



# City of Richmond

## Report to Committee

**To:** Parks, Recreation and Cultural Services Committee  
**Date:** August 24, 2017

**From:** Cathryn Volkering Carlile  
 General Manager, Community Services  
**File:** 07-3190-01/2017-Vol 01

**Re:** **Recreation Fee Subsidy Program – Proposed Program Revision and Consultation Results**

### Staff Recommendation

1. That revisions to the Recreation Fee Subsidy Program and funding strategy as outlined in the report titled “Recreation Fee Subsidy Program – Proposed Program Revision and Consultation Results,” dated August 24, 2017 from the General Manager, Community Services, be adopted;
2. That staff bring forward a progress report to Council on Recreation Fee Subsidy Program participation after one year of implementation, and a final evaluation report after two years of implementation that includes any recommended adjustments to the program and a long-term funding strategy; and
3. That the age at which seniors pricing takes effect in the City’s Community Services programs and services shift from 55 to 65 years of age, concurrent with implementation of the updated Recreation Fee Subsidy Program.

Cathryn Volkering Carlile  
 General Manager, Community Services  
 (604-276-4068)

Att. 7

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Finance Department	<input checked="" type="checkbox"/>	
Information Technology	<input checked="" type="checkbox"/>	
Arts, Culture & Heritage	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
Recreation Services	<input checked="" type="checkbox"/>	
Richmond Olympic Oval	<input checked="" type="checkbox"/>	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: 	APPROVED BY CAO (Deputy) 

## Staff Report

### Origin

This report has been written in response to the staff referral from May 9, 2016, wherein the report titled "Recreation Fee Subsidy Program Review" was presented to Council. Council received the report and endorsed the following referrals:

- (1) That the proposed Guiding Principles for the Recreation Fee Subsidy Program as described in the staff report titled, "Recreation Fee Subsidy Program Review," dated April 4, 2016 from the General Manager, Community Services be approved;*
- (2) That staff be authorized to consult with the City's Community Partners on the findings and proposed options developed from the "Recreation Fee Subsidy Program Review"; and*
- (3) That, following consultation with Community Partners, a Draft Recreation Fee Subsidy Program Update including a proposed funding strategy be brought back to Council for consideration.*

The purpose of this report is to present the recommendations that are currently being considered for an updated Recreation Fee Subsidy Program, including a proposed funding strategy. The report will outline progress to date, results of the consultation with Community Partners, as well as analysis and recommended options for a revised Recreation Fee Subsidy Program.

This report supports Council's 2014-2018 Term Goal #2 A Vibrant, Active and Connected City:

*Continue the development and implementation of an excellent and accessible system of programs, services, and public spaces that reflect Richmond's demographics, rich heritage, diverse needs, and unique opportunities, and that facilitate active, caring, and connected communities.*

*2.3. Outstanding places, programs and services that support active living, wellness and a sense of belonging.*

This report supports the Council-adopted Social Development Strategy Goal #1: Enhance Social Equity and Inclusion,

*Action 4 – Conduct a comprehensive review of the Recreation Fee Subsidy Program to ensure it continues to address priority needs, within the City's means, with consideration being given to:*

*4.1 – Exploring program expansion to assist more low-income residents (e.g. adults, older adults, people with disabilities);*

*4.2 – Using technological improvements to enhance customer service and program administration;*

*4.3 – Increasing available opportunities for resident participation in community recreation, arts, and cultural activities;*

*4.4 – Developing enhanced communication and marketing approaches to facilitate maximum uptake of the RFSP by eligible recipients; and*

*4.5 – Alternative mechanisms for administration of the program (e.g. through a non-profit agency, funded by the City and in accordance with City guidelines).*

*Action 7 – Implement, monitor and update the Older Adults Service Plan, placing priority attention on:*

*7.5 – Reviewing the pricing structure for City programs for older adults to ensure it remains equitable and sustainable, while also being affordable for those with limited incomes.*

This report also supports Council Policy 4012 – Access and Inclusion (adopted October 13, 1981; amended December 8, 2014) that states (Attachment 1):

*It is Council policy that:*

*Richmond is an accessible and inclusive city by:*

- 3. Developing programs and adopting practices to ensure Richmond residents and visitors have access to a range of opportunities to participate in the economic, social, cultural and recreational life of the City.*
- 4. Collaborating with senior levels of government, partner organizations and stakeholder groups to promote social and physical infrastructure to meet the diverse needs of people who visit, work and live in Richmond.*
- 5. Promoting barrier free access to the City's facilities, parks, programs and services.*

## **Background**

### **Current Recreation Fee Subsidy Program**

The City's Recreation Fee Subsidy Program (RFSP), supported by the City and Community Associations/Societies (Community Partners), provides subsidized access to parks, recreation and cultural services primarily for children and youth from low-income families living in Richmond. Residents currently receive these discounts on a pay-what-you-can-afford basis. Since inception, the main goal of the program has been to improve access to facilities and a wide range of recreation choices for those in financial need.

The original RFSP, previously called the Leisure Services Fee Subsidy Program, was approved by Council as a pilot project in 1998 and implemented by staff and Community Partners in 1999.

Continuation of this program was endorsed by Community Associations and by Council on July 10, 2000 through the following resolution:

*“That the continuation of the Leisure Services Fee Subsidy Program be endorsed.”*

Currently, opportunities are primarily available for children and youth, although families can participate in swimming through the use of a 10-visit family swim pass. This is the only subsidized access that adults receive through the current RFSP.

Many of the City’s Community Partners also provide complementary ways to increase access for low-income residents including numerous free and low-cost programs and community events throughout the year that are promoted in the seasonal Low Cost, No Cost brochure. Community Partners also offer client support initiatives such as the No Cost Subsidy Program<sup>1</sup> and satellite programming for families living in low-income housing.

Historically, the RFSP has been made possible by individual City and Community Partner facilities foregoing revenue on the discounted portion of subsidized programs. This has enabled children and youth from families living on low income to participate in an average of 1,120 parks, recreation and cultural opportunities annually over the past five years.

While there have been minor modifications to the RFSP to provide additional opportunities for clients as well as improve customer service and streamline the administrative process, there has not been a comprehensive evaluation of this program since its inception in 1999, nor has it been formally assessed in relation to changing community context or demand.

A review of the City’s RFSP was identified in the City’s Social Development Strategy as a short term priority. As a result, a comprehensive review of the RFSP was conducted in 2014 and 2015 to ensure the program is reflective of today’s community context, meets the needs of Richmond’s current low-income residents, and continues to align with Council Policy 4012 – Access and Inclusion (Attachment 1).

### RFSP Review

To assess the RFSP, staff created a City and Community Partner working group comprised of two individuals representing Community Partners and five staff from Community Services. Terms of reference and a work plan were established, which included program comparisons of ten Canadian municipalities (Burnaby, Coquitlam, Surrey, Delta, Vancouver, Victoria, Winnipeg, Edmonton, Calgary and Metro Toronto). The work program also involved an evaluation of Richmond’s current program, a review of Richmond population statistics, a literature review and consultation involving current users, targeted non-users, community agencies and City staff.

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<sup>1</sup> The No Cost Subsidy Program is not advertised and offered seasonally to families who have qualified for the RFSP. Community Centre programmers identify registered programs that have enough registration to be financially viable and still have room for additional participants.

The City and Community Partner working group provided insight and input into the process and tested the considerations and findings. The working group also participated in the development of the guiding principles and the criteria for the proposed options for an updated RFSP.

Results from this process comprised the consultant report titled “Recreation Fee Subsidy Program Review,” (RFSP Review) presented to Council on May 9, 2016. The report explored the most effective ways to implement fee subsidies. Examination of other municipalities showed that it is best practice to provide: subsidy to residents of all ages; a range of choices (admissions and program registrations); subsidies to serve a minimum of 15-20% of the total low-income population; a centralized administration system; and to incorporate subsidies into annual budgets.

### Guiding Principles for a Revised Program

To aid with the review the original guiding principles for the RFSP were reviewed and updated with input from City staff and the working group. The revised Guiding Principles below were adopted by Council on May 9, 2016:

- Provide access to parks, recreation and cultural services and facilities for community residents of all ages in financial need;
- A wide range of parks, recreation and cultural choices will be available through the City of Richmond’s services and community facilities operated by Community Partners;
- The amount of financial support available to provide access through the RFSP will be determined by the financial abilities of the City and Community Partners;
- Applicants to the RFSP will be treated with dignity and respect thereby supporting City of Richmond’s Customer Service Standards;
- There will be a balance between efficient processing of applications and adequate scrutiny of applicants’ financial information. The screening, tracking and administration of the RFSP will be centralized;
- The program will be available for all eligible Richmond residents; and
- Confidentiality will be maintained.

