



**General Purposes Committee
Electronic Meeting**

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

**Monday, November 20, 2023
4:00 p.m.**

Pg. # ITEM

MINUTES

GP-4 *Motion to adopt the **minutes** of the meeting of the General Purposes Committee held on November 6, 2023.*



PRESENTATION

1. Donald Trapp, Executive Project Director, Transportation Investment Corporation (TI Corp), to provide an update on the Fraser River Tunnel Project.

PLANNING AND DEVELOPMENT DIVISION

2. **R7 RAPIDBUS UPDATE**
(File Ref. No. 10-6480-03-01) (REDMS No. 7422060)

GP-11

See Page GP-11 for full report

Designated Speaker: Sonali Hingorani

STAFF RECOMMENDATION

That staff continue to pursue the R7 RapidBus as presented in the staff report titled “R7 RapidBus Update” dated October 27, 2023, from the Director, Transportation.



COMMUNITY SERVICES DIVISION

3. **PHOENIX NET LOFT PROGRAM**

(File Ref. No. 06-2052-25-PNET1) (REDMS No. 7386165)

GP-20

See Page GP-20 for full report

Designated Speaker: Marie Fenwick

STAFF RECOMMENDATION

- (1) *That Option 1 – Arts, Culture and Heritage Multi-Use Space be endorsed as the future program for the Phoenix Net Loft as detailed in the staff report titled “Phoenix Net Loft Program”, dated October 18, 2023, from the Director, Arts, Culture and Heritage Services; and*
- (2) *That staff report back with a detailed program plan, concept design, and proposed capital and operating budget.*



4. **CITY EVENTS PROGRAM 2024**

(File Ref. No. 11-7400-01) (REDMS No. 7412897)

GP-36

See Page GP-36 for full report

Designated Speaker: Dee Bowley-Cowan

STAFF RECOMMENDATION

- (1) *That the City Events Program 2024, as outlined in Table 1 of the staff report titled “City Events Program 2024”, dated October 19, 2023, from the Director, Arts, Culture and Heritage Services, be endorsed for the following events and initiatives:*
 - (a) *Children's Arts Festival;*
 - (b) *Richmond Cherry Blossom Festival;*
 - (c) *Doors Open Richmond;*
 - (d) *Community Celebration Grants Program;*

- (e) *Neighbourhood Block Party Fund;*
- (f) *Steveston Salmon Festival;*
- (g) *Richmond Maritime Festival; and*
- (h) *Supporting food security through community-driven events; and*
- (2) *That expenditures totalling \$810,000 for the City Events Program 2024 with funding of \$785,000 from the Rate Stabilization Account and \$25,000 estimated grant be considered in the 2024 budget process.*



PLANNING AND DEVELOPMENT DIVISION

ADDED 5. **RICHMOND RESPONSE: PROVINCIAL HOUSING LEGISLATION (BILL 44, 46 & 47)**

(File Ref. No. 08-4040-01) (REDMS No. 7454433)

GP-49

See Page **GP-49** for staff memorandum

Designated Speaker: John Hopkins

STAFF RECOMMENDATION

That a meeting with the Minister of Housing, along with all local MLAs, be requested as soon as possible to discuss the implications of the proposed legislation.



ADJOURNMENT





General Purposes Committee

Date: Monday, November 6, 2023

Place: Council Chambers
Richmond City Hall

Present: Mayor Malcolm D. Brodie, Chair
Councillor Chak Au
Councillor Carol Day
Councillor Laura Gillanders
Councillor Kash Heed
Councillor Andy Hobbs
Councillor Alexa Loo
Councillor Bill McNulty
Councillor Michael Wolfe

Call to Order: The Chair called the meeting to order at 4:01 p.m.

AGENDA DELETION

The Chair advised that item No. 2, R7 Rapidbus Update, was removed from the Agenda.

MINUTES

It was moved and seconded

That the minutes of the meeting of the General Purposes Committee held on October 16, 2023, be adopted as circulated.

CARRIED

General Purposes Committee
Monday, November 6, 2023

COMMUNITY SERVICES DIVISION

1. LIQUOR CONSUMPTION IN PUBLIC PARKS PILOT PROGRAM RESULTS

(File Ref. No. 11-7200-20-01) (REDMS No. 7410281)

In response to queries from the Committee, staff noted (i) anticipated concerns raised prior to the pilot program such as the inability to enjoy parks in the same way, excessive litter and the potential of youth consuming liquor in the parks, were disproven, (ii) there were no calls for service to City Bylaws or RCMP as a result of the pilot program, and (iii) an extensive public consultation process was undertaken, including “Lets Talk Richmond” online surveys (600+ responses), with comments and email responses received throughout the pilot term, July 25 through October 7.

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

It was moved and seconded

That staff review the options for expansion in a 2024 season for having the consumption of liquor in public parks.

The question on the referral motion was not called as further discussion ensued regarding the short duration of the pilot program limiting overall public awareness.

The question on the referral motion was then called and it was **DEFEATED**, with Cllrs. Au, Hobbs, Gillanders, Loo, McNulty and Wolfe opposed.

The following **referral motion** was then introduced:

It was moved and seconded

That staff review options to continue the Liquor Consumption in Public Parks Program for the 2024 season.

DEFEATED

Opposed: Cllrs. Au
Hobbs
Gillanders
Loo
McNulty
Wolfe

It was moved and seconded

That the staff report titled “Liquor Consumption in Public Parks Pilot Program Results”, dated October 13, 2023, from the Director of Parks Services, be received for information.

CARRIED

2.

PLANNING AND DEVELOPMENT DIVISION

**3. POTENTIAL LEASE EXTENSION AMENDMENT AGREEMENT
FOR 6999 ALDERBRIDGE WAY SUPPORTIVE HOUSING**

(File Ref. No. 06-2280-20-356) (REDMS No. 7414706)

Staff provided historical background and a brief summary of the report and highlighted the following:

- Alderbridge Supportive Housing (“Alderbridge”) opened in the spring of 2019 and was part of the Province’s Rapid Response to Homelessness Program, which endeavored to provide an immediate housing option and necessary supports for vulnerable individuals;
- the City-owned site was carefully selected due to its proximity to transit, community amenities, and health and support services that tenants could access;
- supportive housing is the main tool used across Canada to transition people out of homelessness, and proven to have a positive effect on a person’s housing stability, employment capabilities, and mental and physical health;
- BC Housing and the City have been planning for the development of a 60-unit permanent supportive housing building;
- the City has acquired an alternate City-owned location, and Capital and Operating funding for a permanent supportive housing building has been secured from the Province;
- the lease extension is necessary to ensure a seamless transition for the Alderbridge residents to a new permanent supportive housing building ensuring the 40 residents are not at high risk of housing instability or end up on the street; and
- should Council approve the lease extension until December 31, 2027, City staff will work with BC Housing to advance the planning and development of the permanent supportive housing building.

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In response to queries from the Committee, staff noted (i) with the shortage of housing available in the community, the 40 individuals currently residing at Alderbridge would be at risk of housing instability and very likely homelessness, should the lease not be extended, putting further challenges towards resources within the community and also the health and well-being of these 40 individuals, (ii) to move to a different site would incur greater risk and challenges from uprooting individuals to another site for a short term period and the cost and time required to deconstruct the current modular, to all the development processes and site servicing that is required, taking time away from staff and from BC Housing that is trying to focus on other housing projects as well as permanent supportive housing, (iii) when the ground lease was approved in May 2018, it was never envisioned there was going to be a pandemic, which saw a real shift and a pivot for BC Housing and the City to look at alternate ways to support the vulnerable population and ensure the health and safety of the community, which led to the focus of opening an emergency response centre, (iv) there is a Memorandum of Understanding (“MOU”) between the City, BC Housing and the operator, RainCity Housing (“RainCity”), that has commitments in terms of the operations of the building, and RainCity also has an agreement with the tenants in the building, part of which is being a good neighbour and ensuring the tenants are behaving in a manner that is appropriate and not causing disruption within the neighbourhood, (v) the City’s emergency shelter is full; the City works with the Ministry of Social Development and Poverty Reduction, RCMP Vulnerable Persons Unit, as well as outreach workers within the community, who are apprised of the number of individuals on a waiting list for housing, particularly those that are experiencing homelessness or at risk of homelessness, and (vi) there is a connection between extending the lease and moving forward with the permanent supportive housing.

Sean Spear and Catharine Hume, RainCity, spoke to the current homelessness in Richmond, noting that the number of street homeless in Richmond has doubled as of the last homeless count.

In response to queries from Committee, RainCity representatives noted (i) like many other communities where RainCity provides supportive housing, it is often where there’s a growth in street homeless that is not connected to RainCity or their operations where it is very difficult for neighbours to differentiate who the people are, (ii) with the growing number of vulnerable persons in Richmond there are times when RainCity receive concerns about people who are currently street homeless in the community but not connected to RainCity in any direct way or to the Alderbridge site, but may have community members who live there and therefore may be connected to the Alderbridge residents, or there to access harm reduction services through the program at Alderbridge, (iii) overall the number of concerns over the last 4.5 - 5 years has not been a significant number, and RainCity has received

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relatively few community concerns, (iv) Alderbridge residents are a mix of age, background and challenges that may have taken them to the point they were without housing, (v) initially there was a community advisory committee that met quarterly in 2021 that had difficulty maintaining a quorum, the assessment of which was the ongoing COVID, but also that there weren't any really significant sustained concerns in the community, and efforts to reach out to neighbouring businesses and residents for the continuation of the committee indicated no appetite to participate in quarterly meetings about a program that really wasn't having any direct impacts from their perspective.

OIC Chief Supt. Chauhan, RCMP, spoke to the number of calls for service that have been received related to the Alderbridge site and surrounding area, noting a downward trend from 2019 to 2022.

In response to queries from Committee, Chief Supt. Chauhan noted (i) statistical analysis has shown that for the past 4 years, the top 3 types of calls received specifically from the Alderbridge facility has been predominantly for checking wellness of individuals, dealing with unwanted persons or calls to assist fire or ambulance, and (ii) the Vulnerable Persons Unit work in teams with the City Bylaw Officers, Vancouver Coast Health, Ministry of Social Development and Poverty Reduction, continually approaching individuals in the city who are homeless, and in consultation and coordination with those teams, provide them with support systems and referrals where need be to those individuals who are experiencing homelessness.

Zack Segal, Richmond resident, commented on the changes witnessed in Richmond and the Minoru area in the last few years, and urged the City to advocate to the Province and federal government for proper bail reform and treatment and recovery, with a goal to lower crime, provide better access to recovery and pathways to employment.

Kris Ka, Richmond resident, expressed concern with respect to homelessness housing, noting safety and health issues and perceived negative effect on property values and quality of life.

Cynthia Asai, Richmond resident, expressed concern with respect to the violence, a rise in crime and unsafe conditions in the area, and requested that the City further review the lease extension proposal and provide opportunity for public input through a public consultation process.

Clifton Jang, Strata President, Lotus, spoke to the ongoing disturbing and illegal behaviour that takes place in and around the 286 unit development located across from Alderbridge.

Esfand Bakhtiari, Richmond resident, expressed concern with respect to the homelessness and illegal activity in his neighbourhood.

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Karen Schaffer, provided comments on behalf of Michael Yang, Tapestry Church Richmond, briefly outlining the benefits witnessed to the residents of Alderbridge as a result of the supportive housing opportunity provided them, expressing support for the extension of the lease in advance of the approved permanent housing as planned.

