

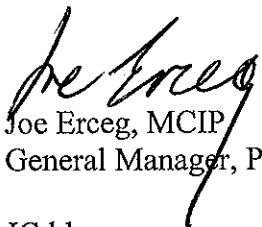


To: Planning Committee
From: Joe Erceg, MCIP
 General Manager, Planning and Development
Re: Official Community Plan (2041) Update

Date: September 29, 2009
File: 08-4045-00/Vol 01

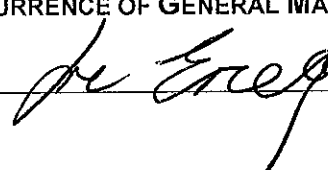
Staff Recommendation

That, staff be authorized to continue updating the Richmond Official Community Plan (OCP) in accordance with the report dated September 29, 2009 from the General Manager of Planning and Development.


 Joe Erceg, MCIP
 General Manager, Planning and Development

JC:blg

Att. 5

FOR ORIGINATING DEPARTMENT USE ONLY			
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER	
Budgets	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Engineering	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Parks Planning, Design & Construction ...	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Development Applications	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Transportation	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Economic Development.....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Recreation Services	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Arts, Culture and Heritage Services.....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Sustainability	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Community Safety	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Social Planning.....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
REVIEWED BY TAG	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>	REVIEWED BY CAO	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

Origin

It is necessary to update the City's 1999 Official Community Plan (OCP) to enable the City to better manage social, environmental and economic change in light of current public and Council preferences. For example, the OCP update will promote sustainability, enable the City to manage to 2041, clarify where and how the population and employment will be managed outside the City Centre and address current trends (e.g., Bill 27 GHG targets and policies; transportation and engineering servicing requirements).

Richmond has undertaken regular (every ten years) OCP updates and periodic amendments since its first OCP was adopted in 1986, and now Richmond is due for another update. It is noted that legislation requires that OCPs are to contain appropriate housing policies to meet anticipated housing needs for a period of at least five years. Furthermore, it is anticipated that the MV Regional Growth Strategy (RGS) will be adopted in mid-2010 and the Local Government Act requires municipalities to prepare a Regional Context Statement (RCS) in their OCPs that is consistent with the RGS within two years after the RGS is adopted. OCP Regional Context Statements are to be reviewed every five years. The OCP update will better inform and enable the City to prepare an updated RCS and submit it to the MV Board for approval.

The purpose of this report is to seek Council's approval of:

- An OCP update work program and public consultation process; and
- The draft terms of reference for main OCP studies (e.g., ESA Management Strategy, Industrial-Employment Lands Strategy and Demographic and Employment Study).

As the OCP update work proceeds, a flexible approach is envisioned to reflect public preferences and Council's priorities.

Background

Legislative Context for Official Community Plans (OCPs)

Official Community Plans (OCPs) are established under the statutory authority of the Provincial Local Government Act. Section 875 describes the purpose of an OCP as a comprehensive guiding document primarily in relation to land use planning. Section 876 gives local governments the authority to define areas that are subject to the policies and plans in an OCP and to adopt the plan through a bylaw. Section 877 sets out the content that is required in an OCP.

Richmond's Official Community Plan (OCP)

The OCP sets out the vision, goals and objectives for the future development of the City and contains policies and strategies for achieving this vision. Pursuant to Section 866(1) of the Local Government Act, municipalities are to include a Regional Context Statement (RCS) in their OCP. The OCP RCS identifies how the City will meet the requirements of the Metro Vancouver Regional Growth Strategy. The current OCP and RCS enable the City to manage land use to 2021.

Metro Vancouver Regional Growth Strategy

Metro Vancouver is currently undertaking a process to review the Regional Growth Strategy (RGS). It is anticipated that the RGS will be adopted in mid-2010. Richmond will need to update its Regional Context Statement to be consistent with the new Regional Growth Strategy. It is noted that, pursuant to Section 866 (1) of the Local Government Act, the City has two (2)

years, after the Regional Growth Strategy is approved, to prepare an updated OCP Regional Context Statement (RCS).

Council-Staff Discussions about the Metro Vancouver RGS and the OCP (2041) Update

In April 2009, Council and staff discussed:

- Outstanding issues which still need to be addressed in the draft MV RGS;
- How the MV RGS is linked to the OCP through the OCP Regional Context Statement; and
- Council's possible priorities for the upcoming OCP (2041) Update.

Subsequent to the April 2009 Council-staff discussion, at its May 12, 2009 Regular Council meeting, Council approved comments in a report entitled, "Richmond Council Comments on Metro Vancouver's Draft February 2009 Regional Growth Strategy". These comments were sent to the MV Board in May 2009 with a request that they be incorporated into the Regional Growth Strategy. In Council's comments to MV about the RGS, Council noted that some of the outstanding issues were to be addressed in Richmond's OCP update.

Draft MV RGS Items to be Addressed in the OCP Update

The following are some of the RGS issues that will be addressed in the OCP Update:

1. Clarify the RGS Maps
 - Industrial and Industrial/Commercial areas;
 - Conservation/Recreation areas; and
 - Agricultural areas.
2. Clarify the Frequent Transit Development Corridor (FTDC) locations and boundaries

At this time, a new draft of the RGS has not been prepared. Recent advice from Metro Vancouver staff indicates that in the next RGS draft, the maps depicting boundaries for the Regional City Centres, the Industrial and the Industrial Commercial areas will be general with no interpretation of their precise land use boundaries. FTDCs will not be shown on the RGS maps and will be determined through the OCP Update. Therefore, these maps, designations and corridors will have no legal affect until Richmond prepares and submits a new OCP Regional Context Statement to the MV Board and the MV Board approves it.

It is noted however, that the remaining RGS maps depicting the boundaries for the other RGS land use areas (e.g., Urban Containment Boundary, Conservation/Recreation, Agricultural), will be established in the next RGS draft. These maps will need to be reviewed for their acceptability. Other municipalities are facing the same clarification issues.

The proposed OCP update will enable the City to determine what it needs (e.g., Industrial and Industrial/Commercial areas, Frequent Transit Development Corridors) and then prepare the new RGS.

Council Priorities on the OCP Update

The following are the main Council directions to staff regarding the OCP Update as a result of the Council-staff discussions held in April 2009. Council confirmed that:

- Most City growth should take place inside the City Centre, and was less supportive of encouraging substantial population growth within neighbourhood centres and along major transportation corridors outside the City Centre at this time;

- An Industrial-Employment Lands Strategy should examine all economic sectors and all industrial lands (e.g., retail, office, institutional, industrial, and agricultural); and
- An updated Environmentally Sensitive Area map (ESA) and an improved management strategy for the ESA areas is needed.

The OCP update will address these issues.

OCP (2040) Update Building Blocks and Main Priorities

It is proposed that the following 1999 OCP building blocks will continue to be a foundation for the OCP (2041) update:

- Protect the ALR;
- Place the majority of growth in the City Centre;
- Protect the single-family neighbourhoods; and
- Promote quality improvements (more housing variety, better urban design guidelines).

It is proposed that the updated OCP timeframe be to 2041 to be consistent with the Regional Growth Strategy and the Translink's 2040 Transportation Plan.

It is proposed that the theme for the OCP (2041) update will be: "My Sustainable Community". Staff from the Sustainability Unit will be responsible for exploring and identifying sustainability options and policies for inclusion in the OCP.

It is proposed that the main priorities to be addressed in the OCP update are:

Environmental

- Prepare an OCP Community Energy and GHG Plan to establish OCP GHG reduction targets, policies and actions;
- Update the OCP ESA and develop a more effective ESA Management Strategy; and
- Develop a Parks and Open Space Strategy.

