



**City Council**

**Council Chambers, City Hall  
6911 No. 3 Road**

**Monday, May 9, 2016  
7:00 p.m.**

Pg. #      ITEM

MINUTES

1. *Motion to:*

- (1) *adopt the minutes of the Regular Council meeting held on April 25, 2016 (distributed previously); and*
- (2) *receive for information the Metro Vancouver 'Board in Brief' dated April 29, 2016.*

CNCL-7



AGENDA ADDITIONS & DELETIONS

COMMITTEE OF THE WHOLE

2. *Motion to resolve into Committee of the Whole to hear delegations on agenda items.*



3. Delegations from the floor on Agenda items.

**(PLEASE NOTE THAT FOR LEGAL REASONS, DELEGATIONS ARE NOT PERMITTED ON ZONING OR OCP AMENDMENT BYLAWS WHICH ARE TO BE ADOPTED; OR ON DEVELOPMENT PERMITS/DEVELOPMENT VARIANCE PERMITS.)**

4. *Motion to rise and report.*



## RATIFICATION OF COMMITTEE ACTION

## CONSENT AGENDA

**(PLEASE NOTE THAT ITEMS APPEARING ON THE CONSENT AGENDA WHICH PRESENT A CONFLICT OF INTEREST FOR COUNCIL MEMBERS MUST BE REMOVED FROM THE CONSENT AGENDA AND CONSIDERED SEPARATELY.)**

## CONSENT AGENDA HIGHLIGHTS

- Receipt of Committee minutes
- Am-Pri Developments (2012) Ltd. Transfer of Ownership of Public Art
- Richmond Public Art Program 2015 Annual Report and Public Art Advisory Committee 2016 Work Plan
- Recreation Fee Subsidy Program Review

5. *Motion to adopt Items No. 6 through No. 9 by general consent.*



6. **COMMITTEE MINUTES**

*That the minutes of:*

- CNCL-14 (1) *the Parks, Recreation and Cultural Services Committee meeting held on April 26, 2016; and*
- CNCL-20 (2) *the Development Permit Panel meeting held on April 27, 2016; be received for information.*



Pg. # ITEM

Consent  
Agenda  
Item

7. **AM-PRI DEVELOPMENTS (2012) LTD. TRANSFER OF OWNERSHIP OF PUBLIC ART**

(File Ref. No. 11-7000-09-20-189) (REDMS No. 4961697 v. 2)

CNCL-32

[See Page CNCL-32 for full report](#)

PARKS, RECREATION AND CULTURAL SERVICES COMMITTEE  
RECOMMENDATION

*That the transfer of ownership of public art by Am-Pri Developments (2012) Ltd. to the City of Richmond, as presented in the report from the Director, Arts, Culture and Heritage Services, titled “Am-Pri Developments (2012) Ltd. Transfer of Ownership of Public Art,” dated March 29, 2016, be approved.*



Consent  
Agenda  
Item

8. **RICHMOND PUBLIC ART PROGRAM 2015 ANNUAL REPORT AND PUBLIC ART ADVISORY COMMITTEE 2016 WORK PLAN**

(File Ref. No. 01-0100-30-RPAR1-01) (REDMS No. 4968335 v. 3)

CNCL-54

[See Page CNCL-54 for full report](#)

PARKS, RECREATION AND CULTURAL SERVICES COMMITTEE  
RECOMMENDATION

- (1) *That the Richmond Public Art Advisory Committee 2016 Work Plan, as presented in the report titled, “Richmond Public Art Program 2015 Annual Report and Public Art Advisory Committee 2016 Work Plan,” from the Director, Arts, Culture and Heritage Services, dated April 7, 2016, be approved; and*
- (2) *That staff review the City’s Public Art Policy regarding developer voluntary public art contributions and the City’s approval process for developer voluntary public art contributions on private property and report back.*



Consent  
Agenda  
Item

9. **RECREATION FEE SUBSIDY PROGRAM REVIEW**  
(File Ref. No. 07-3000-01) (REDMS No. 4971157 v. 8)

CNCL-66

See Page CNCL-66 for full report

PARKS, RECREATION AND CULTURAL SERVICES COMMITTEE  
RECOMMENDATION

- (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.*



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CONSIDERATION OF MATTERS REMOVED FROM THE  
CONSENT AGENDA

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NON-CONSENT AGENDA ITEMS

10. **VANCOUVER AIRPORT FUEL DELIVERY PROJECT  
ENVIRONMENTAL ASSESSMENT CERTIFICATE AMENDMENT**  
(File Ref. No. 10-6060-01) (REDMS No. 4991314 v. 3)

CNCL-122

See Page CNCL-122 for full report

RECOMMENDATION to be forwarded from the Open Special General  
Purposes Committee meeting.



The following staff recommendation is to be considered by the General Purposes Committee:

*That the comments regarding the Vancouver Airport Fuel Facility Corporation's application for amendment to the approved Vancouver Airport Fuel Delivery project's Environmental Assessment Certificate, identified in the staff report titled "Vancouver Airport Fuel Delivery Project Environmental Assessment Certificate Amendment", dated April 26, 2016, from the Director, Engineering, be endorsed for submission to the BC Environmental Assessment Office.*



11. **2015 CONSOLIDATED FINANCIAL STATEMENTS**

(File Ref. No. 03-0905-01) (REDMS No. 4987755 v. 2; 4986723 v. 3; 4988765 v. 3)

CNCL-136

See Page CNCL-136 for full report

RECOMMENDATION to be forwarded from the Open Special Finance Committee meeting.

The following staff recommendation is to be considered by the Finance Committee:

*That the City's audited consolidated financial statements for the year ended December 31, 2015 be approved.*



PUBLIC ANNOUNCEMENTS AND EVENTS

NEW BUSINESS

BYLAWS FOR ADOPTION

- CNCL-199**      Richmond Zoning Bylaw No. 8500, Amendment **Bylaw No. 9225**  
(3260/3280 Blundell Road, RZ 15-690340)  
Opposed at 1<sup>st</sup> Reading – None.  
Opposed at 2<sup>nd</sup>/3<sup>rd</sup> Readings – None.

☐

- CNCL-201**      Richmond Zoning Bylaw No. 8500, Amendment **Bylaw No. 9504**  
(10340 Odlin Road, RZ 15-693376)  
Opposed at 1<sup>st</sup> Reading – None.  
Opposed at 2<sup>nd</sup>/3<sup>rd</sup> Readings – None.

☐

ADJOURNMENT

☐

## **For Metro Vancouver meetings on Friday, April 29, 2016**

*Please note these are not the official minutes. Board in Brief is an informal summary. Material relating to any of the following items is available on request from Metro Vancouver. For more information, please contact Greg Valou, 604-451-6016, [Greg.Valou@metrovancouver.org](mailto:Greg.Valou@metrovancouver.org) or Jean Kavanagh, 604-451-6697, [Jean.Kavanagh@metrovancouver.org](mailto:Jean.Kavanagh@metrovancouver.org).*

## **Greater Vancouver Regional District - Parks**

### **Contribution Agreement – Pacific Parklands Foundation**

**APPROVED**

The Board approved a Contribution Agreement between the Greater Vancouver Regional District and the Pacific Parklands Foundation for a three-year term and annual contribution of \$175,000 commencing January 1, 2017 and ending December 31, 2019.

### **Contribution Agreement – Catching the Spirit Youth Society**

**APPROVED**

The Board approved a Contribution Agreement between the Greater Vancouver Regional District and the Catching the Spirit Youth Society for a three-year term and annual contribution of \$75,000 commencing January 1, 2017 and ending on December 31, 2019.

## **Greater Vancouver Regional District**

### **UBC Frederic Wood Theatre Liquor Licence Application**

**APPROVED**

The University of British Columbia has applied to the BC Liquor Control and Licensing Branch for liquor primary licence application for the Frederic Wood Theatre. The Board recommend the issuance of a liquor licence and endorsed staff comments as outlined in the report.

### **Distribution of Electoral Area A Community Works Fund Monies**

**APPROVED**

The Community Works Fund is delivered to all local governments in British Columbia through a direct annual allocation to support local eligible priorities. The amount delivered is based on a per-capita formula which is consistent with the federal principles of Gas Tax Funding.

The Board endorsed the distribution of monies from the Community Works Fund to areas within Electoral Area A based on population as described in the report.

### **Meto Vancouver Staff Submission to the B.C. Climate Leadership Plan, Phase II Engagement**

**APPROVED**

The Board will write to the provincial Minister of Environment conveying its support for the Metro Vancouver Phase II staff submission on the Provincial Climate Leadership Plan.

**Asset Disposal Policy****APPROVED**

The Asset Disposal Policy outlines the framework and process by which Metro Vancouver will dispose of assets that are used on a routine basis. The disposal of assets such as land, infrastructure, and buildings owned by Metro Vancouver are not covered under this policy and are considered special circumstances that would require a Board decision on their disposal requirements. The Board approved a revised Asset Disposal Policy.

**Status of Reserves****APPROVED**

The Board approved the application of reserves as set out in Schedules 1 and 2 of this report. These applications are consistent with legislated requirements and Board policy on the use of reserves and provide the funding necessary to complete operating priorities currently in progress, and will also reduce future debt requirements.

**GVRD Nominee to the 2016-2017 E-Comm Board of Directors****APPROVED**

The Board designated Raymond Louie as Metro Vancouver nominee to the E-Comm Board of Directors for the 2016-2017 term.

**2015 Food Scraps Recycling and Christmas Waste Reduction Campaigns****RECEIVED**

In support of waste reduction and diversion targets in the *Integrated Solid Waste and Resource Management Plan*, two broad advertising campaigns were held in the fourth quarter of 2015. Both campaigns were visible on transit throughout the region as well as in online publications, social media, and at municipal facilities. The Board received the report for information.

**Consideration of the Village of Lions Bay Regional Context Statement****APPROVED**

The Board accepted the Village of Lions Bay Regional Context Statement as received by Metro Vancouver on March 9, 2016.

**Metro Vancouver 2015 Industrial Lands Inventory****RECEIVED**

The 2015 Industrial Lands Inventory provides a comprehensive inventory of industrial lands and their characteristics, including quantity and utilization, and also documents change over time. The results will assist in continuing to implement and report on the regional growth strategy, Metro 2040, support municipalities and agencies in their efforts to protect industrial lands and ensure their efficient use, and provide the development community with information about available lands and opportunities. The Board received the report for information.

## **2016 Regional Food System Action Plan**

**APPROVED**

When the Board adopted the Regional Food System Strategy in 2011, it directed staff to prepare a Regional Food System Action Plan. The Action Plan identifies both actions for specific local governments, those which have been reviewed and approved by decision makers, and a number of new collaborative initiatives that have not yet been considered by municipal Councils or the GVRD Board.

The Board:

- Endorsed the 2016 Regional Food System Action Plan as a collaborative approach through which local governments can jointly advance a sustainable, resilient and healthy regional food system.
- Acknowledged the consolidation into the Action Plan of food system actions already planned for implementation by Metro Vancouver.
- Directed staff to explore eighteen new collaborative actions identified in the Action Plan.

## **Draft Audited 2015 Financial Statements**

**APPROVED**

The Board approved the Audited 2015 Consolidated Financial Statements for the Greater Vancouver Regional District.

## **2015 Financial Results Year-End**

**RECEIVED**

The Board received a report with an update on financial performance year ending December 31, 2015 as compared to the 2015 annual budget. Overall, the 2015 financial results for the Metro Vancouver entities and functions were favourable to budget with a surplus of \$25.9 million.

## **Delegations Received at Committee April 2016**

**RECEIVED**

The Board received for information a summary of delegations to the Intergovernment and Finance Electoral Area Sub-Committee, which included Scott Cornell, President, Strachan Point Estates, and Brenda DeBelle, Resident of Strachan Point.

## **Electoral Area A Zoning Bylaw – Minor Amendments**

**APPROVED**

The Board approved several minor zoning amendments for Electoral Area A. The amendments are intended to address issues identified by staff through application of the Electoral Area A Zoning Bylaw, and specific amendments to the Strachan Point Residential Zone resulting from consultation with Strachan Point residents.

## Greater Vancouver Water District

### **Status of Reserves**

**APPROVED**

The Board approved the application of reserves as set out in Schedules 1 and 2 of this report. These applications are consistent with legislated requirements and Board policy on the use of reserves and provide the funding necessary to complete operating priorities currently in progress as well as reduce future debt requirements.

### **Industrial Trial of Drinking Water Treatment Residuals at Lafarge Richmond Cement Plant**

**APPROVED**

Drinking water treatment residuals are the thickened, dewatered solids removed as a result of the drinking water filtration process at the Seymour-Capilano Filtration Plant, and consist of materials from the source water, and treatment chemicals.

The Board approved a 12-month trial of drinking water treatment residuals for use as an alternate raw material in the production of cement at the Lafarge Richmond Cement Plant.

### **2015 GVWD Quality Control Annual Report**

**RECEIVED**

The Board received for information a summary of the 2015 Quality Control Annual Report on drinking water quality.

### **Water Supply Forecast and Water Consumption Update for Summer 2016**

**RECEIVED**

The Board received for information an annual update on the current water supply and water consumption situation in advance of the approaching summer peak demand period. With existing snowpack levels only slightly below average, and significantly above spring 2015 levels, it is expected that source lake storage will be sufficient to ensure adequate water supply for the 2016 summer season.

### **Status of Utilities Capital Expenditures to December 31, 2015**

**RECEIVED**

The Board received for information a report on the status of the utilities capital expenditures. The Water District is projecting to be under spent for both ongoing and completed capital projects to December 31, 2015.

### **Draft Audited 2015 Financial Statements**

**APPROVED**

The Board approved the Audited 2015 Financial Statements for the Greater Vancouver Water District.

## Greater Vancouver Sewage and Drainage District

### Status of Reserves

**APPROVED**

The Board approved the application of reserves as set out in Schedules 1 and 2 of this report. These applications are consistent with legislated requirements and Board policy on the use of reserves and provide the funding necessary to complete operating priorities currently in progress as well as reduce future debt requirements.

### Biosolids Drying Facility at Annacis Island Wastewater Treatment Plant

**APPROVED**

The Board supported proceeding with a feasibility study of a Biosolids Drying Facility at the Annacis Island Wastewater Treatment Plant.

### Amendment to Fraser Sewerage Area Boundary – Northeast Coquitlam

**APPROVED**

The Board approved an amendment to the Fraser Sewerage Area boundary to include the properties in the City of Coquitlam as shown on District Drawing SA-2376 Sheets 86 and 87.

### Amendment to Fraser Sewerage Area Boundary – 15005 36 Avenue, Surrey

**APPROVED**

The Board approved the amendment to the Fraser Sewerage Area boundary to include the property located at 15005 36 Avenue, Surrey.

### Intentions Paper – Proposed New Bylaw for Hospitals and Acute Care Facilities

**APPROVED**

As part of Metro Vancouver's source control strategy to proactively minimize contaminants from entering the sewers, Metro Vancouver is developing strategies to regulate wastes discharged to sewer from hospitals and acute care facilities. The Board endorsed an Intentions Paper and directed staff to begin consultation on the development of a new regulatory bylaw.

### Results of 2015 Grease Pilot Project with the City of Surrey

**RECEIVED**

A 2015 pilot project with the City of Surrey tested approaches to encourage residents to dispose of grease in the green bin instead of down sinks and other drains. A post-pilot survey in December 2015 showed that the campaign reached 15% of City of Surrey residents. Most of those reached (60%), indicated they are less likely to dispose of grease in drains with 50% indicating they would dispose of grease in the green bin, and another 15% indicating they would put it in the green bin/garbage. These findings will inform a second grease behavior change pilot project to be undertaken with the City of Richmond. The Board received the report for information.

**Results of 2015 Wipes Pilot Project with the City of Pitt Meadows****RECEIVED**

In the fall of 2015, Metro Vancouver conducted a pilot project with the City of Pitt Meadows to test approaches to encourage residents to dispose of wipes in the garbage and not the toilet. Women were the target audience, and one-half of those surveyed (51%) recalled the campaign with nearly all (93%) indicating they now dispose of wipes in the garbage. Additionally, measurements taken at the Baynes Road pump station showed a significant decrease in the amount of wipes. The Board received the report for information.

**Status of Utilities Capital Expenditures to December 31, 2015****RECEIVED**

The Board received for information a report on the status of the utilities capital expenditures.

**2015 Disposal Ban Inspection Program Update****RECEIVED**

The Board received for information an annual update on the Metro Vancouver disposal ban inspection program. The disposal ban inspection program is one of Metro Vancouver's key waste reduction strategies. In 2015, 176,895 loads were inspected with a total of 4,835 surcharges issued.

**Disposal Ban Program: Proposed Tipping Fee Bylaw Revisions****APPROVED**

This report describes proposed changes to the Tipping Fee Bylaw for 2017 related to the disposal ban program. The proposed changes are related to the role of the disposal ban inspector, the performance of inspection and issuing surcharge notices, the surcharge dispute process, and clarify the ability of the Manager to use discretion to waive surcharge(s). The Board directed staff to initiate consultation on the proposed changes to the Tipping Fee Bylaw related to the disposal ban program.

**Update on MMBC Program Implementation and Streetscape Collection****RECEIVED**

The Board received the report for information and will send letters to the Ministry of Environment requesting that the Minister direct MMBC to fulfill their obligation with respect to the provisions of streetscape collection, and that the Minister direct the newspaper industry to comply with the requirements of the B.C. Recycling Regulation immediately.

**Metro Vancouver 2015 Waste Composition Monitoring Program****RECEIVED**

The Board received an update on the regional waste composition monitoring program in support of the Region's waste diversion goals.

The 2015 waste composition monitoring program analyzed the composition of the waste stream across 138 material categories. The results from the 2015 waste composition monitoring program showed a notable reduction in the amount of organics disposed with an approximate 66,000 tonne reduction from 2014.



## **Single Family Every-Other-Week Garbage Collection – Status Update**

**RECEIVED**

The Board received a report with disposal and recycling data outlining the effects of every-other-week garbage collections programs on the single-family residences. Currently, approximately 70% of single-family residences in the region have every-other-week garbage collection. On average, municipalities that have changed their collection method have seen a 33% reduction in the tonnage of waste disposed.

## **Status of Sewerage and Drainage District (Solid Waste) Capital Expenditures to December 31, 2015**

**RECEIVED**

The Board received a report on the status of utilities capital expenditures for the Sewerage and Drainage District (Solid Waste).

## **Draft Audited 2015 Financial Statements**

**APPROVED**

The Board approved the Audited 2015 Financial Statements for the Greater Vancouver Sewerage and Drainage District.

## **Greater Vancouver Sewerage and Drainage District Development Cost Charge Reserve Fund Expenditure Bylaw No. 300, 2016**

**APPROVED**

The Board adopted a bylaw to meet the statutory requirements to use Development Cost Charges (DCC) for funding of the growth capital program. This bylaw completes the authority for the required transfer to support the 2015 financial plan.



## Parks, Recreation and Cultural Services Committee

Date: Tuesday, April 26, 2016

Place: Anderson Room  
Richmond City Hall

Present: Councillor Harold Steves, Chair  
Councillor Ken Johnston  
Councillor Carol Day  
Councillor Bill McNulty  
Councillor Linda McPhail

Call to Order: The Chair called the meeting to order at 4:00 p.m.

### MINUTES

It was moved and seconded

*That the minutes of the meeting of the Parks, Recreation and Cultural Services Committee held on March 30, 2016, be adopted as circulated.*

**CARRIED**

### NEXT COMMITTEE MEETING DATE

May 25, 2016, (tentative date) at 4:00 p.m. in the Anderson Room

### COMMUNITY SERVICES DIVISION

**1. AM-PRI DEVELOPMENTS (2012) LTD. TRANSFER OF OWNERSHIP OF PUBLIC ART**

(File Ref. No. 11-7000-09-20-189) (REDMS No. 4961697 v. 2)

Discussion ensued with respect to the dimensions of the art piece and opportunities to work with partners such as Emily Carr University on future art projects.

**Parks, Recreation & Cultural Services Committee**  
**Tuesday, April 26, 2016**

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It was moved and seconded

*That the transfer of ownership of public art by Am-Pri Developments (2012) Ltd. to the City of Richmond, as presented in the report from the Director, Arts, Culture and Heritage Services, titled "Am-Pri Developments (2012) Ltd. Transfer of Ownership of Public Art", dated March 29, 2016, be approved.*

**CARRIED**

**2. RICHMOND PUBLIC ART PROGRAM 2015 ANNUAL REPORT AND PUBLIC ART ADVISORY COMMITTEE 2016 WORK PLAN**

(File Ref. No. 01-0100-30-RPAR1-01) (REDMS No. 4968335 v. 3)

Eric Fiss, Public Art Planner, offered comments on the Richmond Public Art Program 2015 Annual Report and Public Art Advisory Committee 2016 Work Plan, noting that (i) the City supports local artists and advertises art opportunities locally, (ii) the Art Program provides learning opportunities for students, and (iii) art acquired internationally may not provide the best value in some cases due to factors such as the low Canadian Dollar.

Discussion ensued with respect to the successful PechaKucha night and Mr. Fiss added that bus tours of new artwork in the city took place during Culture Days in 2015 and that Council is invited to attend an upcoming bus tour scheduled in June 2016 for the Richmond Public Art Advisory Committee.

In reply to queries from Committee, Jane Fernyhough, Director, Arts, Culture and Heritage Services, and Mr. Fiss, noted that the Richmond Public Art Advisory Committee (RPAAC) is appointed by Council and has a Terms of Reference approved by Council.

Discussion took place regarding Council's input on public art contributions and Mr. Fiss noted that: (i) developer public art contributions are optional and applicants are encouraged to develop art instead of a cash contribution, (ii) the applicant's proposed public art plan typically accompanies the Development Permit application for Council approval, and (iii) staff can review inclusion of all proposed public art plans in the Development Permit application process.

In reply to queries from Committee, Cathryn Volkering Carlile, General Manager, Community Services advised that developer public art contributions are voluntary and that staff are responding to a referral to review community amenity contributions.

Discussion then took place regarding the placement of developer public art contributions on City property.

**Parks, Recreation & Cultural Services Committee**  
**Tuesday, April 26, 2016**

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It was moved and seconded

*That the Richmond Public Art Advisory Committee 2016 Work Plan, as presented in the report titled, "Richmond Public Art Program 2015 Annual Report and Public Art Advisory Committee 2016 Work Plan," from the Director, Arts, Culture and Heritage Services, dated April 7, 2016, be approved.*

**CARRIED**

Discussion ensued with regard to the suitability of Richmond-themed art on City spaces.

As a result of the discussion, the following **referral motion** was introduced:

It was moved and seconded

*That staff review the City's Public Art Policy regarding developer voluntary public art contributions and the City's approval process for developer voluntary public art contributions on private property and report back.*

**CARRIED**

**3. CULTURAL FOCUS FOR EVENTS AND ACTIVITIES**

(File Ref. No. 11-7000-01) (REDMS No. 4928726 v. 5)

Ms. Fernyhough commented on the Cultural Focus for Events and Activities, noting that City approved community events may receive City support, and the majority of community events are privately organized and funded.

It was moved and seconded

*That the report titled "Cultural Focus for Events and Activities" dated April 7, 2016 from the Director, Arts, Culture and Heritage Services, be received for information.*

**CARRIED**

**4. RECREATION FEE SUBSIDY PROGRAM REVIEW**

(File Ref. No. 07-3000-01) (REDMS No. 4971157 v. 8)

Kim Somerville, Manager, Community Social Develop, and Sean Davies, Coordinator - Special Needs, reviewed the Recreation Fee Subsidy Program Review, noting that the Program will be centrally administered in City Hall and the application process would verify eligibility.

It was moved and seconded

*(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;*

**Parks, Recreation & Cultural Services Committee**  
**Tuesday, April 26, 2016**

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- (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.*

**CARRIED**

**5. COMMITTEE STANDING ITEM**

***Garden City Lands***

Jamie Esko, Manager, Park Planning and Design, and Kevin Connery, Research Planner 2, provided a revised schedule (attached to and forming part of these minutes as Schedule 1) and updated Committee on the Garden City Lands project, noting that (i) the Water Management Study is in the final stages and preliminary results are being utilized, (ii) the water systems between the bog and agricultural component can be separated, (iii) community consultation on the perimeter trail is on-going, (iv) the permeable dike bisecting the site will have a straighter alignment, and (v) drainage capacity has been added by the expansion of the pond area.

Discussion ensued with regard to (i) community consultation on the cycling and pedestrian trail design, (ii) capturing rain water from adjacent sites, (iii) water storage and drainage on the site, (iv) options to treat and cover ditches to gain additional area, and (v) the progression of the site's design and information available to the public.

In reply to queries from Committee regarding the flex fields, Ms. Esko and Mr. Connery noted that the flex fields were open meadow spaces and descriptors of the site features are available to the public.

Jim Wright, representing the Garden City Conservation Society, offered comments on the Garden City Lands and expressed concern with respect to (i) the public consultation process and survey, (ii) utilizing Agricultural Land Reserve principles, and (iii) trail design and park accessibility.

Discussion ensued with regard to the consultation process and survey and staff were requested to provide Committee with a copy of the survey.

*Cllr. McNulty left the meeting (5:02 p.m.) and did not return.*

Discussion then ensued with regard to park accessibility and materials that would be suitable for the site's trail system.

**Parks, Recreation & Cultural Services Committee**  
**Tuesday, April 26, 2016**

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6. **MANAGER'S REPORT**

**(i) Steveston Outdoor Pool Repairs**

John Woolgar, Manager, Aquatic and Arena Services, updated Committee on the repairs to the Steveston Outdoor Pool, noting that the Kigoos Swim Club is being accommodated at other facilities and staff are reviewing repair options.

In reply to queries from Committee, John Irving, Director, Engineering, noted that the City has a maintenance budget that can be utilized for the repairs.

**(ii) Richmond Ice Centre Mould**

In reply to queries from Committee, Mr. Irving noted that the arena has the potential for mould and the City performs annual washing and periodic air quality tests in the facility to manage potential mould issues.

**ADJOURNMENT**

It was moved and seconded

*That the meeting adjourn (5:11 p.m.).*

**CARRIED**

Certified a true and correct copy of the  
Minutes of the meeting of the Parks,  
Recreation and Cultural Services  
Committee of the Council of the City of  
Richmond held on Tuesday, April 26,  
2016.

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Councillor Harold Steves  
Chair

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Evangel Biason  
Legislative Services Coordinator

# GARDEN CITY LANDS - PROJECT SCHEDULE: APRIL 26 2016

MARCH	APRIL	MAY	JUNE	JULY	AUGUST
<p>WEEK 1</p> <p>Hydrological Concepts &amp; Seepage Model &amp; Draft Water Resources Mgt Plan</p> <p>Presentation to staff rescheduled to 3rd week of April</p> <p>WEEK 2</p> <p>AAC Meeting - Hydrological Concepts &amp; Seepage Model &amp; Draft Water Resources Mgt Plan</p> <p>WEEK 3</p> <p>ACE Meeting - Hydrological Concepts &amp; Seepage Model &amp; Draft Water Resources Mgt Plan</p> <p>WEEK 4</p> <p>STAKEHOLDER &amp; COMMUNITY MEETINGS - Trails &amp; Water Management Infrastructure Saturday April 23 &amp; Wednesday April 27</p> <p>PRC Meeting Update - Preliminary Trails and Water Management Plan</p> <p>AAC Meeting - April 26 Hydrological Concepts &amp; Seepage Model &amp; Draft Water Resources Mgt Plan. Rescheduled from April 14</p>	<p>WEEK 1</p> <p>Draft Ecological Resource Management Plan</p> <p>Presentation to staff rescheduled to 3rd week of April</p> <p>WEEK 2</p> <p>AAC Meeting - Draft Ecological Management and CAM Plan</p> <p>WEEK 3</p> <p>ACE Meeting - Draft Ecological Management and CAM Plan</p> <p>WEEK 4</p> <p>STAKEHOLDER &amp; COMMUNITY MEETINGS - Trails &amp; Water Management Infrastructure Saturday April 23 &amp; Wednesday April 27</p> <p>PRC Meeting Update - Preliminary Trails and Water Management Plan</p> <p>AAC Meeting - April 26 Hydrological Concepts &amp; Seepage Model &amp; Draft Water Resources Mgt Plan. Rescheduled from April 14</p>	<p>WEEK 1</p> <p>Trail and Water Management Infrastructure</p> <p>Revised Design Underway</p> <p>WEEK 2</p> <p>AAC Meeting - Trail and Water Management Infrastructure</p> <p>WEEK 3</p> <p>STAKEHOLDER &amp; COMMUNITY MEETING - Revised Trails &amp; Water Management Infrastructure Dates: TBD</p> <p>ACE Meeting - Trail and Water Management Infrastructure</p> <p>WEEK 4</p> <p>Water &amp; Ecological Resource Management Strategy Review - Staff</p> <p>PRC Meeting Update - Revised Trails and Water Management Plan</p>	<p>WEEK 1</p> <p>REPORT TO COMMITTEE - Trails and Water Management Infrastructure - Landscape Team's work ongoing</p> <p>WEEK 2</p> <p>100% Trail and Water Management Infrastructure - AAC Meeting - Term Management Plan &amp; Draft Ecological Resource Mgmt Plan</p> <p>WEEK 3</p> <p>ACE Meeting - Term Management Plan &amp; Draft Ecological Resource Mgmt Plan</p> <p>WEEK 4</p> <p>PRC Meeting Update - Water and Ecological Resource Management Strategy Review - Staff</p> <p>REPORT TO COMMITTEE - XHU Farm Management - Action Information</p> <p>AAC Meeting - XHU Farm Management - Action Information</p>	<p>WEEK 1</p> <p>LANDSCAPE TEAM'S WORK ONGOING</p> <p>WEEK 2</p> <p>LANDSCAPE TEAM'S WORK ONGOING</p> <p>WEEK 3</p> <p>PRC Meeting Update</p> <p>WEEK 4</p> <p>ACE Response - TBD</p>	<p>Trail Construction commences</p> <p>Perimeter Trail</p>

Schedule 1 to the Minutes of the Parks, Recreation & Cultural Services Committee meeting of Richmond City Council held on Tuesday, April 26, 2016.



**Development Permit Panel  
Wednesday, April 27, 2016**

Time: 3:30 p.m.  
Place: Council Chambers  
Richmond City Hall  
Present: Joe Erceg, Chair  
Cathryn Volkering Carlile, General Manager, Community Services  
Robert Gonzalez, General Manager, Engineering and Public Works

The meeting was called to order at 3:32 p.m.

**Minutes**

It was moved and seconded

*That the minutes of the meeting of the Development Permit Panel held on April 13, 2016, be adopted.*

**CARRIED**

**1. Development Variance 15-709889**  
(File Ref. No.: DV 15-709889) (REDMS No. 4948229)

APPLICANT: First Richmond North Shopping Centres Limited

PROPERTY LOCATION: 4751 McClelland Road

**INTENT OF PERMIT:**

1. Vary the provisions of Richmond Zoning Bylaw 8500 to increase the maximum permitted height for an accessory structure in the "Neighbourhood Commercial (ZC32) - West Cambie Area" from 12.0 m (39.4 ft.) to 26.0 m (approximately 85.0 ft.) in order to permit the installation of a flag pole in the plaza area at the corner of Garden City Road and Alderbridge Way.



## **Development Permit Panel**

**Wednesday, April 27, 2016**

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### **Applicant's Comments**

Christopher Block, Chandler Associates Architecture, Inc., accompanied by Cristiana Valero, SmartREIT, with the aid of a visual presentation (attached to and forming part of these minutes as Schedule1), provided background information on the development variance permit application and highlighted the following:

- the development variance permit application is being requested to vary the maximum height for an accessory structure from 12 meters to 26 meters for the installation of a flag pole at the front entrance of the Richmond North Shopping Centre currently under development;
- the proposed flag pole, located at the southwest corner of the shopping centre located at Alderbridge Way and Garden City Road, will only be used to fly the Canadian flag;
- the proposal is a patriotic initiative of the developer and provides a gateway feature to the shopping centre, the City Centre, and Alexandra Neighbourhood; and
- Transport Canada and NAV Canada have no concerns regarding the proposal.

### **Panel Discussion**

In response to queries from the Panel, Mr. Block advised that (i) the proposed height of the flag pole is necessary to make the Canadian flag visible considering the height of the surrounding buildings, and (ii) the top of the flag pole will be lighted.

### **Staff Comments**

Wayne Craig, Director, Development, acknowledged support for the development variance permit application, noting that (i) the height of the proposed flag pole relates well to the built context around the area, and (ii) there will be a legal agreement registered on Title restricting the use of the flag pole to fly only the Canadian flag measuring approximately 15 by 30 feet.

### **Correspondence**

None.

### **Gallery Comments**

None.

## Development Permit Panel

### Wednesday, April 27, 2016

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#### Panel Decision

It was moved and seconded

*That a Development Variance Permit be issued which would vary the provisions of Richmond Zoning Bylaw 8500 to increase the maximum permitted height for an accessory structure in the "Neighbourhood Commercial (ZC32) - West Cambie Area" from 12.0 m (39.4 ft.) to 26.0 m (approximately 85.0 ft.) in order to permit the installation of a flag pole in the plaza area at the corner of Garden City Road and Alderbridge Way.*

**CARRIED**

#### 2. Development Permit 15-697654

(File Ref. No.: DP 15-697654) (REDMS No. 4858900)

APPLICANT: Canada Haotian Investment Ltd.

PROPERTY LOCATION: 8191 Alexandra Road

INTENT OF PERMIT:

1. Permit the construction of a two-storey commercial building at 8191 Alexandra Road on a site zoned "Auto-Oriented Commercial (CA)"; and
2. Vary the provisions of Richmond Zoning Bylaw 8500 to reduce the minimum west interior side yard setback from 3.0 m to 0.46 m.

#### Staff Comments

Mr. Craig advised that to address the referral from the April 13, 2016 Development Permit Panel meeting, the applicant is proposing to add an architectural feature wall at the front and the rear (adjacent to the garbage enclosure) of the proposed building's west side extending to the east side of the neighbouring building to the west. Also, Mr. Craig noted that the narrow gap between the two buildings will remain accessible for the maintenance of equipment on the east wall of the neighbouring building.

#### Applicant's Comments

Patrick Yang, Pacific West Architecture, confirmed that the materials to be used for the architectural feature wall will be the same materials proposed for the subject building.

#### Panel Discussion

In response to a query from the Panel, Mr. Yang commented that sustainability features of the proposed development include, among others, (i) the cantilevered roof at the top of the northeast corner of the building which provides shading to the glazed wall, (ii) use of energy-efficient kitchen equipment, and (iii) installation of a future heat exchange system for the building.

**Development Permit Panel**  
**Wednesday, April 27, 2016**

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**Correspondence**

None.

**Gallery Comments**

None.

**Panel Decision**

It was moved and seconded

*That a Development Permit be issued which would:*

1. *permit the construction of a two-storey commercial building at 8191 Alexandra Road on a site zoned "Auto-Oriented Commercial (CA)"; and*
2. *vary the provisions of Richmond Zoning Bylaw 8500 to reduce the minimum west interior side yard setback from 3.0 m to 0.46 m.*

**CARRIED**

**3. Development Permit 15-700370**

(File Ref. No.: DP 15-700370) (REDMS No. 4926276)

APPLICANT: Yamamoto Architecture Inc.

PROPERTY LOCATION: 9560 Alexandra Road

INTENT OF PERMIT:

Permit the construction of 20 three-storey townhouse units at 9560 Alexandra Road on a site zoned "Town Housing (ZT67)".

**Applicant's Comments**

Taizo Yamamoto, Yamamoto Architecture, Inc., stated that in response to the referral from the April 13, 2016 Development Permit Panel, the following revisions to the proposal has been made by the applicant to improve the interface of the subject site with the future City-owned park:

- the developer will construct an elevated three-meter wide planting bed of soil 0.6 meter high and gently sloping back down to grade along the east edge of the park, in addition to the contribution towards the landscape screening in the east edge of the park adjacent to the subject site;
- a terraced wood retaining wall will be introduced along most the west edge of the subject site, similar to the retaining wall condition at the north end of the site, which includes a two-foot high wood retaining wall along the majority of the west property line and another two-foot high wood retaining wall set back from the west property line; and

## Development Permit Panel

### Wednesday, April 27, 2016

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- the two retaining walls will be screened with planting.

In response to a query from the Panel, Denitsa Dimitrova, PMG Landscape Architects, noted that (i) screening along the west property line includes a one meter high evergreen row of shrubs, and (ii) trailing plants are proposed for the screening of the two retaining walls. In response to a further query from the Panel, Ms. Dimitrova added that the future strata management for the proposed townhouse development will be responsible for the maintenance of the landscaping along the west property line.

In response to a query from the Panel, Mr. Yamamoto confirmed that (i) the original proposal for a vertical retaining wall will be retained in a small portion northwest of the site (approximately 12 meters wide) to support the visitor parking space and drive aisle end, and (ii) allan block is being proposed to be used for the retaining wall in this location.

#### Correspondence

None.

#### Gallery Comments

None.

#### Panel Discussion

#### Panel Decision

It was moved and seconded

*That a Development Permit be issued which would permit the construction of 20 three-storey townhouse units at 9560 Alexandra Road on a site zoned "Town Housing (ZT67)".*

**CARRIED**

4. **Date of Next Meeting:** May 11, 2016

5. **Adjournment**

It was moved and seconded

*That the meeting be adjourned at 3:52 p.m.*

**CARRIED**

**Development Permit Panel**  
**Wednesday, April 27, 2016**

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Certified a true and correct copy of the Minutes of the meeting of the Development Permit Panel of the Council of the City of Richmond held on Wednesday, April 27, 2016.

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Joe Erceg  
Chair

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Rustico Agawin  
Auxiliary Committee Clerk

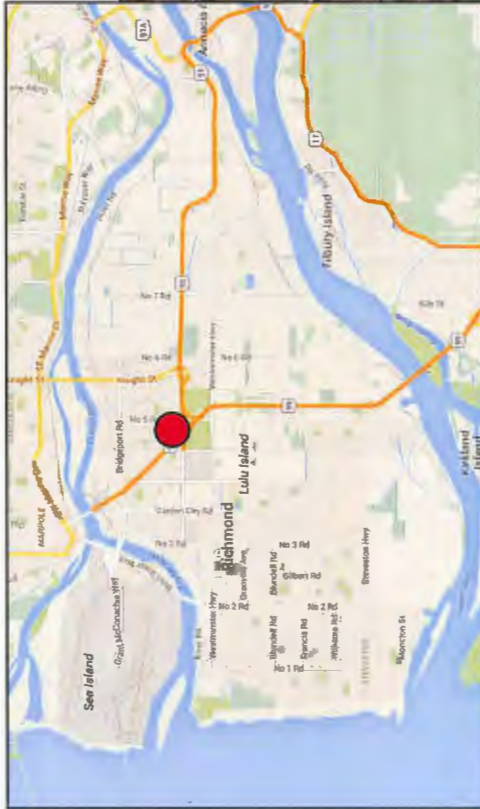


**SMARTREIT®**

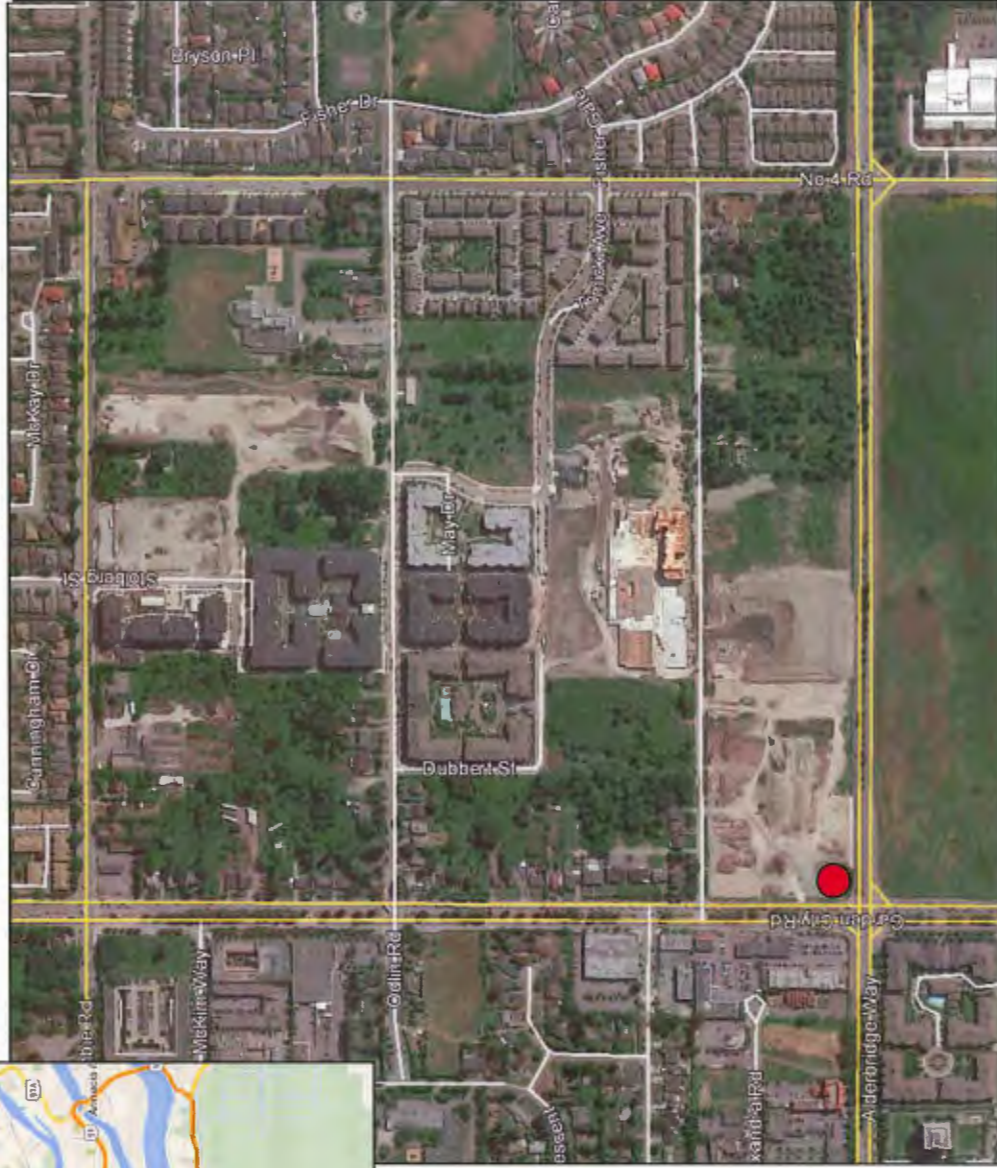
Richmond, BC



# Location Map



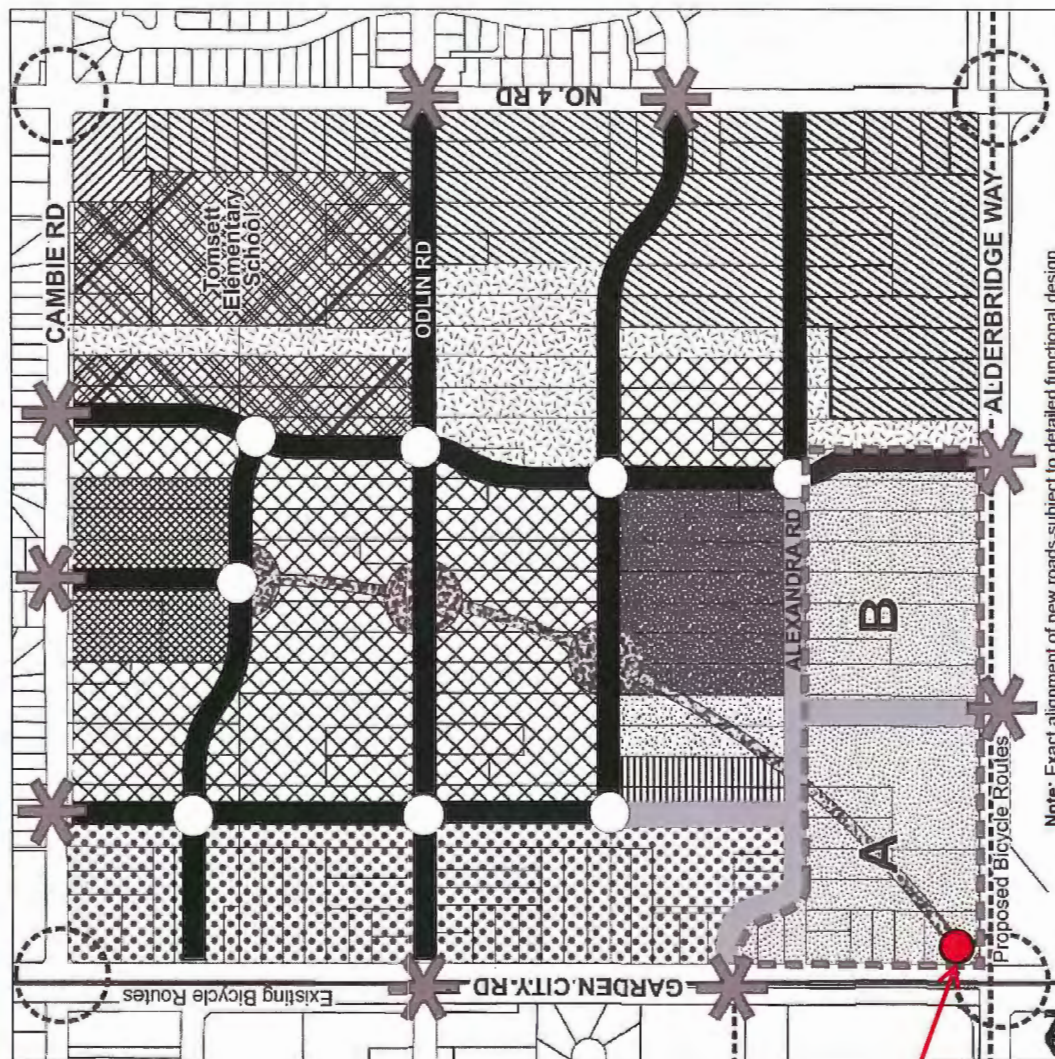
CNCL - 27





# Alexandra Neighbourhood Land Use Map

Alexandra Neighbourhood Land Use Map  
Bylaw 9121  
2015/06/15



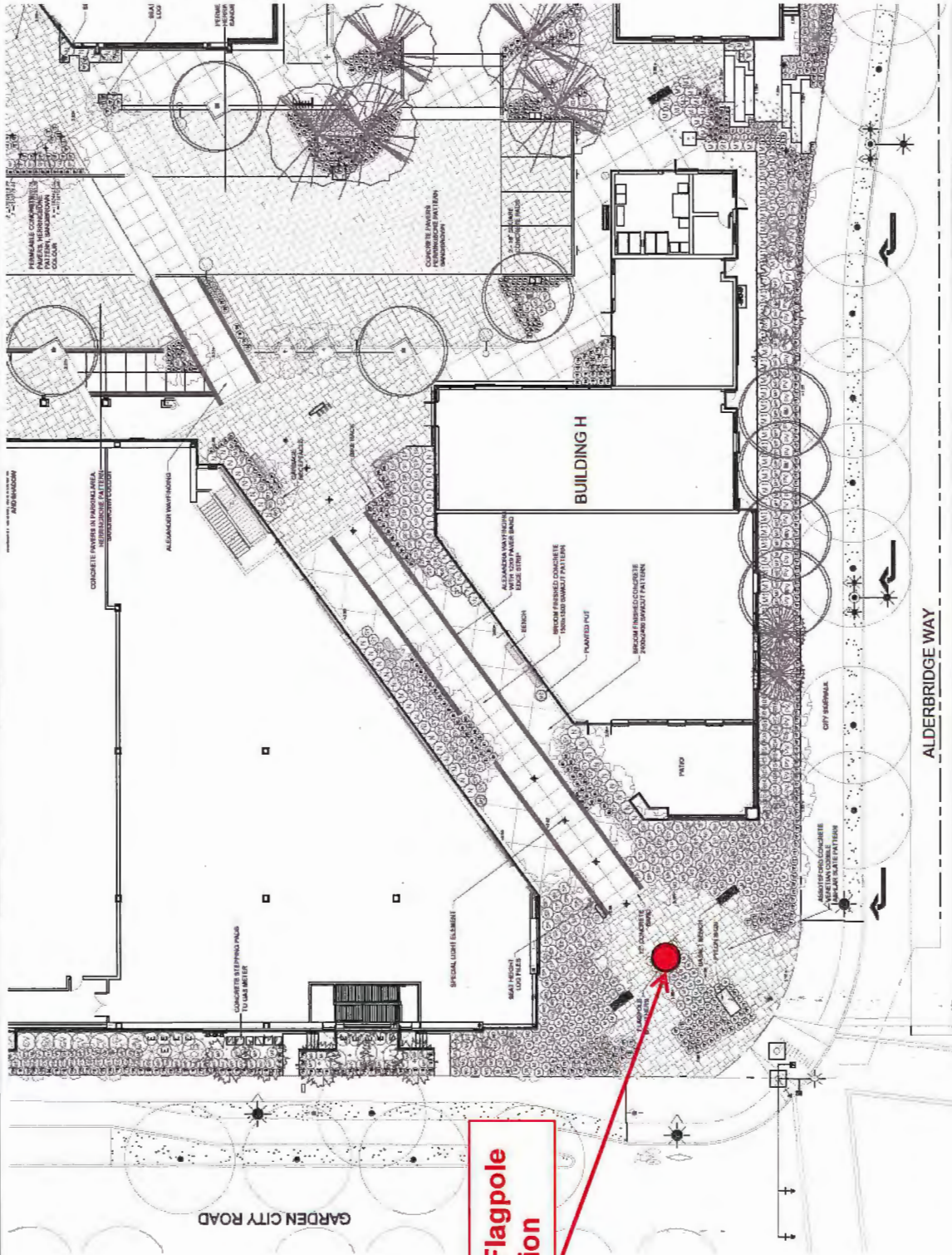
Note: Exact alignment of new roads subject to detailed functional design.

