



VILLAGE OF ANMORE

REPORT TO COUNCIL

Date: December 1, 2023 File No. 3030-20/3900-30
Submitted by: C. Boit, P.Eng, Manager of Development Services
Subject: *Bylaw No. 686-2023 - Anmore South OCP Amendment*

Purpose / Introduction

To provide Council with an introduction to a proponent led Official Community Plan amendment application for the Anmore South lands (formerly referred to as IOCO lands).

Recommended Option

THAT Village of Anmore Official Community Plan Designation Bylaw Amendment No. 686-2023 be given first reading; and,

THAT Bylaw 686-2023 be referred to the Committee of the Whole with the following items for discussion: neighbourhood plan, OCP impacts, transportation impacts, Community Amenity Contributions, public engagement strategy, financial sustainability and other topics staff believe to be important for community discussion; and,

THAT staff bring forward a Community Engagement Strategy in relation to the OCP amendment.

Background

In May 2023, icona Properties (the proponent) submitted an application to amend the Anmore Official Community Plan Designation (OCP), Bylaw No. 532-2014 in relation to the Anmore South lands (formerly referred to as IOCO lands). The proponent has requested that the existing OCP be amended to allow for future development on the Anmore South lands, which are designated as a Special Study Area within Anmore's current OCP and are currently zoned as RS-1 development (1 acre lots).

An introductory report was provided to Council in July 2023 that provided an explanation of the OCP amendment process, the proponent's application and the draft policies that would form part of the amendment bylaw. Following the report to Council, staff has engaged consultants with expertise in community planning to review the application for completeness

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and conformance with provincial legislation. The Village has been advised that while the application generally aligns with legislative criteria, additional comments, studies and recommendations should be developed to address some legislative requirements.

When the Village adopted its Official Community Plan (OCP) in 2014, it's unlikely a development of such magnitude and complexity was envisaged; however, the Anmore South lands (IOCO lands) were designated as a Special Study Area that would necessitate an extensive neighbourhood planning process. This perspective is echoed in the initial context statement of the existing OCP, which states:

"Given its semi-rural nature, the Village of Anmore aims for gradual growth, largely aligned with its existing development pattern. Contrary to its neighbors, Port Moody and Coquitlam, the Village is not gearing up for substantial changes. However, it remains receptive to creative proposals and forms of 'small-scale' density development."

The following discussion highlights how the Anmore South OCP Amendment Application could progress and what areas Council may want to consider if they decide to give first reading to the Bylaw.

Discussion

Generally, the Anmore South OCP Amendment Application (the Application), submitted by icona Properties Ltd. in May 2023, contains a comprehensive submission for an amendment to the Village's Official Community Plan for Anmore South lands (the Lands). The Application generally aligns with provincial legislation with some gaps, such as land use descriptions and density that can be addressed through the recommended process. The Application outlines the proponent's vision for Anmore South to be *"predicated on principles of sustainability, sensitively managing growth to foster a more complete community within Anmore while retaining the Village's semi-rural character."* Approximately 47% of the land is proposed to be dedicated to parks, greenways, and natural areas. The plan proposes a neighbourhood with centralized local shops, services, a community centre, and a market square to support local employment and retain retail spending within the community. The proposed OCP Amendment sets forth policies for a 25-year phased development, aiming to build a diverse community with a projected 3100-3500 homes.

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

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main policy documents and reports used were the existing adopted OCP Bylaw No. 532-2014, Council's Strategic Plan, and the Housing Needs Assessment.

Current OCP vs Amendment

Generally, the current OCP describes Anmore as a community that values its semi-rural character and aims to manage growth accordingly, with a focus on innovative proposals and forms of "small density" development, and it does not expect to absorb a significant portion of the regional growth (Metro Vancouver).

The Anmore South lands are designated as a Special Study Area in the Village's OCP, which is an interim designation in a land use planning document (Metro 2050) for an area that requires further study before formal designation. When the current OCP was approved in 2014, the Council at the time established the Special Study Area for the Anmore South lands, as it was recognized that there was potential for designating this property as a major development area, different than other areas of Anmore. The Special Study Area designation means the lands are subject to a comprehensive development plan that should address various factors including land use, density, environmental attributes, and servicing. Pages 24-25 within the OCP identify the community's expectations regarding Anmore South development at that time. These are generally:

1. Environmental Preservation: The development should strongly commit to preserving the environment, ensuring that the natural landscape and ecosystems are respected and integrated into the development.
2. Sustainable Building Performance: The OCP advocates for high levels of sustainable building performance. This encompasses energy efficiency, reduced environmental impact, and the use of sustainable construction practices.
3. Walkable Community Design: The OCP emphasizes the creation of a walkable community. This involves designing the area to be pedestrian-friendly with accessible public spaces, pathways, and connectivity.
4. Integration with Existing Community: The development should be seamlessly integrated with the existing community, maintaining the character and ethos of Anmore while also accommodating new growth and infrastructure.

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icona's OCP Amendment Application provides a detailed framework for the development of the Anmore South lands, placing a significant emphasis on environmental preservation. This commitment is reflected in the Application's dedication to respecting and integrating the natural landscape and ecosystems into the development process. icona's submission highlights *"Protecting what's important, the OCP Amendment seeks to publicly dedicate ~47% (28.7ha | 70.9ac) of the land as neighbourhood parks, greenways, and natural areas with enhanced ecosystems – reflecting the best of Anmore."*

In addition to environmental preservation, the Application outlines icona's vision for sustainable building performance and community design. It advocates for high levels of sustainable building performance, emphasizing energy efficiency and the use of sustainable construction practices to reduce environmental impact. Furthermore, the proponent's submission highlights the creation of a walkable community. This involves designing pedestrian-friendly and accessible public spaces, pathways, and connectivity, with the intent of enhancing livability and fostering community engagement. The integration of the development with the existing community is another aspect of the submission. The Application includes the following measures related to maintaining the character of Anmore, while accommodating new growth and infrastructure in a manner that complements and enhances the existing community:

The Application contains the following references:

Maintaining the existing character of Anmore:

"Anmore South accommodates change in a way that meets regional growth objectives - ensuring we all do our part - while protecting Anmore's existing character through focusing future growth within the Special Study Area."

