large lot single-family dwellings, the following is the stated intention for the OCP's residential land use policies: "to provide a framework for future residential development that will prioritize environmental protection, enhance the semi-rural character of the Village and minimize infrastructure costs."

Beyond the fundamental intent, the residential land use policies aim to welcome "the potential to explore new and innovative development approaches: to address the challenges of developing on hillsides and protecting riparian areas; and to accommodate the various housing needs of existing and future residents, as well as the changing needs of residents who wish to age in place".

Considering the above, numerous residential land use policies in the OCP can be interpreted to direct new residential subdivision to Hillside Residential Areas where alternative and innovative development proposals shall be encouraged for lands in proximity to environmentally sensitive areas.

Lastly, Policy RLU-8 support the consideration of CD zoning for the following specific development proposals that Pinnacle Ridge may be interpreted to exhibit:

- Proposed development cannot be accommodated under existing zoning given possible site conditions such as varied terrain and natural environment features; or
- Proposed development evidences a level of innovation in site design and housing choice, that could not be otherwise accommodated by existing zoning; or
- Proposed development delivers a demonstrable and overall benefit to the community, socially, environmentally or economically;

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The following discussion highlights how the Pinnacle Ridge OCP Amendment Application meets these requirements.

The Application submitted by the applicant in December 2023, contains a comprehensive submission for an amendment to the Village's Official Community Plan. The Application outlines the applicant's collective vision "to craft a community seamlessly integrated with Anmore's natural beauty and recreational amenities" and aim for Pinnacle Ridge to "enhance Anmore's unique essence and preserve the surrounding environment while pioneering a financially sustainable model to benefit the community. The Application highlights the following development objectives:

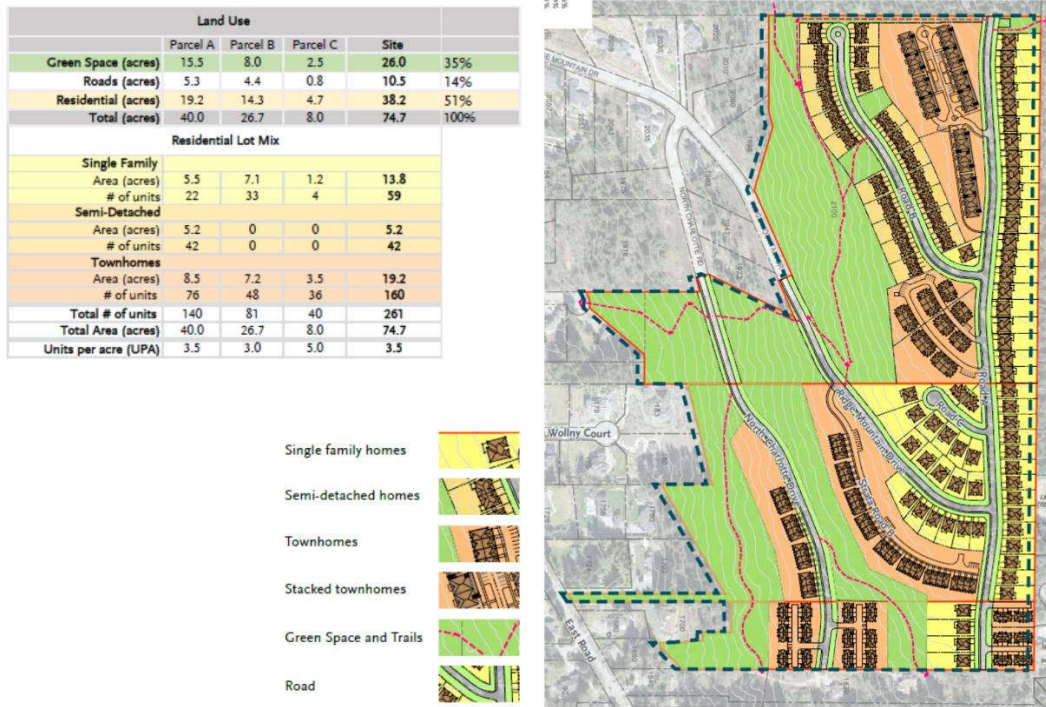
1. Protect the Semi-Rural Character
2. Enhance the Natural Environment
3. Establish a Financially Sustainable Community

Approximately 35% of the land is proposed to be dedicated to greenspace and integrated trail network acting as an interface between the lands and the surrounding neighborhood. The plan proposes to reduce the development footprint and preserve the natural environment by focussing clustered housing towards areas with gentle slopes. The application proposes design guidelines to align with the existing neighborhood character in tandem with the preservation of existing terrain and natural landscape with an aim to protect the semi-rural character of the Village. The clustered housing mix and density aims to establish a financially sustainable community by expanding Anmore's tax base. The proposed housing mix totals 261 housing units consisting of 59 single-family dwelling units, 42 semi-detached housing and 160 townhomes.

