



# VILLAGE OF ANMORE

## REPORT TO COUNCIL

Date: September 12, 2025

File No. 6700-30

Submitted by: Josh Joseph, Planner

Subject: *Infill Policy Proposed Amendments*

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### Purpose

The purpose of this report is to present proposed updates to Official Community Plan (OCP) Policy RLU-16 (Infill Development) and to propose additional amendments to the Infill Policy No. 61. The proposed updates intend to provide greater flexibility on eligibility criteria for infill development and ensure that new infill development continues to reflect the semi-rural character of Anmore while balancing land use efficiency, financial sustainability, and environmental protection.

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### Recommended Option

**THAT** the report dated September 12, 2025, entitled *Infill Policy Proposed Amendments* from the Village Planner, be received for information;

**AND THAT** Council direct Staff to prepare and report back with amendments to both the Infill Policy No. 61 and the Official Community Plan -Policy RLU-16 regarding considerations for shared access driveways, panhandle lots and Community Amenity Contribution targets;

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### Background

At the May 20, 2025, Regular Council meeting, Council was presented with the *Infill Policy RLU-16 – Review* report from the Manager of Development Services (**Attachment 1**) and passed the following resolution:

**THAT** the report dated May 16, 2025, entitled *Infill Policy RLU-16 – Review* from the Manager of Development Services, be received for information;

**AND THAT** staff be directed to report back regarding options to amend OCP Infill Policy RLU-16 and to include criteria such as:

- Double frontage and how subdivision design affects minimum requirements;
- The approximate number of lots that would be eligible for infill if changes are implemented, while reducing reliance on multiple discretionary approvals;
- Ways to address site slope averages and ensure appropriate bench building areas; and
- Measures to address panhandle lots, either through consultation with Chief Jay Sharpe or by addressing them through rezoning.

In response, staff have prepared updates to the OCP Policy, which proposes to establish more flexible eligibility standards for infill subdivision while still retaining key safeguards and mandatory requirements. Additionally, Staff have outlined considerations to incorporate in the Village's Infill Policy No. 61 regarding pan handle lots, shared driveway access and Community Amenity Contributions (CAC). Amendments to the Village's Zoning Bylaw have not been proposed and will continue to regulate all infill lots as currently drafted.

## Discussion

The Village OCP Infill Policies were developed through extensive analysis including committee input and community engagement and provides a set of considerations that would be required for lots between 1-2 acres to be eligible for infill development. The intent of the policy enables transparent and clear requirements for infill lot eligibility and to ensure the Village's semi-rural character is preserved. The maximum density for infill development outlined in [OCP Policy RLU-16](#) is 2.04 parcels per acre and the parcel eligibility requirements are as follows:

1. Not have been created through a previous comprehensive development plan;
2. Be between 3925 m<sup>2</sup> and 8094 m<sup>2</sup> in area;
3. Have an average slope, as determined by a registered surveyor, equal to or less than 20%;
4. Can identify a building site(s) that are equal to or less than 20% slope;
5. Not require the extension or expansion of any Village road or water infrastructure;
6. Have at least 50 m of frontage on a public highway;
7. Have been in existence for a least 10 years.

In the May 16, 2025 report, staff identified several policy items that may limit infill lot eligibility, even in cases where lots may preserve the Village character and ensure safe and responsible development. The following proposed amendments aim to summarise those

limitations and provide additional flexibility for infill lot eligibility while maintaining clear requirements.

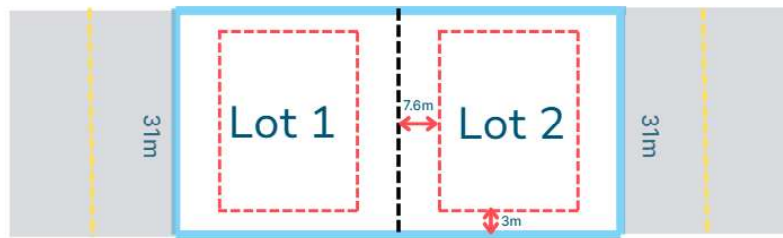
### Double Fronting Lots

While the current Infill Policy RLU-16 only permits infill on parcels between 3,925 m<sup>2</sup> and 8,094 m<sup>2</sup> (0.97 – 2 acres), the proposed policy amendments would permit lots between 2,800 m<sup>2</sup> and 3,924 m<sup>2</sup> (0.69 – 0.97 acres) to be considered where parcels double front onto two existing parallel highways. The proposed lot size would accommodate two lots that are ~1349m<sup>2</sup> (1/3 acre) or greater. The density outlined in the policy would remain at 2.04 lots/acre except for those lots between 2,800 m<sup>2</sup> and 3,924 m<sup>2</sup> which would permit a maximum density of 2.69 lots per acre where such lots double front onto two parallel highways. These parcels would still be required to have at least 50m total frontage onto an existing highway as well as 25 m frontage for each subdivided lot to ensure adequate spacing between homes to accommodate trees and afford privacy in line with the Village's semi-rural character.

5 Lots between Leggett Drive and East Road would be eligible under the proposed bylaw amendment as shown in pink in the Potential Infill Development Map (**Attachment 2**). Only two of these lots currently provide adequate area to achieve two 1/3 acre lots in accordance with the infill zoning regulations due to placement of the existing single-family home and other buildings and structures on the lot. Demolition of aging homes may accommodate the development of the remaining lots in the future. For clarity, coach houses no greater than 100 m<sup>2</sup> (1076 ft<sup>2</sup>) would still be permitted on lots between 1/3 and 1/2 acre subject to compliance with all infill zoning regulations.

Staff note that the lowest existing frontage for the identified lots is 31 m which exceeds the minimum 25m frontage in the Infill Policy No. 61 (**Attachment 3**). The rear yard setback (7.6m) in the infill zone would result in a minimum separation distance of 15.2 m between the proposed infill lots for any buildings and structure on the parcel and interior side yard setback remains at 3m providing the same required separation between homes as current infill lots.

**Figure 1.** below illustrates the layout of the two proposed lots. Given that the minimum frontage identified for the 5 lots is 31 m –spacing between homes may maintain the existing character of the two parallel roads in line with Policy No. 61.



 Subject Lot

Figure 1. Example of proposed infill lot double fronting onto two parallel highways

### Slope and Buildable Areas

The proposed OCP policy amendment eliminates the requirement for a parcel to have an average slope equal to or less than 20%. However, the policy would still require the identification of a buildable site area with an average slope of 20% or less. This addresses situations where otherwise suitable parcels were excluded due to the presence of steep slopes in marginal areas on the property not intended to be developed or that have already been developed. By maintaining the requirement to identify a building site less than or equal to 20% slope, new homes would be sited in appropriately graded areas reducing environmental disturbance.

As showed in orange in **Attachment 2**, 77 additional lots within the OCP hillside designation may be eligible for infill by eliminating the requirement that the parcel average slope must be equal to or less than 20%. Staff reviewed aerial imagery of those sites and determined that many of these lots would require demolition of an existing home to accommodate site setbacks and minimum lot size for both lots. Around 30 lots may meet minimum lot size or setback requirements for infill zoning regulations due to the ideal siting of existing buildings and lot configuration. However, a number of these lots may not meet the requirement to identify a building site with slopes of 20% or less. Identification of such lots may only be determined on a site-by-site basis by a registered land surveyor.