Proposed Flagpole  
Location





# Proposed Flagpole Location



CNCL - 29

Proposed Flagpole Location



SMARTREIT

CENTRAL AT GARDEN CITY - RICHMOND, BC



## Proposed Flagpole - Perspective



CNCL - 30



**SMARTREIT**

CENTRAL AT GARDEN CITY - RICHMOND, BC

# Proposed Flagpole - Elevations



SOUTH ELEVATION - ALONG ALDERBRIDGE WAY

SCALE: 1:150

CNCL - 31



WEST ELEVATION - ALONG GARDEN CITY ROAD

SCALE: 1:150



SMARTREIT

CENTRAL AT GARDEN CITY - RICHMOND, BC





# City of Richmond

## Report to Committee

**To:** Parks, Recreation and Cultural Services  
Committee

**Date:** March 29, 2016

**From:** Jane Fernyhough  
Director, Arts, Culture and Heritage Services

**File:** 11-7000-09-20-189/Vol  
01

**Re:** Am-Pri Developments (2012) Ltd. Transfer of Ownership of Public Art

### Staff Recommendation

That the transfer of ownership of public art by Am-Pri Developments (2012) Ltd. to the City of Richmond, as presented in the report from the Director, Arts, Culture and Heritage Services, titled "Am-Pri Developments (2012) Ltd. Transfer of Ownership of Public Art", dated March 29, 2016, be approved.

Jane Fernyhough  
Director, Arts, Culture and Heritage Services  
(604-276-4288)

Att. 5

REPORT CONCURRENCE		
<b>ROUTED TO:</b>	<b>CONCURRENCE</b>	<b>CONCURRENCE OF GENERAL MANAGER</b>
Finance Department	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
Engineering & Public Works	<input checked="" type="checkbox"/>	
Development Applications	<input checked="" type="checkbox"/>	
Transportation	<input checked="" type="checkbox"/>	
<b>REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE</b>	<b>INITIALS:</b> 	<b>APPROVED BY CAO</b> 

## Staff Report

### Origin

As part of the Am-Pri Developments (2012) Ltd. project Museo at 9580 Alexandra Road, the developer proposes the transfer of ownership of a public artwork to the City for integration with the Alexandra Neighbourhood greenway on City lands. The artwork was commissioned by the developer under the terms of the developer's commitment to contribute to public art through the development process. This report presents for Council's consideration the proposed integrated public artwork, artist and location.

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.*

*2.1. Strong neighbourhoods.*

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

*2.4. Vibrant arts, culture and heritage opportunities.*

This report also supports Council's 2014-2018 Term Goal #5: Partnerships and Collaboration:

*Continue development and utilization of collaborative approaches and partnerships with intergovernmental and other agencies to help meet the needs of the Richmond community.*

*5.2 Strengthened strategic partnerships that help advance City priorities.*

### Analysis

#### Richmond Public Art Program

The Richmond Public Art Program sets a framework for creating opportunities for people to experience art in everyday life, encouraging citizens to take pride in public cultural expression, and complement the character of Richmond's diverse neighbourhoods through the creation of distinctive public spaces. Private development contributions of artwork are an important part of Richmond's growing Public Art Collection.

#### Development Proposal

Museo is a 93-unit townhouse development, currently under construction, located in the Alexandra Neighbourhood at 9580 Alexandra Road (formerly 9580, 9600, 9620, 9660 and 9680 Alexandra Road).

Council approved the development's rezoning application (RZ 13-649999) and the development permit (DP 14-671600) on June 22, 2015. There is a Service Agreement (SA 14-665440) associated with the development that includes the extension of Alexandra Road to May Drive.

The proposed public art will be integrated with the guardrail located along a greenway on Alexandra Road. The guardrail will begin at the corner of May Drive and runs east along Alexandra Road terminating at a new driveway into the Museo development, in coordination with the design and construction Servicing Agreement. The public artwork will replace a portion of the guardrail, and will be located on City lands within the street right-of-way (Attachment 1).

### Public Art Plan

On June 17, 2014, a unique proposal was presented to the Richmond Public Art Advisory Committee (RPAAC) by Cameron Cartiere, Associate Professor at Emily Carr University of Art + Design (ECUAD) and Amit Sandhu, General Manager, Am-Pri Group, to develop a Public Art Plan with students from ECUAD for the development at 9580 Alexandra Road. RPAAC supported this innovative approach to develop the Public Art Plan subject to the following recommendations:

- that a portion of Am-Pri's public art contribution support the ECUAD interdisciplinary course, in place of the typical public art consultant fee;
- that the artist call for the Am-Pri public art project be open to all Lower Mainland emerging artists (including third and fourth year students in university art programs); and
- that the selection panel for this project include a maximum of one representative from ECUAD and be consistent with the Richmond Public Art Program Administrative Procedures for selection panels.

On April 1, 2015, the ECUAD students presented their Alexandra Road Public Art Plan to City staff representing Planning, Environmental Sustainability, Parks, Public Art and Archives. The presentation was documented in a film about this collaboration, produced by Sharad Kharé with support from Am-Pri Developments, ECUAD, Stantec and the City of Richmond. The video, *The Public Art Collective*, is available for viewing online through Vimeo: <https://vimeo.com/159390304>.

At the April 21, 2015 RPAAC meeting, staff provided an update on the Am-Pri public art project and development of the Alexandra Road Public Art Plan. It was noted that the students from ECUAD reviewed the history, ecology and character of the Alexandra Neighbourhood to inform the Alexandra Road Public Art Plan (Attachment 2).

### Terms of Reference - Alexandra Road Public Artwork

The Public Art Terms of Reference for the Alexandra Road public artwork describe the art opportunity, site description, scope of work, budget, selection process, design schedule and submission requirements (Attachment 3).

The eligibility requirements encouraged emerging artists to apply for the artist call. Only residents of British Columbia, who were registered in an accredited post-secondary art and design program with minimum two years basic training, or recent graduates with less than three years of experience post-graduation, were eligible to apply.

To better prepare emerging artists for this opportunity, eligible applicants were required to attend three workshops prior to submitting an application for the Artist Call. In collaboration with Canadian Artists' Representation/Le Front des Artistes Canadiens British Columbia (CARFAC BC) and the Richmond Art Gallery, staff led three professional development workshops as part of the Public Art Program's Art at Work Professional Development Program to provide educational and mentorship support for early career and emerging artists who were interested in pursuing a career in public art practice (Attachment 4). The workshops were free and open to artists eligible and non-eligible for the Open Call.

The following workshops were offered:

- September 22, 2015: Artist Orientation Session for Alexandra Road Public Artwork
- October 3, 2015: How to Apply to Public Art Calls
- October 20, 2015: Alexandra Road Public Art Opportunity: Ideas Pitch and Social

#### Public Art Selection Process

On November 24, 2015, following the administrative procedures for artist selection for private development public art projects, a three member selection panel reviewed the concept proposals of the 13 artists who responded to the Open Call to Artists. Members of the selection panel included:

- Amit Sandhu - CEO, Am-Pri Group, Richmond
- Luke Blackstone - Artist, Vancouver
- Darryl Unger - Principal, Tomsett Elementary School

Additionally, the selection panel was supported by the following technical advisors:

- Darren Miller - Landscape Architect, Stantec Consulting
- Emily Dunlop - Landscape Architect, Stantec Consulting
- Sharon Kallis - Artist, Vancouver
- Cameron Cartiere - Arts Professional, Emily Carr University of Art + Design

The selection panel recommended that five artists be shortlisted and invited to prepare presentations for a second stage interview process, for which they received an honorarium.

On January 7, 2016, the selection panel met to review the artists' concept proposal presentations and to engage in a question and answer period with the shortlisted artists. The concept proposal presented by Christian Huizenga was recommended for the commission.

On March 15, 2016, RPAAC reviewed the artist proposal and recommended that staff or the developer consider supplementing the public art budget to extend the integrated artwork fence to May Drive for a more coherent and logical endpoint for the piece. It was also recommended that the artist develop the design to show the connection with the standard guardrail, the color relationship to the landscape context and to address safety requirements.

### Proposed Artwork

The artist has refined the design proposal as presented to RPAAC to address these concerns and refined the proposal to comply with Building Code requirements for public safety. The approximately 25-metre-long artwork fence is comprised of a series of sculptural sections consisting of vertical pickets at varying angles to prevent climbing. The undulating forms of the horizontal rails reference the layers of soil sedimentation in Richmond. A bench and landscaped garden will be integrated into the artist design (Attachment 5).

The artist Christian Huizenga describes the intent of the proposal as follows:

*“Layers is a reflection of one of Richmond’s most important resources: soil. Soil plays a key role in Richmond’s history, economy and vitality. It is because of soil, made up of diverse organisms and minerals, that a thriving natural ecosystem and wildlife habitat can exist and does within the Alexandra Road Greenway. The work is a continuous garden – railing and bench – inspired by the rich aggregation of sediment layers upon which Richmond is built. By defining the greenway, Layers draws emphasis to the continued preservation of green spaces within densifying cities.”*

The ecologically inspired nature of this design provides a strong connection to the City’s newly adopted Ecological Network Management Strategy.

### Proposed Location

In accordance with the guidelines for the Public Art Program, private development should support the Program by either contributing to the Public Art Reserve and/or by providing public artwork which meets the terms of the *Richmond Public Art Program Policy, Administrative Procedures Manual and Plans* either on site or at a location acceptable to the City.

The developer has chosen to commission a work of public art and proposes to locate the artwork on a key pedestrian greenway adjacent to a new pedestrian crosswalk in front of the development. The artwork will act as high-visibility way-finding for local residents. Final installation and foundation design for the artwork will be coordinated by the artist with the site contractor for Am-Pri Developments.

### Staff Comments on Proposed Artwork Transfer of Ownership to the City

As the work is proposed to be located on City lands, City staff met with the artist and consultant team to identify technical concerns including British Columbia Building Code compliance, safety, visibility and structural support. These issues have been addressed by the artist and design team and City staff have no concerns.

Staff reviewed the costs and benefits of extending the work to May Drive and concluded that the artwork would best function as a limited section of the fence. As well, there are no additional funds for this extension of the work.



### Cost of the Artwork

The developer has provided a Public Art voluntary contribution of \$86,765 at the rezoning phase, consisting of \$10,000 paid directly to ECUAD towards development of the Public Art Plan by ECUAD students and costs for the artist selection process and \$76,765 deposited to Public Art Reserve Fund on March 23, 2015. Of this amount deposited to the Reserve, \$4,338 (5%) has been transferred to support management, administration and promotion for the Public Art Program. The remaining \$72,427 will be used for the creation of the artwork and has been allocated in the approved 2016 Public Art Program Capital Project Budget.

A tax receipt for the transfer of ownership will not be issued as the proposed artwork is provided through the commitment made to a voluntary contribution for public art through the development approvals process.

### **Financial Impact**

The artwork will require minimal periodic washing and maintenance, at an estimated cost of \$250 per cleaning annually. City funds will be allocated out of the Public Art Program's annual operating budget for this purpose.

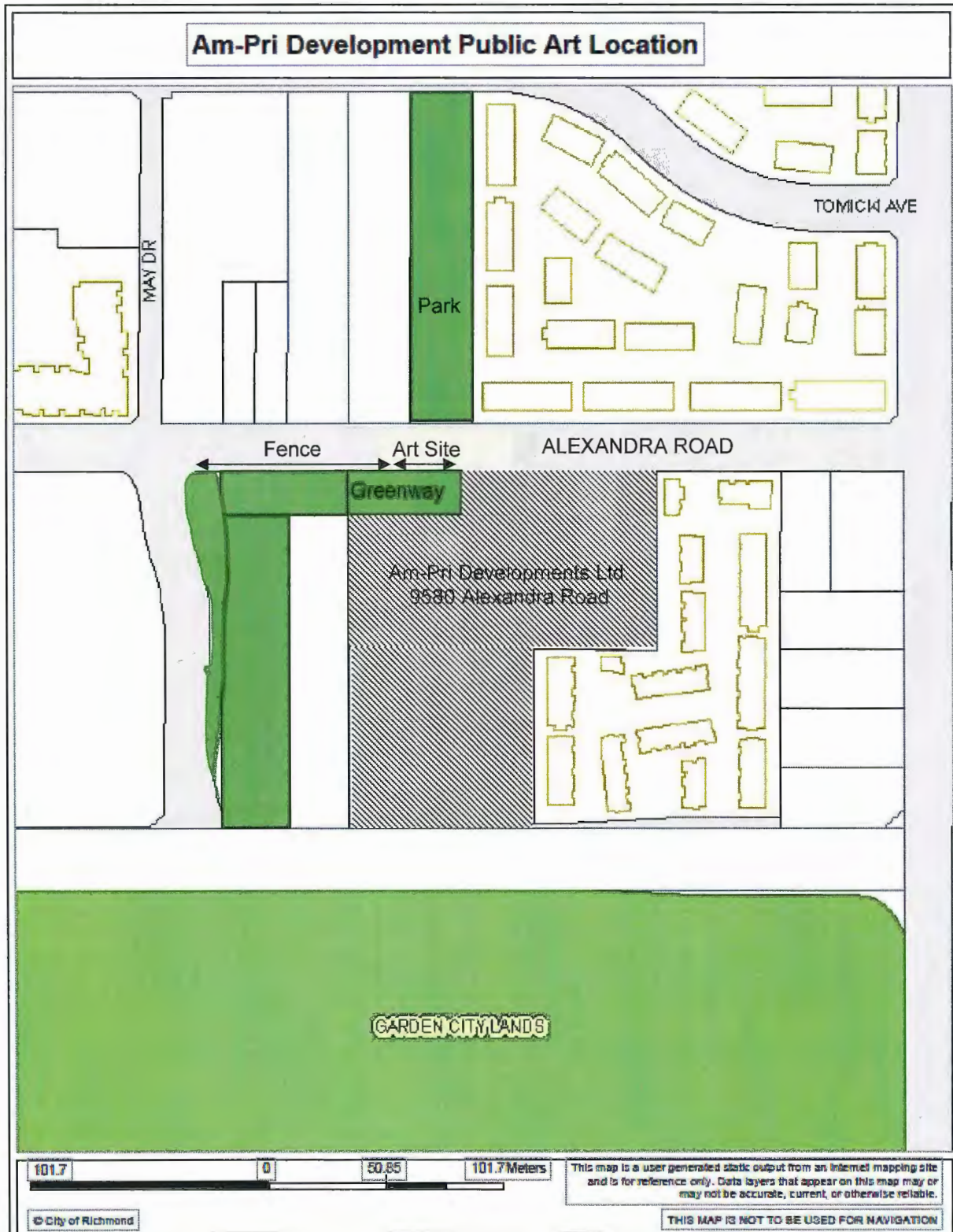
### **Conclusion**

The proposed artwork by Christian Huizenga donated by Am-Pri Developments (2012) Ltd. represents a significant gift to the City of Richmond. It is a continuing show of support by developers for the importance of public art to neighbourhoods and the City. The artwork will celebrate the agricultural heritage of the Alexandra Neighbourhood and activate a new pedestrian greenway for the enjoyment of visitors and residents.



Eric Fiss  
Public Art Planner  
(604-247-4612)

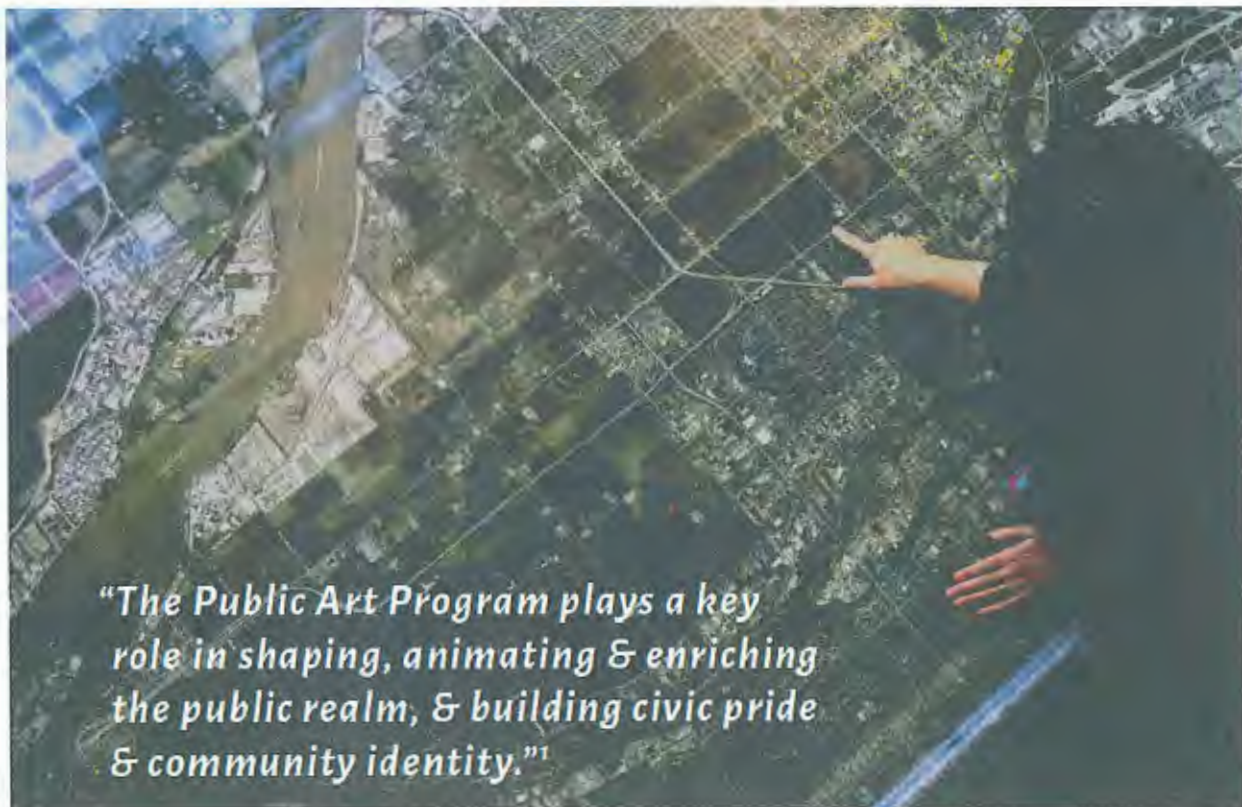
- Att. 1: Am-Pri Development Public Art Location  
2: Alexandra Road Public Art Plan, Emily Carr University of Art + Design  
3: Alexandra Road, Request for Proposals, Call to Emerging Artists  
4: Art at Work Professional Development Program  
5: Christian Huizenga Artist Proposal for Museo



*Excerpts from Alexandra Road Public Art Plan*

# ALEXANDRA ROAD DEVELOPMENT PUBLIC ART PLAN

*Contextualizing the Alexandra Road Development  
through history, ecology, and community;  
and illustrating opportunities for public art.*





## CRITICAL SUMMARY

We are pleased to introduce the team behind Engaging Site: the Social Practice of Public Art and Community Design: an interdisciplinary class and pilot project responsible for the Alexandra Road Development Public Art Plan outlined below.

This initiative came to be through a chance email exchange between Dr. Cameron Cartiere, Associate Professor at Emily Carr University of Art + Design, and Amit Sandhu, Director of Ampri Group Ltd, who worked together to present this compelling new program for the students of Emily Carr University.

As a class, we were very fortunate to be presented with the opportunity to take part in this intriguing and innovative project that was made possible through the sponsorship of Ampri Group, who encourage the potential we all have to "... Dream, Grow, and Inspire."

Led by Dr. Cameron Cartiere and assisted by Ashley Guindon (TA), we are a diverse group of individuals not afraid to pursue prestigious and challenging endeavors.

It is through our individual practices, interests, ideals, and desires that we have found our paths cross at this dynamic intersection. As

a mix of students we have found new strength within our diversities, combining our disciplines to create a powerful and intuitive merger. Through this initiative, we have become

a unified group capable of tackling a variety of obstacles and even anticipating problems before they arise.

Our class' journey has been documented by Sharad Kharé - Digital Journalist - who was commissioned to record our experiences and the dialogue that encompasses such an intensive process. His film will inspire new systems for revitalizing communities, outlining the benefits of the early implementation of social practice, public art, and community design as a structural basis for new developments.

The Alexandra Road Development Public Art Plan has been inspired by existing bodies of research and extensive knowledge gleaned from a variety of field specialists. Through site visits with biologists and meetings with Richmond City staff, landscape architects, project developers, historians, and other prominent figures within the community, we have experienced and scrutinized every aspect of the site.

The plan acts as a companion to the larger Alexandra Neighbourhood Public Art Plan, which "... builds on the history and ecology of the neighbourhood. Priority will be given to development of artworks in the public realm: parks, streets and greenways. These will serve as landmarks and meeting places, as residents

make connections through the community." The focus of these public art opportunities will be based on connectivity: through ecology, infrastructure and history.

The site is a unique part of Richmond's distinct existing environment. The historic slough and agricultural networks and greenways that run through the Alexandra neighbourhood serve as habitat, homes, highways, channels, and flight paths for a diverse group of wildlife. Through conservation and preservation, the removal of invasive plant species, and the reintroduction of native plant species, the Alexandra neighbourhood will continue not only to grow but to thrive, as an adaptable and changing environment, engaging and habitable for everyone. Our plan represents a fantastic opportunity to enhance the stakeholder's experience. Instead of starting entirely anew, we can build off the intrinsic histories of Richmond, educating and engaging through public art. We can make

**"We are a diverse group of individuals not afraid to pursue prestigious and challenging endeavors."**

ALEXANDRA ROAD DEVELOPMENT PUBLIC ART PLAN 4



The Community Projects class visits the Alexandra Road site to learn about the ecology of the area.

new and significant connections in a diverse community between all those who inhabit the Alexandra neighbourhood.

With essential instruction from committed professionals and teachers of our future fields, we have learned what it takes to rise above and surpass our initial goals. Through extensive research into the site - as well as our own individual research into public art - we have

come together to present this document and the great potential that the Alexandra Development has in re-shaping and revitalizing the community.

We invite you to participate in an extraordinary opportunity. Through working side by side, systematically unified, we have found answers to the questions that can only be accomplished by working together. It is with great confidence

that we ask; what can you accomplish? We anticipate all future visions and eagerly look forward to the application of these findings, ideas, and inspirations.<sup>2,3</sup>

Yours truly,

Engaging Site: the Social Practice of Public Art and Community Design Pilot Class of 2015

**DR. CAMERON CARTIERE** Professor  
**ASHLEY GUINDON** Teaching Assistant  
**ALLISON WESTDORP** Photography  
**CAMERON PALFREYMAN** Visual Arts  
**EVAN HUTCHINSON** Industrial Design  
**GEOFFREY CAMPBELL** Communication Design  
**JAYMIE JOHNSON** Visual Arts  
**KAI CHOUFOUR** Visual Arts  
**KARMEN WHINFREY** Industrial Design  
**KATRINA KERLUKE** Photography  
**LINDA ARISTIZABAL** Industrial Design  
**PAIGE WHITE** Critical + Cultural Practice  
**PIPPA LATTEY** Visual Arts

▲ CONTENTS

ALEXANDRA ROAD DEVELOPMENT PUBLIC ART PLAN 5

## LEGACY

**LEGACY PLAN:** Fostering Community through Engagement, Interactivity, and Public Art.

One of the unique aspects of The Alexandra Road Development Public Art Plan is the legacy potential for future and extended communities of the Alexandra neighbourhood. The site presents many opportunities for community engaged public art to be initiated and implemented by the development, strata, or

surrounding neighbourhoods. These potential artworks include annual community festivals, ongoing collaborative projects, or ephemeral and temporary community engaged works that have a duration of a few years, a few months, or even a few hours. Engagement opportunities include:

### WAYFINDING

The Alexandra Road Development will have an immediate connection to other neighbourhoods and areas in Richmond - specifically as

a greenway junction leading to and from The Lands. Wayfinding can help the site user to identify with a cultural or geographical history, access amenities and resources, and generally find his or her way through the space. The work can lead the viewer through the neighbourhood and lend identification to public and restricted areas. Opportunities may include collaborative painting, wrapping, or embellishment of specific wayfinding infrastructure such as crosswalks, bollards, and manhole covers.

## PARTNERS

### THE AMPRI GROUP *residential developer*

The Ampri Group is the entrepreneurial dream of Mr. Paramjit Sandhu. Mr. Sandhu was brought up in a rural farming village in Punjab, India. He was educated in India as an Electrical Engineer, and moved to Canada in 1980, where he created an electrical installation and maintenance company. In 1989, Mr Sandhu ventured into the development market and created the Ampri Group. The collaborating members of the Ampri Group developed the company's first residence later that year. During the early 1990's the Ampri Group focused primarily on single family and multi-family residential construction and, by the late nineties, were established as a luxury home developer. To date the group has developed well over 600 homes within the City of Richmond and the Lower Mainland.<sup>4</sup>



### STANTEC *project architect*

Employing more than 15,000, and having developed over 250 locations, Stantec strives to collaborate across disciplines and industries. Concentrating on interior and exterior design, Stantec oversees infrastructure, architecture, surveying, environmental science, management and economics of multifaceted developments.<sup>5</sup>



### THE CITY OF RICHMOND *municipal partner*

"In Richmond the City works in partnership with local artists, cultural organizers, and local residents to help sustain and develop cultural and artistic heritage, traditions, skills, and individual expression. The City has also fostered a growing inventory of public art installations and we have hosted renowned international artists and exhibits of public art in our City."<sup>6</sup>



### EMILY CARR UNIVERSITY

"Emily Carr University was established in 1925." The University promotes the understanding of Political Sciences, Philosophy, and Ideological Systems to enrich the depth of Artistic and Design bases creations. Emily Carr University offers both in-depth skill and theory based Undergraduate Degrees, and Graduate Degrees in Applied Arts and Design. Emily Carr is an internationally renowned University hosting students from "over 50 countries;" and currently offers foreign exchange opportunities with multiple "North American and European countries." The learning outcomes Emily Carr University strives to achieve in this changing and accelerating global environment are of the highest international caliber. This dedication to excellence, within the understanding of Art and Design, is reflected in its graduates.<sup>7</sup>





## call to emerging artists

PUBLIC ART  
RICHMOND

**Am-Pri Group  
Alexandra Road  
Public Art Call**  
for emerging artists  
September 2015

The City of Richmond's Public Art Program in partnership with the Am-Pri Group invites early career art and design students and recent graduates to submit concept proposals for a permanent public artwork, located at 9680 Alexandra Road, Richmond, B.C. All applicants must attend three *Art at Work* professional development workshops prior to submitting an application for the Artist Call. This is a unique learning opportunity for early career public art practitioners to enter this exciting field of practice.

**Budget:** \$75,000 CAD

**Eligibility:** Must be residents of British Columbia. Applicants must be currently registered in an accredited post-secondary art and design program, with minimum two years basic training or recent graduates, with less than three years experience, post-graduation. Mature students or graduates are also eligible to apply.

**Completion:** January, 2017

**Workshops:** September 22, October 3 and October 20, 2015

**Deadline:** Thursday, November 12, 2015 at 5:00 p.m.

Questions? [publicart@richmond.ca](mailto:publicart@richmond.ca)

# call to emerging artists

PUBLIC ART  
RICHMOND



This unique public art opportunity will be the basis of a series of *Art at Work* professional development workshops and will offer early career artists and designers with little or no public art experience a chance to learn and develop the skills necessary to complete a substantial public art commission. The following three workshops have been designed to provide educational and mentorship support for individuals or teams who are interested in applying:

- **September 22, 2015:** Artist Orientation Session for Alexandra Road Public Art Opportunity
- **October 3, 2015:** How to Apply to Public Art Calls
- **October 20, 2015:** Alexandra Road Public Art Opportunity: Ideas Pitch and Social

Eligible applicants for this artist opportunity will be required to attend the above three workshops prior to submitting their final submission package and application. All workshops are at the Richmond Art Gallery, 7700 Minoru Gate or Richmond City Hall, 6911 No. 3 Road. A short walk from Canada Line Richmond-Brighthouse Station. For more information, or to register please e-mail: [publicart@richmond.ca](mailto:publicart@richmond.ca) or visit: [www.richmond.ca/culture/publicart/opportunities.htm](http://www.richmond.ca/culture/publicart/opportunities.htm)

The Alexandra neighbourhood is in a stage of transition from a semi-rural, predominantly vegetated landscape comprised of single-family homes and farms, to a more urban community of multiple family housing and places to work, shop and play.

Public art contributes to this transformation, sparking community participation in the building of public spaces and encouraging citizens to take pride in public cultural expression.

The Alexandra neighbourhood is uniquely located to provide a transition from the established residential neighbourhoods to the east and north to the emerging City Centre to the west. The four-acre development site is located at 9580–9680 Alexandra Road in Richmond, B.C. To the north of the development, there are a number of new low-rise apartment complexes and townhouse communities. The south property frontage is on Alderbridge Way. Across Alderbridge Way, are the Garden City Lands and Central Wetlands, valued ecological assets within the Agricultural Land Reserve, in the heart of Richmond (Figure 1).

The Am-Pri Group will construct 96 townhomes on the development site, with the guidance of a team of arborists, biologists, architects and landscape architects. The site plan includes a number of unique features (Figure 2):

- 3 metre wide native planting buffer and habitat corridor along Alderbridge Way;
- 2.3 metre habitat corridor along the east property line (mirrored by adjacent development creating a 6-metre corridor);

## Professional Development Opportunity

## Context



# call to emerging artists

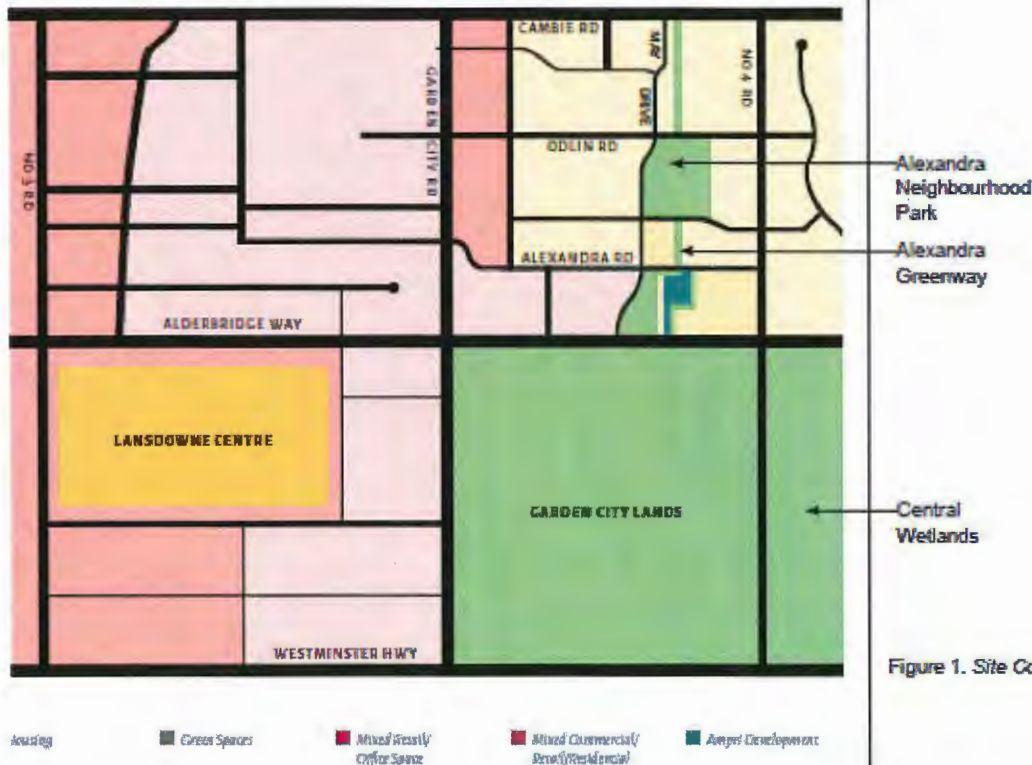
PUBLIC ART  
RICHMOND

- 20 metre deep, 1066 m<sup>2</sup> enhanced greenway along the western half of the development site on the Alexandra Road street frontage; and
- central amenity area to encourage a sense of community and place making.

The Alexandra Greenway on the north side of the site facing Alexandra Road extends from Cambie Road, south through the Alexandra Neighbourhood Park and leads pedestrians through this network of trails to reach the Am-Pri development and greenway at Alexandra Road, which then makes a turn west towards May Drive and on to the Garden City Lands.

There is a significant opportunity to utilize the greenway and introduce public art to the larger community, as well as the residents of this new development, to enjoy. With traces of Alexandra's agricultural past and habitat supporting numerous species of birds and other wildlife, there are abundant opportunities for artworks to connect with the area's history and ecology. The artwork also has the opportunity to assist in communicating the initiatives underway for renewable and sustainable energy systems for the community, which include the Alexandra District Energy Utility, based in the park.

## Site and Location of Artwork





# call to emerging artists

PUBLIC ART  
RICHMOND



Potential Locations  
for the Artwork

The protected greenway offers opportunities to animate the urban realm with permanent artworks that address visual identity, wayfinding and connectivity with ecology. Works located within the greenway will be visible to the public including residents, passersby and vehicles; however, public access into the greenway itself will be prohibited. Conservation and preservation of beneficial trees and plant species will need to be retained.

Infrastructural elements located outside of the greenway offer additional art opportunities and may include perimeter fencing, wayfinding components, seating, gathering/observation nodes and support frameworks for the reintroduction of native plant species. Opportunities exist for artists and designers to envision the work as functional components of the urban realm.

Figure 2. Site Plan of Alexandra Development.

# call to emerging artists

PUBLIC ART  
RICHMOND

## Budget

The total budget established for this project is \$75,000 CAD. This budget includes (but is not limited to) artist fees, design, permitting as needed, engineering fees, fabrication, installation, photography, insurance and all taxes. Travel to Richmond and/or accommodation is at the artist's expense.

## Schedule (subject to change)

\*Applicants are requested to keep this date available.

### Submissions Close

November 12, 2015 at 5:00 p.m.

Short-list Artist Interviews

January 7, 2016\*

Development and Implementation

February – December 2016

Installation/Completion

January, 2017

## Selection Panel and Process

- Eligible applicants for this artist opportunity will be required to attend three workshops prior to submitting their final submission package and application. Please refer to page 2.
- The recommended artist/artist team will be chosen through a two-stage selection process under the mandate of the Richmond Public Art Administrative Procedures Manual.
- A five-person selection panel consisting of artists, art professionals and community members will convene to recommend one artist or artist team for the commission, along with the support of City staff representatives and an observer from the Richmond Public Art Advisory Committee.

## Selection Criteria

Submissions to this Artist Call will be reviewed and decisions made based on:

- appropriateness of the proposal to the project goals, context, terms of reference and Public Art Program goals ([www.richmond.ca/culture/publicart/plans/policy](http://www.richmond.ca/culture/publicart/plans/policy))
- degree to which the proposal is responsive to the site, community and is technically feasible;
- artistic merit of the proposal;
- artist qualifications and capability to produce work of the highest quality;
- probability of successful completion; and
- environmental sustainability of the proposed artwork.

For additional supplemental PDF documents for this call (listed below).

Please visit: [www.richmond.ca/culture/publicart/opportunities](http://www.richmond.ca/culture/publicart/opportunities)

- Alexandra Neighbourhood Public Art Plan
- Alexandra Road Development Public Art Plan
- Am-Pri Group Development Drawings
- Art at Work Fall Workshop Schedule Brochure
- Richmond Ecological Network Management Strategy

## Terms of Reference



# call to emerging artists

PUBLIC ART  
RICHMOND

## Submission Requirements:

Guidance in developing the following supporting documents will be provided in the "How to Apply to Public Art Calls" workshop on October 3, 2015.

A 5MB (max.) PDF submission should contain the following items and in the following order:

1. **Information Form** Found on last page of this document.
2. **Statement of Intent** (1 page maximum) 300 words (or less) that explains why the artist/team is interested in this opportunity and how their practice relates to this project and the posted selection criteria. If applying as a team please address how team members work together in the statement of intent.
3. **Concept Sketch** (1 page maximum) a preliminary concept visualization to accompany the statement of intent and how you are responding to the posted selection criteria.
4. **Curriculum Vitae** (1 page maximum per artist) If you are submitting as a team, each member must provide a personal curriculum vitae.
5. **Budget and Schedule** (1 page maximum) Outlining preliminary costs for artist fees, design, permits, insurance, engineering, fabrication, installation and documentation.
6. **Three References** (1 page maximum) References should be able to speak to your expertise and experience
7. **Images of Past Work** (10 images maximum). Digital images of past work in any medium that best illustrates qualifications for this project. Please include the following information directly on all image pages:

Title of work, medium, approx. dimensions, location, date and artist name. Artists are also encouraged to include a brief description. One image per page.

## Submission Guidelines

1. All supporting documents must be complete and strictly adhere to these guidelines and submission requirements (above) or risk not being considered.
2. All submissions must be formatted to 8.5 x 11 inch pages. Portfolio images and concept sketches would be best formatted to landscape format.
3. Submission files must be 5MB or smaller.
4. If submitting as a team, the team should designate one representative to complete the entry form. Each team member must submit an individual resume/curriculum vitae (See Submission Requirements).
5. All documents must be sent by e-mail to: [publicart@richmond.ca](mailto:publicart@richmond.ca)

## Terms of Reference

All documents must be PDF files and sent by e-mail to:

[publicart@richmond.ca](mailto:publicart@richmond.ca)

# call to emerging artists

PUBLIC ART  
RICHMOND

## Additional Information

The selected artist will be required to show proof of WCB coverage and \$2,000,000 general liability insurance.

Please be advised that the City and the selection panel are not obliged to accept any of the submissions and may reject all submissions. The City reserves the right to reissue the Artist Call as required.

All submissions to this Artist Call become the property of the City. All information provided under the submission is subject to the Freedom of Information and Protection of Privacy Act (BC) and shall only be withheld from release if an exemption from release is permitted by the Act. The artist shall retain copyright in the concept proposal. While every precaution will be taken to prevent the loss or damage of submissions, the City and its agents shall not be liable for any loss or damage, however caused.

### Deadline for Submissions

Submissions must be received by **Thursday, November 12, 2015**. Extensions to this deadline will not be granted under any circumstances. Submissions received after the deadline and those that are found to be incomplete will not be reviewed.