Social

- OCP Social Planning Policies: It is noted that the 10 Year Richmond Social Planning Strategy, led by staff from the Community Social Services Group, will be undertaken generally at the same time as the OCP update and its findings will be incorporated into the OCP update, as appropriate;
- Promote liveable and vibrant communities, health, wellness and active living;
- Support the arts and create an environment that fosters a thriving and vibrant arts scene; and
- Promote the heritage of the community.

Economic

- Place most City growth within the City Centre;
- Examine issues associated with the densification of Neighbourhood Centres and along arterial roads;
- Clarify transit corridors, including Metro Vancouver's proposed Frequent Transit Development Corridors;
- Explore the potential for growth along transit corridors;

- Retain and promote industrial land through alternative means such as densification;
- Promote transit oriented development outside the City Centre; and
- Promote alternative modes of transportation (e.g., walking, cycling, and transit).

Analysis

Proposed OCP Work Program

The proposed work program for undertaking the OCP update is contained in **Attachment 1**. It is anticipated that the OCP will be in final draft form by January 2011, with the Public Hearing and final adoption to take place in April 2011. The work program will allow for the completion of the major OCP studies in mid 2010, several rounds of public consultation and progress reports to Council. The public consultation will begin in November 2009, with a survey distributed City-wide (through the Richmond Review and the City website), public open houses and displays.

Detailed Public Consultation Program

The public consultation program in **Attachment 2** contains the themes, purpose, distribution methods and the timing for each of the rounds of public consultation. It is the intent that, during each round of consultation, staff will host public meetings and open houses and have displays in each of the community centres and City Hall or the Minoru Cultural Centre. As well, staff will consult with the City's advisory committees and the following stakeholders:

- YVR Aeronautical Noise Management Committee (ANMC);
- YVR Environmental Advisory Committee (EAC);
- Port Metro Vancouver;
- Richmond School District No. 38;
- Urban Development Institute (UDI);
- Agricultural Land Commission (ALC); and
- Community Associations.

Main OCP Areas of Focus

a) 2009-2041 Industrial-Employment Lands Strategy

The purpose of the Industrial-Employment Lands Strategy (**Attachment 3**) is to create a long-term 2041 vision and a strategy that ensures that there is a sufficient supply of well located and serviced industrial-employment lands to meet future City employment needs to 2041. Prior to proceeding, the draft terms of reference will be presented to the Economic Advisory Committee (EAC) for their input at their October, 2009 meeting. The study will help to identify Richmond's long term industrial, office, and commercial land needs. Once done, Council will be better able to determine what, if any, such lands are to be included in the MV Regional Growth Strategy. This study will also assist Council in addressing which agricultural land may be considered for inclusion in the MV Regional Growth Strategy designations.

b) OCP Environmentally Sensitive Areas (ESA) Management Strategy Update

The purpose of the ESA Management Strategy Update (**Attachment 4**) is to provide a more accurate update of the existing OCP ESA inventory and improve the ways in which ESAs are managed. Staff will distribute the draft TOR to the Agricultural Advisory Committee (AAC) and the Advisory Committee on the Environment (ACE) for their preliminary input at their October, 2009 meetings. Council will have a specific opportunity to discuss the purpose and philosophy of the ESA Strategy before fieldwork is undertaken.

c) *Demographic and Employment Study*

The purpose of the Demographic and Employment Study (**Attachment 5**) is to provide City-wide population, dwelling unit and employment projections (by total employment and by economic sector) to 2041. The final report will provide detailed projections to 2041, the methodology and data, and the major findings and elements of demographic change anticipated for the City. It is noted that the demographic study will also be useful for the 10 Year Social Planning Strategy.

Other OCP Studies and Reviews

The following studies and reviews will be undertaken as part of the OCP process.

a) *Green House Gas Reduction Targets, Policies and Actions*

The Province of BC's new Climate Action legislation (Bill 27) requires that Greenhouse Gas emission reduction targets, policies, and actions be included in municipal Official Community Plans by May 31, 2010. The Sustainability Office will be responsible for coordinating and implementing energy and GHG reduction initiatives across Richmond, and in particular, identifying GHG reduction targets, and policies and actions to achieve these targets, and incorporating them into the existing OCP by May, 2010. Broad GHG goals, objectives and short and long-term actions to achieve reduction targets (e.g., land use, transportation, green building measures, green infrastructure and alternatives sources of energy supply) will be addressed. A framework for monitoring and reporting progress over the long-term will also be part of the strategy.

b) *Improved Transportation, Transit and TOD Study Outside the City Centre*

The purpose of the Transportation, Transit and TOD study is to develop a transportation demand forecast model for Richmond as a tool so that different land use patterns can be tested for their effects on travel behaviour, and to identify options and OCP policies for effective transportation investments.

c) *Parks*

Concurrent with the OCP update, the Parks Department will be responsible for developing a Parks and Open Space Strategy to provide a comprehensive review and guidelines for the acquisition, planning, development and maintenance of public open space. The relevant findings will be incorporated into the OCP. The Parks Department will also review the existing DCC Program and Parkland Acquisition Strategy and modify them as required.

d) *Recreation*

The Council-endorsed PRCS Masterplan 2008-2015 continues to be implemented and will guide recreation-related policies in the updated OCP. The Council-endorsed PRCS Facilities Strategic Plan also continues to be implemented, and relevant policies will be incorporated into the updated OCP. Four (4) priority (Phase 1) projects are currently being planned for: City Centre Community Centre, replacement of Minoru Aquatic Centre, replacement of Minoru Place Activity Centre, and the expansion of the Hamilton Community Centre. The OCP will also build on the strategic directions outlined in other Council-endorsed strategies, such as the Older Adults Service Plan and Youth Service Plan. A Richmond Community Wellness Strategy and Sports Development Strategy are currently being developed (as part of the Richmond as a Community of Sport and Wellness Initiative) and relevant policies will be incorporated into the updated OCP, as necessary.

e) *Arts, Culture and Heritage*

The Museum and Heritage Strategy endorsed by Council in May 2007 will continue to be implemented. The Arts Strategy, endorsed in 2004 will be updated in 2010 and incorporated into the updated OCP as necessary.

f) Engineering

Engineering will review engineering services and report on any needed changes.

g) Community Safety will review community safety, facilities, service delivery and program implications and incorporate into the updated OCP as necessary.

h) DCC Implications

As part of the OCP update, the DCC bylaw will be reviewed to determine any changes.

OCP City Staff Planning Team

The OCP review will be led by staff from the Policy Planning Division and include staff from:

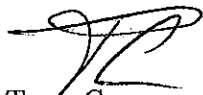
- Development Applications;
- Transportation;
- Engineering;
- Parks and Recreation;
- Enterprise Services Unit;
- Sustainability Unit;
- Arts, Culture and Heritage Services;
- Community Social Services Group; and
- Community Safety (e.g., Fire, RCMP).

Financial Impact

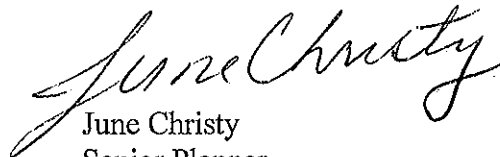
The planning studies involved in the OCP (2041) Update will be funded from existing budgets.

