

## VISION MANDATE:

To ensure that the *City Centre Area Plan (CCAP)* develops in an orderly, sustainable and financially sound manner:

- **“Build Community”**: Ensure that the necessary infrastructure and community amenities are in place to service the City Centre;
- **“Build Green”**: Utilize sustainable practices as part of the implementation and phasing strategies;
- **“Build Economic Vitality”**: Ensure that the cost of implementing the City Centre Area Plan is reasonable for both the City and development community;
- **“Build a Legacy”**: Provide certainty and clarity in planning for growth in the City Centre to the year 2031 and to the ultimate build-out in the year 2100.

## 4.0 Implementation & Phasing Strategies

### ISSUE:

A detailed *CCAP Implementation Strategy* has been prepared identifying the roles, responsibilities and resources of the City and development community.

#### *The CCAP Implementation Strategy:*

- considered the transportation, utilities, parks, community facilities and amenities needed to support development in the City Centre;
- determined how the transportation, utilities (water, sanitary, drainage) and parkland acquisition & improvements will be financed;
- identified how density bonusing would be used to provide for affordable housing, child care and other amenities;
- established a financing strategy for development in the City Centre to the year 2031;
- identified the preferred development areas in the City Centre.

This section of the *CCAP* incorporates the highlights of the *CCAP Implementation Strategy*. It purposely does not include specific financial figures. The reason for this is that once the *CCAP* is adopted by Council, it can only be amended or updated by a bylaw.

It is recognized that the *CCAP Implementation Strategy* will need to be reviewed periodically. Such reviews are necessary to ensure that costs are accurate and to accommodate items that were not fully accounted for when the *CCAP* was adopted (e.g., financing of community facilities and libraries in the City Centre).

Future reviews of the *CCAP Implementation Strategy* and this section of the *CCAP* will coincide with City initiatives, such as the triple bottom line towards community sustainability, servicing priorities, capital works programs, budgets and other matters.

The *CCAP Implementation Strategy* identified a range of tools available to the City to finance growth.

The tools being used to finance growth in the City Centre include development cost charges (DCCs), works and services, utility charges and reserves, density bonusing, phased development agreements and general revenues.

## **OBJECTIVES:**

### **Effective Implementation & Phasing**

Coordinate and facilitate the development of the City Centre through an effective implementation & phasing strategy.

### **Development-Led Approach**

Follow a development-led approach to provide transportation improvements, utility upgrades (water, sanitary sewer, storm drainage), parkland acquisition and development, affordable housing, child care and community facilities, and community planning costs recovery in the City Centre.

### **Bylaw Coordination**

Coordinate and adopt the necessary bylaws needed to implement the CCAP (e.g., proposed new DCC Bylaw; parking reduction in the Zoning and Development Bylaw).

<b>POLICIES</b>	
<b>4.1 Implementation Strategy</b>	
<b>a) Financing Options</b>	The City will use tools such as development cost charges (DCCs), works and services, utility charges and reserves, density bonusing, phased development agreements and general revenues to finance development in the City Centre.
<b>b) Growth Related Costs – DCC Items</b>	All significant growth related costs (i.e., transportation, water, sanitary sewer, storm drainage, parkland acquisition, parkland development) will be financed through the City-Wide DCC Program.
<b>c) Non-Growth Related Costs – Works and Services</b>	Non-growth related costs (e.g., sanitary sewer and storm drainage upgrades not on the City-Wide DCC Program) will be financed through a combination of works and services (where possible) and utility charges or reserves.
<b>d) Transportation Improvements and Utility Upgrades on the DCC Program</b>	Where specific transportation improvements and utility upgrades are on the City-Wide DCC Program, developers will be eligible for DCC credits or rebates and DCC front ender agreements for the cost of the land and the construction costs, but only to the maximum extent of the transportation and utility cost in the City-Wide DCC Program and the maximum extent of their transportation and utility DCC payment to the City-Wide DCC Program.
<b>e) Transportation Improvements and Utility Upgrades not on the DCC Program</b>	Where specific transportation improvements and utility upgrades are not in the City-Wide DCC Program but they are required for and service new development, developers will be required to construct all necessary works and services to the required standards at their sole cost under a standard servicing agreement.
<b>f) Works and Services - Developer and City Responsibility</b>	Developers will be responsible for financing any required works and services. The City will consider the range of tools permitted under the Local Government Act to help developers recover the cost of works and services (e.g., a development works agreement with the City; private agreements amongst the developers).
<b>g) Timing of Transportation Improvements and Utility Upgrades</b>	The financing arrangements for transportation improvements and utility upgrades should be in place prior to rezoning approval. The actual transportation improvements and utility upgrades must be completed under a servicing agreement as a condition of occupancy permit approval.
<b>h) Up Front Funding for the Capstan Canada Line Station</b>	New zoning will not be put in place in the Capstan Village area until funding for the Capstan Canada Line Station has been secured to the satisfaction of the City.
<b>i) Developer Pay Back Mechanism for the Capstan Station</b>	The City may ask the Province to grant it special powers so that it can pay back an individual developer or group of developers who provide the up front funding for the Capstan Canada Line Station from other development in the Capstan Village area (e.g., include transit improvements in the DCC Program or as being eligible for a development works agreement).
<b>j) Major Thoroughfares, Major Streets and Minor Streets</b>	These streets are to be dedicated and their alignment should be considered fixed as per the Plan, except that in the case of Minor Streets, the City may determine that this can be varied, provided that the alternative alignment and/or means of securing a designated Minor Street for public use results in a specific benefit to the community and a situation that the City considers to be equal or superior to what would otherwise have been achievable under the Plan with regard to: <ul style="list-style-type: none"> <li>• the intended transportation functions of the street and related mobility and access networks;</li> <li>• costs, risks, and liability incurred by the City;</li> <li>• the form of development on the affected development site and its neighbours.</li> </ul>
<b>k) Lanes and Mews</b>	The alignment, the means by which these routes will be secured for public use, and the nature of that use (e.g., vehicles, pedestrians, bicycles, parking, loading, other public uses) will be determined, to the satisfaction of the City, through Richmond’s development review process.
<b>l) Park and Open Space on the DCC Program</b>	Where specific parkland acquisition and parkland development are in the City-Wide DCC Program, developers will be eligible for DCC credits or rebates if they have given land for park or constructed the park improvements, but only to the maximum extent of the park costs in the City-Wide DCC Program and the maximum extent of their parkland acquisition and development DCC payments to the City-Wide DCC Program.
<b>m) Park and Open Space not on the DCC Program</b>	Where specific park and open space are not on the City-Wide DCC Program, developers will be required to: <ul style="list-style-type: none"> <li>• provide a right-of-way to secure the park and open space as privately owned publicly accessible areas (POPAs) as part of the development approval process; or</li> <li>• acquire the parkland and develop the parkland, or contribute to the acquisition and development of all or a portion of the parkland, in order to advance their development and that particular park and open space ahead of the City’s DCC Program.</li> </ul>

