



To: Planning Committee

To Planning - July 4, 2007

Date: June 28, 2007

From: Terry Crowe  
Manager, Policy Planning

File: 08-4045-20-10

Re: City Centre Area Plan (CCAP) Update - Projected Community Change

Staff Recommendation

That, as per the Manager, Policy Planning report entitled: City Centre Area Plan (CCAP) Update - Projected Community Change, dated June 28, 2007, City staff proceed:

- 1. with the public consultation process outlined in the report, and
- 2. to consult with the Richmond School Board.

Terry Crowe

Manager, Policy Planning

Att. 5

FOR ORIGINATING DEPARTMENT USE ONLY		
CONCURRENCE OF GENERAL MANAGER		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/>	NO <input type="checkbox"/>
REVIEWED BY CAO	YES ACTN <input checked="" type="checkbox"/>	NO <input type="checkbox"/>

## Staff Report

### Origin

The region is growing rapidly, and its population is expected to increase by 80% from 2.24 million in 2006 to 4.02 million in 2061. (*Source: Urban Futures, as prepared for the Greater Vancouver Regional District*) To ensure that Richmond's portion of this regional growth is environmentally, economically, and socially sustainable, the City will be updating its Official Community Plan (OCP) in 2008/9 in coordination with the Regional District and other Lower Mainland communities.

An important first step in preparing for this work is the updating of the City Centre Area Plan (CCAP) so that it is better equipped to guide the growth of Richmond's downtown as a compact, pedestrian/transit-oriented urban centre. The first part of this process, preparation of the CCAP CONCEPT, was completed and approved in principle by Council on February 12, 2007, and sets the stage for a sustainable downtown of 120,000 residents, together with a mix of jobs, services, and amenities.

The second part of Richmond's City Centre planning process requires the refinement of the CONCEPT and preparation of an Implementation Strategy that identifies, among other things, the phasing and financing of development.

To assist in this work, a demographic study entitled: "*Projecting Community Change in the Richmond City Centre: A Community Lifecycle Approach*", May 2007, by Urban Futures, has been conducted on behalf of the City. The Study explores the factors affecting the City Centre's rate and amount of population growth, and the mix of residents by age group that are anticipated to make up that growth.

### Purpose

The purpose of this report is to present the findings of the:

- (1) study conducted by Urban Futures and related information for consideration by Council (**Attachments 1, 2 & 3**), and recommend direction regarding the presentation of this information to the public in July 2007. Note: For simplicity, the Study spreadsheets which outline the demographics per year are not presented in this report. They are available to Council in the Councillor's Lounge in a binder.
- (2) Open House 3 of March 2007 (**Attachments 4 & 5**).

### Analysis

#### 1. Projected Community Change

##### 1.1 Study Purpose

"To present an examination of the factors that would bring about community change in the future [of the City Centre] and how these changes would be reflected within the community's demography over long-range planning horizons." (*Urban Futures*).

### 1.2 Community Life Cycle Projection Model” Approach

“The modelling is based on a land use approach whereby the number and type of private residential dwellings, the occupancy and turnover of these dwellings, the timing of new construction, and the aging and natural increase of the existing population in private housing are drivers to future community change.” (*Urban Futures*) These factors are considered in the context of local and regional development trends in the preparation of a “base line scenario” for the City Centre, together with alternative scenarios aimed at testing the likelihood of different rates of growth and the sensitivity of that growth to changes in factors such as birth rate.

While the “base line scenario” – the City Centre’s anticipated growth trend – and its alternatives are only estimates and actual growth may differ from what is projected, experience has shown that over the long-term those differences typically do not undermine the core message with regard to the general amount and timing of growth.

### 1.3 Summary of Key Findings

Staff’s review of *Urban Futures*’ report has identified a number of key findings. These findings are summarized below and in the “CCAP CONCEPT Population Projection” graphs prepared by staff (**Attachments 2 and 3**).