"The Vision for Anmore South is predicated on principles of sustainability sensitively managing growth to foster a more complete community within Anmore while retaining the Village's semi-rural character."

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Accommodating new growth that complements and enhances the existing community:

"Anmore South provides a mix of housing - from ground-oriented duplex through to townhomes and apartments - to meet a range of local lifestyles, life stages, and incomes supported by a mixed-use village with shops, services, and a community centre set within a Conservation + Recreation Network of publicly-dedicated parks, natural areas + multi-use greenways."

"Design Guidelines will be prepared and registered on title for parcels in Anmore South. The Design Guidelines will provide consistency with respect to building form and character while also specifying use of sustainable building technologies where applicable."

"Anmore South provides an opportunity to establish a pedestrian/cyclist-first public realm with a unified network of liveable streets + multi-use pathways to support a safe, healthy, and vibrant community."

When comparing the existing OCP's IOCO Lands general statement and policies (IOLU-1 to 4), the proponent's Application supports the policies; however, the OCP contains policies and statements that do not align with the amendment and these policies should be reviewed and revised accordingly, if the amendment is to proceed further.

Currently, Anmore South lands are designated as Hillside Residential. **Policy RLU-6** of the OCP describes hillside development. The hillsides should be developed in a comprehensive and environmentally sensitive manner, applying Clustered Housing zoning. Additionally, it further states that proposed development is not to exceed a gross density of 1.5 lots per acre. **Policy RLU-8** supports the use of a Comprehensive Development zone where value can be demonstrated and should the proposed development not be able to be accommodated by existing zoning. Under a Comprehensive Development zone, the current OCP would support a gross density that does not exceed 1.8 lots per acre. The application has a higher anticipated density that exceeds the maximum densities identified in the current OCP. These existing OCP policies would need to be amended or a Neighbourhood Plan prepared as part of the OCP amendment that would include policies supporting the increased densities for the Anmore South lands.

Legislative Compliance

The *Local Government Act (LGA)* includes directions on statements and policies that must be included in OCPs. There are several areas where the proponent's Application is missing information.

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Residential Development

The OCP must include statements related to *“approximate location, amount, type and density of residential development required to meet anticipated housing needs over a period of at least five years.”* While the proponent has identified the locations and approximate size of lands allocated for ground-oriented, multi-family, and mixed use, the anticipated densities and number of units per residential classification are not available. It would be of value for the proponent to further describe the anticipated densities and units by single-detached, duplexes, row housing, apartments/condominiums, etc., which could be accommodated through the provision of a statistic table.

The LGA also notes that the OCP must include policies related to affordable housing, rental housing, and special needs housing. The applicant speaks to Anmore South providing for a mix of tenures, including rental and below market units with *“15% of rental, of which 20% will be rented at below market rates to support affordable housing”*, and the OCP amending policies will need to speak to the provision of affordable and rental housing in Anmore South. Additionally, when a local government has a housing needs report, the needs must be considering when amending the policies and map designations of the OCP. The Application does not speak to Anmore’s housing needs identified in the Housing Needs Assessment (2021) other than at a high level. Direct reference in the OCP to the Housing Needs Assessment (HNA) related to meeting identified and anticipated needs would be of benefit.

Phasing

The LGA also requires that the OCP include statements on *“the approximate location and phasing of any major road, sewer and water systems.”* Phasing information has not been provided in the Application. The proponent should provide information on anticipated phasing of the road networks and sewer and water systems.

Regional Context statement

Regional Context Statements (RCS) serve as essential linkage documents, connecting local aspirations expressed in Official Community Plans (OCP) with broader regional Metro Vancouver aspirations, as outlined in Metro 2050. They play a critical role in identifying how an OCP aligns with and supports the goals of the Regional Growth Strategy.

In the context of Anmore, which is currently designated as a rural area, except for Eagle Mountain Middle school and Anmore Green Estates which are contained within the Urban containment Boundary. The RCS must address the specific actions and targets identified for

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member jurisdictions in Metro 2050. This involves demonstrating how Anmore's OCP policies align with the regional targets and actions set out in Metro 2050. The RCS should clearly acknowledge these targets and actions, including specific references to corresponding policies in Anmore's OCP.

Moreover, the RCS must include maps that depict the Urban Containment Boundary, regional land use designations, and applicable overlays as required by Metro 2050. These maps establish the regional land use framework and illustrate the geographic areas subject to regional policies. They are critical in demonstrating Anmore's compliance with regional land use designations and policies.

The proposed amendment to Anmore's Official Community Plan (OCP) necessitates an adjustment in the Urban Containment Boundary, signaling a significant shift in the growth pattern within Anmore. This amendment needs to align with the overarching objectives of Metro Vancouver's 2050 Regional Growth Strategy (RGS). The Anmore South lands, currently designated as a Special Study Area (SSA) in the RGS. If the application moves forward the SSA will need to be removed and the underlying land use will need to be changed from Rural to General Urban. To comply with Metro Vancouver requirements, Anmore's RCS must acknowledge this change and identify the relevant policies on how it will meet the RGS requirements and the underlying growth metrics.

Staff have provided an updated RCS statement within the bylaw that will be required to bring Anmore in line with Metro Vancouver's requirements. However, there will need to be additional contexts surrounding policies and growth metrics to support the RCS Statement. These metrics should be developed in conjunction with a neighbourhood plan.

Neighbourhood Plan

The OCP amending policies provided by icona are written as general policy guidance to the OCP, and they do not provide certainty on how and when the development will be constructed in relation to phasing, land use, housing types, transportation uses and amenity requirements.