### Questions?

Public Art Program  
City of Richmond  
604-204 8671  
[publicart@richmond.ca](mailto:publicart@richmond.ca)

## Terms of Reference

Inspiring  
and  
informative

Professional  
development

Opportunities  
for  
artists

Learn here  
from those  
in the  
know!



# art at work

## WORKSHOP SERIES FALL 2015

Are you an artist wanting to kick-start your career?  
Does public art and community art practice interest you?

**Free workshops include:**

Tues., Sept. 22 | Artist Orientation Session for Alexandra Road Public Art Opportunity\*  
Sat., Oct. 3 | How to Apply to Public Art Calls\*

Tues., Oct. 20 | Alexandra Road, Public Art Opportunity: Ideas Pitch and Social\*

\*All three are required of artists applying for the Alexandra  
Public Art Opportunity. Learn more at [richmond.ca/artists](http://richmond.ca/artists)

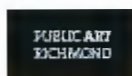
Sat., Nov. 28 | Artists Working in the Community

All workshops at the Richmond Art Gallery, 7700 Minoru Gate  
or Richmond City Hall, 6911 No. 3 Road.

For more information, or to register, please e-mail: [publicart@richmond.ca](mailto:publicart@richmond.ca)  
or visit:

**[richmond.ca/artists](http://richmond.ca/artists)**

Presented by Richmond Public Art, Richmond Art Gallery Association and CARFAC BC



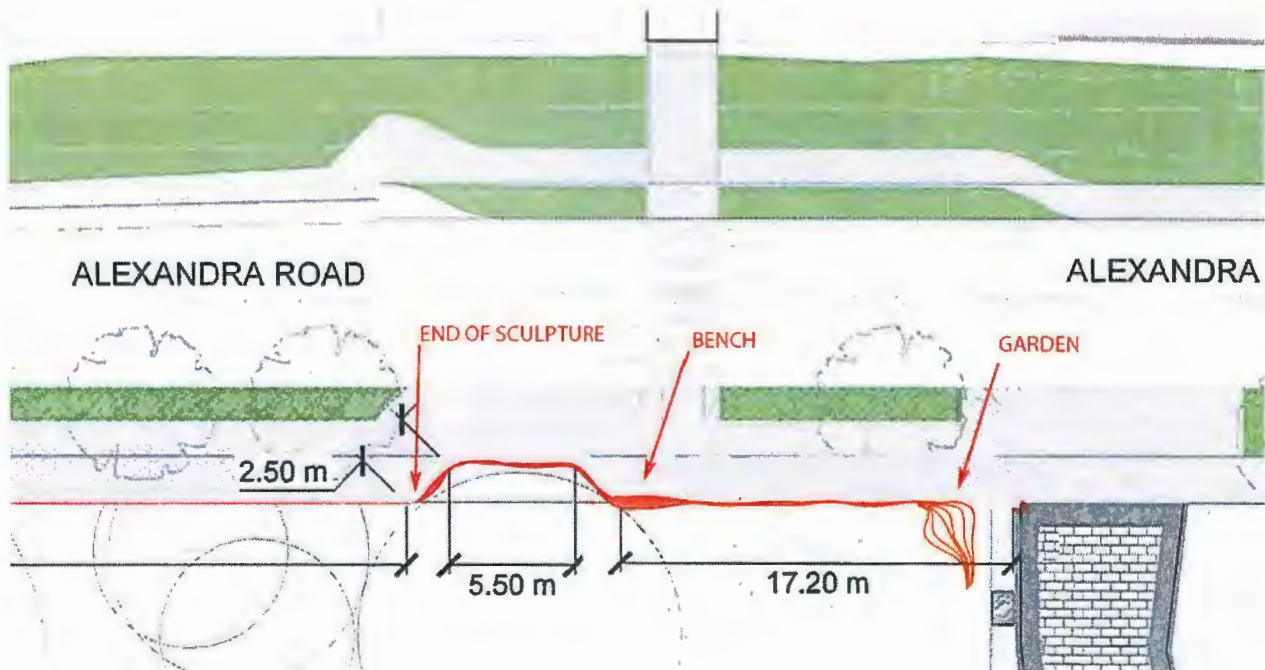


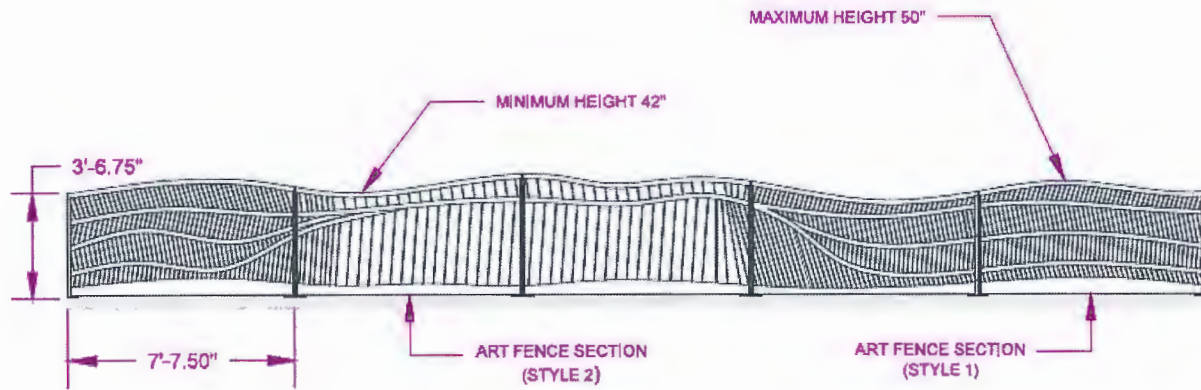
# LAYERS OF RICHMOND PUBLIC SCULPTURE

Christian Huizenga

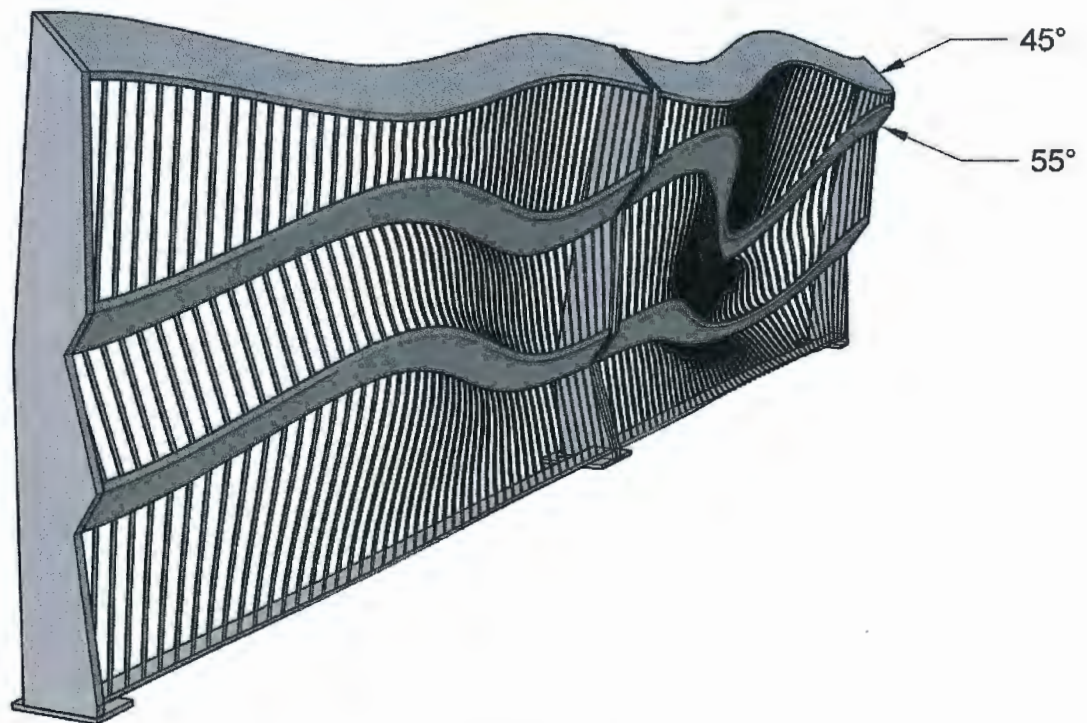


CONCEPT RENDERING

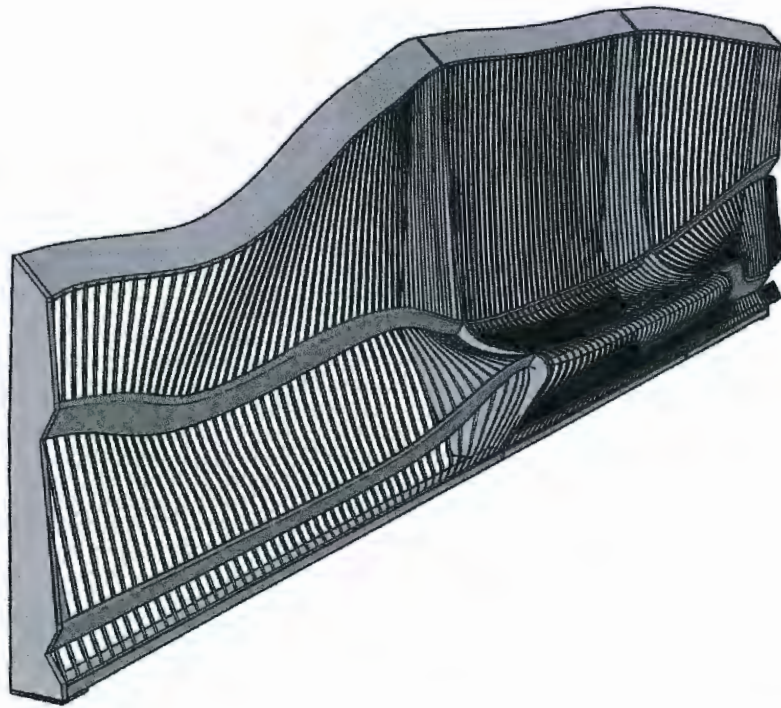




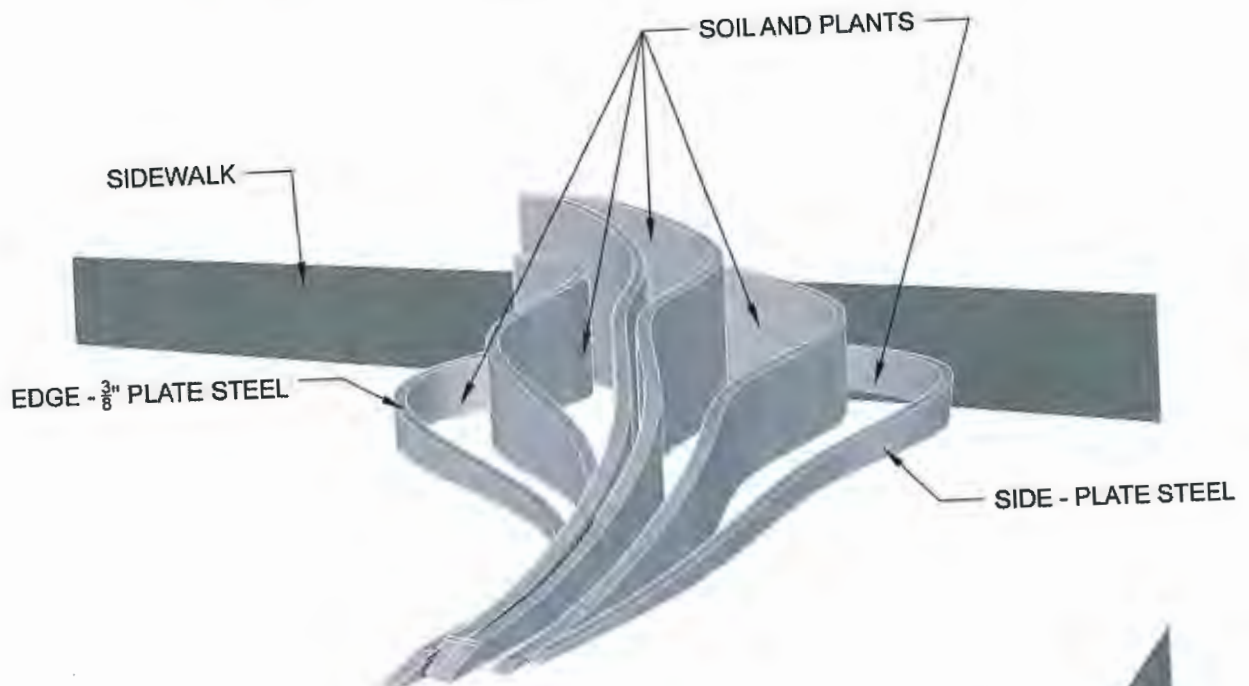
ART FENCE (STYLE 1) AND (STYLE 2) BLEND EXAMPLE  
FRONT VIEW



ART FENCE (STYLE 1)  
CONCEPT RENDERING



BENCH - CONCEPT RENDERING



LAYERED GARDEN DETAIL





studio. HUIZENGA

## BUDGET

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<b>Artist/Design Fee</b> .....	<b>\$8,000</b>
Includes concept design development, coordination and artist project management.	
<b>Engineering and other Specialist Consultant Fees</b> .....	<b>\$4,500</b>
Includes structural, mechanical engineering as required to develop proposal.	
<b>Administration costs</b> .....	<b>\$3,000</b>
Includes permits, documentation, studio overhead.	
<b>Fabrikaat Steel Fabrication</b> .....	<b>\$38,000</b>
Including all costs related to steel fabrication and labour.	
<b>Dyno Pro Powder coating</b> .....	<b>\$3,000</b>
Including surface prep and coating of all metals.	
<b>Transportation</b> .....	<b>\$500</b>
Including all delivery, travel, contractor costs and site related costs.	
<b>Site Prep and Installation</b> .....	<b>\$7,500</b>
Including, all material and labour costs related to the installation of the work.	
<b>Contingency</b> .....	<b>\$5,500</b>
Sufficient to cover unexpected development that are the artist's responsibility.	
<b>Total</b> .....	<b>\$70,000</b>



# City of Richmond

## Report to Committee

**To:** Parks, Recreation and Cultural Services  
Committee

**Date:** April 7, 2016

**From:** Jane Fernyhough  
Director, Arts, Culture and Heritage Services

**File:** 01-0100-30-RPAR1-  
01/2016-Vol 01

**Re:** **Richmond Public Art Program 2015 Annual Report and Public Art Advisory  
Committee 2016 Work Plan**

### Staff Recommendation

That the Richmond Public Art Advisory Committee 2016 Work Plan, as presented in the report titled, "Richmond Public Art Program 2015 Annual Report and Public Art Advisory Committee 2016 Work Plan," from the Director, Arts, Culture and Heritage Services, dated April 7, 2016, be approved.

Jane Fernyhough  
Director, Arts, Culture and Heritage Services  
(604-276-4288)

Att. 2

REPORT CONCURRENCE	
CONCURRENCE OF GENERAL MANAGER 	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS:  DW
APPROVED BY CAO 	

## Staff Report

### Origin

On July 27, 2010, Council approved the updated Richmond Public Art Program Policy 8703 and Terms of Reference for the Richmond Public Art Advisory Committee (RPAAC). The RPAAC provides advice and acts as a resource to City Council and staff on the City's Public Art Program.

This report presents the Richmond Public Art Program 2015 Annual Report to Council for information and the proposed RPAAC 2016 Work Plan for approval.

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.*

*2.1. Strong neighbourhoods.*

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

*2.4. Vibrant arts, culture and heritage opportunities.*

### Analysis

#### Richmond Public Art Program

The Public Art Program plays a key role in shaping, animating and enriching the public realm, civic pride and community identity. Artwork placed in the public realm has the power to engage the public, celebrate culture, broaden the diversity of arts experiences and opportunities, serve as an educational resource to expand public awareness and understanding of the arts, stimulate conversations, strengthen and support the arts community and inspire creativity.

Since Council's adoption of the Public Art Program Policy in 1997, the Public Art Program's collection has grown to a total of 139 works of public art, with 117 works currently on display around Richmond. Documentation of works of public art that are no longer on display is archived on the Public Art Program website.

Public art adds value to both public and private development, enriching the public realm for residents and visitors to Richmond and advancing Richmond's standing as a model for high quality urban development. The City provides leadership in integrating public art with major civic facilities as well as small scale public infrastructure. The private sector has demonstrated that an investment in public art enhances their reputations as progressive city builders, while creating a liveable and desirable place to live and work. The Community Public Art Program engages members of the community in art making, discussions and public events. The recently

expanded Public Art Education Program provides learning opportunities for both the general public and professional artists.

#### Richmond Public Art Program 2015 Annual Report

The Richmond Public Art Program 2015 Annual Report (Attachment 1) presents the key activities and achievements of the City's Public Art Program through the civic, community, private development and educational programs in 2015. A summary of the 2015 Annual Report is noted below:

- Civic Public Art Program - five public artworks were installed at City facilities;
- City Utility Cabinet Wrap Program - eight utility cabinets wrapped;
- Community Public Art Program - two temporary community engagement projects;
- Private Development Public Art Program - three new works were installed;
- No. 3 Road Art Columns - works of six local artists featured;
- PechaKucha Night Richmond - four events in 2015 were presented to an audience of over 200 attendees;
- Culture Days - two public art bus tours;
- Public Art Plans - reviewed by RPAAC at their monthly meetings; and
- Administrative Procedures Manual Workshops - facilitated workshop with RPAAC.

#### Richmond Public Art Advisory Committee 2016 Work Plan

The Richmond Public Art Advisory Committee 2016 Work Plan (Attachment 2) outlines the proposed work tasks for the volunteer committee in 2016. As a Council appointed Advisory Committee, RPAAC advises on all aspects of public art policy, planning, education and promotion, including the allocation of funds from the City's designated Public Art Reserve. Highlights of the 2016 Work Plan are noted below:

- Raise awareness and understanding of the importance of public art in the City through advocacy, promotion and participation in educational opportunities and public events.
- Advise on strategies, policies and programs to achieve excellence in art in the public realm including researching best practices and advising on opportunities for artists.
- Propose and support City programs, initiatives and events that advance public art in the City including Lulu Series: Art in the City speaker series, PechaKucha Nights, Doors Open Richmond and Culture Days.
- Review and submit recommendations to Council on public art project plans developed by City staff and private development public art consultants.
- Provide input to staff in the development of an annual Public Art Program report to Council, including an RPAAC annual work plan.

### **Financial Impact**

None.

### **Conclusion**

Public art animates the built and natural environment with meaning, contributing to a vibrant city in which to live and visit. The Richmond Public Art Program 2015 Annual Report and proposed Public Art Advisory Committee 2016 Work Plan demonstrate a high level of professionalism, volunteerism and commitment to quality public art in Richmond.



Eric Fiss, MAIBC, MCIP  
Public Art Planner  
(604-247-4612)

- Att. 1: Richmond Public Art Program 2015 Annual Report  
2: Richmond Public Art Advisory Committee 2016 Work Plan

## 2015 Richmond Public Art Program Annual Report Highlights

The Richmond Public Art Program provides a means for including art in creating a culturally rich environment in a vibrant, healthy and sustainable city. Public art is incorporated into civic and private development projects to spark community participation and civic pride in the building of our public spaces. In addition to permanent and temporary artworks, the Public Art Program offers a stimulating program of educational and community engagement events to increase public awareness of the arts and encourage public dialogue about art and issues of interest and concern to Richmond residents.

### Civic Public Art Program

In 2015, public art was commissioned by the City and installed at community centres, parks and civic buildings along city sidewalks. These included:

- *Motif of One and Many* by artist Rebecca Bayers. A colourful grid of triangles covers the floor of the newly opened City Centre Community Centre's second floor lobby. The pattern represents individuals and groups who have come together to form new relationships.
- *Lulu Sweet: Island* by artists Deanne Achong and Faith Moosang. The video, which premiered at the 2014 Your Kontinent International Film Festival, was re-installed in the Murakami Boatworks at Britannia Shipyards for Ships to Shore, June 28–July 1, 2015. The imagery and sounds invite the audience to consider the beauty of the industrial presence rooted to the site by the hypnotic flow of the river. In 2016, the film will be permanently installed as part of the Seine Net Loft's new interactive exhibits.
- *Star Arc*, Richmond Olympic Experience cauldron designed by Danna De Groot of W3 Design. This work marks the end of the exterior exhibit experience, "Torch Route Across the Nation", and symbolizes the intangible elements of the Olympic Games: the unifying, eternal light of the flame (represented in LED lighting) and the sense of "being a part of something bigger" that the Olympic Games evoke.
- *Lulu, a Memory Garden* by Jacqueline Metz and Nancy Chew, Paulik Gardens Neighbourhood Park. A centre piece of large etched black stone paver slabs, placed in a radial pattern, incorporates the drawings of horticultural images created by Palmer Senior Secondary art students.
- *Current II*, by Andrea Sirois. Located on the exterior facade of the Alexandra District Energy Utility Building expansion, this artwork expands on the work of *Current*, installed in 2013, and continues the theme of water as energy. Photographic images depict water flowing around the building's exterior, symbolizing the geothermal energy that is literally flowing below Richmond's first geothermal energy facility.
- City Utility Cabinet Wrap Program. On March 23, 2015, Council endorsed the implementation program for integrating artwork on City of Richmond utility boxes. The Public Art Program, in partnership with Engineering and Public Works and the Transportation Department, installed eight new art wraps around Richmond in 2015. These included:
  - *The Sockeye Special - The InterUrban Tram* by David Pacholko at the Van Horne Sanitary Lift Station kiosk;
  - *Delta Trees* by Ross Munro at the Odlin West Sanitary Lift Station kiosk;
  - *Island City* by Mir Agol at the Richmond Centre Sanitary Lift Station kiosk; and

- *Hop on the Train, Cannery Girls, Steveston Meat Market, Dockside and Downtown Steveston* by Andrew Briggs, on traffic control boxes at No. 1 Road and Moncton Street in Steveston Village and the No. 1 Road South Drainage Pump Station.

Civic Projects underway in 2015 and scheduled for completion in 2016-2017 include:

- Cover Stories: Manhole Cover Installations. On March 9, 2015, Council approved the implementation of the manhole cover art program and designs by four local artists were recommended for incorporation into two sets of manholes (two storm covers and two sanitary covers). The selected artists—Caroline Dyck, Greg Allen, Jeff Porter and Susan Pearson—worked with City staff and the fabricator to translate their designs into full-scale forms for the covers. Production and installation is scheduled for Spring 2016.
- *Skydam* by Nathan Lee, the second installation in the Canada Line Terminus Plinth Project, was installed in early 2016. The first installation on display through 2015, *Cluster* by Carlyn Yandle, was removed and recycled.
- Storeys housing project. Richard Tetrault has been selected as the artist for the City-initiated Storeys innovative housing project serving a non-profit consortium consisting of six organizations.
- Cambie Fire Hall No. 3. The selected artwork, tentatively titled *to be distinct and to hold together*, by artist Daniel Laskarin, will be comprised of three interlocked triangular panels standing on a raised circular platform. The three panels will be perforated with water-jet cut text: "FIRE-RESCUE", "AMBULANCE" and "COMMUNITY". The project is scheduled for completion in 2016.
- Brighthouse Fire Hall No. 1. Artist Nathan Scott has been commissioned to create a life-sized bronze sculpture of a firefighter in action. The sculpture represents "strength, bravery, resolve, commitment and capturing the moment of pride, strength, and awareness of the firefighter's contributions to our society and community: past, present and future." Scheduled for unveiling in 2016, the sculpture will be placed at the corner of Granville Avenue and Gilbert Road.
- Minoru Complex, Aquatics. *Errant Rain Cloud*, by Germaine Koh and Gordon Hicks, is in the form of a suspended sculptural rain cloud. Every few hours a brief, gentle rain shower will fall from the cloud into the pool. The rain cloud mimics the natural sun-powered water cycle of the atmosphere, at a very local scale and creates a sense of occasion. The artwork is scheduled for installation in 2017.
- Minoru Complex, Design Team Artist. Artist Jill Anholt is working collaboratively with design consultants, Hughes Condon Marler Architects (HCMA) and PWL Partnership Inc. (PWL) on the physical and conceptual development of the landscape and urban realm.
- No. 2 Road North Drainage Pump Station. Germaine Koh has been selected as the artist consultant to work with the civil engineering-led design consortium, including landscape and architect consultants. The team has developed a collaborative artwork, *Four Types of Water Revealed*, for the new pump station and engage the public in its processes. This work is scheduled for completion in 2016.

## Community Public Art Program

The 2015 Community Public Art Program provided the following opportunities for artists to engage with the public on temporary artworks:

- *The Harvest Full Moon Project* by Marina Szijarto. For 4 months, at the new City Centre Community Centre, this artist offered an exciting range of free workshops and open studio drop-in sessions, leading up to the Harvest Full Moon Procession and Celebration on September 26, 2015.
- *Pianos in the Street 2015*. The second annual program built bridges and delighted passers-by throughout the community by bringing pianos to open-air locations in Minoru Plaza, Britannia



Heritage Shipyards site and the Terra Nova Rural Park, from July through September 2015. Each piano was decorated by a local arts group to represent the flavour of the community where it was situated and the public was invited to play the instruments and upload media of themselves to a dedicated website, [www.supportpiano.com](http://www.supportpiano.com). This project was sponsored by Pacey's Pianos.

- *Pollinator Pasture*. This multi-faceted project coordinated by an Emily Carr University research team, creates environmental-based artworks to benefit a multitude of pollinators in the agricultural communities of Kelowna and Richmond. The Richmond component, located in Bath Slough and Bridgeport Industrial Park, is a collaborative effort with Environmental Sustainability, Parks and Public Art with the City and external partners BC Hydro, Westcoast Seeds and VanCity. The development of an enhanced demonstration pasture for pollinators within the park and Bath Slough will demonstrate how public art can be used as a catalyst for ecological change.

### Private Development Public Art Program

Through the development applications process, private developers continued to provide high quality public art to enrich the public realm. For 2015, the following projects were completed:

- *ebb and flow* by Jacqueline Metz and Nancy Chew. Located at the entrance foyer of the Carol Tong Centre, home of the new City Centre Community Centre, this artwork is a "snapshot", or moment in time, of a braided river. Such rivers come together, separate, change form and pattern like a metaphor for shifting, overlapping, interweaving communities, and for the constant flux of society and culture. The work was commissioned by Canada Sunrise Development Corp.
- *tango* by Javier Campos and Elspeth Pratt. With simple and elegant sculptural gestures, standing among the Kiwanis towers lining Minoru Boulevard, three forms of wood, steel and concrete stand locked in an intimate dance. This work was commissioned by Polygon Homes.
- *Sequence* by Eliza Au and Nick Santillan. This work is a geometric pattern based on fish scales, carved by water-jet into aluminum screens and placed along the full height of the Harmony building at 8288 Granville Avenue. The repeated pattern and lustrous surface convey a sense of rhythm, movement, and flexibility, much like a fish moving in water. The work was commissioned by Townline Ventures.

Several private development public art projects were commissioned in 2015, and are scheduled for installation in 2016–2017. These include:

- *Sight Unseen* by Mia Weinberg at Capstan Sanitary Pump Station Plaza, Pinnacle International
- *Kawaki*, by Glen Andersen at The Pier at London Landing, Oris Development
- *Upriver* by Rebecca Belmore. Riva, Onni Development
- *Closer Than* by Bill Pechet. Mandarin, Fairborne Homes
- *Nest* by Atelier Anon. Jayden Mews, Polygon Homes
- *Signal Noise* by Mark Ashby. Oxford Lanes, Townline
- *Untitled Wall Mural* by Derek Root. Cadence, Cressey Development
- *Layers* by Christian Huizinga. Museo, Am-Pri Alexandra Road Development
- *Spirit of Steveston* by Cheryl Hamilton and Mike Vandermeer. Kingsley Estates, Polygon Homes
- *Gulf & Fraser Fishermen's Credit Union Heritage Panels* by Leonhard Epp. 3471 Chatham Street, Steveston Flats Development.
- *Spinners* by Dan Corson. Avanti, Polygon Homes
- *Snow/Migration* by Mark Ashby. SmartCentres, First Richmond North Shopping Centres Ltd.
- *Layers* by Christian Huizenga, Museo, Am-Pri Alexandra Road Development
- *Artist call in progress* for ARTS Units. Concord Gardens, Concord Pacific Developments.

## Unique Projects

- **No.3 Road Art Columns Exhibition 9**

*Small Monuments to Food* examines how Richmond's diversity of cultures—including social, economic and political histories—have influenced the way we think, produce, consume, protect and build community and identity around food. The project was created in collaboration with the City's Environmental Sustainability section and the Sharing Farm. Original artworks created for *Part 1* of the project, on display through November 2015, included *Where do you think food comes from?* by artist Dawn Lo, *An Unfamiliar Place* by Patty Tseng and *Plates for Local Palates* by Ariel Kirk-Gushowaty. *Part 2*, installed in December 2015, features the work of three local artists, and includes *The Farm*, *The Market*, *The Table*, *The End* by Eric Button, *Seed Bank* by Catherine Chan and *When You Eat Today, Thank a Farmer* by Deborah Koenker.

## Public Art Education and Engagement Program

- **PechaKucha Night Richmond**

Ten speakers from a variety of different professions and backgrounds presented their stories at each of the four free *PechaKucha Night Richmond* events in 2015. The presentations reflected on influential experiences and the changes that these have brought about in fields ranging from design and art to social inclusion, environmental activism and entrepreneurship. PechaKucha is a presentation format where speakers present 20 images and tell their stories as the photos automatically advance every 20 seconds.

- **Volume 9 – Feed the Soul** (March 26, 2015, Melville Centre for Dialogue at KPU Richmond Campus)  
Hosted and produced by second year students in the Graphic Design for Marketing Program at Kwantlen Polytechnic University Richmond Campus, this event featured ten speakers on a wide range of subjects. Attendance: 125.
- **Volume 10 – Wonders of Wood** (May 8, 2015, Chinese Bunkhouse, Britannia Heritage Shipyards)  
Ten creative and specialized practitioners in architecture, instrument-making, art and design and environment shared their creative process of envisioning wood in unique ways. Attendance: 60
- **Volume 11 – Gateways: Culture in Translation** (August 5, 2015, Richmond Cultural Centre Performance Hall)  
Presented in partnership with Gateway Theatre, this event explored what happens when arts and culture are experienced in different languages. Attendance: 45
- **Volume 12 – Word, Words, Words** (Oct 1, 2015, Richmond Public Library Brighouse Branch Living Room)  
Presented in partnership with the Richmond Public Library, this event featured ten people who work with words including a poet, novelist and newspaper publisher. Attendance: 35

- **Culture Days Public Art Bus Tours** (September 26 and 27, 2015)

Participants of all ages joined Public Art Planner Eric Fiss and special guest artists Deanne Achong and Faith Moosang for two fully subscribed bus tours exploring some of Richmond's newest artworks.

- **Art at Work**

Presented in partnership with the Canadian Artists Representation/Front des artistes canadiens (CARFAC) and the Richmond Art Gallery, this series of professional development workshops and events is designed to provide artists with the knowledge and skills required for pursuing a professional arts practice in the fields of public art, visual art and community arts. Workshops and events for the fall series were free, with additional programming planned for spring of 2016.

- Alexandra Road Public Art Plan and the Public Art Collective Video  
Under the direction Dr. Cameron Cartiere, Associate Professor at Emily Carr University of Art + Design (ECUAD) and Amit Sandhu, General Manager, Am-Pri Group, ECUAD students developed and presented the Alexandra Road Public Art Plan to City staff representing Planning, Environmental Sustainability, Parks, Public Art and Archives on April 1, 2015. The presentation was documented in a film documenting this collaboration, produced by Sharad Kharé with support from Am-Pri Developments, ECUAD, Stantec and the City of Richmond. The video, *The Public Art Collective*, is available for viewing online through Vimeo. The Alexandra Road Public Art Plan was used to guide the artist selection process for the private development at 9580 Alexandra Road.

## Public Art Advisory Committee

The Richmond Public Art Advisory Committee is a Council-appointed voluntary advisory committee that provides input on public art policy, planning, education and promotion.

- 2015 members:  
Aderyn Davies, Chair  
Sandra Cohen, Vice Chair  
Chris Charlebois  
Simone Guo  
Valerie Jones  
Shawne MacIntyre  
Victoria Padilla  
Willa Walsh  
Xuedong Zhao  
  
Councillor Carol Day, Council Liaison.
- Monthly Meetings  
At the monthly Committee meetings, members received presentations on new civic, private development and community project proposals and provide feedback and recommendations. Updates on discussions on public art for upcoming development were provided by the Committee's appointee to the Advisory Design Panel, Xuedong Zhao.
- Workshops  
In 2015, the Committee held three facilitated workshops to review the Administrative Procedures Manual and recommended updates to improve clarity and administration of the Public Art Program.
- Bus Tour  
The annual Public Art Advisory Committee bus tour took place on June 16 and focused on artworks installed during the previous year. Stops included new artworks in the Alexandra Neighbourhood, City Centre, Oval Village and Terra Nova. Committee members visited both civic and private development projects, ranging in size from a small utility kiosk art wrap to water jet cut metal panels spanning the full height of a 14-storey residential tower.

Report prepared by:

Eric Fiss, Public Art Planner  
Richmond Public Art Advisory Committee Liaison

## Richmond Public Art Advisory Committee 2016 Work Plan

### Council Term Goals 2014–2018

This Work Plan supports the mandate of the Public Art Advisory Committee as outlined in its terms of reference, to “provide advice and act as a resource to City Council and staff on the City’s Public Art Program and propose and support activities that benefit and advance public art in the City”.

The Work Plan supports the following Council 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 that facilitate active, caring, and connected communities.*

### 2016 Proposed Budget

RPAAC is requesting an operating budget of \$5,000 for 2016. This will cover costs incurred by meetings, forums, educational and promotional materials and consultant fees (should these be required) associated with the implementation of the 2016 Work Plan.

### 2016 RPAAC Work Plan

The RPAAC 2016 Work Plan is based on the Terms of Reference for the Committee and is proposed as follows:

<b>RPAAC 2016 Work Plan</b>				
<b>Strategy/Initiative</b>	<b>RPAAC Actions/Steps</b>	<b>Expected Outcome of RPAAC Actions</b>	<b>Indicator of RPAAC Success</b>	<b>Stakeholders</b>
<b>1. Raise awareness and understanding of the importance of public art in the City</b>				
a. Involve the public in the selection process for public art.	Encourage community members to participate on public art selection panels through an open call for volunteers	Richmond residents are involved in civic and community cultural life	Community support of the public art selection process	Community Centre Associations, Richmond Arts Coalition (RAC), Richmond Artist Guild (RAG), Richmond Art Gallery Association (RAGA) and others
b. Engage communities with individualized neighbourhood art plans	Develop Public Art Plans for Steveston and Capstan Village by Summer 2016	Greater awareness of public art in Richmond communities	Public Art contributes to neighbourhood recognition and identity	Neighbourhood organizations, private developers, artists
c. Advocacy and promotion (art walks and tours, brochures, postcards, posters and social media)	Identify and support new opportunities for advocacy and promotion	Promotion of community connection and awareness of public art	Public participation at unveilings, public lectures and bus tours	Parks, Community Centre Associations, Walk Richmond, KPU, Tourism Richmond

<b>RPAAC 2016 Work Plan</b>				
<b>Strategy/Initiative</b>	<b>RPAAC Actions/Steps</b>	<b>Expected Outcome of RPAAC Actions</b>	<b>Indicator of RPAAC Success</b>	<b>Stakeholders</b>
d. Education and training for RPAAC members (workshops, bus tours, PechaKucha Nights, Creative City Network of Canada Summit)	<i>Identify and register for training opportunities</i>	<i>Develop and expand knowledge of best practices</i>	<i>Greater confidence in recommendations to staff and Council</i>	<i>Creative City Network of Canada, Alliance for the Arts</i>
e. Education for the public (Lulu series talks, PechaKucha Nights)	<i>Recommend guest speakers and promote events</i>	<i>Develop community connection and awareness of public art</i>	<i>Increased attendance and appreciation of the arts</i>	<i>Arts Centre, KPU, Community Centre Associations</i>
f. Guest Speakers	<i>Identify key guest speakers for RPAAC meetings for 2016</i>	<i>RPAAC members better informed on public art issues and equipped to share this information with Council, as and when directed.</i>	<i>Guest speaker series for 2016 devised and implemented.</i>	<i>ECUAD, artists, consultants, conservators</i>
<b>2. Advise on strategies, policies and programs to achieve excellence in art in the public realm</b>				
a. Research Best Practices and Policy review	<i>Identify and prioritize potential research on policy and administration</i>	<i>Policy and administrative procedures are reviewed</i>	<i>Policy and administrative procedures are updated</i>	<i>City Council</i>
b. Community Public Art Program	<i>Assist and advise on implementation of the Community Public Art Program</i>	<i>The Community Public Art Program is updated</i>	<i>Public art projects initiated under a revised Community Public Art Program</i>	<i>Community Centre Associations and community organizations</i>
c. Opportunities for artists working in 2D visual art	<i>Assist and advise on implementation of a program for 2D art to connect arts and businesses</i>	<i>Actions identified and advice given to assist City of Richmond staff and community partners to implement a 2D Art Program</i>	<i>Practical actions identified and implemented and advice given as and when requested.</i>	<i>RAC, RAG, RAGA</i>
d. Conservation and maintenance of the Public Art Collection	<i>Review maintenance priorities annually</i>	<i>Set priorities for conservation and maintenance</i>	<i>Public Art collection is well maintained</i>	<i>Public Works, Conservators, Strata Councils</i>



<b>RPAAC 2016 Work Plan</b>				
<b>Strategy/Initiative</b>	<b>RPAAC Actions/Steps</b>	<b>Expected Outcome of RPAAC Actions</b>	<b>Indicator of RPAAC Success</b>	<b>Stakeholders</b>
e. Private Development Program	Review terminology for transfer of ownership from private development to the City	Clarity on the definitions for Public Art donations and transfer of ownership	Greater clarity on use of the term "donations" and "transfer of ownership"	Private development and community donors
<b>3. Propose and support City programs, initiatives and events that advance public art in the City</b>				
a. Lulu Talks	Advise on speakers and musicians for the Lulu Talks	Identified speakers to advance Council Goals	Increased attendance and appreciation of the arts	Arts Centre, KPU, Community Centre Associations
b. PechaKucha Night Richmond	Advise on speakers and partners for PechaKucha Night Richmond	Identified speakers to advance Council Goals	Increased attendance and appreciation of the arts	Arts Centre, KPU, Community Centre Associations
c. Doors Open and Culture Days	Assist and advise on venues and artworks for consideration	Public Art Program has a high profile at Doors Open	Increased participation and appreciation of the arts	Arts Centre, Heritage sites, Community Centre Associations
<b>4. Review and submit recommendations to Council on public art project plans</b>				
a. Private Development Public Art Plans	Review private development public art plans	Provide advice and recommendations to staff and Council	Public Art plans embraced by developers and Council	Council, community partners, private developers
b. Steveston Waterfront Public Art Plan	Advise and assist as required	New Public Art Plans to serve as a guide for public art in Steveston	New Public Art plans embraced by developers and artists	Neighbourhood organizations, private developers, artists
c. Capstan Village Public Art Plan	Advise and assist as required	New Public Art Plans to serve as a guide for public art in Capstan	New Public Art plans embraced by developers and artists	Neighbourhood organizations, private developers, artists
<b>5. Provide input to staff in the development of an annual Public Art Program report to Council, including an RPAAC annual work plan</b>				
a. 2016 Public Art Program report to Council and 2017 RPAAC Annual Work Plan	Advise and assist as required	Accomplishments during the past year are presented to Council and the public	Public Art has contributed to making Richmond a more vibrant, active and connected City	Council, community partners, private developers



# City of Richmond

## Report to Committee

**To:** Parks, Recreation and Cultural Services  
Committee

**From:** Cathryn Volkering Carlile  
General Manager, Community Services

**Re:** **Recreation Fee Subsidy Program Review**

**Date:** April 4, 2016

**File:** 07-3000-01/2016-Vol  
01

### Staff Recommendation

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.

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

Att. 3

REPORT CONCURRENCE		
<b>ROUTED TO:</b>	<b>CONCURRENCE</b>	<b>CONCURRENCE OF GENERAL MANAGER</b>
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"/>	
<b>REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE</b>	<b>INITIALS:</b> 	<b>APPROVED BY CAO</b> 

## Staff Report

### Origin

The City of Richmond Recreation Fee Subsidy Program (RFSP), supported by the City and Community Associations/Societies (Community Partners) (Attachment 1), provides subsidized access to parks, recreation and cultural services primarily for children and youth from low-income families living in Richmond.

The original RFSP, previously called the Leisure Services Fee Subsidy Program, was approved by Council as a pilot project in 1998, implemented by staff and Community Partners in 1999 and endorsed for continuation by Council on July 10, 2000 through the following resolution:

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

The purpose of this report is to present the RFSP Review (Attachment 2) and seek Council’s approval to consult with Community Partners on the findings and proposed options.

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 also 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).*

## **Analysis**

### **Program Background**

The RFSP provides low-income families with access to activities provided by the City and Community Partners through subsidized admissions and program registrations. 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 RFSP's original guiding principles were to:

- Improve access to recreation services and facilities for those in financial need
- Partner with community associations, other organizations, and ministries for referrals, supports, implementation and funding
- Treat participants consistently and with dignity
- Maintain confidentiality
- Require participants to pay a portion of the cost
- Limit subsidies based on available funding
- Provide a wide range of recreation choices
- Make it easy to implement
- Provide central screening, tracking and administration

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 free programs, client support initiatives such as the No Cost Subsidy Program and satellite programming for families living in low-income housing.

The costs associated with the RFSP have always been absorbed by individual City facilities and Community Partners.

While there have been modifications to the RFSP to provide additional opportunities for clients, improve customer service and streamline the administrative process, there has not been a comprehensive evaluation of the RFSP 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 program 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 and meets the needs of Richmond's current low-income residents.

### **Benefits to Participation**

Providing opportunities to access Richmond's programs and services for all residents, regardless of financial circumstances, contributes to a healthy, vibrant and livable community. Having the

ability to access and participate in community life improves a person's mental, emotional, and physical health and thereby reduces health care, social service, and police/justice costs.

### Community Context

When the RFSP was originally implemented in 1998, poverty was increasing in Richmond and there were 25,000 people living on low incomes (17% of the population).

While it may appear that Richmond is an affluent municipality and does not have many low-income residents, in 2011 Richmond was home to 42,370 residents (22.4% of the population)<sup>1</sup> who were living below the Low Income Cutoff (LICO)<sup>2</sup>, as determined by Statistics Canada.

**Table 1: Age breakdown for those living with low incomes households in Richmond**

Under 18 Years	8,820 residents	20.8% of LICO population
18–64 Years	28,700 residents	67.7% of LICO population
65+ Years	4,850 residents	11.5% of LICO population
TOTAL	42,370 residents	

(Source: Statistics Canada, 2011 National Household Survey.)

While Statistics Canada (2011) determined 42,370 Richmond residents to be living on low incomes, this may not reflect an accurate number of those who are truly considered low income residents due to Canadian and foreign income tax laws. However, evidence supports that there are a significant number of low income residents in Richmond not currently accessing the RFSP. For example, in 2013 the RFSP served 1,466 low-income children and youth in Richmond. In 2014, the RFSP served 1,081 low-income children and youth in Richmond.

### Review Process

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. A terms of reference and work plan were established, which included program comparisons of 10 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.

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.

<sup>1</sup> The way statistics were recorded by Statistics Canada in the past is different than today, which makes it difficult to compare the number of low-income residents who are now living in Richmond. However, the current number of low-income residents makes the RFSP relevant.

<sup>2</sup> A measurement used by Statistics Canada to identify low-income families. LICO is an income threshold based on family size and income where families are required to spend a larger share than the average family on food, shelter and clothing. LICO varies by family size and the size and area of residence. This additional variability is intended to capture differences in the cost of living amongst community sizes.