n)	<p><b>Density Bonusing – Affordable Housing</b>                  In accordance with the Richmond Affordable Housing Strategy, the following density bonusing approach will be used for rezoning applications in the City Centre:</p> <ul style="list-style-type: none"> <li>apartment and mixed use developments involving more than 80 residential units are to make available at least 5% of their total residential building area (or a minimum of 4 residential units) for affordable low end market rental housing;</li> <li>all townhouse developments and apartment or mixed use developments involving 80 or less residential units are to provide a cash contribution for affordable housing (currently \$2 per square foot for townhouse developments and \$4 per square foot for apartment or mixed use developments);</li> <li>single-family residential developments are to include an affordable low end market rental secondary suite or coach house on at least 50% of any lots being rezoned and subdivided or to provide a cash contribution for affordable housing (proposed to be \$1 per square foot for all new single-family residences).</li> </ul>
o)	<p><b>Density Bonusing – Child Care</b>                  In addition to providing affordable housing, the density bonusing approach will be used to obtain child care as an amenity from rezoning applications in the following areas of the City Centre:                  Urban Core Transect (T6 area):</p> <ul style="list-style-type: none"> <li>1% of the total residential building area for child care space; or</li> <li>a cash contribution to the child care reserve fund (e.g., \$0.80 per total square foot).</li> </ul> <p>Village Centre Bonus Map areas where aircraft noise sensitive land uses are not prohibited:</p> <ul style="list-style-type: none"> <li>5% of the additional 1.0 FAR permitted for non-residential uses for child care space; or</li> <li>a cash contribution to the child care reserve fund (e.g., \$4 per total square foot).</li> </ul>
p)	<p><b>Density Bonusing - Community Facility Instead Of Child Care</b>                  In certain instances, the provision of child care space may not be the top priority. Staff will identify circumstances where the density bonusing approach should be used for community facilities (e.g., community centres, libraries) rather than child care. Council will approve any such arrangements. This being the case, the density bonusing approach will be used to obtain community facilities from rezoning applications in the following areas of the City Centre:                  Village Centre Bonus Map areas where aircraft noise sensitive land uses are not prohibited:</p> <ul style="list-style-type: none"> <li>5% of the additional 1.0 FAR permitted for non-residential uses for community facility space; or</li> <li>a cash contribution to the leisure statutory reserve fund (e.g., \$4 per total square foot).</li> </ul>
q)	<p><b>Density Bonusing – Community Benefit Items</b>                  The density bonusing approach will be used to obtain items that benefit both the developer and the City besides affordable housing, child care or community facilities from rezoning applications in the following areas of the City Centre:                  Village Centre Bonus Map areas where aircraft noise sensitive land uses are prohibited:</p> <ul style="list-style-type: none"> <li>5% of the additional 1.0 FAR permitted for non-residential uses for the benefit of both the City and the developer (e.g., artist studios; heritage initiatives; etc.).</li> </ul>
r)	<p><b>No Density Bonusing for Public Art</b>                  Public art will continue to be a voluntary program and will not be obtained through the density bonusing approach in the City Centre.</p>
s)	<p><b>Downtown Commercial District (C7)</b>                  Variances to reduce the parking requirements in the Downtown Commercial District (C7) zone will be considered on a case-by-case basis by Council and will be reviewed in light of the various CCAP policies.</p>
t)	<p><b>Community Planning</b>                  The City may use the negotiation of phased development agreements to obtain funds to assist with its community planning program (e.g., \$0.25 per square foot of total net building area in the City Centre).</p>
<p><b>4.2 Phasing Strategy</b></p>	
a)	<p><b>Planning and Development Priorities</b>                  The <i>CCAP Implementation Strategy</i> also identified guiding principles for phasing growth. Based on these principles, the fundamental planning and development priorities for the City Centre include the:</p> <ul style="list-style-type: none"> <li>establishment of high-density transit villages;</li> <li>enhancement of the waterfront;</li> <li>establishment of important transportation and utility improvements;</li> <li>acquisition of well-located, highly used public parks and community facilities.</li> </ul>
b)	<p><b>Additional Studies and Periodic Updates</b>                  The CCAP identifies a wide range of additional studies and periodic updates. Each City department will be responsible for leading and undertaking their studies and updates, and seek Council approval and funding to do so. Council will review and, if acceptable, approve study and update findings, and any required implementation funding. Such initiatives are subject to corporate priorities and approved budgets.</p>
c)	<p><b>Encourage Development within 200 m (656 ft.) of Village Centres</b>                  Encourage subdivision, rezoning, development permit and building permit applications to facilitate development within 200 m (656 ft.) of the six Village Centres in the CCAP.</p>
e)	<p><b>Significant Land Acquisitions</b>                  The City will acquire strategic land parcels early in the development of the CCAP for the provision of future parks and/or community facilities in order to reduce the impact of rising land costs in the City Centre. This may require an aggressive monetary borrowing plan to achieve substantive results and may require a referendum to obtain public assent.</p>
e)	<p><b>Prioritize the DCC Program</b>                  Prioritize the DCC program to focus attention on ensuring that any municipal funding in support of City Centre DCC projects is in place as development occurs.</p>

