



General Purposes Committee

Anderson Room, City Hall
6911 No. 3 Road

Monday, July 20, 2026
3:30 p.m.

Pg. # ITEM

MINUTES

GP-4 *Motion to adopt the **minutes** of the meeting of the General Purposes Committee held on July 6, 2026.*



CAO'S OFFICE

1. **COUNCIL STRATEGIC PLAN 2022-2026 TERM HIGHLIGHTS**
(File Ref. No. 01-0005-01/) (REDMS No. 8360843)

GP-7

See Page GP-7 for full report

Designated Speaker: Daisy Byrne

STAFF RECOMMENDATION

- (1) *That the report titled Council Strategic Plan 2022-2026 Term Highlights, from the Director, Intergovernmental Relations and Corporate and Strategic Planning, dated June 11, 2026, be received for information; and*
- (2) *That the Council Strategic Plan 2022-2026 Term Highlights Report and Council Strategic Plan 2022-2026 Term Highlights at a Glance attachments be posted on the City of Richmond website as downloadable PDFs.*



DEPUTY CAO'S OFFICE

2. **HERITAGE ALTERATION PERMIT APPLICATION (HA 26-011972) BY THE CITY OF RICHMOND – 5180 WESTWATER DRIVE (FIRST NATIONS BUILDING)**
(File Ref. No. 06-2050-20-BSYD) (REDMS No. 8452396)

GP-60

See Page GP-60 for full report

Designated Speaker: Martin Younis & Rebecca Clarke

STAFF RECOMMENDATION

That a Heritage Alteration Permit be issued to authorize deconstruction and reconstruction of the First Nations Building at Britannia Shipyards National Historic Site, as outlined in the report titled “Heritage Alteration Permit Application (HA 26-011972) by the City of Richmond – 5180 Westwater Drive (First Nations Building)”, dated June 22, 2026, from the Deputy Chief Administrative Officer and General Manager, Parks, Recreation and Culture.



FINANCE AND CORPORATE SERVICES DIVISION

3. **DRAFT ECONOMIC DEVELOPMENT STRATEGY**
(File Ref. No. 08-4150-20-001) (REDMS No. 8455274)

GP-125

See Page GP-125 for full report

Designated Speaker: Jill Shirey

STAFF RECOMMENDATION

That the draft Economic Development Strategy, as detailed in the report titled “Draft Economic Development Strategy”, dated June 29, 2026, from the General Manager, Finance and Corporate Services, be endorsed for public consultation.



LAW AND COMMUNITY SAFETY DIVISION

4. **METRO WEST INTER-MUNICIPAL BUSINESS LICENCE BYLAWS**
(File Ref. No. 12-8060-02-01) (REDMS No. 8459089)

GP-182

See Page GP-182 for full report

Designated Speaker: Mark Corrado

STAFF RECOMMENDATION

- (1) *That Inter-Municipal Business Licence Agreement Bylaw No. 10763 be introduced and given first, second and third readings; and*
- (2) *That Inter-Municipal Business Licence Bylaw No. 10764 be introduced and given first, second and third readings.*



PLANNING AND DEVELOPMENT DIVISION

5. **HOMELESSNESS STRATEGY GUIDING FRAMEWORK – CURRENT STATE ANALYSIS AND WHAT WE HEARD REPORT**
(File Ref. No. 07-3000-00) (REDMS No. 8454641)

GP-196

See Page GP-196 for full report

Designated Speaker: Chris Duggan & Beth Anne Dolan

STAFF RECOMMENDATION

That the findings in the report titled “Homelessness Strategy Guiding Framework – Current State Analysis and What We Heard Report”, from the General Manager, Planning and Development, dated June 22, 2026, inform the development of the Homelessness Strategy Guiding Framework (2026–2029).



MAYOR MALCOLM D. BRODIE

ADDED

6. **DONATION OF VESSEL, NORTH STAR OF HERSCHEL ISLAND**
(File Ref. No.) (REDMS No.)

GP-253

See Page GP-253 for supporting materials

MOTION

WHEREAS a proposal has been made to donate the vessel, North Star of Herschel Island, to the Britannia Heritage Shipyard NHS Society;

AND WHEREAS there are potentially significant implications to the Society and the City of Richmond as the result of any such donation;

THEREFORE BE IT RESOLVED that there be a referral to staff to review and provide options in relation to the feasibility of the potential donation of the vessel, North Star of Herschel Island, including the roles contemplated for the City of Richmond and the Britannia Heritage Shipyard NHS Society following the donation, the current status of restoration and requirements for completion, the context for the donation, the vessel's historical significance to Richmond or elsewhere, logistics related to storage and display, financial impacts including restoration and maintenance costs as well as other relevant factors.

☐

ADJOURNMENT

☐



General Purposes Committee

Date: Monday, July 6, 2026

Place: Anderson Room
Richmond City Hall

Present: Mayor Malcolm D. Brodie, Chair
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 4:00 p.m.

MINUTES

It was moved and seconded
That the minutes of the meeting of the General Purposes Committee held on June 15, 2026, be adopted as circulated.

CARRIED

FINANCE AND CORPORATE SERVICES DIVISION

1. **MUNICIPAL AND REGIONAL DISTRICT TAX IMPOSITION
BYLAW NO. 10782**

(File Ref. No. 08-4150-03-06) (REDMS No. 8432172)

Staff noted a memo had been provided on table with an update on accommodation provider support.

It was moved and seconded
That the Municipal and Regional District Tax (MRDT) Imposition Bylaw No. 10782 be introduced and given first, second, and third readings.

General Purposes Committee

Monday, July 6, 2026

The question on the motion was not called as staff responded to queries from Committee, noting (i) there has been a lot of support from the hotels, with over 80% of eligible accommodation providers representing over 90% accommodation rooms, (ii) working on the short and medium term items which are the same goals and action items as the five year Strategic Tourism Business Plan, which is based on the 10-year Tourism Master Plan 2035, and (iii) in terms of it being a City plan, it is a broader Team Richmond plan that the City receives great input from Tourism Richmond and the Richmond Hotel Association.

The question on the motion was then called and it was **CARRIED**.

DEPUTY CAO'S OFFICE

2. **METRO VANCOUVER SEWAGE DIVERSION AND FUNDING AGREEMENT**

(File Ref. No. 1-0060-20-LIEC1) (REDMS No. 8437436)

It was moved and seconded

That Council endorse the key terms for the Sewage Diversion and Funding Agreement between Lulu Island Energy Company and Metro Vancouver.

The question on the motion was not called as a brief discussion ensued with respect to the rationale of the funding to be provided by Metro Vancouver.

In response to queries from Committee, staff noted (i) the overall cost for the facility is estimated to be \$114 million, (ii) completion is currently estimated for 2031, (iii) through the negotiations, it was clear that Metro Vancouver will receive the GHG credits for whatever funding they provide, (iii) the amount the City committed to, based on \$10 million funding, is 13% of what the facility will produce, which is relatively small, (iv) the City has received \$6.2 million from Clean BC (provincial and federal governments) and staff are pursuing the Build Communities Strong Fund, recently announced by the federal government, (v) it is approximately 5,500 homes that could be serviced through the facility, (vi) none of the costs will be passed on to the developers; costs will be recovered through customer rates, (vi) there is no risk to the long-term operation of the facility; there will always be 100% backup if the energy source stops, (vii) the facility provides heat only, no cooling, and (viii) the \$114 million is funding investment in the infrastructure if construction begins spring 2027, and will be completed in 2031.

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

General Purposes Committee
Monday, July 6, 2026

PLANNING AND DEVELOPMENT DIVISION

3. RESPONSE TO METRO VANCOUVER'S REFERRAL: REPORTING BACK ON METRO 2050 AMENDMENT OPTIONS AND CONSULTATION RESULTS IN RESPONSE TO SOUTH OF THE FRASER MAYORS' REQUESTS

(File Ref. No. 01-0157-30-RGST1/2) (REDMS No. 8430515)

It was moved and seconded

- (1) *That the report titled "Response to Metro Vancouver's Referral: Reporting Back on Metro 2050 Amendment Options and Consultation Results in Response to South of the Fraser Mayors' Requests", dated June 8, 2026 from the General Manager, Planning and Development, be submitted to the Metro Vancouver Regional District Board as part of Metro Vancouver's consultation process.*
- (2) *That should the Metro Vancouver Regional District Regional Growth Strategy Amendment Bylaw No. 1456, 2026 be adopted, staff review whether the City of Richmond should pursue identification of any Special Study Areas and report back.*

The question on the motion was not called as staff provided a brief overview of the intent of the report.

CARRIED

ADJOURNMENT

It was moved and seconded

That the meeting adjourn (4:22 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, July 6, 2026.

Mayor Malcolm D. Brodie
Chair

Lorraine Anderson
Legislative Services Associate



To:	General Purposes Committee	Date:	June 11, 2026
From:	Jason Kita Director, Intergovernmental Relations and Corporate and Strategic Planning	File:	01-0005-01/2025-Vol 01
Re:	Council Strategic Plan 2022-2026 Term Highlights		

Staff Recommendations

1. That the report titled Council Strategic Plan 2022-2026 Term Highlights, from the Director, Intergovernmental Relations and Corporate and Strategic Planning, dated June 11, 2026, be received for information; and
2. That the Council Strategic Plan 2022-2026 Term Highlights Report and Council Strategic Plan 2022-2026 Term Highlights at a Glance attachments be posted on the City of Richmond website as downloadable PDFs.

Executive Summary

This report provides a summary of key accomplishments delivered from November 2022 to April 2026 in support of Richmond's Council Strategic Plan 2022-2026. It highlights progress made across the plan's six strategic focus areas:

1. Proactive in Stakeholder and Civic Engagement;
2. Strategic and Sustainable Community Growth;
3. A Safe and Prepared Community;
4. Responsible Financial Management and Governance;
5. A Leader in Environmental Sustainability; and
6. A Vibrant, Resilient and Active Community.

These accomplishments demonstrate how Council's collective priorities have guided the City's administration, operations, and service delivery over the current term.

Staff Report

Origin

At the start of each new term of office, Richmond City Council has the opportunity to collectively identify a strategic direction for the organization for the next four years. On March 13, 2023, Council adopted the Council Strategic Plan 2022-2026. This report highlights key accomplishments made in advancing the strategic plan's focus areas and priorities from November 2022 to April 2026 and builds on the Council Strategic Plan 2022-2026 Mid-Term Highlights report adopted on October 7, 2024.

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

Proactive stakeholder and civic engagement to foster understanding and involvement and advance Richmond's interests.

Analysis

The purpose of this report is to summarize accomplishments delivered under the Council Strategic Plan 2022-2026, which identifies six strategic focus areas:

1. Proactive in Stakeholder and Civic Engagement: Proactive stakeholder and civic engagement to foster understanding and involvement and advance Richmond's interests.
2. Strategic and Sustainable Community Growth: Strategic and sustainable growth that supports long-term community needs and a well-planned and prosperous city.
3. A Safe and Prepared Community: Community safety and preparedness through effective planning, strategic partnerships and proactive programs.
4. Responsible Financial Management and Governance: Responsible financial management and efficient use of public resources to meet the needs of the community.
5. A Leader in Environmental Sustainability: Leadership in environmental sustainability through innovative, sustainable and proactive solutions that mitigate climate change and other environmental impacts.
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.

The term highlights report is included as **Attachment 1**, and an "at a glance" handout is included as **Attachment 2**.

If endorsed, staff recommend that the attachments be made available on the City of Richmond website (www.richmond.ca) as downloadable PDFs to support transparency and public access to information about progress made throughout Council's term.

Any key highlights from May 2026 to September 2026 will be provided to Council in an update.

Budgetary Implications

None.

Conclusion

The Council Strategic Plan 2022-2026 identifies Council's collective priorities and establishes a clear direction to guide the City's administration and operations. The attachments to this report summarize key work completed from November 2022 to April 2026 in support of the plan's six focus areas.

Respectfully submitted,

Jason Kita, Director, Intergovernmental Relations and Corporate and Strategic Planning

Report Contributors

This report was prepared by Daisy Byrne, Manager, Corporate Strategic Initiatives and reviewed by Arts, Culture & Heritage Services, Building Approvals, Business Services, Clerk's Office, Climate and Environment, Communications and Marketing, Community Bylaws & Business Licencing, Community Safety Administration, Community Social Development, Development Applications, Engineering, Facilities and Project Development, Finance, Fire-Rescue, Housing, Human Resources, Information Technology, Intergovernmental Relations, Parks Services, Policy Planning, PRC Planning and Strategic Initiatives, Public Works, RCMP, Real Estate Services, Recreation & Sport Services, Transportation, Works Yard Planning, Lulu Island Energy Company, Richmond Olympic Oval, and Richmond Public Library.

Endorsed by Serena Lusk, CAO

Att. 1: Council Strategic Plan 2022-2026 Term Highlights Report
 2: Council Strategic Plan 2022-2026 Term Highlights at a Glance

Council Strategic Plan 2022–2026 Term Highlights Report



Richmond City Council

Front Row (left to right)

Councillor Alexa Loo, Councillor Bill McNulty, Mayor Malcolm Brodie, Councillor Chak Au (resigned February 1, 2026), Councillor Carol Day

Back Row (left to right)

Lieutenant Jim Dickson (Richmond Fire-Rescue), Councillor Andy Hobbs, Councillor Kash Heed, Councillor Laura Gillanders, Councillor Michael Wolfe, Constable Jordan Hitchon (Richmond RCMP)

City of Richmond Council Strategic Plan 2022–2026

The Council Strategic Plan 2022–2026 outlines the collective priorities and focus areas for Council's current term of office. Council adopted six strategic focus areas, each supported by specific priorities that guide decision-making and organizational efforts throughout the term.

The plan provides a framework for the City's work, supporting effective management and delivery of services that are responsive and adaptable to the evolving needs of those who live, work and play in Richmond.

This report highlights key achievements in advancing the Council Strategic Plan 2022–2026 over the course of the term.



Proactive in Stakeholder and Civic Engagement

Proactive stakeholder and civic engagement to foster understanding and involvement and advance Richmond's interests.



Strategic and Sustainable Growth

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



A Safe and Prepared Community

Community safety and preparedness through effective planning, strategic partnerships and proactive programs.



Responsible Financial Management and Governance

Responsible financial management and efficient use of public resources to meet the needs of the community.



A Leader in Environmental Sustainability

Leadership in environmental sustainability through innovative, sustainable and proactive solutions that mitigate climate change and other environmental impacts.



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.



Table of Contents

1. Proactive in Stakeholder and Civic Engagement	2
2. Strategic and Sustainable Community Growth	8
3. A Safe and Prepared Community	16
4. Responsible Financial Management and Governance.....	24
5. A Leader in Environmental Sustainability	28
6. A Vibrant, Resilient and Active Community	32
7. Awards and Recognition	40



Proactive in Stakeholder and Civic Engagement



Richmond Fire-Rescue Big Rig

1. Proactive stakeholder and civic engagement to foster understanding and involvement and advance Richmond's interests.

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

The City hosted approximately 30 delegation visits to build relationships, share learnings and advance strategic goals.



Delegation Visit from Korea

A four-way partnership with the Provincial and Federal governments and the Steveston Harbour Authority secured \$8.5M to commence dredging of the Steveston Harbour Channel. The project will provide reliable harbour access for maritime businesses, residents and visitors.

Richmond became an associate partner of the Counter Illicit Finance Alliance of BC and is currently the only municipal government member in the province-wide alliance. This partnership strengthens intergovernmental collaboration to address money laundering and illicit financial activity through enhanced information sharing and coordination with provincial, federal and enforcement partners, supporting regulatory integrity and community safety.

Participation in the Provincial Inter-Ministry Invasive Species Working Group and its Soils Sub-Committee supported coordination and information sharing across provincial ministries and local governments. These forums advance invasive species management priorities, best practices, policy development and guidance related to soil management.

The City advanced the Truth and Reconciliation Commission of Canada's 94 Calls to Action by implementing staff education and training initiatives, establishing a dedicated Indigenous

Relations webpage and initiating the development of an Indigenous Relations Strategy.

Throughout the term, the City commemorated a number of significant days throughout the year to support and understand Indigenous Peoples' histories, cultural traditions and reconciliation:

- National Indigenous History Month in June and National Indigenous Peoples Day on June 21 are recognized each year. Community facilities across Richmond host a variety of events and programs in support of these observances.
- National Day for Truth and Reconciliation is observed annually on September 30. Community facilities across Richmond offer a variety of educational programs and displays to honour residential school Survivors and all the lives and communities impacted by the residential school system, including the display of the Survivors' Flag at City Hall since 2023.
- Red Dress Day, also known as the National Day of Awareness for Missing and Murdered Indigenous Women, Girls and 2SLGBTQIA+ People, is observed annually on May 5.

Participation in annual conferences and conventions with other local governments, such as the Union of British Columbia Municipalities (UBCM) and the Federation of Canadian Municipalities, supported the identification of policy issues, advocacy efforts and engagement with other levels of government on priority topics.

In November 2025, Richmond hosted the first annual Sport Event Exchange BC conference in partnership with Sport BC and Toa Consulting. This inaugural sport-tourism forum brought together destination marketing organizations, municipalities, sport organizations, event rights holders, venue operators and industry partners for learning, networking and knowledge exchange. The event highlighted Richmond's leadership and commitment to advancing sport event hosting in British Columbia.

QUICK FACTS

- *The City supported approximately 20 protocol events such as announcements and openings to highlight projects and funding supported by senior levels of government and key partner organizations. The City was awarded approximately \$122M in grants and funding contributions throughout the term.*



Sport Event Exchange BC Conference

1.2 Advocate for the needs of Richmond in collaboration with partners and stakeholders.

In response to changes in funding from senior levels of government for community and social services, the City engaged federal and provincial governments to advocate for continued support of key programs and services. Examples include:

- The City worked with local immigrant-serving organizations, including Richmond Multicultural Community Services and Richmond Family Place, to advocate for reinstatement of newcomer settlement services funding. Engagement included letters to the Prime Minister and the Minister of Immigration, Refugees and Citizenship and a resolution submitted to UBCM.
- The City engaged federal and provincial governments to advocate for increased and sustainable funding for non-profit organizations delivering community and social services in Richmond. Efforts included correspondence to relevant ministries, Members of Parliament (MPs) and Members of the Legislative Assembly (MLAs).
- The City engaged the federal government to seek continued funding for services supporting at-risk youth. Engagement included correspondence to the Minister of Public Safety and local MPs, supported by a summary report outlining program results and sustainability considerations.

The City leveraged municipal networks and opportunities to advocate for policies and programs that better enable cost-effective greenhouse gas (GHG) reductions within local communities:

- In 2024, the City partnered with Vancouver, the District of North Vancouver and Metro Vancouver to intervene in a British Columbia Utilities Commission (BCUC) proceeding. The Local Government Interveners (LGI) supported BC Hydro proposals reducing the cost of electrical service connections for new buildings. These changes were approved by the BCUC in early 2025.
- In 2025, the LGI advocated for electrical rates that equitably support self-generation (e.g. using solar panels to reduce net electricity costs) by all residents and businesses. The BCUC approved these new rates in March 2026, adopting several LGI suggestions for their evaluation in four years.
- In July 2025, the City and other municipalities completed a report on the Province's Community Energy and Emissions Initiative, which greatly reduces overall costs for tracking energy use and GHG emissions, but is hampered by limited data and reporting delays. This report informed the November 2025 recommendations of the CleanBC Independent Review Panel on provincial climate action policy.

The City participated in the Province of BC's Natural Resource Permitting Improvements engagement process by attending workshops and submitting feedback through topic-specific surveys. The engagement invited input on proposed improvements to natural resource permitting processes, including areas such as water use, stream and wetland management and regulatory clarity.

QUICK FACTS

- *Ongoing collaboration with external agencies such as the Richmond School District No. 38 (SD38), Metro Vancouver, Vancouver International Airport Authority (YVR), Agricultural Land Commission and the Port of Vancouver continues to advance the City's interests in land use matters, growth projections and the OCP.*

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

In April 2023, the City unveiled a refreshed and redesigned website (richmond.ca). The new site provides easier access to a range of online services as well as information and

Council-related materials. New features include a multi-lingual translation tool, enhanced accessibility features and streamlined navigation. The City website receives over 4.3 million views annually.

In 2026, the “Richmond, BC - Official Updates” WhatsApp Channel was launched on the messaging platform. This broadcast-only channel delivers important City updates directly to people’s phones, making it easier to stay informed without needing to check multiple social media platforms. WhatsApp also supports translation into multiple languages, helping the City reach a wider and more diverse audience.

The City upgraded its Let’s Talk Richmond online engagement platform to enable one-click translation into Richmond’s 11 most widely spoken languages, along with customizable on-screen options such as adjustable text size, contrast and readability tools. By reducing technological barriers and improving language accessibility and overall user experience, the City makes it easier for residents to share their perspectives and participate in shaping City initiatives.

The City conducted targeted, proactive engagement to communicate policies and regulations to builders and developers. In 2025, the City hosted five Builder Breakfasts for the small-scale residential building community, engaging 258 stakeholders to gather input on the proposed Step Code and share high-performance building best practices. In addition, quarterly meetings with the Urban Development Institute informed the larger-scale development community.

The City strengthened connections with Richmond’s Chinese-speaking community by expanding multilingual outreach and improving access to City information and engagement opportunities. Examples include a 2023 partnership with a Chinese-language radio station to promote fire safety, expanded Chinese-language communications beginning in 2025 to support City campaigns across service areas, and translated materials with Cantonese and Mandarin interpretation at affordable housing open houses and public engagement sessions.

Community commemoration initiatives were supported through engagement to honour local veterans and service members. This included the implementation of a commemorative crosswalk near the Cenotaph on No. 3 Road for Remembrance Day 2025 and the installation of poppy-adorned Francis Road signs recognizing the service of Warrant Robert Lewis Francis.



Veterans’ Commemorative Crosswalk

In 2025, the City delivered climate-friendly homes education through a mix of hands-on and interactive approaches. This included the Climate-Friendly Homes Tour, where residents learned directly from homeowners and professionals, as well as paper and digital games developed in-house that used gamification to make the BC Energy Step Code easier to understand.

Since the 2022–2023 school year, 84 classes and approximately 2,420 students have participated in the Cool It! Climate Leadership Training program, completing nearly 14,950 climate actions. If maintained for one year, these actions represent an estimated annual reduction of 498.5 tCO₂e. The City-funded program, delivered by the BC Sustainable Energy Association, combines classroom workshops with a four-week Climate Challenge to build understanding.

The City supported education and awareness of flood protection and climate resilience by sharing local strategies with students and future professionals. Examples included:

- Presentation to Richmond High School IB Geography students on local flood protection and resilience.
- Guest lecture to the University of British Columbia (UBC) Master of Engineering Leadership – Urban Systems Engineering program on municipal flood protection strategies.
- Presentation and field visit with BCIT Fish, Wildlife and Recreation students at a dike upgrade site focusing on disaster risk and environmental planning.

The Richmond Sports Wall of Fame was modernized through the launch of a new dedicated website, expanding access to the history of sport in Richmond. The platform provides



residents and visitors with information on past inductees, achievements across all award categories and the nomination process and is accessible online and through a kiosk at the Richmond Olympic Oval.

QUICK FACTS

- *The Engineering & Public Works Open House and Project WET returned as in-person events in 2023 and continue annually as popular community and student engagement events.*
- *Since June 2025, the City has translated 40 documents, such as news releases, e-news articles, letters and postcards, into Traditional Chinese to keep Chinese-speaking residents informed on key City updates.*
- *School zone traffic safety outreach promoted road safety and active travel to school through postcards and engagement with schools and youth groups.*
- *In April 2023, a decommissioned fire-rescue vehicle was repurposed as the “Big Rig” for education, training and community events, attending more than 250 events since its launch.*
- *A series of 33 early literacy videos were launched on the Richmond Public Library (RPL) YouTube channel, providing families with access to stories, songs and rhymes and has received 80,000 views.*

1.4 Leverage a variety of approaches to make civic engagement and participation easy and accessible.

Council-appointed advisory committees provide a way for residents, community members and organizations to offer input and advice on policies, programs and services. New committees formed during this term include:

- The Richmond Social Development Advisory Committee was established in February 2025. The committee is composed of community members and leaders from social-serving community organizations. The purpose of the committee is to provide advice on social issues and support the implementation and monitoring of the Social Development Strategy (2025–2035).

- The Richmond Youth Advisory Committee was established in January 2024. The committee is composed of youth, young adults and representatives from youth-serving organizations. The purpose of the committee is to support actions in the City’s Youth Strategy by increasing opportunities for youth to provide meaningful input into City-related matters.
- The Richmond Accessibility Advisory Committee was established in November 2022 in alignment with requirements of the Accessible British Columbia Act. The committee is composed of community members and representatives from local organizations with lived and professional experience related to accessibility. The purpose of the committee is to provide advice to advance accessibility so people with disabilities can participate fully in community life.
- The First Nations Building Committee was established on February 13, 2024. The committee is composed of Council appointees, representatives from the Britannia Shipyards National Historic Site Society and a representative from the Musqueam Indian Band. The purpose of the committee is to provide advice and input at key milestones during the planning, restoration and construction process for the First Nations Building at the Britannia Shipyards National Historic Site (Britannia Shipyards).

A range of engagement approaches were leveraged to inform major strategies and projects, using multiple formats and outreach methods to reduce barriers to participation and gather input. Examples include:

- Steveston Island Dike Preliminary Design: engagement gathered community input on preliminary design concepts through community pop-ups, open houses, community conversations, online tools, social media and printed materials.
- South and North Dike Upgrades: throughout 2024 and 2025, in-person and online engagement sessions were held with external committees and public groups for the South Dike (Dyke Road to Gilbert Road) and North Dike (Lynas Lane to No. 2 Road), with further engagement planned through 2026.
- Richmond Arts Strategy 2026–2031: engagement informed strategy development through four workshops with an 11-member community roundtable selected to represent diverse perspectives and lived experiences. Broader community input was gathered at both the beginning and end of the process through digital and hard-copy questionnaires and in-person sounding boards during Culture Days.