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To provide context for the OCP amendment, Staff have reviewed the application against Anmore’s existing policies regarding development and housing within the municipality. The main policy documents and reports used for assessment include the existing OCP Bylaw No. 532-2014 and the Housing Needs Assessment.

Current OCP vs Amendment

The current residential land use objectives are intended to provide a framework for future development that will prioritize the following:

- Environmental protection
- Enhance the semi-rural character of the Village
- Minimize infrastructure costs.

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Environmental protection

Several residential land use policies prioritise the preservation of the natural environment and environmentally sensitive areas. Certain policies allow flexibility for Hillside Residential lands such as **Policy RLU-2** which seeks to encourage “alternative and innovative development proposals” on hillsides in proximity to environmentally sensitive areas. **Policy RLU-6** encourages clustered housing zoning to enable hillsides to be development in a comprehensive and environmentally sensitive manner where the development does not exceed a gross density of 1.5 lots per acre. **Policy RLU-8** allows further flexibility to allow 1.8 lots per acre for Comprehensive Development (CD) where the proposed development cannot be accommodated by existing zoning given the varied terrain and natural environmental features and where value can be demonstrated from the proposed development such that the development upholds the intention and strategies of RLU-3 to design with the land and make use of best practices for ecological sensitivity, and anticipates and employes strategies to minimize financial implications to the Village in terms of ongoing infrastructure maintenance and replacement requirements.

The application proposes to dedicate 35% (~26 acres) of the lands for greenspace to the western portion of Pinnacle Ridge which generally exhibits steep slopes > 25% to minimize impacts to the existing natural environment and focus residential development to those portions of land on more gentle slopes to the west of Pinnacle Ridge. The Application was accompanied by an array of supporting assessments including an Environmental Assessment Report which identified streams within the northern parcel as defined by the Riparian Areas Protection Regulations (RAPR) and Water Sustainability Act for which site designs have adopted the recommended prescribed setbacks in accordance with the report. However, the proponent acknowledges these are provisional and contingent on the outcome of additional environmental studies where changes to the overall concept plan may be required.

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Figure 1 - Proposed development layout

Enhance the Semi-Rural Character of the Village

There are numerous policies that intend to preserve and enhance the semi-rural character of the Village such as **Policy RLU-4** which encourages developers to incorporate landscape schemes, building design and exterior materials that keep with the natural setting and semi-rural character. **Policy RLU-16** supports Infill development that maintain the existing semi-rural nature of Anmore and allows a density of 2.04 parcels per acre. In this lens, The OCP can be interpreted to imply that increased density may not take away from the semi-rural character of the Village and may “enhance and not take away from the look and feel of the neighborhood.”

The application seeks to amend Policy RLU-8 to increase the maximum gross density of 1.8 lots per acre to 3.5 units per acre to accommodate the proposed development, which the current RS-1 zoning cannot accommodate and to fulfill the OCPs Growth Management Strategy. There is further commentary within this report regarding the lots per acre and units per acre request.

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The Application does specify a townhome housing type. This housing type is not part of the Village's current housing stock, therefore they may or may not be seen to fit with the Village's "semi rural character". The current OCP's housing policies are specified within S-3 to S-6, with S-3 providing partial alignment with reference to innovative and affordable housing. However, the current policies do not provide clear direction on whether town homes are seen as "semi rural" or fitting within the rural designation of Anmore.

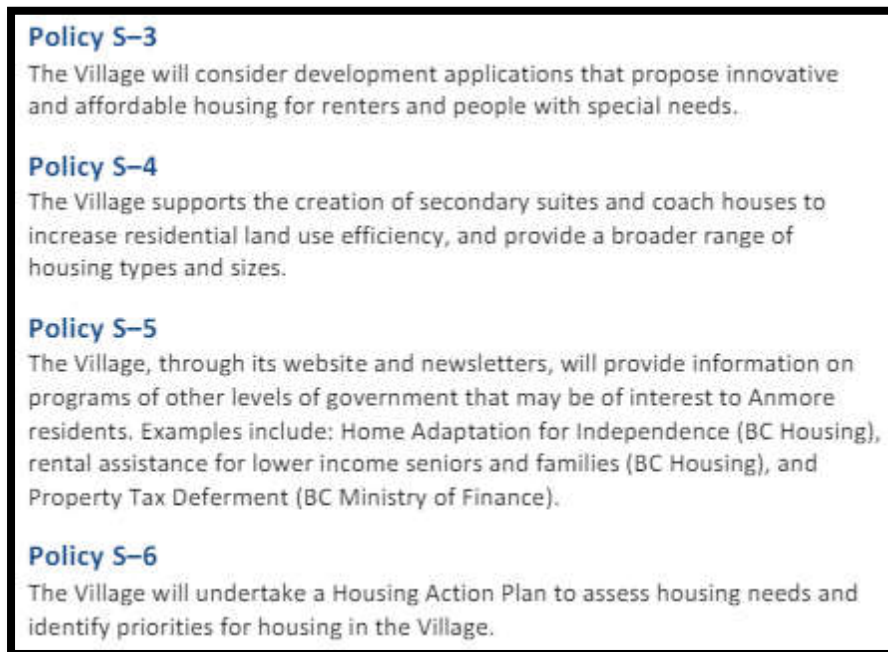


Figure 2- Extract from VoA OCP (Page 46)