Karen Schaffer, Tapestry Church Richmond, expressed appreciation to the City for caring for the vulnerable by facilitating supportive housing, noting the many benefits for the Alderbridge residents as a result of having the supportive housing, and expressed support for the extension of the lease until permanent housing is complete so as to provide stability and security for the current residents.

Sheldon Starrett, Richmond resident, expressed concerns regarding the proposed lease increase as opposed to ending the temporary modular housing as originally proposed, noting there has been a noticeable increase in the level of drug use in public spaces and extensive instances of crime to residences and businesses alike, perceived to have been happening since the occupancy of Alderbridge (together with many visitors/guests), and subsequently resulting in higher insurance/security costs.

Italo Araujo (Lotus building management) submitted a video which was played (and subsequently stopped).

De Whalen, attending on behalf of the Richmond Poverty Reduction Coalition, reviewed their correspondence of November 1, 2023 to the City expressing support of the staff report and the request from BC Housing to extend the ground lease on 6999 Alderbridge supportive housing, noting that the site provides transitional housing with supports which was never meant to be permanent housing, and applauding the City's decision to build 60 new units of permanent long-term supportive housing at an alternative site, targeted for occupancy by December 31, 2027.

Caden Ho, Richmond resident, questioned the transition plan originally set out at the beginning of the current Alderbridge supportive housing lease and subsequent delay now requiring an extension of the lease and new transition plan.

Patrick Man, Richmond resident, spoke to the appeal of living in the City of Richmond and the importance of caring for the community and its residents.

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It was moved and seconded

- (1) *That the current ground lease with the Provincial Rental Housing Corporation (“PRHC”) for the Alderbridge Supportive Housing, located on City property at 6999 Alderbridge Way, be extended for a period of approximately three and a half years from the expiry of the current ground lease until December 31, 2027, as per the terms outlined in the staff report titled “Potential Lease Extension Amendment Agreement for 6999 Alderbridge Way Supportive Housing” dated October 12, 2023 from the Director, Community Social Development and Director, Real Estate Services; and*
- (2) *That staff be authorized to take all necessary steps to negotiate an extension to the lease extension amendment agreement for the Alderbridge Supportive Housing and that the Chief Administrative Officer and the General Manager, Finance and Corporate Services be authorized to execute such amending agreement and all related documentation.*

The question on the motion was not called as further discussion ensued with respect to mitigating the issues and views raised, future opportunities and responsibilities therein, noting that one of the hallmarks of a great city is how the most vulnerable are cared for.

The question on the motion was then called and it was **CARRIED** with Cllr. Au opposed.

ADJOURNMENT

It was moved and seconded

That the meeting adjourn (6:29 p.m.).

CARRIED

Certified a true and correct copy of the Minutes of the meeting of the General Purposes Committee of the Council of the City of Richmond held on Monday, November 6, 2023.

Mayor Malcolm D. Brodie
Chair

Lorraine Anderson
Legislative Services Associate



City of Richmond

Report to Committee

To: General Purposes Committee
From: Lloyd Bie, P.Eng.
Director, Transportation
Re: R7 RapidBus Update

Date: October 27, 2023
File: 10-6480-03-01/2023-
Vol 01

Staff Recommendation

That staff continue to pursue the R7 RapidBus as presented in the staff report titled "R7 RapidBus Update" dated October 27, 2023, from the Director, Transportation.

Lloyd Bie, P.Eng.
Director, Transportation
(604-276-4131)

Att. 1

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Policy Planning	<input checked="" type="checkbox"/>	
Engineering	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS:	APPROVED BY CAO

Staff Report

Origin

A new express bus linking the town centres of Richmond and Burnaby has been identified in regional transit network plans since 2014. The express bus project in Richmond is known as the R7 RapidBus. Six RapidBus projects have been developed and implemented by TransLink. The R7 was envisioned to be the next RapidBus project for implementation in the region.

On this basis, staff have been working with TransLink on developing high level alignment options for the R7 in Richmond.

At the General Purposes meeting of October 16, 2023, the staff report titled “TransLink Bus Rapid Transit Program – Update on Proposed Richmond Corridor” dated October 5, 2023, from the Director, Transportation was considered. The resolutions for Bus Rapid Transit (BRT) commitment by the City and the preferred R7 RapidBus corridor were not endorsed. This report provides additional background information to address Committee’s questions and discussion regarding the planned RapidBus program for Richmond.

TransLink is currently prioritizing nine RapidBus/ BRT projects to be rolled out from 2025 to 2035 in three phases. It is unlikely that the R7 project will be included as a Tier 1 project as municipal support is a criteria for prioritizing which RapidBus projects advance first. Staff are seeking Council direction to continue to pursue the R7 RapidBus.

This report supports Council’s Strategic Plan 2022-2026 Strategy #2 Strategic and Sustainable Community Growth:

Strategic and sustainable growth that supports long-term community needs and a well-planned and prosperous City.

2.4 Enhance Richmond’s robust transportation network by balancing commercial, public, private and active transportation needs.

Findings of Fact

What is RapidBus?

RapidBus is a rebranding of TransLink’s previous B-line bus service that offers transit customers a grid network of fast, frequent and reliable buses connecting regional centres across Metro Vancouver (Figure 1). RapidBus is designed to be at least 20 per cent faster than the local bus service. Time-savings are achieved through increased frequency and fewer stops with bus priority measures such as traffic signal priority, queue jump lanes and turn restrictions.

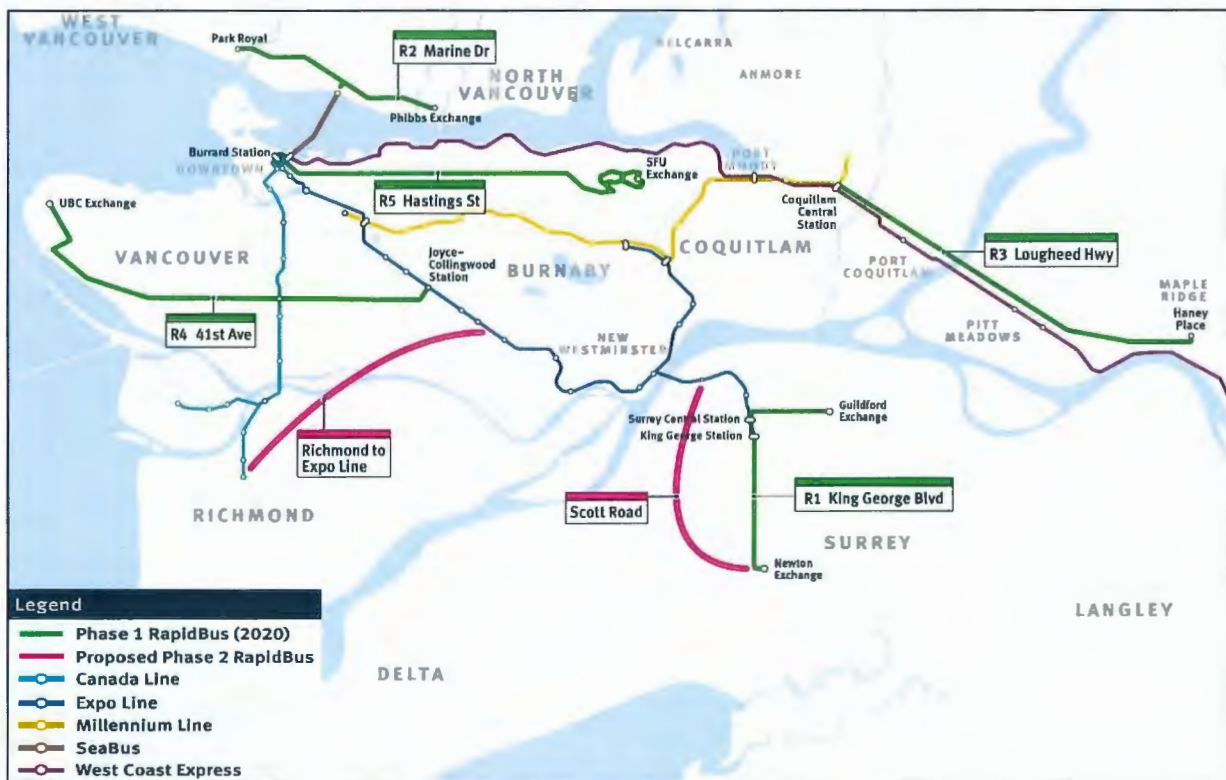


Figure 1: RapidBus Routes

RapidBus service also delivers an enhanced passenger experience through high capacity articulated buses, all-door boarding and improved passenger amenities. Improved signage includes real-time digital information, new branded bus stop poles, wayfinding information and accommodations for visually impaired customers.

Analysis

R7 Project Background

Richmond - City Centre and Burnaby - Metrotown are both designated Regional City Centres, providing strong regional anchors with Sky Train connections at each end of the R7 corridor. In 2014, the Mayors' Council created a Vision for the next 30 years to meet the transportation needs of the region. A new express bus service between Richmond-Brighouse Station to Metrotown via Knight Street Bridge was identified for implementation in the first decade of the Vision to address growth and congestion in both cities.

The R7 project objective is to provide a faster, more direct service than today to more people; that fills a geographic gap within the rapid transit network, relieves current crowding and provides capacity for future growth.

R7 Ridership Demand

Currently, two bus routes (430 and 410) connect Richmond to the Expo Line in Burnaby. Of the 27 bus routes in Richmond, the 410 via Cambie Road and the 430 via Bridgeport Road experience the highest number of daily passenger boardings. There are other transit options for travel between Richmond and Metrotown (e.g. Canada Line to 41st Ave, Canada Line to Expo Line, etc.). However, 2021 data for the 410 and 430 routes confirm the high demand for a direct bus service between Richmond and Burnaby as these buses experience an average of 13,000 daily weekday boardings in total.

Ridership potential for the R7 is also established with Compass Card data that TransLink collects to analyze the transit travel patterns between Richmond and Burnaby.

Where other RapidBus corridors have been implemented in the region, local bus service is also available. No specific changes to the existing local 410 and 430 bus routes were confirmed as part of the alignment planning stage for the R7.

High Level Route Alignment Options

TransLink's initial screening and technical assessment of the existing and anticipated ridership demand, determined three potential corridors for the R7 in Richmond. Bridgeport Road, Cambie Road and Alderbridge Way were examined as the east-west road segments to connect City Centre via Garden City Road to the Knight Street Bridge (Figure 2).