### **Analysis**

At the Council meeting held May 9, 2016, staff were given a referral to consult with Community Partners on findings of the RFSP Review report and the proposed options for a program update. Staff were also referred to report back to Council with recommendations for an updated RFSP including a funding strategy.

Staff held three stakeholder consultation meetings with Community Partners (June 9, 2016, November 23, 2016, May 11, 2017). Each Community Partner was invited to send representatives from their Board of Directors to participate in the consultation. After each meeting, Community Partner representatives were provided with meeting notes, a copy of the PowerPoint presentation, and information and guiding questions to assist them in garnering feedback from their respective Boards.

Throughout the consultation process, Community Partners were supportive of the Recreation Fee Subsidy Program, but raised concerns about potential financial uncertainty. Due to Richmond's recreation delivery system involving 14 different associations and societies in the delivery of programs and services, the funding strategy is complex, but all Partners have agreed to collectively contribute to a Central Fund. See Attachment 2 for an overview of all parties involved in the updated Recreation Fee Subsidy Program. During consultation Community Partners also identified the opportunity to change the seniors age from 55 to 65 years.

Recommendations in this report are based on feedback from Community Partners and staff analysis. Community Partner feedback has been incorporated throughout and a consultation summary has been included in Attachment 3.

### 1. General Support for a Revised RFSP

All Community Partners support an updated RFSP. Community Partners agree that a revised RFSP would enable involvement for the entire family, provide better access to programs for people of all ages, and contribute to increased fairness, better health outcomes and improved quality of life. Community Partners also saw this as an opportunity to engage new clients in recreational opportunities.

### 2. Supported Changes to the RFSP

There was consensus among Community Partners that a revised RFSP should entail:

- Free admission for all ages (for drop-in programs and services); and
- 90% discount on advertised price of program registration fee for all ages
  - Cap of \$300/year in subsidy for children and youth
  - Cap of \$100/year in subsidy for adults and seniors.

The revised RFSP will enable Richmond residents living on low income to choose to participate in a wide range of basic recreational activities. Examples of eligible programs and services include drop-in admissions to public swimming, skating, basketball, most group fitness programs<sup>2</sup> and fitness centres, as well as basic swim lessons, and registered sports, arts, fitness or skating programs. The RFSP will not be available, for example, for use of court rentals, facility rentals, private or semi-private lessons, or birthday parties. See Attachment 4 for a list of sample eligible and ineligible programs.

These RFSP updates would establish Richmond as a leader amongst other municipalities in the Lower Mainland and advance Council Term Goal #2, A Vibrant, Active and Connected City and Social Development Strategy Goal #1 Enhance Social Equity and Inclusion.

These changes support the guiding principles adopted by Council on May 9, 2016, and result in a program that is more responsive to current community need. If adopted the new RFSP is anticipated to engage new customers, increase participation, and remove financial barriers for a larger portion of Richmond's low-income population (Attachment 5).

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<sup>2</sup> An exception would be group fitness classes in which the instructor charges a per person rate rather than an hourly wage.

### 3. Implications to City Operations and Administration

The impact of free admissions is not anticipated to cause significant additional budget implications to City operations (i.e. Richmond Aquatics). One more person dropping-in to a weight room or public swim does not incur any significant cost to the City. However, special consideration will need to be given to facility capacity and program type. For example, Richmond Aquatics standard procedure is to ensure one lifeguard on deck for every 50 participants in the pool.

The anticipated impact of subsidized registered programs at City facilities is expected to be \$114,000 to \$153,000 in foregone revenue from RFSP clients. This amount represents foregone revenue, but no hard costs will be incurred or additional funds required at the following facilities:

- Minoru Aquatic Centre
- South Arm Outdoor Pool
- Steveston Outdoor Pool
- Watermania
- Richmond Arts Centre

It is anticipated that the new PerfectMind registration system will meet RFSP data management needs. There are no financial impacts identified at this time for technology improvements.

Additional administrative support will be needed to screen the anticipated increased number of applications. The program currently processes approximately 1,000-1,500 RFSP registrations annually. This is expected to increase to 6,350-8,360 clients. Administrative time equivalent to one additional full-time administrative staff will provide the anticipated customer service support required to offer the revised RFSP. The estimated cost is \$63,000.

It is also anticipated that additional promotion will be required particularly in the first year of implementation to ensure new eligible individuals are aware of the revised program. A promotional campaign including informational brochures, posters and outreach to community social service agencies would be beneficial. The estimated cost is \$5,000.

Funding required for additional administrative support and program promotion will be requested as part of the City's 2018 Operating Budget process. During the initial two years of implementation operational need for administrative support and program promotion will be assessed and a request for ongoing funding will be submitted in a future City Budget process.

If funding is not approved for additional program support, existing administrative capacity would be unable to process the anticipated increase in applications due to expanding the program eligibility to adults and seniors. This would slow the screening process significantly and limit the number of approved applicants who could participate in recreational programs. Customer service would be negatively impacted as applicants would likely experience long wait periods as applications are screened.

Lack of access to information about supportive programs and services is one of the major barriers faced by people who experience poverty. If funding is not approved for additional program promotion, the lack of marketing may leave many potential participants without program information and therefore not participating in recreational programs.

#### 4. Funding Strategy for Community Partners (Central Fund)

##### *Community Partners Involved*

The following Community Partners are involved in the Recreation Fee Subsidy Program:

- Britannia Heritage Shipyard Society
- City Centre Community Association
- East Richmond Community Association
- Hamilton Community Association
- Minoru Seniors Society
- Richmond Arenas Community Association
- Richmond Art Gallery Association
- Richmond Fitness and Wellness Association
- Richmond Museum Society
- Richmond Nature Park Society
- Sea Island Community Association
- South Arm Community Association
- Steveston Community Society
- Thompson Community Association
- West Richmond Community Association

Any new Community Partners will also participate in the RFSP as part of their operating agreements, see Attachment 2.

##### *Financial Impact to Community Partner Operations*

The financial impact of free admissions is not anticipated to cause significant additional budget implications for Community Partners. One more person dropping in to a fitness class or weight room does not incur any significant cost. However, special consideration may need to be given to facility capacity, program type, contractor payment structure and an increase in customers who qualify for subsidy.

The overall financial impact of subsidized registered programs for Community Partner operations (i.e. community centres, arenas, Nature Park, and arts and heritage sites) is anticipated to be \$76,000 to \$102,000.

##### *Proposed Central Fund*

During the consultation process Community Partners expressed concern over financial uncertainty with expanded RFSP eligibility to adults and seniors, particularly with regard to registered programs. This is because registered programs need a minimum number of paying