### Panhandle Lots

Staff recommend that any options for addressing panhandle lots not be included within OCP Policy RLU-16 to ensure that all eligible lots meet the 50m frontage requirement to afford sufficient space for safe access and to maintain existing semi-rural character of the neighborhood. Instead, panhandle lots should be addressed under **Infill Policy No. 61**, which would provide more detailed guidance for panhandle lot allowance. This approach allows for panhandle proposals to be reviewed separately, with attention to emergency access, sightlines, servicing, and neighbourhood character. Amendments to the policy would allow for

panhandle frontage less than the prescribed 25m where such panhandle lots meets a set of guidelines and principles to ensure adequate emergency access and to maintain the semi-rural character. Council may wish to request further input from Fire Chief Jay Sharpe on the prescribed design and access considerations of panhandle lots as part of this policy review.

### Shared Driveways

Additional proposed amendment to OCP Policy RLU-16 would allow lots that have a 50m frontage along an adjacent parcel, capable of accommodating a shared access driveway to be eligible for infill. Shared driveways may allow for additional infill lot eligibility where the length of the shared driveway affords sufficient spacing between homes in line with the current Infill Policy No. 61. The proposed amendments offer flexibility for lots that may or may not have a 50m highway frontage or that have a 50m frontage onto a highway but may not be able to meet the 25m infill policy guideline due to site constraints resulting from existing lot layout, building siting, environmental or topography challenges, etc. **Figure 2** illustrates a proposed subdivision example where a parcel has a 50m frontage onto an existing shared access driveway and meets the intent of the 25m frontage guideline of the Infill Policy No. 61:

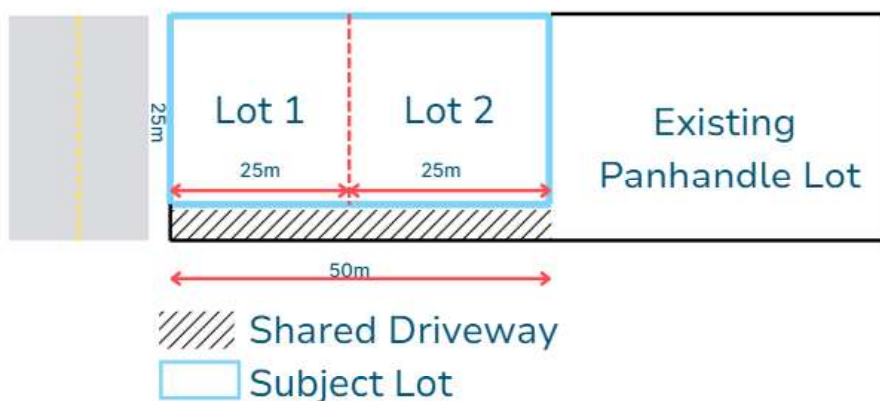


Figure 2. Example of proposed infill lot with 50m frontage on existing shared driveway

Like proposed panhandle lots, amendments to the Policy No. 61 would allow for subsequent lots with frontage less than the prescribed 25m frontage onto an existing highway where such lots fronting onto a shared driveway meets a set of guidelines and principles to ensure adequate emergency access and spacing between homes for the proposed lots. These considerations would fall in line with the policy intention of achieving the 25m frontage which is to provide adequate space between homes to offer privacy and accommodate tree coverage which are considered key elements in maintaining the semi-rural character of the Village.

For context, a 25 m frontage may incentivise larger separation between homes; however, only the interior side yard setback may regulate the actual spacing of the homes which is at least

6m. For illustrative purposes, please see **Figure 3.** below demonstrating a two-lot infill subdivision adhering to road frontage requirements infill policy guidelines and infill side yard setback regulations.

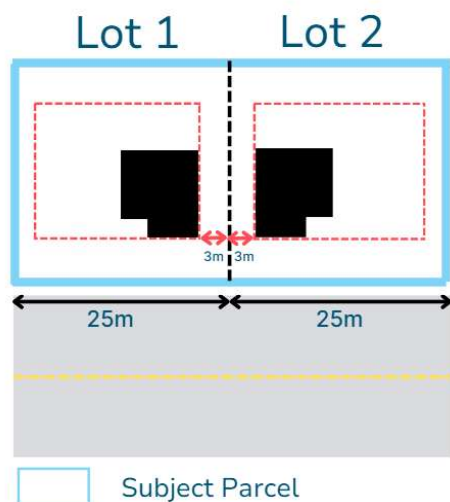


Figure 3. Example of proposed infill Lots adhering to current Infill OCP, Policy No.61 and Bylaw Regulations

Many lots have been historically created in Anmore that are accessed through a shared driveway. In fact the OCP contains policies which intends to limit direct driveway access onto East Road and Sunnyside Road to reduce access points onto the highway and improve road safety and traffic flow:

**Policy T-15** Where possible, the Village will limit direct driveway access onto Sunnyside Road and East Roads by requiring the use of alternative roads and shared driveways.

Additionally, a shared driveway may enhance the semi-rural character by minimises curb cuts required for multiple driveways and preserving existing landscaping and tree cover fronting onto the highway.

### Community Amenity Contributions (CACs)

The current CAC target for infill subdivisions was set to provide desirable amenities for the community and includes:

- **Trails** – provision of trails, dedicated as part of a public right of way, will be considered to enhance connectivity throughout the Village;

- **Riparian Areas** – Protection of the natural environment is an important value for the Village and preserving riparian areas in public ownership is an important component of protecting this valuable resource; and/
- **New Community Space/Municipal Hall** – The Village needs a community gathering space and a new municipal hall. This is a costly project for a Village with limited financial means.

With the recent completion of the new Anmore Community Hub and additional expansion proposed to Spirit Park to enhance the community gathering space, staff recommend that the CAC framework maintain all targets until they are completed. Council may wish to proactively consider additional targets to include which may be identified during the policy update process in consultation with Council, committees and the community. Updating CACs will ensure that infill development continues to contribute meaningfully to community amenities in line with current needs.

Additionally, Council may wish to consider updating the Community Amenity Contribution (CAC) target from the current \$150,000, which was established through the *Anmore Infill Development and Community Amenity Contribution Study* prepared by G.P. Rollo & Associates LTD in 2017 (**Attachment 4**).

From this work, the study concluded that sharing approximately 50% of the land lift with the community would balance project viability with amenity funding. Based on the test cases, a flat CAC rate of \$150,000 per new lots was recommended.

The study emphasized that CAC targets should be reviewed regularly, ideally every 2–3 years, and not less than every 5 years to reflect changes in the real estate market. Alternatively, between updates, the report recommends that the Village CAC target be updated annually through indexing them to match CPI. As nearly 7 years have passed, a new analysis would provide updated insight into current land lift values and market conditions.

### **Conclusion**

The proposed amendments would update OCP Policy RLU-16 and Infill Policy No. 61 to provide a more nuanced and balanced approach to infill lot eligibility and development guidelines. Recent inquiries and applications indicate that strict adherence to certain eligibility criteria such as parcel slope, road frontage, and lot size may inadvertently limit responsible infill development opportunities that align with the broader intent of the Infill Development Policy. Staff are proposing that Council Consider the following items:

- Expanding lot size eligibility to certain smaller double-fronting lots;

- Eliminating the requirement for a parcel have an average slope equal to or less than 20% while maintain the requirement to identify a building site with 20% or less average slope;
- Maintain the 50m frontage requirement but offer flexibility for lots that have 50m frontage on a shared driveway.
- Include flexibility for infill policy guidelines for panhandle and shared driveway considerations; and
- Updating CAC targets to reflect current market conditions and community priorities for the provision of amenities in the community.