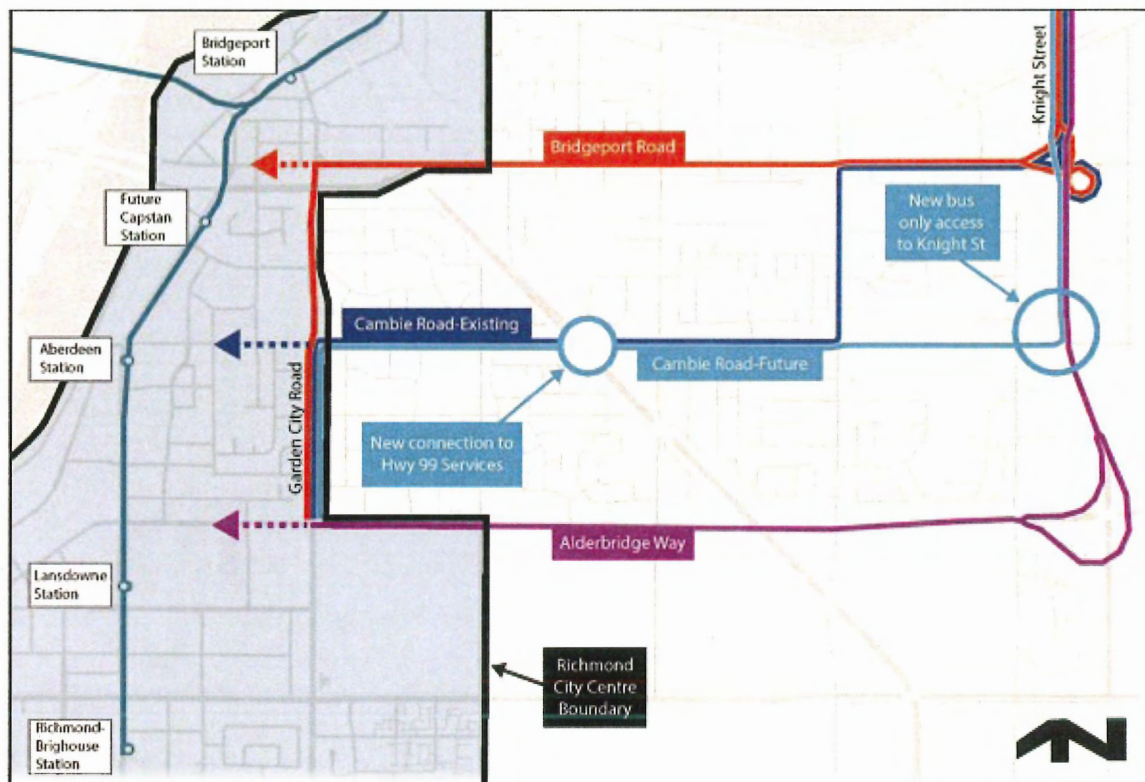


Figure 2: High Level Route Options

An alignment along Westminster Highway was also explored. Due to low trip generation and additional route length, Westminster Highway was not advanced for further study.

A high level network analysis evaluated the three corridors using inputs such as ridership potential, bus travel time and land use considerations including population and job density (Table 1).

Table 1: R7 Route Assessment

Corridor Assessment	Bridgeport	Cambie	Alderbridge
Population / Jobs per km	1,200 / 1,200	1,400 / 1,000	900 / 600
Potential Bus Travel Time Improvement	12%	27%	35%
Corridor Peak Buses per Hour	8	12	5
Corridor Daily Passenger Loads	2,300	3,500	1,400

Preferred Alignment: Cambie Road

The results of the analysis found that the Cambie Road corridor provides the greatest benefits to ridership and bus operations for the Richmond segment of the corridor. The Cambie Road corridor has the highest existing ridership and bus volumes out of all three corridors.

The Cambie Road corridor has the potential to significantly grow transit ridership on the R7 through integration with regional buses on Highway 99, particularly once the dedicated bus lanes as part of the future Fraser River Tunnel project are in service. This will provide faster and convenient transit access to other major destinations across the region (Delta, Surrey and BC Ferries) for Richmond residents.

The preferred alignment supports the City's Official Community Plan land uses, as it will serve City Centre (including the future Richmond Centre and Lansdowne redevelopment sites), West Cambie neighbourhood and the East Cambie Neighborhood Centre.

Richmond Terminus Options

The western terminus of the R7 in Richmond, where buses will take recovery after their trip, requires layover and turnaround functions. The Mayors' Council Vision and previous TransLink investment plans specifically identify Brighthouse Station as the preferred western terminus of the R7 corridor.

As the Brighthouse Bus Mall is currently over capacity, staff recommend TransLink examine alternate terminus locations at Aberdeen and the future Capstan stations to streamline the route and explore off-street layover options (Figure 3).

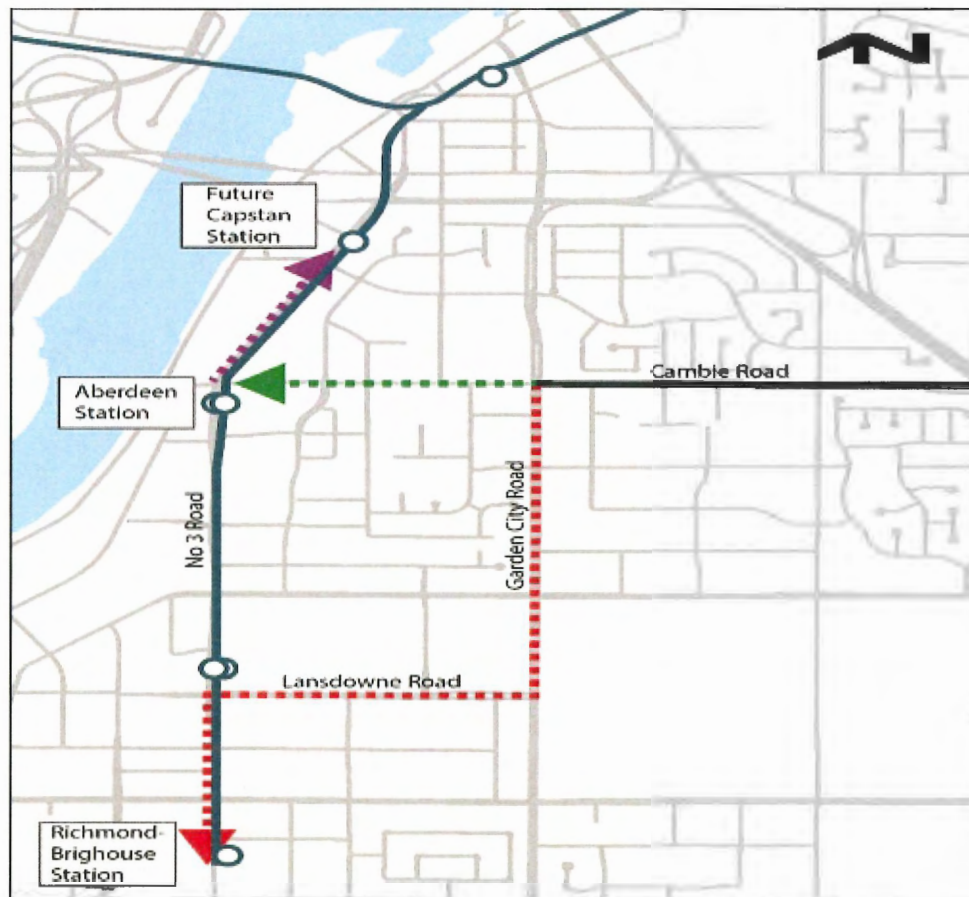


Figure 3: R7 Western Terminus Options

Brighthouse Station

Transit data indicates most of the benefits of the R7 service will be realized in Richmond south and west of Richmond Centre. The benefit of a Brighthouse Station terminus is it facilitates direct transfers to the R7 and 10 local bus routes connecting to other parts of the City. The proximity to the Richmond Centre and Lansdowne Mall redevelopments is also an advantage to growing ridership. The challenges with a Brighthouse Station terminus is the additional travel time and circuitous route to Cambie Road and the limited opportunity for bus layover due to the built environment around Brighthouse Station. Consideration of an on-street layover position is possible, however, this could displace operations of another existing on-street bus due to limited curb space.

Aberdeen Station

A terminus near Aberdeen Station provides a more direct route to Cambie Road from City Centre. There are neighboring properties around the station that staff have recommended TransLink investigate for bus layover purposes. Although there are fewer local buses connecting to Aberdeen Station compared to Brighthouse Station (two versus 10).

An Aberdeen terminus does provide for equidistant connections via the Canada Line - Bridgeport and Brighthouse stations that unlock the potential for transfers to/from other local and regional bus lines.

Future Capstan Station

The new station is anticipated to be in operation in Q1 2024. A Capstan Station terminus for the R7 will also provide a more direct route to Cambie Road over the Brighthouse Station option and will be supported by ridership from development in the Capstan Village area. Staff are currently undertaking a Capstan Station integration study. There is opportunity for a western terminus at Capstan to be reviewed as part of this process should the R7 project proceed.

Next Steps

TransLink's Transport 2050: 10-Year Priorities has identified up to nine potential corridors for RapidBus or Bus Rapid Transit investment throughout the region to better serve existing transit passengers and grow ridership (Attachment 1). The R7 Rapid Bus in Richmond was identified as the next RapidBus project for implementation in the region.

Endorsement to continue pursuing the R7 project by the City is an important criterion in developing TransLink's prioritization process and phasing of the RapidBus/BRT projects.

Do Not Pursue R7 (not recommended)

Should the City decline pursuing the R7 project, it is likely that the R7 project will be cancelled and another community will be advanced for RapidBus implementation in the next ten years.

R7 Further Study (Recommended)

A RapidBus typically advances through several stages of development prior to implementation, including alignment planning, concept design, detailed design and construction. The preliminary alignment planning of the R7 RapidBus project has yielded Cambie Road to be the best fit for the main east-west segment of the corridor in Richmond.

The following project elements for the R7 RapidBus would be further developed and assessed during the concept and detailed design planning stages should this project continue to be pursued:

- Corridor Alignment Refinement
- Western Terminus location
- Specific RapidBus stop locations
- Bus priority opportunities
- Configuration of transit service connection points, particularly to higher order transit at Hwy 99 and a direct on-off ramp to Knight Street Bridge via Cambie Road

Staff recommend the City continue to pursue the R7 RapidBus, to advance the project as a priority for implementation in the next 10-year Investment Plan.

This will facilitate further technical assessment and public engagement to occur for the proposed RapidBus service in Richmond. Staff would provide updates to Council at key milestones of the project.

Financial Impact

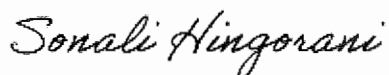
None.

Conclusion

A high frequency, limited stop bus service connecting the regional town centres of Richmond City Centre and Metrotown was first identified in the Mayors' Council Vision in 2014. The proposed service, identified as the R7 RapidBus, will better match service levels with the high transit demand on this corridor. TransLink has initiated a process to evaluate and prioritize nine RapidBus/BRT corridors identified in Transport 2050: 10-Year Priorities for funding and implementation. Although it is unlikely that the R7 will be advanced as part of the first phase of RapidBus projects, staff are seeking Council endorsement to continue pursuing a R7 RapidBus in Richmond.

The Canada Line is an example of the proven effectiveness of growing ridership from an express bus service to rail rapid transit. The establishment of the R7 Project in Richmond will help build ridership and support ongoing land use planning for long-term rapid transit between Richmond and Burnaby.

If the R7 RapidBus project is not pursued, the current level of bus service between Richmond and Burnaby will remain until at least 2035 and TransLink will redirect potential funds from the R7 project to other RapidBus or BRT projects elsewhere in the region.