Conclusion

City staff are proposing a major review of the City's OCP to update it to 2041. Richmond has undertaken regular updates (every 10 years) since the first OCP was adopted in 1986, and the time has come for another major update. Richmond will need to update its OCP Regional Context Statement to be consistent with the new MV RGS, anticipated to be adopted in mid 2010. The City has (2) years, after the Regional Growth Strategy is approved, to prepare their OCP Regional Context statement and submit it to Metro Vancouver. In discussions held with Council in April 2009, Council identified the main issues to be addressed in the OCP update, and staff confirms that these issues will be addressed in the OCP update. Funds to complete the OCP update and the main background studies have been budgeted (e.g., Industrial-Employment Lands Strategy, ESA Update, Demographic and Employment Study, GHG targets and policies, transportation, engineering). As well, an OCP staff team has been identified and a work program is proposed which enables several rounds of public and stakeholder input. The OCP update will also enable the City to update its Regional Context Statement to indicate how Richmond will implement the Regional Growth Strategy.



Terry Crowe
Manager, Policy Planning
JC:blg



June Christy
Senior Planner

OCP Update (2041) Work Program

The following work program is proposed. It may be modified due to Council priorities and community response.

2009

October 2009

- Council authorization to begin OCP work program;
- Interdepartmental staff OCP team identified;
- Background research and issues;
- Industrial-Employment Strategy TOR presented to Richmond Economic Advisory Committee for their input;
- ESA TOR presentation to Agricultural Advisory Committee (AAC) and Advisory Committee on the Environment (ACE) for their input; and
- Public consultation materials (e.g., OCP website, newsletter insert and web-based survey, display boards) are completed.

November 2009

- OCP survey begins;
- Open houses and presentations to advisory committees and stakeholders take place;
- Background research and issues;
- Identifying other OCP studies (e.g., development permit guidelines);
- Demographic and Employment Study begins; and
- Terms of Reference for GHG targets and policies completed and additional consultant studies identified.

December 2009

- Begin to analyze OCP survey results;
- Background research and issues ongoing; and
- Consultants retained for Industrial-Employment Strategy and the ESA Update.

2010

January 2010

- Complete the analysis of OCP survey results;
- Report to Council on Survey and public consultation;
- Possible revision of ESA TOR with ACE and Consultant input;
- GHG reduction scenarios drafting and modeling;
- Main OCP studies ongoing;
- Park, community amenity requirements identified; and
- Transportation modeling commences.

February 2010

- Phase 1 of Demographic study completed and findings analyzed;
- Prep for 2nd round public consultation, including GHG community engagement;
- Revised ESA TOR based on ACE and AAC input is submitted to Planning Committee for discussion;
- Analyze park and community amenity location requirements; and
- Transportation modeling ongoing.

March 2010

- Industrial-Employment study findings presented to the Economic Advisory Committee for feedback;
- Industrial-Employment study completed and findings analyzed;
- Revised ESA TOR is submitted to Council for approval, so that the approach to preparing the ESA Strategy will be clear to all before undertaking field work;
- ESA field work commences;
- Park and community amenity location requirements input into OCP preliminary concept;
- Transportation modeling ongoing; and
- Richmond Area Transit Plan process commences.

April 2010

- Report to Council on the Industrial-Employment study and the 1st phase of Demographic Study findings;
- 2nd round of public consultation (open houses, focus group sessions with Advisory Committees and other stakeholders), including draft GHG targets, actions and policies; and high-level transportation concepts;
- ESA field work, inventory and mapping;
- OCP amendment re: GHG targets, policies and actions to Planning Committee and Council for 1st reading;
- Park and community amenity location requirements input into OCP preliminary concept;
- Transportation modeling; and
- Richmond Area Transit Plan ongoing.

May 2010

- OCP amendment re: GHG targets for Public Hearing and Final Adoption;
- ESA field work, inventory and mapping;
- Demographic study phase 2 commences;
- Park, community amenity requirements input into OCP preliminary concept;
- Transportation modeling; and
- Richmond Area Transit Plan ongoing.

June 2010

- Begin drafting OCP concepts;
- ESA inventory, mapping, Strategy drafting;
- Transportation modeling;
- Richmond Area Transit Plan ongoing;
- Demographic study phase 2 completed; and

- Park, community amenity requirements input into OCP preliminary concept.

July 2010

- Review draft ESA Strategy with ACE, the AAC and Planning Committee;
- Incorporating all studies (including Richmond Area Transit Plan and transportation modeling) into an OCP concept; and
- Required Engineering servicing (sewer liquid and solid waste management, water and storm drainage) modeling commences.

August 2010

- Review draft ESA Management Strategy with Council for approval in principle and incorporate it into the OCP concept;
- Prep for 3rd round Public Consultation; and
- Required Engineering servicing (sewer liquid and solid waste management, water and storm drainage) modeling.

September 2010

- Report to Planning Committee on preliminary OCP Concept (including transportation modeling, Transit Plan, Park and community amenity requirements);
- 2nd OCP newsletter and survey;
- 3rd round Open houses on OCP Concept;
- Random telephone survey; and
- Required Engineering servicing (sewer liquid and solid waste management, water and storm drainage) modeling.

October 2010

- Report to Planning Committee on 3rd round public consultation results;
- Drafting OCP;
- Required Engineering servicing (sewer liquid and solid waste management, water and storm drainage) modeling completed; and
- DCC implementation strategy preparation commences.

November 2010

- Drafting OCP; and
- DCC implementation strategy ongoing.

December 2010

- Drafting OCP; and
- DCC implementation strategy ongoing.

2011

January 2011

- OCP finalized; and
- DCC implementation strategy completed.

February 2011

- Open Houses for draft OCP prior to Public Hearing (TBD).

March 2011

- Planning Committee; and
- Council.

April – onward 2011

- OCP Public Hearing – 3rd Reading;
- DCC Bylaw – 3rd Reading, then Provincial approval;
- OCP adopted (TBD);
- DCC Bylaw adopted (TBD); and
- Metro Vancouver Board approval of the OCP Regional Context Statement (TBD).

OCP (2041) Public Consultation Program "My Sustainable Neighbourhood"

1. First Round OCP Consultation – October 2009 to March 2010

Theme:

"Identifying Issues and Priorities"

Purpose:

- Inform Richmond residents and business owners about:
 - The OCP update (what an OCP is and why we are updating it);
 - The OCP update principles;
 - The OCP scope, process, and timeline;
 - Accomplishments since '99 (CCAP) and what we are working on now;
 - New topics and challenges (e.g., climate change, sustainability, and employment lands);
 - Opportunities to participate and provide input in the OCP; and
 - Key OCP studies we will be doing.
- Determine Richmond resident and business owner:
 - Five top priorities on specific topics (e.g., housing types, population growth, jobs);
 - Five top issues (e.g., traffic, transit service, crime);
 - Values (e.g. protecting Agricultural land); and
 - Suggestions.

Methods:

a) Public Consultation Materials and Distribution Methods

- 6 to 8 page newsletter/survey attachment as an insert in Richmond Review;
 - Bulletin and survey by direct mail to key stakeholders (School District, Port, YVR, City Advisory Committees, Community Groups);
 - Newsletter will inform residents/business owners of upcoming Open Houses and Displays (City Hall, Community Centres);
 - Open houses for survey; and
 - Drop boxes and Community Centres for survey.
- Web site (with OCP line on front City Page and separate OCP page);
 - Newsletter and survey to be posted on website (survey to be web-based).
- 10 - 15 display boards (City staff will prepare);
- Power point presentation (similar to display boards) to use for initial outreach to committees and community groups;
- Posters and flyers to advertise open houses, displays and events;
- Displayed at City Hall, community centres, etc.;
- Newspaper ads in Richmond Review to advertise events, etc.;
 - Press release to inform of OCP update and upcoming events; and
 - Intranet and OCP website.