These policy considerations may create an increase in eligible infill opportunities while preserving Anmore's semi-rural character and enhancing community amenities.

## Other Options

The following options are provided for Council consideration:

1. THAT the report dated September 12, 2025, entitled *Infill Policy Proposed Amendments* from the Village Planner, be received for information; and

THAT Council direct Staff to prepare and report back with amendments to both the Infill Policy No. 61 and the Official Community Plan -Policy RLU-16 regarding considerations for shared access driveways, panhandle lots and Community Amenity Contribution targets;  
**(recommended)**

Or

2. THAT the report dated September 12, 2025, entitled *Infill Policy Proposed Amendments* from the Village Planner, be received for information; and

THAT the report be referred to the Committee of the Whole for further discussions and consideration.

Or

## Report/Recommendation to Council

Infill Policy Proposed Amendments

September 12, 2025

Item 9.a

3. THAT the report dated September 12, 2025, entitled *Infill Policy Proposed Amendments* from the Village Planner, be received for information.

## Financial Implications

Adjusting the eligibility criteria may require additional staff time; However, this could be offset by increased opportunities for infill development, generating long-term benefits for the Village.

## Attachments

1. 2025-05-16 RTC Infill Policy RLU-16 – Review
2. Potential Infill Development Map
3. Infill Policy No. 61
4. Anmore Infill Development and Community Amenity Contribution Study - G.P. Rollo & Associates LTD, 2017

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|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Prepared by:</b>                                                                                                                                                                                                                                                                |
| <p>"Josh Joseph"</p> <hr/> <p>Josh Joseph,<br/>Village Planner</p>                                                                                                                                                                                                                 |
| <b>Reviewed for Form and Content / Approved for Submission to Council:</b>                                                                                                                                                                                                         |
| <p><b><i>Chief Administrative Officer's Comment/Concurrence</i></b></p><br><br><br><br><br><br><br><br><br><br><p style="text-align: right;">"Karen Elrick"</p> <hr style="width: 30%; margin-left: auto;"/> <p style="text-align: right;"><b>Chief Administrative Officer</b></p> |



# VILLAGE OF ANMORE

## REPORT TO COUNCIL

Date: May 14, 2025

File No. 6700-01/30

Submitted by: C. Boit, P.Eng, Manager of Development Services

Subject: Infill Policy RLU-16 – Review

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### Purpose / Introduction

The purpose of this report is to address considerations regarding the parcel eligibility for infill development under Policy RLU-16

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### Recommended Option

THAT the report dated May 14, 2025, entitled Infill Policy RLU-16 – Review from the Manager of Development Services, be received for information, and;

Staff be directed to amend OCP Infill Policy RLU-16 for council consideration

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### Background

The Village of Anmore supports infill development as a means of creating new residential parcels within the existing developed area while maintaining the community's semi-rural character. Infill development is intended to utilize existing infrastructure efficiently while ensuring that new parcels integrate well with established neighborhoods. The goal is to enhance the overall look and feel of the community while minimizing disruption to the natural environment.

To guide this process, an Infill Development Policy RLU-16 within the Official Community Plan (OCP) outlines the specific requirements expected from infill projects to ensure alignment with community objectives. The policy currently has strong language meaning that an eligible parcel **must** meet all six requirements outlined in the Infill Development Policy. Considering recent enquires to staff from the public, staff have reviewed applications that would likely meet the semi rural character of Anmore but may not meet all the policy requirements. For example, a parcel may have a flat area that would provide a suitable zone for housing and infrastructure and within the parcel, but a steep embankment is present on the parcel, which

**Report/Recommendation to Council**

Infill Policy RLU-16 – Review

May 14, 2025

causes the average slope above 20% slope, therefore the parcel does not meet all the OCP policy guidelines.

Staff are seeking Council direction regarding further discussion on whether flexibility should be introduced in how these requirements are applied.

This report considers whether a more flexible approach could support responsible infill development while still maintaining the Village's environmental and planning objectives.

**Discussion**

Staff are seeking input from Council on whether they wish to revise the wording of the OCP policy to replace '**must**' with more flexible language, to allow for consideration of applications that meet the broader intent of infill policy.

OCP Infill requirements

Parcels that are eligible for consideration under this policy **must**:

1. Not have been created through a previous comprehensive development plan;
2. Be between 3925 m<sup>2</sup> and 8094 m<sup>2</sup> in area;
3. Have an average slope, as determined by a registered surveyor, equal to or less than 20%;
4. Can identify a building site(s) that are equal to or less than 20% slope;
5. Not require the extension or expansion of any Village road or water infrastructure;
6. Have at least 50 m of frontage on a public highway;
7. Have been in existence for a least 10 years.

## Report/Recommendation to Council

Infill Policy RLU-16 – Review

May 14, 2025

### Lot eligible sizes

The current eligible lot sizes are 3925m<sup>2</sup> (0.97 ac) and 8094m<sup>2</sup> (2 ac). However, there are a significant number of parcels that range between 2800m<sup>2</sup> (0.69 ac) – 3925 m<sup>2</sup> (0.97 ac), that could potentially fit the semi rural character of Anmore but are ineligible for infill based upon the current policy. The following map is an example of parcels that front Leggett and East Road that may be good candidates for infill.



### Average Slope

20% average slope cutoff aligns with the broader goals of infill development in the Village. While the existing threshold provides a clear and measurable standard, it may also exclude parcels that could otherwise support responsible development with minimal environmental impact. Understanding whether the 20% cutoff remains an appropriate measure or if a more flexible approach should be considered is a key component of this review.

### **Challenges with the Current Eligibility Criteria**

The application of the parcel 20% average slope requirement provides broad protection against densification on these lots and may limit any eligibility on lots within the Hillside Residential Designation outlined in Schedule B2 of the OCP (Attachment 1).

The eligibility requirements may inadvertently exclude parcels that would otherwise be well-suited for responsible infill development. Many properties in Anmore contain a mix of terrain, where steeper sections exist alongside flatter, more suitable building areas. A strict cutoff may fail to account for these site-specific variations and could prevent viable developments that

**Report/Recommendation to Council**

Infill Policy RLU-16 – Review

May 14, 2025

may otherwise align with the intent of the Infill Policy. Such cases for example may disqualify a parcel that exhibits an average slope of slightly greater than 20%, such as 21%.

Additionally, under current RS-1 zoning regulations, property owners may construct a 180m<sup>2</sup> coach house on portions of a lot that exceed an average slope of 20%. While infill development permits slightly more building density (FAR) on a one-acre basis compared to RS-1, including 10% more site coverage allowance, it imposes the requirement of identifying development areas with slopes less than 20% on average. This means that RS-1 development may, in some cases, result in greater environmental disturbance than infill development where a building site that is less than 20% slope is specifically identified and required to preserve the natural landscape. One drawback is the lack of enforcement measures or policies to further limit development on slopes less than 20% once the parcel has been rezoned to Infill Development. The contrast between RS-1 and infill zoning regulations raises the question of whether the 20% cutoff for infill development inhibits the development of lots that substantially meet other requirements of the Policy.