### 4.1.1 Transportation

The City Centre Transportation Plan (CCTP) Implementation Strategy costs out the various transportation improvements needed to achieve the vision of “sustainable mobility for a livable, appealing and viable downtown”.

The transportation improvements being proposed include roads, sidewalks, cycling lanes, greenways, pedestrian/cyclist crossing enhancements and traffic signal improvements.

The majority of the transportation improvements are required to service development and should be completed by the year 2031 when a residential population of 90,000 people is projected for the City Centre.

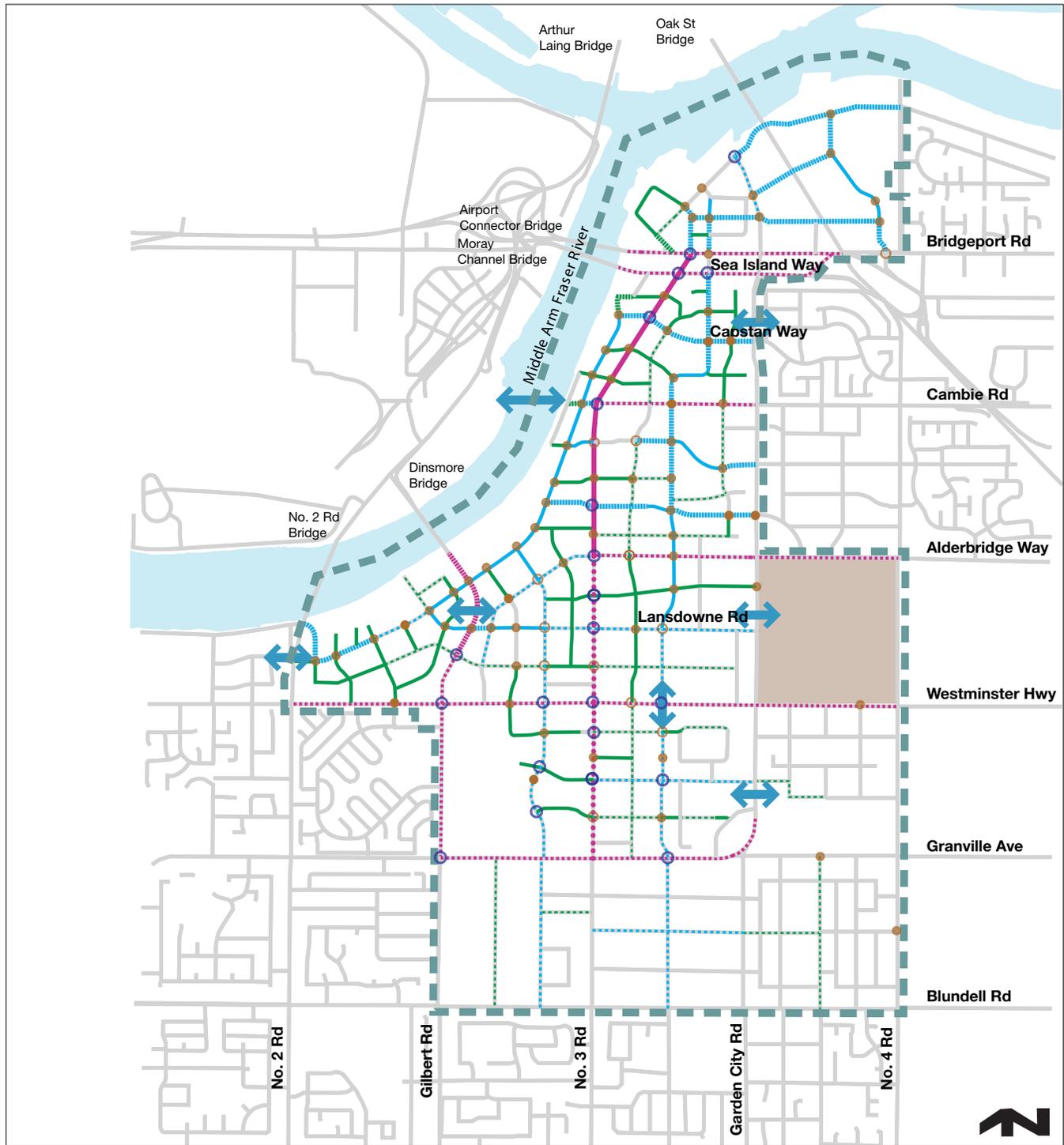
Therefore, developers are required to pay the majority of the transportation costs arising from the CCAP because they are needed and are primarily for the benefit of new development.