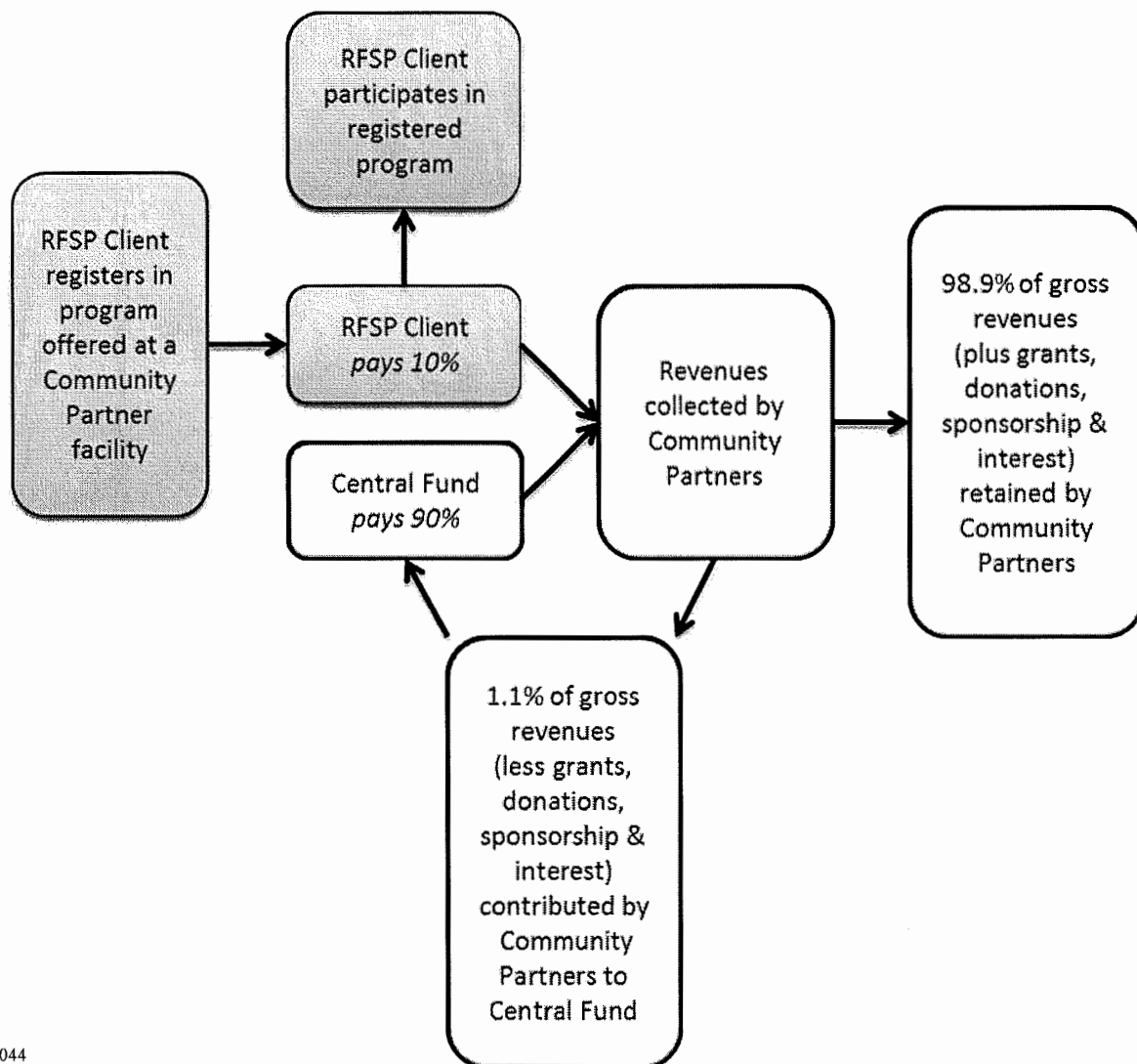
participants in order to ensure there is enough revenue to cover program costs such as instructor wages.

The current RFSP funding structure (revenue from the discounted portion of the registration fee is foregone by the facility) is not recommended for the new RFSP because:

- Community Partners would not be able to plan for minimum registrants as it is not possible to forecast whether RFSP clients will register in any given program.
- Requiring RFSP clients to wait until the minimum number of fully paying registrants is reached before they could register would create two-tiered service and does not align with the Guiding Principles of increasing choice and maintaining dignity and respect of RFSP participants.

To address Community Partner concerns over financial uncertainty, staff proposed the creation of a Central Fund whereby Community Partners would contribute a percentage of gross revenues (less grants, donations, sponsorships and interest) to fund subsidized registered programs offered by Community Partners. That is, the RFSP client would contribute 10% of the registration fee, and the remaining 90% would be drawn from the Central Fund.

See diagram below demonstrating how the Central Fund will operate.



A Central Fund provides a mechanism for Community Partners that enables them to:

- Accept registration from RFSP clients without concern over minimum registration numbers because 100% of registration fees are collected; and
- Provide some financial certainty by enabling Partners to financially plan for their contribution to the Central Fund that is proportional to their revenue generation capacity.

Staff initially proposed a contribution rate of 1.5% which, based on 2015/16 Community Partner financial reports, would provide enough funding to cover anticipated usage (\$102,000) plus a contingency fund (\$38,000). Community Partners generally supported the concept of a Central Fund, but suggested contribution rates ranging from 0.75% to 1.5%.

After further analysis, staff proposed a contribution of 1.1% of gross revenues (less grants, donations, sponsorships and interest) yielding \$101,000 of the anticipated \$102,000 cost to subsidize registered programs offered by Community Partners. This contribution level would require participation by all eligible Community Partners.

Community Partners with a contribution amount of less than \$500 will be granted an exemption from contributing to the Central Fund. Exempted status for Community Partners would be reassessed on an annual basis based on the previous year's financial reports. Currently the exempt partners are: Britannia Heritage Shipyard Society, Richmond Art Gallery Association, Richmond Fitness and Wellness Association, and Richmond Museum Society.

After the third consultation meeting on May 11, 2017, and further dialogue with staff to address individual concerns of some Community Partners, all supported the concept of contributing to a Central Fund for Community Partner operations and agreed to contribute 1.1% to the Central Fund to support the Preferred Option, with some conditions:

- Steveston Community Society and South Arm Community Association have requested that the contribution rate of 1.1% be revisited after the first year of implementation;
- Steveston Community Society has currently only agreed to contribute for the first year of implementation; and
- Hamilton Community Association has currently only agreed to contribute for the first two years of implementation.

The contributed funds will be held in a liability account and any remaining funds will be carried-over to the subsequent year. How the carry-over funds will affect Community Partner contributions to the Central Fund in the second year will be determined during the first year of implementation.

#### *Contingency Fund in Case of Higher than Expected Participation*

In case of higher than expected program participation, it is recommended that the City hold a contingency fund in a provisional account to cover subsidies for registered programs at Community Partner operations. A contingency fund of \$50,000 would allow the program to

accommodate approximately 370 additional clients<sup>3</sup> above and beyond what has been budgeted for from the 1.1% contribution. An additional level request will be submitted for consideration in the City's 2018 Operating Budget process. Funds not used in the first year of implementation will be carried over to the second year. This fund would be available during the program assessment period only, which will be the first two years of implementation.

If funding is not approved for a contingency fund and program participation exceeds the capacity of the Central Fund, RFSP clients would not be able to register in recreational programs offered by Community Partners once funding runs out for the remainder of the year.

#### 5. Richmond Olympic Oval Participation

The Richmond Olympic Oval is supportive of the opportunity to make its programming more accessible to Richmond residents living on low income.

The Oval has proposed opportunities that would be available to RFSP clients that complement programming available at community centres. Effort was made not to duplicate community centre program offerings. Proposed opportunities include 90% subsidized registration in physical literacy, learn to climb, and speed skating programs, in addition to free admission to holiday skating sessions (approximately 9 per year) including helmet and skate rentals.

The Oval will not be contributing to nor drawing from the Central Fund. The Oval's participation will begin with implementation of the revised RFSP.

Community Partners support the Richmond Olympic Oval's participation in the RFSP.

#### 6. Evaluation and Reporting

Staff have been developing an outcome-based program evaluation framework as part of the implementation plan. This will guide the type of quantitative and qualitative data that will be collected throughout RFSP implementation to assess program participation in both City and Community Partner operations.

Staff will monitor program participation and Central Fund levels monthly to ensure the Central Fund has enough funds to cover program demand. Staff will also provide quarterly Central Fund usage and program participation statistics to Community Partners during the first two years of implementation.

Staff will also monitor Central Fund usage to identify whether certain Community Partners are disproportionately affected. Moving forward, the City and Community Partners together will need to determine appropriate measures to address inequity across operations.

Some operations may see a larger proportion of subsidy registrations due to neighbourhood demographics or programming focus (e.g. seniors). However, as operations' revenues increase their contribution to the Central Fund will also adjust and increase the following year.

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<sup>3</sup> Based on extrapolation from RFSP Review Report estimates.

Staff recommend providing a progress report to Council after the first year of implementation, with a final evaluation report after the second year of implementation that includes any recommended adjustments to the new program.

Community Partners have requested that the contribution rate be revisited after the first year of implementation. A review of the initial contribution rate will form part of the progress report to be presented after the first year and a final recommendation on how contribution rates will be adjusted in future years will be included in the final evaluation report. To address Community Partner concerns, staff recommend carrying-over any remaining amount in the Central Fund for future use.

### 7. Applicant Screening Process

The RFSP has been operating for over 18 years and screening currently considers both the income and assets available to the applicant. In the RFSP Review it was identified that significant staff time is currently dedicated to assessing applicants' assets, and an expanded program would require streamlining the screening process.

Community Partners expressed concern about how the City will determine eligibility for the RFSP. Concerns were voiced that assessing eligibility on reported income was not enough to identify an applicant's 'true' need. Concerns were raised about whether the City will have the capacity to screen the anticipated increase in RFSP applications. There was also acknowledgement that there will always be a small number of individuals who will abuse the RFSP, but the focus should be on ensuring Richmond residents have access to the best program possible. See Attachment 3 for a summary of the consultation process and feedback received.

Staff acknowledge the concerns raised by Community Partners and will be diligent in ensuring the application and screening process will balance privacy and eligibility of applicants. With the anticipated increase in applications, staff have begun revising the application form and screening process to balance efficiency and adequate scrutiny of applicants' overall financial situation. A Privacy Impact Assessment (PIA) of the RFSP is currently being completed to ensure compliance with the Freedom of Information and Privacy Protection Act (FIPPA) of BC. A revised application form and screening process will be implemented and tested ahead of implementation of an updated RFSP.