Frontage on a public highway

The 50-meter road frontage requirement serves as a key control in regulating subdivision potential and ensuring consistent access to public roads. However, this requirement may inadvertently limit infill opportunities on parcels that could otherwise support responsible development. Many existing lots in Anmore, particularly within established residential areas, do not meet the 50-meter threshold yet possess adequate space and access to accommodate additional dwellings.

In some cases, parcels with slightly less than 50 meters of frontage—such as 45 or 48 meters—may still provide sufficient access, sightlines, and servicing potential to support an additional lot. Strict adherence to this requirement may prevent logical and context-sensitive infill developments that align with the broader goals of the Infill Policy.

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Infill Policy RLU-16 – Review

May 14, 2025

**POTENTIAL ADJUSTMENTS FOR CONSIDERATION****Removing the Average Parcel Slope Eligibility Requirements**

Rather than evaluating the entire parcel's average slope, a more refined approach could assess only the area designated for development. This shift would allow greater flexibility in determining eligibility while ensuring that steep and environmentally sensitive areas remain protected.

Currently there is a policy requirement for a site-specific evaluation conducted by a registered surveyor to determine whether an adequate building footprint with a slope of 20% or less exists within the parcel. This method provides an accurate representation of development suitability while maintaining environmental integrity. By focusing on the actual buildable area, this approach would help strike a balance between protecting the natural landscape and enabling broader infill development eligibility. However, Staff would recommend additional policies which limit any development on portions of the lot outside of the building site with slopes less than 20% on average. Any changes considered under this approach would likely require an OCP amendment to Policy RLU-16.

**Parcels That Substantially meet the intent of the Infill Policy**

Many RS-1 parcels in the Hillside designation naturally feature varied topography, where steep slopes coexist with flatter sections that could accommodate development with minimal impact. For example, lots may exhibit an average slope greater than 20% due to very steep, yet spatially insignificant, portions of the lot. Such lots may provide a significant building site with an average slope less than 20%.

A refined approach to slope eligibility is closely aligned with the Village's commitment to minimizing environmental disturbance. By shifting the focus from an entire parcel's average slope to the buildable area, development can be directed toward sections that require the least amount of grading, vegetation removal, and soil disruption. Allowing responsible infill development in suitable locations not only helps preserve the environment but also promotes efficient land use within the community and further the Village's goals of financially sustainable development.

**Adjusting the Road Frontage Requirement**

Rather than maintaining a strict 50-meter frontage requirement, Council may wish to consider alternative approaches that allow for limited flexibility while still ensuring appropriate access and streetscape consistency. Potential adjustments could include:

**Report/Recommendation to Council**

Infill Policy RLU-16 – Review

May 14, 2025

Minor Variance Allowance: Introducing a provision that allows parcels with slightly less than 50 meters of frontage (e.g., 40–49 meters) to be considered for infill development, subject to a case-by-case review of access, servicing, and neighborhood impact.

Alternative Access Considerations: Allowing shared driveways or panhandle lots in cases where standard frontage requirements cannot be met, provided that access remains safe and functional.

Context-Based Frontage Requirements: Differentiating between areas where strict frontage standards are necessary (e.g., major roadways) versus areas where reduced frontage may be acceptable.

**Expanding Eligible Lot Sizes**

Currently, parcels between 2800m<sup>2</sup> (0.69 ac) – 3925m<sup>2</sup> (0.97 ac) are ineligible for infill development under the existing policy. Given the number of such parcels within Anmore that could accommodate sensitive, semi-rural infill development, Council may consider:

Reducing the Minimum Lot Size Threshold: Lowering the eligibility requirement to include parcels as small as 2800m<sup>2</sup>, subject to meeting other infill criteria (e.g., access, slope suitability, environmental protection).

Context-Sensitive Review Process: Implementing a case-by-case evaluation of smaller parcels, ensuring that they contribute positively to neighborhood aesthetics and infrastructure capacity.

**Enhancing Environmental Protection Measures**

If greater flexibility is introduced in slope and frontage requirements, additional safeguards may be needed to ensure responsible development. Possible policy enhancements include:

Site-Specific Environmental and Geotechnical Review: Requiring all proposed infill developments to demonstrate that they will not result in excessive grading, tree loss, or increased erosion risks.

Steep Slope Development Restrictions: Implementing a requirement that no primary structures be built on slopes exceeding 30%, even if the overall parcel meets an adjusted eligibility threshold.

Tree and Natural Area Protection: Strengthening tree retention policies to ensure that infill development does not significantly alter the existing landscape or impact stormwater management.

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Infill Policy RLU-16 – Review

May 14, 2025

**Conclusion**

Implementing a more flexible interpretation of infill development eligibility, guided by site-specific evaluations, would provide a more nuanced and balanced approach to development approvals. While the current policies ensure a rigid process, recent inquiries and applications indicate that strict adherence to certain eligibility criteria—such as parcel slope, road frontage, and lot size—may inadvertently limit responsible infill development opportunities that align with the broader intent of the Infill Development Policy.

A case-by-case evaluation framework could allow for more context-sensitive decision-making, ensuring that parcels substantially meet the policy's intent while maintaining environmental protection and community character. Specifically:

- **Slope Eligibility:** Moving from an average parcel slope requirement to a site-specific building area approach would prevent unnecessary exclusions while ensuring that development occurs on suitable, low-impact areas. However, additional policies may be required to restrict development on steep or environmentally sensitive portions of the lot.
- **Road Frontage Requirements:** Adjusting the 50-meter frontage requirement by allowing limited flexibility (e.g., variances for lots with 40–49 meters of frontage) could expand eligibility while maintaining functional access and streetscape consistency. Alternative access provisions, such as shared driveways or panhandle lots, may also be considered where appropriate.
- **Lot Size Considerations:** Lowering the minimum lot size threshold or adopting a tiered eligibility framework could accommodate smaller parcels (e.g., 2800m<sup>2</sup> – 3925m<sup>2</sup>) while ensuring that such developments contribute positively to neighborhood character and infrastructure capacity.
- **Environmental and Infrastructure Protections:** If greater flexibility is introduced, enhanced environmental safeguards—such as site-specific geotechnical and environmental assessments, tree retention measures, and slope-specific development restrictions—should be incorporated to mitigate potential impacts.

These refinements would support a more adaptable, transparent, and strategic approach to infill. Staff recommend that Council consider modifications to the policy language, softening rigid eligibility thresholds while maintaining key planning principles. A formal OCP amendment

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Infill Policy RLU-16 – Review

May 14, 2025

to Policy RLU-16 may be required to clarify that eligibility criteria should be interpreted with flexibility, allowing for well-planned developments that respect environmental integrity, infrastructure capacity, and community objectives.

**Financial Implications**

Adjusting the eligibility criteria may require additional staff time; However, this could be offset by increased opportunities for infill development, generating long-term benefits for the Village.

**Options**

1. THAT the report dated May 14, 2025, entitled Infill Policy RLU-16 – Review from the Manager of Development Services, be received for information, and;

Staff be directed to amend OCP Infill Policy RLU-16 for council consideration  
**(recommended)**

**OR**

2. THAT the report dated May 14, 2025, entitled Infill Policy RLU-16 – Review from the Manager of Development Services, be received for information, and;

THAT the report be referred to the Committee of the Whole for further discussions and consideration.