Major roads are included in the DCC Program. This would include all major thoroughfares and major streets in the CCAP. All developers would pay these DCCs because all residents and businesses throughout the City benefit from these major arterial improvements.

Minor streets are not included in the DCC Program because they are needed for or benefit specific developments. As such, minor streets are to be completed and paid for by developers as part of their required works and services. An exception is made for a few minor streets that are either in the existing DCC Program or which are critical to the completion of the transportation network.

It is recognized that the costs and financing strategy for transportation may need to be reviewed or updated in the future.

## Proposed New Transportation Improvements Map (2031)



<ul style="list-style-type: none"> <li>City Centre Boundary</li> <li>Canada Line Station</li> <li>Village Centre</li> <li>Garden City Lands (Further Study Required)</li> <li>Pedestrian / Cyclist Crossing Enhancement</li> <li>Other Streets</li> </ul>	<p><b>MAJOR THOROUGHFARE</b></p> <ul style="list-style-type: none"> <li>Realign, Rebuild &amp; Streetscape</li> <li>Widen &amp; Upgrade to Standard</li> <li>Raised Bikelane &amp; Sidewalk Upgrade</li> <li>Cycling / Sidewalk / Greenway Improvement</li> </ul> <p><b>MAJOR STREET</b></p> <ul style="list-style-type: none"> <li>New Street</li> <li>Widen &amp; Upgrade to Standard</li> <li>Cycling / Sidewalk / Greenway Improvement</li> </ul>	<p><b>MINOR STREET</b></p> <ul style="list-style-type: none"> <li>New Street</li> <li>Upgrade to Standard</li> <li>Cycling / Sidewalk Improvement</li> </ul> <p><b>TRAFFIC SIGNAL IMPROVEMENT</b></p> <ul style="list-style-type: none"> <li>Modify Existing</li> <li>Expand Existing</li> <li>New Signal</li> </ul>
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### 4.1.2 Utilities

#### (Water, Sanitary Sewer and Storm Drainage)

To address the issue of utilities required for the CCAP, the existing water, sanitary sewer and storm drainage models for the City Centre were updated.

In doing so, estimates of the residential population and industrial, commercial and institutional (ICI) equivalent population in the City Centre were made using existing (2006) data, a theoretical zoning map (to 2021-2031) and the ultimate build-out population projections.

As part of this update, a distinction was made between utility upgrades required for sanitary sewer and storm drainage to service existing development in the City Centre and those required to service new development.