Policy S-6 refers to housing action plan to assess housing needs. In 2021 the Village undertook a housing needs assessment, which highlighted the need for future townhomes, which this application proposes.

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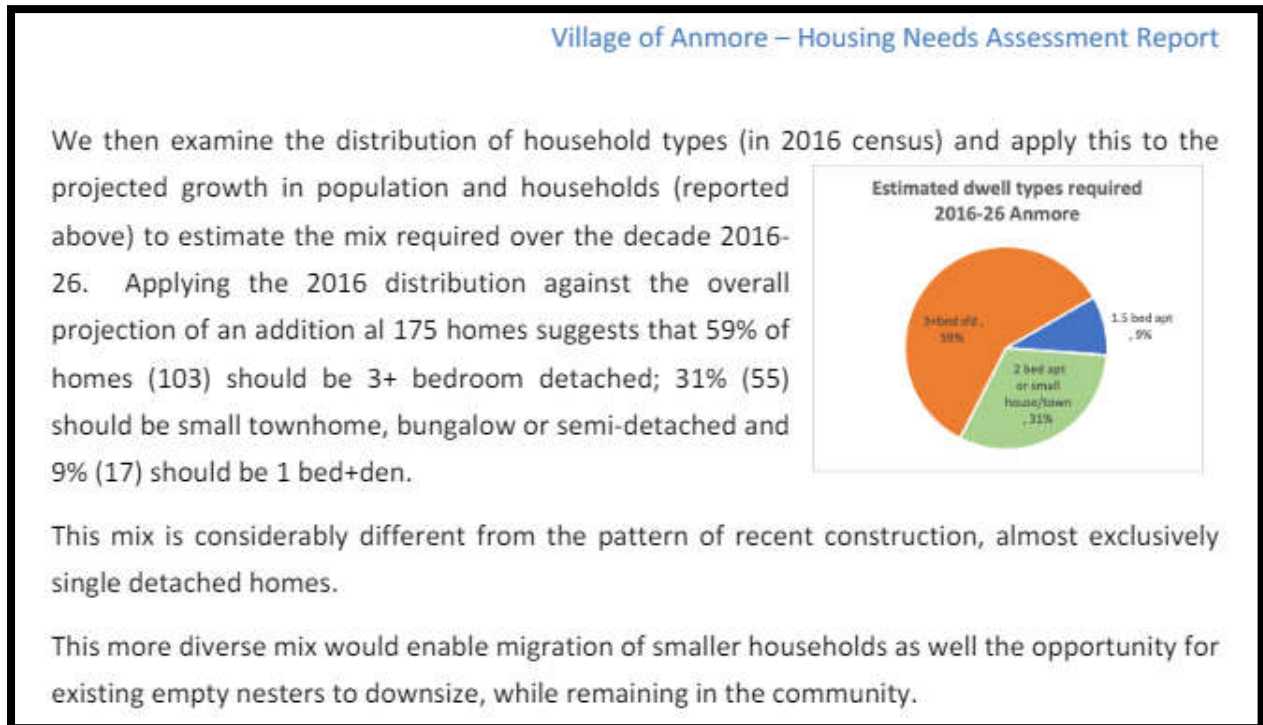


Figure 3 - Extract from VoA's Housing Needs Assessment Report (page 8)

Minimize Infrastructure Costs

Higher density allows infrastructure such as roadways, water, and electricity to serve more people within a smaller geographic area. This concentration reduces the per capita cost of providing these services and most importantly to the residents of the Village maintaining and replacing these assets, which will become a cost the Village taxpayer. Therefore, the proposed increased density of the Hillside development helps move the Village in the right.

Lots vs Units

It is important to distinguish between "lots per acre" and "units per acre" as they refer to different aspects of land use and housing density. The Village's OCP refers to Lots per acre and not units per acre. The following provides an overview of the definition of each.

Lots per Acre:

Definition: The number of individual parcels of land or lots within one acre of land.

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Usage: It is commonly used in the context of single-family residential developments where each lot typically contains one housing unit. For example, if there are 4 lots in an acre, the density is 4 lots per acre.

