



To: Planning Committee **Date:** June 15, 2006
From: Terry Crowe **File:**
Manager, Policy Planning
Re: **City Centre Area Plan Update – Preliminary Findings & Proposed Public Consultation Process**

Staff Recommendation

That, as described in the Manager, Policy Planning report: “City Centre Area Plan Update – Preliminary Findings & Proposed Public Consultation Process”, dated June 15, 2006, staff proceed with the public consultation process for the City Centre Area Plan Update.

Terry Crowe
Manager, Policy Planning

TC:cs

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CONCURRENCE OF GENERAL MANAGER		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/> <i>TC</i>	NO <input type="checkbox"/>
REVIEWED BY CAO	YES <input checked="" type="checkbox"/> <i>TC</i>	NO <input type="checkbox"/>

Staff Report

Origin

Richmond is currently undertaking a strategic update of its City Centre Area Plan (CCAP), which was originally adopted in 1995.

The purpose of the strategic CCAP Update (**Attachment 1**, Study Area) is to:

- Expand the City Centre to include West Bridgeport, to better integrate it into the City Centre, and the Canada Line and stations;
- Reflect the changes that Richmond and its downtown have undergone in the past 11 years; and
- Better guide the downtown's growth, according to an enhanced vision, principles and information, so that it can become the urban centrepiece of Richmond.

The purpose of this report is to present the:

- Preliminary findings of the CCAP Update study; and
- Proposed public consultation process.

Background

1. STUDY PROCESS

The City Centre Area Plan update process will be like the West Cambie Area Plan update process and involve:

- Part 1: Study and approval of an updated City Centre Area Plan Concept,
- Part 2: Preparing and adopting the City Centre Area Plan Bylaw and Implementation Strategy.

2006 - Part One: City Centre Area Plan Update Concept:

- Updating the current City Centre Area Plan will emphasize physical planning considerations and include for the long term (beyond 2021):
 - A Vision and Principles (e.g., Great Streets, TOD),
 - A "Capacity Based Framework For Development" (see below); and
 - Co-ordinated land use designations, phasing, infrastructure, servicing, park, amenities and related policies with the "Framework".
- It is anticipated that Council will approve the updated City Centre Area Plan Concept by December 31, 2006.

2007 - Part Two: City Centre Area Plan Bylaw and Implementation Strategy

- Already, some implementation studies for the Strategy have started,
- As soon as possible, after the City Centre Area Plan Concept is approved, work will fully begin to prepare the City Centre Area Plan Bylaw and Implementation Strategy with the aim of approving them, in early 2007 (see Schedule below).
- The Implementation Strategy involves integrating the following:
 - Land uses;
 - An affordable [subsidized] housing update;
 - Community amenity and parks implementation, financing and land acquisition;
 - An engineering [e.g. water, sanitary sewer, drainage] infrastructures update;

- A transportation and transit plan update;
- Sustainability: (e.g., “Green” building/infrastructure incentive strategies which may include geo-thermal works, LEED standards, “Green roofs, Power Smart),
- Quantifying Area Plan elements,
- Costing Area Plan elements,
- Identifying how each element will be financed (e.g., taxes, grants, density bonusing, DCCs, other).

Approvals

Once the City Centre Area Plan Bylaw and Implementation Strategy are prepared, they will be brought forth for Council review and approval.

A Strategic Planning Emphasis

As the City Centre Area Plan Update is a strategic exercise which emphasizes establishing a “Capacity Based Framework For Development”, not everything can be completed at once, and the following work is scheduled afterwards, for completion as soon as possible and will be incorporated in the OCP update work scheduled over 2006 – 2008:

- 2006 -2007
 - After the No 3 Rd. Streetscape Study is completed [e.g., July 2006], work will begin on the five No. 3 Rd. - Canada Line “Station Precinct” plans,
 - After the “Station Precinct” plans have been prepared, the City Centre Development Permit Guidelines will be updated (e.g., spring 2007). If these can be completed in time, they will be incorporated into the CCAP;
 - Business incentive strategies;
 - Housing affordability strategies (e.g., non-subsidized);
- In 2007 -2008
 - Sub-area plans (e.g., Garden City Lands);
 - Aircraft-related City building height relaxations which first require:
 - o A Transport Canada (TC) driven work program
 - o Transport Canada, VIAA and City studies, and, if successful,
 - o Detailing of any actual building height increases.