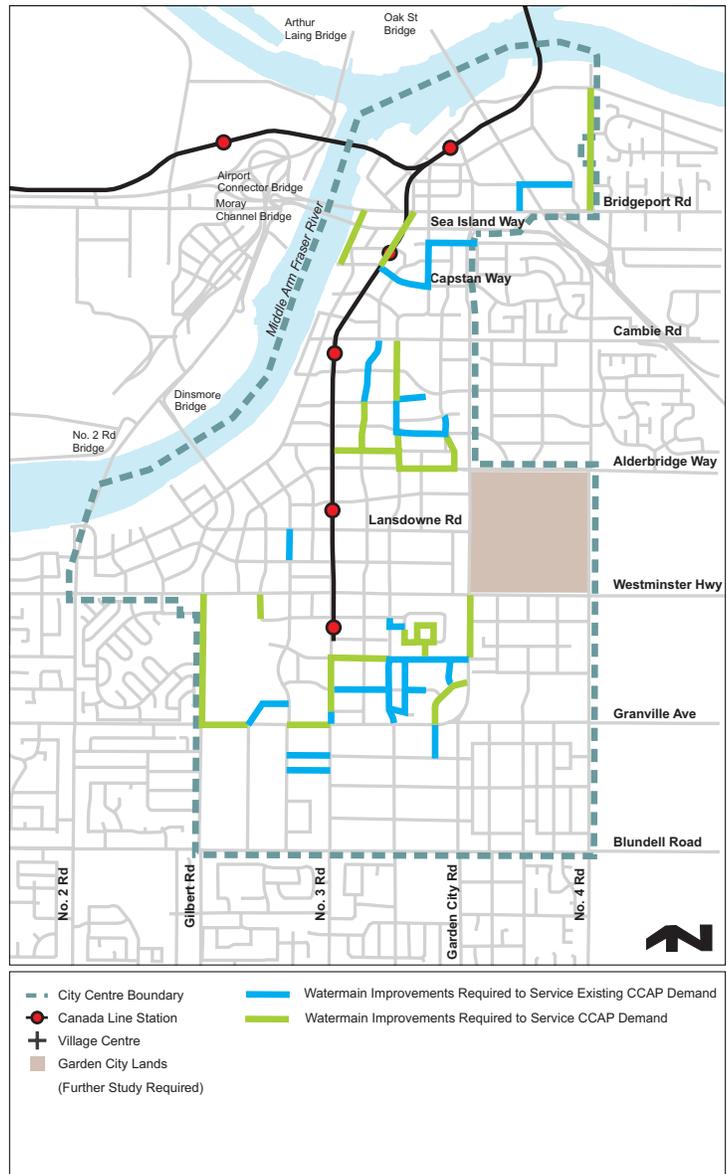
This is an important consideration in determining who pays for these utility upgrades and how those costs are paid for (e.g., utility upgrades to service existing development should not be incorporated into the DCC Program).

By and large, developers are required to pay for the majority of the utility upgrades required in the City Centre either through the City-Wide DCC Program or through their required works and services.

The City will use utility charges and reserves to undertake the required upgrades to service existing development not funded by developers.

It should be noted that, to complete the updating of the utility models in a timely manner, the utility models used at this time do not identify and cost out every specific water, sanitary sewer and storm drainage upgrade required to be built (e.g., by developers through works and services). The models will be updated from time to time by Engineering.

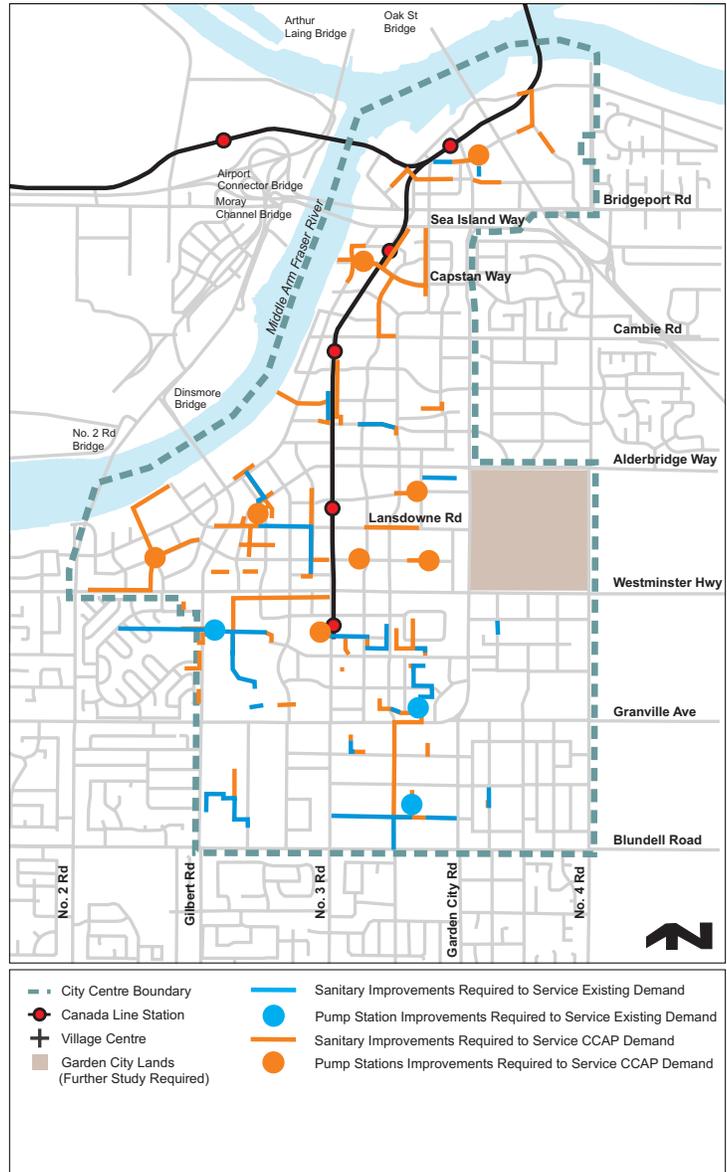
### Proposed Watermain Improvements Map (2031)