A Neighbourhood Plan is a localized planning document that outlines a vision, goals and specific policies for the development and improvement of a particular neighbourhood. It provides a detailed framework for guiding land use, transportation, infrastructure, parks, and other aspects of neighbourhood development, and establishes parameters for types of housing, such as maximum storeys and definition of mixed use. A Neighbourhood Plan should

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focus on addressing the unique characteristics, needs and aspirations of the specific neighbourhood. It serves as a tool to shape the physical and social fabric of the neighbourhood, enhance its livability, and foster a sense of identity and community ownership in the planning and decision-making processes.

A Neighbourhood Plan usually contains the follow components:

Introduction and Context

The plan begins with an introduction that provides background information about the neighbourhood, its history, demographics, and current conditions. It also describes the purpose and goals of the plan.

Vision Statement

The statement(s) should articulate the desired future of the neighbourhood. It outlines a long-term vision and sets broad goals for the neighbourhood's development and improvement. The vision statement reflects the aspirations and priorities of the community.

Land Use

The plan includes a land use and zoning component that defines how different areas of the neighbourhood should be used. It identifies land use categories such as residential, commercial, industrial, and open space. Zoning regulations and guidelines may also be included to ensure that future development aligns with the desired character and function of the neighbourhood. It's important to note that this section is still high level in its language and should not be interpreted as a rezoning of the land.

Housing

This addresses housing needs and strategies for the neighbourhood. It may include policies to establishes parameters for types of housing, such as maximum storeys and definition of mixed use, affordable housing provisions, design standards, and measures to protect and enhance existing housing stock.

Transportation and Mobility

This component focuses on transportation infrastructure, connectivity, and accessibility within the neighbourhood. It may address issues such as public transit, pedestrian and bicycle networks, parking, traffic management, and the integration of transportation systems with land use planning.

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Parks, Open Spaces, Amenities

The plan identifies opportunities for creating and improving parks, open spaces, and recreational facilities within the neighbourhood. It may include proposals for new parks, greenways, trails, and strategies to enhance the quality and accessibility of existing public spaces.

Infrastructure and Utilities

This section addresses the neighbourhood's infrastructure needs, including water supply, sewage, stormwater management, energy systems and other utilities. It may outline strategies for improving and expanding infrastructure to support the community's growth and development.

Economic Development

The plan may include strategies to promote economic vitality and support local businesses within the neighbourhood. It may identify areas for commercial or mixed-use development, provide guidelines for small business support and explore opportunities for job creation.

Historic and Cultural Preservation

If the neighbourhood has significant historical or cultural resources, the plan may include provisions to preserve and protect these assets. It may outline strategies for adaptive reuse of historic buildings, design guidelines for new development in historic areas and programs to promote cultural heritage.

Implementation and Action Plan

The plan concludes with an implementation strategy that outlines specific actions, responsibilities, and timelines for achieving the goals and objectives set forth in the plan. It may identify funding sources, regulatory changes, and community engagement strategies necessary to implement the plan effectively.

Housing Needs Assessment Overview

The Village of Anmore's Housing Needs Assessment (HNA) Report, completed in November 2021, provides a detailed evaluation of the housing situation in the Village. The report details Anmore's predominantly residential character, highlighting its limited local economic activities and a housing stock largely comprised of owner-occupied, single-detached homes. Most residents commute outside the Village for work, underlining the suburban nature of Anmore.

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The assessment also addresses the high home values, which are reflective of the dominant housing type, and the accompanying affordability challenges, particularly for renters.

In terms of population and housing growth, the report notes that Anmore has experienced steady growth, impacting housing demand and shaping the types of housing needed. The assessment projects future population and household growth, anticipating an increased demand for diverse housing types. Despite Anmore's high median income, the report identifies a core housing need segment, where some households fall below the standards of adequacy, suitability, and affordability. This highlights the contrast between the general affluence in Anmore and the housing challenges faced by a segment of the population.

Looking ahead, the HNA anticipates future housing requirements, distinguishing between overall housing demand and specific housing needs, especially for lower-income households. The report underscores the need for a variety of housing types and sizes to accommodate Anmore's demographic changes and projected growth. It also touches on the need for affordable and special needs housing, considering the high-income profile of most Anmore residents. This comprehensive analysis is a tool for guiding Anmore's housing policy and planning, ensuring that future development aligns with the evolving needs of its community. Additionally, with the provincial government's announcement of upcoming changes to HNA requirements, including requiring HNAs to be updated over the next year using a standardized methodology to forecast housing needs over a 20-year period, the Village's HNA upcoming update is increasingly important in informing amendments to the OCP. OCPs and Zoning Bylaws will then need to be updated to reflect and pre-zone for the anticipated housing units needed for that 20-year period.

Amendment vs Housing Needs Assessment

The Anmore South OCP Amendment, when considered in the context of the Village of Anmore's Housing Needs Assessment (HNA) and upcoming changes to provincial HNA requirements, appears to offer support in addressing some of the key housing challenges identified in the report. The amendment proposes the development of a mixed-use neighbourhood, which aligns with the need for diversifying housing types beyond the predominantly single-detached homes found in Anmore. This diversification is crucial, given the HNA's emphasis on the demand for a variety of housing options to accommodate different income levels and demographic needs. By introducing a range of housing options, including townhomes and mid-rise apartments, the amendment contributes to addressing the affordability challenges and the need for more diverse housing forms.

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Furthermore, the Application's emphasis on creating a mixed-use, socially diverse neighbourhood could enhance the vibrancy and economic diversity of the Village. This approach is in line with the HNA's findings on the limited local economic activities and the high commuting rates of residents. By potentially introducing local employment opportunities and more affordable housing options, the amendment could reduce the reliance on commuting and improve the overall livability of the area. This integrated approach to development, combining residential, commercial, and recreational spaces, aligns with the identified need for more comprehensive community development.