There was general support from Community Partners for engaging community agencies in referring pre-screened applicants to the program. Community agencies could include institutional partners and not-for-profit community service organizations that specifically serve residents affected by poverty and low income. However, some Community Partners voiced caution and suggested waiting until the revised application process has been streamlined before engaging third parties. Staff will investigate a process to accept RFSP referrals from a limited number of community agencies after the first year of implementation.

## 8. Technological Improvements: PerfectMind Implementation

The City will be transitioning from CLASS to the PerfectMind platform for program registration management. It is anticipated that PerfectMind will contribute to streamlining administrative processes.

Currently, RFSP clients must contact administration staff multiple times a year. They need to apply to the program and be approved annually. Once approved, clients contact administration staff up to four times per year to select the programs/activities they wish to register for. With the PerfectMind platform it is anticipated that RFSP clients will only need to contact administration staff once per year for application or renewal and be able to access credits added to the registration accounts.

Other opportunities to streamline administration procedures through PerfectMind may include:

- Free admissions could be administered as an annual pass, facilitating tracking of RFSP participation;
- Customer ability to access subsidy credit when registering for programs online;
- Customer interface may be programmed to identify which registered programs are eligible for subsidies;
- Single database required for RFSP data management; and
- Integration with the registration system allows for ease of report generation with regard to usage statistics.

The City's Accessibility and Inclusion staff will work closely with PerfectMind implementation leads throughout the planning process to ensure RFSP needs are met.

## 9. Shifting the Seniors Age from 55 to 65 Years of Age

The Social Development Strategy includes Action 7.5: "Reviewing the pricing structure for City programs for older adults to ensure it remains equitable and sustainable, while also being affordable for those with limited incomes. Medium Term (4-6 years)" Currently, seniors pricing is offered to participants beginning at 55 years of age. Seniors pricing is generally 20% to 40% less than adult rates depending on the program or service offered.

During consultation with Community Partners, discussion arose regarding the potential to shift the age for seniors pricing from 55 to 65 years of age. Although discussing seniors pricing was not an objective of the RFSP stakeholder consultation, it became clear that a majority of Community Partners and City operations strongly supported this change (Attachment 3).

Staff recommend shifting the age at which the seniors rate applies from 55 years to 65 years because Richmond has been providing a lower price for programs and services based on age and not necessarily on financial need. With the current RFSP, adults and seniors are not eligible to receive a subsidy, so providing a lower price at 55 years of age helped to offset costs for adults living on low income. However, with expanded eligibility to include adults and seniors in the new program, the RFSP would make financial accommodations available based on need and not solely on age.

Changing the age for seniors pricing to 65 years would bring Richmond's pricing in alignment with a majority of the ten municipalities examined as part of the RFSP Review:

- Seniors pricing at 60+ years (Surrey, Delta, Victoria, Toronto)
- Seniors pricing at 65+ years (Burnaby, Coquitlam, Vancouver, Winnipeg, Edmonton, Calgary)

Shifting the seniors age to 65 years would also provide a moderate increase in revenue for Community Partners and City operations. However, some Partners cautioned that this change could result in reduced participation of adults in the 55 to 64 year age range.

It is not known if the pricing change will deter existing 55 to 64 year old users from participating in parks, recreation and cultural activities and to what extent, but it is unlikely that 100% of this group will continue participating with a price increase. It is difficult to estimate the total number of people who will be affected because drop-in programs do not track the participants' ages. However, the total number of passholders city-wide within this age group was 2,846 (for passes purchased Sep 1/15 to Aug 31/16).

A shift in seniors pricing would apply to all programs and services (including passes, drop-ins, fitness, and registered programs). Participation in seniors programs and services such as outtrips and wellness fairs would still be open to participants at 55 years of age. See Attachment 6 for scenarios.

Implementation of the fee change will be concurrent with the implementation of the RFSP to ensure adults living on low income who are 55 to 64 years of age could apply for a subsidy. A communication strategy to notify participants of the change well ahead of time will be developed and implemented. Staff will also determine measures that may assist in easing the transition, for example, by implementing the pricing change in phases or by offering passholders the opportunity to renew passes early ahead of the fee change.

## 10. Next Steps

Subject to Council approval, staff will pursue actions outlined in the implementation plan (Attachment 7). Actions include completing a Privacy Impact Assessment, pilot testing the revised application form and screening process, and developing a communications plan for an updated RFSP. Implementation of an updated RFSP is expected to begin in September 2018, though this timing may be affected by other factors including the implementation of the PerfectMind registration system and the opening of Minoru Centre for Active Living.

## **Financial Impact**

### *Impact and Funding Options for Revised RFSP*

The total financial impact to the City is estimated to be \$232,000 to \$271,000 comprised of:

- An estimate of \$114,000 to \$153,000 from revenues not collected for registered programs at the City's aquatic facilities and the Richmond Arts Centre.

- \$118,000 for initial RFSP implementation based on staff recommendations in this report including:
  - \$50,000 requested to provide a contingency fund in case of higher than anticipated program participation.
  - \$68,000 requested for additional administrative support and program promotion.

A one-time additional level request will be submitted for consideration in the 2018 Operating Budget. A long-term funding strategy will be proposed as part of the final evaluation report that will be presented to Council.

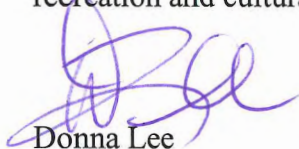
## Conclusion

The City has offered the Recreation Fee Subsidy Program in partnership with Community Partners for over 18 years. Expanding eligibility and program choice for residents of all ages who are living on low income will increase participation, improve fairness and equity, and potentially improve health outcomes.

Throughout the consultation process Community Partners voiced support for this program and the recommended program improvements. Community Partners also confirmed their commitment to ensuring parks, recreation and cultural opportunities are accessible and inclusive.

Staff recommend a funding strategy whereby Community Partners contribute 1.1% of their gross revenues (less exceptions as noted earlier) to a Central Fund, with the City providing a \$50,000 contingency fund on a pilot basis until program participation can be assessed during the first two years of implementation.


The staff recommendations take into account findings from the RFSP Review, the revised Guiding Principles, Community Partner feedback and additional analysis conducted throughout the process. Staff are confident that the revised RFSP will enable participation by more residents who are currently not financially able to take advantage of Richmond's wide variety of parks, recreation and cultural opportunities.



Donna Lee  
Inclusion Coordinator  
(604-276-4390)

- Att. 1: Council Policy 4012: Access and Inclusion
- 2: City Facilities and Community Partners
- 3: Summary of Consultation with Community Partners
- 4: Sample Listing of Eligible and Ineligible Programs
- 5: Comparison of Existing vs. Revised Recreation Fee Subsidy Program
- 6: Scenarios for Seniors Pricing
- 7: RFSP Implementation Plan

**Attachment 1: Council Policy 4012 – Access and Inclusion**

 <b>City of Richmond</b>		<b>Policy Manual</b>
Page 1 of 1	Adopted by Council: October 13, 1981 Amended by Council: December 8, 2014	<b>POLICY 4012</b>
File Ref: 3190-00	<b>ACCESS AND INCLUSION</b>	
<p><b>POLICY 4012:</b></p> <p>It is Council policy that:</p> <p>Richmond is an accessible and inclusive city by:</p> <ol style="list-style-type: none"> <li>1. Acknowledging and keeping abreast of the accessibility and inclusiveness needs and challenges of diverse population groups in Richmond.</li> <li>2. Ensuring that the Official Community Plan and other key City plans, strategies and policies incorporate measures to support Richmond's efforts to be an accessible and inclusive city.</li> <li>3. Developing programs and adopting practices to ensure Richmond residents and visitors have access to a range of opportunities to participate in the economic, social, cultural and recreational life of the City.</li> <li>4. Collaborating with senior levels of government, partner organization and stakeholder groups to promote social and physical infrastructure to meet the diverse needs of people who visit, work and live in Richmond.</li> <li>5. Promoting barrier free access to the City's facilities, parks, programs and services.</li> <li>6. Promoting a welcoming and respectful municipal workplace.</li> <li>7. Providing information to the public in a manner that respects the diverse needs and characteristics of Richmond residents.</li> </ol>		
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August 24, 2017

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## **Attachment 2: City Facilities and Community Partners**

All Partners involved in the delivery of programs and services in Richmond's community centres, aquatic centres, arenas and arts, culture and heritage facilities were engaged through stakeholder consultation. All Community Partners supported revisions to the Recreation Fee Subsidy Program based on the Preferred Option and all will be impacted by the expanded program.