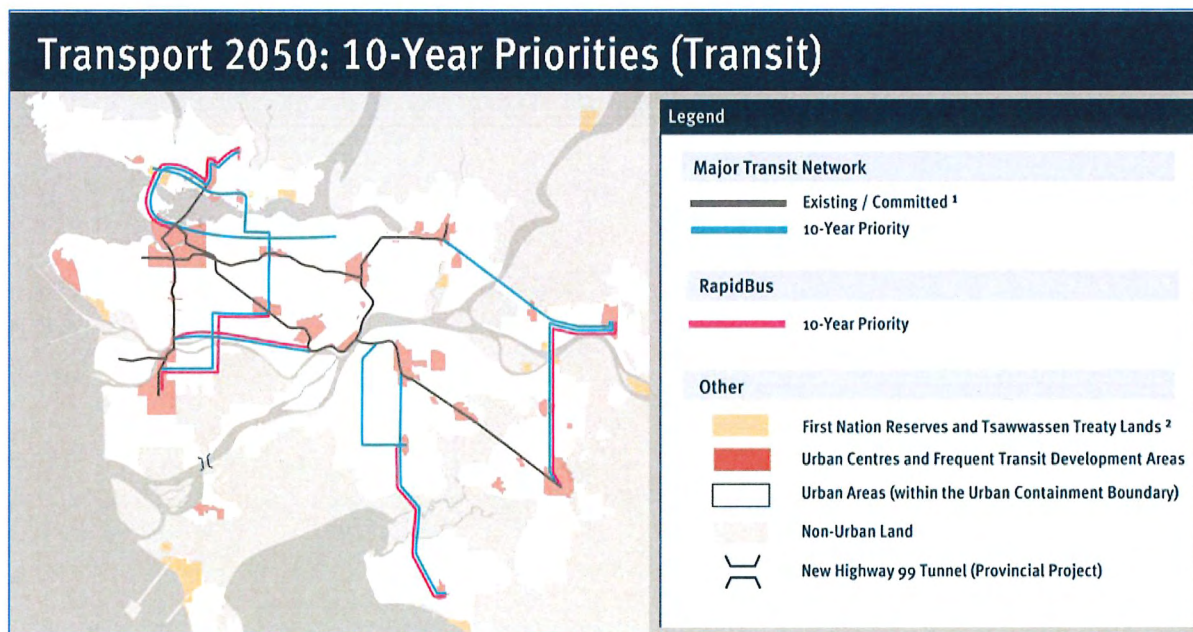


Sonali Hingorani, P. Eng.
Manager Transportation Planning and New Mobility
(604-276-4049)

SH:ck

Att 1: Transport 2050: 10-Year Priorities - RapidBus/BRT Corridors

Transport 2050: 10-Year Priorities - RapidBus/BRT Corridors





City of Richmond

Report to Committee

To: General Purposes Committee
From: Marie Fenwick
Director, Arts, Culture and Heritage Services
Re: **Phoenix Net Loft Program**

Date: October 18, 2023
File: 06-2052-25-PNET1/Vol 01

Staff Recommendations

- 1) That Option 1 – Arts, Culture and Heritage Multi-Use Space be endorsed as the future program for the Phoenix Net Loft as detailed in the staff report titled “Phoenix Net Loft Program,” dated October 18, 2023, from the Director, Arts, Culture and Heritage Services; and
- 2) That staff report back with a detailed program plan, concept design, and proposed capital and operating budget.

Marie Fenwick
Director, Arts, Culture and Heritage Services
(604-276-4288)

Att. 4

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Facilities Services and Project Development	<input checked="" type="checkbox"/>	
Policy Planning	<input checked="" type="checkbox"/>	
Finance	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

The purpose of this report is to present options and seek direction on next steps for the primary program for the Phoenix Net Loft in response to the following referrals:

On October 16, 2023 staff received the following referral in response to a delegation by the Britannia Shipyards National Historic Site Society and Linda Barnes:

That staff review the Phoenix Gillnet Loft Project in the context of the existing referral regarding options for the Britannia Shipyards National Historic Site.

On November 15, 2021, the following referral was made at the General Purposes Committee:

That the report titled "Phoenix Net Loft - Phase One Public Consultation Results, Guiding Principles, and Next Steps," dated October 12, 2021, from the Director, Arts, Culture and Heritage Services, be referred back to staff to propose recommendations for further directions and options for general and multi-use flexible programming such as for community needs, arts and artists, First Nation interpretation, farmers and artisans' markets, performance space, and other possibilities.

On February 18, 2020, the following referral was made at the General Purposes Committee:

That the consultation process be referred to staff for additional information on the various program options and the final proposal for the public consultation process, including information on the Forests, Lands, Natural Resource Operations and Rural Development permit application.

On July 18, 2013, the following referrals were made at the Parks, Recreation and Cultural Services Committee:

- (1) Potential use of the Phoenix Gillnet Loft building as an Arts centre and other uses, including a restaurant, with potential funding from the newly established \$4.3 million Statutory Reserve Fund for Arts, Culture and Heritage Capital purposes; and*
- (2) Potential moorage from the Phoenix Net Loft to Phoenix Pond and possibly new deck construction on old piles (shown as deck in Attachment 4), in the adjacent area, outside of any red zone habitat, immediately west of the Phoenix Gillnet Loft to where the Phoenix Cannery once stood. [Attachment 4 – Sketches from Barry Roughton circa 2001]*

Additionally this report addresses the October 11, 2022, resolution:

- (1) That Council approve the naming of the Britannia Shipyard National Historic Site and related historic buildings and waterfront as the "Fisheries Museum of the Pacific at the Britannia Shipyards National Historic Site", and applications be made to Federal and Provincial Governments for major funding to complete the site, as recommended in the*

report Steveston National Historic Site: Fisheries Museum of the Pacific, dated September 27, 2022;

(2) That Council approve Part 2 of the report in principal, pending summation of public input and further staff input, so funding applications can be made immediately;

This report supports Council's Strategic Plan 2022-2026 Focus Area #1 Proactive in Stakeholder and Civic Engagement:

1.1 Continue fostering effective and strategic relationships with other levels of government and Indigenous communities.

1.3 Increase the reach of communication and engagement efforts to connect with Richmond's diverse community.

This report supports Council's Strategic Plan 2022-2026 Focus Area #6 A Vibrant, Resilient and Active Community:

6.1 Advance a variety of program, services, and community amenities to support diverse needs and interests and activate the community.

6.5 Enhance and preserve arts and heritage assets in the community.

Analysis

Background

Located adjacent to the Britannia Shipyards National Historic Site, the Phoenix Net Loft was constructed in 1943 as a facility to dry, mend and store fishing nets. It was part of a collection of historic buildings on the waterfront, constructed to service the fishing and boat building industry in Steveston (Attachments 1 and 2).

The Phoenix Net Loft was an identified heritage building and its character-defining elements included:

- association with the canning and fishing industry in Steveston;
- location on the riverfront adjacent to the Britannia Shipyards buildings;
- scale, massing, and heavy timber construction; and
- details of its construction including board and batten siding, unique gabled roof design and piling foundation.

The Phoenix Net Loft sat over water within a Provincial Waterlot lease which expires in 2047. The City is required to have the consent of the Province of British Columbia before undertaking any activities outside the current lease agreement and Management Plan and this will need to be considered in planning. The current Management Plan associated with this lease permits use for heritage displays, rentals and community events, boat moorage, and recreational use.

The Phoenix Net Loft was located in an area designated for Maritime Mixed Use in the Steveston Area Plan and Park in the Official Community Plan. The intention of the Maritime Mixed Use land use designation is to encourage the development of commercial and industrial uses that support or complement the maritime economy and to accommodate parking to support these uses. Further policies indicate supporting the use of the Phoenix Net Loft for commercial fishing related activities.

The upland portion of the Phoenix Net Loft has two zones: the Steveston Heritage Maritime (ZIS3) zone which provides for the commercial fishing industry and the retention and reuse of an existing structure (the Phoenix Net Loft), and the School and Institutional (SI) zone which provides for a range of educational, recreational, park and community oriented uses.

Following direction on the future use of the Phoenix Net Loft, amendments to the Steveston Area Plan and Zoning Bylaw may be required.

On February 24, 2020, Council approved \$19.44 million for deconstruction, select salvage and reconstruction of a shell building. There remains \$17.7 million in the capital budget for the reconstruction. The Council-approved reconstruction includes basic facility upgrades required for public occupancy on both levels such as lighting, seismic upgrades and fire suppression, raising the building 0.9 meter for flood protection, replacing the piles, and installing a corrugated tin roof. The resulting facility would provide approximately 20,000 square foot of space, 10,000 square foot on each of two floors, suitable for public occupancy but without any amenities or climate control to support year-round use.

The building was deconstructed in 2021 with a portion of the original building materials salvaged and stored for reuse. As detailed in a memo to Mayor and Council dated October 5, 2020, from the Director, Arts, Culture and Heritage Services and the Director, Facilities and Project Development, through consultation with a Heritage Architect, staff identified a selection of key elements of the existing structure suitable for potential re-use within a reconstructed facility. The elements and quantities salvaged based on heritage value, condition of the materials and the ability to safely reintegrate into a reconstructed facility include:

- second level floor boards;
- 20% of roof trusses, interior columns, and second level beams and joists; and
- two windows and four doors.

The intent is for these materials to be reused in the reconstructed building in a manner that supports heritage interpretation.

Building reconstruction remains on hold until Council has endorsed a program and budget necessary to implement the selected program. Like-for-like reconstruction as initially approved is currently estimated to cost approximately \$33 million with potential program options to be in the range of an additional approximately \$17 – \$26 million for a total project budget of approximately \$50 – \$59 million in 2026 dollars. The high dollar cost per square foot is due to costly heavy timber construction, complex work over water, building in an environmentally sensitive area, and potential project phasing requirements.

2021 Stakeholder Consultation Results

In 2021, in response to Council direction, engagement and planning related to the use of the Phoenix Net Loft as an interpretive centre was completed. Additional information about the consultation process can be found in Attachment 3.

Table 1 outlines the staff recommendations based on feedback from stakeholders that emerged through the 2021 engagement process.

Table 1 – Recommendations for the Phoenix Net Loft Program

Topic	Recommendations
Value	<ul style="list-style-type: none"> • demonstrate good value for taxpayers and community • generate income to sustain operations
Audience	<ul style="list-style-type: none"> • Richmond residents and visitors • all ages, particularly families and youth
Interpretive Approach	<ul style="list-style-type: none"> • a fun, dynamic environment • highly interactive, hands-on experiences • curriculum-based school programming and teacher training • year-round arts opportunities • serve as a hub to explore the local environment and heritage sites
Interpretative Topic	<ul style="list-style-type: none"> • local and global environmental issues • First Nations cultural heritage • the fisheries, particularly the experience of being a fisher • culturally diverse communities, but do not repeat what has been done at other sites in Steveston
Amenities	<ul style="list-style-type: none"> • offer food services and/or shopping opportunities • provide an outlet for local and regional products • provide additional boat moorage and support for recreational boaters
Space and Place	<ul style="list-style-type: none"> • adaptively reconstruct building for intended use • design for year-round use and seasonal flexibility • celebrate the waterfront location • contribute to Steveston's sense of place • be part of, or relate to, the Britannia Shipyards National Historic Site

The concepts for interpretive and other uses that emerged through discussions with stakeholders included a Fraser River and estuary interpretive centre, a maritime and fishing interpretive centre, a First Nations interpretive centre, public market for local and regional products, and a space for local artists and artisans. Different interpretive and program options and typologies would have different capital and operating impacts that can be further explored in the next phase of planning.

While no single preferred interpretive theme or program use emerged strongly through the stakeholder consultation, there was consensus this is not a suitable location for the new Richmond Museum. Although the location has some alignment with the criteria established for the Richmond Museum in the *Richmond Museum Models Study* presented at the May 21, 2019, General Purposes Committee (e.g., near other cultural amenities), it is not aligned with the vision of the Richmond Museum being in a central location, well-connected to transportation networks. Additionally, the environmental conditions created by the location over the water will create challenges to the display of environmentally sensitive artefacts, and the ability to meet the climate control standards often required to display borrowed artefacts and host travelling exhibitions.

Analysis of Potential Program Options

Based on the existing Council referrals, best practices research, and engagement done to-date, a number of primary program options were considered. The primary program would determine the future facility's principal use. Ancillary uses will be considered as the program is developed. For example, interpretation of the building's heritage would be integrated in all uses and food or retail services could be considered as an ancillary program to many of the options.