However, it's important to note that while the Application may address certain aspects of the HNA, the scale and pace of the proposed development might also present challenges. From a housing type and needs assessment perspective, the Application's focus on a significant increase in housing density and population could impact the semi-rural character of Anmore, which is a key aspect of its current identity. Balancing the introduction of higher-density housing with the preservation of Anmore's semi-rural character and environmental values will be crucial, along with the other analysis and assessments required for the application.

Next Steps

There are deficiencies that have been identified in the proponent's Application that need to be addressed to comply with provincial legislation and be more aligned with Village policies and bylaws. In addition, many of the applications policies provide guidance at a high level. Given the scope and scale of the proposed development for Anmore South, additional details and information are needed to provide clarity and certainty for the future build out of the area. This can be addressed through a Neighbourhood Plan process that could be as a stand alone amendment or considered to be part of the OCP amendment Bylaw (the Application).

Neighbourhood Plan and an OCP Amendment

There are different ways in which a Neighbourhood Plan can be implemented within a municipality. In some cases, a Neighbourhood Plan becomes an integral part of an OCP Bylaw amendment, meaning it is contained within the Bylaw amendment and it would become a formal part of the OCP Bylaw when the OCP amendment is adopted. In other circumstances, a Neighbourhood Plan can be developed separately from the OCP amendment bylaw and can be adopted by Council following the adoption of the OCP Bylaw amendment. This would result in two OCP Bylaw amendments, one for general policy and one for the detailed information within a Neighbourhood Plan.

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If Council were to consider a first reading of the Anmore South OCP Bylaw Amendment based on the Application submitted by icona, staff recommends that the Neighbourhood Plan be developed alongside the amendment to the OCP Bylaw, and that it becomes an integral component of the OCP Bylaw. The Neighbourhood Plan would provide safeguards as to what can be developed and when in the Anmore South area.

Comprehensive OCP Review Led by Anmore

When the Village's OCP was adopted in 2014, a development of this scale and scope was not truly considered, aside from identifying the IOCO lands as a Special Study Area requiring a detailed neighbourhood planning process. This statement is supported by the opening context statement of the existing OCP:

"In reflection of its semi-rural character, the Village of Anmore ("the Village") aspires to slow growth, largely in step with the prevailing settlement pattern. Unlike its near neighbours – Port Moody and Coquitlam – the Village is not planning for significant change, but remains open to innovative proposals and forms of "small density" development."

As such, it would be prudent for the Village to consider pausing the amendment process and undertaking a comprehensive review of the OCP that includes the Anmore South development potential so that it better reflects current trends, aligns with Village policies and bylaws, responds to community concerns and inputs, including confirmation of the future vision of Anmore, and ensures compliance with provincial legislation. If a comprehensive review of the 2014 OCP is not Council's desired path, a neighbourhood planning process should be undertaken as part of this OCP amendment to provide more detailed information and certainty of how Anmore South is proposed to develop.

As is, the proponent's OCP Amendment Application can advance to first reading to introduce the application to Council for their information and provide direction on the preferred approach to the OCP amendment process.

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Options for Consideration

Option 1 – The bylaw is given 1st reading and is referred to the Committee of the Whole (recommended)

The OCP Amendment Bylaw No. 686-2023 (Anmore South) represents a significant alteration to the Village's current OCP and development strategy; however, it also aligns with the goals outlined in Council's 2022-2026 Strategic Plan. Should Council grant 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 proponent 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.

In addition to the referral, staff recommend that Council provide direction to staff to develop a community engagement plan in relation to this bylaw amendment. It is important that Council provide staff with the level of expectation for the community engagement process.

Staff 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 2 – 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, which the Anmore South development could address. 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.

The introduction of the Anmore South OCP Amendment Application could lead to potential inconsistencies or overlaps with the existing policies in the OCP. A comprehensive review will align all plan elements, ensuring a coherent and consistent policy framework that effectively addresses conflicts and redundancies. Moreover, the community and the region have undergone demographic shifts, economic changes, environmental concerns, and developments in regional dynamics and provincial legislation since 2014. It should be noted that the provincial government is actively introducing new legislation, with Bill 44 at the forefront. Updating the OCP in light of these changes ensures that the Village's planning framework remains relevant, compliant with higher-level policies, and responsive to the evolving context of Anmore.

A comprehensive review of the OCP also offers an opportunity for enhanced public engagement and stakeholder input, capturing the diverse voices and evolving needs of the Anmore community. It allows for the adoption of innovative approaches in sustainable development, housing diversity, and climate resilience, positioning Anmore as a forward-thinking community. This comprehensive rewrite, rather than a targeted amendment, enables a more strategic and holistic approach to long-term community planning. It reflects the current aspirations of our community, which may have evolved since 2014, particularly in response to the provincial housing crisis, and guides Anmore towards achieving its long-term goals in a deliberate, inclusive, and thoughtful manner.

Option 3 – Neighbourhood Plan Development

The development of a Neighbourhood Plan for Anmore South represents a significant opportunity to shape this area's future in a manner that aligns with both the community's

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aspirations and the evolving needs identified in the amendment. A Neighbourhood Plan for Anmore South can provide a detailed, area-specific framework for managing development, ensuring that the unique characteristics and future vision of Anmore are effectively integrated. This plan can provide safeguards regarding housing types, heights of buildings, development phasing and it can address the specific requirements of the Anmore South area, such as maintaining the semi-rural character of the larger Anmore community while accommodating new growth and infrastructure. It can also lay out guidelines for sustainable development, green space integration, and infrastructure improvements, ensuring that any development enhances rather than detracts from the community's overall quality of life and environmental values.