- a) An ultimate City Centre population of 120,000 residents appears to be a reasonable assumption – and achieving that population will take +/-100 years.
  - The report findings estimate a population of 116,565 residents at 2100. In light of the very long timeframe over which this growth is projected and the variables involved, for simplicity staff recommend managing this as 120,000.
  - Staff believe that the lengthy “build out” period is consistent with the CCAP CONCEPT being reflective of the downtown’s “ultimate” population growth.
- b) The City Centre’s anticipated rate of growth will be greatest between 2001 and 2021, at the end of which the City Centre is expected to reach +/-78,000 residents or roughly two-thirds of its “ultimate” population of 120,000.
  - The rate of growth experienced in the City Centre since 2001 is generally expected to continue through to 2021.
  - Over the coming 14 years, fluctuating market conditions may result in highly variable growth from year to year, but overall the rate is expected to average +/-2,500 new residents annually. This will result in the downtown’s population almost doubling over this period from +/-40,000 today to +/-78,000 in 2021.
  - While strong regional growth and Richmond’s market appeal will fuel this growth, the rate is expected to be kept in check by increasing competition from other parts of the region and practical considerations regarding the City Centre’s ability to build, service, and absorb new development.
- c) Beyond 2021, the City Centre’s rate of growth will slow significantly – reducing by roughly 50% to 2031 (+/-1,300 new residents/year) and by a further roughly 75% after that to mid-century (+/-300 new residents/year).

- The slowing of population growth over this period is consistent with anticipated regional trends.
  - It seems unlikely that the City Centre will grow faster than suggested during this period because this would:
    - Require Richmond to attract a disproportionate amount of growth away from other communities in the region; and
    - Be inconsistent with the City Centre's stage of growth, which will become increasingly focussed on more challenging infill and redevelopment projects.
- d) The number of children age 0-19 years will grow, but not as fast as the total population.
- Over the 15 year period from 2006 to 2021, the population aged 19 years and younger is expected to increase by roughly 70%, from 7,500 to 13,000.
  - Beyond 2021, the number of children anticipated in the City Centre is expected to remain relatively constant through the duration of the planning period (until 2101).
- e) The number of older adults will increase at a rate faster than the total population.
- Over the 15 year period from 2006 to 2021, the population aged 65 years and older is expected to increase by roughly 140%, from 6,000 to 14,000 (from 15% to 18% of the population).
  - Beyond 2021, the growth of this age group is expected to continue to outpace other groups until mid-century when it is anticipated to stabilize at roughly 37% of the population.
- f) Comparison
- The study findings indicate that the growth rate for the proposed 2006-2101 CCAP population of 120,000, is similar to what Richmond has been experiencing from 1971 to 2006 – the past 35 years, as indicated below.

City Centre Growth Rate:

- PAST (Actual): 1971-2006 - 35 year average (actual): 920 people per year
- PLANNED (Projected): 2006-2101 - 95 year average: 810 people per year
- PAST+PLANNED (actual + projected): 1971-2101 : 835 people per year
- Within these longer time periods there will be periods of faster and slower growth
- City Centre will accommodate an increasingly larger share of the City's new housing mainly because, in the City Centre, densification, transit oriented development and compact community living are preferred.

#### 1.4 Regional Context Statement

Richmond's 1995 City Centre Area Plan proposes a downtown population of 62,000 residents in 2021. This is significantly lower than the +/-78,000 residents forecast by Urban Futures for the same time period, and will result in Richmond exceeding a total population of 212,000 residents in 2021 as set out in its 1999, OCP, Regional Context Statement (RCS) and the Greater Vancouver Regional District's (GVRD) "Livable Region Strategic Plan (LRSP)".

To manage this situation, the City has several options it could choose to pursue:

- a) Adopt measures aimed at limiting City Centre growth to 62,000 as per the City's 2021 Regional Context Statement.
  - Pro - The existing Regional Context Statement will not require any amendment.
  - Con - Displacing City Centre growth (e.g., unfulfilled demand) could:
    - Drive up City Centre housing prices due to a lack of supply;
    - Increase development pressure on Richmond's suburban and agricultural areas, which could accelerate redevelopment and/or drive up land and housing prices;
    - Undermine objectives for the effective implementation of a compact, transit-oriented, sustainable downtown; and
    - Be ineffective in averting city-wide growth beyond 212,000 unless development restrictions were introduced outside the City Centre.
  
- b) Amend the 2021 Regional Context Statement now as part of the CCAP bylaw approval process to reflect a population of +/-80,000, which would require an OCP amendment and GVRD approval.
  - Pro The Regional Context Statement would be brought up to date with the CCAP and its objectives for a more compact, transit-oriented, sustainable downtown.
  - Con This work could:
    - Delay completion of the CCAP, which would compromise the City's short-term ability to effectively manage private development, City facilities and services (e.g., parks, roads, etc.), and coordination with the Canada Line and Richmond Oval; and
    - Require the City to make decisions affecting city-wide (not just City Centre) growth, which is better addressed in the context of the OCP review and update scheduled for 2008/9.
  