### Guiding Principles

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 most significant change is the shift from providing opportunities for children, youth and families participating together to the inclusion of all ages in the eligibility of the RFSP. The proposed new guiding principles are as follows:

- 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 of 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
- Confidentiality will be maintained

### Comparison to other Municipalities

When examining the 10 other municipalities, it was found that Richmond's RFSP differs in a number of key ways. These differences help illustrate the priority needs that require addressing through an updated RFSP:

#### *1. Customers Served*

In 2013, Richmond served 1,466 of its low income population (children and youth only), while Burnaby served 8,723; Coquitlam served 3,876; Surrey served 15,698; and Vancouver served 20,780.

#### *2. Age Groups Served*

All 10 municipalities provide access to low-income residents of all ages whereas Richmond only serves children and youth. The RFSP review showed that there are low-income adults and seniors in Richmond who want to participate in parks, recreation and cultural activities but cannot afford to. These customers are not being served through the RFSP based on current age guidelines.

#### *3. Amount of Subsidy*

Richmond absorbs the smallest dollar amount for subsidies for parks, recreation and cultural activities of all Lower Mainland municipalities studied. According to 2013/2014 data, Surrey absorbs the most subsidized parks, recreation and cultural activities (\$2.5M), followed by Burnaby (\$1.5M) and Coquitlam (\$879K). In 2013, the City and Community Partners absorbed approximately \$75K, which may not be enough to adequately serve Richmond's low-income population.



The RFSP review also 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.

### Concepts for Consideration

Based on the research findings and the priority needs in Richmond, the following considerations have been developed to improve the current RFSP and influence the proposed options outlined later in this report:

1. *Assistance to low-income residents of all ages*

An updated RFSP should include all ages (children, youth, adults and seniors). Based on the experience of other municipalities who include all ages and the current number of low-income residents in Richmond, it is estimated that 15-20% of the total low-income population would likely apply for subsidy. This calculates to approximately 6,400-8,400 RFSP clients.

Potential Impact: For admissions, it is anticipated that there would be approximately 6,400-8,400 clients. It is estimated that 5-6% of Richmond adults and seniors who apply to the RFSP (approximately 250-500 new clients) are likely to register in programs, based on the experience of Surrey and Calgary. This increase in participants could result in a financial impact for both the City and Community Partners.

2. *Technological improvements and administration*

Recommended updates to the RFSP could have an impact on existing administrative resources. Increased demand on the centralized administration system due to an expansion of the RFSP will need to be anticipated and mitigated to ensure that recipients can access their subsidies in an efficient and respectful manner.

Potential Impact: The City is resourced at peak registration times to handle customer service levels. Staff training will be required prior to implementation of the updated RFSP. New software supports will assist in streamlining administrative processes and storing data for future measurement and evaluation of the RFSP. The City is currently examining new registration and admission software and administration of the RFSP would be included as a software requirement. If a separate system is required, additional costs for software and maintenance will be needed.

3. *Enhanced communications and promotions*

Prior to the launch of an updated RFSP, a communication plan will need to be created to increase awareness of the revisions to the program. Targeted promotions will also need to be designed to reach low-income residents and those agencies that serve them, and to increase uptake of the program. Funding will be required for this purpose.

4. *Increased opportunities for participation*

Recommended updates to the RFSP would increase opportunities available for participation to all clients. In particular, enhanced subsidies for program registration will

allow more choice and access to a diversity of programs offered by the City and Community Partners.

An Arts Centre subsidy could be established to give low-income residents greater access to arts programs, as the arts do not have programs such as Canadian Tire Jumpstart or KidSport, which provide subsidies to sports programs and activities.

Other barriers to participation, such as transportation, would be important to explore as solutions would provide low-income residents increased access to programs and services. Any of these considerations could result in a financial impact for both the City and Community Partners.

5. *Alternative mechanisms for administration*

Staff examined external options to administer the RFSP however these options were rejected due to associated costs and inefficiencies. An external system would result in the involvement of administrative staff from two organizations, which would lead to integration challenges. The City would also lose its ability to use discretion regarding client enrollment, which is valuable for special circumstances.

Maintaining administration of the RFSP within the City system would allow a balance between efficient processing of applications and providing the appropriate scrutiny of applicants' financial information to ensure program criteria is met and the RFSP serves those most in need.

Proposed Options

Four proposed options are presented as a comparison in Table 2 for consideration during consultation between the City and Community Partners.

- |           |   |
|-----------|---|
| Option 1: | Status Quo  |
| Option 2: | Partial payment of admissions and registration fees                             |
| Option 3: | Free admissions and partial payment of registration fees                        |
| Option 4: | Free admissions and partial payment of registration fees for children and youth |

Currently, costs associated with the RFSP are absorbed into existing budgets of City operations. Both Option 2 and Option 3 have financial impacts greater than the current RFSP, which are not in the City's current operating budget.

There would also be an impact to Community Partners. Historically, Community Partners have absorbed the costs associated with the RFSP into their existing operating budgets. Whether or not Community Partners have additional capacity to support the proposed options outlined would need to be discussed and further refinements to the RFSP based on their feedback could potentially increase or decrease the total financial impact.

These considerations need to form part of the discussions during the consultation phase between the City and its Community Partners.

**Table 2: Recreation Fee Subsidy Program – Proposed Options**

	<b>Option 1 Status Quo (Current program)</b>	<b>Option 2</b>	<b>Option 3 Preferred</b>	<b>Option 4</b>
<b>Admissions</b> (Base level of service. See proposed inclusions and exclusions in Attachment 3)	Limited to children/youth. Participants pay what they can afford	90% discount on admissions for all ages	Free admissions for all ages	Free admissions for all ages
<b>Program Registrations</b> (Base level of service. See proposed inclusions and exclusions in Attachment 3)	Limited to children/youth. Participants pay what they can afford	90% discount on advertised price of program registration fee for all ages	90% discount on advertised price of program registration fee for all ages	Limited to children/youth. Participants pay what they can afford
<b>Children/Youth Subsidy</b>	Restricted to four (4) uses per year	Up to \$225/year subsidy	Up to \$300/year subsidy	Restricted to four (4) uses per year
<b>Adult/Senior Subsidy</b>	No subsidy	Up to \$50/year subsidy	Up to \$100/year subsidy	No subsidy
<b>Opportunities for Participation</b>	Low	Moderate	Excellent	Low-Moderate
<b>Range of Admissions &amp; Program Choice</b>	Low	Moderate	Excellent	Low-Moderate
<b>Individual Facility Use</b>	Limited	Moderate	High	Low-Moderate
<b>Impact on Administration</b>	Moderate	High	High	Moderate
<b>Annual Financial Impact*</b>	\$49K (City) \$26K (Community Partners) Based on costs currently absorbed	\$84K-\$112K (City) \$56K-\$75K (Community Partners)	\$114K-\$153K (City) \$76K-\$102K (Community Partners)	\$49K (City) \$26K (Community Partners)
<b>Net increase cost from current program*</b>	\$0 (City) \$0 (Community Partners)	\$35K-\$63K (City) \$30K-\$49K (Community Partners)	\$65K-\$104K (City) \$50K-\$76K (Community Partners)	\$0 (City) \$0 (Community Partners)
<b>Within City Operating Budget</b>	Yes	No	No	Yes

\*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

The impact of admissions would be absorbed by the City and Community Partners and should not cause hardship to operations.

Option 3 allows the City and Community Partners to provide Richmond's low-income residents the most access to parks, recreation and cultural services. Option 3 meets all of the proposed guiding principles (Table 3), contributes to establishing Richmond as a leader amongst other municipalities in the Lower Mainland and is more responsive to current community need by engaging new customers, increasing participation, and removing financial barriers for Richmond's low-income population.

Option 3 would provide the greatest impact and advance Council Term Goal #2, A Vibrant, Active and Connected City and Council-Adopted Social Development Strategy Goal #1 Enhance Social Equity and Inclusion.

**Table 3: Recreation Fee Subsidy Program Proposed Guiding Principles and Options**

<b>RFSP Proposed Guiding Principles</b>	<b>Option 1</b>	<b>Option 2</b>	<b>Option 3 Preferred</b>	<b>Option 4</b>
Provide access to basic parks, recreation and cultural services and facilities for community residents of all ages in financial need.	No	Yes	Yes	No
A wide range of choices will be available through the City of Richmond's services and community facilities operated by Community Partners	No	Yes	Yes	No
The amount of financial support available to provide access through the RFSP will be determined by the financial abilities of the City of Richmond and Community Partners	Yes	Negotiated	Negotiated	Negotiated
Applicants of the RFSP will be treated with dignity and respect thereby supporting City of Richmond's Customer Service Standards	Yes	Yes	Yes	Yes
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	Yes	Yes	Yes	Yes
The program will be available for all eligible Richmond residents	No	Yes	Yes	Limited
Confidentiality will be maintained	Yes	Yes	Yes	Yes

### Consultation

If authorized by Council, staff will consult with Community Partners on the findings and proposed options for an updated RFSP to consider overall viability, service-level implications, impacts to budgets and potential alternative options.

The success of an updated RFSP will require cooperation from both the City and Community Partners in delivering the program. Recognition and support of the challenges faced in service delivery will be important during the consultation phase. Language regarding the RFSP will also need to be included in the material terms for new agreements between the City and Community Partners.

It is anticipated that the following two specific aspects of the RFSP review will be of most concern:

#### *1. Admissions*

Implementation of 90% off or free admissions to activities offered at City and Community Partner facilities. Admissions are entrances to drop-in base level services (Attachment 3).

Heavily discounted or free admissions are not expected to cause significant additional financial implications based on the premise that a facility is already open and extra customers should not incur additional costs. However, this will only be possible if a facility can accommodate an increase in users. Special consideration will need to be given to program type, use of contractors, and the increase of people who will qualify for subsidy under an updated RFSP.

There would also be an opportunity to review the pricing structure for seniors, which is currently set at 55+ years. This would support Action 7.5 in the Social Development Strategy: *Reviewing the pricing structure for City programs for older adults to ensure it remains equitable and sustainable, while also being affordable to those with limited incomes.*

#### *2. Program Registrations*

Implementation of a 90% subsidy for base level registered seasonal programs offered by the City and Community Partners (Attachment 3).

Subsidized program registrations may create a greater financial impact for some facilities, particularly ones with larger numbers of low-income residents living in their catchment areas, potentially resulting in more participation at those facilities. Facilities that serve a high number of adults and seniors, which are not served in the current RFSP, could also be significantly impacted.

### Financial Consideration

During the consultation phase, there is no anticipated financial impact to the City or to Community Partners beyond current commitments to the RFSP.

Staff has done some preliminary financial analysis of each option with estimated financial impacts ranging from \$49K to \$153K for the City and \$26K to \$102K for Community Partners. During the consultation process, financial options will need to be further identified and a City and Association funding strategy will need to be developed to support an updated RFSP. Following consultation, staff will provide a Draft Recreation Fee Subsidy Program that will include financial impact estimates for administration of an updated and more robust program which are yet to be determined.

Typically, Community Associations and the City operate in a modest surplus environment due to variables in revenues and expenses. However, if Community Associations' operations are incurring an annual deficit and the City's recreation budget is in a deficit then other options will need to be considered during the City budget process. Since the current arrangement is not based on an equal financial partnership, a fair contribution arrangement will need to be considered.

### **Financial Impact**

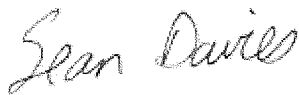
There is no financial impact for this phase of consultation with Community Partners.

As noted in the financial considerations above, following consultation with Community Partners, financial impacts will be outlined in a Draft Recreation Fee Subsidy update to be brought back to Council for consideration.

### **Conclusion**

The City of Richmond has a long history of providing its residents with quality and affordable access to parks, recreation and cultural opportunities. The proposed improvements to the RFSP are intended to provide an increased and enhanced level of service to Richmond's low-income residents of all ages. These changes will help to engage new customers and increase participation from a population that may not be currently utilizing the many opportunities offered by the City and Community Partners.

It is recommended that the Recreation Fee Subsidy Program Review be presented to the City's Community Partners to consult on the findings and proposed options. Following consultation, a Draft Recreation Fee Subsidy Program Update and proposed funding strategy will be brought back to Council for consideration.



Sean Davies  
Coordinator, Diversity Services  
(604-276-4390)

- Att. 1: City Facilities and Community Partners  
2: Recreation Fee Subsidy Program Review  
3: Proposed Eligible Admissions and Programs



**City Facilities and Community Partners**

<b>City</b>	<b>Community Partners</b>
Minoru Aquatics Centre*	Britannia Heritage Shipyard Society
South Arm Outdoor Pool*	City Centre Community Association
Steveston Outdoor Pool*	East Richmond Community Association
Richmond Arts Centre	Hamilton Community Association
Watermania*	Richmond Arenas Community Association
	Richmond Art Gallery 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
	<b>Proposed Addition</b>
	Minoru Seniors Society

\*Richmond Aquatics Services Board to be consulted



## Recreation Fee Subsidy Program Review

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## Acknowledgements

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## Executive Summary

The Recreation Fee Subsidy Program (RFSP), supported by the City of Richmond and its Community Partners, provides subsidized admissions and program registrations to children and youth from low-income families. The RFSP ensures that low-income residents have access to the benefits of participating in Richmond's many parks, recreation and cultural opportunities. This subsidized access is available for admission to aquatic/fitness facilities and for program registrations at community centres, arenas, aquatic centres, the Richmond Nature Park, Britannia Shipyard National Historic Site and the Richmond Arts Centre. Providing opportunities to access Richmond's programs and services for all residents, regardless of financial circumstances, contributes to a healthy and vibrant community.

A review of the RFSP was identified as a short-term action in the City's Social Development Strategy (2013–2022). There had not been a comprehensive evaluation of the program since its inception in 1999. This recent review took place in 2014/2015 and included the following:

- Evaluation of current service, application process, and promotion
- Consultation with users, targeted non-users, and community agencies
- An environmental scan of ten municipalities (Appendix 1)
- A review of demographics pertaining to low-income residents in Richmond
- Input from a working group comprised of five Community Services staff and two individuals representing Community Partners
- An analysis and development of principles and options
- Discussion and feedback from senior managers to determine the best proposed option for an updated RFSP

The recommendations within this document were developed based on a number of considerations and guiding principles. These help to ensure the RSFP provides opportunities for the maximum number of eligible residents of Richmond. The key recommendations in this document include:

1. That the eligibility criteria should be expanded to **include all age groups**;
2. That **Admissions (drop-in and passes) should be free** at all facilities including: aquatic centres, arenas, and community centres;
3. That **program registration fees should be discounted by 90%**. There should be an annual limit on the amount of subsidy available to each individual. The maximum annual amount recommended is \$300 for children and youth and \$100 for adults and seniors;
4. That the application process be revamped to provide clear guidelines and eligibility criteria for applicants;
5. That a promotional campaign be developed to increase awareness of the updated RFSP and highlight the new changes;
6. That a training program be developed for Community Services front line staff and their supervisors;



7. That language regarding the RFSP be included in the material terms for new agreements between the City and Community Partners; and
8. That staff prepare an annual report to City Council and Community Partners highlighting the level of service provided to the community.

There are budget implications for both the City and Community Partners with an updated RFSP. Next steps will be to consult with Community Partners about the potential implications as a result of the findings and proposed options for an expanded RFSP.

It is expected that these potential updates to the RFSP will result in increased use of facilities in the community. By removing a financial barrier, the City and Community Partners will be providing more opportunity for low-income residents. These changes will help to engage new customers and see increased participation from a population that may not be currently utilizing the many opportunities offered through Community Services. Ultimately, the updated RFSP will help the City of Richmond live out its vision "to be the most appealing, livable and well-managed community in Canada" by increasing access to admissions and programs at community facilities for all of its diverse residents.

## 1. Introduction

The RFSP is an important contributor to the City of Richmond's vision "to be the most appealing, livable and well-managed community in Canada." Having the ability to participate in activities and community life helps to ensure residents are healthy, active and connected. Participation in leisure pursuits improves a person's mental, emotional, and physical health and thereby reduces health care, social service, and police/justice costs.

Not all of Richmond's residents have access to parks, recreation and cultural services. Those who cannot afford to pay for them are unable to benefit from the many opportunities that exist in the city. A more inclusive RFSP would help provide low-income residents access to participate in these programs and services offered by the City and Community Partners. This report presents findings and a series of recommendations that the City and Community Partners can consider to improve the RFSP, the well-being of Richmond's low-income residents and the city as a whole.



## 2. Purpose of the Recreation Fee Subsidy Program

The RFSP provides low-income families with access to activities taking place in community centres, aquatic centres, arenas, the Richmond Nature Park, Britannia Shipyard National Historic Site and the Richmond Arts Centre. The current RFSP primarily subsidizes opportunities for children and youth with some opportunities for families to participate in swimming through the use of a 10-visit family swim pass.

The RFSP complements other supports that help to provide access to leisure opportunities for low-income residents. Examples of these include the Grade 5 Active! Pass, Preschool, Family, Youth, & Parent and Tot drop-in gym times, summer park playground opportunities, free swim/skate passes for elementary school students (three times per year), free admission to the Richmond Art Gallery and Richmond Museum, free admission to Britannia Shipyard National Historic Site, Media Lab activities, Art Truck activities, Night Shift activities and outreach to families living in low-income housing.

Community Partners, in conjunction with City of Richmond staff, sometimes waive fees when individual needs are brought to their attention. In addition, the City of Richmond works with organizations such as Richmond KidSport and Canadian Tire Jumpstart to provide financial support for children to be involved in community sport.

### 2.1 Why a Review?

The review was identified as a short-term (0–3 years) action in the City's Social Development Strategy. Since the RFSP's inception in 1999, there have been modifications to provide additional opportunities to clients, improve customer service and streamline the administration process. However, this was the first time a comprehensive review of the RFSP was undertaken to ensure the program is reflective of today's community context and meets the needs of Richmond's current low-income residents.

### 3. Background of the Recreation Fee Subsidy Program

The original RFSP was approved by Council as a pilot project in fall 1998 and was fully implemented by the City and Community Partners in spring 1999, and endorsed for continuation by Council in 2000. Since that time, both the City and Community Partners have absorbed the cost of subsidy at community facilities as well as committed financial resources to subsidize low-income residents to access parks, recreation, and cultural opportunities in Richmond.

To help develop the original RSFP, the following principles were established and continue to be relevant today:

- A wide range of recreation choices available;
- Central screening, tracking and administration;
- Confidentiality maintained;
- Easy to implement;
- Improve access to recreation services and facilities for those in financial need;
- Participants must pay a portion of the cost;
- Participants treated consistently and with dignity;
- Partnerships with Community Associations, other organizations, and ministries for referrals; support, implementation and funding; and
- Subsidy limits based on available funding.





## 4. Current Recreation Fee Subsidy Program

### 4.1 What is Available

The RFSP provides subsidized access to parks, recreation and cultural services primarily to children and youth whose families qualify. Families must be approved to participate in the RSFP. Once approved, all children in the family 18 years and under are eligible to be registered for one subsidized program every three months for a total of four subsidized programs per year. Some programs are not eligible for subsidy (e.g. private lessons) and some services have a limit on the amount of subsidy that is available.

A family can also choose to request an aquatic 10-visit family swim pass instead of a registered program for one of their eligible children. This is the only way adults currently receive subsidized access through the current RFSP.

### 4.2 Application Process

The RFSP is centrally administered by the City and coordinated by Diversity Services staff.

Families who reside in Richmond can apply in two ways:

- By submitting an application to the City's Diversity Services staff along with proof of low-income from a Provincial or Federal Ministry that provides financial aid, or
- By submitting an application with proof of low-income from other sources. This proof must validate that their gross household income is below the Low Income Cut-Off (LICO), as determined by Statistics Canada. For a family of four, Richmond determines eligibility for the RFSP by using a range of pre-tax household income: \$5,000 to \$43,942. (See RFSP Application Form Appendix 3).

Diversity Services administration staff verify the eligibility of the applicants against a set of criteria. Often staff will have a telephone conversation with the applicant to help determine eligibility and better understand the family's financial situation.

Once a family has been approved for the RFSP, the family declares its program choices to City administration staff. Staff determine what amount of fee the family can afford to pay for their program of choice and issue a credit note, either by mail or in person, indicating the cost that the client is required to pay. Clients can either take their credit note to a community facility to complete their registration for the program or complete their transaction over the phone. This program registration process typically takes place up to four times per year for each child because families are required to submit registration requests for every individual program.

### Application Statistics 2012–2014

Since 2012, the City of Richmond received 668 RFSP paper applications and reassessed 470. The number of paper applications received and existing clients who are reassessed has remained fairly consistent over the past three years.



**Table 1: Number of Applications Received**

Year	Paper Applications Approved	Paper Applications Declined	Total # of Paper Applications	Repeat Telephone Reassessment Approved
2014	118	101	219	154
2013	131	86	217	161
2012	138	94	232	155

The RFSP accepts proof-of-income directly from applicants in the form of income-tax verification as well as documentation from government ministry offices. Table 2 presents how many applicants had their income verified by documents from government ministry offices and how many provided tax information to prove that their family's income fell below the LICO.

**Table 2: Approved Applications**

Year	Paper Applications – Approved				Repeat Telephone Re-assessment – Approved			
	Income Tax	Income Assistance	Disability Pension	Refugee Resettlement Assistance	Income Tax	Income Assistance	Disability Pension	Refugee Resettlement
2014	90	19	7	2	116	27	11	0
2013	100	27	2	2	138	14	9	0
2012	122	14	2	0	133	13	9	0



### 4.3 Use of Recreation Fee Subsidy for 2012–2014

Both the number of family applications and those families who were approved remained consistent between 2012-2014. Families approved were more active in selecting programs in 2013, which resulted in a greater amount of subsidy being absorbed by the City and Community Partners.

**Table 3: Recreation Fee Subsidy Use**

Year	Number of Family Applications	Number of Families Approved	Number of Uses Issued	Funding Absorbed by City and Community Partners	Funds Contributed by Families
2014	373	272	1,081	\$56,138	\$16,923
2013	378	292	1,466	\$75,190	\$21,158
2012	387	293	1,366	\$68,573	\$20,354

Table 4 shows that in 2012, a significant increase in subsidies were provided for the Arts Centre. In 2013 and 2014 that number returned to a number more comparative with previous years. This could be attributed to changes in the year round structure of dance programs during 2012 and subsequent price changes to some arts programs. Aquatic programs saw a spike in 2013 before returning to a number more comparable with previous years. There is not a single clear indicator as to why aquatics saw such a spike, however the fluctuation in the number of subsidies could be due to the type of activities families choose. In 2014, the number dropped which was likely a result of a decrease in the total number of subsidies that year.

**Table 4: Recreation Fee Subsidy Types of Use**

Subsidies Provided for City Programs and Services	2012	2013	2014
Aquatic Programs	481	616	463
Aquatic Passes	315	310	186
Arts Centre Programs	115	84	86
<b>Sub-total</b>	<b>911</b>	<b>1,010</b>	<b>735</b>
Subsidies Provided for Community Partner Programs and Services	2012	2013	2014
Community Partner Programs	318	338	265
Arena Programs	137	118	81
<b>Sub-total</b>	<b>455</b>	<b>456</b>	<b>346</b>
<b>TOTAL</b>	<b>1,366</b>	<b>1,466</b>	<b>1,081</b>

#### 4.4 Promotion of the Recreation Fee Subsidy Program

The RFSP is promoted using a variety of communication tools. For example, a description of the RFSP and the application form is available on the City of Richmond's website, information about the RFSP is included in the Parks, Recreation and Culture Guide along with information pertaining to low-cost/no cost opportunities, the Recreation Access Card for people with disabilities, and services for new immigrants.

A single-page information pamphlet promoting the RSFP is also distributed to agencies and institutions such as the Richmond School District, the Ministry of Social Development and Innovation, Richmond Family Place, and Vancouver Coastal Health. The pamphlet is translated into Cantonese and Mandarin by one of the agencies for its own use.

The City also produces a "Low-Cost/No Cost" brochure, which provides information about free or low-cost opportunities. This brochure includes information about the RFSP, Richmond KidSport, and the Grade 5 Active! Pass, and is available online and distributed through local community facilities.

**Low Cost,  
No Cost**

Parks, Recreation and Culture  
Opportunities




**Winter/Spring  
2015**

January–June

**Low Cost,  
No Cost**

Parks, Recreation and Culture  
Opportunities



**Fall 2015**

September–December

**More Info & Ways to Register**

- Website: [www.richmond.ca/register](http://www.richmond.ca/register)
- Parks, Recreation and Culture Guide: available at recreation facilities and [www.richmond.ca/guide](http://www.richmond.ca/guide)
- Registration Call Centre: 604-276-4300
- Parks Department: 604-244-1208 or [www.richmond.ca/parks](http://www.richmond.ca/parks)



## 4.5 Strengths and Challenges of the Current Program

The current RFSP has a number of strengths and challenges that have been considered in the review:

### Strengths

- Program stability exists due to an effective collaboration between the City and Community Partners.
- Central administration of the program helps to maintain client confidentiality, consistent processing of applications and provides a high level of customer service.
- Administration staff use an empathetic approach to try and ensure customers feel valued and respected through the application process and ongoing subsidy support.
- A variety of program options are available for eligible clients.
- The application process creates opportunities for customers to engage with staff and learn about opportunities within Community Services as well as information about other community-based programs and services.
- RFSP administration staff can quickly link customers to other available funding sources (e.g. Canadian Tire Jumpstart or Richmond KidSport).
- Many community organizations, Richmond School District staff and government agencies are aware of the RFSP and often refer customers to apply for assistance.
- An independent database ensures client confidentiality.
- Approved clients have access to program subsidy up to four times per year.



### Challenges

- There are limited options for adults to participate in parks, recreation and cultural activities and currently no opportunities for supporting seniors to participate in the RFSP.
- There is no means within the RFSP to make subsidized opportunities available for families and/or individuals whose income is just above the LICO but still can't afford to participate.
- The Richmond Arts Centre runs several school year dance programs where programs have a higher cost due to their length (9 months), equipment/costumes and instructor qualifications. The level of subsidy required by some clients to participate in these programs is not financially viable for the facility.
- Current clients must contact administration staff multiple times a year. They need to apply and be accepted into the program on an annual basis. Once approved, clients contact administration staff (up to four times per year) to select the programs/activities they wish to register for.
- Interactions with clients can often involve multiple phone calls and/or emails. Administration staff talk to the clients as part of the application process and also to approve the client's selection of registration choices. Sometimes applications require the clients to follow up by providing additional information. While these interactions are generally positive, they can create delays for clients and can be an inefficient use of staff time





- Currently, online registration begins the night before in-person registration. A subsidy client cannot register online and must wait until the next morning when the Registration Call Centre opens in order to register. This potentially causes them to miss out on spots in popular programs.
- During peak registration times, there is often a higher number of customers seeking approval for participation in the RFSP. When this happens, delays may occur if customers haven't submitted the appropriate paperwork, are unsure of their program choices or are unable to connect with staff in a timely manner.
- There is a system currently utilized to hold a spot for a client to arrange approval for subsidy. If there is a delay in receiving approval for subsidy, it could result in missed out opportunities for the client.
- While administration staff follow guidelines for approval, many customers present unique reasons why they believe they should be eligible. There are also different perspectives on what being 'low-income' means. For example, there are often customers who have no income or income which falls below LICO guideline that apply. However, some of these clients are asset rich, have considerable savings or earn their income on interest from investments. Some of these clients expect to be approved regardless if they have the ability to pay full price. The current guidelines for approval sometimes make it challenging for administration to include or exclude customers who have special circumstances.

## 4.6 Opportunities for Program Enhancement

A number of opportunities exist for an updated RFSP and would allow the City to improve on providing low-income residents access to programs and services:

- Provide opportunities for adults and seniors to participate in subsidized activities.
- Include an annual approval of eligibility for participation in the program thereby eliminating the need for multiple contacts by the clients to make registration choices.
- Provide opportunities for approved clients to register for activities of their choice without the need for further interactions with administration staff.
- Explore connections with community organizations, government ministries and the Richmond School District to increase participation for low-income Richmond residents.
- Provide customers a wide range of opportunities to choose from.
- Research and develop additional funding opportunities to assist customers interested in Richmond Arts Centre school year programs.
- Expand opportunities to have verification authenticated by government ministry staff to make it easier for customers to gain approval for the program.
- Develop a promotional campaign to increase awareness and uptake in the program.
- Work with local agencies to determine what information could be translated to ensure the message is received and understood for target audiences.

## 5. Richmond Context

It may appear to some people that Richmond is an affluent municipality and does not have residents who live in poverty. However, many low-income individuals and families are currently living in Richmond. In 2011, the percentage of Richmond residents living below LICO as determined by Statistics Canada was 22.4%.

(Source: Statistics Canada, 2011 National Household Survey.)

While Statistics Canada's 2014 population estimate for Richmond is 207,500, figures used for this review are based on the City of Richmond's population data from Statistics Canada, 2011 Census: 189,305 residents; 42,370 people live below the LICO. The age breakdowns are:

Under 18 Years	8,820 residents	20.8% of LICO population
18–64 Years	28,700 residents	67.7% of LICO population
65+ Years	4,850 residents	11.5% of LICO population
<b>TOTAL</b>	<b>42,370 residents</b>	<b>100% of LICO population</b>

(Source: Statistics Canada, 2011 National Household Survey.)

The 2014 Child Poverty Report Card—First Call found that “the Metro Vancouver area has clusters of areas with high child poverty including North and Central Richmond.” There are four planning study areas in Richmond with the same or higher rates of residents living below LICO than the city's average of 22.4%. Those areas are:

- City Centre 33%
- Thompson 26.2%
- Blundell 24.7%
- West Cambie 22.4%

(Source: Statistics Canada, 2011 Census.)

Another indicator of poverty is the need to utilize the services of the Richmond Food Bank and other agencies which support those in need. In Richmond, there are currently more than 1,500 food bank users each week. Based on the current available statistics and the experiences of organizations in the community, it is clear that Richmond has many residents living on low income which could benefit from gaining access to parks, recreation and cultural programs and services.

*“Poverty is hidden in Richmond. I have gone to visit a family and pulled up to a large, grand house. It does not look like there would be children in poverty at that address, yet at the back—where I am going to visit—there are 2 or 3 small basement suites where children and families are living.”*

(Public Health Nurse – “It’s Not Fair” Richmond Children First 2013)

## 6. Updating the Program

### 6.1 Process

The review of the RFSP was conducted to ensure the highest level of service is provided to the greatest number of eligible residents. The following outlines the scope of the review and the methodology used:

- An evaluation of the current administrative model and ways in which Richmond residents use the program.
- An environmental scan of six municipalities in BC (Vancouver, Delta, Burnaby, Surrey, Coquitlam and Victoria) and four municipalities across Canada (Calgary, Edmonton, Metro Toronto and Winnipeg) to compare results and effectiveness of their subsidy programs and identify best practices.
- Feedback about the RFSP solicited from current users, targeted non-users and community agencies whose customers have low incomes.
- Feedback and input on the update of the RSFP provided by a working group comprised of City staff from a variety of service areas and two Community Partner representatives.
- A review of demographics that provides a snapshot of those who report low incomes in the community.
- An evaluation of how the RFSP is promoted to determine the effectiveness of the communication tools and methods of distribution.
- Consultation and feedback on potential changes with Community Services' senior management team. The financial impacts of different options were assessed to determine which ones provide the best service to community members on low income. A preferred option was determined.

### 6.2 Guiding Principles

The following seven proposed Guiding Principles were developed with input from Community Services senior managers and the working group. The most significant change from the existing principles is the shift from providing opportunities for children, youth and families participating together to inclusion of all ages in the eligibility of the RFSP.

1. Provide access to parks, recreation and cultural services and facilities for community residents of all ages in financial need. This access will allow them to enjoy the physical, emotional, and social benefits of being active and involved;
2. 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;
3. 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;
4. Applicants of the RFSP will be treated with dignity and respect as is in keeping with the City of Richmond's Customer Service Standards;

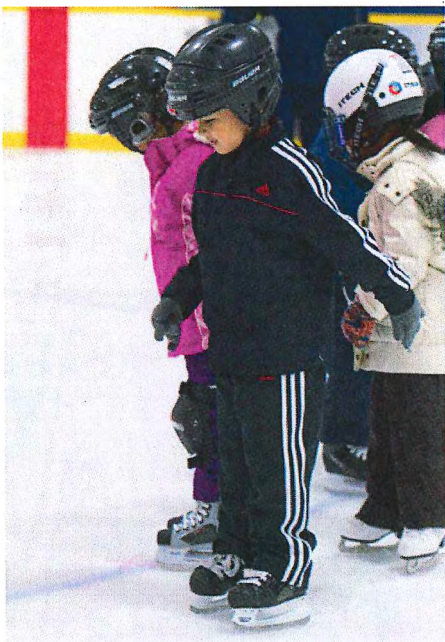
5. There will be a balance between efficient processing of applications and adequate scrutiny of applicants' financial information. The screening, tracking and administration of the RFSP will be centralized;
6. The program will be available for all eligible residents in Richmond; and
7. Confidentiality will be maintained.

### 6.3 Findings from Best Practice Research

The proposed changes are based on current use of Richmond's RFSP and the experiences of ten other municipalities (Burnaby, Coquitlam, Surrey, Delta, Vancouver, Victoria, Winnipeg, Edmonton, Calgary and Metro Toronto).

Findings from the review of other municipalities:

- Ten municipalities provide access to parks, recreation and cultural opportunities for **all ages**. Richmond's RFSP is the exception as the focus has been children and youth with some family opportunities.
- Four municipalities (Edmonton, Richmond, Vancouver and Winnipeg) work with Community Partners or associations to provide subsidized access for people with low incomes.
- In 2013, Richmond served 1,466 of its low income population (children and youth only), while Burnaby served 8,723; Coquitlam served 3,876; Surrey served 15,698; and Vancouver served 20,780.
- The level of financial support and how it is budgeted varies amongst the municipalities. Five of the municipalities (Calgary, Delta, Edmonton, Surrey and Richmond) absorb the impact of their fee subsidy program into existing budgets. For example, Surrey absorbed \$2,486,190 in 2014 whereas Richmond and Community Partners absorbed \$75,190 of subsidy use in 2013.



## Key considerations based on best practices:

- It is estimated that the number of Richmond residents who are likely to qualify and will apply to use the expanded RFSP will reflect the projections below. These estimates are based on the number of people in Richmond who are below LICO and the average percentage of people who apply for subsidy in other municipalities;

Children/Youth	1,327–1,747 persons
Adults/Seniors	5,023–6,613 persons
<b>TOTAL POPULATION</b>	<b>6,350–8,360 persons</b>

(Source: Statistics Canada, 2011 Census)

- If admissions are discounted or free of charge through the RFSP, it is anticipated that there will be minimal impact to operating costs for most facilities. This is based on the premise that the facility is already open and extra customers shouldn't incur additional costs. However, this will only be possible if a facility can accommodate a possible increase in users.
- Based on Surrey's experience, it is estimated that if admissions are free, each eligible person will utilize 16 admissions/person/year. If admission fees are discounted by 90%, there will be 12 admissions/person/year and if discounted by 75% there will be 10 admissions/person/year.
- Based on the current breakdown between admissions and program registrations for the RFSP, it is anticipated that:
  - 50% of admissions will be to community facilities operated by Community Partners and 50% of admissions will be to aquatics.
  - 60% of program registrations will occur in City programs (aquatics, Richmond Arts Centre and parks programs) and 40% in Community Partner programs (community centres and arena programs).
- Registered programs yield less profit than admissions due to costs associated with instructors and supplies. There is less opportunity for revenue recovery, compared to admissions, as there are a finite number of registrants determined by safety and quality considerations.
- It is likely there will be new revenue if admissions and/or program registrations are discounted, as there will be new users who could previously not afford to participate.
- It is likely that some people approved for the RFSP will not use their fee subsidy. This premise is based on the Burnaby's experience that on average 28% of the funds that are available for free access are not used. Surrey's experience with their discounted program registration is:
  - Unlimited subsidy resulted in \$205 of use/child or youth/year
  - With a limit of \$300 of subsidy, it resulted in \$150 of use/child or youth/year
- Based on Surrey and Calgary's statistical trends of adults and seniors utilizing registered programs, it is estimated that 5–6% of Richmond adults and seniors or 305–400 eligible residents will register for programs. It is anticipated that adults and seniors will be more likely to utilize admissions than programs.



- In 2013, the City and Community Partners absorbed a total of \$75,190. In 2014, that amount dropped to \$56,138 of subsidy support. As \$75,190 was not reported as a financial hardship, it is anticipated that both parties could continue to absorb this amount to support people with low incomes.
- Customers who are verified through government agencies that are providing income assistance often have very little income and may not have sufficient funds to pay a percentage of a fee.
- If the amount of program subsidy is pre-set for all participants for the year rather than individually determined up to four times per year, it will be easier for clients to plan their program choices.
- It is valuable to provide a combination of subsidized access to registered programs and admissions. Providing access to registered programs allows people to learn new skills or add to existing skill sets. As well, free or subsidized admissions provide on-going opportunities for people to enjoy the health benefits of physical activity and engagement. There will need input from staff at each facility regarding any programs that are not eligible for subsidy (e.g. private lessons).

## 7. Proposed Changes to the Recreation Fee Subsidy Program

The proposed options have been formulated based on evaluation of the current RFSP, research of other municipalities' best practices, and feedback from users, targeted non-users and community agencies. The guiding principles were used to shape the various options and were evaluated based on the following criteria:

- Level of service to low-income residents
- Financial impact to the City and Community Partners
- Amount of choice that is provided to the eligible residents
- Degree of use of facilities

The three options were explored based on the variables where admissions and program registration fees would be free or discounted. The other option would be to remain status quo as outlined below.



**Table 5: Proposed Options for Consideration for an Updated RFSP**

	<b>Option 1 (Status Quo)</b>	<b>Option 2</b>	<b>Option 3 (Preferred)</b>	<b>Option 4</b>
<b>Admissions</b> (Base level of service. See proposed inclusions and exclusions in Attachment 3)	Limited to children/youth. Participants pay what they can afford	90% discount on admissions for all ages	Free admissions for all ages	Free admissions for all ages
<b>Program Registrations</b> (Base level of service. See proposed inclusions and exclusions in Attachment 3)	Limited to children/youth. Participants pay what they can afford	90% discount on advertised price of program registration fee for all ages	90% discount on advertised price of program registration fee for all ages	Limited to children/youth. Participants pay what they can afford
<b>Children/Youth Subsidy</b>	Restricted to four (4) uses per year	Up to \$225/year subsidy	Up to \$300/year subsidy	Restricted to four (4) uses per year
<b>Adult/Senior Subsidy</b>	No subsidy	Up to \$50/year subsidy	Up to \$100/year subsidy	No subsidy
<b>Opportunities for Participation</b>	Low	Moderate	Excellent	Low-Moderate
<b>Range of Admissions &amp; Program Choice</b>	Low	Moderate	Excellent	Low-Moderate
<b>Individual Facility Use</b>	Limited	Moderate	High	Low-Moderate
<b>Impact on Administration</b>	Moderate	High	High	Moderate
<b>Annual Financial Impact*</b>	\$49K (City) \$26K (Community Partners)	\$84-\$112 (City) \$56K-\$75K (Community Partners)	\$114K-\$153K (City) \$76K-\$102K (Community Partners)	\$49K (City) \$26K (Community Partners)
<b>Within City Operating Budget</b>	Yes	No	No	Yes

**\*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

The impact of admissions would be absorbed by the City and Community Partners and should not cause hardship to the operations.

Further recommendations are outlined below with particular attention paid to age groups, admissions, program registrations, the application process, promotion, staff training, the formal agreement and the annual report.

## 7.1 Age Groups

### Rationale

Currently there are limited opportunities for adults and no opportunities for seniors to participate in the RFSP. In an effort to be more inclusive and provide opportunities for all residents living with low income to participate, the age criteria should be expanded.

### Recommendation

That the eligibility criteria for the RFSP be expanded to **include all age groups**. The expanded RFSP will provide opportunities for people of all ages who have low incomes to access parks, recreation and cultural services.

## 7.2 Admissions

### Rationale

It is anticipated that the availability of free admissions for the RFSP would result in increased use by adults and seniors. Regular participation in physical and social activities has great benefit to individual's physical and mental health. Admissions also provide an opportunity for customers to practice skills that they have learned in lessons thus increasing their ability to participate in a particular activity.

Many drop-in activities do not incur significant additional budget implications to the City or Community Partners. For example, one more person in a fitness class drop-in, or one more person at a public swim does not add any significant cost. However, pools have requirements for 1 lifeguard on deck for every 50 participants in the pool.

### Recommendation

That, as part of the RFSP, **admissions (drop-ins and passes) are free** at all facilities including: aquatic centres, arenas, and community centres. It is estimated this provision will support 6,350–8,360 eligible community members and equate to 101,600–133,760 opportunities per year (number of eligible participants x 16 visits (estimated admissions)).

## 7.3 Program Registrations

### Rationale

By providing a defined annual program subsidy amount for each client, clients will be able to determine their level of participation in parks, recreation and cultural activities as well as choose the activities they wish to be involved in throughout the year. Continuing to require clients to contribute a portion of the cost of the registration fee will ensure that a small amount of revenue comes into facilities and increases the commitment of individuals to attend.





By changing the eligibility for the inclusion of adults and seniors, it increases the opportunities for participation in registered program activities. It is estimated that between 1,270–1,670 children/youth and 305–400 adults/seniors will benefit from participating in programs. It is anticipated that a discounted program registration fee will minimize the barrier of cost and increase participation.

#### **Recommendation**

That the levels of subsidy available be changed to:

- **Program registration fees are discounted by 90%;**
- **Children/Youth are subsidized to a maximum of \$300/year for program registration; and**
- **Adults/Seniors are subsidized to a maximum of \$100/year for program registration.**

The following example illustrates the recommended program registration subsidy:

- Children and Youth with a \$300 limit on programs:  
One week long summer day camp, one art program **and** one swim lesson
- Adults with a \$100 limit on programs:  
One dance, art **or** yoga program (11 sessions)
- Seniors with a \$100 limit on programs:  
One dance , one art **or** two fitness programs

*"The families who speak up the least are often the ones who need it the most. The stigma of needing help prevents many families from asking, especially in the newcomer populations. Even with few barriers, it is still too much."*

*Child and Youth Worker  
("It's Not Fair" Richmond Children First 2013)*





## 7.4 Application Process

### Rationale

It is important that recreation fee subsidies are not misused and that the application process is not too onerous for those who are applying. It is also a challenge to ensure that those who are approved to receive the subsidy are residents who live on low incomes rather than those who reflect low income on paper.

It is anticipated that there will be a significant increase in the number of applications if the expanded RFSP includes opportunities for adults and seniors. Therefore, it is important that the verification process is streamlined.

Over the last three years, approximately 80% of the applications required considerable staff time to gather additional information and review the financial information provided by the applicants. Approximately 42% of all applicants did not qualify. It would be beneficial to develop a self-assessment questionnaire so applicants could determine whether or not they are eligible before they apply.

Information about how to apply, who is eligible, and what support the RFSP provides could be included on an information form and attached to the application form. In order to ensure understanding of the information, language on the application should be targeted at a Grade 4 reading level and translated into other languages.

While the guidelines provided assist staff in evaluating the eligibility of an applicant, occasionally there are extenuating family circumstances that fall outside the guidelines. There should continue to be an opportunity for these applications to be referred to the Diversity Services Coordinator for review.

Currently the income verification process occurs annually and the program subsidy amount for each program request is determined up to four times a year. The subsidy amount is determined through a conversation with the applicant and it can be a time consuming process. The proposed changes to the RFSP include a standard annual rate of subsidy which would allow administration staff more time to focus on the increased number of applications that are expected.

Based on the statistics for application verifications, over the last three years an average 20% of Richmond's applications have been approved with supporting documentation from government ministries. Ministries, such as the Province of British Columbia's Ministry of Social Development and Social Innovation, are responsible for providing income assistance to residents in need. The process they undertake to understand and validate financial hardship and the person's need for support is very in-depth. It would be beneficial if more RFSP applications used government-verified proof-of-income.