Furthermore, the process of developing a Neighbourhood Plan for Anmore South offers a platform for extensive community engagement, allowing residents to have a direct impact on shaping the area's development. This engagement is crucial in ensuring that the plan reflects the community's preferences and concerns. By involving residents and stakeholders in the planning process, the Anmore South Neighbourhood Plan can effectively balance the community's desire for sustainable growth with the need to protect and enhance its unique character and natural beauty. This approach not only aligns with the broader objectives of Anmore's Official Community Plan but also ensures that the Anmore South development is thoughtfully integrated into the fabric of the larger community.

Option 4 – Do not give 1st reading to the Bylaw

If Council does not wish to explore the amendment of the Official Community Plan Bylaw, they have the option not to continue with the process. By considering the Bylaw, they have met their legislative duty to provide the proponent an opportunity to present their amendment.

Options

1. THAT Village of Anmore Official Community Plan Designation Bylaw Amendment No. 686-2023 be given first reading; and,

THAT Bylaw 686-2023 be referred to the Committee of the Whole with the following items for discussion: neighbourhood plan, OCP impacts, transportation impacts, Community Amenity Contributions, public engagement strategy, financial sustainability and other topics staff believe to be important for community discussion; and,

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THAT staff bring forward a Community Engagement Strategy in relation to the OCP amendment.

(recommended)

OR

2. THAT Village of Anmore Official Community Plan Designation (OCP), Bylaw No. 532-2014 undergo a comprehensive review lead by staff with all policies reviewed and updated.

OR

3. THAT Village of Anmore Official Community Plan Designation Bylaw Amendment No. 686-2023 be read a first time.; and,

THAT staff be directed to work with the applicant to create a neighbourhood plan prior to second reading of Bylaw No. 686-2023

OR

4. That Council decline to give first reading to the Village of Anmore Official Community Plan Designation Bylaw Amendment No. 686-2023.

Financial Implications

Community Amenity Contributions (CACs)

The proposed updates to Bill 44 and Bill 46 in British Columbia bring significant changes to the landscape of community amenity contributions (CACs) and development financing. The update to Bill 46 introduces a legislative framework of Amenity Cost Charges (ACC) as a replacement for the existing CAC framework. This framework, however, notably excludes the use of CACs to fund affordable housing, creating a significant funding gap for such initiatives. The exclusion represents a challenge for municipalities in addressing the growing need for affordable housing solutions. It is important to note that the guidance documents related to the legislation updates were not available at the time of writing this report. It will be

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important to understand the impacts this legislation will have on future development within the community.

In addition to the changes in CACs, Bill 46 proposes an expansion of Development Cost Charges (DCCs) to include funding for solid waste and recycling facilities, fire protection services, and police facilities. This expansion allows local governments to collect funds from new developments to support specific infrastructure needs associated with growth. The alignment of parts of Bill 46 with Union of BC Municipalities (UBCM) resolutions and policies reflects a shift towards more standardized and regulated methods of financing community amenities and infrastructure. While these changes indicate progress in creating consistent approaches for CACs and expanding the utility of DCCs, they also highlight the emerging challenge of balancing infrastructure financing with the critical need for affordable housing under the new legislative framework.

For context regarding Amenity Contributions **Policy RLU-11** currently states the following:

"For rezoning proposals seeking a Comprehensive Development rezoning, a voluntary amenity contribution equal to 30% of land or land value should be proposed, to the satisfaction of the Village."

"A voluntary amenity contribution proposal should anticipate the financial implications to the Village related to the ongoing maintenance of any proposed amenity, and offer money-in-lieu or possible other amenities towards offsetting those anticipated future costs."

Following enactment of the legislation, which will likely affect the existing policy, the Village should look to update the Policies and Bylaws relating to ACCs and DCCs.

Communications/Civic Engagement

Based on best practices in community planning, the community engagement for the Anmore South Official Community Plan (OCP) Amendment Application submitted by icona and the related Neighbourhood Plan OCP amendment would involve multiple phases to share information with the community, answer questions and collect their input and feedback. This approach also reflects input from the community from previous engagement outcomes, where the majority of residents who participated indicated that they were open to or supportive of other types of development for Anmore South but wanted more information about what the

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impacts would be for Anmore and more discussion on what the vision would be for the area before moving forward.

The targeted outcomes of the community engagement process include the following priorities:

- Achieve broad representation of Anmore residents and other interested/affected audiences.
- Provide clarity around the various policy steps required, and the estimated timeframe for each policy requirement.
- Increase awareness and understanding of the technical studies and analysis being completed and respond to questions to equip Anmore residents and other interested/affected audiences with background information related to how Application and a future Neighbourhood Plan would affect Anmore.
- Increase awareness and understanding about what is being proposed in the Application submitted by icona for Anmore South and the related Neighbourhood Plan, including what is included in the amendment and how the OCP amendment and Neighbourhood Plan would be applied to guide future decisions related to development.
- Gain insight into what Anmore residents and other interested/affected audiences envision for Anmore South and Anmore overall, and the values, principles, and policies they would like to see applied to future development.
- Gain insight into the priorities and concerns related to the proposed OCP Amendment and the development of a Neighbourhood Plan for icona's Anmore South property.

Community Engagement Values and Principles

Best practices in community engagement are guided by the following core values and principles.

International Association for Public Participation (IAP2) Core Values for Community Engagement

1. Public participation is based on the belief that those who are affected by a decision have a right to be involved in the decision-making process.
2. Public participation includes the promise that the public's contribution will influence the decision.
3. Public participation promotes sustainable decisions by recognizing and communicating the needs and interests of all participants, including decision makers.
4. Public participation seeks out and facilitates the involvement of those potentially affected by or interested in a decision.

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December 1, 2023

5. Public participation seeks input from participants in designing how they participate.
6. Public participation provides participants with the information they need to participate in a meaningful way.
7. Public participation communicates to participants how their input affected the decision.