### Preferred Option

There was consensus among Community Partners that a revised Recreation Fee Subsidy Program should be based on the Preferred Option, which entails:

- Free admission for all ages (for drop-in programs and services), and
- 90% discount on advertised price of program registration fee for all ages
  - Cap of \$300/year in subsidy for children and youth
  - Cap of \$100/year in subsidy for adults and seniors.

### City of Richmond Operated Facilities

The City of Richmond currently directly operates five facilities comprised of four aquatic facilities and the Richmond Arts Centre. Drop-in opportunities are currently only available at the aquatic facilities and free admissions are not anticipated to cause significant additional budget implications. The anticipated impact of subsidized registered programs at these City facilities is expected to be \$114,000 to \$153,000 in revenues not collected from RFSP clients. However, no hard costs will be incurred and additional funds are not required.

Facility
Minoru Aquatic Centre*
South Arm Outdoor Pool*
Steveston Outdoor Pool*
Watermania*
Richmond Arts Centre

\*Richmond Aquatics Services Board was consulted

### Community Partner Operated Facilities

Community Partner draft operating agreements with the City include a requirement for Partners to comply with City of Richmond policies, such as Council Policy 4012: Access and Inclusion (Attachment 1). Although Community Partners are required to participate in the RFSP, all recognized the important role this program plays in ensuring parks, recreation and cultural services are accessible for community members regardless of income status.

The financial impact of free admissions to drop-in opportunities is not anticipated to cause significant additional budget implications for Community Partners. The financial impact of subsidized registered programs for Community Partner operations (i.e. community centres, arenas, Nature Park, and arts and heritage sites) is anticipated to be \$76,000 to \$102,000 in revenues not collected from RFSP clients.

To address Community Partner concerns over fiscal uncertainty of an expanded program, Partners agreed to contribute to a Central Fund. Contributions are based on 1.1% of gross revenue less grants, donations, sponsorships and interest. Community Partners whose contribution amount is less than \$500 will be exempt from contributing due to their minimal ability to generate revenue. Exemptions will be granted year to year, depending on revenue reported in the previous financial year.

Community Partner	Financial Statement <sup>1</sup>	Gross Revenue <sup>2</sup>	1.1% Contribution
City Centre Community Association	August 31, 2016	\$808,002	\$8,888
East Richmond Community Association	August 31, 2016	\$919,936	\$10,119
Hamilton Community Association	August 31, 2016	\$527,216	\$5,799
Minoru Seniors Society	August 31, 2016	\$238,621	\$2,625
Richmond Arenas Community Association	June 30, 2016	\$663,983	\$7,304
Richmond Nature Park Society	December 31, 2015	\$61,451	\$676
Sea Island Community Association	August 31, 2016	\$69,024	\$759
South Arm Community Association	August 31, 2016	\$1,832,020	\$20,152
Steveston Community Society	August 31, 2016	\$1,242,558	\$13,668
Thompson Community Association	August 31, 2016	\$1,443,420	\$15,878
West Richmond Community Association	August 31, 2016	\$1,390,226	\$15,292
		\$9,196,457	\$101,160

Currently Exempted	Financial Statement <sup>1</sup>	Gross Revenue <sup>2</sup>	1.1% Contribution
Britannia Heritage Shipyard Society	August 31, 2015	\$1,940	\$21
Richmond Art Gallery Association	December 31, 2015	\$20,447	\$225
Richmond Fitness and Wellness Association	August 31, 2016	\$7,892	\$87
Richmond Museum Society	December 31, 2015	\$17,255	\$190
		\$47,534	\$523

<sup>1</sup>Future Community Partner contribution amounts will be calculated based on revenues reported in the most recently completed fiscal year.

<sup>2</sup>Gross revenue less grants, donations, sponsorships and interest.

Richmond Olympic Oval Corporation

The Richmond Olympic Oval Corporation operates the Richmond Olympic Oval on behalf of the City. An objective in its operating agreement with the City states that “the Oval will provide facilities, programs and services for the Richmond community, neighbouring communities and the general public.” Since 2013, the Oval has honoured Richmond’s Recreation Access Card providing discounted admissions to Richmond residents living with a disability. The Richmond Olympic Oval is supportive of the opportunity to make Oval programming more accessible to Richmond Residents living on low income.

The Oval has proposed opportunities that would be available to RFSP clients that complement programming available at community centres. Effort was made not to duplicate community centre program offerings. Proposed opportunities include 90% subsidized registration in physical literacy, learn to climb, and speed skating programs, in addition to free admission to holiday skating sessions (approximately 9 per year) including helmet and skate rentals. Implementation will begin concurrent with implementation of a revised RFSP.

August 24, 2017

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**Attachment 3: Summary of Consultation with Community Partners**

The following provides a summary of the consultation process and key responses provided by Community Partners after each meeting.

Stakeholder Consultation Meeting #1 – June 9, 2016

At the first stakeholder consultation meeting, City staff presented information from the RFSP Review report, including program background, key findings from the RFSP Review and options for revising the RFSP. Staff also invited comments and questions from Community Partners. Themes from the meeting discussion and questions/comments received in writing afterward from Community Partner Board of Directors included:

Topic	Overview	Key Feedback/ Questions/ Concerns
General support for a revised RFSP	Staff asked Community Partners to comment on their overall support for a revised RFSP, as well as any benefits, challenges and opportunities they foresee for their organization.	<ul style="list-style-type: none"> <li>• All Partners supported updating the RFSP because it would be more inclusive, fits the mandate of accessible programs, and recognition of seniors' needs is long overdue.</li> <li>• Agreement that a revised RFSP would enable community involvement for the whole family, better access to programs for people of all ages, and contribute to increased fairness, better health outcomes &amp; improved quality of life.</li> <li>• Revising the RFSP provides opportunities to reduce barriers to participation, engage new clients, and enable more people to use facilities and programs.</li> </ul>
Preferred program option	Staff asked Community Partners to comment on the three program options outlined in the RFSP Report and presented on June 9 <sup>th</sup> .	<ul style="list-style-type: none"> <li>• The Preferred Option received the most support from Community Partners.</li> </ul>
Financial impact on Community Partners	A challenge identified by Community Partners was the financial uncertainty an expanded program would pose to operations.	<ul style="list-style-type: none"> <li>• Concerns that some operations would see a greater number of subsidy clients due to geographic location and local demographics, for example, in City Centre.</li> <li>• Concerns that the overall program participation would exceed financial capacity of some Community Partners given the current operating model (i.e. the subsidized portion of registration fees is foregone by operations).</li> <li>• Questions around the availability of Casino funds to fund the RFSP.</li> </ul>

Topic	Overview	Key Feedback/ Questions/ Concerns
Screening of applicants	Community Partners expressed concern regarding how the City ensures applicants are 'truly' in need of financial support.	<ul style="list-style-type: none"> <li>• Concerns about how applicants will be screened to verify that they are in need of financial support and how program advertising will be targeted.</li> <li>• There was a suggestion to explore accepting pre-screened applicants referred by community agencies that work with low income residents.</li> </ul>
Interest in shifting the Seniors pricing age	Some Community Partners expressed the desire to explore shifting the seniors pricing age to 65 years.	<ul style="list-style-type: none"> <li>• Most Community Partners supported exploring shifting the age at which seniors pricing takes effect from 55 years to 65 years of age provided there is a mechanism to support seniors living on low income.</li> <li>• City staff were also supportive as this addresses Action 7.5 of the Social Development Strategy.</li> </ul>
Richmond Olympic Oval participation	Some Community Partners asked whether the Richmond Olympic Oval would also participate in the RFSP.	<ul style="list-style-type: none"> <li>• Questions about whether the Richmond Olympic Oval will also participate in the RFSP.</li> </ul>

#### Stakeholder Consultation Meeting #2 – November 23, 2016

At the second stakeholder consultation meeting, based on feedback received from Community Partners staff presented three ideas for discussion to address Partner concerns. The three ideas presented for discussion are listed below, along with feedback received from Community Partners after Meeting #2:

Topic	Overview	Key Feedback/ Questions/ Concerns
Referral of pre-screened applications	In addition to revising the screening process, community organizations could be engaged in a referral program.	<ul style="list-style-type: none"> <li>• Most Community Partners supported engaging community organizations in referring pre-screened applicants to the RFSP.</li> <li>• Some Community Partners suggested proceeding with caution and delaying this action until the revised screening process has been streamlined.</li> </ul>