(Note: City staff to meet with S.U.C.C.E.S.S and Asia Pacific Foundation to discuss methods of reaching the Chinese community.)

b) Public Consultation Activities and Events

- Presentations to select City advisory committees and select stakeholders (prior to open houses);
- Ask advisory committees and select community groups to lead section discussions;
- OCP main launch event at City Hall (or Minoru Cultural Centre);
- Public Open Houses, displays and survey at six community centres across the City;
- Presentations to Council on details of public consultation process; and
- Intranet and OCP website.

2. Second Round OCP Consultation – April 2010 to August 2010

Theme:

“Clarifying an OCP Vision, Concepts, Principles and Policy Options”

Purpose:

- Inform Richmond residents and business owners about:
 - Survey and consultation results from the 1st round;
 - Results and certain OCP study conclusions (demographic, employment-industrial lands, proposed GHG targets and policies);
 - Transportation modelling still ongoing;
 - Richmond Area Transit Plan update and report out; and
 - ESA still underway.
- Solicit their input on:
 - Draft OCP Vision, Concepts, Principles and Key Goals;
 - Key OCP policy options; and
 - Study findings and choices.
- Advise on next steps.

Methods:

a) Public Consultation Materials and Distribution Methods

- 10 to 15 display boards;
- Power point presentation;
- Posters and flyers to advertise events;
- Newspaper ads in Richmond Review to advertise events;
- Brief one-page discussion sheets for specific topics (e.g. proposed vision statement and goals, GHG, Housing, Transportation);
- Press releases; and
- Intranet and OCP website.

b) Public Consultation Activities and Events

- Possible workshop with Council;
- Presentations and discussions with select advisory committees;
- Presentations and discussion with key stakeholders (e.g. Port Metro Vancouver, Richmond Coastal Health Authority, YVR, Richmond School Board);

- Discussion/focus groups with volunteer residents and business owners on selected topics;
- Web based updates;
- Open houses; and
- Progress Report to Council.

3. Third Round OCP Consultation – September 2010 to December 2010

Theme:

“Obtain Feedback on the Draft OCP Highlights”

Purpose:

- Inform Richmond residents and business owners about:
 - Results of discussion groups; and
 - Draft OCP Concept.
- Provide an opportunity for Richmond residents and business owners to:
 - Understand the key elements of the draft OCP; and
 - Provide input on the draft OCP prior to public hearing and final adoption.

Methods:

a) Public Consultation Materials and Distribution Methods

- Draft OCP and highlights;
- Newsletter/survey insert in Richmond Review;
- Random telephone survey (participants recruited randomly through survey consultant first);
- Website survey and updates;
- Press releases;
- Newspaper ads;
- Display boards summarizing key concepts; and
- Draft OCP posted on website.

b) Public Consultation Activities and Events

- Open houses at community centres to discuss draft OCP highlights;
- Possible workshop with Council; and
- Presentations to advisory committees and key stakeholders.

4. Final Round OCP Consultation – January 2011 to March 2011

Theme:

“Finalizing the OCP”

Purpose:

- Provide an opportunity for Richmond residents and business owners to:
 - Understand the key elements of the OCP;
 - Build consensus; and
 - Provide input on the draft OCP prior to public hearing and final adoption.

Methods:

a) Public Consultation Materials and Distribution Methods

- Display boards summarizing key concepts; and
- Hard copy draft OCP on disc and posted on website.

b) Public Consultation Activities and Events

- Open Houses; and
- Presentations to select Advisory Committees and key stakeholders.

Terms of Reference 2009-2041 Industrial-Employment Lands Strategy

1. Introduction

Richmond has enjoyed a strong local economy, with the highest jobs-to-worker ratio in the Metro Vancouver region. Richmond's proximity and accessibility to the airport, downtown Vancouver, the Canada/US border, and its island setting have been some of the key factors in its economic success. The City is about to begin an update to its 1999 Official Community Plan with a new time horizon to 2041, and a major component of the OCP update process, will be the development of a comprehensive Industrial-Employment Lands Strategy. The Strategy will help identify, assess and manage the City's industrial-employment lands and their densification, and position Richmond to take advantage of its locational strengths and other assets for the long-term.

2. Purpose

The purpose of the Industrial-Employment Lands Strategy is to create a long-term (2041) economic vision and plan for Richmond that optimizes its position within the region in its share of jobs and businesses and maintain a healthy, balanced and growing economy.

The Strategy will:

- Determine how many people will be employed within Richmond in 2041;
- determine what economic niches Richmond should strive for;
- Determine how much industrial-employment land and the types of floor space Richmond will need to provide to meet employment needs in 2041;
- Provide policies on where and what types of land supply, zoning, densities, FAR and supporting transportation and other infrastructure are needed to provide for future economic opportunities and jobs and goods, services, and activities for the people who live, work and visit Richmond;
- Determine in what manner Richmond's industrial-employment lands can be optimally used in the future to remain competitive, create more business opportunities, and strong job retention and creation opportunities;
- Determine how Richmond can remain competitive in regard to attracting jobs and businesses to Richmond and what types of businesses and industries are the best fit for Richmond;
- Determine how to preserve Richmond's favourable jobs to worker ratio; and
- Provide recommendations and strategies to address some of the City's economic development objectives as stated in its Council Term Goals for 2008-2011. Some of those economic development objectives are:
 - a zero loss of major employers;
 - the retention and expansion of high tech industry;
 - an increase in the number of head offices locating in Richmond;
 - capitalizing on and the effective promotion of our proximity to the airport, port and US border for business location; and
 - an effective agricultural /industrial land strategy.

3. Scope of Work

The study will:

- Examine Richmond within the context of the federal, provincial and the Metro Vancouver regional economies;
- Build on previous City studies (e.g., Industrial Land Strategy 1999; Business Retention, Expansion and Attraction Strategy 2005; and Market Positioning and Employment Land Allocation Strategy 2006) and other provincial, federal studies and supplement these through further research and analysis; and
- Include all sectors of the economy and all industrial-employment lands: industrial, commercial (retail, office, institutional and agricultural lands within and outside the City Centre. (These will include the industry-employment lands under the jurisdiction of YVR and Port Metro Vancouver that are within the City of Richmond.)

Note:

- There are definitions for “employment”, “employment lands”, “industrial land”, “economy” and “agri-industry” at the end of this document.
- There is a listing of reports and studies completed for the City as well as studies from other jurisdictions at the end of this document.

4. Expectations of the City

Given that the Consultant will be able to utilize City of Richmond studies (e.g. 2009 City Centre Area Plan, Market Positioning and Employment Land Allocation Strategy, 2006 Business Retention and Expansion Strategy, 2005, and the Richmond Industrial Strategy, 1999), the Consultant will be expected to:

- Verify the actual location of industrial and industrial/commercial and office uses.
- Allocate at least 50% of their time on an implementation and financing plan (e.g., identify policies, tools and strategies such as zoning, specific densification, financial incentives, DCC's.) and costing for infrastructure such as roads and services; and
- Consult with the Richmond Economic Advisory Committee and select business owners and developers as identified by the City through regularly scheduled meetings and interviews.

5. Study Goals

- Assess the current and projected employment land situation in Richmond and identify Richmond's potential role within the regional, provincial, national and international context.
- Develop a strategy that will identify, assess and manage employment lands that will enable Richmond to take advantage of its historical and future employment base, location, and diverse labour force.
- Develop a plan for the distribution of employment uses to the appropriate locations in the City with an emphasis on ensuring that an appropriate amount of industrial land is maintained for industrial uses (e.g., manufacturing, processing, repair, warehousing, distribution, transportation, utilities) to meet the needs of this sector in the future.