Principles for Community Engagement

The following principles support proactive, transparent, and responsive communication and engagement to help achieve targeted outcomes:

- Consider all audiences.
- Open and honest.
- Factual, relevant, and accurate.
- Timely and proactive.
- Meaningful and inclusive.
- Apply best practices in community engagement.

Council Strategic Plan Objectives

The Anmore South Official Community Plan (OCP) Amendment aligns with the goals and objectives of Anmore Council's 2022–2026 Strategic Plan in the following ways:

Goal: Engaged Community

Strategic Plan Objectives: Create a Village Hub, support community engagement and involvement, enhance community spirit, and foster inclusivity.

OCP Amendment Alignment: Anmore South's mixed-use neighborhood at the southwest corner provides civic facilities to support community gathering and engagement, including a pedestrian-scale village with a community center and gathering plaza. This development enhances Anmore's identity and offers amenities for community engagement and celebration.

Goal: Collaborative Relationships for Self-Sufficiency

Strategic Plan Objectives: Enhance connectivity of parks and recreational areas, connect to the Metro Vancouver water system or alternatives, and collaborate with neighboring communities on regional priorities.

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OCP Amendment Alignment: Anmore South's growth permits a self-sufficient future for Anmore. It aims to protect and enhance existing park networks through public dedication and connects the village to regional infrastructure. This alignment supports collaboration on regional priorities and enhances local recreational facilities.

Goal: Efficient Services and Sustainable Infrastructure

Strategic Plan Objectives: Provide effective services, support staff, ensure fiscal responsibility, enhance service levels, promote emergency preparedness, and apply strategic asset management.

OCP Amendment Alignment: Anmore South's development diversifies the municipal tax base to support sustainable service provision. The development also promotes a safe, healthy, and vibrant community through a pedestrian/cyclist-first approach and a unified network of liveable streets and multi-use pathways.

Goal: Potential for Great Development

Strategic Plan Objectives: Create a complete community for living, working, shopping, and playing; engage in community-led development; support affordable housing and commercial services; leverage natural assets; and practice environmental stewardship.

OCP Amendment Alignment: Anmore South activates the designated Special Study Area for development. It offers a mix of housing types and includes a mixed-use village with shops, services, and a community center. The plan emphasizes the conservation of natural areas and greenways, supporting environmental stewardship and leveraging Anmore's natural assets.



Report/Recommendation to Council

Bylaw No. 686-2023 - Anmore South OCP Amendment

December 1, 2023

Attachments

1. Anmore Official Community Plan Designation Amendment Bylaw 686-2023 – Anmore South OCP Amendment

Prepared by:
 Chris Boit, P.Eng Manager of Development Services
Reviewed for Form and Content / Approved for Submission to Council:
Chief Administrative Officer's Comment/Concurrence  _____ Chief Administrative Officer

VILLAGE OF ANMORE

BYLAW NO. 686-2023

A bylaw to amend Village of Anmore Official Community Plan Designation (OCP) Bylaw No. 532-2014

WHEREAS the *Local Government Act* authorizes a municipality to amend its Official Community Plan bylaw from time to time;

NOW THEREFORE the Municipal Council of the Village of Anmore, in open meeting assembled, enacts as follows:

Citation

1. That this bylaw may be cited as “Village of Anmore Official Community Plan Bylaw Amendment No. 686-2023”.

Amendments

2. Village of Anmore Official Community Plan Designation Bylaw No. 532, 2014, is amended by removing Chapter 11 – Regional Context Statement (page 53) and Map 3: Regional Context Statement Map replacing it with:

“Section 866 of the Local Government Act requires that Official Community Plans include a “regional context statement”. The purpose of such a statement is to demonstrate the ways in which the OCP supports the fundamental strategies of Metro Vancouver 2050: and, where necessary, to specify how the OCP is to be made more consistent with the required growth strategy over time.

The vision of Metro Vancouver 2050: Regional Growth Strategy (RGS) is to achieve the highest quality of life embracing cultural vitality, economic prosperity, social justice and compassion, all nurtured in and by a beautiful and healthy natural environment. In achieving this vision, Metro Vancouver 2050 specifies five fundamental goals.

- Creating compact urban area;
- Supporting sustainable economy;
- Protect the environment, address climate change, and respond to natural hazards;
- Provide diverse and affordable housing choices;
- Promoting sustainable transportation choices.

Traditionally a RURAL area in the RGS, Anmore has historically been outside the scope of Urban Centres or Frequent Transit Development Areas. However, the development within the Anmore South Lands, has created an additional zone within the Urban

Containment Boundary, in addition to Eagle Ridge Middle School and Anmore Green Estates. This inclusion is a strategic move to manage growth effectively and sustainably, accommodating new residential and infrastructural developments while preserving Anmore's distinct semi-rural character.

The Anmore South area, previously identified as a Special Study Area, is now an integral part of Anmore's growth strategy, reflecting a new direction in the Village's development pattern. This shift is in alignment with the goals of Metro Vancouver 2050, marking Anmore's commitment to contributing to the creation of complete, connected, and resilient communities within the region.

This updated Regional Context Statement signifies Anmore's proactive approach to regional collaboration and its dedication to balancing regional growth objectives with its community values and environmental stewardship. It underscores Anmore's role in fostering a sustainable and prosperous future, in accordance with both the local aspirations of its residents and the broader objectives of the Metro Vancouver 2050 strategy.”