Only options that could support reinstating the character-defining elements of the original building, celebrate the waterfront location, and allow for the building to be constructed to meet the needs of the new program were considered. Through this process, an Arts, Culture and Heritage Multi-Use Space (Recommended), Interpretive Centre, and Arts Centre emerged as the top three potential options.

1) Arts, Culture and Heritage Multi-Use Space (Recommended)

This option would provide a year-round, mixed-use space that could include a variety of cultural amenities such as interpretation on a variety of themes (permanent and/or temporary), arts uses (studio space, community exhibition space, small performances), and other community uses (markets, events, rentals).

This option would be fully climate-controlled with visitor amenities such as washrooms, back-of-house and storage spaces to service rentals and event use.

Should Council direct staff to pursue this option, staff recommend that the space currently used for rentals and community events in the Seine Net Loft be repurposed as dedicated interpretive space. Displays in both the Phoenix Net Loft and expanded in the Seine Net Loft could speak to interpretive stories identified as gaps in interpretation in the Steveston Heritage Sites Interpretive Framework endorsed by Council on November 14, 2023, including stories of Indigenous Peoples, the significance of the Fraser River, the evolution of West Coast fishing methods and boats, and the history of Cannery Row. The exhibit and program recommendations outlined in the submission titled *Phoenix Gillnet Loft – Living in Harmony* from the Britannia Shipyards National Historic Site Society and the presentation regarding incorporating the arts from Linda Barnes presented at the October 16, 2023 General Purposes Committee Meeting could be accommodated within this option.

This primary use is in alignment with current zoning for the site and the permitted uses of the waterlot lease Management Plan.

The estimated capital cost for this option is approximately \$52 million in 2026 dollars.

2) Interpretive Space

A primary use of the facility for heritage interpretation could range from exhibits and displays similar to what is found in the buildings at Britannia Shipyards, to a high-end destination museum with full visitor service amenities.

Exhibits could speak to interpretive stories identified as gaps in interpretation in the Steveston Heritage Sites Interpretive Framework endorsed by Council on November 14, 2023, including stories of Indigenous Peoples, the significance of the Fraser River, the evolution of West Coast fishing methods and boats, the history of Cannery Row and others.

This option is not recommended as the stakeholder consultation done in 2021 indicated a desire for space that is different to the current offer at Britannia Shipyards. Additionally, as noted above, the Museum Models Study presented to General Purposes Committee on May 21, 2019, does not support this as a preferred location for a new destination museum in Richmond due to its non-central location, its location over the water, and limitations related to parking and transportation.

The estimated capital cost for this option approximately \$59 million in 2026 dollars.

3) Arts Space

A new arts facility could include a mix of artists' studios, community maker space, exhibition space, and/or an artisan market where local artists and artisans could create, show and sell their work.

This option is not recommended as it would offer fewer opportunities for general public to access and engage with the space. Should Council wish to pursue the development of additional spaces exclusively for artists and arts uses, staff recommend that these be considered in the Richmond Arts District (Capstan, Aberdeen and Bridgeport Villages) which the City Centre Area Plan proposes to be a magnet for arts activity and creative services.

The estimated capital cost for this option is approximately \$50 million in 2026 dollars.

4) Additional Options

In addition to the options presented above, the following program uses were explored and are not recommended for further consideration as they did not fit as well with the criteria outlined above and/or for other feasibility constraints listed below:

- Destination Restaurant/Food Hall – Initial work on the feasibility of food service in the Phoenix Net Loft indicates that the addition of a café or restaurant could address the needs of Britannia

Shipyards visitors, enhancing the visitor experience thereby increasing visitation and expanding the average length of visit. However, this program does not fit within the permitted uses of the current zoning or waterlot lease.

- Marina Facility – Should Council wish to pursue the option of moorage from the Phoenix Net Loft to the Phoenix Pond as per the July 18, 2013, referral above, a marina facility use could be explored further. This program would require the construction of additional docks connected to the Phoenix Net Loft.

Next Steps

Should Council endorse the proposed program, staff will:

- contact the Province and inform them of Council's intention for the future use of the Phoenix Net Loft to seek additional information on potential impacts to the lease agreement and for additional information on permitting timelines;
- develop a detailed program plan which would include more extensive public consultation, concept design, and capital and operating budget; and
- report back.

Following endorsement of the detailed program, concept design and capital budget, detailed designs will be required to submit to the Province of British Columbia for permitting. It is anticipated the processing of this permit application could take approximately two years prior to commencing construction.

Financial Impact

None.

Conclusion

Based on feedback received through the 2021 consultation process, as well as initial research on a range of program options, staff recommend proceeding with planning for the use of the Phoenix Net Loft as a fully climate controlled Arts, Culture and Heritage Multi-Use Space. This option would provide a blend of year-round, mixed-use space that could be used for a range of interpretation on a variety of themes, artist uses, and other community uses.



Marie Fenwick
Director, Arts, Culture, and Heritage

- Att. 1: Archival Image of Phoenix Net Loft
2: Aerial Image of Current Site
3: 2021 Stakeholder Consultation Summary
4: Reference Images for Proposed Program - Arts, Culture and Heritage Multi-Use Space

Archival Image of Phoenix Net Loft



Phoenix Cannery Complex, 1977

Aerial Image of Current Site



2021 Stakeholder Consultation Summary

In 2021, in response to Council direction, engagement and planning related to the use of the Phoenix Net Loft as an interpretive centre was completed. The results of this study were presented to the General Purposes Committee on November 15, 2021, in the report entitled, *Phoenix Net Loft - Phase One Public Consultation Results, Guiding Principles and Next Steps*, dated October 12, 2021, from the Director, Arts, Culture and Heritage Services. As detailed in this report, part of the standard City approach to program planning for a public facility is a public consultation process to ensure the building program meets the current and future needs of the community. The purposes of a public consultation process are:

- to ensure the building design and programming meet the current and future needs of the general public and stakeholder groups;
- to ensure the development process for the facility is transparent and provides opportunity for input into decision making where appropriate; and
- to ensure the public is informed, engaged, and excited about the benefits to the community of the facility.

Phase One, which was completed, included consultation with key stakeholders to:

- determine target audiences for the facility;
- define key interpretive theme(s); and
- identify amenities and interpretive elements that would be required to support the interpretive themes and attract target audiences.

Consultation with key stakeholders was undertaken between December 2020 and March 2021. Consultation included a variety of engagement methods to better understand the needs, wants and opportunities identified by the community. The following groups were consulted:

1. Britannia Shipyard National Historic Site Society
2. Steveston Historical Society
3. Richmond Museum Society
4. Gulf of Georgia Cannery Society
5. Steveston Merchants Association
6. Richmond Intercultural Advisory Committee
7. Richmond Heritage Commission
8. Richmond Seniors Advisory Committee
9. Steveston Community Society
10. London Heritage Farm Society
11. Tourism Richmond stakeholders
12. Musqueam
13. School District No. 38 teachers

14. Richmond Centre for Disability
15. Richmond youth
16. Individual heritage site volunteers and staff

Phase One Consultation included:

- 1) Workshops with the following groups:
 - Britannia Shipyards National Historic Site Society Board members;
 - Richmond Museum Society Board members;
 - Heritage Focus Group including representatives from the Gulf of Georgia Cannery Society, Tourism Richmond, and the Steveston Historical Society; and
 - Richmond Museum and Heritage Services youth volunteers and Heritage Fair Alumni.
- 2) Interviews with 11 individual community members representing people in different stages of life with involvement in the fishing industry, business community, education system, and heritage sector. All interviewees are active in the community, share an interest in heritage, and a love of Steveston. Some respondents have deep multigenerational roots in Steveston and most have lived in Richmond for many years. The interviews reflect diverse cultural backgrounds including people of Japanese, Chinese, European, and other descents.
- 3) A survey was circulated to 14 Richmond organizations for distribution to their membership and /or stakeholders. 65 responses were received from individuals who identified as follows:
 - historical or heritage stakeholders;
 - community volunteers;
 - educators;
 - local business persons;
 - tourism sector stakeholders; and
 - others ranging from Steveston residents to business persons to board members of local non-profits.
- 4) Staff had informal discussions with a Musqueam representative who indicated interest in the future use of the Phoenix Net Loft. Of particular interest was the potential connection of this project to the current work they are undertaking with the Fraser River Discovery Centre in New Westminster to create a network of interpretive sites related to the Fraser River.

Reference Images for Proposed Program - Arts, Culture and Heritage Multi-Use Space



Special Event at Performance Works – Vancouver’s Granville Island



Arts Performance at Performance Works – Vancouver’s Granville Island



Winter Market at The Pipe Shop – North Vancouver's Shipyards District



Chinese Bunkhouse Exhibit at Britannia Shipyards



Indigenous Peoples Exhibit at Squamish Lil'wat Cultural Centre, Whistler



Artisan Market at Quidi Vidi Artisan Studio, St. John's, Newfoundland



Artist Demonstration Studio at Railspur Alley, Granville Island



City of Richmond

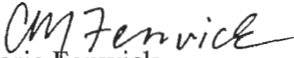
Report to Committee

To: General Purposes Committee
From: Marie Fenwick
Director, Arts, Culture and Heritage Services
Re: **City Events Program 2024**



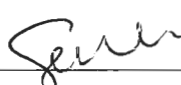
Date: October 19, 2023
File: 11-7400-01/2023-Vol
01

Staff Recommendations

1. That the City Events Program 2024, as outlined in Table 1 of the staff report titled "City Events Program 2024", dated October 19, 2023, from the Director, Arts, Culture and Heritage Services, be endorsed for the following events and initiatives:
 - a) Children's Arts Festival;
 - b) Richmond Cherry Blossom Festival;
 - c) Doors Open Richmond;
 - d) Community Celebration Grants Program;
 - e) Neighbourhood Block Party Fund;
 - f) Steveston Salmon Festival;
 - g) Richmond Maritime Festival; and
 - h) Supporting food security through community-driven events; and
2. That expenditures totalling \$810,000 for the City Events Program 2024 with funding of \$785,000 from the Rate Stabilization Account and \$25,000 estimated grant be considered in the 2024 budget process.


Marie Fenwick
Director, Arts, Culture and Heritage Services
(604-276-4288)

Att. 1

REPORT CONCURRENCE		
ROUTED TO: Economic Development Finance Department Community Social Development Parks Services Recreation & Sport Services	CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	CONCURRENCE OF GENERAL MANAGER 
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO 

Staff Report

Origin

The purpose of this report is to provide Council with a proposed program of events for 2024 and an associated budget for planning purposes and for consideration as part of the 2024 budget process.

This report supports Council's Strategic Plan 2022-2026 Focus Area #6 A Vibrant, Resilient and Active Community:

Vibrant, resilient and active communities supported by a wide variety of opportunities to get involved, build relationships and access resources.

6.3 Foster intercultural harmony, community belonging, and social connections.

The City Events Program 2024 supports the following Strategic Directions set out in the *Richmond Arts Strategy*:

Strategic Direction #1: Ensure Affordable and Accessible Arts for All

- 1.1.1 Review the City's offerings of free and low-cost arts programming and events, and assess required resources to keep cost barriers low.*
- 1.1.2 Develop or expand opportunities to directly support individual artists, cultural organizations and venues that provide low and no cost public program delivery.*

Strategic Direction #2: Promote Inclusivity and Diversity in the Arts

- 2.1. Celebrate Richmond's cultural diversity, history, growth and change as a community.*
- 2.1.5 Connect with the diverse cultural communities of Richmond (including faith-based communities) to encourage sharing of art, food and music.*

The City Event Program 2024 supports the following Strategic Directions set out in the *Community Wellness Strategy*:

Focus Area #2: Enhance physical and social connectedness within and among neighborhoods and communities.