Topic	Overview	Key Feedback/ Questions/ Concerns
Central Fund contribution	To address concerns about financial certainty, Community Partners could contribute 1.5% of gross revenues (less exemptions) to a Central Fund to fund subsidies at Community Partner operations.	<ul style="list-style-type: none"> <li>• Most Community Partners agreed with the concept of contributing to a Central Fund.</li> <li>• Community Partners suggested varying contribution amounts from 0.75% to 1.5% of gross revenues (less exemptions).</li> <li>• There was some suggestion that the City should be responsible for funding subsidized opportunities, not Community Partners.</li> <li>• There was a suggestion that any remaining funds at the end of a program year should remain in the Central Fund to reduce future contribution amounts.</li> <li>• Some Community Partners felt the RFSP did not apply to their operations, for example, the Richmond Museum, Richmond Art Gallery, Richmond Fitness and Wellness Association offer free public programming and do not generate much revenue.</li> <li>• Concern was expressed by Hamilton Community Association that due to their location they will be unlikely to recover costs of contributing to the Central Fund. This is because Hamilton RFSP clients may travel to other parts of the city to participate in programs, but RFSP clients from other areas are unlikely to travel to Hamilton.</li> </ul>
Seniors pricing shift from 55+ to 65+ years	Shifting the age at which seniors' pricing takes effect from 55 to 65 years of age.	<ul style="list-style-type: none"> <li>• A majority of Community Partners supported shifting the age at which seniors' pricing is in effect from 55 to 65 years of age.</li> <li>• Some Partners expressed concern that this would reduce participation of adults in the 55 to 64 year age range and that older adults should be encouraged to engage in active lifestyles as early as possible.</li> <li>• Fee change implementation should occur at the same time as the implementation of the RFSP to ensure adults living on low income who are 55 to 64 years of age could apply for a subsidy.</li> </ul>

Stakeholder Consultation Meeting #3 – May 11, 2017

At the third stakeholder consultation meeting Staff presented draft recommendations that would be brought forth to City Council based on feedback received to date. Community Partners discussed the recommendations and requested further clarification on specific items.

Topic	Overview	Key Feedback/ Questions/ Concerns
Applicant screening	Some Community Partners expressed concern that the screening process would not adequately screen out dishonest applicants and requested further information on steps being taken to address this.	<ul style="list-style-type: none"> <li>• Generally, Partners would like more details about how applicants will be screened to ensure both income and assets are taken into account.</li> <li>• City staff clarified work to date on revising the application form and screening process including: researching practices of other municipalities; identifying documentation that can provide a more comprehensive view of an applicant’s financial situation; improving transparency in the screening process; completing a Privacy Impact Assessment, and that a revised application form and screening process will be pilot-tested ahead of implementing an updated RFSP.</li> <li>• One Partner acknowledged that there will always be a small number of individuals who will abuse such programs, but the focus should be on ensuring Richmond residents have the best program possible.</li> <li>• Other Partners acknowledged the challenges in determining poverty and that transparency in the screening process is necessary so that applicants are aware that eligibility is based on overall financial situation, not just low income.</li> </ul>
Impact of seniors’ pricing shift	Community Partners expressed the need for more clarity on the implications of shifting the seniors’ pricing age.	<ul style="list-style-type: none"> <li>• Staff provided scenarios to better demonstrate how a change in seniors pricing would affect participants in different types of programs and services.</li> <li>• Some Partners noted that they did not realize this change could mean two-tiered pricing for some registered programs.</li> <li>• Some Partners reiterated cautions that this could decrease participation of adults 55 to 64 years of age.</li> </ul>

Topic	Overview	Key Feedback/ Questions/ Concerns
<p>Contribution to a Central Fund</p>	<p>Although most Community Partners supported contributing to a Central Fund, not all Partners could participate with a 1.5% contribution.</p> <p>After further analysis, staff recommended that 1.1% of gross revenues (less grants, donations, sponsorships and interest) would cover the anticipated \$102,000 cost to subsidize Community Partner programs with no contingency fund and would require participation from all partners.</p>	<ul style="list-style-type: none"> <li>• Redistribution of funds – The Central Fund will only be redistributed to Community Partner operations as subsidized clients register in programs. All subsidized clients would pay 10% of the registration fee, and the remaining 90% would be drawn from the Central Fund. This fund will not be absorbed into the City budget.               <ul style="list-style-type: none"> <li>○ Some felt the responsibility for funding the RFSP falls to the City and not Community Partners.</li> <li>○ Some Community Partners were concerned that any remaining funds would be absorbed by the City.</li> </ul> </li> <li>• Calculation of contribution – Calculations will be based on the 2016/17 (or most recently completed) fiscal year. Implementation is anticipated to take place in September 2018.</li> <li>• Some meeting participants expressed their individual views that the City should fund the RFSP for Community Partner operations through property taxes or gaming revenue.</li> <li>• There was a suggestion to carry-over funds remaining at the end of the first year of implementation in the Central Fund to reduce the contribution amount from Community Partners for the next year.</li> </ul>



Final Feedback Regarding the Central Fund

Final feedback from Community Partners was submitted in different formats including email correspondence and board meeting minutes. The chart below is a compilation of responses received, and therefore the response formats vary.

<b>Feedback Regarding the Central Fund</b>		
<i>City Staff recommend a contribution of 1.1% of gross revenues (less grants, donations, sponsorships and interest) to a Central Fund. What level (%) of contribution will your association/society commit to contributing to a Central Fund to subsidize opportunities at Community Partner operations?</i>		
Britannia Heritage Shipyard Society BHSS	1.1%	1.1 % Fine with us. No additional comments. (July 5, 2017)
City Centre Community Association CCCA	1.1%	At our CCCA board meeting last night the board voted in favor of amending our earlier motion. Last night we voted in favor of contributing 1.1% to the Recreation Fee Subsidy Program with the provisions we receive quarterly reporting back regarding contributions, reimbursements and participation. As well we expect the program to be reviewed after 2 years. (July 19, 2017)
East Richmond Community Association ERCA	1.1%	10.8 Recreation Fee Subsidy Program: It was moved by Gary, seconded by Noreen that: The ERCA approve the Recreation Fee Subsidy at 1.1%, to commence fall/winter 2018. Motion carried. (June 20, 2017)
Hamilton Community Association HCA	1.1%	Hamilton Community Association has resolved to commit to contribute 1.1% of revenues to the RFSP when implemented. (August 18, 2017)
Minoru Seniors Society MSS	1.1%	Kathleen confirmed that following the last meeting, it had been requested that the contribution from the community associations be reduced to 1.1% from 1.5% and Kathleen asked for feedback from the Board in this regard. The Board approved this recommendation. Motion: That the fee subsidy contribution be approved at 1.1%. Moved: Bill Sorenson, Seconded: Barry Gordon, Carried. (June 15, 2017)
Richmond Arenas Community Association RACA	1.1%	Motion: That RACA supports the City of Richmond's Recreation Fee Subsidy program by contributing 1.1% of public program revenues to a central pot as requested. The funds will be used to subsidizing program opportunities for individuals approved through the City's administration of the program. Moved by Aundrea Feltham, Seconded by Pam Mason. Carried. (June 22, 2017)
Richmond Art Gallery Association RAGA	1.1%	RAGA supports the recommendations. (June 22, 2017)
Richmond Aquatics Services Board RASB	n/a	Our Board already supported this concept, although, given that aquatics are already significantly subsidized by the City, the new assessment would not apply to aquatics users. No further comments. (June 21, 2017)
Richmond Fitness and Wellness Association RFA	1.1%	RFA continues to support an expanded fee subsidy program, particularly as it will work to enhance the health and wellness of our community's vulnerable populations. The board has indicated that the suggestions noted in our previous feedback remain relevant to the ongoing discussion. We look forward to being involved in further consultations. (June 23, 2017)