- Social Development Strategy 2025–2035: engagement informed the development of the new strategy with a focus on equity-deserving groups, supported by Community Ambassadors—local residents with language skills providing culturally relevant engagement—and included input from more than 700 participants.
- EV Charging Expansion: engagement gathered community input on the expansion of City-owned EV charging infrastructure through on-site hubs, surveys and an online Let's Talk Richmond survey, generating 1,314 page views and 273 submissions.

Between June 2024 and July 2025, public engagement was undertaken across three interconnected planning initiatives, including provincial legislation related to Small-Scale Multi-Unit Housing (SSMUH) and Transit-Oriented Areas (TOA), as well as the City's targeted update of Richmond's OCP. Through this process, thousands of residents and interest groups were engaged.

From September to October 2025, the City invited community members to take part in a heartfelt engagement marking the decommissioning of the original Steveston Community Centre and Library. Through the Let's Talk Richmond platform, residents shared their favourite memories, which became part of an interactive memory wall celebrating the building's legacy. The campaign created a space for the community to reflect, celebrate and remember the role the facility played in Steveston's history.

Since November 2022, the City has engaged more than 2,000 people through the neighbourhood traffic calming process, resulting in a number of projects being implemented across Richmond, including near several schools. The City website was also updated to clearly explain the traffic calming process and how residents can submit requests regarding targeted road safety improvements.



Neighbourhood Traffic Calming

The Richmond Museum worked with UBC's Centre for Asian Canadian Research and Engagement to support the development of a new exhibit and related programs planned for 2027. In 2025, a community advisory group made up of Chinese Canadians with representatives from UBC and nine members from the Richmond community was established to inform the exhibit through shared stories, experiences and objects.

QUICK FACTS

- ***Over the Council term, Let's Talk Richmond hosted 141 targeted and community engagements, drawing over 20,000 participants who shared their input through surveys, questions, ideas and map comments. This feedback helped shape City planning, projects, programs and services across the community.***
- ***Since its relaunch in January 2024, the Newcomers Bus Tour has offered over 20 tours at City facilities, engaging more than 450 newcomers in learning about civic processes, programs and services.***



Strategic and Sustainable Community Growth



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

2.1 Ensure that Richmond's targeted OCP update shapes the direction and character of the city.

In November 2023, the BC Legislature passed several pieces of legislation that changed the local government land use planning framework with the aim of supporting housing development (Bills 16, 44, 46 and 47). The changes impacted the OCP and zoning, Council procedures and municipal infrastructure and amenity financing. In June 2024, Council:

- Amended the zoning of almost 27,000 single-family and duplex lots throughout the city to permit Small-Scale Multi-Unit Housing under Bill 44.
- Adopted a TOA Bylaw to identify TOAs in the City and amended residential parking requirements within TOAs as required by Bill 47.

In the fall of 2024, the City initiated a targeted update to the OCP to guide the City's growth and long-term goals for the next 25+ years. The update focused on housing, climate, equity and the environment with an emphasis on directing growth where it can benefit the community most. Community consultation and targeted engagement was conducted through a series of open houses, meetings and the Let's Talk Richmond platform to gather feedback on strategic policy directions for the update.

The first of two parts of proposed OCP updates were presented to Council for consideration in December 2025 and advanced to a Public Hearing in January 2026. In February 2026, the OCP amendment bylaws were adopted, including new chapters on the planning context and housing policies, a revised land use map, an updated Environmentally Sensitive Areas (ESA) map and revised ESA guidelines and exemption criteria. A revised Regional Context Statement was accepted by the Metro Vancouver Regional Board in January 2026 as part of the OCP bylaw adoption process.



Richmond's City Centre

As part of the updated OCP, Council endorsed a new chapter on housing policy. The chapter includes policies to build better neighbourhoods through a transit-oriented framework and five complementary neighbourhood types. It also aims to increase housing supply, with a particular focus on rental housing and to expand below-market and non-market housing through effective partnerships.

Over the term, over 3,150 housing units were granted third reading, including 360 secured moderate and affordable market rental units. Some notable development projects include:

- Phase 1 of the Lansdowne Shopping Centre redevelopment which includes three parcels of land in the northeast corner of the site with a total of 1,047 units, including 141 Low End of Market Rental (LEMR) units and 157 market rental units.
- 6840, 6860 No. 3 Road and 8051 Anderson Road which would permit a 14-storey 100% rental development including 269 market rental units and 50 moderate market rental units.
- 9000 No. 3 Road which would permit a five-storey 100% rental development including 57 market rental units and seven moderate market rental units. The associated Development Permit was endorsed by the City's Development Permit Panel in December 2025.
- Council also issued a Development Permit to facilitate the development of 276 rental units, including 156 LEMR units and 120 market rental units on Ketcheson Court. These units comprise Phase 1 of a multi-phase residential development by Polygon Homes in the Capstan Village area of the city centre. These units are anticipated to obtain occupancy and see their first tenants in 2026.

In December 2025, Council granted third reading to a rezoning by Vancouver Coastal Health at 11771 Fentiman Place to permit the development of an eight-storey major health care facility including 144 long-term care beds.

In response to the new provincial legislation which introduced changes to allowable densities within communities, the City completed a densification assessment to inform updates to its water and sanitary models and ensure service levels can continue to be met. The updated utility models were developed in coordination with the targeted OCP updates and will support the City's long-term direction and character.

In alignment with the ESA updates to the OCP, Development Permit guidelines were also revised to ensure a more streamlined approach was taken to processing ESA



Development Permits and for consideration of exemptions. In addition, policies as they relate to environmental protection and enhancement and climate resilience and adaptation are under review. Bylaw amendments are expected to be brought forward before the end of 2026.

In December 2025, Council adopted amendments to the OCP's Development Permit Exemptions to increase the construction value for exterior renovations from \$75,000 to \$150,000 and to exempt buildings undergoing exterior envelope repairs resulting from water ingress issues. The proposed amendments are expected to improve efficiency and generally maintain the City's form and character objectives.

QUICK FACTS

- *Between 2023 and 2025, the City approved a total of 80 Servicing Agreements representing approximately \$73M in developer-contributed City infrastructure.*
- *Between 2023 and 2025 a total of 41 new lots were created through subdivision.*
- *A provincially mandated Interim Housing Needs Report completed in 2024 identified a range of housing needs, including for people experiencing homelessness, for those in Extreme Core Housing Need, and additional housing to address low rental vacancy rates. The findings informed new housing policies and land use permissions incorporated into the updated OCP.*

2.2 Develop and implement innovative and proactive solutions that encourage a range of housing options and prioritize affordability.

In 2023 to 2025, Council issued Development Permits to facilitate the development of 2,562 dwelling units and suites. Of these, approximately 837 units were for rental tenure, including 302 LEMR units and 215 below-market or moderate-income rental units.

In 2023, the City was awarded \$36M in federal funding through the Canada Mortgage and Housing Corporation's (CMHC) Housing Accelerator Fund (HAF) to support City initiatives that accelerate housing delivery. The funding is delivered in four equal instalments; the City received its

third instalment in March 2026. HAF funding has been instrumental in launching a fast-track permit approval program supported by technology solutions (MyPermit), launching a one-time grant program that incentivizes affordable housing development and completing a range of policy initiatives that support the delivery of housing.

In 2024, the City established a Housing Office as a dedicated in-house department to advance Council's affordable housing goals. The new department brings together reallocated and new grant-funded staff positions to work with existing departments and external partners to expand affordable housing opportunities across the community. Through planning policies, partnerships and funding programs, the Housing Office works with non-profit organizations, government agencies and developers to deliver a range of housing solutions.

Council approved the \$9.4M Housing Priorities Grant using funding from the HAF that could ultimately support the delivery of 347 affordable rental units in five projects. The 347 units represent a portion of housing within larger market rental housing developments; in total, the proposed projects will deliver 956 new rental homes, including both affordable and market rental units. Each successful applicant has until November 2027 to receive a building permit to receive the grant funding.

Through extensive community engagement, including twelve open houses in fall 2025, feedback was gathered on the proposed Aberdeen Rental Residences development. In Q3 2025, due diligence and development approvals were initiated. If approved for funding from senior levels of government, the project will deliver more than 210 permanently affordable, deeply subsidized rental homes on City-owned land.

The City initiated the Affordable Housing Non-Profit Partnership Program that now includes the participation of over 20 local non-profit organizations who come together to share information and learn from each other through City-convened meetings.

Following rezoning and issuance of a Development Permit, occupancy was granted for a building permit on City-owned lands on Steveston Highway in February 2024, enabling construction of Harbour House, a new affordable housing building providing 25 family-friendly units for women and women with children. The project is largely funded through the CMHC Rapid Housing Initiative, with additional capital and operating funding from BC Housing.

In 2025, updates were made to the LEMR Program, including changes to income eligibility and maximum rents and the implementation of a Council policy that addresses maximum parking fees, tenant asset limits and how income exceedances are managed. Overall, the changes improved the viability of operations for non-profit operators while maintaining affordability for Richmond residents in need of affordable rental housing.

In 2025, amendments to rental development parking requirements simplified parking standards, helping streamline and expedite the review of rental housing applications and supporting the delivery of new housing in the city.

QUICK FACTS

- *The City launched the Affordable Housing Hub, an online tool that maps existing and upcoming affordable housing units.*
- *In 2025, Council approved amendments to the Small-Scale Multi-Unit Housing (RSM) zone that provide greater flexibility in the design of Small-Scale Multi-Unit Housing buildings.*

2.3 Ensure that both built and natural infrastructure supports sustainable development throughout the city.

Under the Ageing Infrastructure Replacement Strategy, ageing water pipes are proactively replaced with new pipes to increase capacity, minimize unplanned maintenance, support the City's growing needs and improve the resiliency of the water utility. The program replaces watermain made of old materials that are reaching the end of their lifespan with new PVC or HDPE pipe. Construction completed between 2023 and April 2026 included:

- 2023: 3,530 m replaced across three projects: Burkeville Phase 5; Danube/Minler; Sealdor Phase 1.
- 2024: 4,380 m replaced across four projects: Burkeville Phases 6 & 7; Sealdor Phase 2; No. 7 Road; No. 2 Road.
- 2025: 4,515 m replaced across four projects: Burkeville Phase 8; Seacote; Sidaway Road; No. 7 Road.
- 2026 (to April): 540 m replaced across one project: Francis Road.



Seacote Watermain Paving

The Lansdowne Parks Master Plan was approved by Council in November 2025, establishing a key milestone that will guide the future development of the 10-acre Lansdowne Parks at the heart of the neighbourhood in Richmond's city centre. The plan provides a park development framework that enables the designated open spaces to become destinations that inspire play, connection and participation in civic life.

Pathways Clubhouse's Rio Vista was completed and received all City approvals, delivering 80 units of permanent affordable rental housing. Through this project, the City also advanced climate-smart affordability as the first affordable housing development connected to Lulu Island Energy Company's (LIEC) low-carbon district energy system.

In August 2025, the City partnered with Amrize to pilot low-carbon concrete through a new sidewalk connection between the City Hall Annex and Richmond Centre Mall, demonstrating that innovative materials can be adopted with no added cost or changes to standard construction practices. The pilot achieved a 20% reduction in embodied carbon, incorporated recycled materials, diverted waste from landfill and met all performance and durability standards. Building on this success, low-carbon concrete is now being applied in the Steveston Community Centre and Library project.

In 2025, Council approved the City's Community Wayfinding Strategy, which aims to enhance the experience for residents and visitors as they move through the city. The strategy will guide and coordinate future public wayfinding and signage investments in Richmond, ensuring that these are designed and implemented in a well-planned and resource efficient manner.

The City is working with a developer to offset the loss of old-field barn owl foraging habitat associated with a mixed-use development in the city centre. As part of this work, the developer is providing funding to manage invasive blackberry on City-owned park land, improving habitat quality and supporting barn owl foraging opportunities.



QUICK FACT

- Approximately 119 lane km of paving was completed during the term with 32 lane km paved in 2025.

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

The new Canada Line – Capstan Station opened in December 2024. The station provides Skytrain access for visitors and residents to the growing development in the Capstan Village area. The Canada Line and Capstan Station are models of urban mobility and public-private innovation supporting sustainable growth in Richmond's downtown core.

In 2024, Council approved the expansion of Richmond's public Electric Vehicle (EV) charging network through three direct-current fast charging hubs proposed at the Minoru Precinct, Richmond Curling Club and South Arm Community Centre. The program will support up to 30 Level 3 fast-charging ports. Once complete, the expansion will deliver approximately six times the power of Richmond's existing public charging network.

Enhancements were made to cycling and pedestrian connectivity throughout the city in alignment with the OCP. In 2025, the following projects were completed:

- Construction of a 4.8 km multi-use pathway on Steveston Highway from Railway Avenue to Shell Road.
- Construction of a 400 m bi-directional cycling pathway on Westminster Highway from Lynas Lane to No. 2 Road.
- Construction of a 100 m multi-use pathway on Lansdowne Road between Pearson Way and Gilbert Road, completing east-west connectivity from River Road to Minoru Boulevard.
- Construction of a 800 m multi-use pathway on Gilbert Road connecting Granville Avenue and Elmbridge Way.
- Construction of 600 m of new walkways on St. Edwards Road and Westminster Highway.



Multi-use Pathway

Drawing on assessments of collision-prone locations, the City continues to implement intersection safety improvements to reduce traffic conflicts and enhance safety for all road users. Safety upgrades have been completed at key intersections, including Cambie Road at No. 5 Road, No. 4 Road and St. Edwards Road; Westminster Highway at No. 2 Road, No. 5 Road, Garden City Road and Cooney Road.

In October 2025, Council approved the Commercial Truck Parking Pilot Program. This one-year initiative provides designated on-street parking permits for eligible commercial trucks in select industrial areas of Richmond. Approximately 63 on-street parking spaces are available for overnight commercial truck parking from 7:00pm to 7:00am, as indicated by posted signage. The program launched in February 2026.

Between 2023 and 2025, the City delivered cycling education to over 4,800 Grade 6 and 7 students across 56 elementary schools, providing hands-on practice with fundamental cycling skills on school grounds and local neighbourhood streets. The program supports student confidence, safety and the use of cycling as an alternative mode of travel to school.

As part of a one-year pilot, angled parking was introduced on Chatham Street between Fourth Avenue and Sixth Avenue, converting existing parallel stalls and increasing parking supply in Steveston by 17 spaces. In December 2025, the City also hosted a community open house as part of a Steveston Parking Study, inviting residents to share feedback on parking near commercial areas in Steveston Village.

QUICK FACTS

- *From 2023 to 2026, the City installed 10 new pedestrian-activated crosswalks and completed 17 traffic signal installations and signal operation changes to improve safety and traffic flow across Richmond.*
- *The new five-lane Steveston Interchange includes cycling, pedestrian and enhanced transit facilities, while the future Fraser River tunnel crossing will add dedicated transit lanes and a multi-use path for walking and cycling.*
- *The City has enhanced transportation accessibility, with 93% of signalized intersections equipped with Audible Pedestrian Signals and 95% of bus stops featuring accessible landing pads.*

2.5 Work collaboratively and proactively to attract and retain businesses to support a diversified economic base.

The Richmond Tourism Master Plan 2035 was developed to create a shared 10-year vision for tourism in Richmond and a framework of key goals and initiatives that align tourism, economic development and the community. This plan will form the basis of the City's next 5-year Municipal and Regional District Tax (MRDT) application to the Government of BC (2027–2032) and has been jointly developed by Tourism Richmond, the City and the Richmond Hotel Association with extensive input from interest holders.

In Fall 2025, initial engagement was undertaken to inform a new Economic Development Strategy focused on long-term growth, resilience and sustainability. Community and stakeholder feedback, along with proposed guiding principles, are being presented to Council in spring 2026 to guide development of the final strategy.

Through the multi-phased Permitting Optimization Project (POP), the City has streamlined building and development processes and expanded digital services. As part of this project, the MyPermit portal launched in 2023 enables applicants to apply, pay for and track permits online. The platform has expanded from gas, plumbing and sprinkler permits to include servicing agreements in 2024 and demolition, tree removal and rezoning applications in 2025,

with additional residential and commercial permits planned for 2026. Supported by the Housing Accelerator Fund, MyPermit improves transparency, reduces intake delays and enhances service delivery.

Adoption of MyBusiness, the City's online business licensing service within the MyRichmond portal, has grown from 9,154 licences processed in 2023 to 10,448 in 2025, representing approximately 74% of all City business licences. As of January 2026, nearly 11,000 businesses manage their licences online, with one in five users accessing the service outside regular business hours, demonstrating improved accessibility and customer convenience.

Between 2023 and 2025, Richmond hosted a range of major sporting events with the City's Sport Hosting Office leading bid development, site visits, event coordination, and stakeholder engagement. Hosting was supported through collaboration with other City departments, the Richmond Olympic Oval, Tourism Richmond, Richmond Sport Council, and local hotel partners. Key events included:

- 2023 CARHA World Cup adult hockey tournament
- 2023 World Wheelchair Curling Championships
- 2024 Fencing World Cup – Men's and Women's Epee
- 2025 Table Tennis Canadian Championships
- 2025 U18 BC Curling Championships & BC Wheelchair Curling Championships

Financial assistance was also provided to tournament and event organizers through a grant program, awarding over \$480,000 from 2023 to 2025.



Table Tennis Canadian Championship



In partnership with WorkBC, local community service providers, businesses and organizations, the City hosted a series of free job fairs across community facilities and libraries to connect job seekers directly with employers. Between 2023 and 2025, events at Minoru Arenas, City Centre Community Centre and local libraries attracted thousands of attendees, featured dozens of employers and exhibitors and included supports such as networking opportunities, résumé clinics and on-the-spot interviews.

Between November 1, 2022 and December 31, 2025, the City supported filming activity throughout Richmond, issuing 160 film permits and managing over 1,050 filming days on City-owned properties. This activity generated more than \$500,000 in service and location fees.

The City's annual Business and Partner Appreciation Event recognizes the Richmond business community's contributions to a prosperous and vibrant city. Each year, the event highlights a different theme:

- 2023: The spotlight was on businesses pursuing creative business models and deploying transformative tools for success.
- 2024: The event highlighted businesses advancing transformative technology, showcasing how innovation continues to shape Richmond's economic landscape.
- 2025: The focus shifted to how Richmond businesses are harnessing the city's inherent strengths, including its geography, transportation linkages and strong sense of community, to navigate change and foster innovation.

During the current Council term, the City improved access to mobile vending opportunities by publishing comprehensive information on its website. Details outlining opportunities for mobile food vendors on public property, private property and at community events are now available online, making it easier and more transparent for small businesses to learn about and access these opportunities.

QUICK FACTS

- *In 2025, the free Discovery Shuttle, funded by MRDT, expanded its hours to 9:30am–7:00pm.*
- *The annual Mobile Outdoor Food Service Unit Inspection Event continues to grow, with an almost 40% increase in total inspections and re-inspections from 2022 to 2025.*



Richmond Discovery Shuttle



Richmond Skaters (2025) by Inges Idee



A Safe and Prepared Community



Richmond Dike

3. Community safety and preparedness through effective planning, strategic partnerships and proactive programs.

3.1 Advance proactive, sustainable and accelerated flood protection in collaboration with other governments and agencies.

Phase 4 of the City's Dike Master Plan was finalized in 2023, completing all phases of the plan and securing Council endorsement. The recommended dike upgrade options identified will ensure that the City's flood protection infrastructure supports growth and aligns with future development plans. Phase 4 was endorsed after extensive public and stakeholder engagement including various levels of government.

Since 2023, the City has secured \$16.4M in senior government grant funding to support \$21.7M in flood protection infrastructure upgrades. Projects that have been awarded grant funding since 2023 include the No. 3 Road South Pump Station and Dike Upgrade and the Terra Nova and River Road Dike Rehabilitation works.

The following dike improvement projects have been approved through the capital budget and are progressing:

- Design of north dike upgrades between Lynas Lane and No. 2 Road.
- Design of south dike upgrade between No. 4 Road and No. 5 Road.
- Design of south dike upgrade between 6080 Dyke Road to Gilbert Road.
- Preliminary design of north dike upgrades between Knight Street and the CN Rail Trestle Bridge.

The City has completed several grant-funded studies to inform and advance the Accelerated Flood Protection Program. These include a seepage assessment and groundwater management study, an emergency dike reconstruction strategy, flood risk hydrodynamic modelling and assessment of nature-based flood protection solutions, among others.

Through a partnership with a developer, the City secured dike upgrades west of Dinsmore Bridge, including construction of a "superdike" where land behind the dike was raised to crest elevation. This approach enhanced flood protection while minimizing visual impacts on waterfront views.

The City continues to leverage opportunities to highlight its flood protection strategy and raise awareness with stakeholders. Some examples include:

- The City recently completed a study on flood protection initiatives and shared its findings with YVR, fostering collaboration on flood risk mitigation and advancing efforts to safeguard the entire community.
- Richmond hosted operators from BC & Yukon First Nations communities for an on-site visit to the Horseshoe Slough Drainage Pump Station. The event provided an opportunity to share Richmond's flood protection strategies and operational practices, fostering collaboration and connections with Indigenous communities.
- A session was held at the Insurance Institute of BC Symposium in April 2024 discussing how reinsurers may examine catastrophe risk more accurately using data and relevant government initiatives to improve the industry's risk evaluations at a more localized level.



Horseshoe Slough Drainage Pump Station

QUICK FACT

- *Five pump stations were upgraded including installation of generators to maintain the system during power outages.*

3.2 Leverage strategic partnerships and community-based approaches for comprehensive safety services.

In 2023, the City was awarded a four-year grant from the federal Building Safer Communities Fund (BSCF) to support community-based prevention and intervention initiatives aimed at preventing youth gun and gang violence. Key initiatives implemented to date include partnering with Touchstone Family Association to create youth-focused programming, enhancing spaces frequented by youth at community centres



and the Richmond Youth Media Lab and providing education, training and employment supports to vulnerable youth.

Sustained prevention, enforcement and community education efforts contributed to reductions in key crime categories. For example, in 2025, residential break and enters were down 6% compared to 2024, marking the seventh consecutive year of declines. Auto thefts decreased 9% from 2024 levels and shoplifting declined 5% year-over-year. Initiatives supporting these outcomes included Block Watch, bait car deployments, fraud awareness campaigns and coordinated enforcement targeting illegal gaming and liquor violations.



Fraud Awareness Community Outreach

In 2024, the City was awarded funding from the Ministry of Public Safety and Solicitor General to support the launch of a youth situation table, set to begin in early 2026. The table will bring together frontline workers from multiple agencies, including the Ministry of Children and Family Development, Vancouver Coastal Health, SD38, Richmond RCMP, Richmond Addiction Services Society, the Ministry of Social Development and Poverty Reduction and Connections Community Services, to identify risks, coordinate supports and provide early interventions for youth at risk.

Wildfire prevention and resiliency initiatives were advanced through participation in the BC FireSmart Program, supported by provincial grant funding. Work includes development of a Community Wildfire Resiliency Plan to identify priority risk areas and mitigation actions, along with expanded public wildfire education delivered through community events and online resources.

Collaborative road safety initiatives combined targeted enforcement with public education and outreach. Some examples include:

- A coordinated distracted driving campaign that resulted in 102 electronic device tickets issued in a single day in partnership with regional agencies.
- Expanded commercial vehicle safety enforcement through increased inspections and targeted compliance checks, including illegal ride-hailing.
- Pedestrian safety outreach initiatives focused on visibility and shared responsibility during higher-risk fall and winter months.
- A Speed Watch program delivered in partnership with ICBC, using trained volunteers and portable radar boards to raise driver awareness in school zones and high-risk areas while informing future enforcement efforts.
- A second annual Fleet Speed Demonstration in May 2025, where five City vehicle types demonstrated stopping distances on a controlled course to illustrate the impact of speed and reinforce road safety awareness for staff.
- Ongoing car seat safety education events delivered with ICBC and BCAA to support proper child car seat selection and installation.

A Joint Inspections Team was launched in partnership with the BC Gaming Policy Enforcement Branch to address suspected illegal gaming and liquor primary violations. Through coordinated planning and intelligence sharing, the multi-agency team conducted a successful city-wide operation that improved compliance, disrupted illegal activities and demonstrated the value of collaborative enforcement in enhancing community safety.

The Richmond RCMP has enhanced fraud awareness and prevention efforts by including outreach in different languages. For example, on January 26, 2025, officers, including Mandarin- and Cantonese-speaking members, led a large-scale fraud education campaign at Yaohan Shopping Centre, engaging more than 500 attendees and distributing crime prevention resources. The outreach focused on raising awareness of increasingly complex fraud schemes, including cryptocurrency scams, which are often linked to organized crime.

In February 2024, the You Etch It. We Catch It. program was launched to combat catalytic converter theft, identified as a multi-jurisdictional crime trend. In partnership with participating local automotive shops, vehicle owners can have part of their VIN etched onto catalytic converters during routine maintenance at no additional cost, improving traceability of stolen property and deterring theft.

Since launching in February 2024, the Safe Exchange initiative has been expanded through extended hours to increase access. The program provides a secure environment within the Richmond RCMP Detachment for community members to conduct online marketplace transactions and helps prevent criminal offences associated with online sales.

The first annual E-Scooter Skills Challenge was held on June 1, 2024, featuring hands-on activities to test balance, stopping and speed control, along with safety education and free beginner trials. The second annual event, held on June 14, 2025, attracted over 300 participants as part of ongoing efforts to enhance public awareness of e-scooter and e-bike safety.



E-Scooter Skills Challenge

Public washroom mural installations were initiated to address ongoing costs associated with graffiti removal. To date, washrooms featuring murals have not experienced graffiti-related damage. Four public washrooms were completed in summer 2024, including three painted murals and one vinyl wrap. An additional three washrooms were completed in summer 2025, with three more installations planned for summer 2026.