### **Recommendation**

That the application process be revamped to include the following changes:

- Customers will apply on an annual basis, which will eliminate contacting staff each time they make a program selection (up to four times a year).
- An information sheet that clearly explains the guidelines and eligibility criteria will accompany the application form. The information form will be written in simple English and could be translated into other languages.
- Encourage applicants to provide government-verified proof-of-income, eliminating the need for additional paperwork and scrutiny.
- Explore opportunities to partner with government ministries on proof-of-income verification processes.
- A self-assessment questionnaire on the application form will allow customers to determine their eligibility before they choose to apply.
- The Diversity Services Coordinator will review applicants whose circumstances are unique and fall outside of the regular prescribed guidelines.

## **7.5 Promotion of the Recreation Fee Subsidy Program**

### **Rationale**

An expanded RFSP will provide many opportunities for families and individuals to benefit from participating in parks, recreation and cultural activities. It would be beneficial to develop a promotional campaign for the expanded program especially during its first year of implementation to ensure residents who qualify are aware of the updated RFSP. Promotional vehicles that could be used include local newspaper advertising, news releases, poster campaigns, a RFSP brochure, and staff attending special events and community meals at churches.

Currently, information about the RFSP is included on the City website and in the Parks, Recreation and Culture Guide. However, people with low incomes may not look at the Guide if they know they cannot afford to participate. Common tools for promotion such as social media may not be appropriate if the

target population does not have easy access to technology. The promotion of the RFSP needs to be specifically designed to target residents on low income.

It would also be beneficial to distribute an RFSP pamphlet to organizations and agencies that provide services to people on low income such as the Richmond Food Bank. The language used in the pamphlet should be at a Grade 4 reading level and translated into common languages to ensure the maximum number of people know and understand the opportunities available through the RFSP.

#### **Recommendation**

That a promotional campaign be developed to increase awareness of the RSFP and highlight changes to the RFSP.

## **7.6 Staff Training**

#### **Rationale**

It will be important that Community Services staff receive training about the updated RFSP so that they are well versed in all aspects of the program. In particular, front line staff at facilities will require training about the program benefits, eligibility criteria, and to ensure an empathetic understanding of the challenges people on low income face when accessing services.

It is estimated there may be up to four times the number of people on low-income using City facilities due to the proposed changes to the RFSP. The increase in users may impact front counter staff as clients may require assistance deciding how to utilize their subsidy amount. This support was previously provided by the RFSP administration staff. It is anticipated that with more clients registering directly at facilities and through the Registration Call Centre, there will likely be an increase in questions asked to front line staff at facilities.

#### **Recommendation**

That a training program be developed for Community Services front line staff and their supervisors.

## **7.7 Formal Agreement**

#### **Rationale**

Community Partners play a significant role in the provision of recreation and arena services and currently absorb the subsidy portion of program registration fees for services in their facilities into their annual operating budgets. In addition, they provide a variety of low-cost or free programs such as parent and tot play times, free park programs and Night Shift (free youth activities).

The proposed changes to the RFSP were developed with feedback from two representatives from Community Partners who participated as part of the RFSP working group. They provided valuable input into the needs of the community and possible options for the expansion of the current program. The proposed changes for an updated RFSP will need to be discussed with Community Partners. This will include consultation that addresses overall viability, service level implications, impacts to budgets and potential options for an RFSP. A final step will be to establish a formal understanding between the City and Community Partners with regards to the RFSP.



**Recommendation**

That following consultation, language regarding the RFSP be included in the material terms for new agreements between the City and Community Partners.



## 7.8 Annual Report to City Council and Community Partners

**Rationale**

To help gauge the RFSP's success it will be important to track: number of applicants, amount of use, types of use, use by age groups and financial impact. Statements from program users are also a means to gather qualitative data. An annual report to City Council and Community Partners will provide an on-going update of the service that is provided, the needs being met, and associated costs. An annual review would also provide an opportunity to make any revisions necessary to the program.

**Recommendation**

That staff prepare an annual report to City Council and Community Partners highlighting service levels of the updated RFSP.



## 7.9 Summary

The preferred option for the expansion of the RFSP will provide the most access for Richmond's low-income residents based on the current community context. It will also have the greatest impact on the City of Richmond's Vision, Council Term Goals and Social Development Strategy outcomes. The following chart provides a comparison between the various aspects of the existing RFSP and the proposed updated RFSP.

**Table 6: Comparison between Current and Preferred Updated RFSP**

Aspect of Program	Current Program	Preferred Program	Impact
<b>Age Group Served</b>	Children and youth  Limited access for families for drop-in swims	All ages	Increase in participants who are eligible
<b>Admissions</b>	Limited access for families for drop-in swims  Youth access to fitness centres and aquatic centres  Families pay a portion of the cost based on what they can afford	Free admissions for drop-in and passes	Increased participation from non-users  Increased use of facilities
<b>Registered programs</b>	Families contribute an amount that they can afford (22% on average)  Maximum of 4 programs/client/year  Amount of subsidy determined up to 4x/year	Users will contribute 10% of the cost of activity  Children/Youth \$300 limit of subsidy/year  Adults/Seniors \$100 limit of subsidy/year	Increased participation from non-users  Increased use of facilities



## 7.10 Budget Implications

There are budget implications for both the City and Community Partners with the proposed new RFSP. The following budget calculations are based on Option 3 (preferred) which is described in table 5, on page 19. Calculating the future financial implication is based on the experiences of other municipalities, 2013 figures from the current Richmond RFSP (children, youth and family only as the current RFSP does not include adults and seniors) and the following statistics as they pertain to Richmond's demographics and potential program use:

- Low-income population of 42,370 (Source: Statistics Canada, 2011 Census)
- An estimate of 15–20% of Richmond residents with income below LICO are likely to apply for assistance. This would calculate to between 6350 and 8360 people.
- 20% of expected applicants would be children and youth
- 80% of expected applicants would be adults and seniors

### Admissions:

Taking into account the information above, the financial impact for admissions using Option 3 is anticipated to be:

- An estimate of 16 drop-in visits/person/year to facilities (based on Surrey's experience when free admissions were made available to low-income residents). These 16 visits are split as eight (8) drop-in visits to City facilities (Aquatics and Richmond Arts Centre) and eight (8) visits to Community Partners (community centres, arenas, Britannia Shipyard National Historic Site, Richmond Nature Park, Richmond Art Gallery and the Richmond Museum)
- An average drop-in of \$5 (based on the range in price of drop-in admissions in Richmond facilities)

**Table 7: Estimated Impact of Admissions**

	City Admissions			Community Partner Admissions		
	2013 Actual Participation	Estimated Participation	Estimated Impact	2013 Actual Participation	Estimated Participation	Estimated Impact
Persons provided with admission subsidies	309	6,350–8,360	Increase of 6,041 to 8,051 people.	7	6,350–8,360	Increase of 6,343 to 8,353 people

**Table 8: Estimated Impact of Admissions**

	City Admissions			Community Partner Admissions		
	2013 Actual Admission Fees Waived	Future Estimate Admission Fees Waived	Future Estimated Financial Impact	2013 Actual Admission Fees Waived	Future Estimate Admission Fees Waived	Future Estimated Financial Impact
Admissions to City facilities	\$6,500	\$254K–\$334K	Increase of \$247K–\$327K	\$310	\$254K–\$334K	Increase of \$254K–\$334K

**Program Registration:**

Taking into account the information above, the financial impact for program registration using Option 3 is anticipated to be:

- An estimate of \$150 (or 50% of available credit limit) in program registration use by children/youth. Based on the experiences of Surrey (33%) and Burnaby (70%).
- An estimate of \$80 (or 80% of available credit limit) in program registration use by adults/seniors. Due to a lesser amount of credit available in the proposed program for adults and seniors, it is anticipated that those who register for programs will likely use the majority of credit available to them.
- An estimate of 5-6% of Richmond adults and seniors who apply to the program are likely to register in programs. Approximately 254-400 people based on similar experiences of Surrey and Calgary.
- 10% of revenue from RFSP participant participation will go to operational revenue.

**Table 9: Estimated Impact of Program Registration**

	City Programs			Community Partner Programs		
	2013 Actual Use	Future Estimate	Future Estimated Impact	2013 Actual Use	Future Estimate	Future Estimated Impact
People provided with program subsidies	701 people	1,524–2,070 people	Increase of 823 to 1369 people	449 people	1,524–2,070 people	Increase of 1075 to 1621 people
Cost of subsidy for Programs	\$53K	\$126K–\$169K	Increase of \$73K–\$116K	\$34K	\$84K–113K	Increase of \$50K–\$79K
Revenue received	\$11K	\$12.6K–\$16.9K	Increase of \$1.6K–\$5.9K	\$8K	\$8.4K–11.3K	Increase of \$0.4K–\$3.3K

**Overall Financial Impact**

The overall impact of Option 3 to the City and Community Partners needs to include the following considerations:

- In 2013, the City absorbed \$49K and Community Partners absorbed \$26K in programs and admissions without causing any hardship to operations (\$75K combined cost).
- The impact of Admissions should not cause significant additional budget implications. One more person dropping in to a fitness class, weight room or public swim does not incur any significant cost to the City or Community Partner. However, special consideration will have to be given to capacity, program type, utilization of contractors and an increase in customers who qualify.



**Table 10: Estimated Impact of Admissions and Program Registration**

	City	Community Partners
Admissions	\$254K–\$334K	\$254K–\$334K
Programs	\$126K–\$169K	\$84K–\$113K
Sub-total	\$380K–\$503K	\$338K–\$447K
Less Program revenue received	(\$12K–\$16K)	(\$8K–\$11K)
Sub-total	\$368K–\$487K	\$330K–\$436K
Minus Admissions	(\$254K–\$334K)	(\$254K–\$334K)
Grand Total	\$114K–\$153K	\$76K–\$102K
Previous Annual Impact	(\$49K)	(\$26K)
Net Estimated Cost	\$65K–\$103K	\$50K–\$76K

Utilizing the figures shown in Table 10, the estimated new costs to the City for Option 3 is anticipated to be between \$65K and \$103K, while the estimated new cost to Community Partners is anticipated to be between \$50K and \$76K.

The financial impact will require further consultation with Community Partners to identify financial options and to determine a City and Community Partner funding strategy to support an updated RFSP.



## 8. Complementary Considerations

### 8.1 System Support

Currently the Community Services Division utilizes the CLASS computer software for program registration, as is the case with many municipalities. However, the CLASS subsidy module used to track fee subsidies is not used by Richmond. The CLASS software will be defunct in a few years so municipalities are now exploring options to replace it. It would be beneficial to consider the needs of the revised RFSP when new software options are considered.

In the meantime, it will be necessary for RFSP administration staff to work with Information Technology to determine short-term solutions for the provision of the an updated RFSP. A goal will be for recipients of the program to have access to their subsidy in the most efficient and respectful manner. It will be important that the system is able to capture the participation use and financial impacts of an updated RFSP so that this information can be monitored.

### 8.2 Support to Groups

Community Partners provide some support on an informal basis to community groups who provide services to people with low incomes. Currently, this support is in the form of free or low-cost facility rentals for the group's event. It would be beneficial to these groups if the City and Community Partners could agree upon providing complimentary admissions to groups who assist people with low incomes. This type of support is common in other municipalities.

### 8.3 Arts Subsidy

There is a need to establish and fund an Arts Subsidy Program that could provide an appropriate level of subsidy to assist customers in school-year programs such as Pre-Company and Richmond Youth Dance Company. The recommended amounts in the proposed RFSP are not high enough to prevent barriers to participation in this area. While this should be a separate fund from the RFSP, it could be jointly administered between RSFP administration staff and Richmond Arts Centre programming staff.



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## 8.4 Additional Low-Cost/No Cost Opportunities

The revised RFSP will provide support for those residents who live below LICO. However, there are community members who live on income marginally higher than LICO who would benefit from access to parks, recreation, and cultural opportunities as well. The needs of this group are met by some low-cost/no cost opportunities that are currently provided such as the Roving Leader Program (providing opportunities for youth), Art Truck (providing free art activities for children and youth in the community), summer park playground programs and outdoor movie nights. Residents whose incomes are only marginally higher than LICO would benefit from an increase in the number of low-cost/no cost opportunities such as free swims that are funded by corporate sponsors.

It would be advantageous to conduct a cost-benefit analysis of the operation of the outdoor pools to determine if that service could be free of charge with minimal financial impact. Surrey, Delta and Winnipeg provide some or all of their outdoor pool admissions for free. It would also be beneficial to undertake a review of the number and type of low-cost/no cost opportunities that are provided by each facility to determine whether or not the needs of the community are being met.

## 8.5 Transportation Barrier

Transportation to a community facility can be a barrier to participation. It is recommended that the barrier of transportation be explored and evaluated based on the location of community facilities compared to location of residents with low incomes. As well, there may be opportunities to expand the Community Leisure Transportation program that is in place to transport Richmond residents to Community Services programs.

## 9. Next Steps

The next steps for the DRAFT RFSP Review include:

- Present a report and RFSP Review to Council for consideration and authorization for staff to consult with Community Partners on the findings and proposed options for an updated RFSP.
- Revise the Draft Review as a result of feedback from Community Partners.
- Present a report and updated RFSP to Council for adoption.
- Provide an RFSP annual report to Council and Community Partners.

A desired outcome would be a revised RFSP where the City and Community Partners provide greater service to low-income Richmond residents. Potential growth in participation and other outcomes associated with an updated RFSP would be presented in the annual report to Council and Community Partners.





## 10. Conclusion

A review of the Richmond's RFSP was conducted in 2014/2015. This was the first comprehensive evaluation of the program since its inception in 1999. Along with many benefits, this program also has limitations due to the current community context. There is a lot of potential for the RFSP to enable the City to advance Council Term Goals and Social Development Strategy outcomes. Key recommendations to improve the RFSP are made in this document. After consultation with Community Partners, an updated RFSP will be presented to Council.

The proposed changes to the RFSP are intended to provide an increased level of service for Richmond's low-income residents of all ages. These changes will help to engage new customers and see increased participation from a population that may not be currently using the many opportunities offered through Community Services. Changes to the RFSP will help reduce financial barriers that prevent participation in community life. An updated RFSP could potentially position Richmond as a leader in the Lower Mainland by providing optimum access to low-income residents in line with other surveyed municipalities.

It is also expected that changes to the RFSP will result in increased use of facilities in the community. Changes to administration of the program will help to provide a customer-friendly process that will be easy for customers to choose how they wish to participate.

Ultimately, an updated RFSP would help the City of Richmond live out its vision "to be the most appealing, livable and well-managed community in Canada" through increasing access to important opportunities for all of its diverse residents.





## APPENDIX 1

## Results of Environmental Scan of Other Municipalities

### Background

In-person or telephone interviews were conducted with five municipalities in the Lower Mainland: Burnaby, Coquitlam, Delta, Surrey and Vancouver and five from across Canada: Calgary, Edmonton, Metro Toronto, Victoria and Winnipeg. The results are captured in the Municipal Subsidy Programs Summary Chart (Appendix 2). It provides a comparison of the ten municipalities and Richmond's RFSP. The information should be seen as indicators as it is challenging to compile completely accurate comparisons since organizations have different methods of tracking participation and budget information.

There are many similarities amongst the subsidy programs provided by the municipalities however, none of them are identical. Each municipality has developed its own subsidy program to meet the individual needs of its community and organization.

The provision of a recreation fee subsidy program is a complex process and one that requires review and evaluation on a regular basis. Two municipalities, Surrey and Vancouver, made changes to their subsidy program in 2013 and three others indicated they plan to evaluate their program and adjust it if required in the near future.

### Comparison Factors

#### *Provision for Different Age Groups*

Ten of the municipalities surveyed have subsidy programs that include provision for all age groups. Currently, Richmond is the sole municipality whose focus is on children and youth with limited family opportunities. Nine of the municipalities have different options for various age groups with children and youth receiving the most support and adults and seniors receiving a lesser amount. Metro Toronto and Burnaby provide the same amount of support for all age groups.

#### *Percentage of People Served*

Seven of the municipalities serve on average of 19.3% of eligible residents on low income through their subsidy program. Edmonton and Winnipeg have 10.5% and 10.4% of their low-income population subscribe to their fee subsidy program while Richmond's RFSP currently serves 16.6% of the eligible population of children and youth.

#### *Type of Services*

Burnaby, Delta, Edmonton, Surrey, Metro Toronto, Vancouver, and Victoria provide some type of free admission to activities. Calgary, Richmond, Surrey, Vancouver, and Victoria provide discounted admissions. The type of activities may be specified, or the number of times a person can participate in the activity may have a limit.

Burnaby, Coquitlam, Metro Toronto, Victoria, and Winnipeg provide free program registrations and six municipalities, including Richmond, provide discounted program registration. There is a limit on the number of programs or dollar amount available for the subsidy.

### ***Funding for the Subsidy Program***

The amount of funding that is targeted to support fee subsidy programs and how it is funded varies greatly. Metro Toronto, with an estimated population of 822,629 persons who are below LICO thresholds, has an annual budget of \$10.5 million to support its subsidy program. Metro Toronto also provides all admissions and programs free of charge to everyone at 39 recreation centres. Surrey's Leisure Access Program has a financial impact of approximately \$2 million of pass use and \$486,190 of program registration use. Surrey's facilities absorb the impact within their own budgets. Burnaby has a line item in every facility's budget that is offset by an administrative budget for donations. The amount budgeted in 2013 was \$1,486,430. In 2013, the City and Community Partners provided subsidized access of \$75,190 through the RFSP. This amount was absorbed by individual facilities.

### ***Community Associations or Partners***

Calgary, Vancouver, and Winnipeg (as well as Richmond) work with community associations or partners to provide subsidized parks, recreation and cultural opportunities for residents with low incomes.

Vancouver recently reached an agreement with the majority of their Community Associations who oversee the operation of community centres. The agreement states that Community Associations will provide a 50% discount on a minimum of one program/year to approved residents. Some Vancouver Community Associations provide many more discounted programs than the minimum as they recognize the need in their particular neighbourhoods.

Calgary has an operating agreement with the not-for-profit groups who operate some of its recreation facilities. The agreement states that Calgary's fee assistance program is to be honoured by those facilities.

Winnipeg has 64 community centres operated by Community Associations. The centres are coordinated by the General Council of Community Centres. Winnipeg has a fee subsidy program for its services and the General Council provides subsidies for the services in the centres it manages.

### ***Number of Times/Year Eligibility Assessed***

Delta and Victoria require that a person's need for fee subsidy is assessed more than once per year. The other nine municipalities provide fee subsidy to their approved applicants on an annual basis.

### ***Support to Community Groups***

Burnaby, Calgary, Coquitlam, Edmonton, Vancouver and Winnipeg provide some type of financial assistance to groups whose purpose is to offer services to people with low incomes. Presently, this support is in the form of admission passes.

### ***Assessment of Eligibility and Application Process***

Some municipalities assess low income based on gross income and others do it based on net income. All use LICO guidelines. None of the municipalities surveyed deny applicants a subsidy if they own a home. However, some will look up information about home ownership and house taxes and ask follow-up questions based on this information.

Delta, Edmonton, and Victoria do not provide assistance if a person is a post-secondary education student as his/her school fees include access to recreation facilities. All of the municipalities surveyed with the exception of Surrey administer a centralized subsidy application approval process.

***Other Low-cost Opportunities***

All municipalities surveyed support other services that provide parks, recreation and cultural opportunities for residents who have financial barriers. The majority of municipalities support KidSport organizations and Canadian Tire Jumpstart, which provide subsidy for children to be involved with sports. A number of municipalities also provide the Grade 5 pass, which provides children of that grade with free admissions to swim and skate sessions. Burnaby, Calgary, Coquitlam, Surrey and Victoria also provide monthly free swims and/or skate sessions sponsored by financial institutions and Delta, Surrey and Winnipeg provide all or a portion of their outdoor pool service for free during the summer.

## APPENDIX 2

## Municipal Subsidy Programs Summary Chart

	Richmond	Burnaby	Coquitlam	Surrey	Delta	Vancouver	Victoria	Winnipeg	Edmonton	Calgary	Metro Toronto
Population	189,305	220,260	125,020	463,335	98,745	590,210	76,025	699,995	1,136,135	1,197,840	5,521,000
# of people below LICO	42,370	46,474	21,628	71,816	10,070	120,995	15,737	116,199	122,740	126,971	822,629
% below LICO	22.4%	21.1%	17.3%	15.5%	10.2%	20.5%	20.7%	16.6%	10.8%	10.6%	14.9%
# of people served	1,466	8,723	3,876	15,698	n/a	20,780	3,032	12,100 City	12,769	25,000 approved (not all used)	170,000
Budget	\$75,190 absorbed by City and partners	\$1.48M	\$879,433	\$2M passes \$486,190 programs absorbed	Absorbed	n/a	\$50,000 used \$137,000 budgeted	\$200,000 Comm. Assoc. \$555,890 City	Absorbed	\$670,000 admissions absorbed	\$10.5M funding cap/season
Free admissions	No	Client's choice	No	Ch, Y, Sr	Yes and some drop-in programs	Swim/skate	52 visits	10 free drop-in 3 times/year	Yes and some drop-in programs	No	Client's choice
Free programs	No	Client's choice	2 free or 4 at 50% discount	No	No	No	Yes	1 <sup>st</sup> program is 100%	No	No	Client's choice
Admission discount	Yes, amount varies - average ~75%	No	No	75% adults	No	Fit. Ctr. 50%	Or 50% off yr pass	No	No	25%	No
Program discount	Yes, amount varies - average ~75%	No	4 programs at 50% (or 2 free)	75%	No	50%	No	2 <sup>nd</sup> - 75% 3 <sup>rd</sup> - 50% 4 <sup>th</sup> - 25% 5+ Full price	75%	90% - 4 prog-Ch 1 prog-Ad	No
\$ limit	4 times/year for children/families	\$176/person	No	For programs only \$300-Ch/Y \$150-Ad	No	Min. 1 prog per year	\$40 under 4 yrs and over 18 yrs \$60 5 yrs to 17 yrs	No	4 prog-Ch/Y 3 prog-Ad/Sr	\$250/Ch \$50/Ad	\$483-Ch/Y \$225-Ad/Sr
Groups	No	Yes	Yes	No	No	Yes	No	Yes	Yes	Yes	No
Ages	Children/family	All	All	All	All	All	All	All	All	All	All
# of times/yr reviewed	1	1	1	1	2	1	2	Pass-can reapply every 4 mos. To receive 10 more visits	1	1	1
Centralized	Yes	Yes	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Retain docs	Yes	Yes	No	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes

The top three rows – Statistics Canada 2011, Census.

Additional information collected from 2013/14 surveys of municipalities.



## APPENDIX 3

## Application Form



City of  
Richmond

Recreation Fee Subsidy Program  
Application Form

6911 No. 3 Road, Richmond, BC V6Y 2C1

Last Name: \_\_\_\_\_ First Name: \_\_\_\_\_  
 Address: \_\_\_\_\_  
 City: \_\_\_\_\_ Postal Code: \_\_\_\_\_  
 Phone: \_\_\_\_\_ Work No.: \_\_\_\_\_ Cell No.: \_\_\_\_\_  
 Email: \_\_\_\_\_ Date of Birth: \_\_\_\_\_ ☐ Male ☐ Female  
Month/Day/Year

## SPOUSE

Last Name: \_\_\_\_\_ First Name: \_\_\_\_\_  
 Work No.: \_\_\_\_\_ Cell No.: \_\_\_\_\_  
 Date of Birth: \_\_\_\_\_ ☐ Male ☐ Female  
Month/Day/Year

## CHILDREN LIVING IN HOUSEHOLD

1. Last Name: \_\_\_\_\_ First Name: \_\_\_\_\_  
 Date of Birth: \_\_\_\_\_ ☐ Male ☐ Female  
Month/Day/Year

2. Last Name: \_\_\_\_\_ First Name: \_\_\_\_\_  
 Date of Birth: \_\_\_\_\_ ☐ Male ☐ Female  
Month/Day/Year

3. Last Name: \_\_\_\_\_ First Name: \_\_\_\_\_  
 Date of Birth: \_\_\_\_\_ ☐ Male ☐ Female  
Month/Day/Year

4. Last Name: \_\_\_\_\_ First Name: \_\_\_\_\_  
 Date of Birth: \_\_\_\_\_ ☐ Male ☐ Female  
Month/Day/Year

5. Last Name: \_\_\_\_\_ First Name: \_\_\_\_\_  
 Date of Birth: \_\_\_\_\_ ☐ Male ☐ Female  
Month/Day/Year

**To qualify for this program you must indicate your household gross income. To qualify, your total household gross income must be in the range for your family size.**

Please check (✓) one:

<input type="checkbox"/> Family of 2 Gross income	\$5,000 – \$29,440	<input type="checkbox"/> Family of 5 Gross income	\$5,000 – \$49,839
<input type="checkbox"/> Family of 3 Gross income	\$5,000 – \$36,193	<input type="checkbox"/> Family of 6 Gross income	\$5,000 – \$56,209
<input type="checkbox"/> Family of 4 Gross income	\$5,000 – \$43,942	<input type="checkbox"/> Family of 7+ Gross income	\$5,000 – \$62,581

Please indicate: GST/HST amount (each 3 months) \$ \_\_\_\_\_ Canada Child Tax Benefit (monthly) \$ \_\_\_\_\_

Persons do not qualify if interest earned is \$100 or more per adult per year, or if more than \$1,000 per family in RRSP contributions were made in year of the application.

You must attach proof of total family income for each person in the household over the age of 18. Please provide a copy of:

☐ T1 General ☐ Income Assistance from MHSD ☐ CPP/Long Term Disability

You must attach proof of residency. Please provide a copy of:

☐ Most Recent Utility Bill ☐ Telephone Bill ☐ Rental Agreement

I declare that the information provided is true and accurate to the best of my knowledge.

Signature: \_\_\_\_\_ Date: \_\_\_\_\_

## Office Use Only

All information has been verified by: \_\_\_\_\_ Date: \_\_\_\_\_



City of  
Richmond

## Recreation Fee Subsidy Program Information Sheet

6911 No. 3 Road, Richmond, BC V6Y 2C1

### What is the Recreation Fee Subsidy Program?

The City of Richmond's Parks and Recreation and Community Services Departments provide a Recreation Fee Subsidy Program to Richmond residents who are in financial need. Recreation Fee Subsidy enhances access to recreation and is available for admissions and program registration in Richmond's Community Centres, Cultural Centres, Aquatic Centres and Arenas. *Proof of income is required to determine eligibility for the program.*

### Who is eligible for the program?

To be eligible for assistance, applicants must be:

- residents of Richmond; and
- have a total household income below the Stats Canada Low-Income Cut off's (LICO's). Proof of financial status must be provided.

Currently the program is primarily available for families with children under 18 living in the same household.

### How does the fee subsidy work?

Once a client has been approved for the program, the client will identify the activities that they would like to participate in. Staff will work with the clients to determine the amount that they will pay toward the total cost of their chosen activity. In all cases, participants will pay a portion of the cost of any of the activities that they choose.

Clients are eligible to choose one program or activity per child every 3 months. Programs that run for more than one season are considered and can be approved at staff discretion.

### What can fee subsidy be used for?

- Reduction in cost for programs at community centres, arts and cultural centre, arenas and the Richmond Nature Park.
- Reduction in cost for swimming lessons or family swim tickets at Richmond swimming pools.

### How do I apply?

**Step 1:** Obtain an application form

- The form is attached here and can be printed.
- You can contact our Registration Call Centre at 604-276-4300 or Diversity Services at 604-247-4909 or [diversityservices@richmond.ca](mailto:diversityservices@richmond.ca) and have one mailed or emailed to you.
- Visit any community centre, swimming pool, arena or recreation facility and ask for a Recreation Fee Subsidy Application Form.

**Step 2:** Complete the application form and attach one proof of financial eligibility (see list on the application form).

**Step 3:** Mail or return completed application forms to:

- Richmond City Hall, 6911 No. 3 Road, Richmond, BC V6Y 2C1  
Attn: Diversity Services
- Return the application form to any community centre, pool, arena or City recreation facility.
- Email the application form to [diversityservices@richmond.ca](mailto:diversityservices@richmond.ca)

**Step 4:** City staff will contact you to inform you of your application status. The application will take approximately 10 days to process.

### Is there a deadline for applications?

No, you can apply to the program at any time.

### Will the Recreation Fee Subsidy Program always be the same?

No. City staff are currently developing a process to revamp the program and changes will be considered to ensure the program can continue to have the greatest benefit for Richmond residents.

### Can I get a refund for programs I have already taken?

No. Subsidies are only provided future activities and not for previous registrations for upcoming programs or programs taken in the past.

## APPENDIX 4

## City Facilities and Community Partners

City	Community Partners
Minoru Aquatics Centre*	Britannia Heritage Shipyard Society
South Arm Outdoor Pool*	City Centre Community Association
Steveston Outdoor Pool*	East Richmond Community Association
Richmond Arts Centre	Hamilton Community Association
Watermania*	Richmond Arenas Community Association
	Richmond Art Gallery 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
	<b>Proposed Addition</b> Minoru Seniors Society

\*Richmond Aquatics Services Board to be consulted

**Proposed Examples of Eligible Admissions and Programs**

	<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)	Specialized contracted programs that allow drop-ins (e.g. Zumba, Spin Cycles) Sport rentals (e.g. court rentals and ping pong table rentals)
<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 Memberships Specialized contracted programs (e.g. Zumba, Spin Cycles)





# City of Richmond

## Report to Committee

**To:** General Purposes Committee

**Date:** April 26, 2016

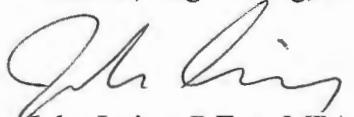
**From:** John Irving, P.Eng. MPA  
Director, Engineering

**File:** 10-6060-01/2016-Vol  
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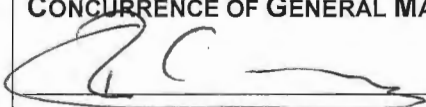
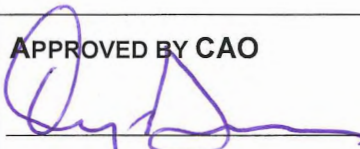
**Re:** Vancouver Airport Fuel Delivery Project Environmental Assessment  
Certificate Amendment

### Staff Recommendation

That the comments regarding the Vancouver Airport Fuel Facility Corporation's application for amendment to the approved Vancouver Airport Fuel Delivery project's Environmental Assessment Certificate identified in the staff report titled "Vancouver Airport Fuel Delivery Project Environmental Assessment Certificate Amendment" dated April 26, 2016, from the Director, Engineering, be endorsed for submission to the BC Environmental Assessment Office.

  
John Irving, P.Eng. MPA  
Director, Engineering  
(604-276-4140)

Att. 5

REPORT CONCURRENCE		
<b>ROUTED TO:</b>	<b>CONCURRENCE</b>	<b>CONCURRENCE OF GENERAL MANAGER</b>
Parks Services	<input checked="" type="checkbox"/>	
Fire Rescue	<input checked="" type="checkbox"/>	
Development Applications	<input checked="" type="checkbox"/>	
Transportation	<input checked="" type="checkbox"/>	
<b>REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE</b>	<b>INITIALS:</b> DW	<b>APPROVED BY CAO</b> 

## **Staff Report**

### **Origin**

On December 12, 2013 the Minister of Environment and the Minister of Natural Gas Development issued a conditional Environmental Assessment Certificate (EAC) for the Vancouver Airport Fuel Delivery (VAFD) project. The certificate is contingent on the proponent meeting 64 conditions that came out of the environmental assessment process that are included in the certificate. The project proponent is Vancouver Airport Fuel Facilities Corporation (VAFFC).

Staff distributed a memo to the Mayor and Councillors titled “Vancouver Airport Fuel Delivery Project Permitting” dated April 25, 2016 (Attachment 1) that identifies the status of various permits and permissions required by the VAFFC for the VAFD project.

On April 18, 2016, the VAFFC submitted an application to the BC Environmental Assessment Office (BCEAO) to amend the EAC. This report identifies the key features of the amendment contents and review process. It also recommends a response to the BCEAO regarding the proposed amendment and the VAFD project in general.

### **Findings of Fact**

#### **Background**

The VAFFC currently supplies jet fuel to YVR to meet peak daily demand of approximately 5.4 million litres per day and average daily demand of approximately 4.6 million litres per day. VAFFC currently receives approximately 80% of its annual jet fuel supply from the existing Kinder Morgan pipeline and the remaining 20% is brought in by tanker truck (approximately 1,000 tanker trucks per month) from Cherry Point in Washington State. The VAFD project definition document states that the project’s purpose is to increase jet fuel capacity to meet the current and future jet fuel needs at YVR.

The VAFD project will almost triple the VAFFC’s fuel storage capacity. VAFFC’s existing storage facilities on Sea Island have approximately 52 million litres and the VAFD’s proposed Fuel Receiving Facility (FRF) will add approximately 80 million litres of storage on Lulu Island in six tanks. The FRF site is large enough to add two more tanks with an estimated additional storage capacity of 27 million litres, which would bring the total RFR site to 107 million litres of jet fuel storage. Kinder Morgan facilities on Sea Island include approximately 7 million litres of existing jet fuel storage capacity.

#### **Environmental Assessment**

Review of the project under the Canadian Environmental Assessment Act process was triggered by the impact on navigable waters. VAFFC also made a voluntary request to “opt-in” to the BC Environmental Assessment process in 2011. As a result, the VAFD project completed a harmonized Federal and Provincial Environmental Assessment process led by the BCEAO.

The completed EAC was issued by the Minister of Environment and the Minister of Natural Gas Development on December 12, 2013. Port of Vancouver (PV) was the lead agency representing the federal government for the environmental assessment. In this capacity, PV agreed with BCEAO's determination that the project would not cause significant adverse environmental effects should mitigations outlined in the 64 conditions be applied.

#### Environmental Assessment Certificate Amendment Application

On April 18, 2016, the VAFFC submitted an application for an amendment to the EAC. Table 1 identifies the schedule for the amendment review process.

**Table 1: EAC Amendment Review Process**

<b>Date</b>	<b>Activity</b>
April 18, 2016	Application for Amendment to the EAC submitted to BCEAO
May 10, 2016	Deadline for Working Group Comments on the proposed amendment to the EAC (Comment period extended to May 20, 2016, for Richmond)
May 14 - June 4, 2016	Public Comment Period
Mid-June, 2016	Expected time period for VAFFC formal response to Working Group comments
Mid-July, 2016	BCEAO reviews responses/conducts focused issues resolution and prepares draft Amendment Referral Package
Early August 2016	BCEAO sends draft Amendment Referral Package to Working Group for 3 week review
August 2016	EAO considers comments and finalizes Amendment Referral Package for EAO's Executive Director decision

The BCEAO has verbally extended the comment period to May 20, 2016, for the City of Richmond.

The amendment document requests:

- Addition of pipeline routing options in North Richmond to include Bridgeport Road and River Road;
- Addition of pipeline routing option in South Richmond to include Williams Road and Savage Road;
- Addition of pipeline routing options on Vancouver Airport Authority Lands; and
- An increase in pipeline diameter from 300 mm to 350 mm.

Attachment 2 shows Figure 7 from the VAFFC application for amendment that identifies the additional pipeline route options.

## **Analysis**

### **North Richmond Pipeline Alignment**

The pipeline alignment in the approved EAC takes a circuitous route through North Richmond (Attachment 3) that the VAFD Certified Project Description refers to as the Bridgeport Trail. The proposed amendment includes two additional pipeline route options, Bridgeport Road (Attachment 4) and River Road.

Of the options presented, the Bridgeport Road option has the least negative impact to the City. This option parallels the existing Kinder Morgan pipeline limiting the impacts to future development to those already incurred by the existing pipeline.

The River Road option is an extension of the approved Bridgeport Trail option. Both the River Road option and the approved Bridgeport Trail option will have considerable negative impact to future development in North Richmond.

Adoption of the amendment as it is written will allow the VAFFC to choose from any of these options.

### **South Richmond Pipeline Alignment**

The pipeline alignment in the approved EAC in South Richmond utilizes the unopened Francis Road dedication from the PV lands to Highway 99 (Attachment 5). The proposed amendment realigns the pipeline to the unopened Savage Road dedication from the Marine terminal to Francis Road. The Savage Road alignment is intended to improve pipeline compatibility with proposed development on the Ecowaste site.

### **Vancouver Airport Authority Lands Pipeline Alignment**

The pipeline alignment in the approved EAC in the Vancouver Airport Authority Lands utilizes Grauer Road and an airside perimeter service road (Attachment 6). The proposed amendment includes an additional alignment on Sea Island between Bridgeport Road and Templeton Station Road to the fuel handling and storage facility on Sea Island.

### **Pipeline Diameter**

The pipeline diameter in the approved EAC is 300 mm. The amendment includes an increase in pipeline diameter to 350 mm. The VAFFC has indicated that the increased diameter will improve system hydraulics and reduce pumping energy requirements, however the increased pipe diameter would allow for significantly increased flow with additional or larger pumps.

This increased flow potential and the tripling of jet fuel storage would create a facility capable of delivering jet fuel far in excess of YVR's current demand and raises a concern that the project could be used to sell jet fuel to other airports or users in the region. This is beyond the scope of the current BCEAO project approval.



## Comments

Staff recommend that the following comments on the proposed EAC amendment be sent to the BCEAO:

1. That the City continues to oppose the development of the VAFD project in its current configuration and that options to deliver jet fuel directly to Sea Island be considered prior to implementation of the VAFD project.
2. That the pipeline route in North Richmond be limited to the Bridgeport Road option due to the significant negative impacts to the future development of North Richmond inherent in the Bridgeport Trail and River Road options.
3. That pipelines constructed in unopened municipal road dedications be constructed in a manner that does not impact the City's ability to build roads on these dedications in the future.
4. That the VAFD installations and pipeline be limited to supplying jet fuel to YVR.

## **Financial Impact**

None

## **Conclusion**

The VAFFC was issued a conditional EAC in December 2013 that identified overall VAFD system configuration and pipeline route. On April 18, 2016, the VAFFC applied to the BCEAO for an amendment to the approved EAC to include additional pipeline routes in North Richmond, South Richmond, and Sea Island as well as an increase in pipeline diameter from 300 mm to 350 mm. The BCEAO deadline for comments on the proposed amendment is May 20, 2016, extended for the City of Richmond from the original deadline of May 10, 2016. Staff recommend that Council endorse the comments in this report for submission to the BCEAO.



Lloyd Bie, P.Eng.  
Manager, Engineering Planning  
(604-276-4075)

LB:lb

- Att. 1: Vancouver Airport Fuel Delivery Project Permitting memo to Mayor and Councillors
- 2: Map of Proposed Pipeline Route Option Amendments
  - 3: Map of Pipeline Route in North Richmond in Approved EAC
  - 4: Map of Bridgeport Road Option
  - 5: Map of Pipeline Route in South Richmond in Approved EAC
  - 6: Map of Pipeline Route on Sea Island in Approved EAC



# City of Richmond

## Memorandum Engineering and Public Works Engineering

**To:** Mayor and Councillors

**Date:** April 25, 2016

**From:** Lloyd Bie, P.Eng.  
Manager, Engineering Planning

**File:** 10-6060-01/2016-Vol 01

**Re:** Vancouver Airport Fuel Delivery Project Permitting

The purpose of this memorandum is to provide Council with an update on the status of the Vancouver Airport Fuel Facilities Corporation's (VAFFC) Vancouver Airport Fuel Delivery (VAFD) project.

The VAFD project includes three distinct elements:

- Marine Terminal
- Fuel Receiving Facility
- Pipeline

The proposed marine terminal is located at the eastern end of Williams Road (refer to Attachment 1). The upland site (15040 Williams Road) is owned by the VAFFC and is outside of the Port of Vancouver (PV) (formerly Port Metro Vancouver) controlled lands. The proposed fuel receiving facility is located at the east terminus of Williams Road on PV land.

Table 1 identifies permitting requirements and status for the VAFD project.

**Table 1: VAFD Permitting Requirements**

Permit	Facility	Status	Jurisdiction
Environmental Assessment Certificate (EAC)	All	Approved With Conditions (Dec 2013)	Federal Provincial
Environmental Assessment Certificate (EAC) Amendment	Pipeline	Amendment Submitted to BCEAO	Federal Provincial
Navigation Protection Program (NPP) Approval	Marine Terminal	No Application to Date by VAFFC	Federal (Transport Canada)
BC Oil and Gas Commission Approval	Pipeline	Application to BCOGC in May or June 2016	Provincial (BCOGC)
Port of Vancouver Project Permit	Fuel Receiving Facility	Approved with Conditions (Feb 2016)	Federal (PV)
Water Lot Lease	Marine Terminal	No Application to Date	Provincial (FLNRO)
Environmentally Sensitive Area Development Permit (ESA DP)	Marine Terminal	No Application to Date	Municipal
Building Permit (BP)	Marine Terminal	No Application to Date	Municipal

The VAFFC has an Environmental Assessment Certificate (EAC) that was approved by the BC Environmental Assessment Office (BCEAO) with 64 conditions. The Environmental Assessment process was significant to the VAFD project as it could not proceed without an EAC. The VAFFC submitted an amendment to the EAC on April 18, 2016 requesting to:

- Shift the northern pipeline route from Richmond roads to the provincially owned Bridgeport Road;
- Shift the southern pipeline alignment to better interface with the Ecowaste development; and
- Increase the diameter of the pipeline from 300 mm to 350 mm.

Comments from the City regarding the amendment will be accepted by the BCEAO until May 10, 2016. A report to Council on the amendment application and recommended comments is forthcoming.

The Navigation Protection Program (NPP) operates under Transport Canada and administers the Navigation Protection Act (NPA). The NPP updated and replaced the Navigable Waters Protection Act on April 1, 2014. The NPP's primary focus is evaluation of project impact on navigation and to minimize navigation hazards in navigable waters as per the NPA.

The VAFFC has indicated they will make an application to the BC Oil and Gas Commission (BCOGC) in May or June of 2016. The BCOGC review will primarily focus on the technical elements of the VAFD pipeline. Provided the pipeline and supporting infrastructure is technically sound, the project will receive approval from the BCOGC.

The fuel receiving facility received a project permit with a number of conditions from PV. The conditions indicate that the VAFFC are required to enter a servicing agreement with the City for municipal services such as utilities and road access.

As the marine terminal is proposed to be constructed in the Fraser River, a lease agreement between VAFFC and the Province of British Columbia will be required. The Ministry of Forests, Land and Natural Resource Operations (FLNRO) has been responsible for the water lot leases on most of the lower reaches of the Fraser River since PV chose not to renew the head lease in early 2015. Any modifications or new infrastructure within the waterlot will require approval from FLNRO. Additionally, should the construction of the marine terminal impact the dike, approval from the provincial Inspector of Dikes will be required. No municipal approval is required in this regard.

The marine terminal facility will impact the foreshore and will require an environmentally sensitive area (ESA) development permit (DP) from the City. The DP application would require screening for a Site Profile, and depending on site history the Ministry of Environment may further require an environmental investigation to determine the risk of previous contamination of the site.

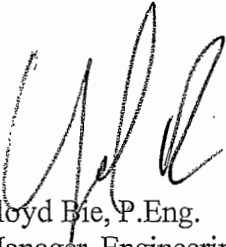
15040 Williams Road is currently zoned "I – Industrial" which permits the proposed marine terminal facility. No rezoning will be required for the proposed marine terminal.

Similar to building permits, the City does not have the discretion to simply refuse the ESA DP application for the marine terminal facility provided the application meets all of the statutory

April 25, 2016

- 3 -

regulations and tests required to obtain the ESA DP. The VAFD project will continue toward implementation unless the Provincial or Federal government intervene or revoke the conditional Environmental Assessment Certificate or the VAFFC; cannot meet the conditions set out in the conditional Environmental Assessment Certificate.