- c) A Two Step Approach (*Preferred*)
  - (1) When the CCAP is approved later in 2007, continue with the existing 2021 OCP City total population of 212,000 and the CCAP population of 62,000; and
  - (2) Later, in 2008/9 amend the OCP and Regional Context Statement as part of Richmond's city-wide OCP update, in a complementary manner to the GVRD LRSP update, both scheduled for 2008/9.
  - Pro The CCAP could be completed in a timely manner and:
    - Can be appropriately designed to meet the downtown's anticipated demand/need for housing, jobs, amenities, and services;
    - Can be accurately reflected in the:
      - i. City's scheduled OCP/Regional Context Statement update in 2008/9, including Richmond's anticipated city-wide population in 2031(as required by the GVRD) – a population which is anticipated to increase over and above current LRSP levels as per

- the demographic studies prepared for both the GVRD and Richmond by Urban Futures; and
    - ii. GVRD's LRSP update scheduled for completion shortly (2007/9); and
  - Will not result in Richmond exceeding its currently approved population of 212,000, as the City's updated Regional Context Statement (2031) will be completed far in advance of 2021 (e.g., 2008/9).
- Con Concerns could be raised by the GVRD that Richmond is not complying with normal protocol and regional approval processes.
- Staff recommend this approach and consider it to be practical from a regional point of view because:
  - GVRD staff have been verbally advised by City staff that Richmond may pursue this approach;
  - LRSP update discussions to date encourage complete communities, densification, and transit-oriented development, particularly around rapid transit stations – as proposed for Richmond's downtown under the CCAP CONCEPT;
  - In November 2006, the GVRD Technical Advisory Committee invited and received a presentation and discussion regarding the CCAP CONCEPT; and
  - Growth will be phased and monitored to ensure that development does not advance faster than the City's ability to provide adequate services and amenities (which in some areas of the City Centre may require additional studies and policies to be prepared prior to development being allowed to proceed).

## 2. Open House 3 (March 2007)

To date, three public open houses have been conducted in support of the CCAP Update process, the most recent of which, Open House 3, was conducted in March 2007 and focused on the CCAP CONCEPT. The results of Open House 3 are summarized in **Attachments 4 & 5**. (Questionnaire responses for Open Houses 1 and 2 were presented to Council in February 2007 and are available on the City's website.)

In an attempt to increase public access to Open House 3 information and the number of questionnaire responses submitted, advertising for this event was increased (e.g., both local papers, Chinese language papers, and posters ads at City facilities) along with the number of general public and stakeholder group/organization presentations. As well, the posting of information on the City's website was coordinated to run concurrently with the public displays. This approach has been successful at getting information out to the public, as demonstrated by the large number of paper copies of the CONCEPT that have been distributed and the increasing requests from stakeholder groups, organizations, and developers for presentations/discussions (e.g., over 40 stakeholder consultations).

51 questionnaire responses were received (they are still coming in). The feedback from the March 2007, Open House, indicates that of those responding:

- 60 % agree with the CCAP Concept approved in principle by Council in Feb. 2007, and
- the public and many stakeholders anticipate City Centre growth and are expecting it to be well managed, as set out in the CCAP CONCEPT approved in principle by Council on February 12, 2007 (e.g., according to Smart Growth, Transit Oriented Development [TOD] principles).

### **3. Proposed Next Public Consultation in July 2007**

Staff propose to present the findings of the Urban Futures study in July 2007 in coordination with the presentation of the City Centre Transportation Plan (CCTP) Vision.

The CCTP Vision is scheduled to be presented at Planning Committee and Council concurrently with the subject report concerning City Centre demographics.

City staff recommend that the findings of the two reports be presented as follows:

- **Public Displays:**  
The CCTP Vision will be exhibited, together with a summary of the findings of the CCAP demographic study:
  - at a staffed display at the Richmond City Centre Community Celebration 2007 (Minoru Park – “Community Zone” Exhibition Tent), Saturday, July 14, 2007
  - at a static display Richmond City Hall galleria, July 16 – 27, 2007
  - on the City of Richmond Web site (including the results of the public survey conducted at Open House 3, March 2007);
- **Key Stakeholder Meetings:**
  - Individual meetings with School District No. 38 (Richmond), Vancouver Coastal Health (Richmond), and the Urban Development Institute
  - Additional stakeholder meetings at the request of individual stakeholder groups.