QUICK FACTS

- *Enhanced predictive fire risk modelling improved targeting of high-risk properties, reducing assessed risk levels for 24% of inspected buildings and strengthening overall fire prevention efforts.*
- *In 2024, approximately 150 staff working in community recreation facilities received training on how to respond to and address hate incidents in the community.*
- *A pilot “High Alert” system was introduced in 2024 to notify drivers of approaching emergency vehicles through smart technology.*
- *From July 2024 to December 2025, three overdose response workshops trained 44 community members in Naloxone administration, with each participant receiving a free take-home kit.*

3.3 Ensure the community is collectively prepared for emergencies and potential disasters.

Multi-stakeholder emergency exercises are regularly conducted to test plans and response coordination in advance of major incidents and climate-related events, involving regional, provincial and federal partners such as the Ministry of Emergency Management and Climate Readiness, Canada Border Services Agency, BC Emergency Health Services and Vancouver Emergency Management Agency. Some examples include:

- February 2023: Table-top earthquake recovery exercise “Coastal Response” with agencies across the Lower Mainland and Vancouver Island.
- June 2023: Airport crash simulation exercise with YVR and multiple public safety partners.
- June 2023: Full-scale fuel spill and injured workers exercise for the BC Energy Regulator.
- September 2024: Full-scale airport crash exercise with national response partners and emergency support agencies.
- April 2025: Full-scale compression station explosion exercise with regional utilities and municipalities.



- September 2025: Major event preparedness table-top exercise with over 250 participants in preparation for FIFA 2026.

Building on lessons learned from the 2021 atmospheric river event and Council-endorsed action items, the City's enhanced response during the October 18–20, 2024 atmospheric river significantly reduced the cumulative drainage impacts experienced by the community compared to 2021. Over the response period, 75 operational staff were deployed, 630 sandbags were placed by field crews, an additional 260 sandbags were distributed to the public and 87 service requests were received.

Completed in 2025, the City's Flood Protection System Emergency Reconstruction Strategy strengthens community preparedness by outlining clear initial response actions, a structured dike reconstruction process and supporting resource assessments, enhancing the City's ability to respond effectively to emergencies and potential disasters.

In 2025, the City completed the Flood Risk Hydrodynamic Modelling project focused on the Lulu Island perimeter dike, analyzing potential impacts to Richmond's population and infrastructure. This work strengthens emergency preparedness by improving understanding of flood risks and informing effective response strategies for potential disasters.



Richmond Dike

Incident Command System (ICS) training was expanded to strengthen coordinated emergency response across City operations and partner agencies, providing a standardized command-and-control framework for managing major events and emergencies. A City-wide and external partner education initiative was launched, supported by the development of Event Safety and Security Plan templates for large public events such as festivals and open houses. In 2024, five ICS training sessions were delivered, with approximately 20 participants per session.

In 2024, the expanded scope of practice for Emergency Medical Assistants was implemented under Provincial Ministerial Order 292, enhancing pre-hospital medical response capacity for fire-rescue services. Updated response kits and in-vehicle reference guides were introduced to support new medical procedures and medication administration, along with initial and refresher training to reinforce readiness and effective use of the equipment.

Wildland fire response training, preparedness and equipment planning were strengthened following a 2023 pilot review of the local wildland response model, informed by responses to 133 wildland-related incidents that year. Lessons learned were incorporated into an updated response plan for the 2024 season. Training was completed in Q2 2024, with additional personnel completing training in October 2024, supporting continued improvements to readiness, response capability and service delivery.

Throughout the term, the City continued to work closely with regional, provincial and federal partners to support coordinated, timely responses to environmental spills, with a focus on protecting public safety, infrastructure and sensitive ecosystems. This included ongoing coordination with senior government agencies, undertaking joint inspections of higher-risk industrial sites to proactively identify potential spill risks and continued implementation of the Dangerous Goods and Spill Response Plan. For example, in 2024 and 2025, 31 inspections were completed on Mitchell Island, 16 of which were joint inspections.

Using a 2023 UBCM Community Emergency Preparedness grant, the City completed Extreme Temperature Risk Mapping, Assessment and Planning in 2024. This work assessed fire and heat risk across trails, beaches and park areas, focusing on locations most vulnerable during high heat and dry conditions. Seven risk assessments were completed, informing updates to wildfire response planning and strengthening evidence-based pre-planning. The resulting heat mapping supports more effective extreme heat response and helps guide future mitigation efforts.

A series of tailored emergency preparedness initiatives were delivered to strengthen community readiness and resilience across diverse audiences, providing practical guidance on hazards, individual preparedness and collective response. Examples included:

- Preparedness education sessions for seniors and newcomers to Canada, delivered in partnership with and funded by the Canadian Red Cross, reaching approximately 180 participants through five events.

- A hybrid community-led resilience workshop in Sea Island introducing the Five Steps to Emergency Preparedness, including resident self-assessments and follow-up actions to improve preparedness.
- Emergency planning and prevention resources provided to local businesses in partnership with the Richmond Chamber of Commerce.

QUICK FACTS

- *In 2025, a Snow Plow Tracker was launched to provide near real-time updates on plowing and salting activity, improving public access to winter road information during snow and ice events.*
- *A public education campaign promoted use of the medical information feature on iPhone and Android smartphones, supported by first responder training and cross-partner collaboration.*
- *Library locations were activated as Cooling and Clean Air Centres for six days in 2025, supporting more than 22,000 community members during extreme weather.*
- *An online fire safety program for Kindergarten students was developed for Richmond schools, extending the program to students in Kindergarten through Grade 3.*

3.4 Ensure civic infrastructure, assets and resources are effectively maintained and continue to meet the needs of the community as it grows.

Construction of the new 60,350 sq. ft. Steveston Community Centre and Library is underway, with the \$95M replacement facility located in the heart of Steveston. The building includes a community centre with a double gymnasium, fitness centre, multipurpose and gathering spaces, a shared community living room and a library with enhanced collections, children's and youth areas, program rooms and quiet study space. The project will target Richmond's Enhanced Accessibility Design Guidelines and Technical Specifications, LEED Gold certification and Rick Hansen Foundation Accessibility Certification. Project completion is expected in late 2026.



Steveston Community Centre and Library Construction

Design, construction and site coordination for the first phase of the Works Yard Replacement Project are underway, following Council's confirmation of the Lynas Lane location in 2023. Phase 1 includes a new main building with administrative and workshop space above a one-level parking structure. The new facility is being designed to post-disaster standards, with critical infrastructure and operational areas set at the 4.7 m Flood Construction Level to support continued operations following major seismic or flood events. The phased approach allows for continued operations at the site and uninterrupted service to the community throughout the multi-year construction period.

The Bowling Green Community Activity Centre was completed in Q4 2025, with an opening ceremony held in January 2026. The \$5.3M, 3,200 sq. ft. facility is located in the northeast corner of Minoru Park and supports the growing lawn bowling community while also providing flexible space for a range of community programs. The new building is targeting LEED Gold Certification for environmental design and construction standards and Rick Hansen Foundation Accessibility Certification. The former clubhouse was deconstructed, with salvaged materials donated to Habitat for Humanity.



Bowling Green Community Activity Centre



The final phase of the Burkeville Utility Upgrade project was completed in October 2025. This multi-year project replaced or rehabilitated ageing watermains, sewer mains, drainage systems and road infrastructure to meet the needs of the community and reduce local flood risks. Cumulatively over the term, 2,400 m of ageing watermains, 2,500 m of drainage mains, 2,300 m of roadways and 550 m of sanitary sewers have been completed.

Detailed design of the new West Richmond Pavilion was completed in Q4 2025. The 10,380 sq. ft., \$19.9M facility in Hugh Boyd Park will support community programs and local sport group activities with public washrooms, change rooms, a referee room, multipurpose spaces, kitchen, concession and an outdoor viewing deck. Council endorsed the project to be built to Passive House high-performance building standards and the facility will target Rick Hansen Foundation Accessibility Certification. Construction is scheduled to begin in 2026, with completion expected in Q4 2027.

Through a rezoning application for a mixed-use development in the Hamilton area, the City secured a City-owned, turn-key 1,400 sq. ft. Community Policing Office built to RCMP security requirements. A building permit for the development was issued in 2024.

Infrastructure upgrades at Richmond's arena facilities improved safety, comfort and long-term operational reliability. Improvements included:

- Richmond Curling Club: Installation of a new roof and dehumidification system, along with upgraded LED lighting and replacement of ceiling tiles.
- Richmond Ice Centre: Conversion of select arena floors from sand to concrete to support dry-floor activities and reduce maintenance, installation of a new dehumidification system, repainting of the truss systems across multiple arenas and replacement of the sprinkler systems and change room fixtures (to be completed in September 2026).

Infrastructure renewals at the South Arm Community Centre and South Arm Community Hall improved safety, functionality and accessibility, supported by a funding contribution from the South Arm Community Association.

- South Arm Community Centre: Flooring renewals, washroom and change room upgrades, millwork and janitorial improvements, fire alarm replacement, mechanical and HVAC upgrades and refinishing of hardwood floors in the aerobics studio and racquetball/squash courts.

- South Arm Community Hall: A full roof replacement; mechanical, electrical and fire protection system upgrades; exterior painting; piping replacements; installation of acoustic panels; and accessibility improvements.

Extensive renovations were completed at the Richmond Nature Park in 2024 to improve accessibility, including upgrades to the Nature House and Kinsmen Pavilion with accessible doors, improved ramps and paved walkways. These changes ensure the park remains welcoming and inclusive for visitors of all ages and abilities.

In 2025, the City replaced existing chillers at City Hall with high-efficiency air-source heat pumps. This low-carbon electrification flagship project achieved a 73% reduction in GHG emissions, equivalent to removing 28 gas-powered vehicles from the road. BC Hydro funding partially offset replacement costs.

QUICK FACTS

- *More than 310,000 kWh in annual electricity savings were achieved by LED lighting upgrades at civic facilities during Council's term.*
- *In 2025, an additional Licence Plate Reader (LPR)-equipped vehicle was added to the bylaw enforcement fleet, improving operational efficiency and service capacity.*
- *Minoru Arenas and the Richmond Ice Centre replaced end-of-life equipment with five new electric ice resurfacers, supporting efficient and sustainable operations.*
- *Over 2.1 km of key dikes such as those on River Road were restored in 2025 protecting the system during high flow or atmospheric river events.*





Responsible Financial Management and Governance



4. Responsible financial management and efficient use of public resources to meet the needs of the community.

4.1 Ensure effective financial planning to support a sustainable future for the City.

The City maintained a strong financial position with cash and investment balances of \$1.8B and an accumulated surplus that reached \$4.2B in 2025.

In 2025, Council endorsed the updated DCCs and the new Amenity Cost Charges (ACCs) as a basis for public consultation. Several public engagement sessions were offered to industry stakeholders and the business community. In response to consultation and the current challenging conditions in the residential development industry, Council did not increase DCC rates for 2026 and held off on implementing new ACC rates and will reconsider in 2027.

In 2025, the City implemented the Surety Bond Pilot Program, which allows qualifying applicants to use surety bonds as an alternative to cash or letters of credit for DCC instalments, servicing agreements and landscaping and tree securities.

From 2023 to 2025, the City received DCC contributions totalling approximately \$71M through the building permit and subdivision process which help fund Council's approved plans for capital infrastructure improvements.

From 2023 through 2025, the City completed multiple property acquisitions and advanced a number of real estate lease transactions to support City purposes and long-term strategic objectives. This included 15 property acquisitions and more than 45 real estate lease transactions, covering over 440,000 sq. ft. of office and warehouse space and associated parking. These transactions generated more than \$7.7M in revenue, helping support future strategic real estate acquisitions and portfolio growth.

Over the Council term, the City updated the Five-Year Infrastructure Capital Program annually, with an average annual value of approximately \$60M. This ensured funding was allocated effectively to serve the community and enhance City infrastructure.

In 2025, Council approved the transition of the City's public EV charging network from time-based fees to energy-based (per-kWh) rates, aligning pricing with electricity consumption. The shift improves fairness and transparency for users, supports equitable access across different vehicle types and strengthens the financial sustainability of the public charging network.



EV Charging

4.2 Seek improvements and efficiencies in all aspects of City business.

Work is underway to improve the timeliness of fire code reviews associated with development applications through enhanced coordination and refined review processes. Proactive collaboration is supporting more efficient application processing while maintaining public safety standards.

In spring 2023, Emergency Support Services delivery processes were reviewed and enhanced to strengthen accommodation support for evacuees. A two-hour service benchmark, measured from notification to accommodation provision, was established and supported by updated communication and coordination processes, resulting in consistent achievement of the response timeline during emergency events.

The City introduced five new GIS dike layers and updated the Dike Operation and Maintenance Manual, enhancing flood protection and infrastructure management. These improvements support consistent and efficient asset management and ensure compliance with provincial and federal standards.

The new RPL website launched in 2025 and received over 78,000 visits in its first month. It features streamlined navigation and improved support for user needs. Accessibility was a core priority in the design and development of the site, which meets WCAG 2.1 AA standards and, where possible, incorporates elements aligned with AAA guidelines while maintaining a user-friendly experience.



In 2025, a new flat Commercial Vessel Docking and Service Fee was implemented at Imperial Landing to improve customer service, support diversified commercial use and strengthen cost recovery. The updated fee structure consolidates all direct and ongoing costs associated with commercial vessel docking, including coordination and planning, regulatory compliance, infrastructure maintenance and access to 24-hour emergency marine towing services.



Commercial Vessel at Imperial Landing Dock

A new Activity Search tool for community program registration was launched in 2024 to enhance the customer experience. The online solution allows users to search for parks, recreation and culture activities using filters and a few simple steps, creating a tailored experience based on their interests. Users can also save searches and export results as PDFs. In 2025, the Activity Search tool was used nearly 14,000 times.

In 2024, PFAS-free firefighting initiatives were advanced through pilot turnout gear practices, introduction of PFAS-free interim and fire-response gear and enhanced decontamination measures to reduce chemical exposure and improve responder safety.

4.3 Foster community trust through open, transparent and accountable budgeting practices and processes.

In 2025, Council endorsed Policy 1021 to establish a Major Construction Projects Oversight Committee for capital construction projects with budgets exceeding \$50M. The purpose of the committee is to provide independent advice, input and feedback at key milestones during the planning, design development and construction phases of applicable projects.



Major Construction Project – Works Yard Replacement Project

For the 2026 budget planning cycle, the City implemented a new budget planning and monitoring system that integrates the Operating and Utility Budgets, Capital Budget and Five-Year Financial Plan into a standardized process. This modernization improves the clarity, consistency and transparency of financial information presented to Council and the public, strengthening accountability and supporting informed decision-making in the allocation of community resources.

Additional information was incorporated into annual budget reports to enhance transparency and provide greater clarity to Council and the public. For example, the 2024 budget included information about externally funded programs and beginning with the 2025 budget, a comprehensive list of external grants was included, offering clearer insight into funding sources and program support within the City's financial plan.

QUICK FACTS

- *Richmond achieved consecutive “A” grades in annual municipal fiscal accountability report cards issued by the C.D. Howe Institute, ranking among the highest-rated major Canadian cities.*
- *The City received ongoing recognition from the Government Finance Officers Association of the United States and Canada for both comprehensive annual financial reporting and popular financial reporting.*

4.4 Work with all levels of governments for grant and funding opportunities.

Through various levels of government and funding organizations, Richmond has been awarded approximately \$122M in grants and funding contributions throughout the term. Examples include the UBCM – Community Emergency Preparedness Fund, TransLink, ICBC, Destination Development Fund, Celebrate Canada Fund and Disaster Resilience Innovation Fund. Examples of projects and initiatives supported in part by grants and funding include:

- Active transportation and road safety projects enhancing walking, cycling and roadway infrastructure across the city.
- Maintenance of the Major Road Network, including asphalt rehabilitation on Cambie Road and No. 2 Road, 700 km of road sweeping and repainting of 135 km of centre, edge and lane lines.
- Implementation of the Community Energy and Emissions Plan, supporting energy and emissions reporting, policy development and internal capacity building.
- Implementation of new provincial housing legislation (Bills 16, 44, 46 and 47), advancing required policy, regulatory and consultant-led updates.

- Delivery of the Richmond Youth Media Program, providing youth-focused media training and engagement opportunities and completion of equipment and software upgrades at the Richmond Media Lab.
- Coordination and public education initiatives to address invasive species, including community invasive pulls, signage, engagement videos and public-facing educational materials.

Community Associations and Societies providing programs and services in City facilities continued to secure external funding during the 2022 to 2026 term in support of their offerings for the Richmond community. Examples include:

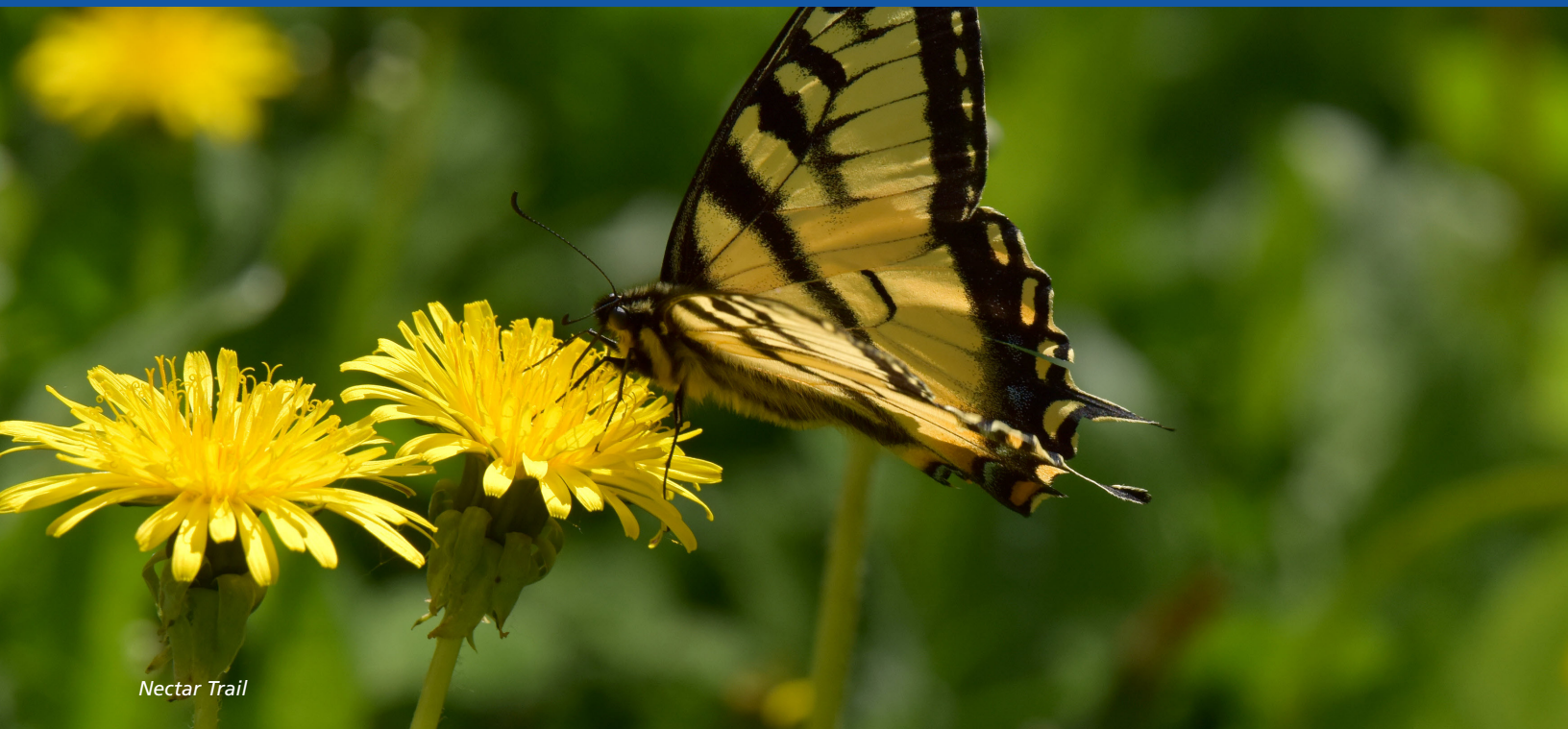
- The Gateway Theatre Society received a grant from the Department of Canadian Heritage to support a technical equipment upgrade.
- Minoru Seniors Society delivered meals, programs and community initiatives through support from various grant and funding sources, including United Way, the New Horizons for Seniors Program and Community Gaming Grant.
- Richmond Art Gallery supported operations, exhibitions, publications and public programs through funding from the Canada Council for the Arts, BC Arts Council, the Province of BC and Community Gaming Grants.
- Richmond Museum Society delivered museum programs through funding from the BC Arts Council, the Department of Canadian Heritage, the Province of BC, Service Canada and the Richmond Community Foundation.



Richmond Media Lab



A Leader in Environmental Sustainability



Nectar Trail

5. Leadership in environmental sustainability through innovative, sustainable and proactive solutions that mitigate climate change and other environmental impacts.

5.1 Continue to demonstrate leadership in proactive climate action and environmental sustainability.

Between 2023 and 2026, LIEC connected eight new developments (2.7 million sq. ft.) and now services 33 buildings, 7,618 residential units and 8.3 million sq. ft. of floor space, reducing 16,980 tonnes of GHG emissions to date. During this period, 159,543 MWh of low-carbon energy was delivered with over 99.9% system availability through geo-exchange and air-source heat pump technologies.

Detailed design is complete for the permanent Energy Centre serving the City Centre District Energy Utility (CCDEU) service area. The facility will recover heat from the Gilbert Trunk sewer using heat extraction and heat pump technology to supply at least 70% low-carbon energy. The design incorporates climate-resilient infrastructure, a publicly accessible green roof, integrated public washrooms and riverfront architectural features. Completion is planned by 2031.

Richmond completed Canada's first measured assessment of embodied carbon reductions achieved through circular procurement in municipal infrastructure projects. The results show that using reclaimed materials and more efficient construction practices can significantly reduce emissions without increasing costs. A lifecycle analysis of capital projects, including the South Dike and road resurfacing projects using 40% reclaimed asphalt pavement, confirmed embodied carbon reductions of up to 81%.

In 2025, Richmond became one of the first three cities in Canada to complete a Material Flow Analysis, providing a new tool to support more efficient resource use across the city. The analysis identifies where circular approaches can be applied to reduce material costs, strengthen local supply chains, support business innovation and advance low-carbon solutions in the built environment and food system.

Two on-site low-carbon energy plants have been delivered to service the redevelopment of Richmond Centre Mall Phase 1 in partnership with Cadillac Fairview and Shape Properties. Additionally, a heat recovery system has been commissioned, capturing waste heat from the mall's cooling system and using it to heat new residential suites instead of releasing it into the air.

With financial support from FortisBC, the City completed a comprehensive Greenhouse Gas Reduction Master Plan Study, identifying opportunities to reduce emissions across 15 City-owned buildings, which account for 54% of annual civic building emissions. These buildings were prioritized due to their high energy use and significant impact on overall civic emissions.

The City increased the number of EV charging options with additions throughout the City network. As of January 2026, the City has 158 charging stations. Following community engagement sessions, plans are underway to expand the network with an additional 44 stations. Engagement took place through community information hubs at the Richmond Curling Club, South Arm Community Centre, Richmond Cultural Centre, Minoru Precinct, as well as online through Let's Talk Richmond.

QUICK FACTS

- *The City replaced 42 vehicles with electric units under the Green Fleet Action Plan, including the first medium-duty electric bus for the Community Leisure Transportation program.*
- *Since the E-Scooter and E-Bike Pilot Project launched in 2022, over 220,000 trips have been taken.*
- *The City continued implementation of the multi-family water metering program to enhance water conservation, installing 73 water meters at multi-family properties since November 2022.*

5.2 Support the preservation and enhancement of Richmond's natural environment.

Since 2022, coordinated efforts have been underway to enhance environmental compliance and fire and life safety on Mitchell Island. In September 2025, work with external regulators, including Ministry of Environment and Parks and Metro Vancouver, addressed environmental risks through joint inspections that identified unauthorized discharges to the Fraser River. As a result, three operators installed new stormwater treatment systems and obtained Waste Discharge Permits.

The invasive plant program targeted priority species including Scotch broom, knotweed, giant hogweed and parrot's feather. In 2025, more than 100 municipal sites were treated and invasive species were removed to protect biodiversity and drainage infrastructure. In June 2025, a Private Property Invasive Plant Treatment Program was launched to support residents in controlling priority species on private lands, aligning with the Invasive Species Action Plan and Enhanced Pesticide Management Program.



Community mini forests were planted in multiple neighbourhoods over the term, introducing dense native plantings that improve air quality, provide shade and enhance habitat. In 2025, 1,186 trees were planted on City property through operations, programs, development and park construction. The City also continued the annual tree sale program to support private tree planting and advance urban forest canopy goals identified in the Public Tree Management Strategy 2045.

Launched in 2026 in collaboration with UBC, the Richmond Rodent Management Research Project is generating science-based insights on rodent impacts, sensor-based monitoring and municipal interventions to support implementation of the Council-endorsed Rodent Management Program and Enhanced Pesticide Management Program.

In 2025, the Gardening in a Changing Climate initiative was launched to help residents adapt their gardens and green spaces in response to climate change. Resources provide residents with practical strategies to improve air quality, manage rainwater, increase biodiversity, reduce water use and support urban cooling through small-scale changes in private gardens.

Interactive online mapping tools were used to crowd-source environmental information and foster community stewardship, including the Nectar Trail initiative that invites residents to identify pollinator-friendly gardens and an Invasive Species Action Month campaign that enabled residents and businesses to map invasive species sightings through the Let's Talk Richmond platform.

The City is developing a six-month pilot program, launching in 2026 in partnership with Youth Climate Corps BC, to create youth employment opportunities while building awareness of climate resilience through hands-on action. Youth participants will support projects such as residential waste audits, water services engagement, public space bin audits, mechanical removal of invasive species and fish waterway markings.

QUICK FACTS

- *The City continued advancing the Fish Habitat Bank project to support environmental permitting for dike upgrades and enhance long-term flood protection planning while protecting aquatic ecosystems.*
- *On average, the City reviews development applications affecting approximately 29,000 m² of Riparian Management Areas (RMAs) annually to ensure these areas are protected during construction and that appropriate remediation and restoration are completed.*

5.3 Encourage waste reduction and sustainable choices in the City and community.

Richmond advanced amendments to the Demolition Waste and Recyclable Materials Bylaw to expand the scope beyond single-family homes to include multi-family, commercial, institutional and industrial buildings. The updated bylaw increases diversion targets to up to 90% by weight for residential projects and up to 80% for multi-family and non-residential buildings, while integrating circular practices such as deconstruction, salvage, reuse and relocation.

From 2023–2025, the Recycling Depot received almost 830,000 visitations. Every year, the Recycling Depot helps to divert approximately 7,000 tonnes of material from disposal or about 14% of Richmond's residential waste stream.