The City Event Program 2024 supports the following Strategic Directions set out in the *Cultural Harmony Plan*:

Strategic Direction #1: Intercultural Connections

- 1.1 Continue to recognize and celebrate Richmond's diverse cultures and unique heritage through intercultural celebrations and events.*
- 1.2 Develop and implement a neighbourhood approach to facilitating positive intercultural exchange and understanding between Richmond's diverse cultural*

communities, such as community-based dialogues, storytelling, and sharing of art, food, and music.

- 1.5 *Incorporate criteria into the City Grant program that supports programs and events that facilitate intercultural interaction and promote intercultural understanding.*

Strategic Direction #5: Programs and Services

- 5.4 *Strengthen relationships with various cultural and ethnic communities in order to integrate their arts, cultural and heritage practices into the City's programs and events.*

Analysis

Background

Events enrich the lives of residents by providing the opportunity for the community to connect, learn and celebrate together. Events contribute to social and economic wellbeing, provide valuable volunteer opportunities, build a sense of community and enhance our quality of life.

The purpose of this report is to provide Council with a proposed program of events for 2024 and an associated budget. This proposed program for 2024 will enable staff to work with community partners to effectively support a number of key priorities in Council's Strategic Plan as well as a number of Council-approved strategies and plans.

The program of events and initiatives supports the Council-endorsed Guiding Principles for City events:

1. Build local capacity by prioritizing and investing in community-driven events.
2. Provide opportunities for Richmond residents and community groups to collaborate, contribute and participate.
3. Maximize social benefits to the community by fostering volunteerism and increasing sense of community pride and belonging.
4. Celebrate local themes and include programming that is uniquely Richmond;
5. Advance the City's environmental sustainability goals.
6. Ensure events are safe, well-organized and sustainably funded.
7. Encourage and support the development of unique events with a regional draw that bring economic and community benefit, and raise the profile of Richmond.

Overview of 2023 City Events Program

The 2023 City Events Program saw a return to a pre-pandemic level of events which was well received by the community. An overview of the 2023 City Events Program can be found in Attachment 1.

Proposed 2024 City Event Program

The proposed 2024 City Events Program supports the delivery of a mix of events, including neighbourhood, community, and city-wide events that align with the Council-approved Guiding

Principles, celebrating unique, local themes and appealing to a range of age groups and interests, with a number of events offering the potential for a regional draw. Accessibility will continue to be a priority in the planning of City events in 2024, to ensure community members of all abilities are able to participate in and enjoy the program of offerings.

Children's Arts Festival 2024

Proposed Program – February 19-23, 2024

The Children's Arts Festival supports many of the Council-endorsed City Events Strategy Guiding Principles: providing opportunities for Richmond residents and community groups to collaborate, contribute and participate; increasing sense of community pride and belonging; celebrating local themes and including programming that is uniquely Richmond; and supporting the development of a unique event with a regional draw that raises Richmond's profile. Similar to the 2023 program, the proposed 2024 program will include arts education experiences at partnering community centres. All programs will be led by professional artist instructors in a wide variety of arts disciplines, including visual, literary, performance, media arts and more.

The proposed 2024 Children's Arts Festival's public day will feature the addition of programming in the new Richmond Cultural Centre Annex, allowing more community members to enjoy a wider range of opportunities on the February 19, 2024 Family Day holiday.

The School Days program, with the support of Richmond School District No. 38, will run from February 20 to 23, 2024. School days programming will be offered at Cambie, City Centre, Hamilton, South Arm, Thompson and West Richmond Community Centres. The objective of the event is to engage Richmond's children and expand their horizons through a large assortment of culturally and artistically diverse activities such as:

- participatory art activations;
- drop-in art imagination stations;
- arts and culture workshops; and
- performances led by local artists and art educators.

The Children's Arts Festival represents a unique opportunity for residents, youth and artists to come together to build community. By introducing youth as early as possible to the arts. The Festival strives to instill awareness and engagement in the arts and culture sector long term to fulfill the goals outlined in the Richmond's Arts Strategy.

Proposed 2024 City Events Budget: \$70,000

Richmond Cherry Blossom Festival

Proposed Program – April 7, 2024

The Richmond Cherry Blossom Festival supports many of the Council-endorsed City Events Strategy Guiding Principles: building local capacity by investing in community-driven events; providing opportunities for Richmond residents and community groups to collaborate, contribute and participate; increasing sense of community pride and belonging; celebrating local themes and including programming that is uniquely Richmond; and supporting the development of a unique event with a regional draw that raises Richmond's profile. For 2024, the festival theme

will be “*dream*.” The theme symbolizes the dream of festival organizers to leave a legacy for future generations.

As initially envisioned by the B.C. Wakayama Kenjin Kai, the Richmond Cherry Blossom Festival celebrates the natural and transient beauty of the 255 Akebono cherry trees in bloom at Garry Point Park while providing festival visitors the opportunity to experience unique Japanese customs and traditions. As in past years, this year's festival will feature performances, demonstrations and hands-on activities provided by local Japanese craftspeople. Staff are working with the Festival Directors and the Sister City Advisory Committee to consider options for incorporating a display by the City of Richmond's Sister City Committee.

Proposed 2024 City Events Budget: \$50,000

Doors Open Richmond

Proposed Program – June 8 and 9, 2024

Doors Open Richmond is an annual two-day event featuring free opportunities to explore behind the scenes in Richmond's unique places. The event promotes intercultural understanding by prioritizing its partnerships with cultural, faith-based and civic partner sites. Working with these partner sites, Doors Open helps organizations and communities share their cultural practices with the public in their own way and with their voice. It also helps newcomers to Richmond understand the various community support services available.

For its 17th year the Richmond Museum Society will support the delivery of programming at over 40 sites across the City, offering a shuttle bus program for faith-based organizations along No. 5 Road and various cultural centres, and providing online programming for sites unable to invite public inside a facility. To enable the delivery of these activities, the event will be supported again by a robust volunteer ambassador program.

Proposed 2024 City Events Budget: \$30,000

Community Celebration Grants and Neighbourhood Block Party Programs

Proposed Program - Community Celebration Grants June 1 to December 31, 2024 & Neighbourhood Block Party Programs May 1 to October 31, 2024

The Community Celebration and Neighbourhood Block Party Grants Program supports a number of the Guiding Principles of the City Events Strategy: building local capacity by investing in community-driven events; providing opportunities for Richmond residents and community groups to collaborate, contribute and participate; and maximizing social benefits to the community by fostering volunteerism and increasing sense of community pride and belonging.

This program also supports the objectives of the Community Wellness Strategy. It offers opportunities to activate specific actions in the Cultural Harmony Plan at the grassroots level by incorporating criteria prioritizing proposals that facilitate intercultural interaction and promote intercultural understanding.

Based on a review of the outcomes of the existing program, staff propose splitting the former Neighbourhood Celebration Grant Program into two streams for 2024. This change is proposed as a result of a review of the existing program and best practices research indicating that up to

\$2,000 is suitable for a community-level event that is open to a broader public group while \$500 is a more suitable amount for a block party that is generally accessible to a more localized group of people. Should Council endorse the recommended changes to the program, the application process for the Neighbourhood Block Party Grant will also allow staff to process these applications in a more timely manner thereby making the grant process more accessible to the community.

Community Celebration Grants – These grants would be open to non-profit groups to host an event open to the public and/or a broader community. Proposed eligibility and evaluation criteria include:

- Richmond-based non-profit groups, not-for-profit faith-based groups, Parent Advisory Committees, and Student Councils;
- Event must be held in Richmond;
- Event must demonstrate alignment with program objectives including creating events that build community in Richmond;
- Event must be free and open to the public; and
- Applicant must demonstrate capacity to host event and a realistic estimate of resources needed and total budget required.

If approved, the proposed 2024 Community Celebration Grant Program will be launched in quarter one of 2024. Proposed grant recipients will be brought for Council approval in quarter two of 2024 for events to be offered June 1 to December 31, 2024.

Neighbourhood Block Party Program – These grants would be for neighbourhood groups to connect, create a sense of community, and enhance safety and awareness in neighbourhoods. Block parties can take place in a variety of spaces, including parks, on local streets or private property. Proposed eligibility and evaluation criteria include:

- Richmond-based neighbourhood groups (two individuals not living in the same household) and stratas;
- Event must be held in Richmond;
- Event must demonstrate alignment with program objectives including creating events that build community in Richmond;
- Event must be free to participants; and
- Applicant(s) must demonstrate capacity to host event and a realistic estimate of resources needed and total budget required.

Should Council endorse this initiative, staff would implement a more stream-lined process where by neighbours (two individuals from different households) and stratas could apply for up to \$500 of funding to plan and implement a Neighbourhood Block Party between May 1 and October 31, 2024.

Applications would be accepted on an ongoing basis between the launch of the program in quarter one of 2024 and September 2024 making the process more accessible and flexible for members of the community. If endorsed, a Neighbourhood Block Party Planning Guide will be produced to support applicants in planning their events. Applications would be reviewed and approved by staff and, as in previous years, a summary report would be required after the event

to help ensure the funds were used for the approved purposes. Council will receive a summary of approved block parties at the end of the season.

Proposed 2024 City Events Budget: \$50,000 for Community Celebration Grants and \$25,000 for Neighbourhood Block Party Fund.

Steveston Salmon Festival / Canada Day

Proposed Program – July 1, 2024

The Steveston Salmon Festival supports many of the Guiding Principles of the City Events by building local capacity by investing in community-driven events; providing opportunities for Richmond residents and community groups to collaborate, contribute and participate; maximizing social benefits to the community by fostering volunteerism and increasing sense of community pride and belonging; celebrating local themes and including programming that is uniquely Richmond; and supporting the development of a unique event with a regional draw that raises Richmond's profile.

Working in partnership with the Steveston Community Society and the Steveston Salmon Festival Planning Committee, the 2024 event is anticipated to include many of the same elements as the 2023 festival including the Parade, performance stages and entertainment throughout the village, the Japanese Cultural Show, Horticulture Show, Art Show, children's activities, the traditional Salmon Bake, Chow Mein booth and food trucks.

Proposed 2024 City Events Budget: \$345,000

It is proposed that any additional funds Steveston Community Society/ Richmond Agricultural and Industrial Society brought forward through grants or sponsorship to support the Steveston Salmon Festival be used for program enhancements.

Richmond Maritime Festival

Proposed Program – August 24 and 25, 2024

The Richmond Maritime Festival embodies many of the Guiding Principles of the City Events Strategy - building local capacity by investing in community-driven events; providing opportunities for Richmond residents and community groups to collaborate, contribute and participate; maximizing social benefits to the community by increasing sense of community pride and belonging; celebrating local themes and including programming that is uniquely Richmond; and supporting the development of a unique event with a regional draw that raises Richmond's profile.

For its 21st year, the goal of the Richmond Maritime Festival continues to be to serve as one of Richmond's signature events, showcasing the cultural and maritime heritage of Britannia Shipyards National Historic Site and Steveston. In 2024, this will be accomplished through visiting boats, interactive children's activities and telling the stories of those who lived and worked along the Fraser River through artistic performances and heritage displays.