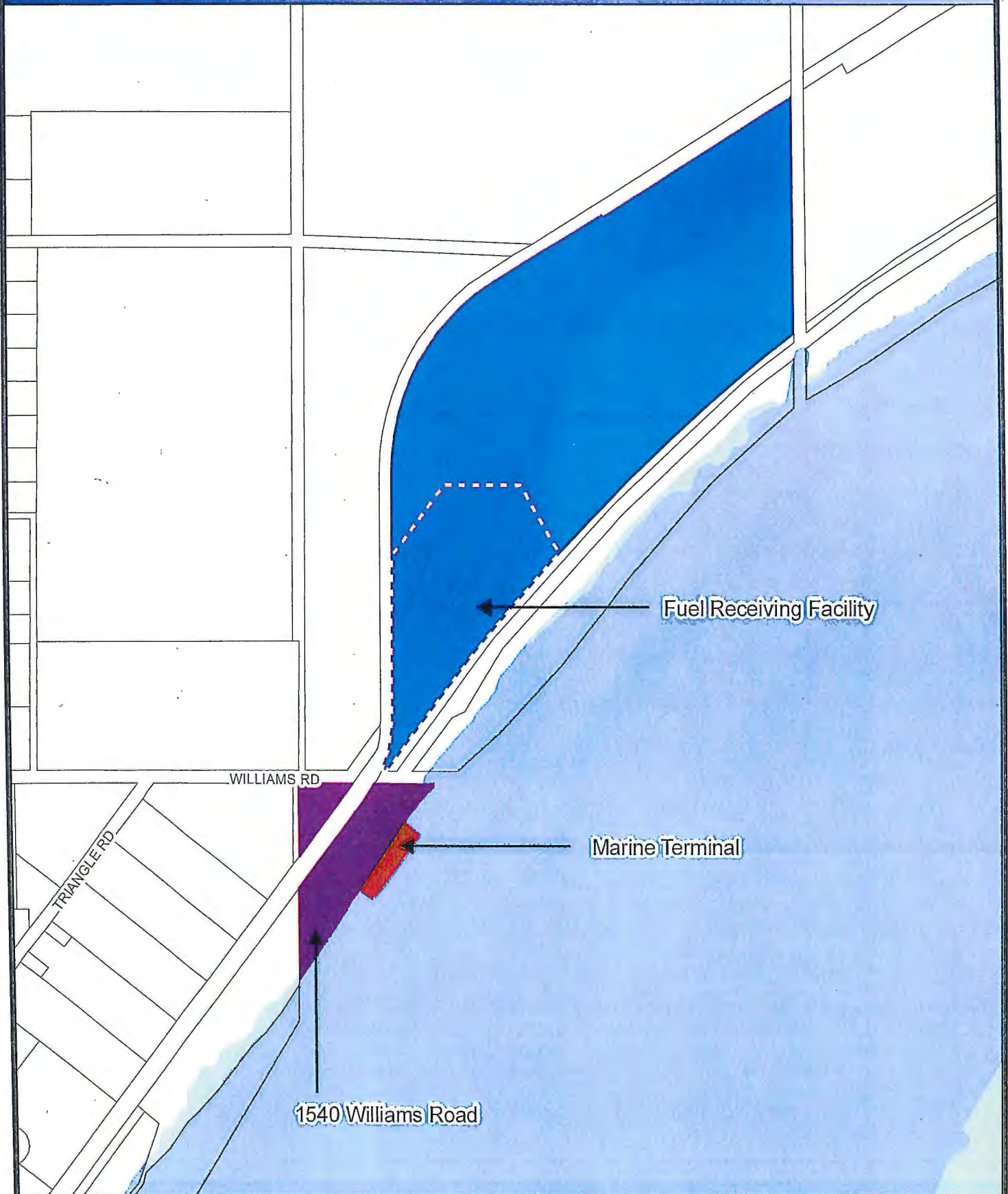


Lloyd Bie, P.Eng.  
Manager, Engineering Planning  
604-276-4075

LB:lb

pc: SMT  
John Irving, P.Eng. MPA, Director, Engineering





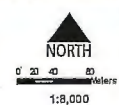
Legend

- FLNRO
- VAFFC OWNED

- Crown Federal Land - Vancouver Fraser Port Authority

CNCL - 130

Note:  
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Print Date: April 8, 2016

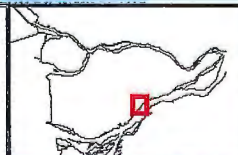
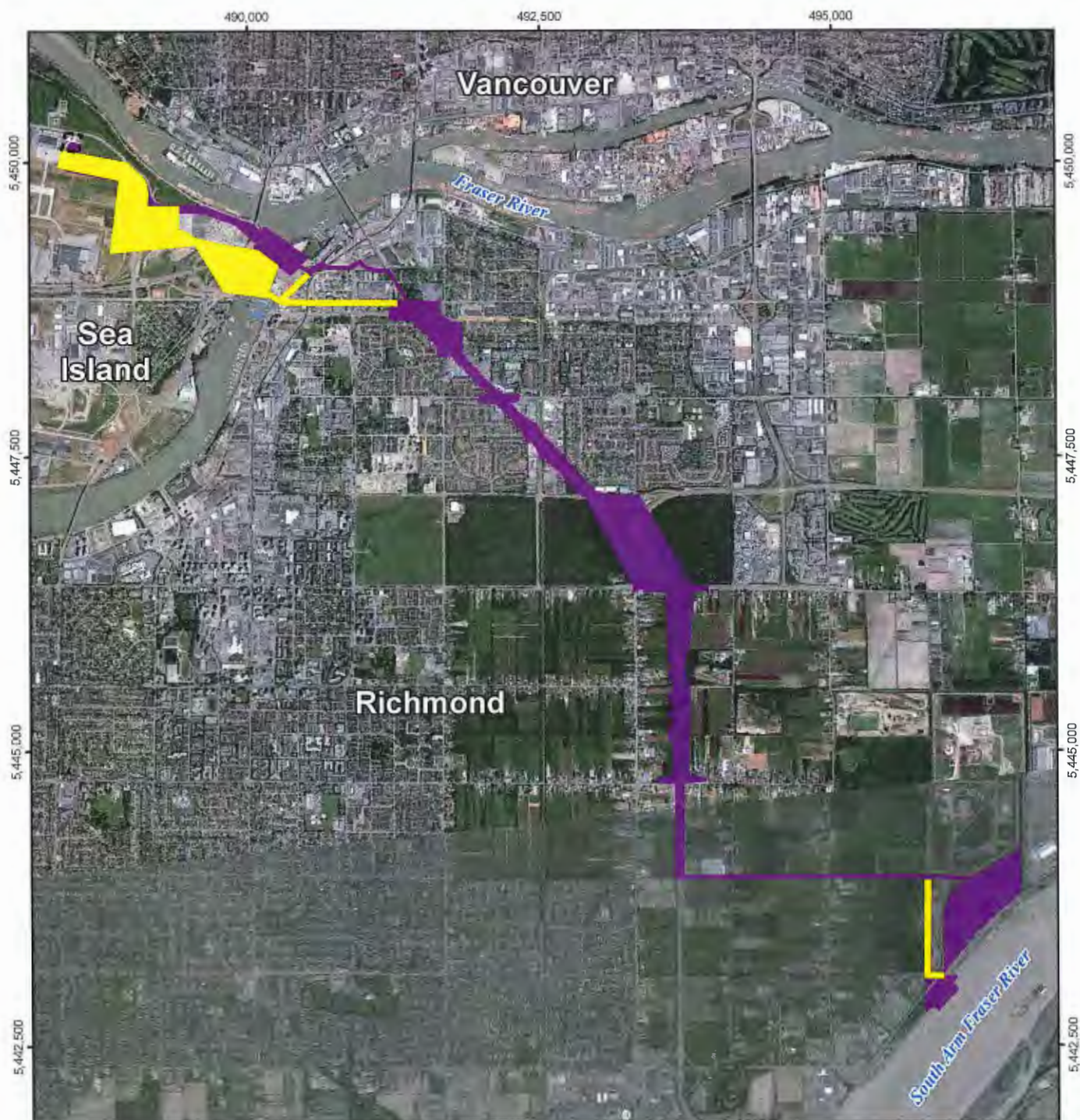




Figure 7 Comparison of Requested Pipeline Corridor to Approved Pipeline Corridor.

**Legend**

- Approved Pipeline Corridor
- Requested Amendments to Pipeline Corridor
- VAFFC Existing Fuel Storage and Handling Facility



0 250 500 1000 1500 m

Scale: 1:50,000

Projection: NAD 1983 UTM Zone 10N

Data Sources:  
 1. Orthophoto, VAFFC.  
 2. Background imagery,  
 Esri Service Layer.



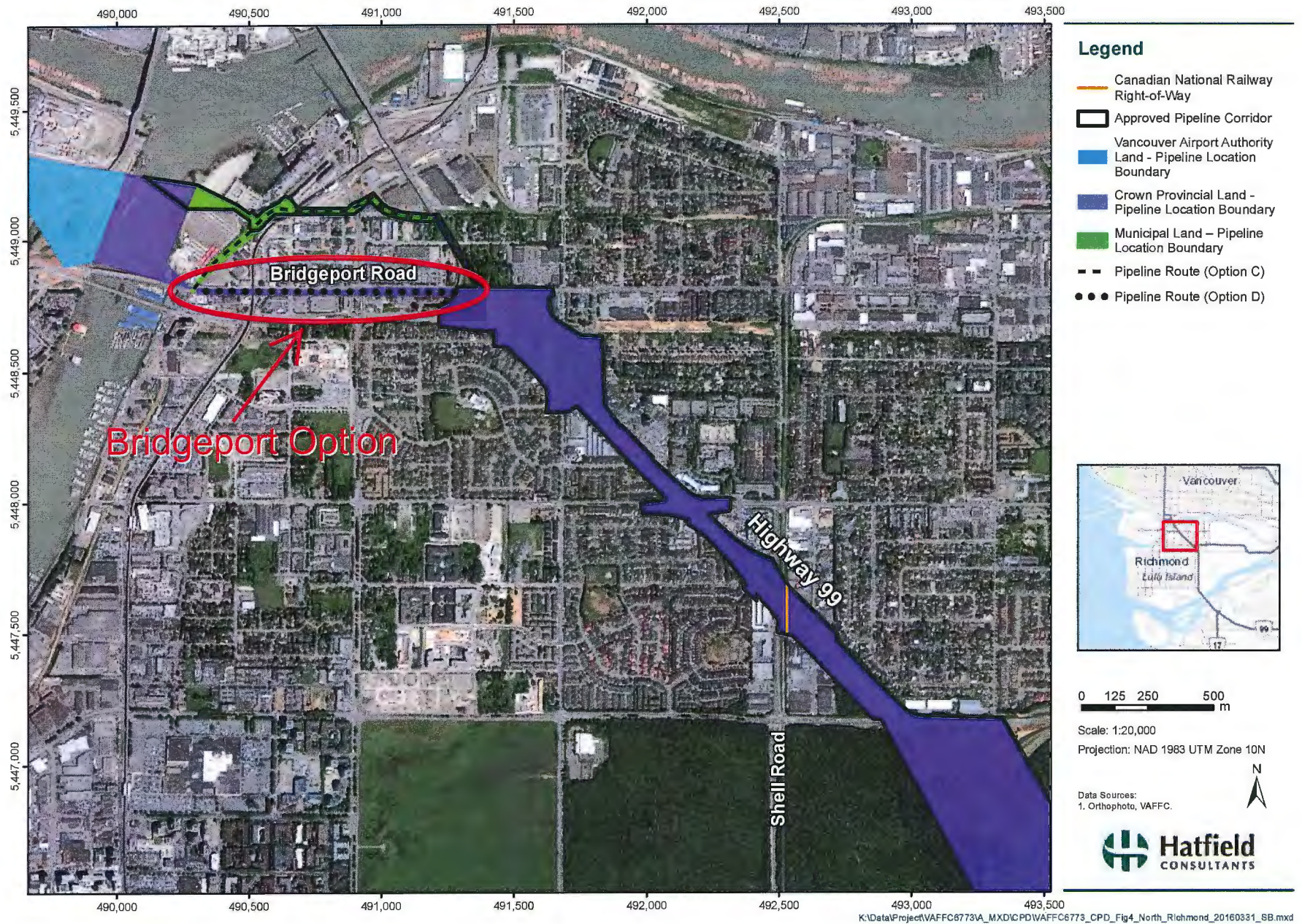
**Hatfield**  
CONSULTANTS





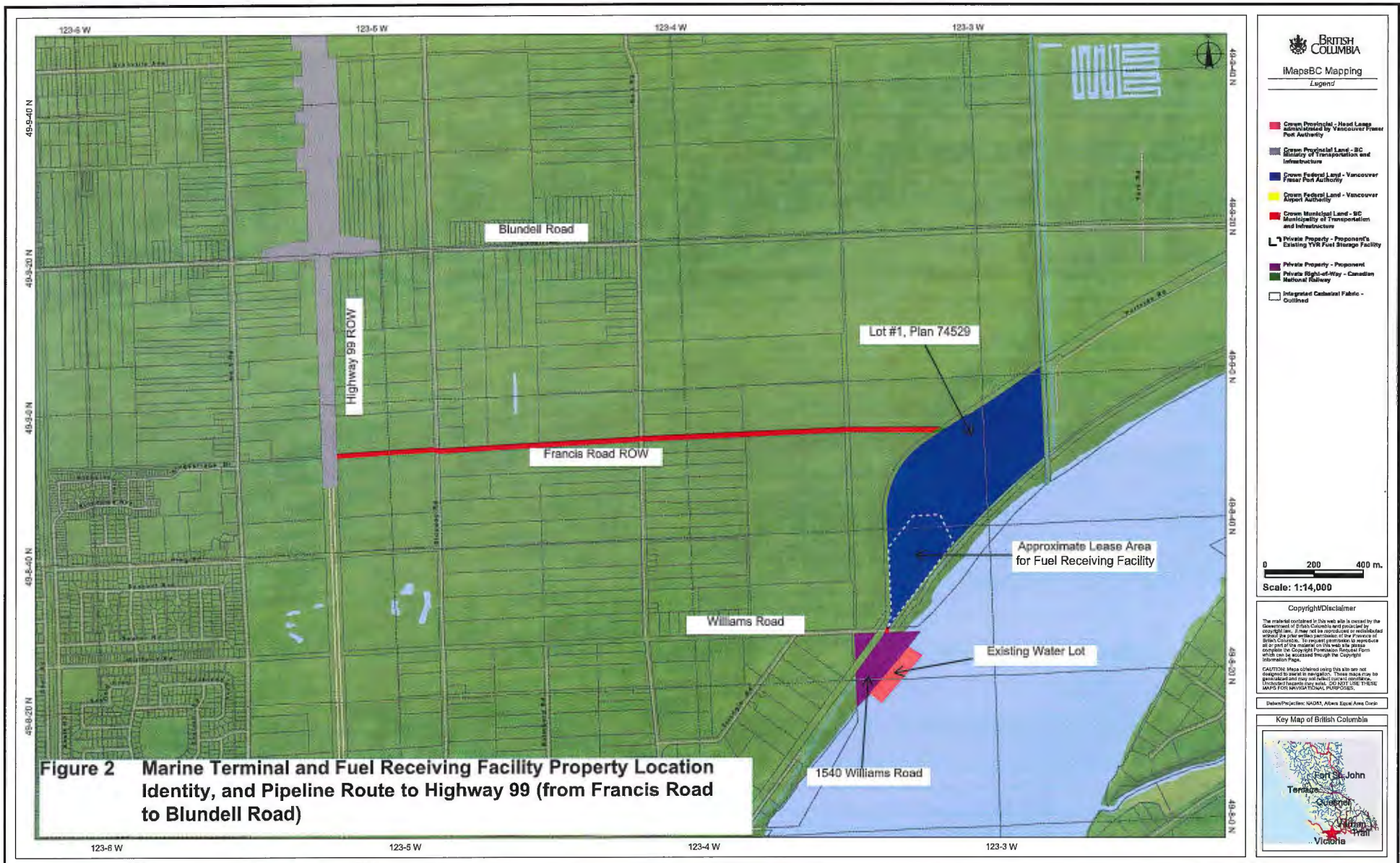


## Attachment 4 Bridgeport Road Option

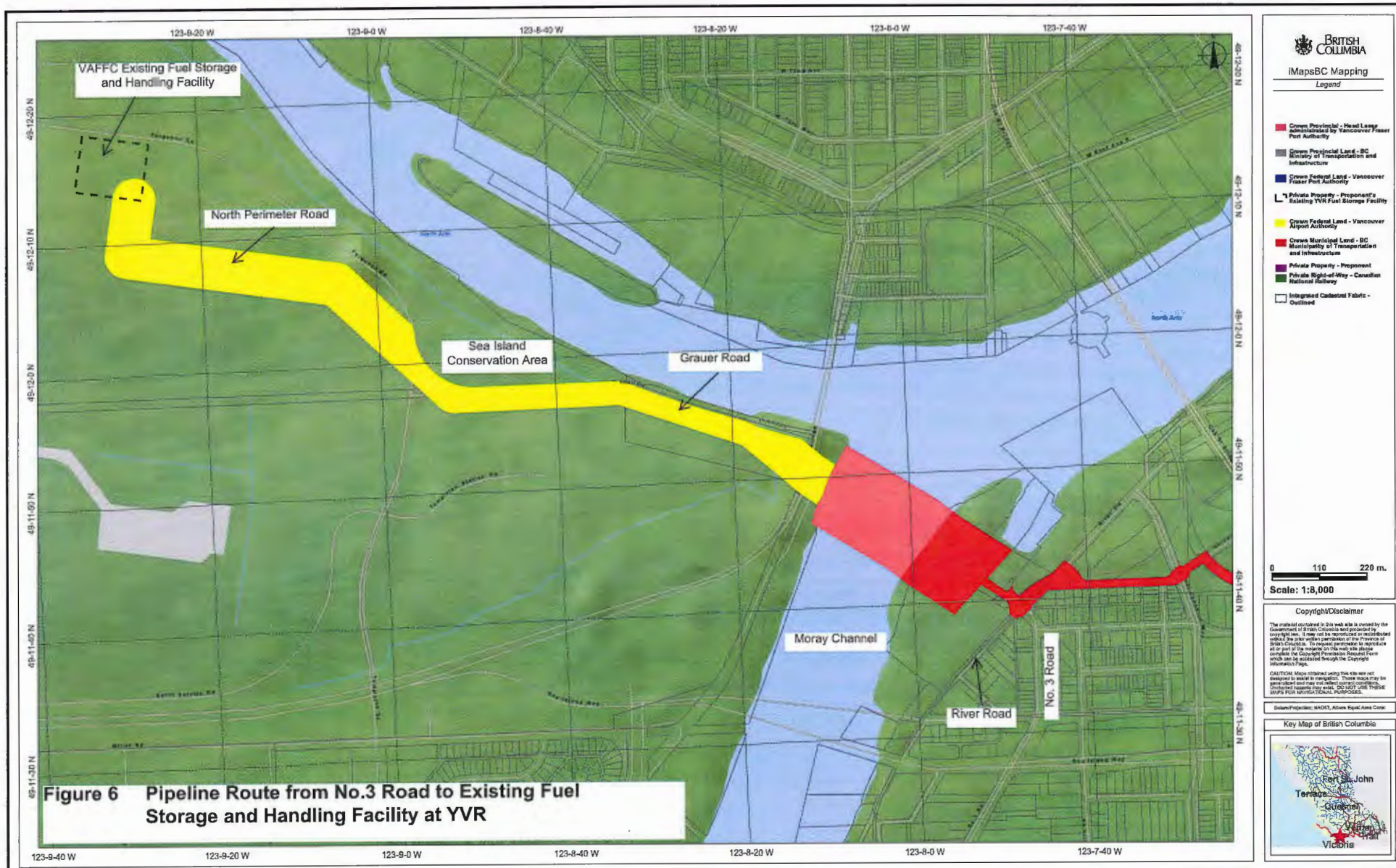


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# City of Richmond

## Report to Committee

**To:** Finance Committee  
**From:** Andrew Nazareth  
General Manager, Finance and Corporate  
Services  
**Re:** 2015 Consolidated Financial Statements

**Date:** April 19, 2016  
**File:** 03-0905-01/2016-Vol  
01

### Staff Recommendation

That the City's audited consolidated financial statements for the year ended December 31, 2015 be approved.

Andrew Nazareth  
General Manager, Finance and Corporate Services  
(604-276-4095)

Att. 2

REPORT CONCURRENCE	
CONCURRENCE OF GENERAL MANAGER 	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: 
APPROVED BY CAO 	

## Staff Report

### Origin

Sections 98 and 167 of the Community Charter require that annual audited financial statements be prepared and presented to Council. The City's audited consolidated financial statements for 2015 have been prepared in accordance with the generally accepted accounting principles for local governments, as prescribed by the Public Sector Accounting Board (PSAB) of the Canadian Institute of Chartered Accountants.

The financial statements consist of:

- Consolidated statement of financial position – summary of financial assets and liabilities, net financial assets, non-financial assets and accumulated surplus at year end. The accumulated surplus can also be viewed as the net worth of the organization;
- Consolidated statement of operations – summary of the annual surplus for the year consisting of revenues from the operating and capital funds that were raised in the year and expenses reflecting how funds were used during the year including the annual costs for owning and using capital assets (amortization);
- Consolidated statement of changes in net financial assets – a reconciliation between the net revenues earned in the year to the change in net financial assets. This statement shows the net revenues, with a reversal of the non-cash accruals for amortization and sale of assets, less donated assets and the spending to acquire new capital assets in the year. The change in net financial assets is an indicator of whether revenues raised in the year were sufficient to cover the spending in the year; and
- Consolidated statement of cash flows – summary of how the City's cash position changed during the year, highlighting sources and uses of cash, including the use of cash to acquire capital assets.

### Analysis

Financial statements present information about the financial position, performance and changes in the financial position of the City. The financial statements provide accountability by supplying information about the City's resources, obligations and financial affairs. They detail the financial viability, the nature and allocation of economic resources, the revenues and financing, and the quality of management.

An analysis of the consolidated financial statements as prepared by management is provided in the Financial Statement Discussion and Analysis (FSD&A) included in **Attachment 1**. The FSD&A explains the significant differences in the financial statements between the reported year and the previous year as well as between budgeted and actual results. This analysis is intended to be read in conjunction with the 2015 audited consolidated financial statements.

The consolidated financial statements combine the accounts of the City of Richmond, Richmond Olympic Oval, Richmond Public Library and Lulu Island Energy Company Ltd. (LIEC). Further information about the basis of consolidation is listed in Note 2 to the consolidated financial statements. The consolidated financial statements are included in **Attachment 2**.

## Financial Impact

### 2015 Consolidated Statement of Financial Position

The financial position of the City is strong as accumulated surplus increased in 2015 by \$153.6 million to \$2.7 billion and the net financial assets increased by \$61.4 million to \$664.0 million.

Highlights of the 2015 consolidated statement of financial position:

- \$2.7B – Accumulated surplus (net worth)
  - \$2.1B – Net book value of tangible capital assets
  - \$461.2M – Reserve balance, including \$210.7M committed towards active capital projects
  - \$194.1M – Appropriated surplus for future commitments
- \$664.0M – Net financial assets
  - \$951.4M – Cash and investments
  - (\$111.6M) – Development cost charge balance, including \$30.9M committed towards active capital projects
  - (\$58.9M) – Deposits and holdback
  - (\$46.6M) – Net debt

### 2015 Consolidated Statement of Operations

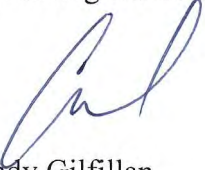
The consolidated revenues exceeded expenses by \$153.6 million. Revenues increased by \$30.8 million to \$527.1 million and expenses increased by \$12.6 million to \$373.6 million.

Highlights of the 2015 consolidated statement of operations:

- \$153.6 million – Annual surplus (the increase in net worth which includes the increase in capital equity, reserves, appropriated surplus and surplus). The 2015 annual surplus is comprised of:
  - \$86.8M increase in investment in capital assets
  - \$84.6M increase in the reserve balance
  - \$10.4M increase in appropriated surplus for future commitments
  - (\$28.1M) net decrease in surplus, inclusive of an increase of \$8.7M for the City's 2015 operating surplus
- \$527.1 million total revenues
  - \$189.1M taxation and levies
  - \$94.3M utility fees
  - \$61.8M contributed assets through development
  - \$34.2M sales of services
- \$373.6 million total expenses
  - \$148.0 million wages and benefits
  - \$59.2 million contract services, including RCMP
  - \$55.7 million supplies, materials and other
  - \$54.0 million amortization expense

## Conclusion

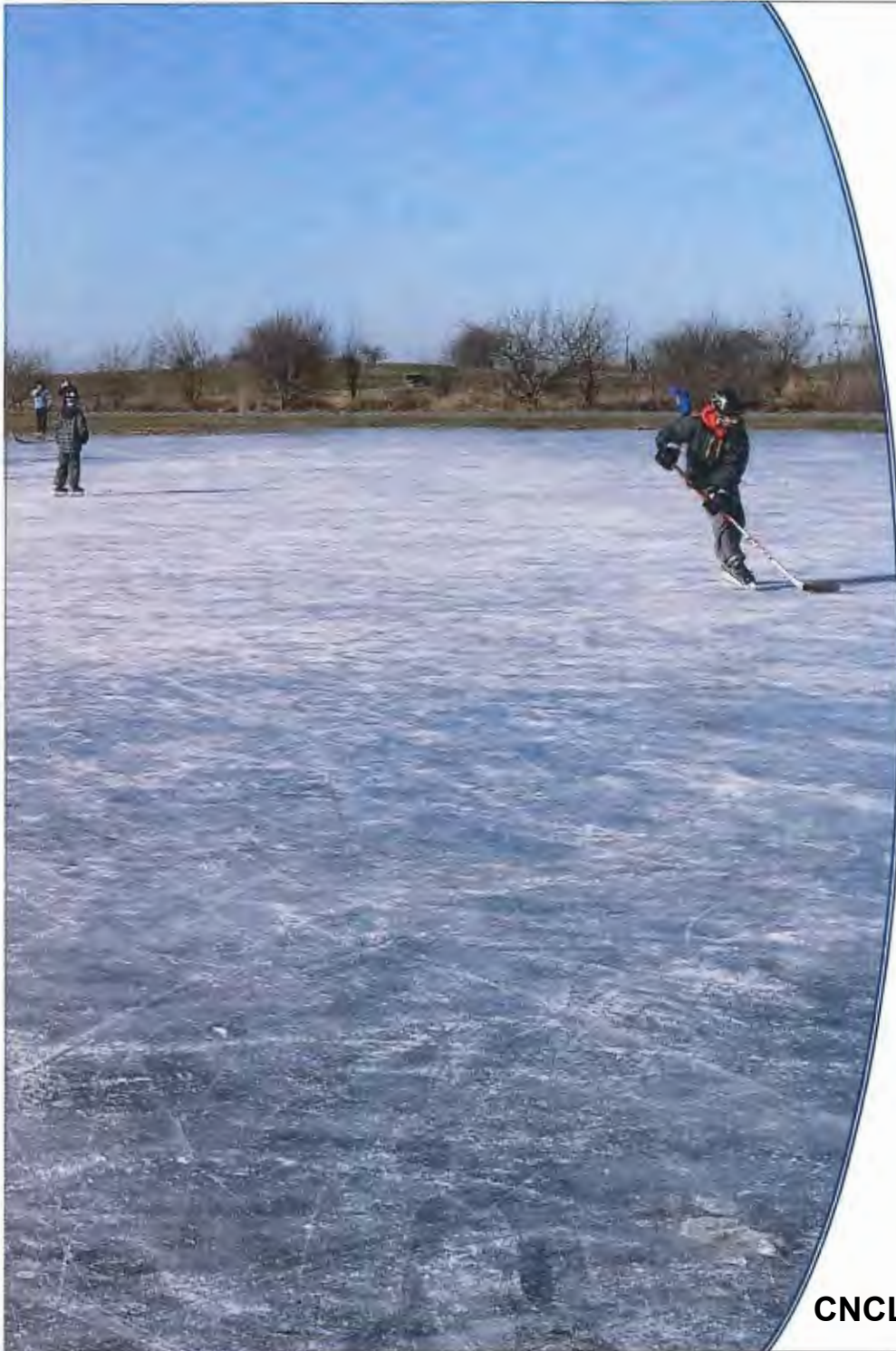
The financial statements are legislated reporting requirements and staff recommend that they be approved. As noted in the Auditors' Report, it is the Auditors' opinion that these consolidated financial statements present fairly the consolidated financial position as of December 31, 2015, and its consolidated results of operations and changes in net consolidated financial assets and its consolidated cash flows for the year then ended in accordance with Canadian public sector accounting standards.



Cindy Gilfillan  
Manager, Financial Reporting  
(604-276-4077)

Att. 1: 2015 Financial Statement Discussion and Analysis  
2: 2015 City of Richmond Consolidated Financial Statements





2015 | City of Richmond

# **FINANCIAL STATEMENT DISCUSSION & ANALYSIS**

**CNCL - 140**







CNCL - 141

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# Introduction

The Community Charter requires that annual audited financial statements be prepared and presented to Council. The City's audited consolidated financial statements for 2015 have been prepared in accordance with the generally accepted accounting principles for local governments, as prescribed by the Public Sector Accounting Board (PSAB) of the Canadian Institute of Chartered Accountants.

The Financial Statement Discussion and Analysis (FSD&A) provides a detailed analysis of the Consolidated Financial Statements. The FSD&A explains the significant differences in the financial statements between the reported year and the previous year as well as between budgeted and actual results. This analysis has been prepared by management and is intended to be read in conjunction with the 2015 audited Consolidated Financial Statements.

The Consolidated Financial Statements combine the accounts of the City of Richmond, Richmond Olympic Oval, Richmond Public Library and Lulu Island Energy Company Ltd. (LIEC). Further information about the basis of consolidation is listed in Note 2 to the Consolidated Financial Statements.

The Consolidated Financial Statements include the following statements:

- **Consolidated statement of financial position** summarizes the assets (financial and non-financial), liabilities, net debt, and accumulated surplus as at December 31<sup>st</sup>, 2015 and 2014.
- **Consolidated statement of operations** outlines revenues, expenses, surplus for the year and accumulated surplus at year end. This statement reflects the combined operations of the operating, capital, and reserve funds for the City and its consolidated entities, and provides the calculation of the City's accumulated surplus at year end.
- **Consolidated statement of changes in net financial assets** outlines the changes in net financial assets as a result of annual operations, tangible capital asset transactions, as well as changes in other non-financial assets.
- **Consolidated statement of cash flows** summarizes the City's cash position and changes during the year by outlining the City's sources and uses of cash.

# Consolidated Statement of Financial Position

The Consolidated Statement of Financial Position is the equivalent of the private sector's balance sheet. This statement focuses on the City's assets (financial and non-financial) and liabilities. The difference between the financial assets and liabilities is the City's net assets, which represents the amount available in the future.

The City maintained its strong financial position in 2015 allowing for flexibility and financial sustainability well into the future.

- Financial Assets increased by \$85.8M to \$1.0B
- Liabilities increased by \$24.4M to \$353.5M
- Net financial assets increased by \$61.4M to \$664.0M
- Non-financial assets increased by \$92.2M to \$2.1B
- Accumulated surplus increased by \$153.6M to \$2.7B

The accumulated surplus includes investment in tangible capital assets, reserves, appropriated surplus, surplus and other equity. The change in accumulated surplus is referred to as annual surplus and is included on the Statement of Operations.



# Financial Assets

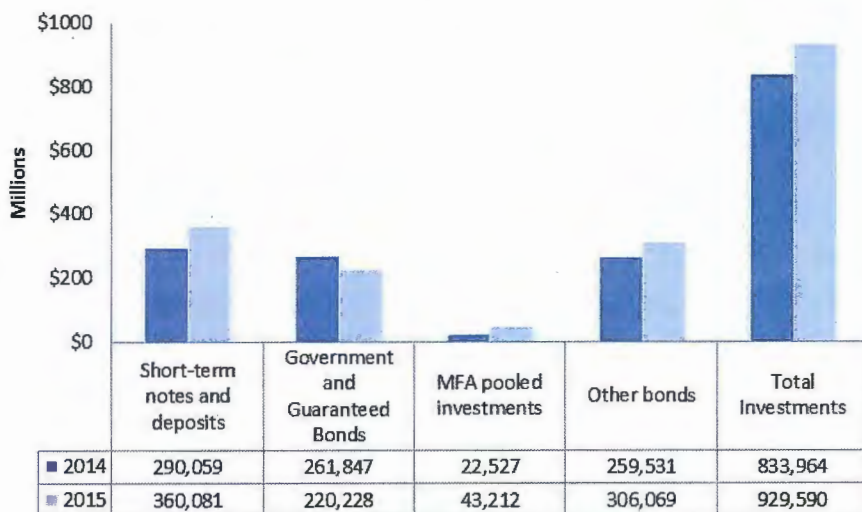
## Cash and cash equivalents

Cash and cash equivalents decreased by \$8.9M to \$21.8M mainly due to repositioning cash to the investment portfolio.

## Investments

Investments increased by \$95.6M to \$929.6M primarily due to the timing of capital expenditures. The increase is mainly attributed to an increase in reserves of \$84.6M and an increase in appropriated surplus of \$10.4M.

### Investment Portfolio by Type



## Accrued interest receivable

Accrued interest receivable increased by \$0.9M due to the increased investment balance and timing of the investments.

## Accounts receivable

Accounts receivable increased by \$2.1M to \$30.2M primarily due to an increase in other trade receivables of \$4.0M and offset by the net effect of the utilities, gaming and capital receivables.

Accounts Receivable (\$000's)	2015	2014	Change
Water and sewer utilities	\$11,381	\$10,358	\$1,023
Casino revenues	4,532	5,652	(1,120)
Gaming grant	2,482	4,279	(1,797)
Other trade receivables	11,767	7,761	4,006
Total	\$30,162	\$28,050	\$2,112

## Taxes receivable

Taxes receivable increased by \$0.5M to \$8.0M mainly due to the timing of collections.

## Development fees receivable

Development fees receivable decreased by \$4.2M to \$21.1M due to receipt of instalment payments and reduced use of the instalment option on current contributions. Development cost charges can be paid in instalments where equal instalments are paid at the originating date, and at the one and two year anniversary dates.

## Debt reserve fund

The debt reserve fund decreased by \$0.2M as a result of payments received from the Municipal Finance Authority (MFA) relating to the completion of the Terra Nova debt in the prior year.

## Liabilities

### Accounts payable and accrued liabilities

Accounts payable and accrued liabilities decreased by \$0.6M to \$87.7M. The decrease is mainly attributable to wages payable due to the timing of year end payroll.

### Development cost charges

The development cost charge (DCC) balance of \$111.6M (2014 - \$83.0M) represents the total balance of unspent DCC's and includes amounts that have been allocated to capital projects but remain unspent as at December 31<sup>st</sup>, 2015. These amounts are restricted and may only be used on authorized capital expenditures.

Contributions of \$44.9M were received in 2015 which was an increase of \$31.6M from the previous year mainly due to increased development activity.

<b>Development Cost Charges (\$000's)</b>	<b>2015</b>	<b>2014</b>	<b>Change</b>
Balance, beginning of year	\$82,965	\$87,212	(\$4,247)
Contributions	44,934	13,313	31,621
Interest	1,510	1,205	305
Revenue recognized	(17,818)	(18,765)	947
Balance, end of year	\$111,591	\$82,965	\$28,626

The \$111.6M balance includes amounts that have been allocated to active capital projects but that remain unspent. At December 31<sup>st</sup>, 2015 there is \$30.9M (2014 - \$25.0M) committed to active capital projects. Additional DCC funding of \$26.9M was approved as part of the 2016 Capital Budget.

### Deposits and holdbacks

Deposits and holdbacks decreased by \$6.2M to \$58.9M primarily due to security deposits decreasing by \$8.1M. This decrease is largely a result of amounts that became DCC contributions. The remaining increase is for other deposits relating to general activities.

<b>Deposits and Holdbacks (\$000's)</b>	<b>2015</b>	<b>2014</b>	<b>Change</b>
Security deposits	\$40,317	\$48,377	(\$8,060)
Developer contribution	5,546	5,337	209
Contract holdbacks	2,809	1,968	841
Transit Oriented Development	1,523	1,523	-
Other	8,701	7,898	803
Total deposits and holdbacks	\$58,896	\$65,103	(\$6,207)

### Deferred revenue

Deferred revenues are funds that are set aside for specific purposes by legislation, regulation or agreement, and may only be used for the completion of the specified work. These amounts are recognized as liabilities in the year the funds are deposited and received into revenue in the fiscal year the related expenditures are incurred or services are performed.

Deferred revenues increased by \$6.9M mainly due to funds received for building permit and development applications of \$4.6M relating to increased development activity and taxes and utilities of \$2.7M. The remaining balance relates to offsetting activity in capital, Oval, business license, and other revenue recognition.

## Liabilities

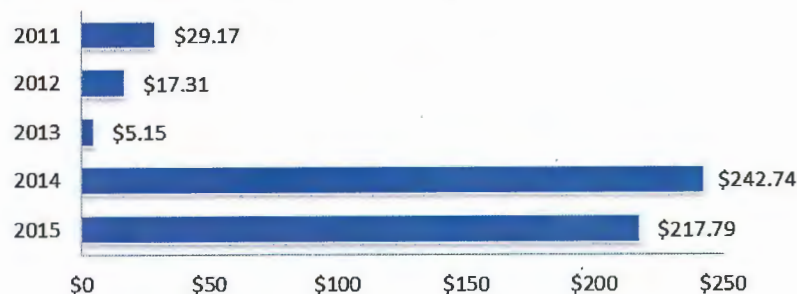
### Debt, net of MFA sinking fund deposits

Debt decreased by \$4.2M to \$46.6M (2014 - \$50.8M). During 2015, the first payments were made towards the borrowing in the amount of \$50.8M for the construction of the integrated older adult Minoru aquatic facility. The debt is for 10 years at a rate of 3.30% for the duration of the term.

The annual servicing cost on the debt is approximately \$5.9M and is funded by \$5.0M of the annual gaming revenue and the reallocation of tax revenues used for the debt servicing costs on the Terra Nova debt that expired in 2014.

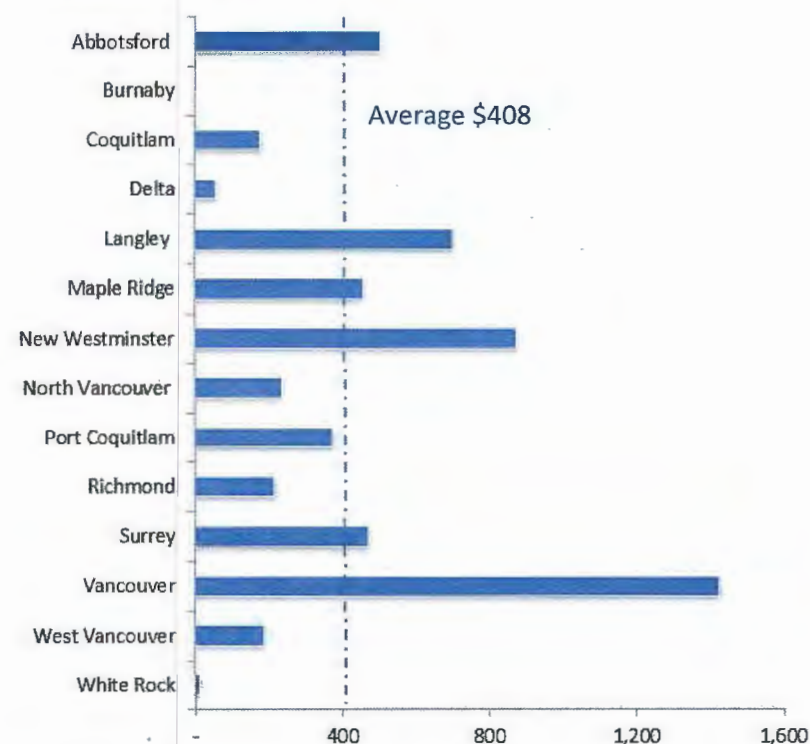
The debt per capita was down to \$5.15 per person in 2013 before new debt of \$50.8M was obtained in 2014. This new debt increased the debt per capita as at December 31, 2014 to \$242.74 and has subsequently decreased in 2015 to \$217.79 reflecting the principal payments and increase in population.

### City of Richmond Debt Per Capita 2011-2015



Richmond's 2015 debt per capita figure of approximately \$218 is well below the 2014 regional average of \$408. The 2014 values for the other municipalities are the most current figures available.

### Debt Per Capita by City



- Source data obtained from the Ministry of Community Sport & Cultural Development - 2014 Local Government Statistics
- Richmond figure adjusted to reflect 2015 net debt balance and the population statistics used are from Policy Planning



# Non-Financial Assets

## Tangible Capital Assets

Tangible capital assets (TCA) are recorded at original cost and are amortized over their useful life. The net book value (original cost less accumulated amortization) is presented.

TCA increased by \$92.3M to \$2.1B. The \$92.3M change is a result of \$148.7M of asset additions, less net disposal of \$2.5M and amortization of \$54.0M.

<b>Tangible Capital Assets (\$000's)</b>	<b>2015</b>	<b>2014</b>	<b>Change</b>
Land	\$803,645	\$747,290	\$56,355
Buildings and improvements	233,140	232,762	378
Infrastructure	916,089	885,358	30,731
Machinery and equipment	43,315	34,565	8,750
Library's collections, furniture and equipment	4,339	4,436	(97)
Assets under construction	62,367	66,223	(3,856)
<b>Total</b>	<b>\$2,062,895</b>	<b>\$1,970,634</b>	<b>\$92,261</b>

Land increased by \$56.4M mainly due to land received through development valued at \$50.6M, including \$18.5M of park received from former Steveston High School development site.

Buildings increased by \$0.4M due mainly to additions of \$14.1M, including \$6.1M for City Centre Community Centre, and offset by amortization expense of \$13.7M

Infrastructure increased by \$30.7M due to additions of \$63.9M including contributed assets of \$10.9M received through development, and offset by \$32.2M of amortization expense and net disposals of \$0.9M.

Machinery and equipment increased by \$8.8M due to net additions of \$15.1M, including \$2.1M for a ladder truck, pumper truck and a Fire and Life Safety Trailer, and other various additions of traffic signal, heavy and light duty equipment, parking equipment, and IT equipment less amortization expense of \$6.3M.

Library's collections, furniture and equipment decreased by \$0.1M mainly due to additions of \$1.6M offset by \$1.7M amortization expense.

Assets under construction decreased by \$3.9M due to the timing of project completion.

## Inventory of materials and supplies

Inventory decreased by less than \$0.1M.

## Prepaid expenses

Prepaid expenses decreased by less than \$0.1M due to the timing of utilization of expenses.



# Accumulated Surplus

Accumulated surplus is equivalent to the net worth of an organization. The accumulated surplus increased by \$153.6M to \$2.7B. The annual increase is presented on the Statement of Operations.

Accumulated Surplus (\$000's)	2015	2014	Change
Investment in TCA	\$2,055,479	\$1,968,651	\$86,828
Reserves	461,178	376,602	84,576
Appropriated Surplus	195,051	184,644	10,407
Surplus	17,264	45,410	(28,146)
Other equity	2,222	2,333	(111)
Total	\$2,731,194	\$2,577,640	\$153,554

## Investment in Tangible Capital Assets

Investment in TCA represents the equity held in assets. This balance is equal to the net book value of tangible capital assets less any outstanding debt relating to capital, restricted capital deferred revenue (Oval) and capital leases.

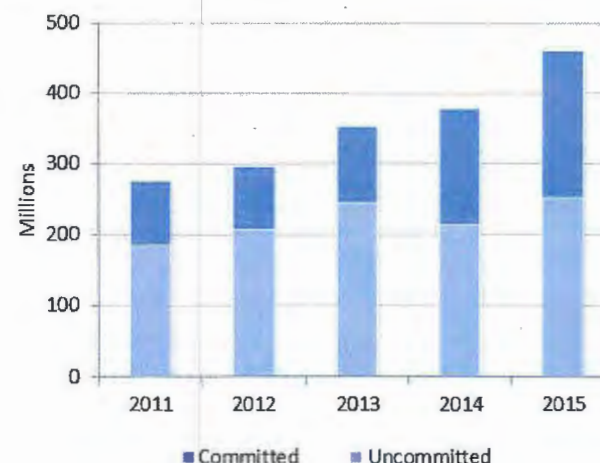
This balance is based on the historical cost of the asset net of accumulated amortization in accordance with accounting standards. This does not reflect market value or replacement value of the assets.