In 2025, the City launched a multifaceted approach to address textile waste, including the introduction of a textile collection program at the Recycling Depot, expanded Repair Cafés to encourage reuse and the launch of an educational "Rethink Waste" campaign. Since launch of the program, 72,795 pounds of textiles have been collected at the Depot and over 1,041 items have been repaired at 32 Reuse and Repair Café events.



Reuse and Repair Café

The City participated in the Construction Plastics Initiative pilot program, which captures, diverts and repurposes leftover plastics from the Steveston Community Centre and Library construction project into new low-carbon building products. Supported by the BC Clean Plastics Action Fund, this initiative diverted 854 kg of plastic as of June 2025, with an estimated 1,600 kg diverted by project completion in 2026.

In 2024, the City partnered with Langara College Makerspace to deliver the Blue Couch Project, demonstrating how locally

available materials destined for landfill can be transformed into durable, market-ready products through circular design. Using discarded denim and a worn-out couch, students created a reupholstered blue couch while the City developed a business case exploring the economic viability of small-scale circular initiatives.

The City implemented a Bike Reuse Pilot Program to assess the feasibility of diverting bikes delivered by residents to the Recycling Depot from the recycling stream. Thirty bikes were fully repaired, refurbished and donated to Richmond residents and 1,361 bike parts were reused in repairs to support the pilot and the broader community. In 2026, the City will transition the pilot to a City-run Bike Reuse Program, where non-profit and charitable organizations in Richmond can apply to access the bikes for repair and reuse at no cost.

A variety of community engagement initiatives promoted reducing, reusing and recycling throughout the term, including three Rethink Waste Think Tanks, four Shred-a-Thons, 32 Reuse and Repair Cafés, 57 community workshops, 56 Recycling Depot tours and various community events supported by Green Ambassadors.

To reduce environmental impact and promote responsible waste practices, the 2024 Dog Waste Collection Pilot at three dog off-leash areas demonstrated that separate collection of dog waste is feasible and successfully diverted waste from landfill. Building on the success of the pilot, the City will expand the program, providing services at an additional 13 dog off-leash areas in 2026.

QUICK FACTS

- *In 2025, RPL transitioned to a more efficient and eco-friendly process that reduces paper consumption, waste and supply costs for over 180,700 physical holds.*
- *The City is developing a Reusable Food Service Ware Pilot Program for two City events in 2026.*

5.4 Support agriculture and local food systems to enhance food security.

The City hosted an open house for the East Richmond Agricultural Water Supply Study. Feedback from the open house supported a comprehensive understanding of current irrigation and drainage needs, informing decision-making for

future projects and enhancements to agricultural water supply infrastructure.

Alongside flood protection and mitigation efforts, the City improved irrigation capacity for local agriculture by maintaining waterways to enhance flow and storage capacity and reduce reliance on potable water for irrigation. Examples of work completed in 2025 include:

- Floating excavation maintenance of the Woodward and Horseshoe Slough irrigation ditch.
- Ditch bank stabilization along the No. 7 Road canal.
- Gilbert Canal ditch cleaning.

In Spring 2025, the City conducted public engagement to identify needs and opportunities for a commercially focused Richmond Food Hub and to better understand gaps in the local agri-food and seafood processing sectors. Key areas identified included space and facility needs, shared services and market access. The City is now exploring next steps to address the opportunities identified through engagement.

The City strengthened its Soil Deposit and Removal program by adding an additional Soil Enforcement Officer, enhancing oversight and compliance capacity across Richmond. This expanded enforcement capability supported significant outcomes, including a \$100,000 provincial court fine for soil bylaw violations, reinforcing the City's commitment to protecting agricultural land, environmental integrity and responsible soil management.

With the discontinuation of the temporary Supporting Food Security Through Community-Driven Events Grant Program, Council approved increasing the funding allocation to the Environmental Enhancement Grant Program by \$30,000 to support food security initiatives. The reconstituted program was launched in August 2025, and eligible organizations were able to apply for funding.

The City continued to update and promote the Richmond Local Food Map, helping residents and visitors connect with local farm stands, fishers and wineries. The map is maintained on the City's website and distributed in hard-copy poster format to community gardens through Urban Bounty. The City also interviewed several featured farmers and shared short videos on its LinkedIn and social media channels to raise awareness and encourage connections with local producers.



A Vibrant, Resilient and Active Community



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

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

This term, Council approved the allocation of over \$4M through various community grants:

- Arts and Culture: Approximately \$514,000 was allocated for operating and project grants to cultural non-profit organizations.
- Child Care: Approximately \$209,000 was allocated to non-profit organizations that support or deliver licensed child care in Richmond.
- Environmental Enhancement: Approximately \$180,000 was allocated to non-profit organizations for materials needed to enhance Richmond's natural environment.
- Health, Social and Safety: Almost \$2.4M was allocated to non-profit organizations delivering social services and programs in Richmond.
- Parks, Recreation and Community Events: Approximately \$498,000 was allocated to non-profit organizations delivering programs and services that support health, well-being and community connection.
- Neighbourhood Celebration, Community Celebration and Neighbourhood Block Party: Almost \$296,000 was allocated to support public events that connect and build community in Richmond.

Since 2019, Richmond has taken part in the ParticipACTION Community Challenge. In 2025, Richmond earned the title of Canada's Most Active Community and received the \$100,000 prize, after previously earning BC's Most Active Community in 2022 and 2024. In collaboration with community partners and organizations, 1,018 physical activity initiatives, programs and events were offered to over 413,000 participants during the month of June. Key factors contributing to the increased success in 2025 compared to 2024 include:

- 75% more organizations involved.
- 80% more activities delivered.
- 60% more participants engaged.

Participation in programs and activities across community centres and facilities remained strong in 2025:

- Almost 111,000 people registered in seasonal programs.
- Approximately 957,163 participant visits were delivered through registered programs, about 1% more than 2024.

- 1.97 million paid drop-in visits were recorded, averaging nearly 5,400 per day and a 3% increase over 2024.
- Over 2,900 classes were delivered at the Richmond Olympic Oval, averaging 56 per week and resulting in over 54,000 member and guest visits.
- 33 arena and curling events were hosted over 106 days, attracting over 16,500 participants.
- 33 competitive aquatic events were hosted at Watermania with over 14,200 attendees, alongside recurring swim meets and family events at Steveston Outdoor Pool, Minoru Centre for Active Living and South Arm Outdoor Pool.



Children's Recreation Program

Volunteer participation in City programs increased over the term, with the number of volunteers rising each year and contributed hours remaining consistently high:

- 2023: Approximately 1,800 volunteers contributed 57,550 reported hours.
- 2024: Nearly 1,970 volunteers contributed about 65,360 reported hours.
- 2025: Over 2,055 volunteers contributed nearly 61,470 reported hours.

In addition, development of a new five-year Volunteer Management Strategy is underway to establish updated guiding principles and strategic priorities to support volunteers. Public engagement launched in Q1 2026 with the new strategy anticipated to be brought forward to Council in late 2026.



In May 2025, Council approved the program for the visit of the Kaiwo Maru, a 367-foot-long and 182-foot-high sail training vessel operated by the Japan Agency of Maritime Education and Training for Seafarers. The approved program is centred on the ship visit and educational activities, including a two-day festival on May 2–3, 2026 with paid public boarding of the ship, a community stage, food trucks, kids cove and other activations. With 36 sails spanning nearly 30,000 square feet, the Kaiwo Maru is one of the largest tall ships in the world. The vessel's month-long Pacific voyage from Japan to Richmond includes a complement of approximately 150 crew members, including 100 cadets.

In November 2025, Council endorsed the Richmond Celebrates Soccer program to coincide with the FIFA World Cup '26 period from June 12 to July 19, 2026. The program features a coordinated series of community initiatives, including a grant program; a Kick-Off Event at the Richmond Olympic Oval on World Soccer Day; nine Community Recreation Association and Society events with community watch parties; and a Signature Final Event at Aberdeen Neighbourhood Park featuring local soccer clubs, community activations, live performances and entertainment, family-friendly activities and public match viewing.

Following a data-driven and community-focused engagement process, including feedback from almost 3,300 community members, RPL's 2024–2028 Strategic Plan, entitled *Your Library, Our Future*, was implemented. The plan affirms the library's vision and mission while introducing updated values and guiding resourcing, operations and activities through 2028.

In 2025, the RPL To Go Service was launched. This mobile outreach initiative brings the library directly into the heart of the community, reaching new and diverse locations across the city. By removing common barriers to access, the service increases engagement with residents of all ages, including underserved and hard-to-reach individuals. Since July 2025, the RPL To Go van has made 39 outreach visits, engaging approximately 1,540 individuals who checked out over 210 collection items.



RPL To Go Service

The City continued annual city-wide themed weeks and multi-day community celebrations in 2025, including:

- Youth Week: Almost 430 youth participated in 13 free activities and the UROC Awards recognized 77 youth and 51 adult Asset Champions.
- BC Seniors Week: More than 25 free programs were offered and an opening event brought together 120 seniors.
- Culture Days: 100 free events hosted by 51 organizers, with Richmond ranked first in BC, fourth among mid-size cities and ninth nationally.
- Pride Week: Guided by the theme "Pride Lives Here," 20 programs were offered, anchoring Pride in the Richmond community and affirming allyship with 2SLGBTQIA+ communities.

In 2024, the new Alexandra Community Garden and Hamilton Community Garden opened and the Terra Nova Community Garden was expanded, increasing opportunities for residents to grow and harvest food. Six wheelchair-accessible garden plots were also added across the sites, improving inclusivity and enabling residents with mobility challenges to fully participate in gardening and outdoor activities.

Inclusive sport initiatives created opportunities for community members to learn, participate and build awareness. In October 2025, Minoru Arenas hosted the Western Regional Blind Hockey Tournament, which raised awareness of blind hockey and included local try-it sessions for the community. In partnership with BC Wheelchair Basketball Society, an introductory Para sport program for SD38 students has been delivered throughout the term, providing hands-on experience in wheelchair basketball and fostering greater understanding of diverse abilities.

ROX Thursdays offered the community free admission to the Richmond Olympic Experience (ROX) on the first Thursday of each month from 2:00–5:00pm, giving residents an opportunity to explore the interactive exhibits and Olympic legacy housed at the Richmond Olympic Oval. ROX Thursdays also complemented other free admission days, such as Canada Day and SD38 Professional Development Days. In addition, access to the ROX became free to Richmond residents starting in December 2025.

Each winter, the Steveston Heritage Sites participate in Winter in the Village activities. The month-long event begins with the lighting of a 27-ft. tree, presented by Tourism Richmond. Programming includes the Winter Tram in partnership with RPL, Peter Grant's LEGO display of Richmond's heritage buildings, Songs in the Snow at the Steveston Museum and holiday teas at London Farm.

QUICK FACTS

- *A laptop lending kiosk was introduced at the Brighthouse branch library for single-day, in-library use, enabling convenient access with a library card. The laptops have been borrowed nearly 17,000 times as of March 31, 2026.*
- *From 2023 to 2025, the ROX Education Program hosted 320 bookings and welcomed almost 12,000 students from local, independent and international schools.*
- *Over 7,500 people attended the August 24 Oval Community Day in 2025, enjoying more than 30 free activities promoting sport, wellness and community connection.*
- *The Richmond Museum's Family Treasures exhibition (2024–2025) explored how personal belongings reflect shared and individual histories and welcomed approximately 60,000 visitors.*
- *The Richmond Maritime Festival celebrated local culture and heritage through performances, displays and workshops, welcoming approximately 35,000–40,000 visitors each year.*

6.2 Enhance the City's network of parks, trails and open spaces.

The Minoru Lakes Renewal Project received the BC Recreation and Parks Association (BCRPA) Parks Excellence Award in 2025. Completed in 2023, the renewed Minoru Lakes District transformed the park with new site furniture, a boardwalk, enhanced viewing areas and a waterfall that also serves as a bio-filter for stormwater. Native plantings around the lakes support local wildlife, including waterfowl and insects.

In fall 2025, Phase 2 of Capstan Neighbourhood Park was completed. The park features basketball courts, seating areas, open lawn space, lighting, bike racks and extensive tree and planting areas. Located beside the Canada Line Capstan Station, the park leverages both natural and built elements to create an inviting, accessible gathering space.

The renewed Steveston Community Park playground opened in June 2025 following a multi-year design process with community engagement. The \$2.2M upgrade created a

cohesive play environment with improved sightlines to enhance safety and included accessible surfacing and play features supporting a wide range of ages and abilities.

The upgraded baseball field at Brighthouse Park was completed and opened to the public in June 2025. This \$573,000 capital project included upgrading the baseball infield to synthetic turf, improvements to the drainage system and installation of new backstop and perimeter fencing. The enhanced field accommodates baseball and softball games and practices and supports a variety of other physical activities, including soccer and tai chi.

A new outdoor fitness area in Minoru Park offers seniors and community members accessible, senior-friendly equipment to support year-round physical activity. Initiated in 2022 by the Rotary Club of Richmond, which funded the equipment and helped shape the concept, the City refined the design, contributed funding for the supply and installation of safety surfacing at the site and completed construction in November 2025.

The 2024 Shade and Shelter Program included the construction of three shade structures at Dover Park, Garden City Park and McLean Park. These structures create more accessible, inviting park spaces during inclement weather and offer respite from the sun's rays, addressing challenges that are increasingly evident in the face of climate change.

Work is underway to develop the Minoru Park Signage Strategy to improve navigation and access within Minoru Park and surrounding community amenities. Community engagement has been completed and input from key interested parties and the broader community is informing the development of the draft strategy.

In April 2025, safety enhancements at the No. 3 Road Bark Park were completed, improving conditions for all site users, including cyclists, pedestrians and off-leash dogs. The upgrades included a new multi-use trail located outside the dog off-leash area, new fencing to separate uses and improvements to site entrances.

The City maintained 39 water fountains in high-traffic park and dike areas and deployed misting stations during heat events. In 2025, a public web map was launched to help residents locate potable drinking fountains, providing each fountain's address, operational details and images in a user-friendly format.



QUICK FACTS

- From July 2024 to December 2025, the Sidewalk Stamping Program repaired over 44 locations and 2,137 sq. m. of pathways using stamped and painted asphalt, improving accessibility and safety while minimizing impacts to tree roots.
- During dike re-armouring between Terra Nova and No. 1 Road, the West Dike Trail was resurfaced and widened to improve accessibility and user space for all pathway users.

6.3 Foster intercultural harmony, community belonging and social connections.

Doors Open Richmond continued to provide free public access to places of worship, cultural centres, businesses, museums, heritage sites and civic spaces, promoting intercultural understanding. In 2025, the event expanded to 54 partner sites, including 28 cultural heritage locations and 10 faith-based sites representing diverse traditions. Participation grew from over 18,000 attendees in 2024 to 23,900 in 2025.



Doors Open Richmond

A range of programs for newcomers were offered across community facilities to foster connections, belonging and safety:

- Library Champions: Delivered with NewToBC and Public Library InterLINK to build outreach and communication skills, with 60 participants completing the program since July 2024, 1,244 community members reached directly and 14,556 social media impressions.

- Conversation Circles: Delivered through facilitated sessions to support informal English language practice, with 232 sessions and approximately 2,300 participants in 2024 and 2025.
- Swim Safe: Delivered with Richmond newcomer-serving organizations to provide drowning-prevention instruction, with 40 newcomers learning essential self-rescue skills in June 2025.
- Learn-to-Curl: Delivered with SUCCESS and multilingual translation support to provide low-barrier access to local sport and recreation.

A new museum extension space opened in the Cultural Centre in 2024 to support community-led exhibits. The exhibits were curated by community group members who provided the text content and selected the artifacts:

- The first exhibit, *Canada, Here We Are!*, is a travelling exhibit sharing the stories of Ukrainian Canadians and their contributions to Canada and Richmond.
- The second exhibit was *From Then to Now: How Japanese Canadians Contributed to Richmond Over 100 Years*.
- The third exhibit, *80 Years of Freedom and Friendship*, tells the story of the Dutch liberation by Canadian soldiers in 1945 and the resulting friendship between the two countries.

Since October 2024, the City has been working in partnership with the Steveston Community Society on the Steveston Park Legacy Walk project and Japanese Canadian Cultural Centre (JCCC) – Legacy Infrastructure Upgrades. The Legacy Walk project will create a tangible legacy asset that shares the pre-war, wartime and postwar experiences of Japanese Canadians from BC. The JCCC – Legacy Infrastructure Upgrades includes expansion of the kitchen and dining area for increased programming and participation capacity. The combined grant is \$1.2M, funded through the Japanese Canadian Legacies Fund.

Exhibitions at the Richmond Art Gallery fostered intercultural understanding and belonging by engaging with themes such as the immigrant experience, Indigenous knowledge and queer identities, featuring Canadian artists such as Howie Tsui, Manuel Axel Strain, Tania Willard and Brendan Fernandes. Group exhibitions *NOURISH* (2022) and *FOODWAYS* (2024) also included interdisciplinary public programming on topics such as anti-Asian racism, Richmond restaurant histories and Indigenous knowledge.

In August 2025, the City launched a mentorship program in partnership with the Immigrant Employment Council of BC that connects newcomers with professionals for career guidance, industry insights and professional development conversations. The program supports newcomers in navigating employment pathways and building connections in their fields.

Launched in May 2025, RPL's Special Collection on Chinese Culture contains over 17,000 rare and valuable books on art, calligraphy and paintings, donated by Dr. Kwok-Chu Lee, including 5,200 volumes available for in-library viewing.

QUICK FACTS

- *In 2024, the Diversity Symposium marked its 10th anniversary with a return to in-person programming with 140 registrants.*
- *The Islamic Art Experience event grew from 350 attendees in 2022 to 1,122 in 2025, showcasing emerging Muslim artists and promoting cross-cultural exchange.*
- *In total, approximately 4,380 people attended the annual Lunar New Year celebrations at Brighthouse library this term, featuring performances, crafts, games and cultural activities.*
- *As part of the Capture Photography Festival, public art installations at Richmond's Canada Line stations explored topics such as cultural symbolism, gentrification and cultural identity.*
- *In 2025 and 2026, over 440 people attended Black History Month programming hosted at RPL, including panel discussions, musical performances and community tables.*

6.4 Support vulnerable populations through collaborative and sustainable programs and services.

Participation and usage of the Recreation Fee Subsidy Program has continued to increase year over year. Participants receive financial support for many registered and drop-in parks, recreation and cultural programs offered by the City and Community Associations and Societies.

- 2022–2023: 86,692 visits.
- 2023–2024: 114,237 visits.
- 2024–2025: 151,737 visits.

The City collaborated with partners to reduce the number of people without safe and affordable housing. Investments included a dedicated Homelessness Outreach Team, expanded bylaw supports, funding for a drop-in centre and temporary winter shelter spaces to complement the permanent

emergency shelter. The City also worked with community partners to help people experiencing homelessness access housing, shelter and support services and to advocate for the availability of these services.

In July 2023, Council approved the Youth Strategy 2022–2032 with a vision that “all youth in Richmond are safe, valued, respected and have the supports, opportunities and resources to live rich and fulfilling lives.” Highlights of the strategy's implementation include the creation of the Richmond Youth Advisory Committee, the relaunch of the Positive Ticket program in collaboration with Community Associations and Societies and Richmond RCMP and initiatives funded by the BSCF to support youth at risk.



Youth Strategy 2022–2032

In 2024, the City launched multiple initiatives to support at-risk youth through the BSCF, including youth programming with Touchstone Family Association, clinical counselling, enhanced youth spaces, staff training, parent information sessions and education and employment supports. Following positive outcomes, Council approved one-time funding in the 2026 budget to continue the programs.

In 2023, the Richmond RCMP launched the Yankee 30 Car in collaboration with Youth Probation and the Ministry of Children and Family Development. Yankee 30 involves a police officer and either a probation officer or social worker, providing support to youth who are at risk of harm due to their behaviour, vulnerability, or exploitation by others.

The Community Services Pop Ups and Community Services Connectors programs were developed and implemented by the City and Richmond Public Library throughout the term to help residents with lower incomes connect with community and government services. The monthly Pop-Ups have connected over 3,500 community members to local services since their implementation in 2022, and the weekly Connectors program has supported 772 community members since its implementation in 2024.



A SafeSport program was launched in 2023 for programs offered at the Richmond Olympic Oval. The multi-phase approach requires staff working with or around children, youth and athletes at the facility to complete safe sport related trainings aligned with provincial and national sport standards. In addition, training was completed with the Canucks Autism Network (CAN), focusing on welcoming autistic individuals and including individuals on the autism spectrum in sport and recreation.

Accessibility enhancements were implemented at Minoru Centre for Active Living to identify, remove and prevent barriers for people with disabilities. As a result, the facility achieved Rick Hansen Foundation Accessibility Certified Gold, the highest level of certification. The project was supported by grant funding through the Rick Hansen Foundation BC Accessibility Grants Program.

In 2025, the City received provincial funding through the Local Community Accessibility Grant Program to develop an Accessibility Impact Evaluation Tool. Once complete, the tool will help staff identify, prevent and remove barriers experienced by people with disabilities when developing new and updated initiatives, policies, procedures and programs to ensure they are accessible when launched.

In October 2024, Community Connect boxes were introduced as a pilot project to reduce barriers to access and engage vulnerable and socially isolated seniors living in care homes across Richmond. Each box contains games, puzzles and reading materials selected to support relationship-building and increase residents' social engagement with staff and one another. To date, six care homes serving 828 residents have received Community Connect boxes.

In 2024, the City partnered with the Richmond Employment Resources Network and RPL to launch Employment Connections: Programs and Supports for Jobseekers, a free resource event raising awareness of employment services and providing direct supports to residents facing barriers to work. Since 2024, three Employment Connections events have been held at Brighthouse Library, welcoming 297 job seekers and 29 organizations with resources such as training information, résumé reviews and mock interviews.

QUICK FACTS

- *In partnership with the Junior A Sockeyes Hockey team, 30 season ticket packages (720 tickets) were distributed through eight non-profit organizations, reducing barriers and expanding access to local sport for youth and families.*
- *On December 18, 2024, Council adopted the Richmond Child Care Strategy 2024–2034, offering valuable insights into the current and future child care needs of the community.*
- *Water safety education was delivered through school presentations reaching over 1,800 students since the program launched in 2024 and engaging 322 participants in community Swim to Survive sessions during National Drowning Prevention Week and select holiday weekends.*

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

Renovation of the Richmond Cultural Centre Annex was completed in 2024, repurposing the facility into a community arts space to meet the needs of the growing community. The space operates as an extension of arts and culture programs at the Richmond Cultural Centre and includes an expanded Media Lab, studios for visual and performing arts, a lobby exhibition space for Richmond artists and a "History Lab" for school programs.

The Richmond Art Gallery presented the work of 515 artists between November 2022 and 2026 across multiple gallery spaces and offsite locations. The RAG welcomed over 80,000 visitors, connecting the community to a diverse range of artistic practices. In addition to exhibitions, the gallery hosted over 200 public programs and events for all ages between 2023 and 2026, attended by more than 10,000 participants. Programs ranged from artist talks and screenings to art-making workshops and performances. During the same period, the gallery welcomed 9,764 students (K–12) for tours and workshops.

Upgrades and improvements at Britannia Shipyards advanced preservation and community use of the site. Envelope and infrastructure repairs began in 2025 on the Shipyards building and will continue in 2026 on the Seine Net Loft. The Richmond

Boat Builders building was restored and fitted out as a modern boat building shop in 2025. These improvements support the long-term operation and activation of the heritage site.

Engagement with Steveston's Japanese Canadian community in 2024 and 2025 supported research, content development and historical accuracy for exhibits focused on the community's history in Richmond. For example, in May 2025, a new exhibit was completed in the Richmond Boat Builders building at Britannia Shipyards, highlighting traditional wooden boat-building practices and local Japanese Canadian contributions, with input from descendants. The Japanese Canadian-built fishing boat *Crystal S*, acquired in 2024, was restored through 2025 with involvement from former owner Bud Sakamoto for future public display.

The City continued to preserve Richmond's history through acquisitions to the permanent artefact collection, guided by a community advisory group. From November 2022 to December 2025, 815 artefacts were added from 124 donors:

- 2022 (Nov–Dec): 19 artefacts, 6 donors.
- 2023: 307 artefacts, 50 donors.
- 2024: 343 artefacts, 36 donors.
- 2025: 146 artefacts, 32 donors.

Following the 2019 donation of the Britannia Shipyards National Historic Site Society's collection, ongoing work has focused on researching, documenting, reviewing and inventorying additional artefacts to determine their relevance to the site and City collections. Supported in recent years through Young Canada Works funding for internships, this multi-year initiative has resulted in more than 5,000 objects reviewed and over 300 added to the permanent collection since 2019.

Since November 2022, 51 volunteers have contributed 1,226 hours in support of heritage preservation across Richmond's heritage sites and collection storage facilities. Through programs such as Artefact Avengers and the Artefact Advisory Group, volunteers have undertaken preventative conservation, collection inventory work, condition assessments and review of proposed acquisitions.

An Arts Facilities Needs Assessment is underway to better understand needs and opportunities for expanding the number and type of City-owned, purpose-built arts spaces, including standalone and integrated facilities. The study will inform future planning for arts facilities that support community participation and cultural development, with a report to Council summarizing findings and recommendations planned for 2026.

QUICK FACTS

- In 2024, the names of Private Hikotaro Koyanagi and Private Kazuo Harada were added to the Cenotaph alongside those who lost their lives during service in the First World War, marking the first time men of Japanese descent were named on the Cenotaph.
- Council approved installation of a National Historic Event plaque at the Steveston Japanese Canadian Museum recognizing Tomekichi Homma's legal challenge for Japanese Canadian voting rights.
- The Richmond Museum hosted the annual Richmond Regional Heritage Fair, with a record nine schools and 665 students participating in 2025, showcasing 114 projects.
- From 2023 to 2025, 19 murals were completed on buildings across the city through Richmond's Mural Program, involving artist selection, community engagement and installation.
- The Richmond Heritage Commission annually recognizes individuals and organizations for their significant contributions to preserving Richmond's heritage through the Richmond Heritage Awards. An official ceremony was introduced in 2024.