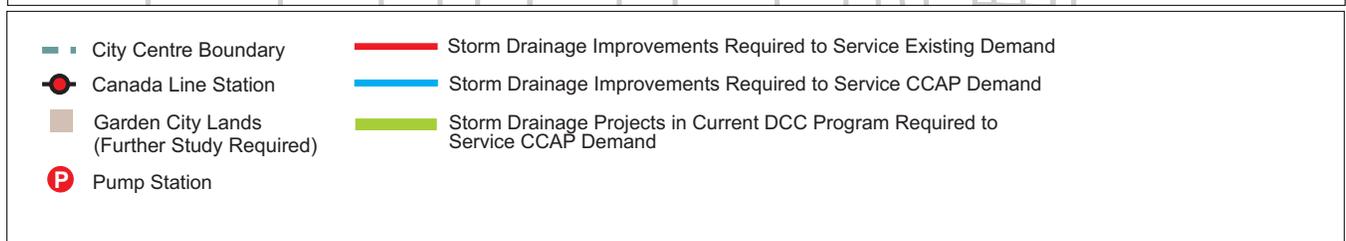
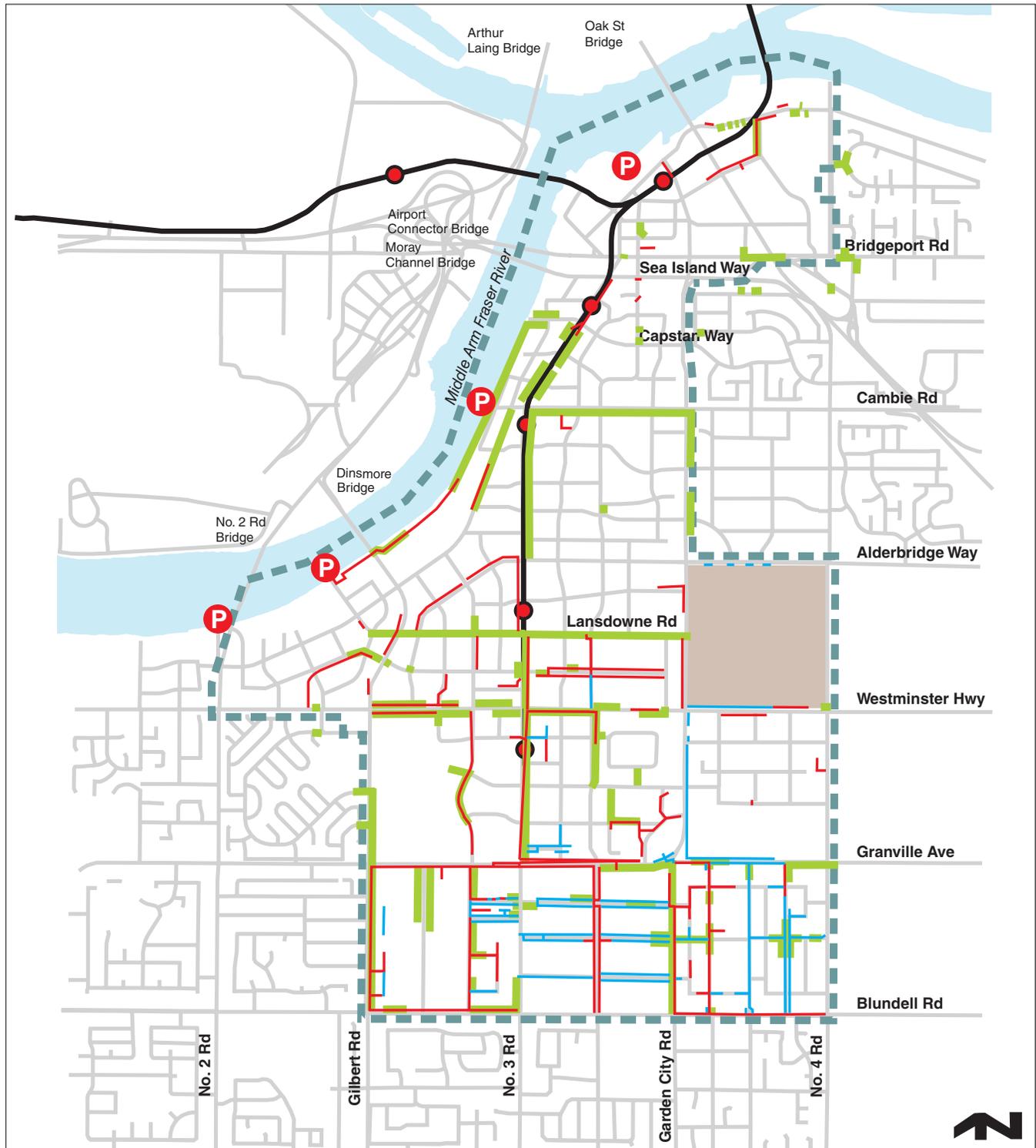
Furthermore, at this time, the sanitary sewer and storm drainage upgrades do not include efficiencies due to sustainability initiatives because the implications of these initiatives are not yet known and guaranteed. This will be addressed by Engineering as information becomes available.

It is recognized that the costs and financing strategy for utilities will be reviewed by Engineering and updated from time to time.