The investment in TCA balance increased by \$86.8M to \$2.1B. This is the net activity of asset additions of \$148.7M, amortization of \$54.0M, disposals and debt reduction.

## Reserves

Reserves are established by Bylaw for specific purposes, mainly capital expenditures. The balance of \$461.2M includes amounts that have been approved for expenditure but remain unspent as at December 31<sup>st</sup> as prescribed by accounting standards. The uncommitted reserve balance is \$250.5M (2014 - \$210.8M).

### Reserve Balance 2011-2015



The increase in the reserve balance is mainly attributable to the timing of capital expenditures. There are several facility construction projects approved including the Integrated aquatic and older adults centre and Fire Hall No. 1 that will have significant capital expenditures in 2016-2017.

From the available \$250.5M at December 31, 2015, \$61.5M has been approved for the City's 2016 Capital Budget.

# Accumulated Surplus

## Appropriated Surplus

Appropriated surplus is internally restricted for future commitments and potential liabilities. The balance increased by \$10.4M to \$195.1M mainly due to the transfer of 2014 general operating surplus to the rate stabilization account of \$5.7M, \$2.9M for the Water Fund rate stabilization, and gaming revenue surplus of \$1.5M.

## Surplus

The consolidated surplus decreased by \$28.1M to \$17.3M.

This decrease is mainly attributed to:

- (\$15.5M) for the land strategy.
- (\$10.5M) for the Alexandra district energy utility capital construction project phase 3
- (\$7.6M) for the Alexandra district energy utility capital construction project phase 4
- (\$5.7M) transfer of the City's 2014 operating surplus to the rate stabilization account
- \$8.7M City's 2015 operating surplus
- \$2.1M internal repayments from previously funded capital projects

## Surplus Distribution

The surplus balance is comprised of multiple funds and entities. The balance represents the cumulative activity since the inception of the fund or entity. The distribution is shown in the following chart:

Surplus (\$000's)	2015	2014	Change
General and Reserve Funds	\$9,566	\$19,133	(\$9,567)
Water Utility Fund	244	15,536	(15,292)
Sanitary Sewer Fund	6,200	9,290	(3,090)
Richmond Olympic Oval	502	1,313	(811)
Library	201	115	86
LIEC	551	23	528
Total	\$17,264	\$45,410	(\$28,146)

The 2015 Capital Budget included the allocation of \$10.5M of Water Utility Surplus towards funding Phase 3 and \$7.6M towards Phase 4 of the Alexandra District Energy Utility. These amounts will be repaid with interest through the customer rates.

## Other Equity

Other equity relates to equity in the City's inventory. The balance remains relatively unchanged at \$2.2M.

# Consolidated Statement of Operations

The Consolidated Statement of Operations is the equivalent to the private sector's Income Statement and Statement of Retained Earnings. The Consolidated Statement of Operations provides a summary of the revenues, expenses, and surplus throughout the reporting period and outlines the change in accumulated surplus.

The 2015 budget values presented in this statement have been adjusted to reflect the differences between amounts as budgeted at the City on a modified 'cash requirement' basis and amounts recorded in these financial statements on a 'full accrual' basis.

Note 23 outlines the adjustments to the approved budget, particularly the exclusion of intercity and intercompany payments, principal payments, transfers to other funds and tangible capital asset purchases. These adjustments to budgeted values were required to provide comparative budget values based on the full accrual basis of accounting. As the accrual based budget does not include transfers to reserves, investment in assets and other items, the budget presented on the financial statements can show a surplus or deficit while the budget as approved by Council is a balanced budget.



## Revenues

### 2015 Budget to Actual Comparison

Total consolidated revenues were \$527.1M compared to the budgeted revenues of \$468.3M.

Revenues (\$000's)	2015 Budget	2015 Actual	Variance
Taxation and levies	\$189,796	\$189,136	(\$660)
Utility fees	95,963	94,290	(1,673)
Sales of services	29,664	34,186	4,522
Gaming revenue	18,030	19,555	1,525
Investment income	16,821	16,303	(518)
Payments-in-lieu of taxes	13,473	15,109	1,636
Provincial and federal grants	6,833	8,654	1,821
Licenses and permits	7,874	10,747	2,873
Other capital funding sources	57,155	72,575	15,420
Development cost charges	23,828	17,818	(6,010)
Other	8,904	48,755	39,851
Total	\$468,341	\$527,128	\$58,787

Taxation and levies had an unfavourable variance of \$0.7M due to appeals on assessment values.

Utility fees' unfavourable variance is mainly due to less than expected apartments selecting optional garbage and green waste and timing related to LIEC user fees.

Sales of service had favourable variance mainly due to increased Public Works receivable activity, rental and lease revenue and Oval memberships, admissions and program revenue.

Gaming revenue had a \$1.5M favourable variance to budget, however, gaming revenue decreased by \$1.5M from 2014.

The Investment income is consistent with budget.

Payments in lieu of taxes had a favourable variance due to conservative estimates for Port Metro and Canada Post.

Provincial and federal grants were favourable by \$1.8M mainly due to traffic fine sharing revenue, gas and carbon tax.

Licenses and permits had a favourable variance of \$2.9M mainly due to building permits, other permits and business licenses.

The other capital funding variance is the result of higher than anticipated amounts relating to contributed assets received through development at \$61.8M along with external grants for capital projects.

Development cost charges had an unfavourable variance of \$6.0M due to the timing of capital expenditures. DCC revenue is recognized when the amounts are spent, while the budget represents the 2015 allocation of DCC's towards capital projects that can be spent over multiple years.

Other revenue had a favourable variance of \$39.9M due to \$29.6M of developer community amenity contributions and \$5.9M gain on the disposal of land that are not budgeted.



# Revenues

## 2015 to 2014 Actual Comparison

Total 2015 consolidated revenues were \$527.1M compared to \$494.3M in 2014.

Revenues (\$000's)	2015 Actual	2014 Actual	Change
Taxation and levies	\$189,136	\$183,687	\$5,449
Utility fees	94,290	93,201	1,089
Sales of services	34,186	32,809	1,377
Gaming revenue	19,555	21,047	(1,492)
Investment income	16,303	16,568	(265)
Payments-in-lieu of taxes	15,109	14,546	563
Provincial and federal grants	8,654	7,480	1,174
Licenses and permits	10,747	9,819	928
Other capital funding sources	72,575	61,221	11,354
Development cost charges	17,818	18,765	(947)
Other	48,755	35,194	13,561
Total	\$527,128	\$494,337	\$32,791

Taxation and levies increased by \$5.4M due to the 1.89% tax rate increase and assessment growth offset by appeals.

Utility fees increased by \$1.1M mainly due to the addition of the recycling food scraps program.

Sales of services increased by \$1.4M mainly due receivable income.

Gaming revenue for the City decreased by \$1.5M due to decreased revenues at River Rock Casino.

Investment income decreased by \$0.3M mainly due to the low interest rate environment.

Payments-in-lieu of tax revenue was consistent with 2014.

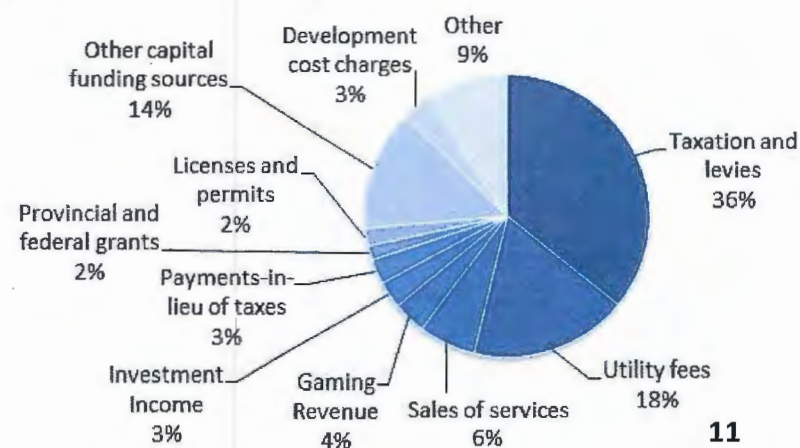
Licenses and permits increased by \$0.9M due to additional permit revenue.

Other capital funding sources increased by \$11.4M due to the timing of developer contributed assets.

Development cost charges decreased by \$0.9M due to the timing of capital expenditures. These revenues are recognized when capital expenditures are made and relate to approved capital budgets from previous years.

Other revenue increased by \$13.6M mainly due to \$29.6M of developer community amenity contributions (2014 - \$10.4M).

## 2015 Revenue Distribution



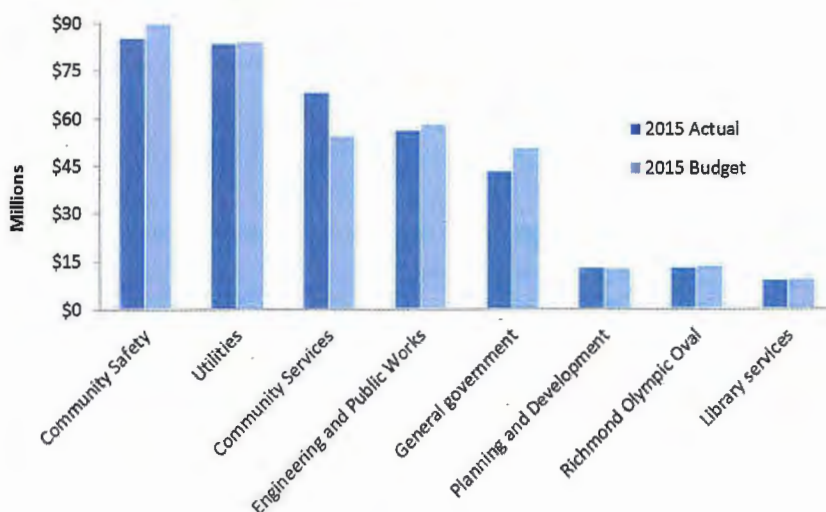
# Expenses

## 2015 Budget to Actual Comparison

Total consolidated expenses were \$373.6M compared to the budget of \$374.6M. The budget figure represents the original approved budget. During the year, the Financial Plan Bylaw was amended, however, these amounts are not included in the budget as presented on the financial statements.

Included in the \$373.6M actual expenses are \$19.3M of expenses that were budgeted in the Capital Budget that did not meet the capitalization eligibility criteria. This amount does not impact the operating surplus.

## 2015 Expenses by Function



The following comparisons are before transfers to provisions and/or reserves.

Law and Community Safety had a favourable variance of \$4.6M mainly due to vacancies and RCMP contract savings from lower than budgeted complement and indirect costs.

Engineering and Public Works had a favourable variance of \$1.8M mainly due to vacancies and the timing of programs which are scheduled to be completed in 2016.

Community Services had an unfavourable variance of \$13.9M due to the re-classification of \$15.9M of expenses from capital, mainly \$12.3m related to affordable housing contributions including Kiwanis and Storeys developments.

General government had a favourable variance of \$7.1M for the year mainly due to vacancies.

Utilities had a favourable variance of \$0.7M due mainly to savings in water purchase costs.

Planning and Development had an unfavourable variance of less than \$0.1M.

Library had a favourable variance of \$0.3M due to vacancies.

Richmond Olympic Oval had a favourable variance of \$0.6M mainly due to general and administration expenses, amortization and salaries.

LIEC had an unfavourable variance of \$0.2M due to expenses accrued to the concession liability.

## Expenses

### 2015 to 2014 Actual Comparison

Total 2015 consolidated expenses were \$373.6.9M compared to \$360.9M in 2014.

Expenses (\$000's)	2015 Actual	2014 Actual	Change
Law and Community Safety	\$85,386	\$83,820	\$1,566
Utilities	83,650	79,552	4,098
Community Services	68,246	65,137	3,109
Engineering, Public Works and Project Development	56,294	55,899	395
General government	43,438	42,582	856
Planning and Development	13,211	13,301	(90)
Richmond Olympic Oval	13,395	11,065	2,330
Library services	9,463	9,563	(100)
Lulu Island Energy Company	491	8	483
Total	\$373,574	\$360,927	\$12,647

Law and Community Safety expenses increased by \$1.6M mainly due collective agreement increases.

Utilities expenses increased by \$4.1M mainly due to negotiated wage increases and transfers from capital.

Community Services increased by \$3.1M mainly due to filling vacancies, amortization expense and increased transfers from capital.

Engineering, Public Works and project development increase of \$0.4M is mainly due to amortization expense.

General government expenses increased by \$0.9M mainly due to filling of vacancies.

Planning and development costs decreased by less than \$0.1M mainly due to timing of programs to be completed in 2016.

The expenses for the Oval increased by \$2.3M mainly due to costs required to service several new initiatives in 2015 as well as to meet the growth in the Oval's memberships, admissions and programs revenue.

Library services decreased by \$0.1M due to lower salary costs and promotions expenses.

LIEC expenses for 2015 relate to commencement of energy delivery to the Riva 1 and Carrera developments in June and July respectively.



# Expenses

## Expenses by Object

Expenses (\$000's)	2015 Actual	2014 Actual	Change
Wages and Benefits	\$147,996	\$142,169	\$5,827
Contract Services	59,165	58,121	1,044
Supplies and Materials	55,658	53,749	1,909
Amortization of tangible capital assets	53,966	52,106	1,860
Interest and Finance	21,391	21,367	24
Transfer from (to) capital for tangible capital assets	19,349	18,192	1,157
PW Maintenance	15,294	14,548	746
Loss on disposal of tangible capital assets	755	675	80
Total	\$373,574	\$360,927	\$12,647

Wages and benefits increased by \$5.8M due to filling vacancies and other collective agreement increases.

Contract services increased by \$1.0M mainly due to the expanded organics program.

Supplies and materials increased by \$1.9M mainly due to the Oval's operations required to service several new initiatives.

Amortization of tangible capital assets increased by \$1.9M due to new asset additions.

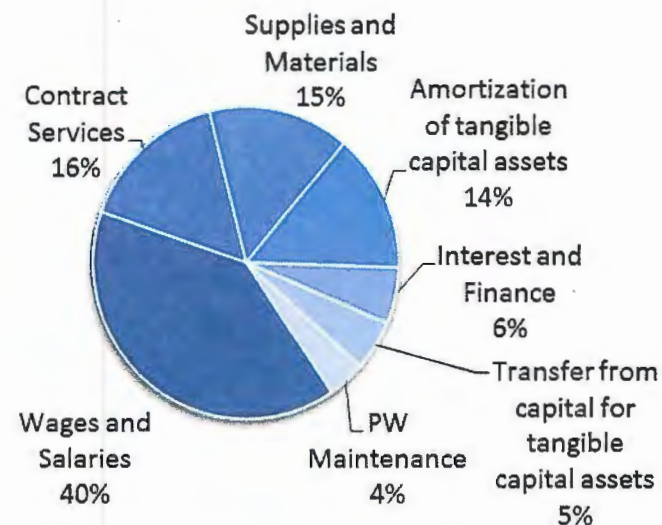
Interest and finance increased by less than \$0.1M.

Transfer from (to) capital for tangible capital assets increased by \$1.2M mainly due to the Kiwanis and Storeys affordable housing contributions.

Public works maintenance increased by \$0.7.

Loss on the disposal of tangible capital assets increased by less than \$0.1M.

## 2015 Expenses by Object





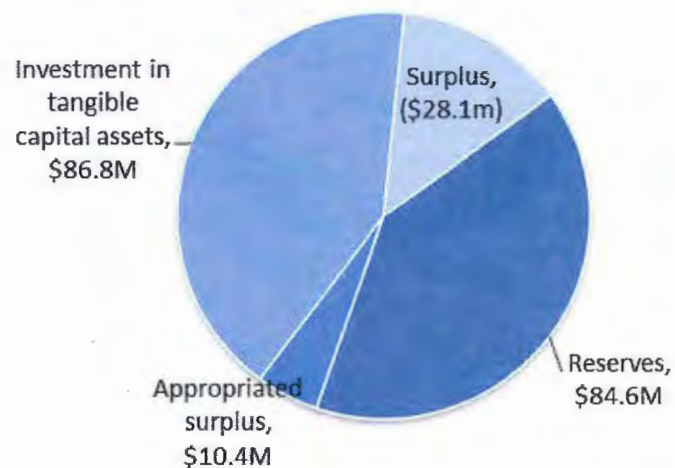
## Annual Surplus

The 2015 consolidated annual surplus of \$153.6M is calculated as the difference between revenues and expenses. The annual surplus is reflected in the year over year change in the accumulated surplus on the Statement of Financial Position.

The City's 2015 operating surplus of \$8.7M is one component of the 2015 annual surplus of \$153.6M. The remaining portion of the annual surplus relates to transactions that impact the capital equity, reserves, appropriated surplus and other accumulated surplus items.

The following chart details the distribution of the items that comprise the annual surplus. These amounts represent the changes during the year.

### Annual Surplus Distribution



The largest driver of the \$153.6M annual surplus is the change in investment in capital assets of \$86.8M. This amount is the net activity of asset additions \$148.7M offset by amortization expense of \$54.0M, disposals and debt reduction.

Appropriated surplus increased by \$10.4M relating to future commitments and potential liabilities.

Reserves increased by \$84.6M due to the timing of capital expenditures. Included in the total reserve balance is \$210.7M committed towards active capital projects.

Surplus decreased by \$28.1M due to allocation towards capital projects.

## Consolidated Statement of Changes in Net Financial Assets

The Consolidated Statement of Net Assets is unique to governments. This statement focuses on the net assets of the City, adjusting the annual surplus for the impact of tangible capital assets: mainly deducting the costs to acquire assets, and adding back amortization charged during the year.

An important measure of any government's financial condition is its net financial assets: calculated as financial assets (e.g. cash, receivables, and investments) less liabilities (e.g. trade and employment payables, deposits and debt).

The City's net financial assets as at December 31, 2015 increased by \$61.4M to \$664.0M (2014 - \$602.6M). This increase is primarily due to the \$95.6M increase in investments offset by the \$28.6M increase in DCC's and \$6.9M liability increase for deferred revenue.

# Consolidated Statement of Cash Flows

The Consolidated Statement of Cash Flows is a summary of how the City's cash position changed during the year, highlighting sources and uses of cash, including the use of cash to acquire capital assets.

The City's cash and cash equivalents decreased by \$8.9M to \$21.8M while investments increased by \$95.6M to \$929.6M. The increase in investments largely reflects the increases in capital and operating reserves.

In 2015, cash provided by operating activities was \$170.2M, compared to \$124.8M in 2014.

Cash used in capital activities was \$79.3M, compared to \$64.3M in 2014.

Cash used in investing activities was \$95.6M, compared to \$126.5M in 2014.

Cash used in financing activities was \$4.2M, compared to cash provided of \$49.7M in 2014. The 2014 activity includes:

- New debt proceeds \$50.8M
- Final Terra Nova debt payment (\$1.0M)



# Ratio Analysis

Ratio analysis enables the readers of financial reports not only to interpret the financial reports but to also assess the quality of financial management.

The following ratio analysis was conducted as recommended by the Statement of Recommended Practice SOPR-4 “Indicators of financial condition” issued by the Canadian Institute of Chartered Accountants.

Based on best practice, the conducted analysis addresses the following three key areas:

- **Assessment of sustainability** measures and demonstrates the ability of a government entity to carry out its service commitments, settles financial commitments to creditors, employees and others without increasing the debt or tax burden in the economy that it operates.
- **Assessment of flexibility** measures and demonstrates the degree to which a government entity can change the level of debt and tax burden in order to meet its service commitments or settle financial commitments.
- **Assessment of vulnerability** measures and demonstrates the degree by which a government entity is dependent on sources of funding outside its control or influence or is exposed to risk that could impair its ability to meet its service and financial commitments.



The following table presents the ratio analysis for the three-year period 2013-2015:

<b>Sustainability ratios:</b>	<b>2015</b>	<b>2014</b>	<b>2013</b>
Assets to liabilities (times)	8.7	8.8	10.4
Financial assets to liabilities (times)	2.9	2.8	3.1
Net debt to total revenues	8.8%	10.2%	0.2%
Net debt to the total assessment	0.1%	0.1%	0.0%
Expenses to the total assessment	0.6%	0.6%	0.6%
<b>Flexibility ratios:</b>	<b>2015</b>	<b>2014</b>	<b>2013</b>
Debt charges to revenues	0.3%	0.3%	0.2%
Net book value of capital assets to cost	68.7%	68.7%	68.7%
Net book value of capital assets (excluding land) to cost	57.2%	57.7%	58.5%
Own source revenue to the assessment	0.7%	0.8%	0.7%
<b>Vulnerability ratios:</b>	<b>2015</b>	<b>2014</b>	<b>2013</b>
Government transfers to total revenues	5.4%	5.8%	5.5%
Government transfers (excluding gaming revenue) to total revenues	1.6%	1.5%	1.6%

An explanation of each of the ratios is provided below.

#### Assessment of sustainability

- Assets to liabilities, indicates sustainability by the extent to which the government entity finances its operations by issuing debt. A higher ratio indicates a greater ability to cover liabilities.

- Financial assets to liabilities, indicates sustainability by the degree that future revenues are required to pay for past transactions and events. A higher ratio indicates a greater ability to cover liabilities.
- Net debt to total revenue, indicates the financial burden over the earning capacity and also indicates how future revenues will be needed for financing of past transactions and events. A lower percentage indicates a lesser reliance on future revenues to finance existing debt.
- Net debt to total assessment, indicates the relationship between the level of debt and the state of the local economy. A lower percentage indicates a lesser reliance on the current assessment base to finance existing debt.
- Expenses to total assessment, indicates the trend of the government spending in connection to the state of the local economy. A lower percentage indicates a lesser reliance on the current assessment base to finance existing expenses.

#### Assessment of flexibility

- Debt charges to revenues, indicates the extent to which past borrowing decisions present a constraint on a government's ability to meet its financial

commitments. A lower ratio indicates a lesser reliance on existing revenues to finance debt charges.

- Net book value of capital assets to cost, indicates the estimated useful life of the capital assets to provide services. A higher ratio indicates a newer asset inventory.
- Net book value of capital assets (excluding land) to cost, indicates the estimated useful life remaining of depreciable capital assets. Land is not a depreciable asset and its inclusion can distort the net book value to cost ratio. A higher ratio indicates a newer asset inventory.
- Own source revenue to assessment, indicates the degree to which represents the percentage of taxes taken from its own tax base. A lower ratio indicates a lesser proportion of existing revenues from own sources on the current assessment base.

#### **Assessment of vulnerability**

- Government transfers to total revenue, indicates the degree to which the local government is dependent on provincial or federal grants. A higher ratio indicates a higher proportion of grants.



# Environmental Analysis

The City provides a wide array of services to residents, businesses and visitors. The Council Term Goals help guide the development and implementation of the City's work programs and operations.

The following section highlights:

- Council Term Goals
- Environment
  - Business Licenses
  - Housing Activity
  - Population
- City Services



## Term Goals

Council decisions guide and influence the City's social and physical development, the quality of life and lifestyle choices available to residents, the relative safety and protection of residents and businesses, and the role the City plays within the region. To help Council manage this important agenda, a "Term Goal Setting" process is undertaken at the start of each new term of office to determine Council's desired focus and priorities in order to ensure City work programs are appropriately aligned. This process forms an integral part of City operations, and helps to ensure a focused and productive workforce that makes the most effective use of public resources. In alphabetical order, the nine goal areas for the 2014-2018 term of Council include:

### **1. A Safe Community**

Maintain emphasis on community safety to ensure Richmond continues to be a safe community.

### **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.

### **3. A Well-Planned Community**

Adhere to effective planning and growth management practices to maintain and enhance the livability, sustainability and desirability of our City and its neighbourhoods, and to ensure the results match the intentions of our policies and bylaws.

### **4. Leadership in Sustainability**

Continue advancement of the City's sustainability framework and initiatives to improve the short and long term livability of our City, and that maintain Richmond's position as a leader in sustainable programs, practices and innovations.

### **5. Partnerships and Collaboration**

Continue development and utilization of collaborative approaches and partnerships with intergovernmental and other agencies to help meet the needs of the Richmond community.





## Term Goals

### **6. Quality Infrastructure Networks**

Continue diligence towards the development of infrastructure networks that are safe, sustainable, and address the challenges associated with aging systems, population growth, and environmental impact.

### **7. Strong Financial Stewardship**

Maintain the City's strong financial position through effective budget processes, the efficient and effective use of financial resources, and the prudent leveraging of economic and financial opportunities to increase current and long-term financial sustainability.

### **8. Supportive Economic Development Environment**

Review, develop and implement plans, policies, programs and practices to increase business and visitor appeal and promote local economic growth and resiliency.

### **9. Well-Informed Citizenry**

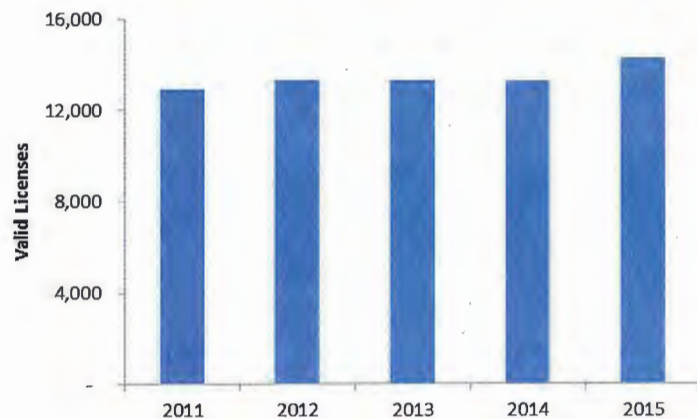
Continue to develop and provide programs and services that ensure the Richmond community is well-informed and engaged on City business and decision making.

# Environment

## Business Licenses

The total number of business licenses issued increased, with 14,351 and 13,322 licenses issued in 2015 and 2014 respectively.

### Business Licenses 2011-2015



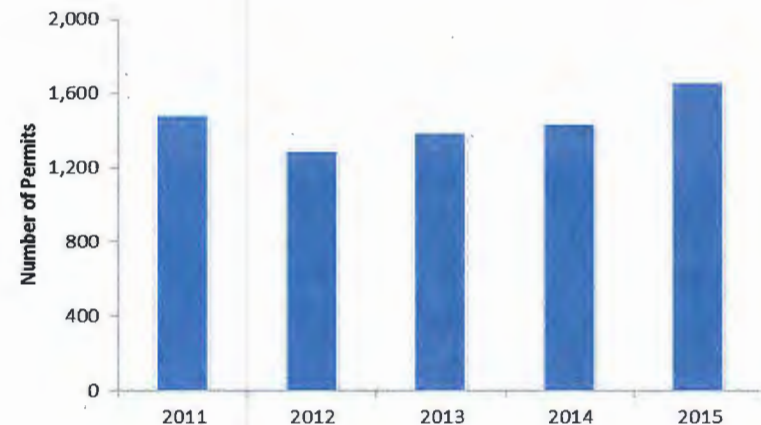
## Housing Activity

Richmond house prices increased 29.7%, with a 2015 detached median house price of \$1,680,000. The total number of sales increased year-over-year by 35.7% to 5,786.

In 2015, the total number of building permits issued was 1,656 which was a 19.3% increase from 2014. Overall, the building permit fees collected increased by 86.6% a sign of increasing

development activity in Richmond compared to the previous year. The actual permit fees collected for 2015 was \$11.0M.

### Building Permits 2011-2015



The construction value of permits issued in 2015 was \$998.0M, which was a record year and is an increase of approximately 107.1% from 2014.

The number of development applications received in 2015 increased by 22.1% from 2014 to 243 from 199 applications. Total fees collected in 2015 increased by 83.0% compared to 2014.

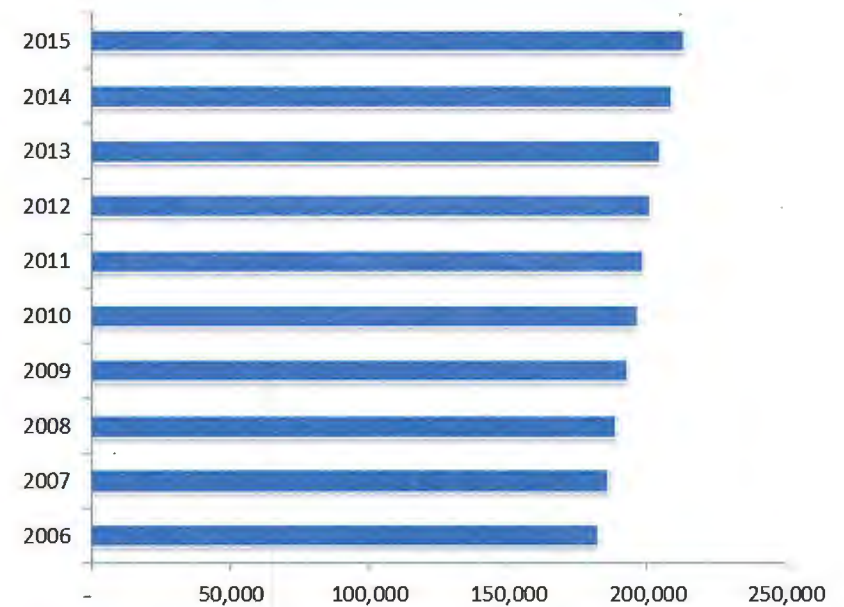




## Population

Richmond's current population is estimated at 213,891<sup>1</sup>, which is a 2.17% increase from 2014. Richmond is the fourth most populous municipality in the Greater Vancouver region.

### Richmond Population 2006-2015



<sup>1</sup>City of Richmond Policy Planning

## Services

The City of Richmond provides a wide array of services to residents, businesses and visitors. The City is responsible for delivering the following services in Richmond:

- Performing land use and transportation planning, building approvals, property use and zoning.
- Providing and maintaining roads, dykes, water and sewerage systems, drainage and irrigation systems.
- Providing sanitation and recycling services.
- Providing for the safety and protection of citizens by maintaining policing, fire-rescue services, bylaw enforcement, emergency and environmental programs.
- Providing for the recreational and cultural needs of citizens by: funding library services; building and maintaining recreational and cultural facilities, including pools, arenas, community centres, art centres, theatre and numerous heritage sites.
- Designing, constructing, and maintaining a recreational trail system and a system of parks with playing fields, playgrounds, and various amenities including tennis courts and basketball courts.
- Developing a sustainable community through: affordable housing, child care programs, wellness and outreach programs, tree protection, pesticide use restrictions, waste reduction programs, pollution prevention, district energy utility, energy management programs, purchasing policies and high performance building programs.
- Providing business licenses and economic development initiatives.
- Adminstrating property taxes and utility bills.
- Working to safeguard the financial well-being of the City through the provision of effective and reliable financial services and information to Council, staff and the public.
- Working to safeguard and enhance the livability and social, financial, and environmental sustainability of our community and surrounding environment.
- Representing the interests of our citizens on various regional bodies responsible for providing services such as transit, drinking water, waste disposal, and air quality monitoring and reporting.

These services are provided through the use of funds as approved by Council in the 2015 operating, capital and utility budgets.

	2013	2014	2015
Population Growth (per annum)	1.82%	2.05%	2.17%
Capital construction costs (\$mil) <sup>1</sup>	\$71.77	\$193.23	\$159.55
City Grants Program	\$738,845	\$760,735	\$763,586
Other Grants <sup>2</sup>	\$1,395,307	\$1,524,799	\$1,597,959
Registration in Recreation Programs	126,410	141,175	134,786
RCMP Calls for Services	68,484	67,118	67,276
Fire Rescue Responses	9,710	9,643	10,326

<sup>1</sup> This figure represents the amended capital budget excluding internal transfers and debt repayment

<sup>2</sup> Other grants are in addition to the City Grant Program and include contributions towards Gateway Theatre, Richmond Center for Disability, Richmond Therapeutic Equestrian Society and various youth grants.



## Conclusion

The City's prudent financial management has positioned it well to continue to carry out and meet Council's goals and service commitments to provide a safe and desirable community to live, work and play in, while providing good value for taxpayers.

The FSD&A provides a detailed analysis of the Consolidated Financial Statements. The FSD&A explains the significant differences in the financial statements between the reported year and the previous year as well as between budgeted and actual results.

The Consolidated Financial Statements and FSD&A provide details about past activity and the balances at December 31<sup>st</sup> of the fiscal year. This information, in conjunction with planning documents provides a comprehensive depiction of the future financial viability of the City.

In 2003, Council adopted the Long Term Financial Management Strategy (LTFMS) to ensure prudent fiscal practices while maintaining the City's high service standards and balancing current and long term financial needs. The effects of this policy can be seen in the current financial health of the organization.

The LTFMS policy forms the foundation for the City's financial planning, including the preparation of the Five Year Financial Plan Bylaws.

The 2016 – 2020 Five Year Financial Plan combines the Operating, Utility and Capital Budgets. It provides details on the services provided, anticipated revenues and expenses, and planned capital projects.

Additional information about the current financial plan can be found at:

<http://www.richmond.ca/cityhall/finance/reporting/fiveyear.htm>

Consolidated Financial Statements of

**CITY OF RICHMOND**

Year ended December 31, 2015

## INDEPENDENT AUDITORS' REPORT

To the Mayor and Council

We have audited the accompanying consolidated financial statements of the City of Richmond, which comprise the consolidated statement of financial position as at December 31, 2015 and the consolidated statements of operations, changes in net financial assets, and cash flows for the year then ended, and notes, comprising a summary of significant accounting policies and other explanatory information.

### *Management's Responsibility for the Consolidated Financial Statements*

Management is responsible for the preparation and fair presentation of these consolidated financial statements in accordance with Canadian public sector accounting standards, and for such internal control as management determines is necessary to enable the preparation of consolidated financial statements that are free from material misstatement, whether due to fraud or error.

### *Auditors' Responsibility*

Our responsibility is to express an opinion on these consolidated financial statements based on our audit. We conducted our audit in accordance with Canadian generally accepted auditing standards. Those standards require that we comply with ethical requirements and plan and perform the audit to obtain reasonable assurance about whether the consolidated financial statements are free from material misstatement.

An audit involves performing procedures to obtain audit evidence about the amounts and disclosures in the consolidated financial statements. The procedures selected depend on our judgment, including the assessment of the risks of material misstatement of the consolidated financial statements, whether due to fraud or error. In making those risk assessments, we consider internal control relevant to the entity's preparation and fair presentation of the consolidated financial statements in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of the entity's internal control. An audit also includes evaluating the appropriateness of accounting policies used and the reasonableness of accounting estimates made by management, as well as evaluating the overall presentation of the consolidated financial statements.

We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinion.

### *Opinion*

In our opinion, the consolidated financial statements present fairly, in all material respects, the consolidated financial position of the City of Richmond as at December 31, 2015, and its consolidated results of operations, its changes in net consolidated financial assets, and its consolidated cash flows for the year then ended in accordance with Canadian public sector accounting standards.

Chartered Professional Accountants

Date  
Burnaby, Canada

**DRAFT** - May 4, 2016

# CITY OF RICHMOND

Consolidated Statement of Financial Position  
(Expressed in thousands of dollars)

December 31, 2015, with comparative figures for 2014

	2015	2014 (recast - note 3)
<b>Financial Assets</b>		
Cash and cash equivalents	\$ 21,800	\$ 30,731
Investments (note 4)	929,590	833,964
Accrued interest receivable	6,287	5,363
Accounts receivable (note 5)	30,162	28,050
Taxes receivable	8,010	7,481
Development fees receivable	21,135	25,360
Debt reserve fund - deposits (note 6)	508	708
	<u>1,017,492</u>	<u>931,657</u>
<b>Liabilities</b>		
Accounts payable and accrued liabilities (note 7)	87,701	88,331
Development cost charges (note 8)	111,591	82,965
Deposits and holdbacks (note 9)	58,896	65,103
Deferred revenue (note 10)	48,711	41,823
Debt, net of MFA sinking fund deposits (note 11)	46,583	50,815
	<u>353,482</u>	<u>329,037</u>
Net financial assets	664,010	602,620
<b>Non-Financial Assets</b>		
Tangible capital assets (note 12)	2,062,895	1,970,634
Inventory of materials and supplies	2,359	2,415
Prepaid expenses	1,930	1,971
	<u>2,067,184</u>	<u>1,975,020</u>
Accumulated surplus (note 13)	<u>\$ 2,731,194</u>	<u>\$ 2,577,640</u>

Commitments and contingencies (note 17)

See accompanying notes to consolidated financial statements.

General Manager, Finance and Corporate Services



# CITY OF RICHMOND

Consolidated Statement of Operations  
(Expressed in thousands of dollars)

Year ended December 31, 2015, with comparative figures for 2014

	2015 Budget (notes 2(m) and 23)	2015	2014 (recast - note 3)
Revenue:			
Taxation and levies	\$ 189,796	\$ 189,136	\$ 183,687
Utility fees	95,963	94,290	93,201
Sales of services	29,664	34,186	32,809
Payments-in-lieu of taxes	13,473	15,109	14,546
Provincial and federal grants	6,833	8,654	7,480
Development cost charges	23,828	17,818	18,765
Other capital funding sources	57,155	72,575	63,221
Other revenues:			
Investment income	16,821	16,303	16,568
Gaming revenue	18,030	19,555	21,047
Licenses and permits	7,874	10,747	9,819
Other (note 20)	8,904	48,755	35,194
	468,341	527,128	496,337
Expenses:			
Law and community safety	89,959	85,386	83,820
Utilities: water, sewer and sanitation	84,352	83,650	79,552
Engineering, public works and project development	58,128	56,294	55,899
Community services	54,370	68,246	65,137
General government	50,552	43,438	42,582
Planning and development	13,120	13,211	13,301
Richmond Olympic Oval	14,029	13,395	11,065
Library services	9,793	9,463	9,563
Lulu Island Energy Company	249	491	8
	374,552	373,574	360,927
Annual surplus	93,789	153,554	135,410
Accumulated surplus, beginning of year	2,577,640	2,577,640	2,442,230
Accumulated surplus, end of year	\$ 2,671,429	\$ 2,731,194	\$ 2,577,640

See accompanying notes to consolidated financial statements.

# CITY OF RICHMOND

## Consolidated Statement of Changes in Net Financial Assets (Expressed in thousands of dollars)

Year ended December 31, 2015, with comparative figures for 2014

	2015 Budget (notes 2(m) and 23)	2015	2014 (recast - note 3)
Surplus for the year	\$ 93,789	\$ 153,554	\$ 135,410
Acquisition of tangible capital assets	(93,041)	(86,941)	(78,947)
Acquired tangible capital assets from developers	(55,000)	(61,807)	(55,388)
Amortization of tangible capital assets	50,997	53,966	52,106
Gain on disposal of tangible capital assets	-	(5,157)	(13,744)
Proceeds on sale of tangible capital assets	-	7,678	14,615
	(3,255)	61,293	54,052
Acquisition of inventories of supplies	-	(2,359)	(2,415)
Acquisition of prepaid expenses	-	(1,930)	(1,971)
Consumption of inventories of supplies	-	2,415	2,363
Use of prepaid expenses	-	1,971	1,594
Change in net financial assets	(3,255)	61,390	53,623
Net financial assets, beginning of year	602,620	602,620	548,997
Net financial assets, end of year	\$ 599,365	\$ 664,010	\$ 602,620

See accompanying notes to consolidated financial statements.

# CITY OF RICHMOND

Consolidated Statement of Cash Flows  
(Expressed in thousands of dollars)

Year ended December 31, 2015, with comparative figures for 2014

	2015	2014
		(recast - note 3)
Cash provided by (used in):		
Operations:		
Annual surplus	\$ 153,554	\$ 135,410
Items not involving cash:		
Amortization	53,966	52,106
Gain on disposal of tangible capital assets	(5,157)	(13,744)
Contributions of tangible capital assets	(61,807)	(55,388)
Change in non-cash operating working capital:		
Accrued interest receivable	(924)	(2,139)
Accounts receivable	(2,112)	(8,628)
Taxes receivable	(529)	1,966
Development fees receivable	4,225	(3,955)
Debt reserve fund - deposits	200	(508)
Prepaid expenses	41	(377)
Inventories of materials and supplies	56	(52)
Accounts payable and accrued liabilities	(608)	5,157
Deposits and holdbacks	(6,207)	13,262
Deferred revenue	6,888	5,953
Development cost charges	28,626	(4,247)
Net change in cash from operating activities	170,212	124,816
Capital activities:		
Acquisition of tangible capital assets	(86,941)	(78,947)
Proceeds on disposal of tangible capital assets	7,678	14,615
Net change in cash from capital activities	(79,263)	(64,332)
Financing activities:		
Increase (decrease) in debt	(4,232)	49,759
Principal payments on obligations under capital leases	(22)	(30)
Net change in cash from financing activities	(4,254)	49,729
Investing activities:		
Net increase in investments	(95,626)	(126,528)
Net change in cash and cash equivalents	(8,931)	(16,315)
Cash and cash equivalents, beginning of year	30,731	47,046
Cash and cash equivalents, end of year	\$ 21,800	\$ 30,731

See accompanying notes to consolidated financial statements.

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

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## 1. Operations:

The City of Richmond (the "City") is incorporated under the Local Government Act of British Columbia. The City's principal activities include the provision of local government services to residents of the incorporated area. These include administrative, protective, transportation, environmental, recreational, water, and sewer.

## 2. Significant accounting policies:

These consolidated financial statements are the representation of management and have been prepared in accordance with Canadian generally accepted accounting principles as prescribed by the Public Sector Accounting Board ("PSAB") of the Chartered Professional Accountants of Canada.

### (a) Basis of consolidation:

These consolidated financial statements reflect a combination of the City's General Revenue, General Capital and Loan, Waterworks and Sewerworks, and Reserve Funds consolidated with the Richmond Public Library (the "Library"), the Richmond Olympic Oval (the "Oval") and the Lulu Island Energy Company Ltd. ("LIEC"). The Library is consolidated as the Library Board is appointed by the City. The Oval and LIEC are consolidated as they are wholly owned municipal corporations of the City and operate as other government organizations. Interfund transactions, fund balances and activities have been eliminated on consolidation.

#### (i) General Revenue Fund:

This fund is used to account for the current operations of the City as provided for in the Annual Budget, including collection of taxes, administering operations, policing, and servicing general debt.

#### (ii) General Capital and Loan Fund:

This fund is used to record the City's tangible capital assets and work-in-progress, including engineering structures such as roads and bridges, and the related long-term debt.

#### (iii) Waterworks and Sewerworks Funds:

These funds have been established to cover the costs of operating these utilities, with related capital and loan funds to record the related capital assets and long-term debt.

#### (iv) Reserve Funds:

Certain funds are established by bylaws for specific purposes. They are funded primarily by budgeted contributions from the General Revenue Fund and developer contributions plus interest earned on fund balances.



# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

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## 2. Significant accounting policies (continued):

### (b) Basis of accounting:

The City follows the accrual method of accounting for revenues and expenses. Revenues are recognized in the year in which they are earned and measurable. Expenses are recognized as they are incurred and measurable as a result of receipt of goods and services and/or the creation of a legal obligation to pay.

### (c) Government transfers:

Restricted transfers from governments are deferred and recognized as revenue as the related expenditures are incurred or the stipulations in the related agreement are met. Unrestricted transfers are recognized as revenue when received or if the amount to be received can be reasonably estimated and collection is reasonably assured.

### (d) Cash and cash equivalents:

Cash and cash equivalents consist of cash, highly liquid money market investments and short-term investments with maturities of less than 90 days from date of acquisition.

### (e) Investments:

Investments are recorded at cost, adjusted for amortization of premiums or discounts. Provisions for losses are recorded when they are considered to be other than temporary. At various times during the term of each individual investment, market value may be less than cost. Such declines in value are considered temporary for investments with known maturity dates as they generally reverse as the investments mature and therefore an adjustment to market value for these market declines is not recorded.

### (f) Accounts receivable:

Accounts receivable are net of an allowance for doubtful accounts and therefore represent amounts expected to be collected.

### (g) Development cost charges:

Development cost charges are restricted by legislation to expenditures on capital infrastructure. These amounts are deferred upon receipt and recognized as revenue when the expenditures are incurred in accordance with the restrictions.

### (h) Post-employment benefits:

The City and its employees make contributions to the Municipal Pension Plan. As this plan is a multi-employee plan, contributions are expensed as incurred.