3. Village of Anmore Official Community Plan Designation Bylaw No. 532, 2014, is amended by removing Chapter 4 – Land Use sections SPECIAL STUDY AREA – IMPERIAL OIL LANDS (IOCO LANDS), **Policy IOLU–1, Policy IOLU–2, Policy IOLU–3, Policy IOLU–4** and replacing it with:

“Anmore South

Anmore South is a distinct master-planned neighbourhood within the Village of Anmore, accommodating community growth of approximately 3,300 new homes from single-family and duplex to townhomes and mid-rise apartments. With a phased build-out of approximately 25 years, Anmore South is a socially-diverse neighbourhood, linked together through an active transportation network of liveable streets, community greenways, and accessible forest trails – all within a 5-minute walk of each home. Contributing to a more complete Village, Anmore South provides a vibrant neighbourhood heart including local grocery, shops and services, a community centre, and market square – providing local employment and allowing Anmore’s retail spending to stay in the community. Anmore South concentrates new community growth by limiting regional sanitary sewer service to Anmore South, creating a compact village-scaled neighbourhood while preserving the overall existing semi-rural character of Anmore.

Policy AS-1 | Neighbourhood Plan

Anmore South will be developed according to a Neighbourhood Plan to be prepared following a Terms of Reference approved by the Village of Anmore including extensive community engagement.

Policy AS-2 | Residential

Anmore South residential land-use designations and zoning will provide for a diversity of housing forms to accommodate a range of lifestyles, life-stages and incomes.

Policy AS-3 | Commercial + Mixed Use

Anmore South commercial and mixed-use land use designations and zoning will accommodate a range of employment and/or commercial activity applied in locations to support a variety of employment activities and more intensive forms of commercial development.

Policy AS-4 | Parks

Anmore South will provide the public with accessible parks and gathering places, natural areas, streetscapes, and recreational and community facilities that enhance village vibrancy and livability.

Policy AS-5 | Civic Amenities

Anmore South will provide destination civic amenities for the Village including a community centre that includes a large flexihall, multipurpose spaces, and fitness facility.

Policy AS-6 | Environmental

A minimum of 40% of the forested area will be preserved through dedication to the Village. The protection of forested lands will include opportunities for environmental enhancement – including fish and riparian habitat improvements.

Policy AS-7 | Streets

Anmore South will provide an active transportation network of multi-modal streets and multi-use paths to encourage walking and cycling while reducing reliance on private vehicle trips.

Policy AS-8 | Transportation

Prepare a detailed Transportation Study for the Burrard Inlet North Shore and encourage establishment of a Transportation Working Group including municipalities, First Nations, provincial government, Vancouver Port Authority, transit authorities and landowners to collaboratively review and address transportation needs on a regular and ongoing basis.

Policy AS-9 | Servicing

Anmore South will be connected to regional drinking water and sanitary services. Regional sanitary service will be limited to the Anmore South neighbourhood to preserve the semi-rural density and character of existing Anmore.

Policy AS-10 | Sustainability

Anmore South will strive to achieve the highest levels of neighbourhood performance relating to: minimizing environmental impact; limiting energy requirements and related GHG footprint; reducing potable water and other resource consumption; minimizing surface runoff while maximizing at-source infiltration; maximizing waste diversion from the region's landfills; and the delivery of overall design excellence, all contributing positively to the existing character of the Village.

Policy AS-11 | Culture

Prioritize the preservation of cultural heritage and the celebration of community identity, through the inclusion of public art and performance spaces, while also incorporating regional architecture, native materials and sustainable design practices to reflect the values of the Village of Anmore.”

Attachments and Schedules

4. The following are attached and form part of this Bylaw:

Map 3: 2050 Regional Context Statement Map

Schedule A

- Figure 1 – Context Plan
- Figure 2 – Conservation and Recreation Framework
- Figure 3 – Neighbourhood Structure Plan
- Figure 4 – Street Network Plan
- Figure 5 – Land Use Plan

Severability

5. If a portion of this Bylaw is found invalid by a court, it will be severed, and the remainder of the Bylaw will remain in effect.

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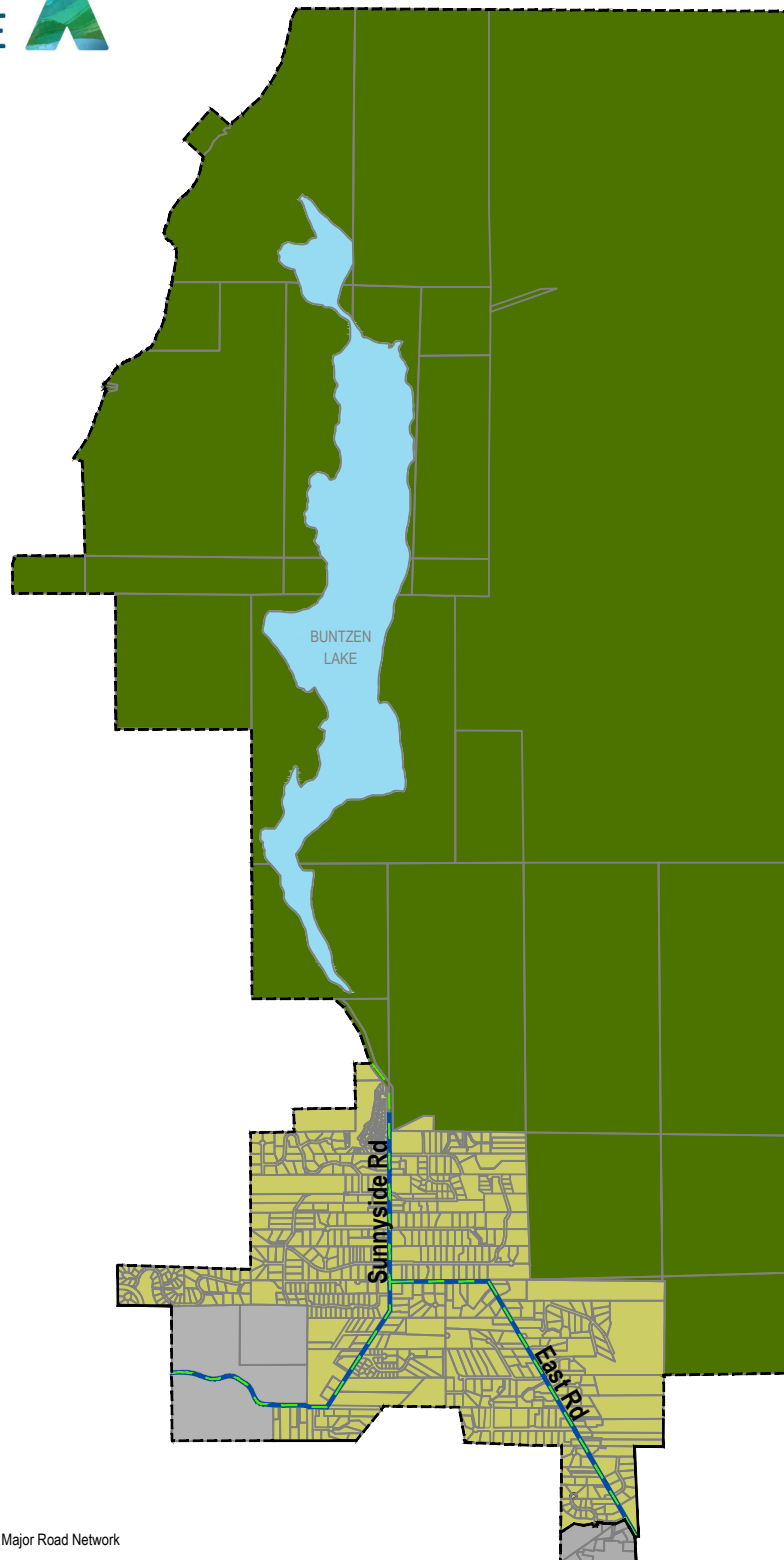
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MAYOR