Crystal S Boat

Awards and Recognition

2025

Zero Emissions Innovation Centre (ZEIC), Public Sector Leadership Award

In May 2025, the City received the Public Sector Leadership Award from the ZEIC at the Carbon Leadership Forum BC Embodied Carbon Awards. The award recognizes the City's Embodied Carbon Industry Engagement Program for systems-level leadership in advancing low-carbon construction. The program has engaged more than 550 industry and government participants to accelerate circular, low-carbon building practices through collaboration, pilot projects and shared learning.

Association of Energy Engineers (AEE), Energy Project of the Year Award

The AEE awarded the City the 2025 Energy Project of the Year Award for Canada and the 2025 Project of the Year: International Runner-up Award. The recognition highlights the CCDEU expansion project for delivering long-term community benefits through improved energy efficiency, reduced GHG emissions, enhanced building performance and progress toward net-zero emissions.

CIO Canada Award

Richmond received a CIO Canada Award for accomplishments related to MyRichmond. The award recognizes outstanding leadership in information technology and digital innovation, celebrating the achievements of Chief Information Officers and their teams in advancing digital transformation and organizational innovation.

ParticipACTION, Canada's Most Active Community

Richmond was named Canada's Most Active Community in the 2025 ParticipACTION Community Challenge, ranking first among hundreds of communities nationwide. The award recognizes the city's high levels of physical activity and the collaborative efforts of the City and community partners to encourage residents of all ages to be active.

BCRPA, Parks Excellence Award

Richmond received the 2025 BCRPA Parks Excellence Award for the redeveloped Minoru Park – Lakes District. The award recognizes outstanding design and development of park spaces using natural elements or repurposing materials.

Carbon Leadership Forum BC (CLFBC), Public Sector Leadership Award

The City was selected as the winner of the Public Sector Leadership Award at the 2025 BC Embodied Carbon Awards, presented by CLFBC. The award recognizes innovations in British Columbia projects that minimize embodied carbon and reduce material carbon footprints.

C.D. Howe Institute, Annual Report Card – Grade "A"

The City received a grade of "A" in the C.D. Howe Institute's annual report card on municipal budgeting, financial reporting and fiscal transparency for 2024. For the third consecutive year, Richmond was awarded the highest ranking among 32 major Canadian cities.

Government Finance Officers Association (GFOA), Canadian Award for Financial Reporting and Outstanding Achievement in Popular Financial Reporting

The GFOA presented Richmond with the Canadian Award for Financial Reporting and the Outstanding Achievement in Popular Financial Reporting for its 2024 Annual Reports. This marked the 23rd and 16th consecutive years, respectively, that Richmond has received these recognitions.

Tourism Richmond, Excellence Award for Innovation

In November 2025, Tourism Richmond presented the City with the Excellence Award for Innovation for the Heritage Boat Restoration Program at the Britannia Shipyards National Historic Site. The award recognizes innovative approaches to problem-solving, including new or enhanced products, business operations, or marketing initiatives. Recipients were required to demonstrate successful implementation, measurable benefits, and contributions to the Richmond visitor economy.

Environmental Operator Certification Program, Innovation Award

The City received the Innovation Award from the Environmental Operator Certification Program in recognition of the innovative water pressure management strategy, which helps prevent water loss and reduce strain on the City's water distribution infrastructure. The award recognizes individuals and organizations that develop solutions and apply new ways of thinking to positively transform the water and wastewater industry.

2024

C.D. Howe Institute, Annual Report Card – Grade “A”

The City received a grade of “A” in the C.D. Howe Institute’s annual report card on municipal budgeting, financial reporting and fiscal transparency for 2023. For the second consecutive year, Richmond was awarded the highest ranking among 32 major Canadian cities, tied only with Quebec City.

Planning Institute of BC (PIBC), Award for Excellence in Policy Planning

The City won the Silver Award for Excellence in Policy Planning (City & Urban Areas category) from the PIBC for the Richmond Circular City Strategy. Adopted by Council in 2023, the strategy outlines a comprehensive plan to transform Richmond into a zero-emission circular city by 2050, emphasizing community engagement, stakeholder collaboration and innovation.

Commercial Real Estate Development Association (NAIOP), Award for Municipal Excellence

Richmond received NAIOP’s Most Business Friendly Municipal Excellence Award. Informed by the organization’s annual Cost of Business Survey, the award recognizes municipalities that create positive business environments through competitive fees and approval timelines that encourage industrial development and support the local economy.

Canadian Federation of Independent Business (CFIB), Golden Scissors Award – One to Watch

The CFIB named Richmond “One to Watch” in its 2024 Golden Scissors Awards for the MyBusiness and MyPermit online service portals, which reduce administrative burden and streamline business interactions with the City.

International Association of Business Communicators (IABC), Gold Quill Awards

The City received two international Gold Quill of Excellence awards from the IABC for the Rethink Waste: Think Tank & Ideas Hub campaign and the Richmond Single-Use Plastic Ban campaign, recognizing excellence in business communication.

International City/County Management Association (ICMA), Community Sustainability Award

The City received ICMA’s Community Sustainability Award (population 50,000 and greater) for the multi-pronged Water Conservation Program, which includes Water Metering and Pressure Management Programs, Toilet and Leak Rebate Programs and a Rain Barrel Program.

UBCM, Excellence in Service Delivery

The Community Services Pop Ups program model received an honourable mention for UBCM’s Excellence in Service Delivery award. The award recognizes municipalities that provide effective services in a proactive manner and demonstrate benefit to the community.

GFOA, Canadian Award for Financial Reporting and Outstanding Achievement in Popular Financial Reporting

The GFOA presented Richmond with the Canadian Award for Financial Reporting and the Outstanding Achievement in Popular Financial Reporting for its 2023 Annual Reports. This marked the 22nd and 15th consecutive years, respectively, that Richmond has received these recognitions.

ParticipACTION, BC’s Most Active Community

Richmond was named BC’s Most Active Community in the 2024 ParticipACTION Community Challenge. The award recognizes Richmond’s activity levels and the creative ways the City and community partners motivate residents of all ages to get physically active.

2023

C.D. Howe Institute, Annual Report Card – Grade “A”

The City received a grade of “A” in the C.D. Howe Institute’s annual report card on municipal budgeting, financial reporting and fiscal transparency for 2022, achieving the highest grade among 32 major Canadian cities.

Energy Globe Foundation, National Energy Globe Award

LIEC was named winner of the National Energy Globe Award 2023 for the CCDEU expansion project. The award recognizes projects focused on energy efficiency, renewable energy and resource conservation. The project was also nominated for the World Energy Globe Award.



CCDEU Expansion Project

IABC, Silver Leaf Awards of Merit

The City received two national Silver Leaf Awards of Merit from IABC. One award recognized the Rethink Waste: Think Tank & Ideas Hub campaign, supporting the City's waste reduction and circular economy goals. The second award recognized the Richmond Single-Use Plastic Ban campaign, which supported businesses through the bylaw transition and promoted reusable alternatives to reduce waste and pollution.

PIBC, Award for Enduring Planning Performance

The City Centre Area Plan received PIBC's Silver Award for Enduring Planning Performance, recognizing exemplary long-term planning work and sustained outcomes.

BC Economic Development Association (BCEDA), Economic Recovery and Resiliency Award

The Supply Chain Resiliency Program received the BCEDA Economic Recovery and Resiliency Award for communities over 20,000 in population. The joint initiative of three municipalities delivered an industrial capabilities inventory, a toolkit to de-risk emerging market opportunities and a seminar series to support manufacturing businesses in adapting to a rapidly changing market.

BCRPA, Facility Excellence Award

The City received the BCRPA Facility Excellence Award (projects over \$3 M category) for Minoru Centre for Active Living. The award recognizes outstanding facility design that reflects community culture, incorporates innovative and accessible spaces, integrates green design elements and enhances community well-being.

Canadian Association for Sport Heritage, Award of Excellence

The ROX received the 2023 Award of Excellence from the Canadian Association for Sport Heritage for the "Canada's Game" exhibit. The exhibit was recognized for its interactive features and partnership with the Hockey Hall of Fame, highlighting hockey's role in Canadian identity and culture.

Creative City Network of Canada (CCNC), Public Art Legacy Award

The City received the CCNC Public Art Legacy Award for *Sea to Sky*, a five-storey integrated glass artwork by Musqueam artist Thomas Cannell located on No. 3 Road as part of the Keltic Development. The artwork was made possible through the City's Private Public Art Program.

GFOA, Canadian Award for Financial Reporting and Outstanding Achievement in Popular Financial Reporting

The GFOA presented Richmond with the Canadian Award for Financial Reporting and the Outstanding Achievement in Popular Financial Reporting for its 2022 Annual Reports. This marked the 21st and 14th consecutive years, respectively, that Richmond has received these recognitions.

HUB Cycling, Cycling Education Champion Award

The City received HUB Cycling's 2023 Cycling Education Champion Award in recognition of its cycling education programs delivered in public elementary schools and in the community, teaching fundamental cycling skills and road safety.



Kaiwo Maru Tall Ship

GP – 56



City of Richmond

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GP – 57

Council Strategic Plan 2022-2026



A Leader in Environmental Sustainability

Leadership in environmental sustainability through innovative, sustainable and proactive solutions that mitigate climate change and other environmental impacts.

- Connected eight new developments (2.7 million sq. ft.) to Lulu Island Energy Company's low carbon district energy system.
- Completed detailed design for the permanent Energy Centre to serve the City Centre District Energy Utility, incorporating sewer heat recovery.
- Completed a Greenhouse Gas Reduction Master Plan Study, identifying opportunities to reduce emissions across 15 City-owned buildings.
- Expanded the City's EV charging network to 158 stations as of January 2026.
- Enhanced environmental compliance on Mitchell Island through a joint task force.
- Planted 1,186 trees on City property in 2025.
- Launched a textile waste reduction program, collecting 72,795 pounds of textiles.
- Conducted public engagement to inform a commercially focused Richmond Food Hub.



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.

- Approved the allocation of \$4M in community grants.
- Earned the title of Canada's Most Active Community in the ParticipACTION Community Challenge.
- Received the BCRPA Parks Excellence Award for the Minoru Lakes Renewal Project.
- Completed Phase 2 of Capstan Neighbourhood Park.
- Expanded Doors Open Richmond to 54 sites, including 28 cultural heritage locations and 10 faith-based sites.
- Delivered newcomer programs across community facilities, including Library Champions, Conversation Circles, Swim Safe and Learn-to-Curl.
- Collaborated with partners to support people experiencing homelessness through outreach, shelter spaces and access to housing and support services.
- Completed renovation of the Richmond Cultural Centre Annex.



Term Highlights at a Glance

Please refer to the full report for additional details and context related to the highlights included in this hand-out.



Proactive in Stakeholder and Civic Engagement

Proactive stakeholder and civic engagement to foster understanding and involvement and advance Richmond's interests.

- Secured \$8.5M through a four-way partnership for dredging of the Steveston Harbour Channel.
- Advanced the Truth and Reconciliation Commission of Canada's 94 Calls to Action through staff training, commemoration of key dates and strategy development.
- Hosted the first annual Sport Event Exchange BC conference to advance sport event hosting in the province.
- Leveraged municipal networks and opportunities to advance cost-effective greenhouse gas (GHG) reduction policies and programs.
- Launched the "Richmond, BC - Official Updates" WhatsApp channel to deliver direct updates in a translatable format.
- Established new advisory committees, including Social Development, Youth, Accessibility and the First Nations Building Committee.
- Engaged over 2,000 residents in traffic calming efforts and implemented projects across Richmond, supported by website updates to clarify the request process.



Strategic and Sustainable Growth

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

- Responded to provincial housing legislation (Bills 16, 44, 46 and 47) through zoning updates and new bylaws.
- Adopted a renewed Official Community Plan (OCP), including new housing policies and land use map.
- Advanced over 3,150 housing units to third reading and issued development permits for approximately 2,560 units and suites.
- Replaced nearly 13,000 m of ageing watermain proactively.
- Approved the Lansdowne Parks Master Plan to guide development of the 10-acre park.
- Launched the online MyBusiness portal and expanded the MyPermit portal.
- Opened the Canada Line Capstan Station supporting transit access in the growing city centre.
- Hosted major sporting events through partnerships and coordination, while providing over \$480,000 in grants to event organizers.
- Issued 160 film permits and managed over 1,050 filming days on City-owned properties.



A Safe and Prepared Community

Community safety and preparedness through effective planning, strategic partnerships and proactive programs.

- Finalized Phase 4 of the City's Dike Master Plan, completing all phases.
- Secured a four-year federal Building Safer Communities Fund grant to address youth gun and gang violence.
- Reduced key crime rates in 2025, including a 6% decrease in residential break-ins, 9% decrease in auto theft and 5% decrease in shoplifting.
- Updated wildland fire response plans and training using lessons learned from a 2023 pilot review, strengthening preparedness and equipment planning.
- Advanced construction of the new 60,350 sq. ft. Steveston Community Centre and Library with completion anticipated in late 2026.
- Advanced Phase 1 construction of the Works Yard Replacement Project at the Lynas Lane site.
- Opened the Bowling Green Community Activity Centre in Minoru Park supporting lawn bowling and community programs.
- Completed the Burkeville Utility Upgrade project, renewing water, drainage, sewer and road infrastructure.



Responsible Financial Management and Governance

Responsible financial management and efficient use of public resources to meet the needs of the community.

- Maintained a strong financial position with cash and investment balances of \$1.8B and an accumulated surplus that reached \$4.2B in 2025.
- Received DCC contributions totalling approximately \$71M through the building permit and subdivision process.
- Received continued external recognition for financial reporting and budgeting practices from the C.D. Howe Institute and the Government Finance Officers Association of the United States and Canada.
- Implemented a new budget planning and monitoring system that integrates the Operating and Utility Budgets, Capital Budget and Five-Year Financial Plan.
- Established a Major Construction Projects Oversight Committee for capital construction projects with budgets exceeding \$50M.
- Secured approximately \$122M in grants and funding contributions through various levels of government and funding organizations.



To: General Purposes Committee

Date: June 22, 2026

From: John Irving
Deputy Chief Administrative Officer

File: 06-2050-20-BSYD/Vol 01

Elizabeth Ayers
General Manager, Parks, Recreation and Culture

Re: **Heritage Alteration Permit Application (HA 26-011972) by the City of Richmond – 5180 Westwater Drive (First Nations Building)**

Staff Recommendation

That a Heritage Alteration Permit be issued to authorize deconstruction and reconstruction of the First Nations Building at Britannia Shipyards National Historic Site, as outlined in the report titled “Heritage Alteration Permit Application (HA 26-011972) by the City of Richmond – 5180 Westwater Drive (First Nations Building)” dated June 22, 2026 from the Deputy Chief Administrative Officer and General Manager, Parks, Recreation and Culture.

Executive Summary

This report seeks approval for Heritage Alteration Permit (HA 26-011972) to deconstruct and reconstruct the First Nations Building located within the Britannia Shipyards National Historic Site. The application proposes the careful deconstruction of the existing heritage structure and reconstruction in a manner that retains its original form, character, and heritage elements, while enabling compliance with current building code, accessibility requirements, and the approved interpretive program. All work will be informed by the Standards and Guidelines for the Conservation of Historic Places in Canada.

This report outlines the deconstruction methodology, alignment with applicable heritage policies, and technical assessments undertaken to support the application. Recommendations are informed by heritage conservation reviews and input received on the deconstruction and reconstruction approach and concept design from the First Nations Building Committee and Richmond Heritage Commission.

Staff Report

Origin

The City of Richmond is applying for a Heritage Alteration Permit (HA 26-011972) for permission to undertake careful deconstruction of the existing First Nations Building (the “Building”) and reconstructing it in a manner that restores it to its original heritage character, while serving as an interpretive space for the public.

The purpose of this report is to provide an overview of the First Nations Building Committee engagement, proposed alterations, applicable policies, and to seek Council authorization for the issuance of a Heritage Alteration Permit (HAP). Endorsement of the application will allow staff to proceed with deconstruction, followed shortly thereafter by design development and Building reconstruction.

Background

The Britannia Shipyards National Historic Site (the “Site”) was recognized as a National Historic Site of Canada in 1991, designated as a municipal heritage site in 1990 and is protected by the Heritage Designation Bylaw 5585. In accordance with the Local Government Act, a HAP is required for exterior alterations to a protected heritage property. Under the City’s Heritage Procedures Bylaw 8400, issuance of the HAP is subject to Council authorization.

The Site, located at 5180 Westwater Drive, is a 3.2 hectare public heritage park, bounded by the Fraser River to the south, Westwater Drive and residential development to the north and west, and the Steveston Harbour Authority to the east. The Site consists of 14 historic wooden buildings, including the First Nations Building and two modern buildings serving as public amenities (see Attachment 1).

The First Nations Building was constructed in the 1890s and is believed to have originally served as a dwelling for First Nations workers employed by the Phoenix Cannery. It was relocated to its current location in 1946 and served as gear storage until operations ceased.

The Statement of Significance (Attachment 2) highlights the value of the Building as the oldest surviving Phoenix Cannery structure, and as an illustration of the growth of Steveston’s fishing industry. The Building is also believed to be representative of a transitional Indigenous building (between traditional Indigenous-designed and Western-designed) and reflective of the living quarters used by Indigenous workers in British Columbia’s fishing industry. As per the Statement of Significance, the historical name for the building is the Phoenix Cannery (First Nations) Building. Currently, the working building name is the First Nations Building. As stated in the October 2020 report to Council titled, “First Nations Bunkhouse Program Plan”, a new public facing name may be developed through engagement with First Nations, as the design and program for the building is further refined. If a more suitable name emerges, it will be brought forward for Council’s consideration.

The building has been non-operational since the 1980s and is significantly deteriorated. In August 2024, a structural assessment confirmed the building had reached a state of advanced deterioration, compromising its structural integrity and rendering it unsafe for occupancy. As a result, the building was condemned. A previous HAP authorized the installation of exterior bracing to stabilize the structure and prevent further deterioration, enabling professionals to safely undertake additional investigation and historical research.

On December 11, 2023, Council approved \$6.5 million capital budget for the deconstruction and reconstruction of the Building. This budget includes a \$3.4 million grant from the Province of BC's Growing Communities Fund, which must be fully expended by March 2028.

On February 12, 2024, Council approved the program which includes educational programming and exhibits that interpret First Nations' history and cultural heritage. This space is intended to support larger gatherings for public and school programs. To support this programming, interior amenities (kitchenette, washrooms, storage room) have been included in the reconstruction design concept.

On July 22, 2024, Council formed the First Nations Building Committee (Committee) to provide advice and input to staff at key milestones during the planning and construction. Committee membership is comprised of three City Councillors, three representatives from the Britannia Shipyards National Historic Site Society and a Musqueam Indian Band representative. The Terms of Reference for this Committee were approved by Council on February 9, 2026.

Analysis

Related Policies and Plans

Britannia Shipyards National Historic Site Strategic Development Plan

The proposed alterations support the goals of the *Britannia Shipyards National Historic Site Strategic Development Plan* endorsed by Council on July 23, 2018, by implementing heritage restoration and interpretation opportunities to enhance quality of the visitor experience.

Steveston Heritage Sites Interpretive Framework

The proposed alterations support the interpretive goals for the Site identified in the *Steveston Heritage Sites Interpretive Framework*, endorsed by Council on November 14, 2023. In addition, the reconstruction of this building, supported by the interior interpretive program, helps address the gap in Indigenous interpretation identified in this Framework.

Steveston Area Plan

Under the Official Community Plan 2041, the Site falls within the Steveston Area Plan, which seeks to “conserve significant heritage resources throughout the Steveston Area”. Section 4.1 (h) of the area plan requires that the Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada be used to guide the management of heritage resources.

The proposed deconstruction methodology is informed by the *First Nations Building Deconstruction for Reconstruction Plan*, prepared by Ance Building Services Co. Inc. The plan identifies the heritage building elements and outlines the appropriate approaches for cataloging, careful deconstruction and material salvage. The *First Nations Building Reconstruction Concept Design*, prepared by StudioHub Architects Ltd. sets out the exterior of proposed reconstructed building.

Recommendations put forward in this application follow Parks Canada Standards and Guidelines for the Conservation of Historic Places in Canada where applicable.

First Nations Building Committee and Richmond Heritage Commission Consultation

Staff met with the Committee and presented information about the proposed work. The Committee reviewed the concept design, provided input on proposed exterior elements, and endorsed the proposed deconstruction and reconstruction approach. See Attachment 3 for excerpts of the First Nations Building Committee meeting minutes from October 17, 2025 and the draft minutes from June 2, 2026.

The proposed alterations were also reviewed and supported by the Richmond Heritage Commission (RHC) at their regular meeting on June 17, 2026. An excerpt from the draft RHC meeting minutes is attached (Attachment 4). The RHC recognized the need for a First Nations interpretive space on the Site and recommended the following amendments to the application for staff consideration:

1. Reinstate the wood gutters in the new building; and
2. Look into the possibility of retaining the window opening on the east side of the building.

The HAP application has been revised to incorporate wood gutters, and staff will assess the second recommendation as part of the ongoing design development.

A HAP notification sign outlining the proposed alterations has been installed on the subject property. Prior to the commencement of construction, additional signage will be installed to inform the public about the project and the associated impacts to the Site. Information about the project will also be made available to the public through the Britannia Shipyards website.

Proposed Scope of Work

Building Deconstruction

This HAP application includes the deconstruction of the Building and reconstructing it with heritage elements original to the building. The deconstruction work will be undertaken by qualified contractors with demonstrated experience in heritage restoration and conservation projects, under the oversight of a heritage consultant. Deconstruction will be carried out in a deliberate, systematic manner, with building elements removed individually to maximize the retention of original heritage fabric and minimize damage to salvageable materials.

Throughout the process, building components will be documented, catalogued, and photographed to record their original location and condition, supporting accurate reconstruction where possible. Salvaged materials identified for reuse will be labelled, inventoried, and stored until required for reconstruction.

Materials determined to be beyond repair or unsuitable for reuse will be documented and disposed.

Building Reconstruction

The Building is a 3,500 sq. ft. single-storey wood-frame structure, clad in board and batten siding, with a corrugated metal roof and remnants of half-round metal and wood drainage gutters. Evidence of openings for doors, windows, and vents remain on all elevations. The interior includes a dirt floor and wood partition walls separating eight bays, each with their own entry openings.

The reconstructed building will maintain the form, footprint, dimensions, and overall visual character of the existing structure. Reconstruction will utilize a modern structural system designed to meet current building code, accessibility, life safety, and program requirements. Exterior architectural features will reproduce the appearance and heritage character of the original 1890s building, incorporating salvaged original materials wherever possible. Table 1 outlines proposed building materials for the reconstructed building.

Table 1: Proposed Exterior Building Materials and Finishes

Building Element	Proposed Material/Finish
Exterior Walls	Existing board and batten on exterior of building will be retained or replaced with like-for-like material.
Foundation	Addition of foundation with wood flooring system
Roof System	- A cedar shake roof will replace the existing metal roof. This material was recommended by the Committee to reflect the historic character in keeping with buildings of this era and First Nations' construction methods. - Wood fascia boards will be installed to match the existing board size and material. - Wood gutters matching the existing material will be reinstated along the north and south roof lines.
Doors	- A wood door on the south elevation will be reinstated as the primary entrance. - Doors on the east and west elevations will be added to accommodate public occupancy and support program requirements. These doors will be clad in board and batten material to match the exterior wall cladding and reduce visual impact.
Windows	- Wood-framed windows will be incorporated, with each window sized and located to match existing openings as best as possible. - Existing openings on the north elevation will be retained as windows. - Existing openings on the south elevation will be modified to serve as windows.
Vents	New wood louvre vents will be installed in existing openings on east and west elevations.

The reconstructed building will include climate-controlled washrooms, a kitchenette, and storage. To support these uses, the insulated interior will require mechanical systems that necessitate limited penetrations through the building envelope which will be visible from the exterior. The location and design of these penetrations will be reviewed in consultation with the heritage consultant and the Committee to minimize their visual impact while ensuring the building's heritage value is preserved.

Reconstruction of the Building will prioritize the retention and reuse of salvaged heritage materials wherever feasible and appropriate to keep with the original heritage character of the building. Where replacement materials are required, they will be selected to closely match the appearance, character, and profile of the original materials. Due to material aging, new materials may not be an exact match to salvaged materials, and some visual distinction may remain. Staff will work with heritage professionals and the Committee to evaluate these differences and, where feasible, reduce their visual impact through appropriate treatments. Salvaged materials from other compatible projects may also be incorporated into the reconstruction.

Landscaped Space

New landscaping elements will be added to the west of the building to support interpretive programming. Further design and material selection will be undertaken with input from the Committee.

Public Art

Consistent with the City's Public Art Program Policy 8703, funding for public art implementation is included in the project budget. The concept for a public art piece will be developed in collaboration with Musqueam and community stakeholders and brought to Council for approval.

Next Steps

Should the HAP be approved, implementation of the work will be overseen by City staff with support from the project architect, heritage consultant, other technical specialists, and the Committee as required.

As detailed design and deconstruction progress, refinements to the proposed reconstruction approach may be required to respond to site conditions, heritage conservation objectives, project budget, operational requirements, and ongoing input from the Committee.

Budgetary Implications

None. Council approved a \$6.5 million capital budget for the deconstruction and reconstruction of the Building in 2023. The work will be completed within the approved budget.

Conclusion

Deconstruction and reconstruction of the First Nations Building under Heritage Alteration Permit application (HA 26-011972) is proposed to retain the heritage aspect of the building and provide a public space in keeping with the interpretive goals of Britannia Shipyards National Historic Site.

The deconstruction methodology and approach of the proposed reconstruction are informed by the Standards and Guidelines for the Conservation of Historic Places in Canada.

It is recommended that the subject Heritage Alteration Permit for the deconstruction and reconstruction of the First Nations Building be authorized.