### **4. City - School Board Consultation**

- City - School Board consultation will continue.
- The City’s study will help address several questions of interest to the School Board, for example:
  - How long will a City Centre population build out of 120,000 take?
  - What might the demographics per year to 2,100 look like?
- The City’s study will not address all School Board questions and City staff consider that the School Board will need to do its own further analysis, from which it will be better able to establish a model upon which it can address how to accommodate school children in the City Centre, over time.

- Already, a draft of the CCAP demographic study by Urban Futures has been forwarded to the School Board staff (with the spreadsheets) to enable them to begin reviewing it. City staff are proposing to meet with the School Board staff, to discuss the findings in a staff to staff session.
- Once Council approves the recommendations in this report, the recommendations and the report will be formally sent to the School Board and staff for their consideration. City staff will follow up with the School Board and staff as requested.
- The City’s demographic study may be discussed at the upcoming City Council - School Board CCAP Visioning Session proposed for September 2007.

**5. Next Steps**

It is anticipated the CCAP Bylaw and Implementation Strategy will be finalized by December 31, 2007. To achieve this, the following studies are being completed:

City Centre Study	Estimated Completion Date
Demographic & Employment Forecast (Urban Futures)	• Completed June 2007
City Centre Transportation Plan (CCTP) Vision	• Completed June 2007
PRCS Facilities & Amenities Strategic Plan	• July 9, 2007 [Council]
City Centre Transportation Plan (CCTP) Implementation	• July 31, 2007
Commercial and Industrial Market Positioning Study	• July 31, 2007
Certain Build Green Initiatives Explore possible developer requirements for: <input type="checkbox"/> LEED <input type="checkbox"/> Green Roofs <input type="checkbox"/> Permeability	• July 31, 2007
Geothermal: <input type="checkbox"/> On May 28, 2007, Council authorized the Engineering Division to conduct a study which will emphasize the transfer of energy from where it is available to users who need it, and determine: - if the City should establish City owned "district utility", - which energy sources can be used including geothermal energy. Transferring unused energy from one building/use to ones that need it will also be studied. Solar energy and grey water reuse will also be examined. <input type="checkbox"/> The study will address areas around the Oval, City Centre and the City as a whole. <input type="checkbox"/> Any developer requirements would evolve from this study.	• December 2007
Middle Arm Open Space Master Plan <input type="checkbox"/> Parks rationale (large & small) <input type="checkbox"/> Industrial displacement & transition	• Completed • Refinement completed by August 31, 2007, after Commercial and Industrial Market Positioning Study is completed.
City Centre Servicing Plan	• 1st draft completed. • Refinements by August 31, 2007
CCAP Bylaw Components: <input type="checkbox"/> CONCEPT Refinement <input type="checkbox"/> Village Plans <input type="checkbox"/> DP Guidelines <input type="checkbox"/> Policies <input type="checkbox"/> Phasing	• September 15, 2007
<input type="checkbox"/> CCAP Bylaw <input type="checkbox"/> CCAP Implementation Strategy	• Draft by Oct 1, 2007 • Finalized by December 31, 2007



It is anticipated that the CCAP Bylaw and Implementation Strategy will be present to Planning Committee in October 2007, with finalization by December 31, 2007.

**Financial Impact** - None.

**Conclusion**

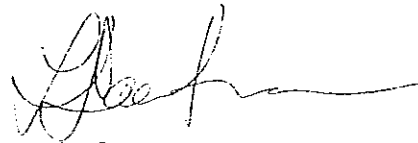
Demographic projections have been prepared by Urban Futures and City staff for Richmond's City Centre based on the CCAP CONCEPT approved in principle by Council in February 2007.

The projections are consistent with the CCAP CONCEPT's anticipated "build-out" population of 120,000, which is estimated to take 100 years, with a significant portion of that growth occurring between now and 2021.

It is proposed that the findings of this study, together with the results on the public consultation process held in March 2007 as part of Open House 3, be presented to the public, School District 38 (Richmond), and key stakeholders (e.g., Vancouver Coastal Health, Urban Development Institute, emergency services) at Open House 4 in July 2007 and follow-up meetings.



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Note: Attachment 1 is REDMS # 2236446.