**OR**

3. THAT the report dated May 14, 2025, entitled Infill Policy RLU-16 – Review from the Manager of Development Services, be received for information.

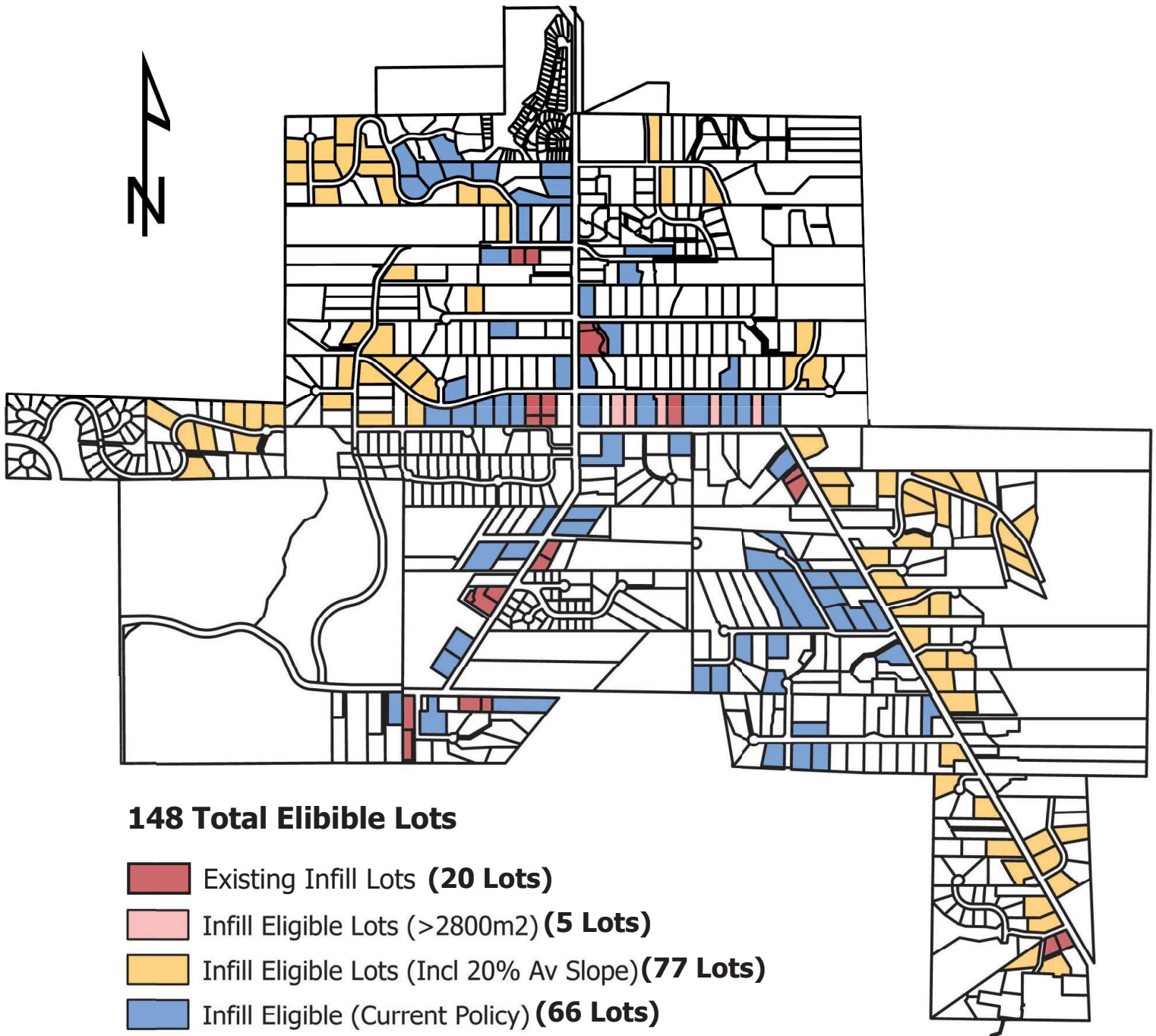
Report/Recommendation to Council  
Infill Policy RLU-16 – Review  
May 14, 2025  
Attachments:

- 1. None

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

# Village of Anmore

## Potential Infill Development Map



## COUNCIL POLICY

|                         |                    |                       |         |
|-------------------------|--------------------|-----------------------|---------|
| <b>Policy</b>           | Infill Development | <b>Policy No.</b>     | 61      |
| <b>Effective Date</b>   | July 6, 2021       | <b>Approved by</b>    | Council |
| <b>Date Amended</b>     | July 6, 2021       | <b>Resolution No.</b> | R103/21 |
| <b>Date Established</b> | July 17, 2018      |                       |         |

### POLICY

Infill development is the creation of new parcels and homes within the already developed area of Anmore. To ensure that this new development maintains and enhances the semi-rural character of the Village the Infill Development Policy has been developed. The policy is intended to provide guidelines and to articulate the community's expectations as to how infill development should take shape. It should be noted that the policy is a framework for determining possible public benefits related to development and does not limit Council's ability to reject or approve such applications based on their merits.

#### 1. Parcel Density

The maximum density shall be 2.04 parcels per acre and only one additional lot shall be allowed. The expectation is that new parcels created through infill development will be ½ acre in size. However, in circumstances where a ½ acre cannot be achieved due to site constraints the infill parcel shall be created as large as possible, as illustrated in Figure 1. The minimum allowable parcel size shall be 1/3 acre. Hooked lots or non-uniform lots will not be considered.

Infill Development (Council) Policy No. 61  
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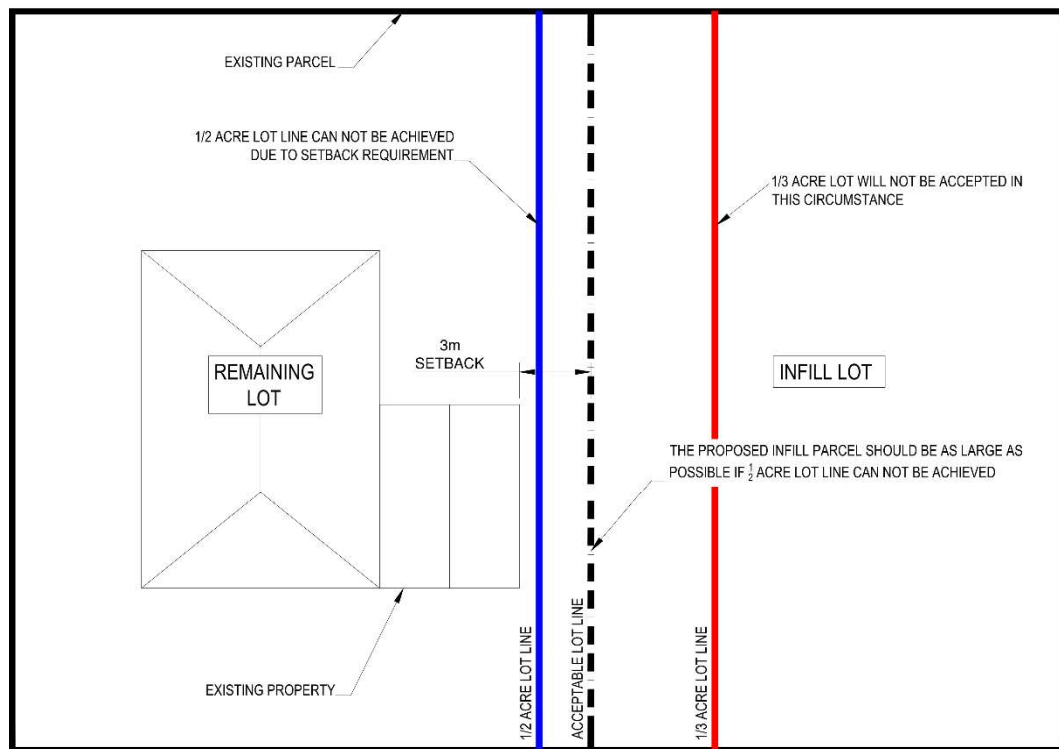