## Proposed Sanitary Sewer Improvements Map (2031)



## Proposed Storm Drainage Improvements Map (2031)



### 4.1.3 Park and Open Space

The appropriate amount, size and location of park and open space for the City Centre is based in part on the size of the resident population as expressed as a ratio of acres to population (i.e., 7.66 ac. per 1,000 residents City-wide, of which 3.25 ac. per 1,000 residents is required in the City Centre).

Using this base level of park and open space, an additional 42 ha (103.5 ac.) needs to be added to the existing inventory of 76.5 ha (189 ac.) by the year 2031.

Of the 42 ha (103.5 ac.) of new park and open space required to service a population of 90,000 residents in the City Centre, approximately:

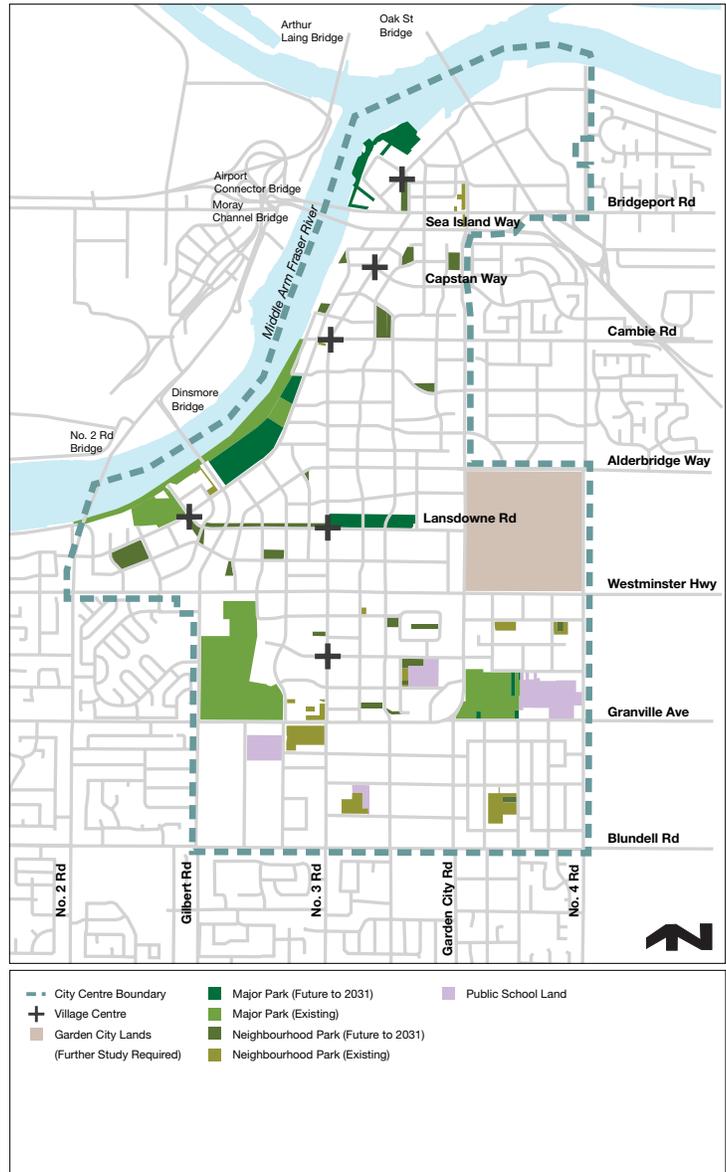
- 9 ha (22 ac.) is already owned by the City in 2008;
- 11 ha (27.5 ac.) is proposed to be acquired as privately owned publicly accessible areas (POPAs) or right-of-ways;
- 22 ha (54 ac.) is proposed to be added to the DCC Program, which has a time frame to the year 2031.

At this time, the City includes the existing School Board lands in the City Centre (e.g. 43 ac.) in the supply of City Centre park land as they are regarded as needed and complementary assets, and to minimize costs, acquisition and disruption. The City intends to explore options regarding the disposal of any surplus School Board lands.

Developers will be required to fund all of the new park and open space not already owned by the City.

For example, linear greenways to be acquired as POPAs or right-of-ways are to be obtained as part of the development approval process and would not be purchased by the City.

### Park & Open Spaces Map (2031)



The park and open space being added to the DCC Program is for the benefit of the entire City and is available for use by the population of Richmond at large (i.e., City Centre parks are a community-wide benefit, not just a City Centre benefit).

The cost of acquiring this parkland and developing it as park and open space was carefully determined using 2007 data.

In addition to the park and open space included in the DCC Program, there will be other open space such as POPAs in the form of plazas and squares, public rights of passage through developments, other government owned property and utility rights of way.

It should be noted that at the ultimate build-out population of 120,000 residents by the year 2100, a total of approximately 158 ha (390 ac.) of park and open space will be required in the City Centre.

It is recognized that the costs and financing strategy for parks and open space may need to be reviewed by PRCS and updated in the future.

### 4.1.4 Density Bonusing

Density bonusing is the primary way under the Local Government Act for municipalities to secure affordable housing and amenities.

The CCAP is striving to create a “complete community”, which involves providing affordable housing and a range of other amenities.