The City is encouraging Transport Canada to establish the work program, quickly.

2. A CITY CENTRE “CAPACITY-BASED FRAMEWORK FOR DEVELOPMENT”

Richmond’s Official Community Plan anticipates a population of 212,000 by 2021, of which 62,000 will live in the City Centre.

While this is generally consistent with the City Centre’s anticipated rate of growth and Richmond’s 2021 commitment to the Greater Vancouver Regional District (GVRD), it does not incorporate the latest information to clarify what should happen from 2006 to 2021, and after 2021.

It is prudent at this time to establish a long term City Centre “Capacity-Based Framework for Development” as:

- recent Council decisions and events (e.g., Canada Line, OCP aircraft noise policies), have started to define and shape the long term development capacity of the City Centre, and
- it is best to identify now, how to maximize the opportunities.

These opportunities include:

- The defined area of the City Centre,
- The OCP Aircraft Noise Sensitive Development (ANSD) policy, which establishes areas of “No Residential” development and “Residential” Development,
- The new Canada Line (CL) and the five CL stations,
- The need to have No 3 Road rebuilt as a “Great Street”
- The need to create high density, livable, transit oriented development (TOD) communities around each CL station;
- The Olympic Gateway Concept: West and East, which aims to take advantage of the 2010 Oval and its four principles:
 1. Build a Complete Community,
 2. Build Green,
 3. Build Economic Vitality,
 4. Build a Legacy.
- Achieving a livable balance in the City Centre among population growth, jobs and employment, a variety of land uses, infrastructure, services, amenities, parks, environmental quality and financing.

The City Centre Framework will better address these challenges, by determining:

- What the “ultimate” (e.g., maximum) population and employment in the City Centre should be;
- How and when growth, land uses, development, infrastructure and amenities in the City Centre should be managed to achieve this “ultimate” growth (e.g., “build-out”).

Part 1 – The Concept: A “City Centre Capacity Based Framework For Development”

To do this, Part One of the study aims to identify:

(1) A Long Term City Centre Vision and Phasing Program

- Vision: a long term vision and principles shared by the community and, based on these:
- Growth: the amount of growth that can reasonably be accommodated, over the long term – in other words, the “development capacity” of the downtown.

(2) Growth Phasing and Triggers

Once this is determined, the City can then identify:

- Phasing: how growth should be phased (e.g., to 2006-2021, to 2031, beyond 2031); and
- Triggers: the “triggers” should be put in place to signal that it is time for the growth of specific areas or land uses to proceed.

Part 2: Achieving The Concept - A City Centre Area Plan Bylaw and Implementation Strategy

When Part 1 is completed, Part 2 will establish how best to facilitate the downtown’s desired amount and form of growth, per phase - to 2006-2021 [see below].

3. PLANNING HORIZONS [2006 - 2021 & Beyond 2021]

(1) Current OCP and LRSP Planning Horizon – To 2021

The current OCP and its Regional Context Statement (RCS), and the City Centre Area Plan enable the City to manage growth (City: 212,000 pop.; City Centre 62,000 pop.) to 2021 and be compatible with the LRSP.

(2) City Centre Area Plan Update Studies – Beyond 2021

The City Centre Area Plan update studies will:

- examine and determine long term growth capacities beyond 2021, in phased manner, and
- identify long term population and employment targets that will likely exceed the current OCP 2021 targets.

(3) RCS Implications

Any City growth beyond the current 212,00 population target will require a Regional Context Statement [RCS] amendment, which the GVRD must review and approve.

It is best to amend the OCP RCS when updating the OCP and in conjunction with the GVRD LRSP update. Both updates will manage growth to 2031 and perhaps beyond. These updates are currently scheduled over 2006-2008. This co-ordinated approach will provide the best long term, city-regional planning context.

(4) City Centre Area Plan Bylaw – Only to 2021

To avoid triggering a Regional Context Statement (RCS) amendment, now, when approving the revised City Centre Area Plan Bylaw, the Bylaw will incorporate changes only to 2021 (212,000 pop total).

This approach will avoid delaying the updated City Centre Area Plan Bylaw, in discussions with the GVRD, as the Bylaw is needed now, to enable the City to better plan and manage pending development proposals, with more certainty (e.g., aircraft noise policies, around the CL stations).