Figure 1 - Example of maximizing the size of an infill lot

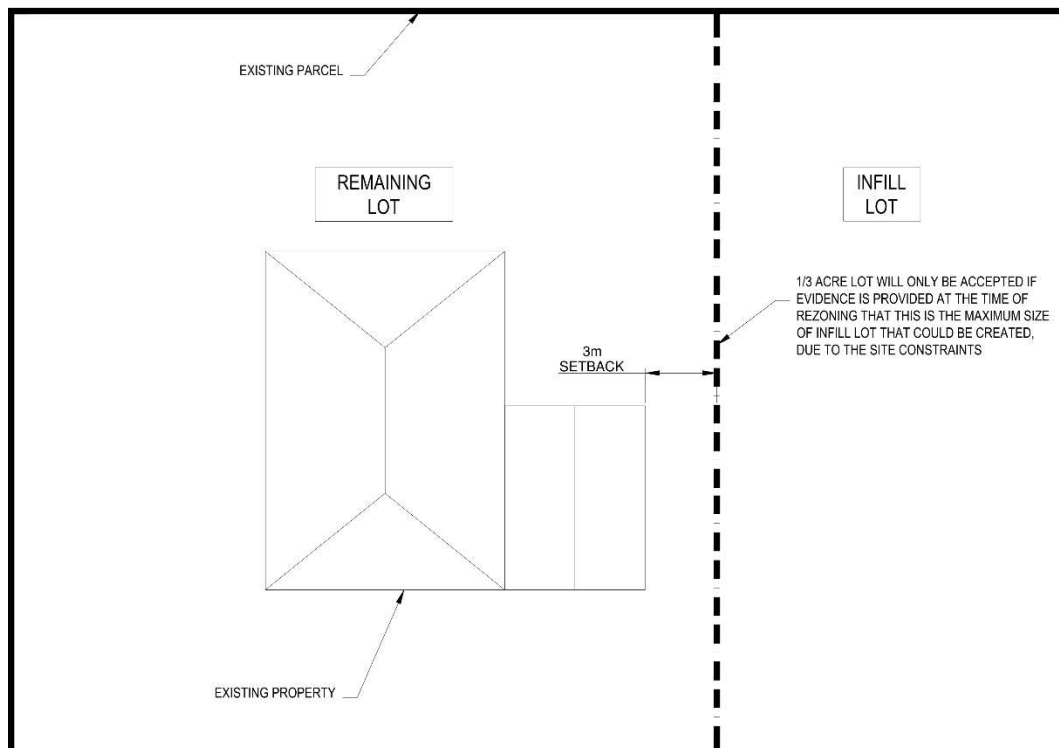


Figure 2 - Example of when a 1/3 acre will be accepted

2. Parcel Size

The expectation is that new parcels created through infill development will be ½ acre in size. However, in circumstances where a ½ acre cannot be achieved due to the location of the existing property the infill parcel should be created as large as possible, as illustrated. The minimum allowable parcel size shall be 1/3 acre. Hooked lots or non-uniform lots will not be considered.

Special consideration will be given to 1/3 acre parcels, if they can demonstrate a compelling circumstance, such as additional tree preservation above that which is required by Anmore's tree preservation bylaw, provide access to public trails or other community benefit.

3. Creation of Parcels

The intent of infill is to allow the creation of one additional parcel every 5 years, no matter the size of the property. This will be enforced via a covenant on title.

4. Road Frontage

To maintain the semi-rural character and to maintain green space between homes, all parcels created through infill development must have a 25 metre frontage on a public highway.

5. Setbacks and parcel coverage

To maintain the Village of Anmore's character and to ensure that new development is consistent with the intent of infill, side yard setbacks will be reduced to 3 metres.

6. House sizes

The allowable Floor Area Ratio (FAR) shall be ratioed on parcel size. The intent is to limit the modification required on existing properties, to ensure they are conforming parcels once they are subdivided.

7. Community Amenity Contributions

To ensure that infill development enhances the larger community, amenities will be expected, the following amenities are seen as particularly desirable for the community:

- Trails – provision of trails, dedicated as part of a public right of way, will be considered to enhance connectivity throughout the Village;
- Riparian Areas – Protection of the natural environment is an important value for the Village and preserving riparian areas in public ownership is an important component of protecting this valuable resource; and/or

- New Community Space/Municipal Hall – The Village needs a community gathering space and a new municipal hall. This is a costly project for a Village with limited financial means.

To realize these amenities a community amenity contribution target of \$150,000.00 has been established based on an analysis provided by G.P. Rollo and Associates. A combination of land and financial contribution will be considered where feasible and it is in the community's interest.

8. Tree Retention

Trees and green space are an important component of the character of the Village. Trees along the road frontage and between homes are particularly important in maintain the semi-rural character. Tree retention should be in accordance with the current Anmore Tree Management Bylaw.

9. Infrastructure

Financial sustainability is imperative for the Village, therefore any proposed infill development must not require the expansion of public infrastructure, in particular new roads and water lines.



November 28, 2017

Jason Smith  
Manager of Development Services  
Village of Anmore  
2697 Sunnyside Road,  
Anmore, BC V3H 5G9

**Re: Village of Anmore Infill Development and Community Amenity Contribution Study**

G. P. Rollo & Associates (GPRA) has been retained to prepare an Infill Development and Community Amenity Contribution (CAC) Study for the Village of Anmore. The purpose of the analysis is to explore the potential to secure contributions from rezonings of infill development lots to assist in the funding of a new Village Hall community space, parks, trails and other infrastructure not funded through DCCs or by other means. In addition, GPRA has been asked to make recommendations on how best to update rates to reflect changes in the market.

To begin, GPRA conducted a scan of policies and practices of other jurisdictions in the Lower Mainland with regard to density bonusing and amenity contributions. The purpose of this scan was to provide background for the study and to provide a framework within which to prepare analysis.

The second piece consisted of the preparation of proforma analysis for 6 case studies looking at hypothetical potential rezoning scenarios that would involve an increase in density on the sites. These case studies are entirely hypothetical and are intended to be illustrative examples of the types of infill development rezonings that the Village might receive. Hypothetical case studies were chosen over specific sites due to the relatively small size of the community and the limited number of potential lots from which to select cases. It was determined through discussion with the Village that it was not appropriate to identify specific lots that would constitute the basis for analysis, but rather focus on the general attributes and conditions for the types of properties that would be appropriate candidates for this type of infill in Anmore through a set of hypothetical cases.