<p align="center"><b>Feedback Regarding the Central Fund</b></p> <p align="center"><i>City Staff recommend a contribution of 1.1% of gross revenues (less grants, donations, sponsorships and interest) to a Central Fund. What level (%) of contribution will your association/society commit to contributing to a Central Fund to subsidize opportunities at Community Partner operations?</i></p>		
Richmond Museum Society RMS	1.1%	MOTION: (Gill, Roston) that the museum participate in the Recreation Fee Subsidy program this year. CARRIED. (July 26, 2017)
Richmond Nature Park Society RNPS	1.1%	The Richmond Nature Park Society met last night and fully endorse the Recreation Fee Subsidy program and the financial support as outlined in the program. (June 22, 2017)
Sea Island Community Association SICA	1.1%	I can say no additional comments or questions have arisen since the last time I provided feedback. SICA has no issues with the fee subsidy program. The most recent version only improved the financial cost. (June 23, 2017)  <i>From March 6, 2017: SICA board in favor, concern expressed if 1.5% is determined not to be enough. Need to understand 'process' for any changes to percentage if needed in future</i>
South Arm Community Association SACA	1.1%	A quick note to advise that the Board of South Arm Community Association has voted in favour of a REVISED contribution of 1.1% to the Recreational Fee Subsidy 'Pot' rather than the original .75%.  This revised support still recognizes as discussed earlier that once the new program is running, there will be quarterly reporting on the program along with specifically South Arm's performance. Additionally, at the end of the first year there will be a complete review of the program which will also be shared out with Community partners. (July 13, 2017)
Steveston Community Society SCS	1.1%	We are ok with the 1.1% proposed contribution for one year. (June 26, 2017)
Thompson Community Association TCA	1.1%	Recreation Fee Subsidy Program: Julie welcomed David Ince to the meeting. David spoke to the percentage funded by Associations and requested that TCA look with favour on the increase from 1% to 1.1%. As a result, the following motion was made.  Motion: That TCA contribute 1.1% of gross revenue, less grants, donations, sponsorships and interest to a central fees subsidy fund to be administered by the City. Moved: Marion Gray, Seconded: Otto Sun. Carried, with [two board members] opposed. (July 10, 2017)
West Richmond Community Association WRCA	1.1%	We recognize there is a need to fund this plan, and are aware the formula has been determined through research and historical data. Our only concern is if there is data to indicate the formula provides a surplus higher than expected, the percentage/contribution will be lowered. (July 4, 2017)  <i>From Feb 23, 2017: The Board is in support of the 3 questions proposed in the review. There were a few questions that came up in discussion that most likely won't be sorted until implementation...but here they are: - Further breakdown of budget - Plan for what happens to leftover money</i>

### Final Feedback Regarding Seniors Pricing

Final feedback from Community Partners was submitted in different formats including email correspondence and board meeting minutes. The chart below is a compilation of responses received, and therefore the response formats vary.

<b>Feedback Regarding Seniors Pricing</b>	<b>Meeting #2 Feedback (November 23, 2016)</b> <i>Does your organization support shifting the seniors discount age from 55 years to 65 years with the understanding that adults in the 55-64 year old range who require financial assistance to participate would be eligible to apply for the revised RFSP?</i>		<b>Meeting #3 Feedback (May 11, 2017)</b> <i>Please provide any additional comments on the proposed seniors pricing change.</i>
Britannia Heritage Shipyard Society BHSS	No	We favour leaving the senior age at 55. According to many sources, Richmond is one of the healthiest communities in Canada. We believe we should encourage fitness, health and social activities as early as possible and to encourage life-long participation in activities that promote these values. (Mar 10, 2017)	We favour leaving the senior age at 55. We are the healthiest community in Canada and think we should encourage fitness and health as early as possible. (July 5, 2017)
City Centre Community Association CCCA	No	Yes we agree with the shift for the purpose of subsidy (discount) only, this does not change the definition of senior (55+). (Feb 23, 2017)	The committee also discussed the impact of the seniors pricing change and were not able to determine the financial or servicing impact of a two-tier pricing model for seniors. More information is needed to come to a conclusion for the impact of the recreation fee subsidy program change. (June 21, 2017)
East Richmond Community Association ERCA	Yes	Supports shifting the seniors discount age from 55 to 65 years (from Jan 2017 Board Meeting Minutes). (Feb 20, 2017)	No comment. (June 21, 2017)
Hamilton Community Association HCA	Yes	The HCA board discussed all the recommendations and approved Recommendations 1 & 3. (Feb 24, 2017)	No comment. (June 23, 2017; August 17, 2017).
Minoru Seniors Society MSS	Yes	That programs be subsidized at 65 years of age. Moved: Bill Sorenson, Seconded: Peter Chan, Carried with two opposed. (Jan 2017 Board Meeting Minutes) (Feb 20, 2017)	Seniors pricing in all community centres could start at 65 years of age and those 64 and under would pay the adult price. Following some questions to clarify the age increase, the Board supported 65 years of age for seniors pricing. (June 15, 2017)
Richmond Arenas Community Association RACA	Yes	10 agree/ 3 oppose (Mar 2, 2017)	No comment. (June 22, 2017)

Feedback Regarding Seniors Pricing	Meeting #2 Feedback (November 23, 2016) <i>Does your organization support shifting the seniors discount age from 55 years to 65 years with the understanding that adults in the 55-64 year old range who require financial assistance to participate would be eligible to apply for the revised RFSP?</i>		Meeting #3 Feedback (May 11, 2017) <i>Please provide any additional comments on the proposed seniors pricing change.</i>
Richmond Art Gallery Association RAGA	Yes	RAGA believes the senior discount age should stay at 55 yrs old. (Mar 30, 2017)	RAGA supports the recommendations. They have no further feedback. (June 22, 2017)
Richmond Aquatics Services Board RASB	Yes	Yes, as confirmed in our email of July 4, 2016 (see following): "6. Would your organization support the elimination of subsidized fees for an age range of seniors such as 55-64 year olds with the introduction of the new Fee Subsidy Program? This will allow for increased revenue for 55-64 year olds to subsidize new individuals subsidized through the fee subsidy program? Yes (and most of our Board members in attendance at our June 21 meeting were, in fact, over age 55 themselves), both from the perspectives of fairness and allocation of limited City resources." (Feb 22, 2017)	Our Board already supported this change. No further comments. (June 21, 2017)
Richmond Fitness and Wellness Association RFA	Yes	3) The board supports a change to designate seniors' rate as starting at age 65. However there were two concerns expressed a) that this change may decrease the number of participants aged 55-64, an age group that needs to be encouraged to keep active, and b) that any changes be well coordinated with the new fee subsidy so that those ages 55-64 are aware and able to access the new fee subsidy before the change takes place.  Please note also that the RFA board, as previously shared with you, recommends that the adult fee subsidy be set at \$300 per annum, not the \$100 level proposed. This would allow those with chronic conditions to access a fuller range of programs essential to their health and well-being. (Feb 27, 2017)	No comment. (June 23, 2017)
Richmond Museum Society RMS	n/a	The RMS board is not commenting. (Mar 7, 2017)	The Richmond Museum Society is not affected by these changes. (June 22, 2017)
Richmond Nature Park Society RNPS	Yes	The Richmond Nature Park Society supports shifting the senior discount from 55 to 65 years of age. (Jan 31, 2017)	No comment. (June 22, 2017)

<b>Feedback Regarding Seniors Pricing</b>	<b>Meeting #2 Feedback (November 23, 2016)</b> <i>Does your organization support shifting the seniors discount age from 55 years to 65 years with the understanding that adults in the 55-64 year old range who require financial assistance to participate would be eligible to apply for the revised RFSP?</i>		<b>Meeting #3 Feedback (May 11, 2017)</b> <i>Please provide any additional comments on the proposed seniors pricing change.</i>
Sea Island Community Association SICA	Yes	Yes, all board members approve of this change. (Mar 6, 2017)	No comment. (June 23, 2017)
South Arm Community Association SACA	Yes	Recommendation 3: Yes shift from 55 to 65. (Mar 16, 2017)	No comment. (June 22, 2017; July 13, 2017)
Steveston Community Society SCS	Yes	Most definitely support shifting Seniors discount age from 55 to 65 years with the understanding that adults in the 55-64 year old range who require financial assistance to participate would be eligible to apply for the revised RFSP. - concern over removing reduced program pricing for those over 55 who may need support for various reasons. <ul style="list-style-type: none"> <li>• 4 other directors agreed “yes” (Mar 8, 2017)</li> </ul>	We are ok with the proposed seniors pricing change for one year. (June 26, 2017)
Thompson Community Association TCA	Yes	5. that the program will begin concurrent with the change of seniors discount ages from 55 to 65, expected to be September 1, 2017.* (Feb 25, 2017)  <i>*Note: Implementation anticipated for September 2018.</i>	No comment. (June 19, 2017; July 20, 2017)
West Richmond Community Association WRCA	Yes	The Board is in support of the 3 questions proposed in the review. (Feb 23, 2017)	We are in full support of this process relating to the “Senior” clarification. (July 4, 2017)

**Attachment 4: Sample Listing of Eligible and Ineligible Programs**

This chart provides examples of programs that would be eligible and ineligible for the Recreation Fee Subsidy Program, but is not intended to be an exhaustive list.