Respectfully submitted,

Martin Younis, Director, Facilities and Project Development
Marie Fenwick, Director, Arts, Culture and Heritage Services

Report Contributors

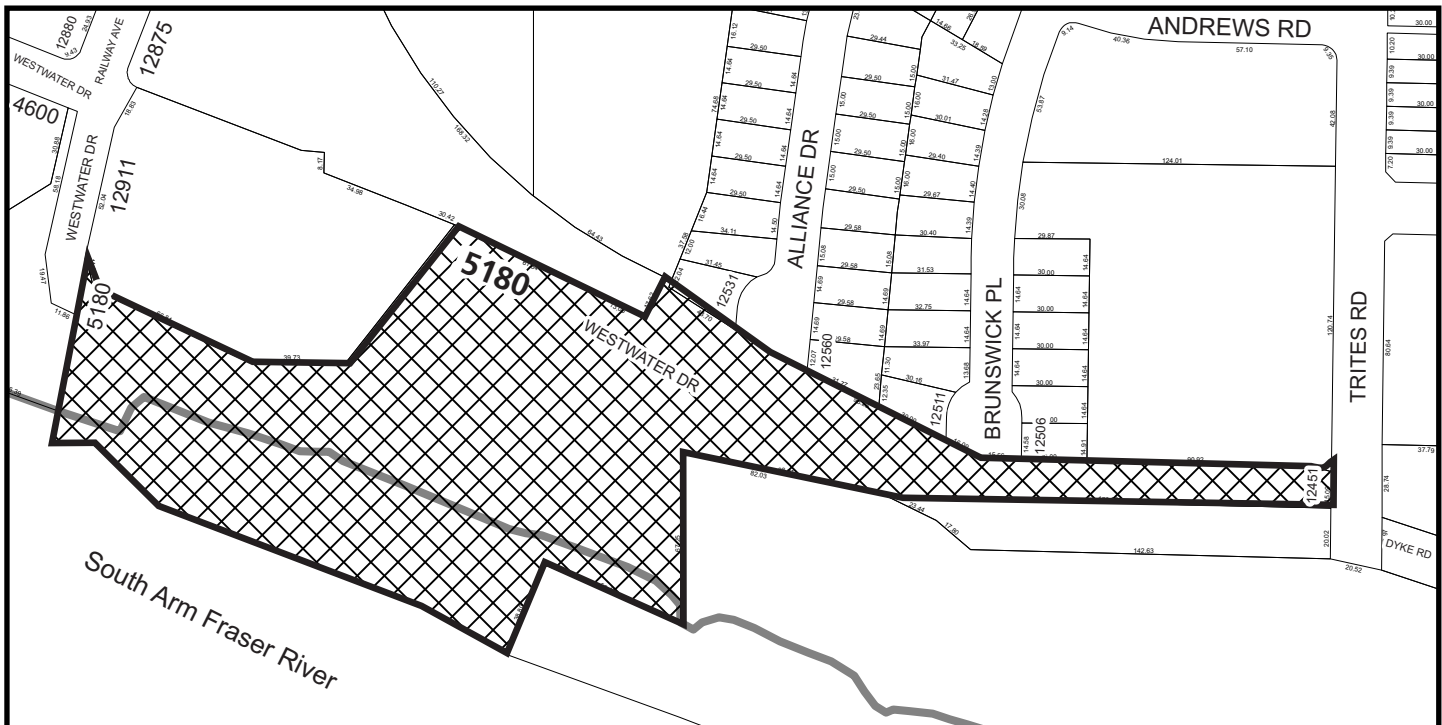
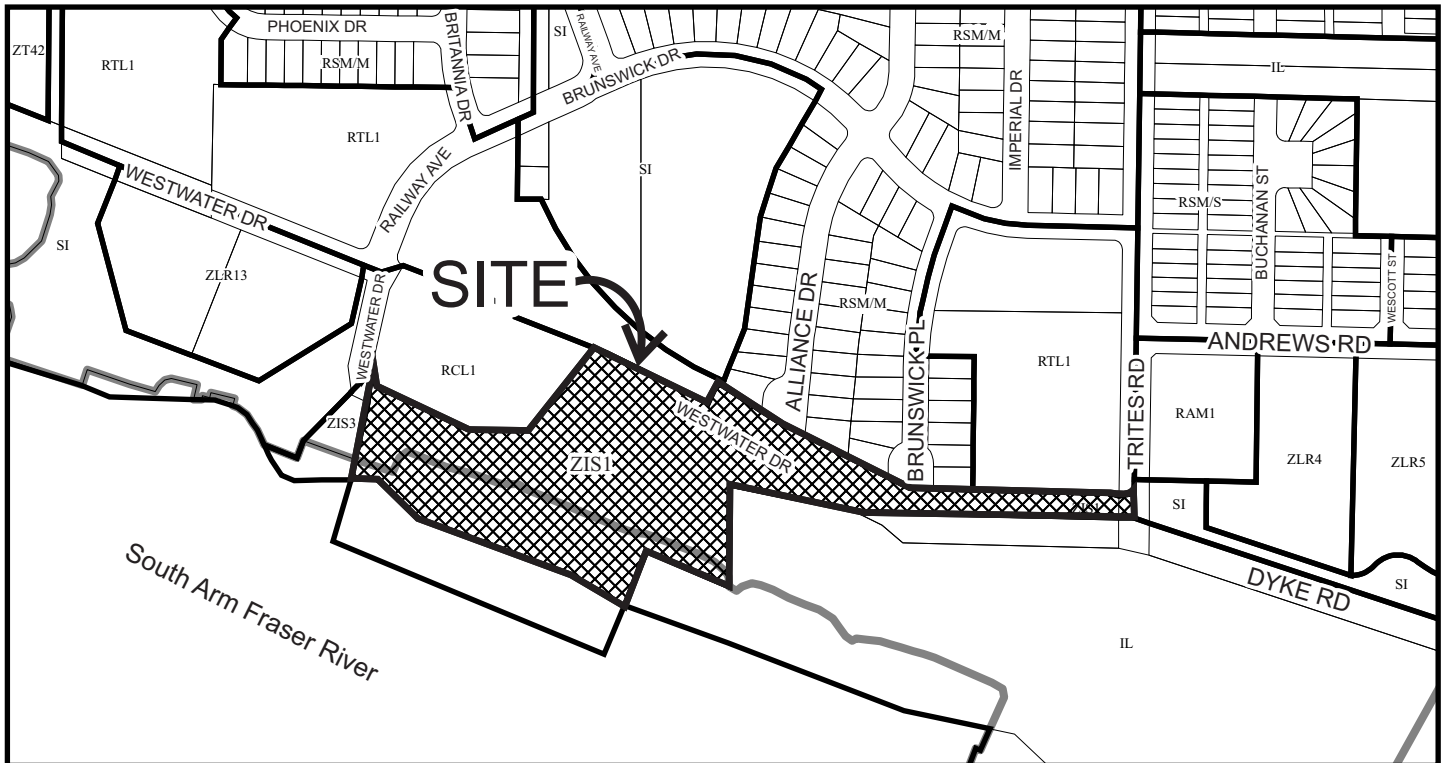
This report was prepared by Mile Racic, Manager, Capital Buildings Project Development and Rebecca Clarke, Manager, Museum and Heritage Services, and reviewed by Policy Planning Department.

Endorsed by Serena Lusk, CAO

- Att. 1: Britannia Shipyards Site Map
2: Phoenix Cannery (First Nations) Building Statement of Significance
3: Excerpt of the Minutes of the First Nations Building Committee Meetings on
October 17, 2025 and June 2, 2026
4: Excerpt of the DRAFT Minutes of the Richmond Heritage Commission Meeting on
June 17, 2026



City of Richmond



HA 26-011972

GP - 67

Original Date: 05/20/26

Revision Date:

Note: Dimensions are in METRES

STATEMENT OF SIGNIFICANCE

RESOURCE NAME(S)	Phoenix Cannery (First Nations) Building
ADDRESS	5180 Westwater Drive
MUNICIPALITY	City of Richmond
NEIGHBOURHOOD	Steveston
LEGAL DESCRIPTION	Lot 1, NWP70037
PARCEL IDENTIFIER (PID)	002-050-561
YEAR BUILT	circa 1890s
ORIGINAL OWNER(S)	Anglo-British Columbia (ABC) Packing Company
BUILDER	<i>Unknown</i>
ARCHITECT/DESIGNER	<i>Unknown</i>

CONTEMPORARY PHOTO



DESCRIPTION OF HISTORIC PLACE

Located on the west side of the Britannia Shipyard National Historic Site in Steveston, near the shore of the Fraser River's South Arm, the Phoenix Cannery (First Nations) Building is a one-storey, side gable, wood-frame structure clad in board-and-batten siding. It features a corrugated metal roof cover and a long, linear rectangular form. The building was formerly associated with the Phoenix Cannery which operated from this location.

HERITAGE VALUE OF HISTORIC PLACE

The Phoenix Cannery (First Nations) Building is valued as part of a broader context of Indigenous labour accommodations in resource-extraction industries. Before colonial industrial development, local Indigenous communities of the Lower Mainland had long-established domestic architecture practices and seasonal harvesting strategies rooted in the Fraser River environment. The Phoenix Cannery, like many other fish canneries throughout the province, employed Indigenous men as fishers and women and children in processing lines, facilitating forms of seasonal mobility and economic adaptation that both resisted and responded to colonial restructuring. Accommodations for Indigenous labourers erected at canneries often mimicked traditional architectural forms, uses, and spatial arrangements more closely than housing on First Nation reserves, the latter of which was subject to oversight by the federal government to conform to western ideals. The employment of Indigenous labour here also helped foster inter-First Nation interactions as band members from across the province would travel to canneries to partake in seasonal fishing and canning activities, forming a unique cultural and labouring landscape at the Phoenix Cannery, and many other canneries in the vicinity. While Indigenous people continued to work in these industries until the late 20th century, their share of the total workforce diminished significantly starting in the 1890s when priority was given to Japanese and Chinese labourers by cannery operators in the Fraser River district, and opportunities arose with the opening of other canneries on the northwest coast.

Presumably constructed in the 1890s, based upon previous dendrochronological analysis and the use of iron cut nails, the Phoenix Cannery (First Nations) Building is also valued as the oldest known surviving structure associated with the Phoenix Cannery. Beginning operations in 1882, Phoenix Cannery was originally owned by Marshall M. English, and it was the second cannery built in Richmond, and the first in Steveston, marking the beginning of what would become known as Cannery Row along the Steveston Channel. In 1891, industrialist Henry O. Bell-Irving acquired the Phoenix Cannery, and the adjacent Britannia Cannery, incorporating them into the Anglo-British Columbia (ABC) Packing Company. As part of a broader consolidation of British Columbia's canning industry, the Phoenix Cannery played a pivotal role in the mass production and global export of salmon during the industry's peak. Canning continued at Phoenix Cannery until 1969 at which time it was acquired by the Canadian Fishing

Company who utilized Phoenix Cannery as a herring reduction plant during the 1970s until its closure in 1980.

The Phoenix Cannery (First Nations) Building is additionally valued for its evolution of uses, representative of eras spanning from the initial inception of the commercial salmon canning industry in Steveston, to the adaptive reuse of the Phoenix Cannery site as a public park. As pressures from mechanization, shifting labour demographics, and environmental disruptions, such as the 1913 Hell's Gate rockslide, reshaped the salmon industry, the Phoenix Cannery (First Nations) Building persisted through its adaptive reuse to serve the requirements of the cannery and its employees. Since at least the 1930s, if not earlier, the building was converted to a storage shed for nets, and eventually was partitioned to provide leasable space for fishers to store their nets. Plausibly at this time, the large doors on the south elevation were installed, superposing over early, or original, windows along this side of the building. In 1946, the building was moved southward from its original location to be closer to the waterfront and more accessible for fishers. Today, the Phoenix Cannery (First Nations) Building, and the site as a whole, offers an interpretive opportunity to explore intersections of Indigenous history and colonial industry.

CHARACTER-DEFINING ELEMENTS

The elements that define the heritage character of the Phoenix Cannery (First Nations) Building include, but are not limited to its:

- adjacency to the South Arm of the Fraser River; its location within the Britannia Shipyard National Historic Site in Steveston; and its connection with the complex of other cannery-associated buildings and historical activities as part of this place;
 - form, scale, and massing as expressed by its long linear rectangular plan; one storey height, side-gable roof, and projecting verges and eaves;
 - wood-frame construction with board-and-batten cladding; wood shiplap roof sheathing, wood purlins, and corrugated metal roofing; wood trim elements including wood fascia and friezeboards; use of cut iron nails to fasten exterior cladding; and wood Howe roof trusses with knee braces;
 - fenestration including square gable vents; small rectangular window openings on all elevations, with window openings on south elevations superposed with later-added large entryways; and remnants of multi-light wood window sashes; and
 - other exterior elements including remnants of half-round metal gutters and wood gutters.
-

Additional Background Information

Extracted from: *Clarke, Rebecca. Report to Council: "First Nations Bunkhouse Program Plan". In Fenwick, Marie. Report to Committee. Prepared for Parks, Recreation and Cultural Services Committee, City of Richmond, Oct. 14, 2020.*

For thousands of years, First Nations up and down the BC coast celebrated a rich cultural heritage with fishing being a central element. Supported by harvests from the sea and rivers, First Nations people developed highly technical skills for fishing and boat construction.

During the late 1800s and early 1900s much of this rich cultural heritage was lost due to the impacts of European settlement and colonialism. Populations decimated from sickness, outlawed potlaches, the introduction of residential schools, restricted fishing rights, banned Indigenous fishing methods and the rapid growth of the commercial fishing industry created significant losses of First Nations cultural heritage and limited First Nations peoples' capacity to sustain their communities.

First Nations participation in BC's fishing industry is set against this backdrop. With limitations on means of sustaining themselves, First Nations people were forced to find other means within growing colonial industries. Fishing companies employed First Nations peoples as fishermen or cannery labour at low wages.

In the early 1900s, the fishing industry of Steveston relied on a uniquely diverse workforce that was divided on the basis of gender and ethnicity. Individuals of European descent were generally in positions of greater authority and greater pay. Men of Japanese background were valued for their fishing and boat building skills and, along with their wives and children who often worked in canneries, played an important role in the industry. Chinese men provided essential cannery labour at low wages. These people, along with First Nations, made up the community built to support the fishing industry in Steveston. Over time, this diverse community developed unique ways of working together and built relationships that supported each other through difficult times.

Fraser River canneries drew large numbers of First Nations workers from the north and south coast of BC and Vancouver Island. A recent research report by the Gulf of Georgia Cannery Society shows that families from more than 16 First Nations came to the south Fraser River area to participate in the fishing industry. In the report, Edward Debeck describes the working and living conditions in the early 1900s at the Scottish Canadian Cannery in Steveston noting, "great canoes 50ft and over, spread to an 8ft beam, each with 4 sails, wing and wing. Some came all the way from the Skeena and Queen Charlottes ... "

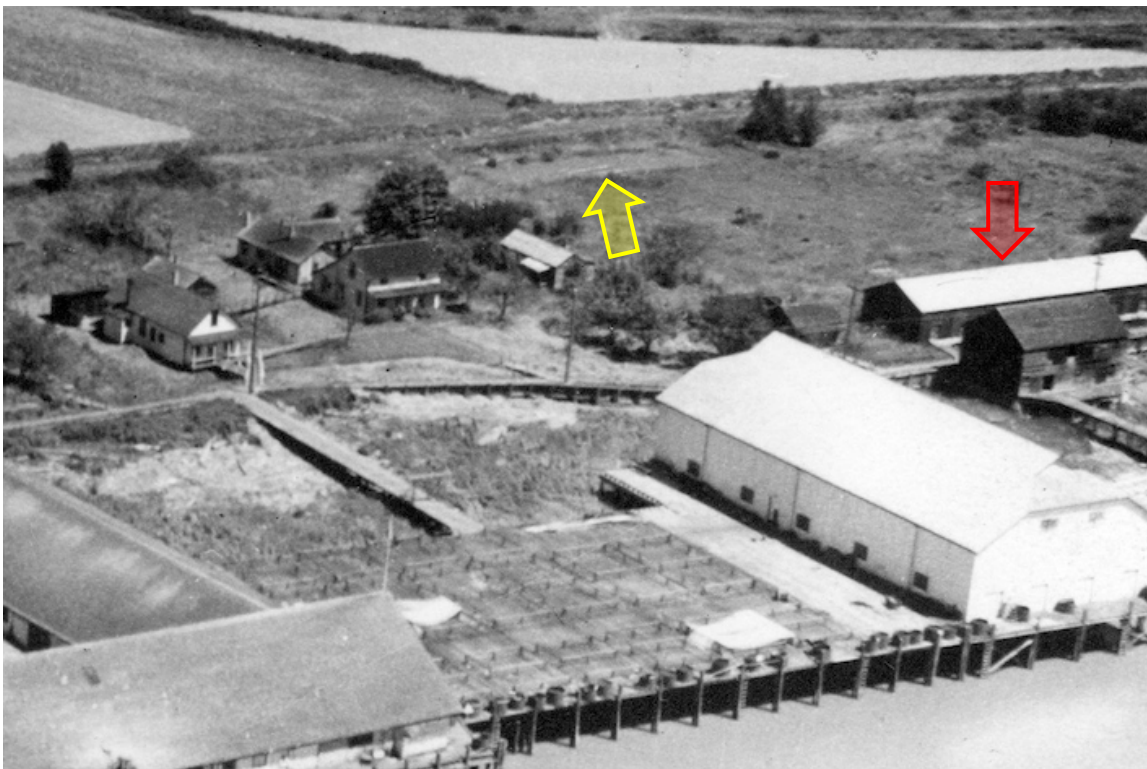
First Nations people generally worked for fishing companies as house groups, with significant populations of First Nations migrating to canneries during sockeye fishing season in July and August. 5 Canneries provided seasonal housing where, in addition to working for the cannery, people could harvest and preserve local food items, for home and winter use and for trade.

HISTORICAL IMAGE



CAPTION	Aerial of the Phoenix (left) and Britannia (bottom-right) Canneries with the Phoenix Cannery (First Nations) Building in its original location noted with an arrow.
DATE	1922
SOURCE	National Air Photo Library (Roll B1, Frame 94)
COPYRIGHT	Public Domain

HISTORICAL IMAGE



CAPTION	Oblique aerial view of Phoenix Cannery with the Phoenix Cannery (First Nations) Building (noted with a red arrow) following its move from its original location (noted with a yellow arrow).
DATE	1947
SOURCE	City of Richmond Archives 1991-43-1
COPYRIGHT	<i>Unknown</i>

HISTORICAL IMAGE	
	
CAPTION	View of the west elevation of the Phoenix Cannery (First Nations) Building.
DATE	1971
SOURCE	Mits Yeaski Nikkei National Museum 2012.16.2.36
COPYRIGHT	Unknown

HISTORICAL IMAGE



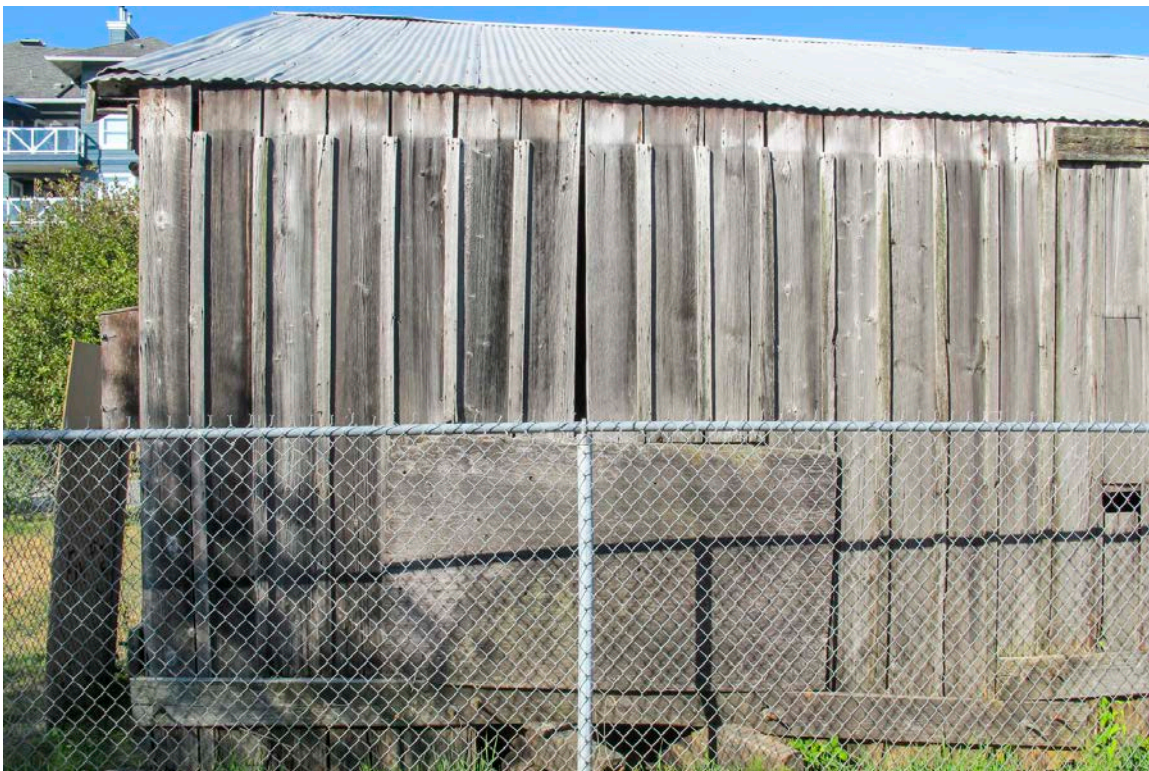
CAPTION	View of the Phoenix Cannery (First Nations) Building showing its south (centre) and east (right) elevations.
DATE	September 6, 1988
SOURCE	Leonard C. Ham City of Richmond Archives Britannia Project records (Series 310, Subseries 2, File 3)
COPYRIGHT	<i>Unknown</i>

SITE PHOTO



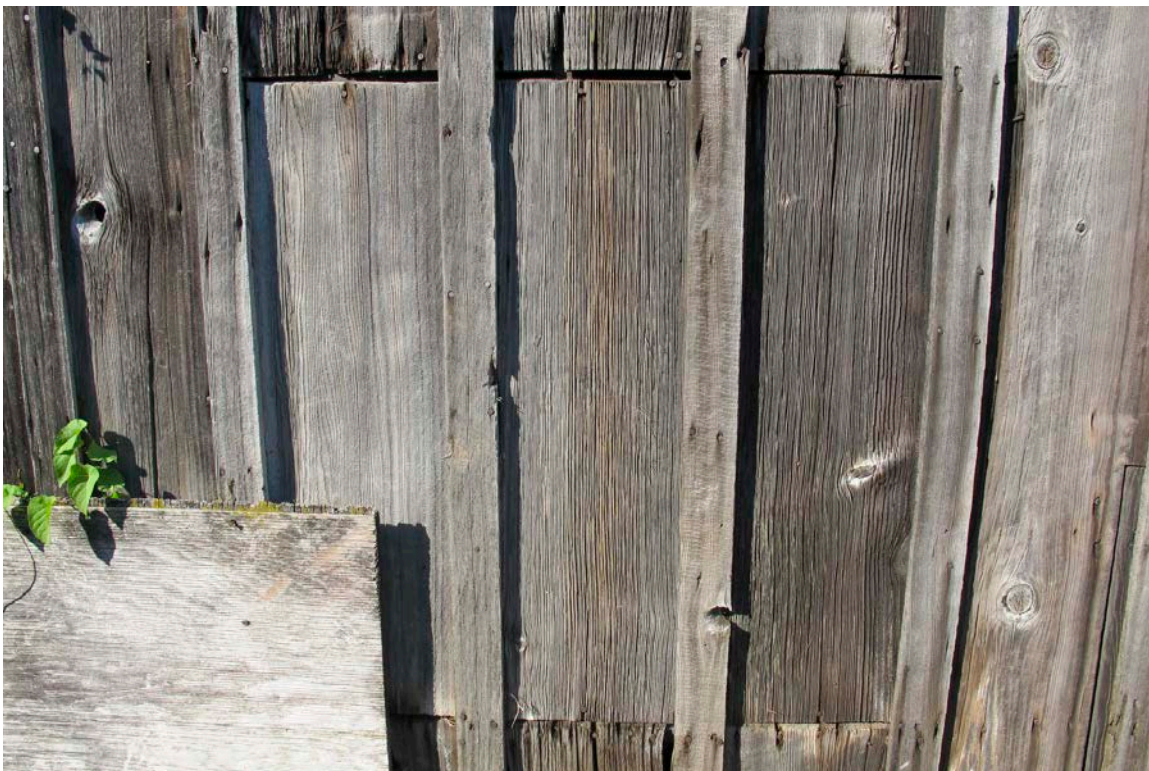
CAPTION	View of the west (left) and south (right) elevations of the Phoenix Cannery (First Nations) Building.
DATE	September 1, 2022
SOURCE	Luxton
COPYRIGHT	City of Richmond

SITE PHOTO



CAPTION	Detail of the board-and-batten cladding on the south elevation of the Phoenix Cannery (First Nations) Building.
DATE	September 1, 2022
SOURCE	Luxton
COPYRIGHT	City of Richmond

SITE PHOTO



CAPTION	Detail of a small window opening on the south elevation of the Phoenix Cannery (First Nations) Building.
DATE	September 1, 2022
SOURCE	Luxton
COPYRIGHT	City of Richmond

SITE PHOTO



CAPTION	Detail of the wood gutter on the south elevation of the Phoenix Cannery (First Nations) Building.
DATE	September 1, 2022
SOURCE	Luxton
COPYRIGHT	City of Richmond