### **CAC & DENSITY BONUSING REVIEW OBSERVATIONS & COMMON PRACTICES**

GPRA has observed the following common practices in jurisdictions in Metro Vancouver:

- Many jurisdictions use both density bonusing and CACs in conjunction with one another
- There is a trend toward more transparency in how CAC rates are calculated and toward set rates of contribution rather than primarily negotiated contributions
- Developers prefer established rates for contributions as it creates cost certainty when they are considering projects and negotiating purchase of lands
- Set CAC rates should not add to unit prices for end users, but should instead create downward pressure on land sales prices for land that will be rezoned
- Many jurisdictions have rates set for the entire jurisdiction with area specific rates set for designated growth areas/neighbourhoods
- Similar to DCCs, CACs should be regularly reviewed to keep current with market trends and housing values, as well as the projected cost of the basket of amenities
- Even with set rates for contribution many jurisdictions reserve the right to enter into negotiated contributions for unusual rezonings that may not have been considered in the OCP
- There is value in regularly testing whether contribution rates create an unfair burden on developers and create an inhospitable environment for developers to operate

On the page following GPRA has provided a table outlining current practices of jurisdictions in Metro Vancouver regarding Community Amenity Contributions.

### CURRENT DENSITY BONUS/CAC POLICIES IN METRO VANCOUVER

| <b>Municipality</b>             | <b>Density Bonus/CAC</b>                                                                                                                                                                                |
|---------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Abbotsford</b>               | Small voluntary contribution for public art                                                                                                                                                             |
| <b>Burnaby</b>                  | \$ per sq. ft. (buildable) Bonus Density based on current market values                                                                                                                                 |
| <b>Coquitlam</b>                | \$3/sq. ft. new multifamily residential floorspace up to 2.5 FAR;<br>\$4,800-\$5,500 for one-family lots                                                                                                |
| <b>Langley City</b>             | \$1,000/unit                                                                                                                                                                                            |
| <b>Maple Ridge</b>              | \$5,100 per one-family lot;<br>\$4,100 per townhouse dwelling unit;<br>\$3,100 per apartment dwelling unit;<br>bonus density \$3,100 per multifamily unit or additional lot                             |
| <b>New Westminster</b>          | ad hoc through negotiation                                                                                                                                                                              |
| <b>North Vancouver City</b>     | ad hoc through negotiation                                                                                                                                                                              |
| <b>North Vancouver District</b> | Where case by case negotiations occur, the target is to capture 50% to 75% of value of land lift attributed to rezoning.                                                                                |
| <b>Pitt Meadows</b>             | \$2,100 per single family lot<br>\$2,800 per townhouse unit<br>\$2,400 per apartment unit                                                                                                               |
| <b>Port Coquitlam</b>           | 100% in RA1 (low-rise apartment) zone, otherwise negotiated                                                                                                                                             |
| <b>Port Moody</b>               | ad hoc through negotiation                                                                                                                                                                              |
| <b>Richmond</b>                 | \$2/sq.ft. buildable for single family;<br>\$4/sq.ft. buildable for townhouse;<br>\$6/sq.ft. buildable for apartments <81 units;<br>5% residential area for Affordable Housing for apartments >80 units |
| <b>Surrey</b>                   | Capital cost of NCP amenities determined by City in NCP areas                                                                                                                                           |
| <b>Township of Langley</b>      | ad hoc through negotiation                                                                                                                                                                              |
| <b>Vancouver</b>                | \$55/sq.ft. bonus area in Cambie Corridor;<br>ad hoc through negotiation elsewhere                                                                                                                      |
| <b>West Vancouver</b>           | ad hoc through negotiation                                                                                                                                                                              |
| <b>White Rock</b>               | \$30/ sq.ft. over 1.75 FAR in Town Centre;<br>ad hoc through negotiation outside                                                                                                                        |



While the rates indicated on the table may not be commensurate with what may be appropriate for the Village of Anmore it is useful to understand what other communities do insofar as density bonusing and amenity contributions. For instance, when establishing flat fees for density bonus rates or CACs, typically a jurisdiction will not seek 100% of monies being identified as being available, but will rather share a portion with the developer. The portion shared varies by community, with the share generally being higher in favour of the municipality in more urban centres (80% or more in Vancouver, 75% in Victoria, 100% in Burnaby's Metrotown), but usually closer to a 50/50 split in less urban jurisdictions. This sharing of the available monies is important for a variety of factors, not least of which is to reflect that not all developments are the same, and in some circumstances a share greater than 50% for the municipality could result in making a project economically unviable.

Also of note is that most, if not all, of the municipalities on this table are generally focused on infill development of a much denser form than the Village of Anmore is focused on here. In cases where there is a flat rate for single family lots the value is quite low, which reflects the smaller lot sizes that are being redeveloped in these jurisdictions (typically the properties are smaller than 10,000 square feet with the new lots being 5,000 square feet or smaller).

#### **ANMORE MARKET CONDITIONS**

Anmore represents a unique market compared to most other municipalities in Metro Vancouver in that there remain a significant number of large single family lots that have subdivision potential while still resulting in lot sizes in and around one acre or more in size. This combined with the attractiveness of Anmore for affluent buyers contributes to the high value for parcels around one acre.

When analyzing subdivision of single family parcels the key thing to note is that value lies in incremental utility created from a parcel of land through additional development potential. Purchasers in Anmore place a fairly high value on larger single family lots, but there is not a commensurate drop in value when the parcel is an acre versus 2+ acres – both are estate lots that attract wealthy purchasers and both can have quite large single family dwellings built on them. BC Assessment data for Anmore indicates that properties close to 2 acres have a value around \$800,000 to \$1 million per acre compared to a value of \$1.2 to \$1.4 million per acre for properties close to 1 acre in size (so a 2 acre property might have a value of \$1.6 million whereas a 1 acre property in the same area may have a value of \$1.4 million). Compare this to other municipalities in Metro that typically have existing single family lots that are less than 10,000 square feet in size. Values differ by area, but the difference in perceived value between a 10,000 square foot lot and one half that size is still there, but is less pronounced due to their smaller size, the size of the home that one could build on both sizes of lots, as well as market differences compared to properties in Anmore.

There is also competition for land among different development types and densities in most other areas of Metro Vancouver as opposed to Anmore which has resulted in higher base values for land in these more urban settings that reduces the lift value when looking at subdivisions on standard city lots. As such, a municipality such as Coquitlam might have a relatively small fee for



single family subdivision, but the reality is that they expect to see very few applications of this nature and the real increase in value lies in significant densification to townhouse or apartments.

Nonetheless, it is important to note that in most cases the rates on this table have been arrived at through a similar analysis to what is being presented here.

### **CASE STUDIES**

GPRA has prepared 6 case studies for analysis. The cases were intended to be illustrative of the types of rezoning applications the Village might see if infill development were to be permitted in the Village. The cases involve rezoning from larger lot single family uses (ranging in size from roughly 1 to 2 acres with the stipulation that they must have at least 50 metre frontage) to higher density single family uses with average new parcel sizes being roughly half an acre.

### **METHODOLOGY & ASSUMPTIONS**

For all test cases GPRA has looked at BC Assessment data for the Village to get a sense of the value per acre for existing land uses in the analysis.