6. Major Study Components

Phase I

a) Trends Analysis

- Identify key trends in all economic sectors to 2041: economic and technological changes, global shifts in production and consumption for all employment sectors in the MV region, province, Canada, globally, and describe what the implications are for Richmond;
- Outline the major factors and prospects that will influence the rate and type of economic growth that will likely occur in Richmond over the next 30 years;
- Look at several employment projection models and recommend which one will be used in the study and why;
- Identify what sectors will grow and what sectors will decline and describe what the implications are for Richmond;
- Identify which uses Richmond should retain and can afford to let go, if necessary;
- Review a variety of forecasts and economic indicators (SWOT analysis) such as population growth, labour trends, macro-economic indicators, and sector growth.
- Describe regional changes in transportation infrastructure and the implications for Richmond; and
- Describe the economic development activities of other municipalities and the region and the implications for Richmond.

b) Projections and Future Land Demand

- Provide baseline and employment projections for the MV region and for Richmond by major occupational sector for the period 2009 to 2041;
- Describe different scenarios of the future demand for industrial-employment land by sector and by land use types to for the period 2009 to 2041 (five year intervals) and recommend the most practical scenario;
- Identify employment land, floor space and FAR estimates for each employment category that will be required in 2041 and the distribution and optimal location of the land; and
- Note: The densification of existing industrial land is proposed and is to be fully addressed.

c) Existing Richmond Employment-Industrial lands

- Develop a comprehensive inventory of businesses in Richmond (by OCP designation, zone, parcel size, square footage, land use, parcel size, square footage, BCAA structure type, structure age and improvement value. Propose a classification system (e.g., Standard Industrial Classification, NAICS, BC Assessment, Clustering) for the inventory;
- Develop comprehensive and parcel based GIS map (e.g., City-wide and area plans at site specific scales) in a shape file format, INAD 83 (specifications to be confirmed by City of Richmond) based on the inventory above; and
- Review Richmond's draft Industrial and Commercial/Industrial lands map that was created by City of Richmond staff for submission to Metro Vancouver to be included in the Regional Growth Strategy (has not yet been submitted to Metro Vancouver):

- Verify the assumptions used to create the maps through interviews with COR staff and review of Metro Vancouver's Regional Growth Strategy definitions of Industrial and Industrial/Commercial land use categories;
 - Given the findings of the Industrial-Employment Lands Strategy, verify the Industrial and Industrial/Commercial categories and boundaries and amount of land in each category against the long-term industrial and industrial/commercial land needs for Richmond; and
 - Revise and refine the Commercial/Industrial Lands Map for submission to Metro Vancouver.
- d) Review of Best Practices, Richmond's Zoning Bylaw and OCP Development Permit Guidelines
- Examine international best practices that encourage the intense use of employment lands including an examination of the types of zoning that encourage the retention, expansion and densification of employment lands (e.g., multi-story warehouse developments, food production on roofs of industrial buildings); and
 - Review Richmond's OCP Development Permit Guidelines and Zoning Bylaw, and based on the findings from the Trends Analysis and the review of best practices noted above, recommend specific changes that can facilitate future economic trends and encourage more intensive business growth.

Phase 2

- a) Industrial and Commercial/Industrial businesses in the City Centre
- Recommend strategies on how Richmond can facilitate the transition of some industrial businesses (identify their existing locations) in the City Centre to other areas or other interim locations;
 - Recommend strategies on how Richmond can accelerate development within the industrial reserves in the City Centre;
 - Recommend strategies to manage transition, that will minimize the premature displacement of existing City Centre industry and help to open up new industrial lands in a timely and cost-effective manner; and
 - Where future industrial reserve land is currently developed with non-industrial uses, recommend policies to encourage large-scale development and or/business initiatives that will act as catalysts for their conversion to new industrial development.
- b) Industrial-Zoned Areas
- Identify issues and recommend a strategy on how to manage the following industrial, office, and commercial areas in the long-term:
 - Bridgeport Road;
 - Knight Street;
 - Ironwood;
 - Mitchell Island; and
 - Waterfront areas. (e.g., Should some of the areas be retained or redesignated to other land use designations?)

c) Agri-Industry

- Identify where and what types of agri-industry is presently operating in Richmond (include whether it is in the ALR or outside);
- Identify a criteria and areas for where to best locate agri-industrial operations in the future. What kinds of agri-industry should Richmond support and why? What regulations are needed, if any to adequately manage agri-industry? How much agri-industry should locate in Richmond? How do we support the sustainability of this sector?
- Prepare policies to achieve the above.

d) Industrial-Employment Lands Strategy Recommendations

- Analyze Richmond's economy in terms of its relative advantages and disadvantages compared to other municipalities in the region;
- Describe its competitive position in the market by sector;
- Describe its key strengths and weaknesses as a location for business and industry relative to other municipalities in the region;
- Describe the business and industrial opportunities available to Richmond and the challenges it faces in pursuing these opportunities;
- Identify which businesses will grow, decline and which ones, if necessary, may be let go;
- Identify what industries and types of businesses Richmond should target and pursue and what actions Richmond should take to attract them;
- Identify what airport supporting uses Richmond should encourage on Lulu Island, and how to achieve this;
- Identify what Port related uses Richmond should encourage outside the Port Lands (e.g., port/logistics, import export and distribution operations, warehousing, and manufacturing), and how to achieve this;
- Identify what commercial (e.g., retail, financial services) and high tech (e.g., research and development, technology products, manufacturing) uses should locate in Richmond, and how to achieve this; and
- Identify strategies and tools to help Richmond redevelop its existing employment lands to make them more efficient (e.g., more compact and transit supportive urban form for some employment uses).

Available Studies

City of Richmond

- Council Term Goals 2008-2011, March, 2009;
- Major Events Plan for Richmond, “Catch the Excitement”, September 2009;
- 2008 Waterfront Strategy: Redefining Living on the Edge;
- Sharpening Your Edge: Report to the City of Richmond for the Development of a Community Tourism and Sport Hosting Strategy, PriceWaterhouseCoopers LLP, November, 2007;
- City of Richmond, Market Positioning and Employment Land Allocation Strategy, Harris Consulting, January, 2006; and
- Business Retention & Expansion Strategy, Van Struth Consulting Group, February 2005.

Provincial

- BC Ports Strategy 2005 – Province of BC Ministry of Small Business, Economic Development and Transportation;
- Pacific Gateway Strategy Action Plan, April 2006 – Province of BC; and
- Industrial Land Demand/Supply Study, IBI Group, 2008 – Province of BC, Ministry of Transportation

Federal

- Canada’s Asia Pacific Gateway and Corridor Initiative – Government of Canada, 2006
- Asia Pacific Gateway and Corridor Initiative, Report and Recommendations – Jeff Burghart, Arthur DeFehr, T. Richard Turner;
- National Policy Framework for Strategic Gateways and Trade Corridors – Government of Canada, May 2007;
- Study to Assess the Preservation of Transportation Lands Strategic to Canada’s National Gateways and Corridors – Transport Canada; and
- Assessment of Access Routes Review – Transport Canada.

Other:

- Industrial Lands Inventory for Greater Vancouver, 2005 – Greater Vancouver Regional District;
- Preparing for Success, Forecasting Surface Freight Demand – Westac;
- Vision for the Future of the Greater Vancouver Gateway, Transportation for Liveable Communities in a Global Economy – Greater Vancouver Gateway Council; and
- Global Supply Chains, Container shipping and Canadian Industrial Real Estate Requirements, 2007 – 2020 – GWL Realty Advisors.