Proposed 2024 City Events Budget: \$210,000

It is proposed that any additional funds brought forward by Richmond Arts Coalition or Britannia Shipyards National Historic Site Society through grants and sponsorships to support this event be used for program enhancements.

Supporting food security through community-driven events

Proposed Program - 2024

It is proposed that funding continue to be allocated in 2024 to support farmers markets as well as opportunities for other not-for-profit organizations to put forward proposals for community events that support food security and/or promotion of local food and food producers. This proposal supports priorities identified in the Community Wellness Strategy.

The 2024 program would meet the following program objectives:

- promoting local farmers and food producers;
- supporting and promoting options for Richmond residents to access local food in an outdoor setting; and
- highlighting opportunities through community events to promote food security/address food insecurity in innovative ways.

This program was established to support local farmers, enhance farmers market, and support for community events related to food security and/or promotion of local food and food producers.

Proposed 2024 City Events Budget: \$30,000.

City Five-Year Event Plan and Signature Multi-Cultural Festival Update

Work on the development of the City Five-Year Event Plan (the Plan) and the Multi-Cultural Festival was put on hold for two years given so many unknowns about the potential short and long-term impacts of COVID-19. With the removal of restrictions on gatherings, and having completed a number of successful events in a post-COVID environment, staff re-focussed on advancing the Plan in 2023.

The work done to date and currently underway includes consultation and engagement with key stakeholders, best practice reviews around event programming, funding, sponsorship, marketing, metrics and measurement tools.

Funding was allocated in 2022 and remains in the provision to undertake a visioning and consultation process to develop a new, uniquely Richmond multicultural celebration. The initial planning for this work has been rolled into the fulsome stakeholder and community engagement process currently underway to support the development of the Plan.

The proposed Plan will reflect the needs of the community; support Council's Strategic Plan; contribute to priorities identified in a range of corporate strategies and plans; and align with the Guiding Principles endorsed by Council.

The objectives of this Plan are to:

1. Highlight how events contribute to an appealing and livable city.

2. Through consultation with staff and Stakeholders, as well as a review of industry best practices:
 - Seek feedback on how the Guiding Principles can be implemented for events; and
 - Identify strategic priorities and a proposed program of City-hosted/supported events for the next five years that considers existing events as well as addresses gaps in existing portfolio and/or prioritizes themes/features that make Richmond unique.
3. Identify an implementation plan that outlines a budget and resource plan to support the planning and delivery of the recommended city events over the next five years.
4. Identify evaluation criteria and methodology for ongoing review to ensure that event strategy outcomes are defined, tracked, measured and celebrated through regular reporting to City Council; and that emerging opportunities can be considered in a timely manner.

The Plan will be brought forward for Council consideration in quarter two of 2024. Should Council endorse the proposed Plan at that time, this will allow for sufficient planning time for staff to work with community partners to develop a program of events and initiatives, including addressing a signature multi-cultural festival, in time for the 2025 budget process and event season.

Table 1: 2024 Proposed City Event Program and Budget

Event	2023 City Events Budget	2024 City Events Proposed Budget	2024 City Events Funded by Rate Stabilization Account	2024 City Estimated Grant Funding
Children's Arts Festival (CAF)	\$60,000	\$70,000	\$70,000	
Richmond Cherry Blossom Festival	\$45,000	\$50,000	\$50,000	
Doors Open Richmond	\$25,000	\$30,000	\$30,000	
Neighbourhood Celebration Grants Program	\$75,000	\$50,000	\$50,000	
Community Block Party Fund	\$0	\$25,000	\$25,000	
Steveston Salmon Festival / Canada Day	\$300,000	\$345,000	\$320,000	\$25,000
Richmond Maritime Festival	\$200,000	\$210,000	\$210,000	
Supporting food security through community-driven events	\$30,000	\$30,000	\$30,000	
Total	\$735,000	\$810,000	\$785,000	\$25,000

The proposed budget represents an increase from the previous year to account for cost increases in event contracts and supplies such as tents, portable toilets and traffic management.


As in previous years, any grants, sponsorships, other funding and in-kind contributions secured by community partners will be used for program enhancement.

Financial Impact

Staff propose a total for the 2024 City Events Program budget of \$810,000 with funding of \$785,000 from the Rate Stabilization Account and \$25,000 estimated grant be considered in the 2024 budget process.

Conclusion

Events enrich the lives of residents by providing the opportunity for the community to connect, contribute, learn and celebrate together. They contribute to social and economic well-being, foster community resiliency, building community capacity and a sense of community identity and contributing to a vibrant city with a strong sense of place and distinct identity. A program of events for 2024 provides opportunities for the City to work collaboratively with a range of community organizations to safely deliver on a number of priorities identified in the Council's Strategic Plan and contribute to the quality of life of Richmond residents. A City Five-Year Event Plan which will be presented for Council's consideration in quarter two of 2024 will provide a framework for planning, delivering and evaluation of City-hosted and supported events across the city.



Dee Bowley-Cowan
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Att. 1: Overview of the 2023 City Events Program

Overview of the 2023 City Events Program

2023 Children's Arts Festival

The annual Children's Arts Festival is the City's signature event for children aged 3 to 12 years and includes two components: a public day and school days. The City and Richmond School District No. 38, supported by the Richmond Public Library, worked collaboratively to deliver this year's program. The event's objective is to engage Richmond's children and expand their horizons through a large assortment of culturally and artistically diverse arts and culture activities, performances and workshops.

Participation highlights include:

- Over 5,000 people attended the Richmond Library and Cultural Centre for a wide range of programming during the Family Day public event on February 20, 2023; and
- 1,082 children representing 48 classes from 35 Richmond elementary schools participated in the school days program from February 21 to February 24, 2023, at the Richmond Library/Cultural Centre, Local Community Centres (City Centre, Hamilton, South Arm, Steveston, Thompson and West Richmond), and the Richmond Nature Park.

2023 Richmond Cherry Blossom Festival

Celebrating the arrival of spring and the blooming of Garry Point Park's 255 Akebono cherry trees, this annual event is produced in partnership with representatives from the BC Wakayama Kenjin Kai. Returning to its pre-pandemic format for the first time on April 2, 2023, the event featured live music and performances; food from a local restaurant and food trucks, Japanese cultural display, and demonstrations. The Sister City Advisory Committee also hosted a display highlighting the 50th anniversary of Richmond's Sister City relationship with Wakayama. The 2023 Cherry Blossom Festival theme was 感謝 (KANSHA), meaning gratitude or appreciation.

Participation highlights include:

- Over 5,000 visitors attended the Festival; and
- Social media content reached 1,386 individuals, including 1,706 post engagements and 738 likes and shares.

2023 Doors Open Richmond

The 16th edition of Doors Open Richmond was presented from June 3 – 4, 2023 and featured 39 partner sites offering a variety of in-person experiences. New and returning favourites included the 39 Service Battalion and 12 Service Battalion Museum, Richmond Ismaili Jamtkhana, the Turkish Canadian Society and the Ukrainian Community Society of Ivan Franko.

Participation highlights include:

- Over 17,000 visits to sites recorded throughout the weekend;
- 313 participants attended pre-registered tours including guided tours of Richmond City Hall and guided bus tours featuring sites along the Highway to Heaven; and
- Social media content reached 72,426 individuals, including 2,157 post engagements and 132 likes and shares.

2023 Neighbourhood Celebration Grants Program

The launch of the Neighbourhood Celebration Grant Program was announced to the public on January 31, 2023, via the City's website and various social media channels, through targeted communications to previous program applicants and in community facilities throughout Richmond. Groups of residents, artists, community champions and community organizations were invited to submit creative proposals for initiatives that offered opportunities to connect residents of diverse backgrounds through shared experiences that could be delivered by the end of 2023.

In total, 76 applications were received by the February 26, 2023 deadline. Applicants included Parent Advisory Councils, student groups, neighbourhood, block parties, strata groups, and non-profit societies.

67 projects received funding, totalling \$78,983.76, which included \$13,745.55 being allocated to neighbourhood block parties.

Participation highlights include:

- 14 school events;
- 14 Block Parties; and
- 37 Community events and programs.

2023 Steveston Salmon Festival / Canada Day

The 76th annual Steveston Salmon Festival was successfully delivered in alignment with the vision theme “It’s about COMMUNITY” for the Festival. Visitors appreciated the expanded footprint and return of some traditional Salmon Festival activities.

The 76th annual Steveston Salmon Festival on July 1, 2023 included:

- The return of the Steveston Salmon Festival Parade, Salmon Bake and Chow Mein Community Food Booth, and market/trade show;
- A welcome ceremony including local, federal and provincial government and First Nations representatives;
- Traditional Steveston Salmon Festival programming, including the Japanese Cultural Show and Art Show;
- Children's activities;
- Japanese Cultural show and demonstrations;
- Fireworks over the water at Imperial Landing; and
- A flyby the Canadian Arm Forces Lockheed CP-140 Aurora, a maritime patrol aircraft.

Participation highlights include:

- Over 75,000 visitors to the site over the day;
- Social media content reached 211,416 individuals, including 1,666 post engagements and 315 likes and shares; and
- 274 community volunteers contributed to over 1,406 hours to deliver the event.

2023 Richmond Maritime Festival

The 20th annual Richmond Maritime Festival animated the Britannia Shipyard National Historic Site on August 26-27, 2023. The event program included 12 wooden and working boats along the dock including local restored heritage boats, maritime-themed décor and installations throughout the site, roving performances, "pop-up" style heritage storytellers, food and beverage vendors, and community booths.

Participation highlights include:

- Over 40,000 visitors to the site over the two day Festival;
- Social media content reached 182,000 individuals, including 666 post engagements and 2,915 likes and shares;
- More than 50 artists, performers, and heritage storytellers contributed to the festival programming; and
- 105 volunteers contributed over 870 hours to deliver the event.

Supporting Food Security Through Community-driven Events

When Farm Fest at Garden City Lands was cancelled in 2020 due to COVID-19, staff were given direction to direct a portion of the funding allocated to that event to support a local farmers market. Due to the relatively high cost for the City to host a single-day farmers market on the Garden City Lands, in 2021, the Council directed \$20,000 be allocated to support and enhance existing markets. \$30,000 in funding was allocated in 2022 and 2023 to support further the expansion of existing markets as well as expanding the funding eligibility to include support for community events related to food security and/or promotion of local food and food producers.

In 2023, this funding was used to support:

- Kwantlen St. Farmer's Market (market dates from May – November 2023);
- Sharing Farm Society (Garlic Festival food security educational enhancements on August 20, 2023 at Terra Nova Rural Park);
- Steveston Farmers and Artisans Market (market dates May 7– September 17, 2023); and
- Urban Bounty (market dates from May – October 2023) at Hamilton Community Centre.

Participation highlights include:

- Promoted local farmers and food producers at the Kwantlan Farmers Market at the Cultral Centre Plaza;
- Provided access to community members to affordable fresh produce every Saturday for 10 weeks at the Pop-Up Market in East Richmond's Hamilton Community Centre; and
- Supported and promoted options for Richmond residents to access local food in an outdoor setting at the Garlic Festival through community workshops during the festival.



To: Mayor and Councillors
From: John Hopkins
Director, Policy Planning

Date: November 16, 2023
File: 08-4040-01/2023-Vol 01

Re: Richmond Response: Provincial Housing Legislation (Bill 44, 46 & 47)

Background

In November 2023, the Province recently introduced three new bills that would implement the 'Homes for People' housing strategy including:

- Bill 44 – 2023 Housing Statutes (Residential Development) Amendment Act, 2023
- Bill 46 – 2023 Housing Statutes (Development Financing) Amendment Act, 2023
- Bill 47 – 2023 Housing Statutes (Transit-Oriented Areas) Amendment Act, 2023

At the November 7, 2023 Planning Committee meeting, following a discussion with staff on the newly introduced housing legislation, a resolution was carried that requested staff to research and provide analysis and recommendations and report back regarding the recently announced Provincial housing bills, in order that Council consider appropriate correspondence with the Provincial government.