The analyses are created using a standard developer proforma wherein estimates of revenues and costs are inputs and the remaining variable is the desired profit, which is determined following a revenues minus costs equals profit formula.

For the purpose of this analysis GPRA is preparing a set of residual land valuations. A residual land valuation uses a proforma to determine the highest possible value that a developer could pay for a parcel while still achieving an acceptable return on their investment. In a residual land valuation, however, an assumption on developer's return needs to be included in order to leave the land value as the variable to solve for. For these analyses GPRA has determined the residual value based on the developer achieving an acceptable profit of 15% on total project costs, calculated as a representative portion of overall project costs for the proposed development<sup>1</sup>.

The residual values are the maximum supported land value a developer could pay for the site (under the density and conditions tested) while achieving an acceptable return for their project. This means that a developer could pay the indicated value for the land, develop and sell the finished product and achieve a profit of 15% at the end of the day. If by chance the land were bought for less than the indicated value, this would result in an increased profit for the developer and conversely if bought for more than the value indicated there would be less profit for the developer. The residual land value determined from this analysis is then compared to the

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<sup>1</sup> 15% profit on project cost is used as an industry minimum standard developers need in order to consider a project viable and to secure financing through a lender.



value of the site under the current zoning to establish a 'lift' in value that arises from the change in density. This lift in value is the total potential monies that are available for public amenities.

GPRA determined sales revenues used in the analyses from a review of recent sales and offerings for sale of recently developed single family dwellings within the Village, with a focus on homes that were deemed comparable to those in the case studies. Costs were derived from sources deemed reliable, including the Village of Anmore, and information readily available from quantity surveyors on average hard construction costs in the area. Development or soft costs have been drawn from industry standards, and from the Village's sources. All other assumptions have been derived from a review of the market and from other sources deemed reliable by GPRA.

### CASE STUDY RESULTS

The analysis prepared by GPRA indicates that there is potentially money available for the Village to collect for amenities from rezoning for higher density single family development. The table below shows the 6 test cases with the current value per acre, the indicated new lots created and the residual land value based on the proforma analysis, and the resulting lift value. The charge per new lot in the last column of the table is intended to represent one example of how the Village could capture a share with a fee: the 50% Village share divided by the number of new lots created beyond the first. The case studies themselves are included in an Excel file as a technical appendix.

### HYPOTHETICAL CASE STUDIES ANALYSIS

| Cases  | Acres | Units | Base Value<br>per Lot | Residual<br>per Lot | Lift Value<br>per Lot | Village Share<br>50% | Charge per<br>New Lot |
|--------|-------|-------|-----------------------|---------------------|-----------------------|----------------------|-----------------------|
| Case 1 | 1.00  | 2     | \$1,178,878           | \$1,477,305         | \$298,427             | \$149,214            | \$149,214             |
| Case 2 | 1.61  | 3     | \$1,380,000           | \$2,379,476         | \$999,476             | \$499,738            | \$249,869             |
| Case 3 | 1.00  | 2     | \$1,332,000           | \$1,477,305         | \$145,305             | \$72,652             | \$72,652              |
| Case 4 | 1.58  | 3     | \$1,516,000           | \$2,357,621         | \$841,621             | \$420,811            | \$210,405             |
| Case 5 | 0.96  | 2     | \$1,014,000           | \$1,398,895         | \$384,895             | \$192,448            | \$192,448             |
| Case 6 | 1.43  | 3     | \$1,165,000           | \$2,087,383         | \$922,383             | \$461,192            | \$230,596             |

There is a high degree of variability of what the potential lift in value might be from rezonings of this nature, but generally speaking the rezoning will support a significantly higher land value in the test cases than indicated for the base value (indicated by the 2017 BC Assessment value) for the entire site.

Of note, Case 3 shows a significantly lower lift than the other case studies. In reviewing the assessment roll for properties that were considered to be infill candidates by the Village GPRA noted that a few properties had higher than average assessed values. As a result, GPRA chose to compare the supported value from a 1 acre parcel divided into 2 half acre parcels to this higher than average base value. This is intended to illustrate that not all subdivision rezonings will necessarily result in huge incremental value for the developer.



There is typically some sharing of the lift between the community and the developer, and GPRA suggests that a 50/50 share would be appropriate for the Village to pursue. If this is the direction pursued by the Village GPRA recommends choosing a fee that is on the lower end of the examples from the Case Studies. From this analysis GPRA would suggest a fee of \$150,000 for each additional lot created beyond the first would be appropriate.

### **CONCLUSIONS & RECOMMENDATIONS**

After having completed a scan of density bonusing and community amenity contribution policies and practices of other Lower Mainland jurisdictions and preparation of six hypothetical test cases looking at adding density through infill development rezonings in the Village of Anmore, GPRA has the following conclusions and recommendations to share:

- Although there is not uniformity in the Lower Mainland, most jurisdictions collect money for amenity contributions at rezoning and through density bonusing.
  - Few jurisdictions have a set 'basket of goods' for public amenities that have been costed out that monies are specifically collected to pay for, although indications are that more jurisdictions are taking this approach than in the past.
  - Few jurisdictions rely solely on negotiated contributions – most have a fixed fee or formula for amenity contributions, primarily based on a rate per square foot/metre of building area.
  - Many jurisdictions have distinct amenity contribution rates for different planning areas or neighbourhoods in their community.
- The analysis of the six hypothetical test sites situated within the Village of Anmore indicates that there is potential for the Village to collect some money for amenity contributions through rezonings.
  - However, BC Assessment has increased property values for the Village in general for the 2017 roll, some by as much as 40% or more compared to 2016 values.
  - There are signs that the market is slowing with reduced sales across all housing types in recent months in year over year trends. This may be due a confluence of circumstances, including the Province's recent 15% tax on foreign buyers, the Federal Government's tightening of lending rules, and the relative attractiveness of other markets in consideration of higher price points in the Lower Mainland than elsewhere.
  - This is all to say that this analysis is using high sales prices for residential single family housing, which may not hold, and high base land values (using assessed values), which may be showing some signs of weakening in recent sales trends.



- The result is an analysis with a high degree of variability that could see significant swings up or down depending on a variety of factors.
- GPRA notes that the analysis is intended to show the total potential amount of additional value per acre of land generated through additional density or rezoning.
- In general, GPRA recommends that jurisdictions seek no more than 50% of the indicated lift from rezonings when deriving a flat fee.
- If the Village wishes to, GPRA estimates that there is the potential add a CAC of \$150,000 for each additional single family lot created beyond the first.
- Should the Village choose to introduce the new CACs we do recommend consultation with the public and local development community to hear feedback.
- GPRA recommends that, like the DCC program, CAC rates are revisited periodically (ideally every 2-3 years, but not less than every 5 years). In the intervening period CACs can be updated annually through indexing them to match CPI, with the major adjustments coinciding with the periodic review.

In conclusion, GPRA suggests that the Village has the potential to collect monies for public amenities without adversely impacting development. Most other jurisdictions in the Lower Mainland also collect amenity contributions without significant developer pushback.

I trust that our analysis will be helpful in informing the Village in their future policies around infill development and community amenity contributions. I anticipate that after reviewing this memo that staff will wish to have a meeting to discuss further.

Yours truly,

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