Definitions

For this study:

1. **Employment:** refers to all work done by persons in the occupations classified according to the National Occupational Classification for Statistics 2006 (NOC-S 2006), Statistics Canada.
2. **Employment lands:** Employment Lands are lands that provide direct jobs within the City of Richmond. Employment lands essentially covers all retail, commercial and industrial and other economically oriented lands in the City that are used primarily for the service, transportation and manufacturing sectors and related sectors.
3. **Economy:** is defined as all sectors of economic activity, both goods and services, including professional services, financial services, retail, tourism, high tech and new economy, education, health care, arts and entertainment, construction manufacturing, public administration, etc.
4. **Industrial land:** refers to land used predominantly for manufacturing/production, processing, repair, warehousing, distribution, transportation, utilities, and construction-related activities (as defined in the Metro Vancouver Regional Growth Strategy).

The City’s new Zoning Bylaw utilizes the following Industrial Zones:

Zone	Intent
Industrial (I)	The zone provides for a broad range of general and heavy industrial uses, with a range of compatible uses.
Light Industrial (IL)	The zone provides for a range of general industrial uses, with a limited range of compatible uses.
Industrial Business Park (IB)	The zone provides for a range of general industrial uses and stand-alone offices, with a limited range of compatible uses and additional provisions/requirements in the City Centre
Industrial Retail (IR1,IR2)	The zone provides for a range of general industrial uses, stand-alone offices and a limited range of retail uses, with a few other compatible uses and additional provisions/requirements in the City Centre.
Industrial Storage (IS)	The zone provides for storage and shipping uses.

5. **Agri-Industry:** is defined as value-adding processing (as separate from crop production) of agricultural crops such as fish processing, fresh packing, fruit and vegetable processing, and meat and dairy processing.
 Agro-Industry includes all activities listed in the following categories of the North American Industry Classification system (NAICS) 2007:

- 1114 Greenhouse, Nursery and Floriculture Production
- 115 Support Activities for Agriculture (1151 and 1152)
- 311 Food Manufacturing
- 3111 Animal Food Manufacturing
- 3112 Grain and Oilseed Milling
- 3114 Fruit and Vegetable Preserving and Specialty Food Manufacturing
- 3115 Dairy Product Manufacturing
- 3116 Meat Product Manufacturing
- 3117 Seafood Product Preparation and Packaging

Environmentally Sensitive Areas Management Strategy Update Terms of Reference

1. Purpose

The purpose of the Environmentally Sensitive Areas Management Strategy Update is to update Richmond's existing 1999 OCP ESA inventory, policies and mapping, and to develop a more comprehensive strategy and implementation program for better managing the ESAs over time. The Strategy will establish policies, regulations and guidelines for a more effective identification and management approach to ESAs (e.g., best practises, incentives, partnerships, regulatory tools) and establish clear policies for development and retention.

2. Background

Importance of ESAs

Richmond believes in the importance of protecting ESAs as, in addition to containing valuable habitat for birds, fish and other wildlife, ESAs contribute to healthy ecosystems, and are recognized as contributing to the quality of life (through cleaner air and water), providing opportunities for active living through recreational pursuits and creating a diverse vibrant urban community.

ESA Protection in Richmond

Richmond has been protecting its natural areas since the 1960s when the 300 acres of bog and bog forest (the Richmond Nature Park) was acquired by the City. In the eighties and nineties various City-wide inventories of Richmond's natural areas were developed. The current OCP ESA map and Development Permit guidelines were adopted in 1999 and are the legal tools currently used in Richmond to manage the potential impacts of development on ESAs. In the last few years, the City and a consultant modified and adapted an inventory system developed by the Fraser River Estuary Management Program (FREMP) for classifying and inventorying shoreline habitats. The system is based on an Ecological Features and Functions Approach (EFFA) and Richmond adopted EFFA for assessing its Environmentally Sensitive Areas in the upland areas behind its dykes. The ESA update will not duplicate FREMP, Provincial and Federal environmental policies but build on them.

Need for An Update of the ESA

Richmond's current ESA inventory needs to be updated to know where they are and its OCP policies improved to better meet the full range of needs related to the management of ESAs. More information on the ecological features and functions within the ESAs is needed and several original OCP ESA areas have undergone changes and their environmental characteristics and values may have changed. As well, there is new environmental legislation, tools and best practices that could be utilized in the protection of ESAs in Richmond. As well, more clarity is needed regarding the extent of development on ESAs versus their conservation.

ESAs within Agricultural Areas

Many of Richmond's ESAs lie within or adjacent to the ALR. Current OCP policies on ESAs do not directly limit agricultural cultivation and farmers may clear areas of ESA for farming purposes, and in the past, large forest clearings have taken place within the ALR without any prior notice. Farmers have also expressed concern that the existence of an ESA may have an impact on the economic viability of farm operations and have identified several issues (as cited in the Agricultural Viability Strategy). These issues will be addressed.

ESAs Within Non-Agricultural Areas

A significant amount of Richmond's ESA are within its industrial areas. Many industrial operations require large cleared areas of land for operations such as truck parking, storage, warehousing and manufacturing processes. In the past, there has been illegal activity such as clearing land containing ESAs for industrial use without prior notification to the City. Issues such as limited staff resources for enforcement and inspections also hinder the preservation of Richmond's ESAs.

Over the years, there has been a slow decline in the significant habitat in Richmond and more resistance by developers to protect ESAs.

What is Needed?

ESAs need a better classification criteria and a clearer strategy to manage them on private and public lands (e.g., development versus conservation). Current development reviews (e.g., rezonings, development permits, building permits) often focus on site-specific issues and leave the important details as to how to manage the ESA to be determined at that time, which is often done without a proper ESA policy and guidelines. The results may not satisfy the owner or the City. More clarity and a better approach to the management of ESAs are needed.

3. Scope

The Study Area will be the entire City of Richmond, including its watercourses, wetlands, riparian areas, forests, and potential sensitive wildlife locations and habitat features (e.g. nest, roosts, burrows, travel corridors). The study will not duplicate existing provincial (e.g., riparian) and federal environmental areas and policies.

The strategy will:

- Contain a vision, principles, policies, objectives, guidelines, maps, models and facts;
- Identify best practices most suitable for Richmond and use a modified Ecological Features and Functions approach (EFFA), and other best practises developed by the Fraser River Estuary Management Program (FREMP) or others;
- Update a Geographic Information System (GIS) based, OCP Environmentally Sensitive Areas (ESA) Map;
- Recommend a more effective management approach to ESAs (e.g., a clear philosophy, best practises, degree of conservation versus degree of development allowed, any incentives, partnerships and other regulatory tools);
- Propose a program for ongoing monitoring and protecting ESAs over time; and
- Establish clear guidelines and possible incentives for the management of ESAs within agricultural areas, industrial areas and urban areas.

4. Major Study Components

Phase 1 (December 2009 to February 2010) – Getting the ESA Strategy Right

- Preliminary Consultation with Agricultural Advisory Committee (AAC), Advisory Committee on the Environment (ACE), FREMP, etc.;
- Hire Consultant;
- Review existing ESA data, ESA inventories and ESA mapping for their accuracy;
- Review Watercourse Classification and Sensitive Habitat Inventory Mapping and various Provincial, Regional and City environmental studies;
- Analyze and confirm existing information and identify gaps in data or information.
- Review and select “best ESA management practices”;
- Develop and confirm a criteria, Environmental features and functions (EFFA) and methods for ESA inventory and assessment;
- Propose a spring (2010) work program for field work inventorying and mapping;
- Stage 1 Progress Report summarizing:
 - ESA purpose, philosophy, policy needs and framework, and flexibility;
 - Existing data gaps and needs;
 - A modified Ecological Features and Functions approach; and
 - The Spring 2010 work program.
- Presentation to Staff Steering Committee (include interim progress report);
- Presentation to Advisory Committee on the Environment and the Agricultural Advisory Committee; and
- Present to Planning Committee and then Council.