The *CCAP Implementation Strategy* identified the following priorities based on Council’s approved policies and because of their need:

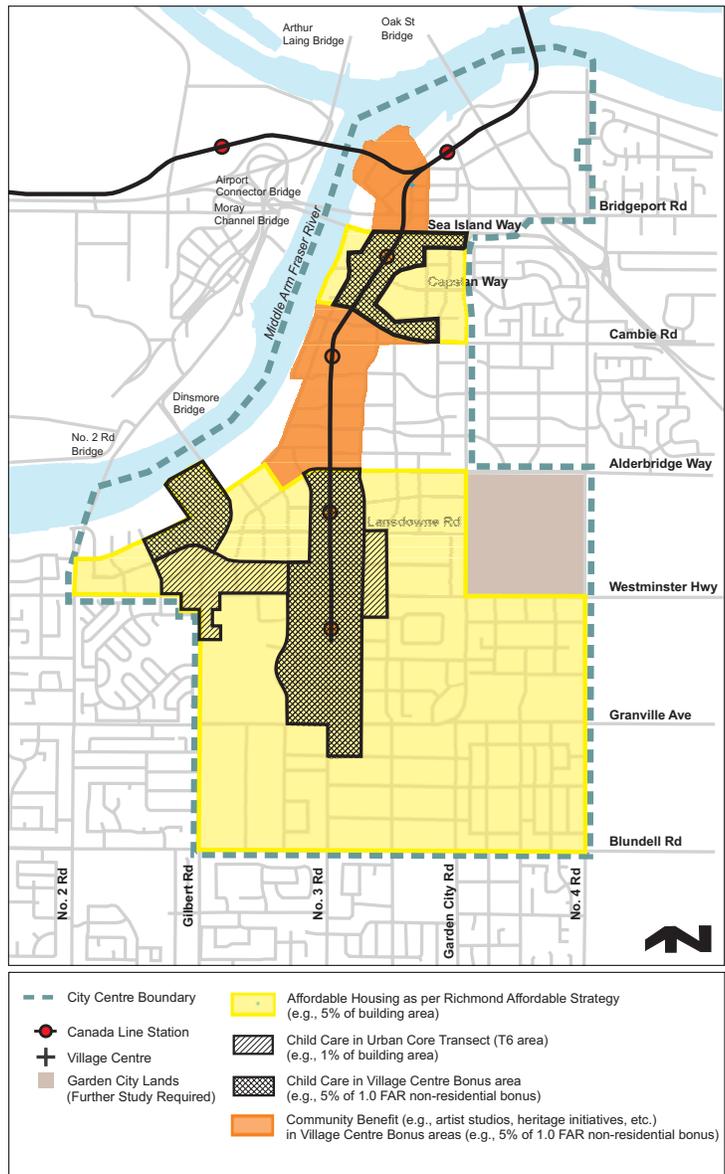
- First Priority – affordable housing as per Richmond Affordable Housing Strategy;
- Second Priority – child care as per the Richmond Child Care Needs Assessment.

The density bonusing approach is being fully utilized by the City to encourage developers to either provide a cash contribution towards or to build affordable housing, child care and community benefit items (e.g., artist studios; heritage conservation).

There may be circumstances where it will be desirable to use density bonusing for community amenities rather than child care. The possible alternate community amenities include items such as community centres, libraries, and heritage. PRCS will identify these circumstances and provide funding options for Council at that time.

Other funding options are being examined for community amenities (e.g., by PRCS and Finance) such as property taxes/reserves, public/private partnerships, joint ventures, debt financing (which would involve a referendum), intergovernmental funding and community contributions such as corporate sponsorships or fund raising.

### Density Bonusing Map (2031)



At this time, density bonusing for affordable housing and amenities is not being used:

- in areas where aircraft noise sensitive land uses are prohibited (e.g., all residential uses, licensed day care uses and hospitals);
- for commercial, office or industrial developments outside of the four villages where aircraft noise sensitive land uses are not prohibited.

## 4.2 Phasing Strategy

The purpose of the CCAP phasing strategy is to:

- coordinate development and ensure that community infrastructure and amenities are provided in a timely manner;
- maximize development around the Canada Line and transit stations to promote ridership;
- enhance the use of the waterfront and the acquisition of the waterfront park/natural areas;
- enable flexibility as many areas of the City Centre may develop at the same time provided that services and community facilities are provided in a timely manner.

The phasing strategy is not proposing to phase development in the traditional way (i.e., where development would not be permitted in one area until a higher priority phase was completed). Instead, it proposes that development could proceed outside the preferred development areas if the developer assumes the responsibility for the provision and construction of the required City improvements.

The preferred development areas in the City Centre:

- facilitate the streetscape and road enhancements along No. 3 Road;
- enable the completion of Lansdowne Road from No. 3 Road to the Richmond Oval;
- facilitate the relocation of River Road to the CPR right-of-way;
- recognize that funding for the Capstan Canada Line Station must be secured up front before any new zoning will be put in place in the Capstan Village area;
- reinforce the establishment and development of a non-residential density bonus around the Canada Line Stations and Richmond Oval;
- envision the enhancement of the waterfront and the acquisition of key waterfront parks and amenities.

## Preferred Development Areas Map