This memo responds to that referral, provides a summary of the three new bills and some early feedback on how the proposed legislation could impact Richmond. This memo also recommends that Council request a meeting with the Minister of Housing and local MLAs to discuss the implications of the proposed legislation.

Findings of Fact

Bill 44: On November 1, 2023, the provincial legislative assembly gave first reading to Bill 44, also known as the Housing Statutes (Residential Development) Amendment Act, 2023. Second reading was given November 8, 2023. This legislation proposes the following:

- Require all single-family/duplex zones across the province to permit secondary suites and/or a laneway home.
- For communities with over 5,000 residents, require all single-family/duplex zones (designated heritage properties, lots that are zoned for a minimum lot size of 1 acre, or lots that are larger than 1 acre are exempted) to allow:
 - 3 units per lot if the lot is less than 280 m² (3,014 ft²);
 - 4 units per lot if the lot is greater than 280 m² (3,014 ft²); and
 - 6 units per lot if the lot is close to transit stops with frequent service, which zoning must not require off-street parking or loading for any of the residential uses on the lot.

- Effective when the bill is adopted, a local government cannot hold a public hearing on a proposed zoning bylaw if the zoning amendment is:
 - consistent with the OCP; and
 - for residential uses comprising of at least half of the overall floor area.
- By June 30, 2024, all affected local governments are to update their zoning bylaws to amend their single-family and duplex zones to accommodate the small scale, multi-unit requirements as noted above and in accordance with regulations, if any, on setback, height, and lot coverage.
 - Public hearings are not permitted for these required zoning amendments and these amendments are permitted regardless of what is in the current OCP.
- By December 31, 2024, all affected local governments must revise and update their Housing Needs Report.
 - Housing Needs Report will use a standardized method set out in Provincial regulations, and will extend over the next 20 years.
- By December 31, 2025, all affected local government must complete their update to the OCP and Zoning Bylaw to provide use and density required to accommodate their 20 year housing needs. Density bonusing for amenities and affordable housing may only be used for housing in excess of that shown in the 20 year Housing Needs Report.
- OCPs to be updated every 5 years with public engagement as the primary source for public input into land use planning.
- Housing Needs Report must be updated every 5 years. Following every update the OCP and Zoning Bylaw is required to be updated to reflect any changes.
- If a community fails to comply with the requirements by the deadlines, and any Provincial order, the Province may enact bylaws to permit the small-scale multi-family housing.

Following royal assent of Bill 44, a policy manual will be released with expectations on site standards, building designs (e.g., setbacks, height, parking and lot coverage), and proximity to transit. It is anticipated that the policy manual would be released in December 2023. Any amendments to the Zoning Bylaw are required to consider the Provincial Policy Guidelines for small-scale multi-family housing.

Bill 46: On November 7, 2023, the provincial legislative assembly gave first reading to Bill 46, also known as the Housing Statues (Development Financing) Amendment Act, 2023. Second reading was given November 9, 2023. This legislation proposes the following:

- Allow local governments to collect development cost charges (DCCs) on items such as fire-protection facilities, police facilities, and solid-waste facilities. Also, it would allow local government to collect DCCs for provincial highway infrastructure projects under certain conditions.
- Provide local governments the legislative authority to apply an amenity cost charge (ACC) which would be used in the subdivision or building process rather than the zoning stage. ACCs are to be used to assist in paying for the capital costs of community amenities (e.g., community centres, recreation centres, libraries, a daycare facilities, and public squares) in geographic areas where the local government is planning for increased population growth and housing supply.

A couple of things to note with Bill 46 (Development Financing):

- affordable housing is not identified as an amenity in the proposed legislation; however, local governments would have the ability to waive an ACC by bylaw for affordable rental housing, similar to DCC waivers; and
- to implement an ACC, local governments would need to:
 - identify areas where more housing supply is planned (based on official community plans and other planning documents) and what amenities are needed to support that supply;
 - determine the ACC amounts following the rules set out in legislation (for example, the capital costs must be allocated between existing users and new users and local governments must consider if the charges will deter or discourage the development of reasonably priced housing);
 - consult on the development of the amenities and charge rates; and
 - pass a bylaw that implements the charges (note: a developer can contribute land or facilities to offset their payable ACCs, but this would require a specific agreement entered into by bylaw).

Bill 47: On November 8, 2023, the provincial legislative assembly gave first reading to Bill 47, also known as the Housing Statues (Transit-Oriented Areas) Amendment Act, 2023. As of the date of this memo second reading has not yet been given. This legislation proposes the following:

- Require local government to designate Transit Oriented Development Areas (TOD areas) near transit stations, which are planned or built bus stops, bus exchanges, passenger rail stations or other transit facilities as prescribed by Provincial regulation.
- In addition to designating the relevant transit stations, the future Provincial regulations will set the TOD distances, zoning standards, and exemptions.
- Advanced Provincial guidance (Attachment 1) state these TOD areas are defined as land within 800m metres of a rapid transit station (e.g., Canada Line station) and within 400m of a bus exchange (e.g., Steveston interchange).
- Local governments must adopt a bylaw designating its TOD areas, including any areas specifically designated by the Province by regulation.
- In these TOD areas, local government will be required to:
 - permit housing developments that meet provincial standards for allowable height and density on any property that is zoned for any residential use. The minimum allowable height and density is based on tiers – at its highest in the centre of the TOD area – and will differ based on the type of transit hub (SkyTrain stop/bus exchange) and a municipality's size, population and location (see Attachment 1);
 - remove residential parking minimums other than accessible parking and allow for parking to be determined by the developer based on market need and demand on a project-by-project basis (note: non-residential parking standards and loading requirements would still apply); and
 - consider Provincial TOD guidelines in all zoning amendments.

Following royal assent of Bill 47, a policy manual will be released that would provide standards and details which is anticipated to be released in December 2023.

Analysis

Bills 44, 46 and 47 take a more centralized, prescriptive approach to planning which also comes with risks and potential unintended consequences. Concerns include:

- the impacts to neighbourhoods, servicing and existing infrastructure;
- the lack of detail on the standards and details for single-family and duplex zones to incorporate multi-plexes (i.e., floor area, building height, setbacks, parking);
- lack of detail on the qualifications of transit stations and distances for TODs and the required allowable heights and densities of residential use;
- pre-zoning large amounts of housing through the 20 year housing needs and TODs removing the City's ability to negotiate a wide variety of amenities such as transportation demand management measures, public art, and turn key facilities;
- how local governments secure road dedications, statutory right-of-ways and infrastructure servicing upgrades through the development permit process (most of this would be deferred to the building permit process);
- the need for a legislative framework for affordable housing and tenant relocation requirements and other requirements to be applied at the development permit or building permit phase rather than being tied to rezonings;
- removing the public hearing requirement for residential rezonings that are consistent with the OCP and implementing the small-scale multi family zoning throughout the City which provides residents a meaningful opportunity to address members of Council directly and only adds an additional 3 to 5 weeks to the rezoning process; and
- the potential loss of density bonusing to achieve required minimum densities which would impact measures in the affordable housing strategy.

Further, the lack of meaningful consultation with affected local governments is of concern considering the fundamental changes in planning responsibility. The 'one size fits all' approach does not take into account Richmond's context (e.g., floodplain, height and noise restrictions due to proximity to YVR) or achievements in affordable housing (e.g., LEMR).

Of significant concern is Bill 47 (Transit-Oriented Areas) which conflicts with the Richmond context. The City Centre Area Plan (CCAP) incorporates transit-oriented development principles, in particular around Richmond's Canada Line stations. However, based on the way Bill 47 (Transit-Oriented Areas) is drafted and the accompanying policy guide (Attachment 1), there are several compromising factors including the proximity to the Vancouver International Airport (YVR) which impacts maximum building heights established through federal regulations. Also, in collaboration with YVR, two key areas of the City Centre which are located under the north and south runway flight paths prohibit residential uses, although some areas are currently zoned for residential (primarily single-family). Bill 47 (Transit-Oriented Areas) is written in a way that would require properties that are zoned for residential uses adjacent to transit stations to be zoned for high density residential which would undermine the City's CCAP, employment lands strategy, industrial land intensification initiative, and aircraft noise management policies.

In discussions through online consultation with staff from the Ministry of Housing, there has been confirmation that there will be exclusions for federal air restrictions and that specific details will be outlined in an upcoming policy manual in December following royal assent of Bill 47 (Transit-Oriented Areas).

Another significant concern is the proposed legislation does not directly address how to increase the supply of affordable housing. Rather, the focus is more on increasing housing supply in general. In particular, Bill 47 (Transit-Oriented Areas) would require local governments to set a prescriptive minimum density for housing within defined transit-oriented development areas without any consideration for a density bonus for affordable housing. This has the potential to compromise Richmond's low-end market rental (LEMR) program in the City Centre as LEMR units are achieved through density bonusing.

As indicated earlier, policy manual(s) will be released following royal assent likely in December 2023 which may address some of the outlined concerns.

Conclusion

In early November 2023, the Province introduced three bills which would introduce:

- new requirements to allow increased density in areas currently zoned for single-family or duplex use (Bill 44);
- a changed framework used by local governments to pay for infrastructure and community amenities related to new development (Bill 46); and
- allowing the Province to establish minimum allowable height and density for Transit Oriented Development Areas (Bill 47).

Combined, these bills would bring about significant changes to the local planning and housing supply framework. Although there are good intentions with these legislative changes, a 'one size fits all' approach glosses over the achievements that Richmond has made in affordable housing and does not take into account some of the limitations in urban growth such as building on a floodplain and in close proximity to an international airport. The lack of meaningful consultation with local government is reflected in this approach. Further details are to be released in December 2023 through a policy manual which may address some concerns. Staff will provide further details when they are released.

At this time, staff would recommend that Council request a meeting with the Minister of Housing, along with all local MLAs, as soon as possible to discuss the implications of the proposed legislation.



John Hopkins
Director, Policy Planning

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Att. 1: Bill 47 – Transit Oriented Development Areas – Policy Framework

Bill 47 (Transit-Oriented Areas)

Transit Oriented Development Areas – Policy Framework

TOA Type	Transit Hub Type	Prescribed Distance	Minimum Allowable Density (FAR)	Minimum Allowable Height (Storeys)	Type of Building
TOA Type 1 (Metro Vancouver)	1A) Rapid Transit	200m or less	Up to 5.0	Up to 20	Condo Tower
		201m – 400m	Up to 4.0	Up to 12	High Rise, Mid-rise
		401m – 800m	Up to 3.0	Up to 8	Mid-rise
	1B) Bus Exchange	200m or less	Up to 4.0	Up to 12	High Rise, Mid Rise
		201m – 400m	Up to 3.0	Up to 8	Low-rise, Townhouse
TOA Type 2 (Victoria/Kelowna/Other Medium-Sized Munis)	Bus Exchange	200m or less	Up to 3.5	Up to 10	Mid-rise
		201m – 400m	Up to 2.5	Up to 6	Low-rise/Townhouse
TOA Type 3 Other qualifying areas	Bus Exchange	200m or less	Up to 2.5	Up to 6	Low-rise
		201m – 400m	Up to 1.5	Up to 4	Townhouse