Phase 2 (March 2010 to June 2010) – Spring Field Work, Inventorying and Mapping Fieldwork;

- Utilize geographic information systems database software, 2009 aerial photographs, and published data;
- Selective field inventory and “ground-truthing” (use remote sensing information, if possible) in the field;
- Use the EFFA approach and identify each ESA feature and/or function and justify why each ESA feature and/or function is important;
- Summarize findings and meet with City staff for confirmation;
- Through mapping and inventory, specifically identify what part of each ESA feature and/or function is important to manage (all? some? little?);
- Identify how important and why, it is to manage each ES feature and/or function (high? medium? or low?);
- After establishing the importance (high, medium or low) and the amount (all, some, little) of each ES feature and/or function, identify the extent and location that new development (e.g. buildings, site clearing, industrial storage, cultivation) can take place on designated ESA portions of a property;
- Adjust ESA designations as necessary;

- Progress Meeting/Workshop with Staff ESA Steering Committee to review the maps and supporting data;
- 2nd round presentations on findings to ACE and AAC (and other stewardship and community groups); and
- Update to Planning Committee and Council.

Inventorying and Mapping

- City-wide inventory and mapping, including Federal, Provincial and FREMP areas:
 - Watercourse, wetland and riparian areas, rated for significance and integrity;
 - Vegetation communities, forests, fields rated for significance and integrity;
 - Slopes, soils, surficial geology, aquifers rated for sensitivity to disturbance; and
 - Identify potential sensitive wildlife locations and habitat features (nests, roosts, burrows, travel corridors, etc); and
- Deliver a set of City-wide ESA Inventory maps in electronic (GIS) and hard copy in a shape file format, INAD 83 (specifications to be confirmed by City of Richmond).

Phase 3 (July 2010 to August 2010) – Draft EDA Strategy

General

- Goals, and Options;
- For each identified ES feature and/or function:
 - What OCP ESA policy is needed?
 - The degree of ESA development versus its conservation;
 - What OCP ESA designation is needed?
 - What OCP ESA development permit guidelines are needed? and
 - What ESA regulations are needed? (e.g., zoning, covenant, caveats, performance requirements).

Land Use and Density:

For each identified ES feature and/or function, what urban or agricultural land uses, if any, should the City allow the owner to develop on the site?

- To what Degree?
- How?
- Conditions?
- What possible incentives?

Project Deliverables

- ESA Management Strategy and Implementation Program.;
- A modified EFFA model and EFFA inventory methodology; and
- A detailed inventory and database and a model for updating Richmond's upland ESA inventory.

A Data Base:

- Maps, inventory data, digital site photographs where possible, and detailed site use guidelines and procedures for each of the ESA sites analyzed and of the existing and potential ecological characteristics associated with each ESA site; and
- A description of the criteria, uses and the justification for the significance ratings associated with the ESA Maps.

5. Roles

Consultant

The consultant will:

- Assemble a team with the skills including:
 - Environmental assessment;
 - GIS mapping;
 - Urban lands economics, planning and regulation;
 - Other, to be determined by the consultant and City;
- Perform services necessary to achieve the work set out in the proposed work program;
- Perform the work within the budget and work program timeframe; and
- Attend meetings with the City Team, the Agricultural Advisory Committee (AAG) and the Advisory Committee on the Environment (ACE).

City Team

The study will be led by Policy Planning with staff from:

- Policy Planning;
- Development Applications;
- Environmental Programs;
- Parks, Recreation and Culture;
- Engineering; and
- Sustainability.

Policy Planning Staff will:

- Manage the consultant contract, work program and the City Team;
- Consult with Advisory Committee on the Environment (ACE) and the Agricultural Advisory Committee (AAC);
- Provide available City data, reports, and maps;
- Make final decisions regarding consultant selection, work program, and report revisions; and
- At City expense:
 - Provide central copying/printing service;
 - Make available meeting space; and
 - Provide mail service.

The Advisory Committee on the Environment (ACE) and the The Agricultural Advisory Committee (AAC)

- Review and provide input into the study at selected stages of the process (at least 2 structured meetings/workshops with each committee) through review and evaluation of the study at key points;
- Speak from their own expertise and interest;
- Reflect diverse perspectives;
- Maintain awareness of the study, and be informed; and
- Review draft and final report.

6. Other Consultation

- Federal, provincial, and non-government organizations (e.g., DFO, Canadian Wildlife Service, FREMP, Agricultural Land Commission, and YVR);
- Community and stewardship groups; and
- Open Houses as per the OCP process.

7. Time Frame

- It is anticipated that the study will commence in December 2009 and will be completed by August 2010.

8. Mapping Scales

- A variety of City mapping scales will be used (e.g., City-wide OCP Scale, site details will vary to show ESA details clearly).

Attachment 5

2041 Demographic and Employment Study

The draft Terms of Reference for the 2041 Demographic and Employment Study are attached in the letter from Urban Futures which describes their proposed approach, phasing and timelines.

Staff recommend retaining Urban Futures because they did the demographic work for the City Centre Area Plan (CCAP) and they have an appropriate model.

Urban Futures will provide population, dwelling unit and employment projections using a similar method to what was used in the CCAP.

Timeline

- The first phase of the study would commence in November 2009 and be completed in February 2010.
- The second phase would commence after the OCP Concepts is developed in June 2010 and will be completed by August 2010.

September 2, 2009

June Christy
The City of Richmond
6911 No. 3 Road
Richmond, British Columbia V6Y 2C1

Managing Growth and Change in the City of Richmond
*An assessment of the magnitude, nature, and timing of
demographic and employment change in the City of Richmond*

As part of the City of Richmond's Official Community Plan (OCP) update, Urban Futures has been asked to provide a proposal that outlines the approach it would use to developing long-range projections of population, housing and employment within the City over the 2008 to 2041 period.

An understanding of how Richmond's population can be expected to grow and change in the coming decades, and of the factors that will influence the City's changing demography, will provide a foundation for policy directions and strategic plans addressed in the Official Community Plan. In this context, this proposal focuses on developing City-wide population projections for short, medium and long-range planning horizons as a component of the City of Richmond's review of their Official Community Plan (OCP).

This proposal builds upon the methodology used by Urban Futures in developing demographic projections for Richmond's City Centre in 2007. As with these earlier projections, Urban Futures' approach to the development of population projections for the entire City would be empirically based, relying on a lifecycle modeling approach that uses the most recently available demographic and housing data from the Census, CMHC and the City of Richmond.

Phase I: The City of Richmond's Changing Population, 2008 to 2041

The first step in developing a lifecycle based population projection for the City of Richmond is to establish the regional context for the City. This approach acknowledges that Richmond, along with its surrounding municipalities, are integral and integrated parts of a large and diverse functional region, each sharing a common labour force, transportation network and social infrastructure. In this context, economic, transportation and land use changes in Richmond affect, and are affected by, economic, transportation and land use changes in Vancouver, Burnaby, and elsewhere throughout the region. The regional demographic context is established using a trend based regional population projection (by age and sex) for the Lower Mainland Region.