SITE PHOTO



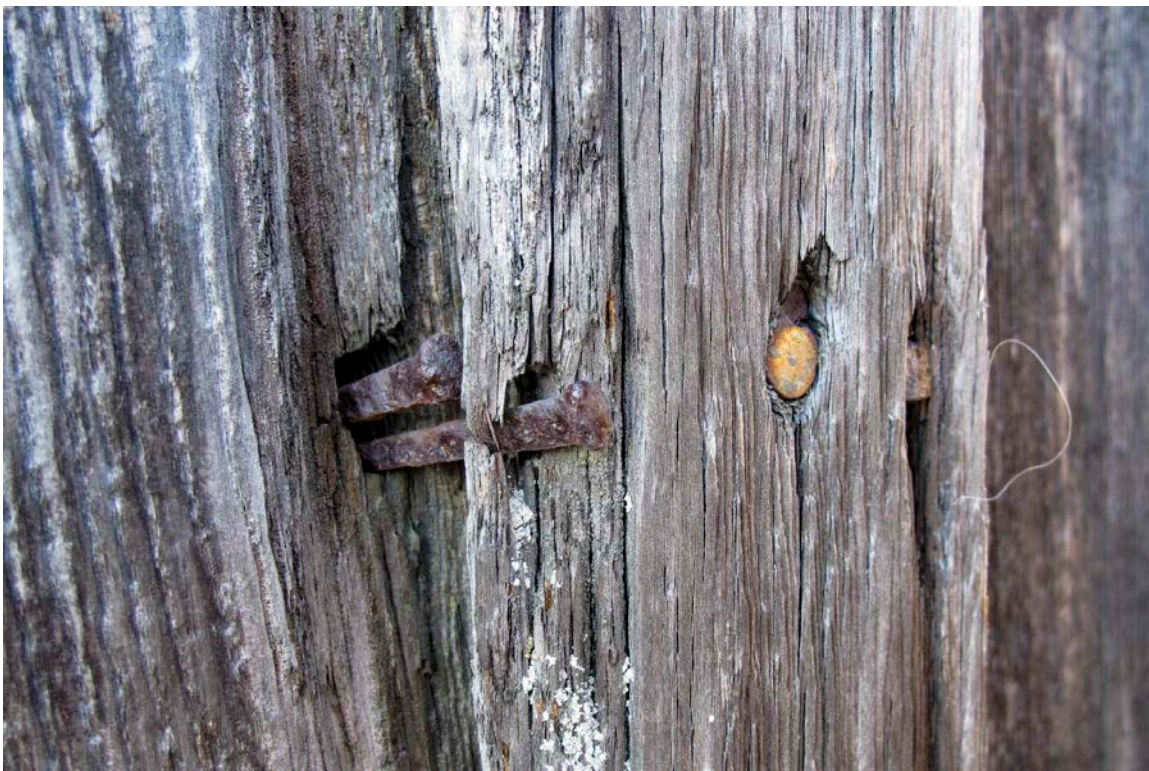
CAPTION	View of the south elevation of the Phoenix Cannery (First Nations) Building.
DATE	September 1, 2022
SOURCE	Luxton
COPYRIGHT	City of Richmond

SITE PHOTO



CAPTION	View of the east elevation of the Phoenix Cannery (First Nations) Building.
DATE	September 1, 2022
SOURCE	Luxton
COPYRIGHT	City of Richmond

SITE PHOTO



CAPTION	Detail of iron cut nails (left) and wire cut nails (right) on the board-and-batten cladding along the east elevation of the Phoenix Cannery (First Nations) Building.
DATE	September 1, 2022
SOURCE	Luxton
COPYRIGHT	City of Richmond

SITE PHOTO



CAPTION	View of the north (centre) and east (left) elevations of the Phoenix Cannery (First Nations) Building.
DATE	September 1, 2022
SOURCE	Luxton
COPYRIGHT	City of Richmond

SITE PHOTO



CAPTION	Detail of a former six-light wood sash in a window opening on the north elevation of the Phoenix Cannery (First Nations) Building.
DATE	September 1, 2022
SOURCE	Luxton
COPYRIGHT	City of Richmond

SITE PHOTO



CAPTION	Detail of the half-round metal gutter along the north elevation of the Phoenix Cannery (First Nations) Building.
DATE	September 1, 2022
SOURCE	Luxton
COPYRIGHT	City of Richmond

SITE PHOTO



CAPTION	View of the west elevation of the Phoenix Cannery (First Nations) Building.
DATE	September 1, 2022
SOURCE	Luxton
COPYRIGHT	City of Richmond

SITE PHOTO



CAPTION	View of the western-most interior bay (looking south) within the Phoenix Cannery (First Nations) Building.
DATE	September 1, 2022
SOURCE	Luxton
COPYRIGHT	City of Richmond

SITE PHOTO



CAPTION	View of a central interior bay within the Phoenix Cannery (First Nations) Building, looking south.
DATE	September 1, 2022
SOURCE	Luxton
COPYRIGHT	City of Richmond

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- Bell-Irving family collection. AM1
- *Geological Survey* (Steveston Sheet, Fraser River). Canada, Department of Mines, 1921. LEG1153.043

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- *Plans of Salmon Canneries in British Columbia*. British Columbia Fire Underwriters' Association, 1924.

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- *Insurance Plan of the Municipality of Richmond B.C.* British Columbia: B.C. Underwriters' Association, 1938 (rev. 1946). RBSC-ARC-1272 *Richmond-1949*
- *Insurance Plan of the Township of Richmond, B.C.* Ottawa, ON: Underwriters' Survey Bureau, 1960. RBSC-ARC-1667 *Richmond-1960*
- *Steveston [Insurance Plans]*. British Columbia: B.C. Underwriters' Association, 1924 (rev. 1928, 1938, 1946). RBSC-ARC-1272 *Steveston-1946*

Excerpt from the Minutes for the First Nations Building Committee Meeting

Wednesday, October 15, 2025 - 9:00 am

Room M.1.003 – Richmond City Hall

Review of Construction Options

- Staff went over construction options from the First Nations Building Construction Options Presentation that was printed as a handout and presented today.
- The presentation outlined the approaches that were unanimously supported at the March meeting.
 - Option A – (Deconstruct and reconstruct) Careful deconstruction of the building retaining original elements. Then reconstruction of the building with its original design and incorporating as many salvaged elements as possible.
 - Option B – (Rehabilitate in place) Retain the building in place by reinforcing with steel beams. Replacing rotten elements and update structure to bringing the building to code.
- Through the presentation, staff reviewed the benefits and risks of each approach.
- Staff noted the building must be brought up to 2024 building code because it has been condemned.
- It was noted that both options will require the building to be shored up with scaffolding throughout the interior and exterior of the building to make it safe to work on. With option A, it will allow us to go in safely and start deconstruction and removing things carefully.
- For option A, the structural engineer has proposed that we salvage all the existing structural roof elements, including the trusses and roof decking. These would be reinstated in the new building with additional new wood trusses in between each one. From the interior, it will look very similar to the design that is currently there.
- Option B – rehabilitate in place, the structural engineer has recommended using steel structural elements to provide the support needed to maintain the existing structure.
- Question was asked – How do the two options differ? Both options require new foundations, but option B will be more challenging to install with the building in place and could result in risk of building failure. Regardless of the construction option, the building once complete will look similar. Option B would have structural steel elements that would be visible in the interior. There were concerns about the visual impact of the steel structure.
- Harold's report quoted the 2022 Luxton research report which stated that, "Any intervention that removed the original siding or deconstructed the structure would result in the loss of a highly significant amount of historic material, resulting in a complete
- compromise of heritage value." Staff clarified that our first preference has always been to preserve the building. The Luxton research report was one of the first reports done to inform the construction on the building. Additional work undertaken to understand the feasibility of different approaches. This work has informed the current options presented at this meeting.

The Committee took a vote which construction option they preferred, they are as follows:

- **Option A - Councillor Hobbs, Councillor Au, Councillor Day, and Linda Barnes**
- **Option B - Harold Steves, Lorne Slye**

Excerpt from the Minutes for the First Nations Building Committee Meeting

**Tuesday, June 2, 2026 - 9:00 am
Room M.1.003 – Richmond City Hall**

Discussion of Design Concept

- Staff continued the review of the First Nations Building reconstruction design concept, which was initially presented at the May 26 meeting. The presentation included the design rationale, floor plan, and building elevations (Attachment #1).
- Staff noted that the concept design is required to support an upcoming report to Council regarding the Heritage Alteration Permit application for deconstruction and reconstruction.
- Staff presented the proposed exterior elevations, floor plan, roof design, and the locations of windows and doors.
- The Committee reviewed and discussed the proposed west-facing sliding door, east-side fire exit door, and south-facing main entrance.
- In response to questions from the Committee, staff advised that changes to the structural elements may be required to meet current building code standards. The structural system would be designed to remain visually distinguishable from the original building fabric.
- Staff further advised that salvaged materials from the deconstructed building would be reused wherever feasible and supplemented with new or reclaimed materials as necessary.
- Committee members discussed the balance between preserving the building's historic character and meeting contemporary building code, accessibility, life-safety, and programming requirements.
- The Committee discussed roofing materials and the degree to which the roof should reflect historic building conditions. It was noted that cedar shakes would have been the preferred roofing material at the time of the building's original construction.

Action: Staff to incorporate a cedar shake roof system into the design concept submitted as part of the Heritage Alteration Permit application.

Action: Staff to revise the door design to minimize visual impact and ensure compatibility with the existing siding.

A motion was made to support the concept design including door locations as presented in the drawings. The motion was seconded and carried, with Harold Steves opposed.

**Excerpt from the Draft Minutes to the
Richmond Heritage Commission Meeting**

**Wednesday, June 17, 2026 - 7:00 pm
Microsoft Teams Online Meeting**

Heritage Alteration Permit for 5180 Westwater Drive (First Nations Building) – HA 26-011972

City of Richmond staff Rebecca Clarke, Manager, Museum and Heritage Services, and Project Managers Ayad Al-Qadiri and Abbas Stancioff Clayton, Facilities Services and Project Development, provided an overview of the heritage alteration permit application with reference to a PowerPoint presentation. The proposal is for deconstruction of the Phoenix Cannery (First Nations) Building at Britannia Shipyards National Historic Site, including salvaging existing materials, and reconstruction of a new building that will replicate the exterior heritage character of the building, using original materials where possible. The presentation highlighted the history and significance of the building, the deconstruction plan, and reconstruction concept elevation drawings, and included the following information:

- The building is considered to be the oldest on the Britannia Shipyards site, dating to the 1890s.
- Believed to have housed seasonal First Nations workers, it provides an important opportunity for interpretation of this history in Steveston.
- Possibilities to retain and restore the building have been fully explored but deemed not feasible. Structural assessment has determined that the building is unsafe. Exterior shoring support is in place to enable access for documentation and planning.
- Staff have worked closely with the Council-appointed First Nations Building Committee which includes Musqueam representatives.
- Deconstruction will include detailed documentation, careful disassembly, labelling and storage. The deconstruction plan previously circulated sets out the approach and methodology.
- Reconstruction will aim to retain the exterior appearance and materials of the heritage building as much as possible, with some changes. Materials salvaged from the building will be reused on the exterior and interior, and supplemented with like materials.
- A cedar shake roof is proposed instead of the existing metal, based on guidance from the Committee.
- Windows will reflect existing openings where possible. The main entrance will be retained on the south side. Two new doors will be added, on the east and west sides, blended with the board and batten cladding, for program, building code and access requirements.
- Openings in the gable ends are proposed to have wood louvre vents.

In response to the Commission's questions, the following additional information was provided by staff:

- Experience with the exterior restoration of the Britannia Shipyards Building indicates that reuse of materials including existing board and batten cladding is feasible. Priority for reusing historic materials will be on the most publicly visible facades.
- New material will be allowed to weather naturally. The combination of historical and new material provides opportunity to highlight maintenance of the historic buildings.

- The building will be a new structure with full foundation. The envelope will be similar to the existing framed building with board and batten cladding.
- The interior will be largely open space for programs and exhibits. A wood plank floor will be reinstated. Facilities within the building will be within an interior conditioned structure.
- Landscape planning around the building is in development as part of overall site planning.

The Commission provided the following comments:

- The location of the proposed new door on the east elevation overlaps with an existing window opening. Consider if this conflict can be avoided or the openings aligned.
- As details are further developed, ensure the use of historically compatible materials for new elements and avoid the use of modern materials in exterior components.
- Consider reinstating wood gutters based on the documentation of the existing building.

The Commission commended the depth of research and consideration given to the project and the approach, noting that it is a positive proposal that will benefit the site.

It was moved and seconded:

That the Richmond Heritage Commission supports the heritage alteration permit application for 5180 Westwater Drive (First Nations Building) (HA 26-011972) as presented.

CARRIED



File No.: HA 26-011972

To the Holder: City of Richmond (c/o Ayad Al-Qadiri)
Property Address: 5180 Westwater Drive (Britannia Shipyards)
Legal Description: LOT 1 SEC 11,12 BLK 3N RG 7W PL NWP70037 LOT 1, BLOCK 3N, PLAN NWP70037, SECTION 11,12, RANG E 7W, NEW WESTMINSTER LAND DISTRICT, EXCEPT PLAN 72 772, 77126, NWP87861

(s.617, *Local Government Act*)

1. (Reason for Permit) ☒ Designated Heritage Property (s.611)
☐ Property Subject to Temporary Protection (s.609)
☐ Property Subject to Heritage Revitalization Agreement (s.610)
☐ Property in Heritage Conservation Area (s.615)
☐ Property Subject to s.219 Heritage Covenant (Land Titles Act)
2. This Heritage Alteration Permit applies to and only to those lands shown cross-hatched in Schedule A.
3. This Heritage Alteration Permit is issued to authorize the deconstruction and reconstruction of the First Nations Building at 5180 Westwater Drive as detailed in Attachment 1 (Deconstruction for the Purpose of Reconstruction Plan), and as illustrated in the Reconstruction Plans #1 - #2.
4. This Heritage Alteration Permit is issued subject to compliance with all of the Bylaws of the City applicable thereto, except as specifically varied or supplemented by this Permit.
5. If the alterations authorized by this Heritage Alteration Permit are not completed within 36 months of the date of this Permit, this Permit lapses.
6. This is not a Building Permit.

AUTHORIZING RESOLUTION NO. <Resolution No.> ISSUED BY THE COUNCIL THE DAY OF <Date>

DELIVERED THIS <Day> DAY OF <Month>, <Year>

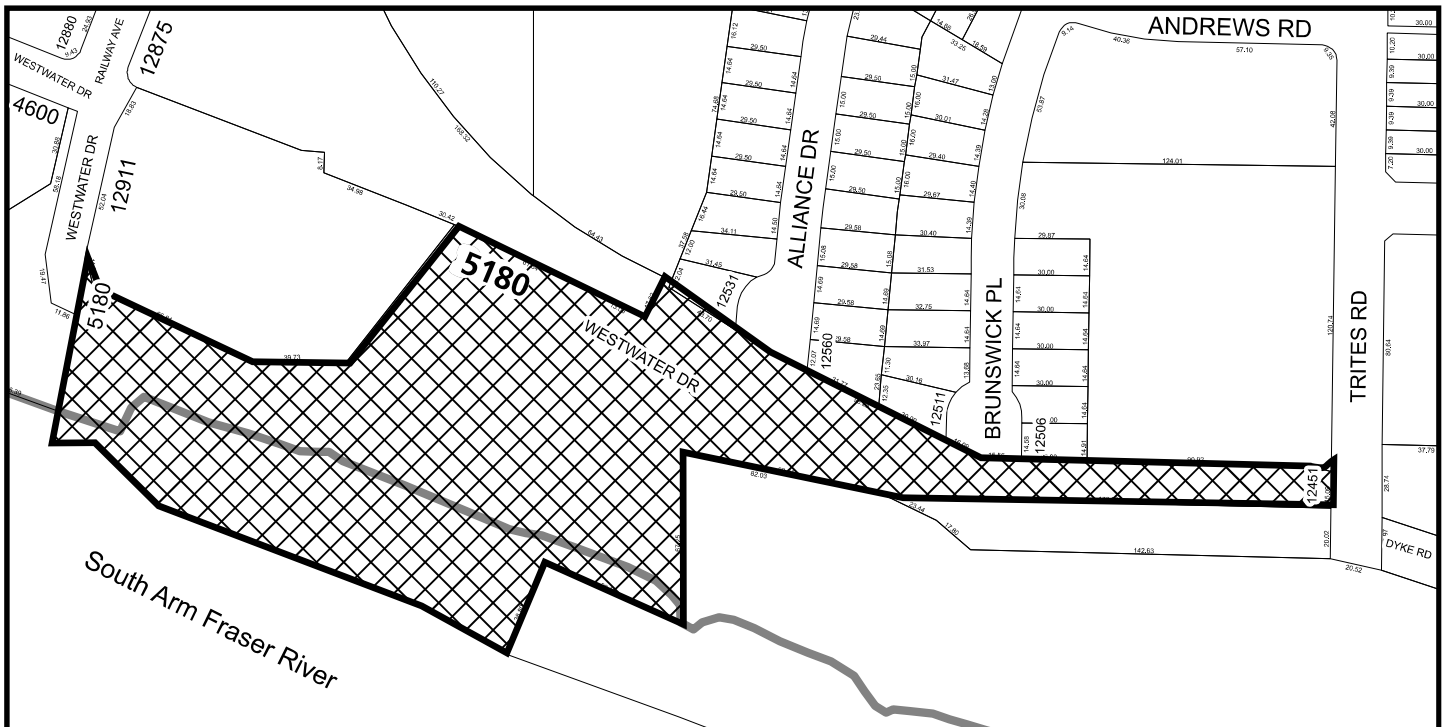
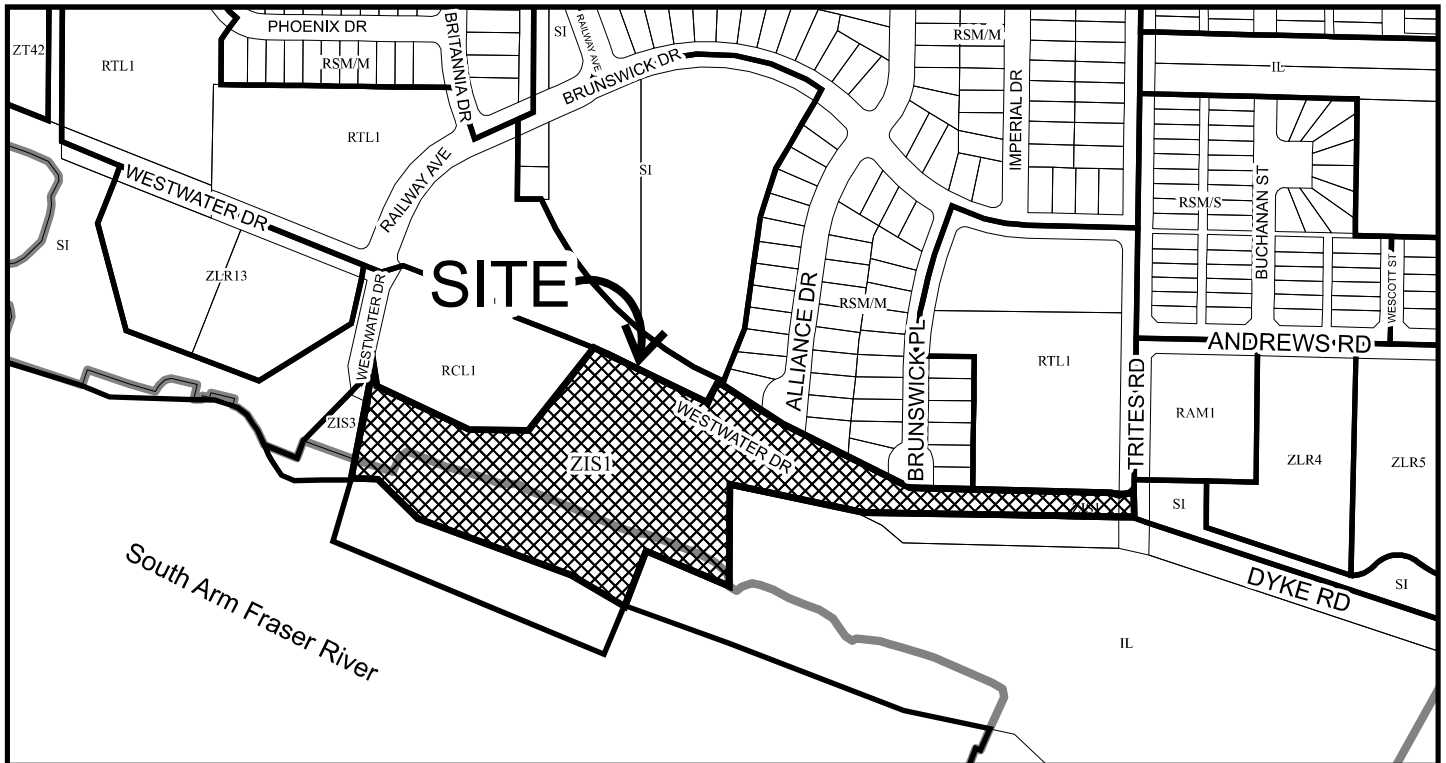
MAYOR

CORPORATE OFFICER

IT IS AN OFFENCE UNDER THE *LOCAL GOVERNMENT ACT*, PUNISHABLE BY A FINE OF UP TO \$50,000 IN THE CASE OF AN INDIVIDUAL AND \$1,000,000 IN THE CASE OF A CORPORATION, FOR THE HOLDER OF THIS PERMIT TO FAIL TO COMPLY WITH THE REQUIREMENTS AND CONDITIONS OF THE PERMIT.



City of Richmond



HA 26-011972
SCHEDULE "A"
GP-96

Original Date: 05/20/26

Revision Date:

Note: Dimensions are in METRES

Phoenix Cannery (First Nations) Building

Deconstruction for the Purpose of Reconstruction Plan



Prepared by Elana Zysblat, CAHP ICOMOS
Ance Building Services

With Cristian Schmitt MASA, MREEB

June 26, 2026

Table of Contents

Preamble.....	3
Reconstruction Intent.....	3
Description of the Existing Building.....	4
Description of the Existing Construction Methodology.....	5
Inventory of Existing Materials.....	7
Condition Assessment of Existing Materials.....	8
Deconstruction Methodology.....	9
Documentation.....	10
Soft stripping.....	10
Window sashes.....	11
Deconstruction approach.....	11
Deconstruction order.....	12
Pre-Storage Protocol for all Salvaged Lumber.....	22
Materials Storage.....	23

Appendices

A Existing Plans and Elevations

B Point Cloud Scans

C Inventory of Existing Materials Table by linear feet

D Statement of Significance, November 2025

E Marcia L. Borges. Photogrammetric drawings, 1994

F Robert Lemon Architecture & Conservation. As-found sections, 1990

Preamble

Over the past 3 years, City of Richmond staff had exhausted every avenue to see if preserving the Phoenix Cannery (First Nations) Building was possible, and came to the determination that it is not. On February 12, 2024, Richmond City Council adopted a staff report from these departments that recommended the dismantling and reconstructing of the structure rather than attempting to repair it in situ.

The following Plan is intended to outline a precise methodology and order for the deconstruction of the building that will ensure the best conditions and capacities for reuse and reinstallation of its historic materials. The ultimate goal is to reconstruct the historic structure for public use, and while structural and mechanical upgrades will be an important part of its revitalization, an authentic restoration of the Phoenix Cannery (First Nations) Building and its heritage values will also be achieved.

Reconstruction Intent

To quote the January 9, 2024 staff report that was adopted on consent by Council *"The replica will be constructed utilizing a similar methodology to the existing building, consisting of a modern structural framework and clad in materials matching the original building. It will have the same dimensions and exterior aesthetic as the original building. As much of the original building materials as possible will be salvaged for reuse."*

The reconstruction intent is thus to salvage and reinstall all viable historic materials (within reason) from the building on and in a reconstructed structure, but these historic materials will no longer play a structural role. The reconstructed building will include a seismic and BCBC 2024 code-compliant, structural frame made up of all new materials to provide the enclosure on which the historic materials can be installed.

The intent is also to remove the existing interior partition walls (see Building Description section and Existing Plans and Elevations appendix) to allow for a more open interior space that will best support the proposed program to include *"...interior fit out including interpretive exhibits and furniture, fixtures and equipment required to deliver the proposed program"*. The partition wall materials will be salvaged and reused in the reconstruction where feasible.

Description of the Existing Building

The Phoenix Cannery (First Nations) Building is a simple, one-storey, side-gabled, long, linear wood-frame structure. It is clad in board-and-batten siding and has a corrugated metal roof.

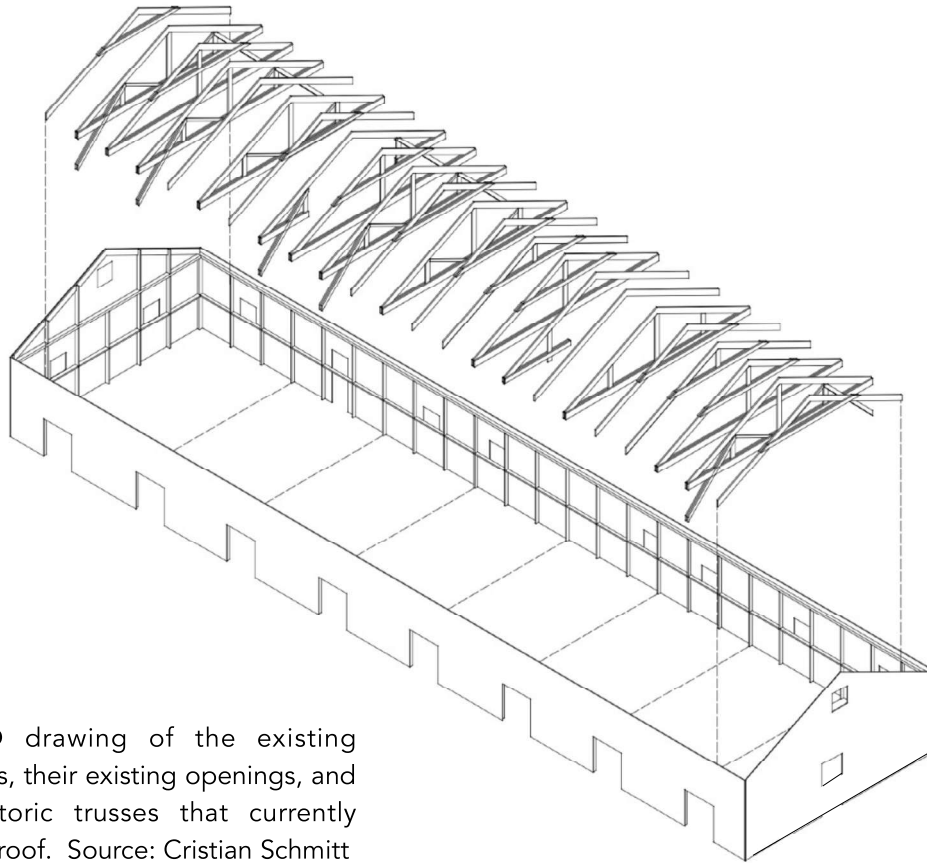


A south east view of the subject building in 1988. Source: City of Richmond Archives. Britannia Project Records, Series 310, Sub Series 2, File 3.