	<b>Included</b>	<b>Excluded</b>
<b>Admissions*</b>	Drop-in public swim Drop-in fitness centre Drop-in public skate Drop-in fitness classes Drop-in open gym programs (e.g. volleyball, basketball, hockey)	Sport rentals (e.g. court rentals and ping pong table rentals)  Contracted programs in which the instructor charges per person rather than an hourly wage
<b>Program Registrations</b>	Basic swim lessons Registered fitness programs Registered skate programs Registered programs (e.g. arts, music, crafts) Arts Centre school year dance Programs (limited subsidy available)	Private lessons Semi-private lessons Personal training Tennis assessments Birthday parties Facility rentals (e.g. room rentals) Memberships/Facility passes (i.e. memberships or facility passes for seniors clubs and groups) Contracted programs in which the instructor charges per person rather than an hourly wage

\*Note: It is anticipated that free drop-in admissions will be administered as an annual pass in PerfectMind. Therefore annual passes are not included in this chart.

**Attachment 5: Comparison of Existing vs. Revised Recreation Fee Subsidy Program**

	<b>Existing Program</b>	<b>Revised Program</b>
<b>Admissions</b>	Only available as subsidized 10-Visit passes (up to four times per year, including program registrations)	Free admissions for all ages
<b>Program Registrations</b>	Pay-what-you-can for children and youth only (up to three times per year, including 10-Visit pass)	90% discount on advertised price of program registration fee for all ages
<b>Children/Youth Registered Program Subsidy</b>	See above	Up to \$300/year subsidy
<b>Adult/Senior Registered Program Subsidy</b>	No subsidy	Up to \$100/year subsidy
<b>Opportunities for Participation</b>	Low	Excellent
<b>Range of Admissions &amp; Program Choice</b>	Low	Excellent
<b>Individual Facility Use</b>	Low	High
<b>Impact on Administration</b>	Moderate	High
<b>Annual Financial Impact*</b>	\$49K (City) \$26K (Community Partners)	\$114K-\$153K (City) \$76K-\$102K (Community Partners)
<b>Net increase cost from current program*</b>	n/a	\$65K-\$104K (City) \$50K-\$76K (Community Partners)
<b>Within City Operating Budget</b>	Yes	No

\*Note: Not inclusive of other potential City costs (e.g. technology software, staff training, promotions, etc.)  
 Annual financial impact = Admissions + Program Reg. (child/youth) + Program Reg. (adult/senior)  
 Admissions: Estimated number of participants x 16 uses x \$5  
 Program Registrations: Estimated child/youth participants x \$150 use minus 10% participant contribution  
 Program Registrations: Estimated adult/senior participants x \$80 use minus 10% participant contribution

**Attachment 6: Scenarios for Seniors Pricing**

Below is a chart that provides examples of how new seniors pricing would be applied:

<b>Drop-in Programs and Monthly/Annual Passes</b>	<b>Registered Programs for Seniors</b>	<b>Services for Seniors</b>
Example: Fitness centre, group fitness, pickle ball, badminton, swimming, skating	Example: Out trips, fitness classes, ballroom dance, 'iPhones and iPads' course	Example: Wellness clinics, free workshops, free events, seniors facility passes (i.e. for clubs and groups at community centres, Minoru Place Activity Centre)
Adult rate: 19 to 64 years Seniors rate: 65+ years	Program would be open to 55+ years. Participants 55 to 64 years would pay an 'adult' rate. Participants 65+ years would pay a 'seniors' rate.	Opportunities would be open to 55+ years. Seniors facility passes for clubs and groups will be available for purchase to 55+ years.



## Attachment 7: RFSP Implementation Plan

Focus	Action	External/ Internal	Others Involved	Time-frame
<b>Program Administration</b>	Continue to administer and promote the RFSP in its current state.	External		Ongoing
<b>Program Administration</b>	Complete a Privacy Impact Assessment of the RFSP to ensure compliance with FIPPA privacy legislation.	Internal	<ul style="list-style-type: none"> <li>• Clerks</li> <li>• Corporate Compliance</li> </ul>	2017
<b>Screening</b>	Implement a streamlined application and screening process to test pilot ahead of revised program implementation. Adjust as needed.	Internal		2017
<b>Evaluation and reporting</b>	Develop outcome planning and evaluation framework to assist with reporting to Council and Community Partners.	Internal		2017
<b>Technology</b>	Ensure PerfectMind features meet RFSP database needs. <ul style="list-style-type: none"> <li>• Secure 'subsidy' module</li> <li>• Ability to assign and track client credits</li> <li>• Customer interface</li> <li>• Additional features to improve affordable options (e.g. pro-rated monthly payments of an annual passes)</li> </ul>	Internal	<ul style="list-style-type: none"> <li>• PerfectMind Implementation Leadership Group</li> <li>• Information Technology</li> </ul>	2017-18
<b>Promotion</b>	Develop and implement a communication strategy regarding the change in Seniors age for pricing.	External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> <li>• Communications</li> </ul>	2017-18
<b>Program Administration</b>	Clarify programs eligible for subsidy and process for addressing RFSP client participation in programs with contractors.	Internal/ External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> <li>• Richmond Olympic Oval</li> </ul>	2017-18

Focus	Action	External/ Internal	Others Involved	Time- frame
<b>Program Administration</b>	Identify and implement steps for creating and managing the Central Fund, including how carried-over funds are attributed to Community Partners for subsequent years.	Internal/ External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> <li>• Community Partners</li> <li>• Finance</li> <li>• PerfectMind Implementation Leadership Group</li> <li>• Information Technology</li> </ul>	2017-18
<b>Promotion</b>	Develop and implement a targeted promotional campaign aimed at residents living on low income to raise awareness of the revised program, including promotional materials, web content, outreach.	External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> <li>• Communications</li> </ul>	2018
<b>Program Administration</b>	Develop and implement a system to track RFSP usage with the Richmond Olympic Oval.	Internal/ External	<ul style="list-style-type: none"> <li>• Richmond Olympic Oval</li> </ul>	2018
<b>Promotion</b>	Develop and implement a targeted promotional campaign to raise awareness among staff who work with people living on low income at social service agencies and institutional partners.	External	<ul style="list-style-type: none"> <li>• RCSAC</li> <li>• SD38</li> <li>• VCH</li> <li>• MCFD/MSD</li> </ul>	2018
<b>Promotion</b>	Develop and implement internal communications and training strategy to inform and prepare Community Services staff for the revised RFSP.	Internal	<ul style="list-style-type: none"> <li>• Community Services Departments</li> <li>• Human Resources</li> </ul>	2018
<b>Promotion</b>	Promote low cost and free opportunities that would be suitable for adults aged 55 to 64 should be promoted in the Low Cost, No Cost brochure.	External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> <li>• Communications</li> </ul>	2018
<b>Program Administration</b>	Implement revised RFSP ( <i>concurrently with PerfectMind implementation</i> ).	Internal/ External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> </ul>	2018

Focus	Action	External/ Internal	Others Involved	Time- frame
<b>Seniors</b>	Implement a change in the age at which seniors pricing is in effect from 55 to 65 years of age ( <i>concurrently with RFSP implementation</i> ).	External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> </ul>	2018
<b>Evaluation and Reporting</b>	Monitor RFSP participation and contribution amounts with quarterly usage updates shared with Community Partners in the first year of implementation.	Internal/ External	<ul style="list-style-type: none"> <li>• Community Partners</li> <li>• Community Services Departments</li> </ul>	2018-2020
<b>Evaluation and Reporting</b>	Gather and monitor feedback from RFSP clients to identify opportunities for program improvement (e.g. via Let's Talk Richmond).	Internal/ External	<ul style="list-style-type: none"> <li>• RFSP Clients</li> <li>• Communications</li> </ul>	2019-2020
<b>Evaluation and Reporting</b>	Formal progress report on RFSP participation and contribution amounts to City Council and Community Partners.	Internal/ External	<ul style="list-style-type: none"> <li>• Community Partners</li> <li>• Community Services Departments</li> </ul>	2020
<b>Evaluation and Reporting</b>	Gather and monitor feedback from RFSP clients to identify opportunities for program improvement (e.g. via Let's Talk Richmond).	Internal/ External	<ul style="list-style-type: none"> <li>• RFSP Clients</li> <li>• Communications</li> </ul>	2020
<b>Screening</b>	Develop and implement a referral process for pre-screened RFSP applications. <ul style="list-style-type: none"> <li>• Investigate implementing an agency recreation pass as a reciprocal measure for organizations that provide pre-screening support.</li> </ul>	Internal/ External	<ul style="list-style-type: none"> <li>• Selected community service agencies</li> <li>• Community Partners</li> </ul>	2020
<b>Evaluation and Reporting</b>	Update report to Council regarding the first two years of implementation and any recommended program adjustments	Internal/ External	<ul style="list-style-type: none"> <li>• Community Services Departments</li> </ul>	2021