On this regional demographic base is built a regional housing occupancy demand projection. The importance of this regional housing projection is that it provides a description of the type of housing that residents will occupy in the future. The location of this housing will determine where people will live in the region, and in turn, the population of its communities. The regional housing projection in turn provides the driver to the second step in the development of the trends based population projection for Richmond, the allocation of regional housing demand by structure type (ground oriented and apartment) to major sub-areas of the region, including the City of Richmond. As a starting point this allocation is based on historical trends in sub-area shares of regional housing development over the 1961 to 2008 period. In addition to this pattern of housing development, other sources such as neighbourhood capacity and infrastructure plans for the City are considered. In this regard, Urban Futures will look to City of Richmond Staff for direction

with respect to City-specific plans, policies and other information which may shape the City's ability to accommodate future shares of regional housing demand. The projected future additions to the City's housing stock forms the bridge between the regional context of population change and the City-specific analysis.

The final step in the projection of demographic change focuses on the future population implications of the City's current population and its current and future housing stock. This step considers the current population in terms of the number of residents by age and sex currently residing in the City by dwelling structure type; the projected annual increments of additional housing (from the regional context analysis); the age profile of people moving into and out of dwellings; and the demographic components of change of this population (namely aging, natality, and mortality). Combined, these provide the empirical basis for a lifecycle approach to projecting community change.

Functionally, the modeling of the City's changing demography commences with accounting for the vital changes (births, aging and deaths) of the City's existing residents during a year. In order to project the future number of births, it is necessary to apply the projected age specific propensity of women in the Richmond Local Health Area to have children. This projection will be based on trends in these birth rates both within the LHA and in the province as a whole and will, to the extent possible, reflect the future effects of a changing housing mix on birth rates. Similarly, age specific mortality rates will be projected based on the trends in the Richmond LHA and at larger levels of geography.

Having accounting for the consequences of vital changes, the modeling then considers those that result from mobility, specifically from people into and out of the City each year. The structure of the modeling approach utilized is to consider the turnover in the existing housing stock (people moving out of existing units and their re-occupancy by new residents) and first time occupancy of newly constructed units. For each of these three mobility groups demographic characteristics are estimated from data on Census respondents' mobility status, cross-tabulated with their age, sex, structure type of dwelling and period of construction of the dwelling.¹

Starting with the age and sex composition of the City's population at the beginning of a year, after accounting for aging, births and deaths, out-movers are subtracted and in-movers are added to estimate of the year-end population in the City which, in turn, becomes the new resident population base by age, sex and structure type of dwelling for the next annual iteration in the modeling process. The results of this lifecycle approach are therefore annual projections of population by age, sex and housing by structure type for the City of Richmond.

Phase II: The City of Richmond's Changing Employment, 2008 to 2041

Future changes in the level and structure of employment in the City of Richmond will be influenced by a wide range of factors from both within and outside its municipal boundaries. These factors range from external drivers such as macro economic and technological change and global shifts in production and consumption, to regional changes in transportation infrastructure and regional economic development, and to the municipal context of population growth and change, changing land values, and shifts in local land use policy.

¹ It should be noted that where small sample sizes from the mobility status data are found for a particular community, larger levels of geography are typically considered to develop a reasonable profile of mobility.

The approach in preparing sector specific employment projections will focus on employment and its associated land uses within the municipality. While a seemingly intuitive statement, within any metropolitan economy this now necessitates moving beyond the standard characterization of economic activity by industry sector, (a classification based on the commodities that a firm produces) towards one based on what people employed by the firm do on a daily basis (employment by occupational sector). For example, while a firm involved in logging, sawmilling, or pulp and paper production is logically classified as part of the forestry or manufacturing industry, not everyone working in the firm – and specifically within a firm’s premises in Richmond - is a logger, part of the green chain, or on the production floor. In urban areas in particular, much of the employment in firms in these industries is engaged in a host of other activities, such as those performed by accountants and lawyers, and increasingly marketing, IT and HR departments.

In terms of land use, it is the occupations of people working in the firm’s premises in the municipality, not the products that the firm ultimately produces, largely determines land uses requirements, something that is more pertinent to an official community plan than the general industry classification of the firm. Thus, the reality of a metropolitan economy is that growth in the mining, forestry, and manufacturing industries increasingly means growth in demand for office space, not for shaker boxes, green chains, or large scale production space; a distinction overlooked in projections focusing on industry sector.

With this in mind, projections of employment by major occupational sector over the 2008 to 2041 period will be prepared for the City of Richmond. As with the population projections, the starting point for projecting employment by occupation will be a projection for the functional Lower Mainland region. Beginning the employment projections at the regional level allows us to consider the regional economic projections against the regional demographic outlook, recognizing the need for the region’s labour force (and hence the region’s population) to grow to fill positions created by a growing metropolitan economy.

The general approach in developing the regional occupation projections is to consider the historical relationships between changes in the region’s employment structure and changes in the broader provincial economy. With short-term projections of change in the provincial economy (BC Ministry of Finance to 2014) and longer-run assessments based on the capacity of the region’s labour force to grow (in terms of number and productivity), projections of changing sectoral employment in the region can be developed.

Given the regional projections, occupational projections for the City of Richmond will be based on two distinct orientations of employment, serving local population needs (such as local retailing activities, commonly referred to as population serving employment) and that which serves non local production and services (such as retailing to non-residents or manufacturing for export). The City’s future share of regional population growth will serve as the primary driver to future change in the population serving components of its employment. For the non-population serving aspects of employment, considerations such as the City’s current employment structure, trends in regional sectoral growth and economic infrastructure, and available developable land will serve as the main drivers to future changes.

This regional-context to City projection approach to forecasting change for the City of Richmond will therefore recognize trends in local employment and population change within the context of the Lower Mainland region. Once this baseline forecast has been established, scenarios can be developed with respect to explicit policy objectives such as directing the location of future

employment within the City, achieving a greater balance of jobs and workers, or a balancing of assessments by property types.

Phase III: Spatial location of population, housing & employment in the City 2008 to 2041:

Just as the regional projections provided the context for City-wide projections, the projections of population and employment for the City as a whole will provide the context for where residents and employment will locate within major sub-areas within the City. Similarly, as policy directions will influence where change occurs within the region, so too will the City's policy objectives influence where change occurs within the City.

Two policy frameworks will be used in projections of population and employment growth and change for sub-areas within the City of Richmond. The first framework will be to develop a trends-based baseline allocation of future population, housing and employment within the City's eight planning areas, where the trends considered would focus on historical patterns of change and current land use planning information ranging from historical development activity, past plans and policies to land potential within each sub-area. These trends-based allocations would provide baseline inputs to the process of sub-area planning review in the City.

As this review is completed, a second policy framework based on the revised sub-area policies and plans, would be used to provide a new set of allocations that reflected the new land use planning framework for each area. This would indicate the degree to which the new framework moved population, housing and employment away from the pattern inherent in current trends and development policies. We will rely upon the City to provide spatial data on available and suitable lands within each planning area for these allocations.

Budget and Timing

Phase I Budget, Population: \$15,000, plus \$1,250 plus GST estimated data costs.

Phase II Budget, Employment: \$10,000, plus \$1,250 plus GST estimated data costs.

Phase III Budget, Spatial Allocations within the City: \$7,500, no additional data cost.

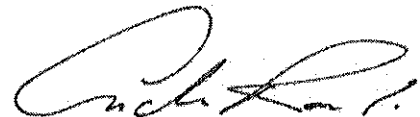
Total budget would therefore not exceed \$35,000 plus applicable taxes.

Note that this budget included a total of four (4) meetings with the planning department/council. Additional meetings or presentations will be billed on a time incurred basis at a per diem of \$1,350/day.

Timing: To be determined, but it is anticipated that the above outlined work could be completed through January and February of 2010.

We look forward to your response to our proposal.

Warm regards,



*Andrew Ramlo,
Director, Urban Futures*