Post-employment benefits also accrue to the City's employees. The liabilities related to these benefits are actuarially determined based on service and best estimates of retirement ages and expected future salary and wage increases. The liabilities under these benefits plans are accrued based on projected benefits prorated as employees render services necessary to earn the future benefits.

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 2. Significant accounting policies (continued):

### (i) Non-financial assets:

Non-financial assets are not available to discharge existing liabilities and are held for use in the provision of services. They have useful lives extending beyond the current year and are not intended for sale in the ordinary course of operations.

### (i) Tangible capital assets:

Tangible capital assets are recorded at cost, which includes amounts that are directly attributable to acquisition, construction, development, or betterment of the assets. The cost, less the residual value, of the tangible capital assets, excluding land are amortized on a straight line basis over their estimated useful lives as follows:

Asset	Useful life - years
Buildings and building improvements	10 - 75
Infrastructure	5 - 100
Vehicles, machinery and equipment	3 - 40
Library's collections, furniture and equipment	4 - 20

Amortization is charged over the asset's useful life commencing when the asset is acquired. Assets under construction are not amortized until the asset is available for productive use.

### (ii) Contributions of tangible capital assets:

Tangible capital assets received as contributions are recorded at their fair value at the date of receipt and also are recorded as revenue.

### (iii) Natural resources:

Natural resources that have been purchased are not recognized as assets in the financial statements.

### (iv) Works of art and cultural and historic assets:

Works of art and cultural and historic assets are not recorded as assets in these financial statements.

### (v) Interest capitalization:

The City does not capitalize interest costs associated with the construction of a tangible capital asset.

### (vi) Labour capitalization:

Internal labour directly attributable to the construction, development or implementation of a tangible capital asset is capitalized.

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

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## 2. Significant accounting policies (continued):

### (i) Non-financial assets (continued):

#### (vii) Leased tangible capital assets:

Leases which transfer substantially all of the benefits and risks incidental to ownership of property are accounted for as leased tangible capital assets. All other leases are accounted for as operating leases and the related payments are charged to expenses as incurred.

#### (viii) Impairment of tangible capital assets:

Tangible capital assets are written down when conditions indicate that they no longer contribute to the Company's ability to provide goods and services, or when the value of future economic benefits associated with the tangible capital assets are less than their net book value. The net write-downs are accounted for as expenses in the statement of operations.

#### (ix) Inventory of materials and supplies:

Inventory is recorded at cost, net of an allowance for obsolete stock. Cost is determined on a weighted average basis.

### (j) Revenue recognition:

Revenues are recognized in the period in which the transactions or events occurred that gave rise to the revenues. All revenues are recorded on an accrual basis, except when the accruals cannot be determined with a reasonable degree of certainty or when their estimation is impractical.

The City is required to act as the agent for the collection of certain taxes and fees imposed by other authorities. Collections for other authorities are excluded from the City's taxation revenues.

### (k) Deferred revenue:

The City defers a portion of the revenue collected from permits, licenses and other fees and recognizes this revenue in the year in which related inspections are performed or other related expenditures are incurred.

### (k) Deposits:

Receipts restricted by the legislation of senior governments or by agreement with external parties are deferred and reported as deposits and are refundable under certain circumstances. When qualifying expenditures are incurred, deposits are recognized as revenue at amounts equal to the qualifying expenditures.

### (l) Debt:

Debt is recorded net of related sinking fund balances.

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

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## 2. Significant accounting policies (continued):

### (m) Budget information:

Budget information, presented on a basis consistent with that used for actual results, was included in the City of Richmond's Five Year Financial Plan and was originally adopted through Bylaw No. 9220 on April 13, 2015.

### (n) Contaminated Sites:

Contaminated sites are a result of contamination being introduced into air, soil, water, or sediment of a chemical, organic or radioactive material or live organism that exceeds an environmental standard. Liabilities are recorded net of any expected recoveries.

A liability for remediation of contaminated sites is recognized when a site is not in productive use and the following criteria are met:

- (i) An environmental standard exists;
- (ii) Contamination exceeds the environmental standards;
- (iii) The City is directly responsible or accepts responsibility;
- (iv) It is expected that future economic benefits will be given up; and
- (v) A reasonable estimate of the amount can be made.

The liability is recognized as management's estimate of the cost of post-remediation including operation, maintenance and monitoring that are an integral part of the remediation strategy for a contaminated site.

### (o) Adoption of new accounting policy:

On January 1, 2015, the City adopted PS 3260 Liability for Contaminated Sites. The standard was applied on a prospective basis and resulted in the recognition of a liability of \$650,000 which has been included in accounts payable and accrued liabilities at December 31, 2015 and a corresponding increase in expenses for the year ending December 31, 2015.

### (p) Use of accounting estimates:

The preparation of financial statements requires management to make estimates and assumptions that affect the reported amounts of assets and liabilities and disclosure of contingent assets and liabilities at the date of the financial statements and the reported amount of revenue and expenditures during the reporting period. Significant areas requiring the use of management estimates relate to the value of contributed tangible capital assets, value of developer contributions, useful lives for amortization, determination of provisions for accrued liabilities, performing actuarial valuation of employee future benefits, allowance for doubtful accounts, and provision for contingencies. Actual results could differ from those estimates. Adjustments, if any, will be reflected in the financial statements in the period that the change in estimate is made, as well as in the period of settlement if the amount is different.



# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 2. Significant accounting policies (continued):

### (q) Segment disclosures:

A segment is defined as a distinguishable activity or group of activities of a government for which it is appropriate to separately report financial information to achieve the objectives of the standard. The City of Richmond has provided definitions of segments used by the City as well as presented financial information in segment format (note 22).

### (r) Public-private partnership projects:

Public-private partnership ("P3") projects are delivered by private sector partners selected to design, build, finance, and maintain the assets. The cost of the assets under construction are estimated at fair value, based on construction progress billings and also includes other costs, if any, incurred directly by the City.

The asset cost includes development costs estimated at fair value. Interest during construction is not included in the asset cost. When available for operations, the project assets are amortized over their estimated useful lives. Correspondingly, an obligation for the cost of capital and financing received to date, net of the contributions received is recorded as a liability and included as debt on the statement of financial position.

## 3. Recast of prior year comparative figures:

### (a) Tangible capital assets:

During the year, the City determined that certain net tangible capital assets had been omitted from its asset registers.

The impact of these immaterial errors has been recorded retrospectively and prior periods have been recast as follows:

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#### Accumulated surplus at January 1, 2014:

Accumulated surplus, as previously reported	\$ 2,430,252
Net book value of tangible capital assets not previously recorded	11,978
Accumulated surplus, as recast	\$ 2,442,230

#### Annual surplus for 2014:

Annual surplus, as previously reported	\$ 123,856
Developer contributions received in 2014, not previously recorded	11,554
Annual surplus, as recast	\$ 135,410

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 3. Recast of prior year comparative figures (continued):

### (a) Tangible capital assets (continued):

#### Tangible capital assets at December 31, 2014:

Tangible capital assets, as previously reported	\$ 1,947,102
Net book value of tangible capital assets not previously recorded	23,532
<b>Tangible capital assets, as recast</b>	<b>\$ 1,970,634</b>

### (b) Cash equivalents:

During the year, the City determined that an adjustment was required to correct the classification of certain guaranteed investment certificates due to their highly liquid nature with a term to maturity of three months or less at the date of purchase.

The impact of these immaterial errors has been recorded retrospectively and prior periods have been recast as follows:

#### Cash and cash equivalents at December 31, 2014:

Cash and cash equivalents, as previously reported	\$ 22,053
Reclassification from investments to cash and cash equivalents	8,678
<b>Cash and cash equivalents, as recast</b>	<b>\$ 30,731</b>

#### Investments at December 31, 2014:

Investments, as previously reported	\$ 842,642
Reclassification from investments to cash and cash equivalents	(8,678)
<b>Investments, as recast</b>	<b>\$ 833,964</b>

## 4. Investments:

	2015		2014 (recast - note 3)	
	Cost	Market value	Cost	Market value
Short-term notes and deposits	\$ 360,081	\$ 360,081	\$ 290,059	\$ 290,090
Government and government guaranteed bonds	220,228	227,567	261,847	265,941
Municipal Finance Authority Pooled Investment	43,212	43,212	22,527	22,527
Other Bonds	306,069	307,385	259,531	261,176
	<b>\$ 929,590</b>	<b>\$ 938,245</b>	<b>\$ 833,964</b>	<b>\$ 839,734</b>

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 5. Accounts receivable:

	2015	2014
Water and sewer utilities	\$ 11,381	\$ 10,358
Casino revenues	4,532	5,652
Capital grant	2,482	4,279
Other trade receivables	11,767	7,761
	\$ 30,162	\$ 28,050

## 6. Debt reserve fund deposits and contingent demand notes:

The City issues its debt instruments through the Municipal Finance Authority (the "MFA"). As a condition of these borrowings, a portion of the debenture proceeds is withheld by the MFA in a Debt Reserve Fund. The City also executes demand notes in connection with each debenture whereby the City may be required to loan certain amounts to the MFA. These demand notes are contingent in nature and are not reflected in the City's accounts. The details of the cash deposits and contingent demand notes at December 31, 2015 are as follows:

	Cash deposits	Contingent demand notes
General Revenue Fund	\$ 508	\$ 2,447

## 7. Accounts payable and accrued liabilities:

	2015	2014
Trade and other liabilities	\$ 55,995	\$ 57,576
Post-employment benefits (note 15)	31,706	30,755
	\$ 87,701	\$ 88,331

## 8. Development cost charges:

	2015	2014
Balance, beginning of year	\$ 82,965	\$ 87,212
Contributions	44,934	13,313
Interest	1,510	1,205
Revenue recognized	(17,818)	(18,765)
Balance, end of year	\$ 111,591	\$ 82,965

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 9. Deposits and holdbacks:

	Balance December 31, 2014	Deposit contributions	Refund expenditures	Balance December 31, 2015
Security deposits	\$ 48,377	\$ 16,662	\$ 24,722	\$ 40,317
Developer contribution	5,337	294	85	5,546
Contract holdbacks	1,968	4,114	3,273	2,809
Transit Oriented Development Fund	1,523	-	-	1,523
Other	7,898	22,638	21,835	8,701
	\$ 65,103	\$ 43,708	\$ 49,915	\$ 58,896

## 10. Deferred revenue:

Deferred revenue represents revenues that are collected but not earned as of December 31, 2015. These revenues will be recognized in future periods as they are earned. Deferred revenue also represents funds received from external parties for specified purposes. These revenues are recognized in the period in which the related expenses are incurred.

	Balance December 31, 2014	External restricted inflows	Revenue earned	Balance December 31, 2015
Taxes and Utilities	\$ 16,645	\$ 19,370	\$ 16,645	\$ 19,370
Building permits/development	7,481	8,018	3,414	12,085
Oval	4,316	11,170	9,888	5,598
Capital grants	3,472	11,443	10,319	4,596
Business licenses	2,403	2,071	1,965	2,509
Parking easement/leased land	2,413	48	44	2,417
Other	5,093	3,353	6,310	2,136
	\$ 41,823	\$ 55,473	\$ 48,585	\$ 48,711



# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 11. Debt:

The interest rate for the year ended December 31, 2015 on the principal amount of the MFA debentures was 3.30% per annum.

The City obtains debt instruments through the MFA pursuant to security issuing bylaws under authority of the Community Charter to finance certain capital expenditures.

Gross amount for the debt less principal payments and actuarial adjustments to date are as follows:

	Gross amount borrowed	Repayments and actuarial adjustments	Net debt 2015	Net debt 2014
General Fund	\$ 50,815	\$ 4,232	\$ 46,583	\$ 50,815

Repayments on net outstanding debenture debt over the next five years are as follows:

	Total
2016	\$ 4,402
2017	4,578
2018	4,761
2019	4,951
2020	5,149
Thereafter	22,742
	\$ 46,583

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 12. Tangible capital assets:

Cost	Balance at December 31, 2014 (recast - note 3)	Additions and transfers	Disposals	Balance at December 31, 2015
Land	\$ 747,290	\$ 57,844	\$ (1,489)	\$ 803,645
Buildings and building improvements	360,966	14,141	(287)	374,820
Infrastructure	1,585,726	63,885	(5,405)	1,644,206
Vehicles, machinery and equipment	98,059	15,116	(3,055)	110,120
Library's collections, furniture and equipment	9,259	1,618	(1,207)	9,670
Assets under construction	66,223	(3,856)	-	62,367
	\$ 2,867,523	\$ 148,748	\$ (11,443)	\$ 3,004,828

Accumulated amortization	Balance at December 31, 2014 (recast - note 3)	Disposals	Amortization expense	Balance at December 31, 2015
Buildings and building improvements	\$ 128,204	\$ (264)	\$ 13,740	\$ 141,680
Infrastructure	700,368	(4,471)	32,220	728,117
Vehicles, machinery and equipment	63,494	(3,028)	6,339	66,805
Library's collections, furniture and equipment	4,823	(1,159)	1,667	5,331
	\$ 896,889	\$ (8,922)	\$ 53,966	\$ 941,933

	Net book value December 31, 2015	Net book value December 31, 2014 (recast - note 3)
Land	\$ 803,645	\$ 747,290
Buildings and building improvements	233,140	232,762
Infrastructure	916,089	885,358
Vehicles, machinery and equipment	43,315	34,565
Library's collection, furniture and equipment	4,339	4,436
Assets under construction (a)	62,367	66,223
Balance, end of year	\$ 2,062,895	\$ 1,970,634

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

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## 12. Tangible capital assets (continued):

### (a) Assets under construction:

Assets under construction having a value of approximately \$62,367,664 (2014 - \$66,223,263) have not been amortized. Amortization of these assets will commence when the asset is put into service.

### (b) Contributed tangible capital assets:

Contributed tangible capital assets have been recognized at fair market value at the date of contribution. The value of contributed assets received during the year is \$61,806,695 (2014 - \$55,388,435) comprised of infrastructure in the amount of \$10,874,576 (2014 - \$18,937,542), land in the amount of \$50,606,219 (2014 - \$36,450,893), and other assets in the amount of \$325,900 (2014 - nil).

### (c) Tangible capital assets disclosed at nominal values:

Where an estimate of fair value could not be made, the tangible capital asset was recognized at a nominal value.

### (d) Works of Art and Historical Treasures:

The City manages and controls various works of art and non-operational historical cultural assets including building, artifacts, paintings, and sculptures located at City sites and public display areas. The assets are not recorded as tangible capital assets and are not amortized.

### (e) Write-down of tangible capital assets:

There were no write-downs of tangible capital assets during the year (2014 - nil).

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 13. Accumulated surplus:

	General Funds and Reserve	Water Utility Fund	Sanitary Sewer Utility Fund	Richmond Olympic Oval	Library Services	Lulu Island Energy Co	2015 Total	2014 Total (recast - note 3)
Investment in tangible capital assets	\$ 2,041,691	\$ -	\$ -	\$ 9,447	\$ 4,341	\$ -	\$ 2,055,479	\$ 1,968,651
Reserves (note 14)	457,987	-	-	3,191	-	-	461,178	376,602
Appropriated Surplus	151,031	27,813	15,013	890	303	-	195,050	184,644
Surplus	9,567	244	6,200	502	201	551	17,265	45,410
Other equity	2,222	-	-	-	-	-	2,222	2,333
Balance, end of year	\$ 2,662,498	\$ 28,057	\$ 21,213	\$ 14,030	\$ 4,845	\$ 551	\$ 2,731,194	\$ 2,577,640



# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 14. Reserves:

	2014	Change during year	2015
Reserve funds:			
Affordable housing	\$ 12,551	\$ 12,383	\$ 24,934
Arts, culture and heritage	4,362	87	4,449
Capital building and infrastructure	55,651	4,761	60,412
Capital reserve	103,806	53,972	157,778
Capstan station	8,241	1,267	9,508
Child care development	2,201	134	2,335
Community legacy and land replacement	16,720	274	16,994
Drainage improvement	44,505	8,417	52,922
Equipment replacement	17,241	(359)	16,882
Leisure facilities	3,621	1,654	5,275
Local improvements	6,643	124	6,767
Neighborhood improvement	6,724	251	6,975
Public art program	2,554	502	3,056
Sanitary sewer	39,504	2,183	41,687
Steveston off-street parking	293	6	299
Steveston road ends	623	(165)	458
Waterfront improvement	659	(17)	642
Watermain replacement	46,375	239	46,614
Oval	4,328	(1,137)	3,191
	\$ 376,602	\$ 84,576	\$ 461,178

## 15. Post-employment benefits:

The City provides certain post-employment benefits, non-vested sick leave, compensated absences, and termination benefits to its employees.

	2015	2014
Balance, beginning of year	\$ 30,755	\$ 30,042
Current service cost	1,924	1,791
Interest cost	912	1,054
Amortization of actuarial loss	93	430
Benefits paid	(1,978)	(2,562)
Balance, end of year	\$ 31,706	\$ 30,755

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 15. Post-employment benefits (continued):

An actuarial valuation for these benefits was performed to determine the City's accrued benefit obligation as at December 31, 2013 and the results are extrapolated to December 31, 2015. The difference between the actuarially determined accrued benefit obligation of approximately \$28,657,000 and the liability of approximately \$31,706,000 as at December 31, 2015 is an unamortized net actuarial gain of \$3,049,000. This actuarial gain is being amortized over a period equal to the employees' average remaining service lifetime of 10 years.

	2015	2014
Actuarial benefit obligation:		
Liability, end of year	\$ 31,706	\$ 30,755
Unamortized actuarial loss (gain)	(3,049)	(1,554)
Balance, end of year	\$ 28,657	\$ 29,201

Actuarial assumptions used to determine the City's accrued benefit obligation are as follows:

	2015	2014
Discount rate	3.10%	3.10%
Expected future inflation rate	2.00%	2.00%
Expected wage and salary range increases	2.50%	2.50%

## 16. Pension plan:

The City and its employees contribute to the Municipal Pension Plan (a jointly trustee pension plan). The board of trustees, representing plan members and employers, is responsible for administering the plan, including investment of assets and administration of benefits. The plan is a multi-employer defined benefit pension plan. Basic pension benefits are based on a formula. As at December 31, 2014, the plan has about 185,000 active members and approximately 80,000 retired members. Active members include approximately 37,000 contributors from local governments.

Every three years, an actuarial valuation is performed to assess the financial position of the plan and adequacy of plan funding. The actuary determines an appropriate combined employer and member contribution rate to fund the plan. The actuary's calculated contribution rate is based on the entry-age normal cost method, which produces the long-term rate of member and employer contributions sufficient to provide benefits for average future entrants to the plan. This rate is then adjusted to the extent there is amortization of any funding deficit.

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

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## 16. Pension plan (continued):

The most recent valuation for the Municipal Pension Plan as at December 31, 2012, indicated a \$1,370 million funding deficit for basic pension benefits on a going concern basis.

The next valuation will be as at December 31, 2015, with results available in 2016.

Employers participating in the plan record their pension expense as the amount of employer contributions made during the fiscal year (defined contribution pension plan accounting). This is because the plan records accrued liabilities and accrued assets for the plan in aggregate, resulting in no consistent and reliable basis for allocating the obligation, assets and cost to individual employers participating in the plan.

The City paid \$11,766,393 (2014 - \$10,649,936) for employer contributions while employees contributed \$9,736,747 (2014 - \$8,780,321) to the plan in fiscal 2015.

## 17. Commitments and contingencies:

### (a) Joint and several liabilities:

The City has a contingent liability with respect to debentures of the Greater Vancouver Water District, Greater Vancouver Sewerage and Drainage District and Greater Vancouver Regional District, to the extent provided for in their respective Enabling Acts, Acts of Incorporation and Amending Acts. Management does not consider payment under this contingency to be likely and therefore no amounts have been accrued.

### (b) Lease payments:

In addition to the obligations under capital leases, at December 31, 2015, the City was committed to operating lease payments for premises and equipment in the following approximate amounts:

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2016	\$ 5,016
2017	4,484
2018	4,243
2019	3,601
2020 and thereafter	19,704

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### (c) Litigation:

As at December 31, 2015, there were a number of claims or risk exposures in various stages of resolution. The City has made no specific provision for those where the outcome is presently not determinable.

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

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## 17. Commitments and contingencies:

### (d) Municipal Insurance Association of British Columbia:

The City is a participant in the Municipal Insurance Association of British Columbia (the "Association"). Should the Association pay out claims in excess of premiums received, it is possible that the City, along with other participants, would be required to contribute towards the deficit. Management does not consider external payment under this contingency to be likely and therefore, no amounts have been accrued.

### (e) Contractual obligation:

The City has entered into various contracts for services and construction with periods ranging beyond one year. These commitments are in accordance with budgets passed by Council.

On October 30, 2014, Lulu Island Energy Company Ltd. ("LIEC") and Corix Utilities Inc. ("Corix") entered into a 30 year Concession Agreement (the "Agreement"), where Corix will design, construct, finance, operate, and maintain the infrastructure for the district energy utility at the Oval Village community. As part of the agreement, the infrastructure will be owned by the Corporation.

### (f) E-Comm Emergency Communications for Southwest British Columbia ("E-Comm"):

The City is a shareholder of the Emergency Communications for Southwest British Columbia Incorporated ("E-Comm") whose services provided include: regional 9-1-1 call centre for the Greater Vancouver Regional District; Wide Area Radio network; dispatch operations; and records management. The City has 2 Class A shares and 1 Class B share (of a total of 28 Class A and 23 Class B shares issued and outstanding as at December 31, 2015). As a Class A shareholder, the City shares in both funding the future operations and capital obligations of E-Comm (in accordance with a cost sharing formula), including any lease obligations committed to by E-Comm up to the shareholder's withdrawal date.

### (g) Community Associations:

The City has a close relationship with the various community associations which operate the community centers throughout the City. While they are separate legal entities, the City does generally provide the buildings and grounds for the use of the community associations as well as pay the operating costs of the facilities. Typically the community associations are responsible for providing programming and services to the community. The community associations retain all revenue which they receive. The City provides the core staff for the facilities as well as certain additional services such as information technology services.



# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 18. Trust funds:

Certain assets have been conveyed or assigned to the City to be administered as directed by agreement or statute. The City holds the assets for the benefit of and stands in fiduciary relationship to the beneficiary. The following trust fund is excluded from the City's financial statements.

	2015	2014
Richmond Community Associations	\$ 1,248	\$ 1,127

## 19. Collections for other governments:

The City is obligated to collect certain taxation revenue on behalf of other government bodies. These funds are excluded from the City's financial statements since they are not revenue of the City. Such taxes collected and remitted to the government bodies during the year are as follows:

	2015	2014
Province of British Columbia - Schools	\$ 146,405	\$ 134,272
Greater Vancouver Regional District and others	41,772	41,131
	\$ 188,177	\$ 175,403

## 20. Other revenue:

	2015	2014
Developer contributions	\$ 29,648	\$ 10,382
Tangible capital assets net gain on land	5,912	14,419
Taxes and fines	3,350	2,844
Parking program	2,108	1,932
Other	7,737	5,617
	\$ 48,755	\$ 35,194

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 21. Government Transfers:

Government transfers are received for operating and capital activities. The operating transfers consist of gaming revenue and provincial and federal grants. Capital transfers are included in other capital funding sources revenue. The source of the government transfers are as follows:

	2015	2014
Operating		
Province of BC	\$ 24,553	\$ 25,161
TransLink	2,329	2,200
Government of Canada	1,327	1,166
Capital		
Government of Canada	3,098	2,742
TransLink	76	1,292
Province of BC	474	459
	<b>\$ 31,857</b>	<b>\$ 33,020</b>

## 22. Segmented reporting:

The City of Richmond provides a wide variety of services to its residents. For segment disclosure, these services are grouped and reported under service areas/departments that are responsible for providing such services. They are as follows:

**Law and Community Safety** brings together the City's public safety providers such as Police (RCMP), Fire-Rescue, Emergency Programs, and Community Bylaws along with sections responsible for legal and regulatory matters. It is responsible for ensuring safe communities by providing protection services with a focus on law enforcement, crime prevention, emergency response, protection of life and properties, and legal services.

**Utilities** provide such services as planning, designing, constructing, operating, and maintaining the City's infrastructure of water and sewer networks and sanitation and recycling.

**Engineering, Public Works and Project Development** comprises of General Public Works, Roads and Construction, Storm Drainage, Fleet Operations, Engineering, Project Development, and Facility Management. The services provided are construction and maintenance of the City's infrastructure and all City owned buildings, maintenance of the City's road networks, managing and operating a mixed fleet of vehicles, heavy equipment and an assortment of specialized work units for the City operations, development of current and long-range engineering planning and construction of major projects.

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

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## 22. Segmented reporting (continued):

**Community Services** comprises of Parks, Recreation, Arts, Culture and Heritage Services and Community Social Development. These departments ensure recreation opportunities in Richmond by maintaining a variety of facilities such as arenas, community centres, pools, etc. It designs, constructs and maintains parks and sports fields to ensure there is adequate open green space and sports fields available for Richmond residents. It also addresses the economic, arts, culture, and community issues that the City encounters.

**General Government** comprises of Mayor and Council, Corporate Administration, and Finance and Corporate Services. It is responsible for adopting bylaws, effectively administering city operations, levying taxes, providing sound management of human resources, information technology, City finance, and ensuring high quality services to Richmond residents.

**Planning and Development** is responsible for land use plans, developing bylaws and policies for sustainable development in the City including the City's transportation systems.

**Richmond Olympic Oval** is formed as a wholly owned subsidiary of the City. The City uses the Richmond Olympic Oval facility as a venue for a wide range of sports, business and community activities. The financial statements include the Oval's 50% proportionate share of operations of VROX Sport Simulation Ltd ("VROX"). VROX is a government partnership established to develop, manufacture and sell sport simulators to the Oval and third party customers, as well as to maintain the simulators for the Oval.

**Richmond Public Library** provides public access to information by maintaining 5 branches throughout the City.

**Lulu Island Energy Company Ltd. ("LIEC")** was incorporated on August 19, 2013 under the Business Corporations Act of British Columbia as a municipal corporation wholly-owned by the City of Richmond for the management of district energy utilities.

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 22. Segmented reporting (continued):

	Law and Community Safety	Utilities	Engineering, public works and project development	Community services	General government	Planning and development	Total City
Revenues:							
Taxation and levies	\$ -	\$ -	\$ -	\$ -	189,136	\$ -	189,136
Utility fees	-	82,628	11,484	-	-	-	94,112
Sales of services	5,408	3,138	3,212	9,213	3,921	1,511	26,403
Payments-in-lieu of taxes	-	-	-	-	15,109	-	15,109
Provincial and federal grants	96	16	2,506	91	3,057	13	5,779
Development cost charges	-	938	4,927	6,084	5,173	696	17,818
Other capital funding sources	-	828	15,739	1,623	53,057	508	71,755
Other revenue from own sources:							
Investment income	-	592	-	-	15,711	-	16,303
Gaming revenue	642	-	-	-	18,913	-	19,555
Licenses and permits	299	-	101	-	3,770	6,556	10,726
Other	2,534	2,559	338	502	40,295	65	46,293
	8,979	90,699	38,307	17,513	348,142	9,349	512,989
Expenses:							
Wages and salaries	40,163	12,452	20,894	29,047	20,849	10,147	133,552
PW maintenance	30	6,268	8,156	2,079	(1,330)	89	15,292
Contract services	40,096	8,188	2,277	2,885	3,738	1,099	58,283
Supplies and materials	2,469	27,442	633	11,788	6,975	523	49,830
Interest and finance	40	19,064	-	1	2,243	-	21,348
Transfer from(to) capital for tangible capital assets	9	2,025	976	15,946	339	260	19,555
Amortization of tangible capital assets	2,571	7,661	23,436	6,258	10,623	1,076	51,625
Loss on disposal of tangible capital assets	8	550	(78)	242	1	17	740
	85,386	83,650	56,294	68,246	43,438	13,211	350,225
Annual surplus (deficit)	\$ (76,407)	\$ 7,049	\$ (17,987)	\$ (50,733)	\$ 304,704	\$ (3,862)	\$ 162,764



# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 22. Segmented reporting (continued):

	Total City (from above)	Richmond Olympic Oval	Richmond Public Library	Lulu Island Energy Company	2015 Consolidated	2014 Consolidated (recast - note 3)
Revenues:						
Taxation and levies	\$ 189,136	\$ -	\$ -	\$ -	\$ 189,136	\$ 183,687
Utility fees	94,112	-	-	178	94,290	93,201
Sales of services	26,403	7,643	140	-	34,186	32,809
Payments-in-lieu of taxes	15,109	-	-	-	15,109	14,546
Provincial and federal grants	5,779	2,464	411	-	8,654	7,480
Development cost charges	17,818	-	-	-	17,818	18,765
Other capital funding sources	71,755	-	-	820	72,575	63,221
Other revenue from own sources:					-	
Investment income	16,303	-	-	-	16,303	16,568
Gaming revenue	19,555	-	-	-	19,555	21,047
Licenses and permits	10,726	-	-	21	10,747	9,819
Other	46,293	2,223	239	-	48,755	35,194
	512,989	12,330	790	1,019	527,128	496,337
Expenses:						
Wages and salaries	133,552	7,868	6,576	-	147,996	142,169
PW maintenance	15,292	-	2	-	15,294	14,548
Contract services	58,283	112	425	345	59,165	58,121
Supplies and materials	49,830	4,809	971	48	55,658	53,749
Interest and finance	21,348	-	13	30	21,391	21,367
Transfer from(to) capital for tangible capital assets	19,555	-	(206)	-	19,349	18,192
Amortization of tangible capital assets	51,625	606	1,667	68	53,966	52,106
Loss on disposal of tangible capital assets	740	-	15	-	755	675
	350,225	13,395	9,463	491	373,574	360,927
Annual surplus (deficit)	\$ 162,764	\$ (1,065)	\$ (8,673)	\$ 528	\$ 153,554	\$ 135,410

# CITY OF RICHMOND

Notes to Consolidated Financial Statements (continued)  
(Tabular amounts expressed in thousands of dollars)

Year ended December 31, 2015

## 23. Budget data:

The audited budget data presented in these consolidated financial statements is based on the 2015 operating and capital budgets approved by Council on April 13, 2015 and approved budget for Richmond Public Library, Richmond Olympic Oval and Lulu Island Energy Company. Below is the reconciliation of the approved budget to the budget amount reported in these financial statements.

	Budget Amount
Revenues:	
Approved Operating and Utility Budget	\$ 438,331
Approved Capital Budget	407,216
Approved Oval Budget	14,811
Approved Library Budget	9,600
Approved LIEC Budget	1,268
Less:	
Transfer from other funds	64,645
Intercity recoveries	-
Intercompany recoveries	12,007
Capital Transfer from Other Funds and Reserves	67,058
Carried forward capital expenditures	259,175
Total revenue	468,341
Expenses:	
Approved Operating and Utility Budget	438,331
Approved Capital Budget	408,204
Approved Oval Budget	14,029
Approved Library Budget	9,793
Approved LIEC Budget	249
Less:	
Transfer to other funds	71,611
Intercity payments	-
Intercompany payments	12,007
Capital expenditures	93,041
Capital expenditures - Developer contributed assets	55,988
Debt principal payments	4,232
Carried forward capital expenditures	259,175
Total expenses	374,552
Annual surplus per statement of operations	\$ 93,789



**Richmond Zoning Bylaw 8500  
Amendment Bylaw 9225 (RZ 15-690340)  
3260/3280 Blundell Road**

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

1. The Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning Bylaw 8500, is amended by repealing the existing zoning designation of the following area and by designating it **"SINGLE DETACHED (RS2/C)"**.

P.I.D. 001-637-517

Strata Lot 1 Section 22 Block 4 North Range 7 West New Westminster District Plan NW1055 Together with an Interest in the Common Property in Proportion to the Unit Entitlement of the Strata Lot as shown on Form 1

P.I.D. 001-637-525

Strata Lot 2 Section 22 Block 4 North Range 7 West New Westminster District Plan NW1055 Together with an Interest in the Common Property in Proportion to the Unit Entitlement of the Strata Lot as shown on Form 1

2. This Bylaw may be cited as **"Richmond Zoning Bylaw 8500, Amendment Bylaw 9225"**.

FIRST READING

A PUBLIC HEARING WAS HELD ON

SECOND READING

THIRD READING

OTHER CONDITIONS SATISFIED

ADOPTED

SEP 14 2015

OCT 19 2015

OCT 19 2015

OCT 19 2015

MAY 03 2016

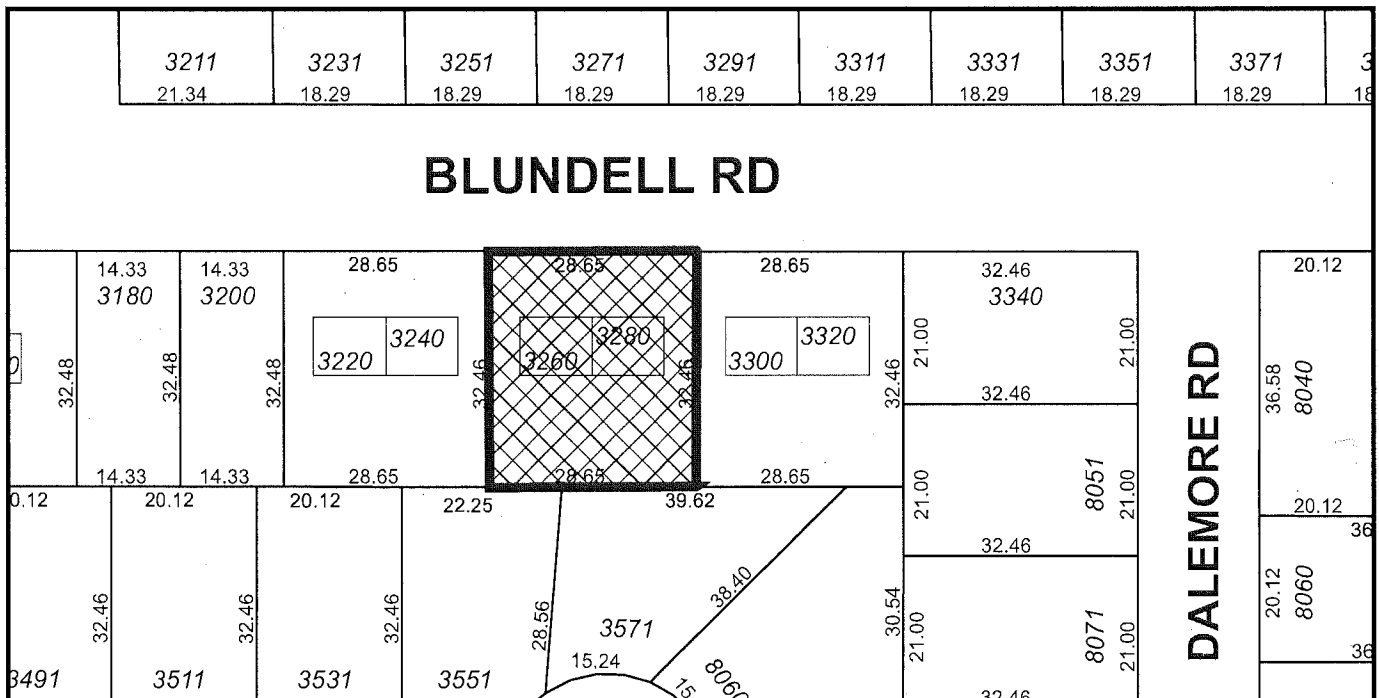
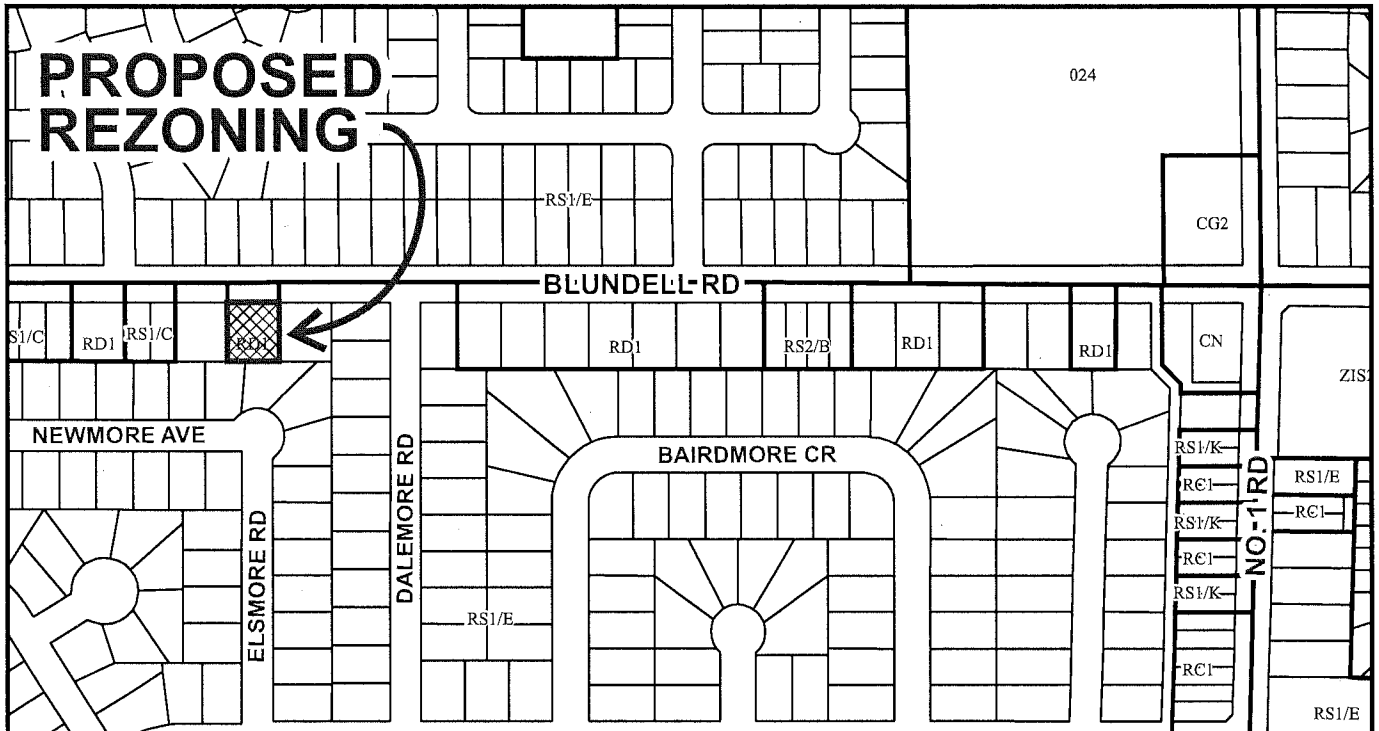


\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CORPORATE OFFICER



# City of Richmond



**RZ 15-690340**

Original Date: 01/27/15

Revision Date:

Note: Dimensions are in METRES





**Richmond Zoning Bylaw 8500  
Amendment Bylaw 9504 (RZ 15-693376)  
10340 Odlin Road**

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

1. The Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning Bylaw 8500, is amended by repealing the existing zoning designation of the following area and by designating it **"SINGLE DETACHED (RS2/K)"**.

P.I.D. 018-267-645

Lot 1 Section 35 Block 5 North Range 6 West New Westminster District Plan LMP10584

2. This Bylaw may be cited as **"Richmond Zoning Bylaw 8500, Amendment Bylaw 9504"**.

FIRST READING

NOV 23 2015

A PUBLIC HEARING WAS HELD ON

DEC 15 2015

SECOND READING

DEC 15 2015

THIRD READING

DEC 15 2015

MINISTRY OF TRANSPORTATION AND  
INFRASTRUCTURE APPROVAL

FEB 29 2016

OTHER REQUIREMENTS SATISFIED

MAY 04 2016

ADOPTED

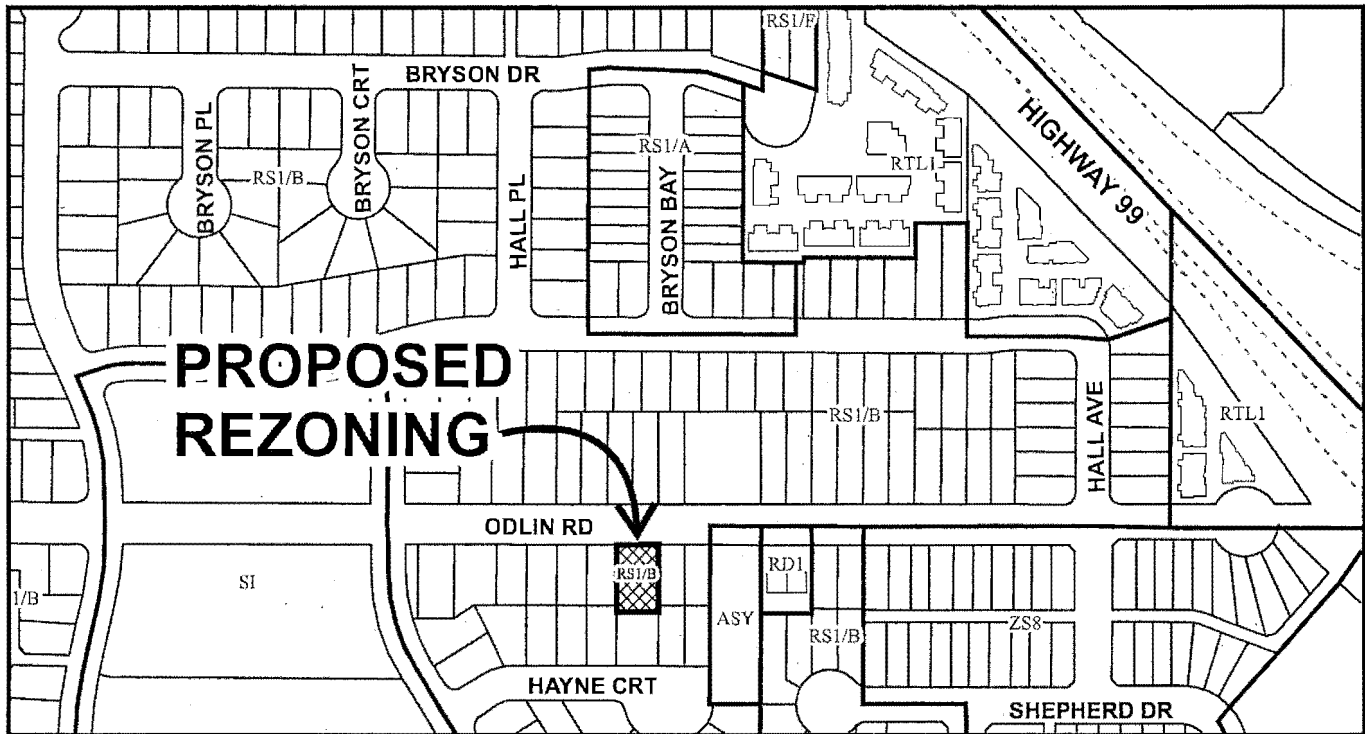
\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CORPORATE OFFICER





# City of Richmond



15.24	10251	10271	10291	10311	10315	10331	10351	10377	10391	10411	10431	10451
12.2	35.72	35.72	35.72	35.72	45.72	45.72	45.72	45.72	45.72	45.72	45.72	45.72
16.24	16.24	16.24	12.30	13.43	12.87	12.87	12.84	38.53	12.87	12.87	12.85	
ODLIN RD												
8	21.68	15.00	15.00	15.00	15.00	21.34	12.87	12.87	25.72	25.73	12.87	
36.58	10260	10280	10300	10320	10326	10340	10360	10366	10380		10462	
30.00	30.00	30.00	30.00	30.00	30.00	30.00	30.00	30.00	30.00	34.00	31.48	31.48
15.00	15.00	15.00	15.00	15.00	15.00	12.87	12.87	12.87	12.87	12.87	12.87	
26.34	10233	10235	10237	10239	10251	10271	10275			25.73		
15.06	33.93	30.00	30.00	30.00	26.50	30.00	30.00	78.68		12.87	12.87	
31.72	18.87									30.33	32.88	30.72
										4.71	32.61	10393



## RZ 15-693376

Original Date: 06/22/15

Revision Date:

Note: Dimensions are in METRES