MANAGER OF CORPORATE SERVICES



Legend








-  General Urban
-  Rural
-  Conservation & Recreation
-  Major Road Network
-  Urban Containment Boundary
-  Regional Greenway Network
-  Municipal Boundary

Figure 1
CONTEXT PLAN

LEGEND NOVEMBER 2023

- Special Study Area | Anmore South
61.14 ha / 151.08 ac
- Village of Anmore Boundary
- Property Line
- Surveyed Watercourse

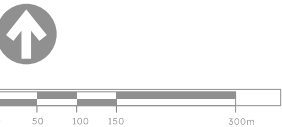


Figure 2
CONSERVATION +
RECREATION
FRAMEWORK

LEGEND NOVEMBER 2023

- Site Boundary 61.14 ha | 151.08 ac
- Municipality Boundary
- Property Line
- Surveyed Watercourse
- Sunnyside Road Ditch
- Culverted Stream
- Existing Structures

CONSERVATION FRAMEWORK	
6%	Neighbourhood Park 3.78 ha 9.34 ac
41%	Protected Natural Area + Greenways 24.94 ha 61.63 ac

NEIGHBOURHOOD DEVELOPMENT	
37%	Development Lands 22.44 ha 55.45 ac
16%	Road ROW 9.98 ha 24.66 ac
100%	61.14 ha 151.08 ac

- Village Greenway | 4m Multi Use Path
- Community Pathway | 3m Multi-Use Path
- Sunnyside Off-Street Crossing
- Potential Stream Crossing
- Trailhead
- Community Park
- Neighbourhood Park
- Community Centre
- Mixed-Use Village
- Elementray School
- Recreation Field House

Note: The proposed areas are conceptual and will be refined through detailed design.

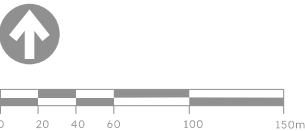


Figure 3
NEIGHBOURHOOD
STRUCTURE PLAN

LEGEND NOVEMBER 2023

- Site Boundary 61.14 ha / 151.08 ac
- Municipality Boundary
- Property Line
- Surveyed Watercourse
- Sunnyside Road Ditch
- Culverted Stream
- Existing Structures
- Development Lands
- Conservation Framework
- Street Network

NEIGHBOURHOOD LEVELS

- Upper Level
- Middle Level
- Lower Level

Note: The proposed areas are conceptual and will be refined through detailed design.



Figure 4
STREET NETWORK PLAN



LEGEND NOVEMBER 2023

- Site Boundary 61.14 ha / 151.08 ac
- Municipality Boundary
- Property Line
- Surveyed Watercourse
- Sunnyside Road Ditch
- Culverted Stream
- Existing Structures
- Development Areas
- Neighbourhood Park
- Protected Natural Areas + Greenways

- STREET NETWORK**
- Major Road Network | 20m ROW
 - Collector Street | 20m ROW
 - Local Street | 15.4m ROW
 - Community Gateway

- COMMUNITY AMENITIES**
- Community Park
 - Neighbourhood Park
 - Community Centre
 - Mixed-Use Village
 - Elementary School

Note: The proposed areas are conceptual and will be refined through detailed design.

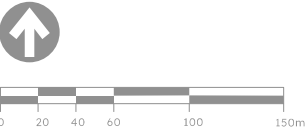


Figure 5
LAND USE PLAN



LEGEND NOVEMBER 2023

- Site Boundary 61.14 ha | 151.08 ac
- Municipality Boundary
- Property Line
- Surveyed Watercourse
- Sunnyside Road Ditch
- Culverted Stream
- Existing Structures

LAND USE	
5%	Ground Oriented 3.20 ha 7.91 ac
28%	Multi-Family 17.13 ha 42.33 ac
3%	Mixed Use 1.67 ha 4.13 ac
1%	Civic Community Centre 0.44 ha 1.09 ac
6%	Neighbourhood Park 3.78 ha 9.34 ac
41%	Protected Natural Area + Greenways 24.94 ha 61.63 ac
16%	Road ROW 9.98 ha 24.66 ac
100%	61.14 ha 151.08 ac

Note: The proposed areas are conceptual and will be refined through detailed design.