Characteristics: This measurement focuses on the division of land into separate, standalone plots. It is usually associated with suburban or low-density housing developments.

Units per Acre:

Definition: The number of individual housing units within one acre of land.

Usage: It can apply to various types of housing, including single-family homes, duplexes, townhouses, and multi-family apartment buildings. For instance, if a multi-family building on one acre contains 4 townhomes, the density is 4 units per acre.

Characteristics: This measurement focuses on the number of dwelling units rather than the number of lots. It provides a more flexible understanding of density as it encompasses different housing typologies and is often used in urban planning to assess and regulate housing density.

The primary reason for the OCP application was to provide an increase to the OCP's 1.8 units per acre. However, the applicant misinterpreted the OCP by stating units instead of lots. Following staff's review of the application and subsequent correspondence, they have confirmed that their proposed development is 1.25 lots per acre which is below the maximum of 1.8 lots per acre. For context, the Village currently allows 3 units per acre on a RS-1 lot and in some CD zones up to 6 units per acre.

Options for Consideration

Option 1 – Proceed to Rezoning Application

(recommended)

Based upon staff review of the OCP amendment application, it is Staff's opinion that an OCP amendment is **not** required for this development. As its is in general alignment with the current OCP and the policies contained within. Therefore, the applicant should proceed to submit a rezoning application, as the current zoning of RS-1 does not meet the requirements of development as set forth in their land use plan.

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A zoning bylaw amendment will provide Council the opportunity to regulate the land use and development by specifying the density, building height, lot size and dimensions, setbacks, building and site coverage among other aspects of the development. The zoning bylaws amendment will need to align with the OCP, which ensures the proposed zoning bylaw can not deviate significantly from the application provided to date in order to meet the criteria to bring forward for Council's consideration.

Option 2 – Proceed to a bylaw amendment 1st reading and referred to the Committee of the Whole

Council may determine the Application needs an OCP Amendment, as some of the land use, density or housing forms may not meet the intent of the current OCP. Should Council wish to proceed to a first reading of an OCP amendment, staff can draft an OCP amendment bylaw for first reading. This will enable the proposed bylaw amendment to formally be introduced for further assessment and consideration. Further, referring this matter to the Committee of the Whole (COTW) will allow for a more detailed and comprehensive discussion. The COTW may wish to invite the applicant to participate in the meeting, so that the Committee can delve into the specifics of the proposal, ensuring that all aspects are thoroughly reviewed and evaluated and provide feedback. This approach aligns with Council's commitment to transparent and inclusive decision-making, ensuring that all viewpoints and considerations are heard and addressed before the COTW makes a recommendation to Council for the next steps of the OCP Bylaw Amendment which could include referrals to Advisory Planning Commission and Village Committees.

Following the Committee of the Whole, Council may wish to ratify the Committee's recommendation and provide staff with direction as to the proposed bylaw amendment. This direction could include some of the following options, while ensuring Council's concerns and requests are addressed prior to moving to a second reading of the bylaw, such as a Village-led comprehensive OCP bylaw review or determining a terms of reference for a Neighbourhood Plan, or providing direction to proceed directly to second reading of the Bylaw.

Staff would recommend that a second reading of the Bylaw occur following COW and Advisory Planning Commission reviews and comments. This will help staff capture important topics for the bylaw amendment and ensure the bylaw represents Council's objectives. These reviews typically result in additional studies/analysis to provide important context for the bylaw amendment.

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Option 3 – Comprehensive OCP review

Since its adoption in 2014, the Village of Anmore's Official Community Plan (OCP) has been a guiding document for community development and planning. However, considering the provincial housing crisis and significant changes within the broader region, including upcoming changes to the legislation related to OCP, Zoning Bylaw, and ACC requirements, there is a compelling argument to update the Village's planning framework. The evolving housing needs and affordability challenges require innovative solutions. A comprehensive review of the OCP, led by the Village, with this amendment in mind, could integrate these new goals and align the plan with the current aspirations of the community, especially in response to the housing crisis.

Financial Implications

The required staff time and resources and costs to complete this application will be borne by the applicant.

Options

THAT Staff be directed to bring forward a rezoning amendment bylaw for Council's consideration in relation to the Pinnacle Ridge Hillside Estate application
(recommended)

OR

THAT an Official Community Plan Bylaw Amendment based on the December 2023 Pinnacle Ridge Hillside application be drafted and brought forward for consideration for first reading.,

OR

THAT staff be directed to undertake a comprehensive review of Village of Anmore Official Community Plan Designation (OCP), Bylaw No. 532-2014 with all policies reviewed and updated.



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Attachments

None.

Prepared by:
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Reviewed for Form and Content / Approved for Submission to Council:
Chief Administrative Officer's Comment/Concurrence  _____ Chief Administrative Officer