(5) City Area Plan Update Study Findings - Planning Beyond to 2021

All the City Area Centre Area Plan update study findings will be very useful as they will enable Council to establish an enhanced City Centre vision, principles, needs, priorities and phasing program to better manage:

- the City Centre to 2021, (this update)
- the 2031 OCP (and City Centre) update (next), and
- the City's interests, as it participates in the 2031 GVRD LRSP update (next).

At General Purpose Committee on July 4, 2006, a separate report will discuss certain aspects of preparing the 2031 OCP and LRSP update process.

Note:

A City Workshop will be scheduled in the fall 2006 [date TBD], to discuss the priorities for updating the OCP and OCP RCS in conjunction with the GVRD LRSP update.

(6) PRELIMINARY STUDY FINDINGS - CITY CENTRE AREA PLAN

Summary of Preliminary Findings	
Draft Vision	To be a "world class" urban centre and the centrepiece of Richmond as it emerges to become the "most appealing, livable, and well-managed community in Canada".
Draft Goals	<ul style="list-style-type: none"> • Build a Complete Community – "An inclusive community" • Build Green – "A culture supportive of an island city by nature" • Build Economic Vitality – "A diversified economy" • Build a Legacy – "A premier riverfront community and centre of excellence for sport and wellness, and arts, culture, and heritage"
Draft Principles	<p>Promote the growth of Richmond's downtown based on a network of ten (10) "urban villages" designed and located to:</p> <ul style="list-style-type: none"> • Enhance existing development • Open up the riverfront for increased public use and enjoyment • Reinforce the proposed Canada Line stations and other key focal points as distinct, mixed-use communities that promote walking, cycling, and transit • Provide a range of housing, business, recreation, social, and cultural amenities that will ensure a high standard of livability • Take advantage of unique opportunities to attract, diversify, and enhance business • Address aircraft noise, flood management, and environmental factors as an integral part of development
Potential City Centre Population Growth	<p>Based on the above DRAFT vision, goals, and principles, the study findings support the following:</p> <ul style="list-style-type: none"> • 2006 Population: 41,000 • 2021 Population: 62,000 (as per the current City Centre Area Plan) • Ultimate Population at "Build Out": +/-120,000

(7) THE SCHEDULE and PUBLIC CONSULTATION

The Update process includes public consultation opportunities [see table below] and the posting of information on the City's Website.

Part 1: The City Centre Concept/Framework	Estimates
1. Option Identification	April – July 2006
• Public Information Meeting/Open House/Survey	July 18 – 22, 2006
2. Option Evaluation	July – October 2006
• Public Information Meeting/Open House/Survey	September 2006
3. Area Plan Concept Approved	
• Planning Committee & Council	By December 31, 2006
Part 2	
The City Centre:	
(1) Area Plan Bylaw, and	
(2) Implementation Strategy [with Financial [DCC] Bylaws	
• Draft Area Plan	
• Conduct Implementation Strategy Analysis [e.g., amenities, affordable housing, infrastructure, transportation, sustainability]	Jan - Apr
• Prepare City Centre Area Plan Bylaw	
• Prepare the Implementation Strategy	
• Planning Committee & Council [1st and 2nd reading]	May
• Public Hearing [3 rd reading of the Area Plan bylaw]	June
• Financial bylaws [DCCs] [1 st and 2 nd reading]	June
• Provincial approval of Financial bylaws [6-8 weeks]	July
• Council approval of:	
- Area Plan Bylaw and Implementation Strategy	July
- Financial bylaws [DCCs]	

The draft materials prepared for presentation at the first Public Information Meeting/Open House scheduled for July 2006 will be presented at Planning Committee.

Once Council approves the Public Information Meeting/Open House material and questionnaire, staff may make minor changes to them, to improve their clarity.

School Board Consultation

Staff recommend that:

- the City Centre Area Plan update Public Information and questionnaire be referred to the School Board for comment, and
- City Staff hold a workshop for the City- School Board Liaison Committee, to better acquaint the Committee with the material.

Financial Impact

Funding for the City Centre Area Plan Implementation Strategy is being sought from the 2005 surplus appropriation.

Conclusion

The City Centre Area Plan Update and Implementation Strategy involves a two part process, the first of which is currently underway and involves consultation with the public in the form of a presentation, open house, and survey targeted for the week of July 18 – 22, 2006.



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:TTC