The interior is divided into eight separate, equally-spaced rooms individually accessed by door openings on the south elevation and illuminated by a single window or door opening on the north elevation - all currently boarded up with plywood as this is currently a condemned property. The interior features a dirt floor and wood partition walls between the eight rooms. There are no interior finishes, and no surviving window glazing or doors, although remnants of a few divided-light wood sashes survive within the boarded up window openings. The roof sheathing, made up of shiplap boards, is visible on the interior. The exterior wall studs are spaced at approximately 5 feet intervals with alternating 4"x 6" and 2"x 6" studs and one 2"x 6" girt at mid-wall. Added stabilizing structural boards (2"x 8"-10") have been bolted to the lower walls between the floor level and the mid-wall girt, as well, sporadic wood blocks have been placed at the bottom of the majority of the wall studs. A 4" x 6" top plate caps the exterior wall studs along the entire building perimeter. All studs and boards are rough-sawn, full-dimension lumber except for the bolted stabilization boards which appear newer. A total of twenty three wood roof trusses/frames of different designs, compositions and integrity (mostly King Post, Howe, and Queen Post trusses) are visible on the underside of the roof, with seven of them connected to the interior partition walls. The partition walls are made up of partition studs (2"x 4"s or 2"x 6"s) and are clad in horizontal wood boards. There is one small, square boarded-up gable vent opening at either of the gable ends. On the exterior, fascia boards frame the roof on all four sides. There are 3"x 3" wood sleepers between the roof sheathing and the corrugated roof panels. There are remnants of gutter clips, half-round metal gutters and wood gutters on sections of the horizontal fascia boards.

Description of the Existing Construction Methodology

The simple structural frame is made up of 4 stud walls. The corner posts are 4"x 6"s as is the top plate, while the wall studs alternate between 4"x 6" and 2"x 6" studs. The walls are clad on the exterior in rough-sawn boards and battens - 11"x1" vertical planks (boards) with the seams covered by 1"x3" strips (battens). All the above mentioned material is old growth, dimensional lumber, Douglas Fir assessed in 1992¹ to have been harvested in 1885. The roof is held up by a series of 23 wood trusses/brackets and is sheathed in shiplap. Corrugated metal 7' roofing panels sit on wood sleepers on top of the roof sheathing. Window and door openings are simply cut into the cladding boards with rudimentary headers nailed onto the inside of the boards. Headers are not present at all openings. The perimeter walls have all been stabilized by long (2"x 8"-10") boards, bolted to the lower walls between the floor level and the mid-wall girt.

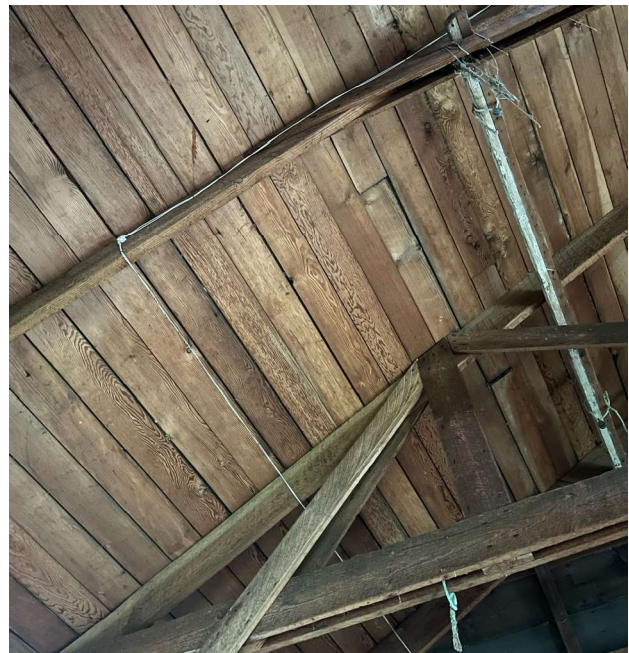
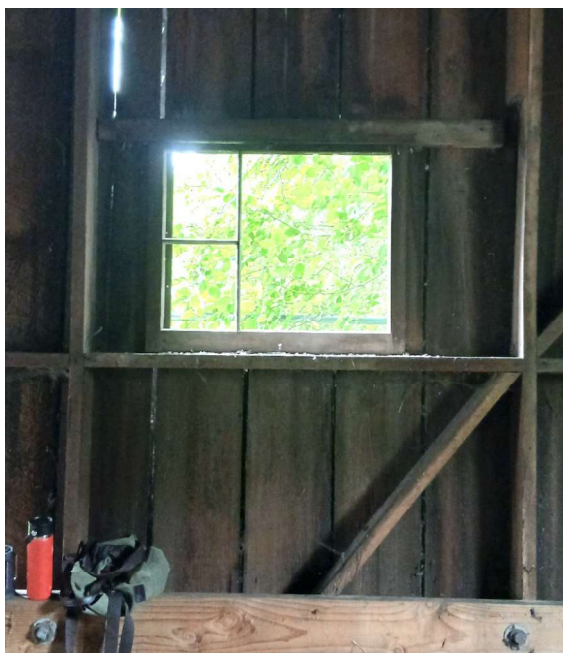


Above: 3D drawing of the existing exterior walls, their existing openings, and the 23 historic trusses that currently support the roof. Source: Cristian Schmitt

¹ This exact construction date of this building is unknown, but it is estimated to have been built in the 1890s. The structure is documented to have originally been erected about 80 metres to the north, and relocated to its current site in 1946. Dendrochronology analysis by Marion L. Parker in 1992, and previous historic research into its origins carried out in the 1980s, 1990s and in recent years, suggest that the building was constructed in the 1890s, possibly as part of the Phoenix Cannery rebuilding and redevelopment after a July 1895 fire destroyed the cannery and some of the nearby structures.



Current photographs of the interior of the subject building taken in May 2026. **Above:** a typical partition wall clad in two sizes of boards and in some cases, like above, the top boards are attached to the roof truss. **Below left:** typical window opening. **Below right:** typical view of roof interior sheathing and trusses



Inventory of the Existing Materials

Based on a detailed field survey of the existing building, an estimated quantity of wood elements potentially available for salvage and reuse has been calculated. This assessment is intended to provide a preliminary understanding of the volume and types of wood materials that may be salvaged during the dismantling process. Actual reuse will be determined after salvaging and assessment.

The estimation utilized data from the point cloud scans (see Appendix B) as well as on site measurements and visual inspection. Quantities are expressed in linear feet (lin. ft.), and are organized by building section (elevations, partitions, and roof) and by element type (boards, shiplap, studs, and beams). See Appendix C for the full table of materials by building section.

The following exclusions apply:

- Lumber shorter than 5 ft has not been considered for reuse
- Fascia boards and 3" × 3" roof sleepers are excluded
- Battens are excluded due to deteriorated condition and risk of breakage upon removal
- The newer boards used as structural reinforcement at the base of the exterior walls are excluded from salvage.
- Lumber dimensions include a tolerance of $\pm 1/4"$.
- For exterior elevation elements (see table in Appendix C), a loss of approximately 1–2 ft is assumed due to decay from ground contact.

Material	Exterior lin. ft.	Interior lin. ft.	Total lin. ft.
Board 1"x11 1/2"	2502' 11"	1506' 5"	4009' 4"
Shiplap Board 1"x6"		1007' 5"	1007' 5"
Shiplap Board 1"x6" (Roof)			7444' 11"
Stud 1 1/2"x3 1/2"		89' 3"	89' 3"
Stud 2"x4"		200' 9"	200' 9"
Stud 2"x6"	676' 6"	111' 7"	788' 1"
Stud 2"x8"		100' 5"	100' 5"
Stud 4"x6"	255' 11"		255' 11"
Beam 4"x6"	301' 10"		301' 10"

- These calculations are for reference only and will be adjusted after the materials are removed, assessed, cut down and remeasured.

Condition Assessment of Existing Materials

Notwithstanding the deteriorated state of the building and its obvious structural failure, the individual materials themselves, board by board, appear to be in salvageable condition ranging from good to excellent. There is a distinct difference between the condition of the boards and battens on the exterior of the building versus the boards that make up the interior partition walls, with the exterior materials being in good condition and the interior materials in excellent condition. Similarly, the exterior side of all cladding boards is more weathered and deteriorated than the interior side, and the bottom 1-2 feet of all exterior boards and studs is in poor condition. The north elevation of the building has accumulated more moisture and organic growth than the south elevation, but this appears to be mostly superficial, and it is our assessment that the majority of these north elevation boards will be reusable.

Given the excellent quality of this old growth lumber, and our comparable experience with salvaging identical historic materials at the Britannia Shipyards Building, we are confident that the materials that make up this building have high salvageability potential* as long as they are dismantled with care and stored properly. The bottom portion of the exterior boards and studs will likely need to be cut off due to wet rot, but much of the exterior wall materials is assessed to be reusable, as was the case at the Britannia Shipyards Building in 2025.

* the condition of each building element will be further assessed as the deconstruction work continues with the intent to salvage and re-install wherever possible and feasible.



The above photographs show some of the surviving elements of the building on the interior. **On the left** are partition wall boards that are partially painted. Evident in this photo is the shadow of battens that would have previously been attached between them. This suggests that these partition wall boards were previously installed on the exterior of this, or another building. **On the right** is an interior view of three roof truss assemblies, the roof sheathing boards, and remnants of ropes that once held up fishing nets.

Deconstruction Methodology

Every heritage project involves an aspect of deconstruction, and the Standards and Guidelines for the Conservation of Historic Places in Canada provide excellent instructions to consider and implement when planning a deconstruction intervention.

When a structure is taken apart, whether this be a chimney, a set of stairs or a wall, the prior documentation of the structure from its materials to its dimensions and original configuration is crucial to be able to put it back together again.

In the case of both walls and roofs, the two elements that make up the Phoenix Cannery (First Nations) Building, the Standards and Guidelines are clear that precise and detailed documentation must happen before undertaking any intervention and that the new work should be documented just as well to leave a record of the contemporary project and to ensure that repair and maintenance can be handled effectively into the future.

The below guidelines are the relevant points from the above mentioned document:

Guidelines for Exterior walls (section 4.3.4):

3: Documenting the composition, form, materials, details, dimensions and condition of exterior wall assemblies before undertaking an intervention. This includes geometry, scale, proportions, openings, form and supporting frames or structures.

29: Replacing in kind an entire exterior wall assembly from the restoration period that is too deteriorated to repair, using the physical evidence as a model to reproduce the assembly. The new work should be well documented and unobtrusively dated to guide future research and treatment.

Guidelines for roofs (section 4.3.3):

3: Documenting the form, materials and condition of roof assemblies before undertaking an intervention, including the roof's pitch, shape, decorative and functional elements, and materials, and its size, colour and patterning.

32: Replacing in kind an entire roof feature from the restoration period that is too deteriorated to repair, using the physical evidence as a model to reproduce the feature. The new work should be well documented and unobtrusively dated to guide future research and treatment.

Documentation

The building was documented using a few methodologies: visual assessment and measurements, point cloud scanning and analysis of historic records. Current existing elevations were produced in May 2026 to document the extant and missing elements of the structure rather than relying on similar exercises carried out in previous years. The existing elevations can be found in Appendix A. The point cloud scans can be found in Appendix B and some of the relevant historic records that could directly inform the deconstruction process are appended at the end of the document as well.

Soft Stripping

While soft stripping is a deconstruction or demolition term used to describe the systematic removal of all non-structural elements inside or outside a building before structural dismantling, in the case of the subject building there are potential historical artefacts that could be important to collect, preserve, study and potentially even integrate into a future exhibit in the building. Before any deconstruction work begins it is important for the City of Richmond Collections staff to sweep the building floor, walls and trusses for loose and attached artefacts such as fishing net remnants, ropes, buoys, storage crates, shelving, glass bottles, sacks, and log poles suspended amongst the trusses and above the partition walls.



Above: examples of artefacts to be collected before deconstruction begins. On the left are net-drying poles sitting on top of the partition walls, and on the right is a hanging fishing net with several bouys on the ground.

Window sashes

As part of the soft stripping process, all the window openings need to be assessed, and any surviving wood sashes and wood sash remnants need to be carefully removed, labelled for their found opening location (as per opening numbers on Existing Elevations, see Appendix A), and stored. These wood sash remnants are evidence of the divided-light windows that were historically present in the building. They will be used as models for replica, glazed windows for the reconstruction.



May 2026 photograph of two wood sash, remnants in room 1, currently sitting on the ground however they come from openings located in this room.

Deconstruction Approach

Deconstruction is the reverse of the construction process. We must be familiar with the traditional construction techniques that were used in the subject building in order to be able to assess the impact that the removal of any material will have on the stability of the structure, as well as a good understanding of how the material was installed so as to be able to remove it with minimal damage.

The order of the deconstruction is the reverse of the construction order. If a structure typically starts from the foundation, deconstruction will start at the roof, and take apart the building carefully and systematically from the top down.

Deconstruction Order

The recommended order of dismantling of the Phoenix Cannery (First Nations) Building is as follows:

1. Removal of metal roof panels (to be processed in accordance with City of Richmond Waste Diversion Policy)

2. Removal of wood roof sleepers and any debris that accumulated between the roof panels and the roof sheathing. Please use hazardous materials protocol when assessing any bio hazards likely to be found under the roof panels. (roof sleepers to be assessed for salvageability before a decision is made on whether to store or recycle them)

3. Removal of roof sheathing shiplap boards* These boards interlock with an L-shaped notch, called a rabbit, so coming up with a system for dismantling the sheathing without damaging the notches or the boards is key. Patience, experience and the right tools are key. Sometimes the first board needs to be sacrificed to be able to get access to the entire section. Flat pry bars are helpful tools for pulling the nails, but sometimes a reciprocating saw can be helpful too.

A condition assessment of the exterior side of these boards is important to conduct upon removal. Before stacking the removed boards, de-nail them and treat the exterior side of these boards depending on what is found. Stack the boards by length and tag them as "roof sheathing boards".

* leave individual boards on the building that are directly connected to roof trusses. Move on to the next session of sheathing until you reach the next truss.

4. Removal of partition wall studs, boards and including all boards connected to trusses. Disconnect the entire partition wall from the truss or the plate it is attached to at the top, lay it flat and disassemble it from there. The partition walls are made up of cladding boards, shiplap boards and studs. Separate the three types of materials (using the unique methodology for taking apart the shiplap boards where relevant as developed in the previous stage) and de-nail them. Stack the boards by type and lengths, and tag them as "partition wall studs", "partition wall cladding boards (interior)" and "partition wall shiplap boards".

5. Truss Identification and Individual Removal Strategies

These are 23 unique and fragile structures of utmost importance for the authenticity of the reconstruction. The uniqueness and inconsistent design of the trusses is an important character-defining elements of the interior, and for this reason, (unlike the other building parts) it is important to reinstall in their original assemblies and locations. The goal is to remove them assembled, and store them in personalized bracing frames.

The following general requirements apply to all trusses:

General instructions

- Label each truss with corresponding truss number and letter (e.g. Truss 5a). Label each element/part of the truss assembly with a sharpie on the the top (roof-facing) edge of each board and also mark the A and B orientation as per the below truss Grid Plan and illustration (see next page)
- Removal to proceed in a controlled sequence, maintaining overall structural stability at all times.
- Temporary bracing frame or plywood sheathing to be built and installed where required to maintain geometry and prevent lateral instability.
- All contact points to be protected to prevent damage to individual truss parts.

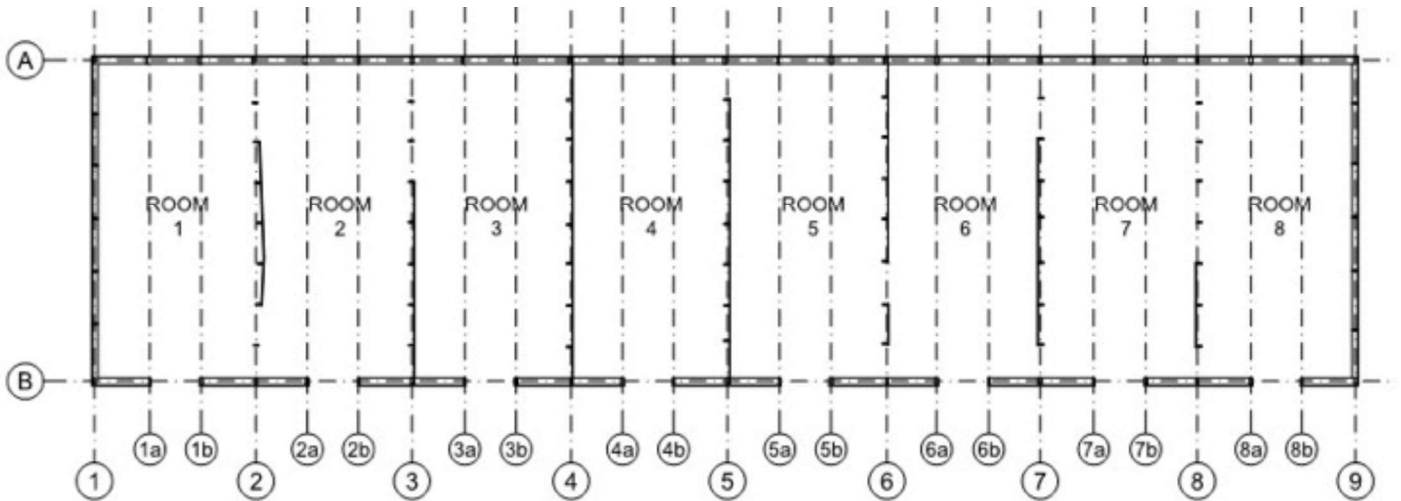
Standard Lifting Procedure (SLP)

Where trusses can be removed as a single unit, the following procedure shall apply:

- Stabilize the assembly by attaching a temporary bracing frame or plywood sheathing
- Protect all contact points
- Release structural connections to walls and adjacent elements
- Lift using a multi-point crane system
- Maintain geometry control during lifting and storage

Truss Identification

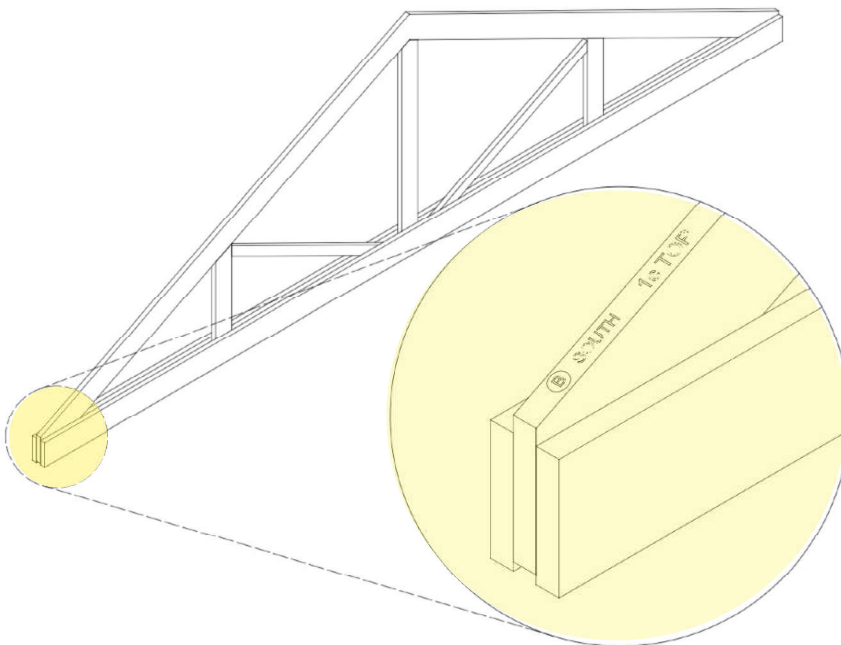
Each truss is identified using gridline references corresponding to the below plan:



Truss labelling

Label each element/part of the truss assembly with a sharpie on the the top (roof-facing) edge of each board and also mark the A and B orientation

Example below: B SOUTH 1c TOP



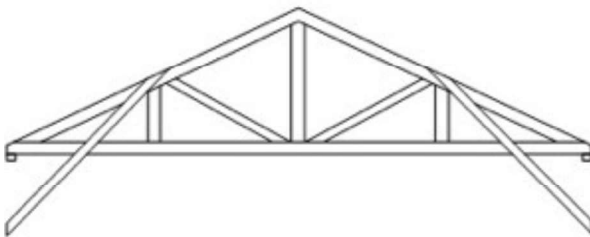
NOTE: Upon deconstruction commencement it is expected that some of the below recommended strategies may need to be adjusted and revised to meet actual conditions.

Room 1



Truss 1a

Label all parts as per above labelling instructions
Provide temporary support to ridge and rafters
Remove collar ties
Remove rafters individually under controlled support
Wrap elements together and label as "Truss 1a"



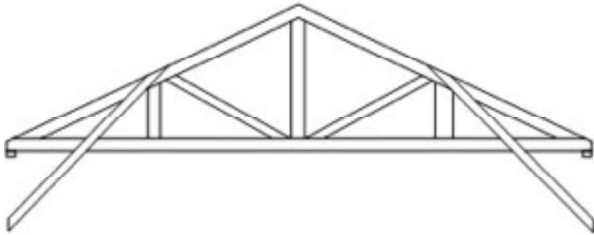
Truss 1b

Label all parts as per above labelling instructions
Remove and label braces connecting to studs
Apply Standard Lifting Procedure (SLP)



Truss 2 (partition wall)

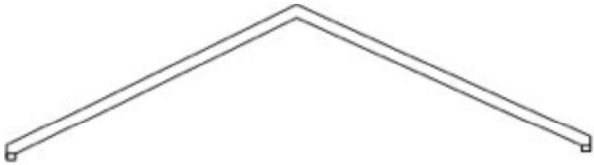
Label all parts as per above labelling instructions
Remove 1" x 11½" non-structural infill boards
Apply Standard Lifting Procedure (SLP)

Room 2**Truss 2a**

Label all parts as per above labelling instructions

Remove and label braces connecting to studs

Apply Standard Lifting Procedure (SLP)

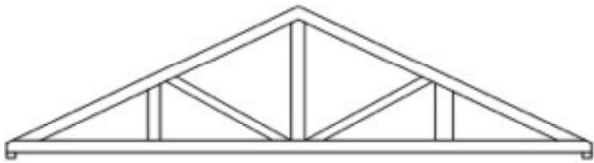
**Truss 2b**

Label all parts as per above labelling instructions

Provide temporary support to ridge

Remove rafters individually under controlled support

Wrap elements together and label as "Truss 2b"

**Truss 3 (partition wall)**

Label all parts as per above labelling instructions

Remove 1" x 11½" non-structural infill boards

Apply Standard Lifting Procedure (SLP)

Room 3**Truss 3a**

Label all parts as per above labelling instructions

Provide temporary support to ridge and rafters

Remove collar ties

Remove rafters individually under controlled support

**Truss 3b**

Label all parts as per above labelling instructions

Remove and label braces connecting to studs

Provide temporary support and restraints prior to division

Divide at ridge into two sections

Stabilize each section with temporary bracing frame or plywood sheathing.

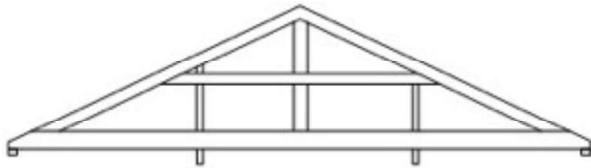
Use protections for all contact points.

Release structural connections to walls and adjacent elements

Lift each section independently using multi-point lifting

Maintain geometry control during lift and storage

Wrap elements together and label as "Truss 3b"

**Truss 4 (partition wall)**

Label all parts as per above labelling instructions

Remove 1" x 11½" non-structural infill boards

Apply Standard Lifting Procedure (SLP)

Room 4**Truss 4a**

Label all parts as per above labelling instructions

Remove and label braces connecting to studs

Apply Standard Lifting Procedure (SLP)

**Truss 4b**

Label all parts as per above labelling instructions

Provide temporary support to ridge and rafters

Remove collar ties

Remove rafters individually under controlled support

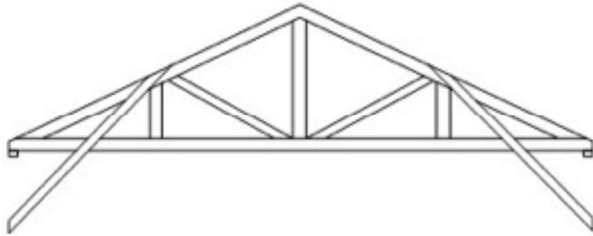
Wrap elements together and label as "Truss 4b"

**Truss 5 (partition wall)**

Label all parts as per above labelling instructions

Remove 1" x 11½" non-structural infill boards

Apply Standard Lifting Procedure (SLP)

Room 5**Truss 5a**

Label all parts as per above labelling instructions

Provide temporary support to ridge and rafters

Remove collar ties

Remove rafters individually under controlled support

Wrap elements together and label as "Truss 5a"

**Truss 5b**

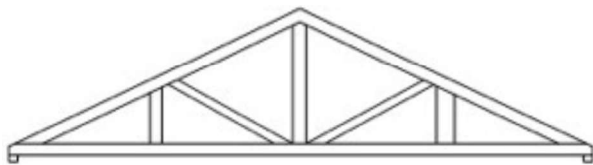
Label all parts as per above labelling instructions

Provide temporary support to ridge and rafters

Remove collar ties

Remove rafters individually under controlled support

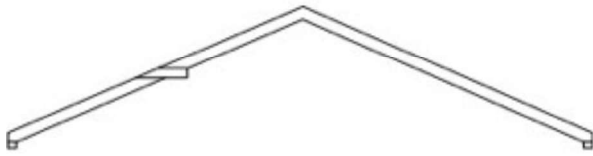
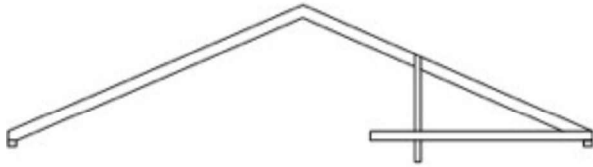
Wrap elements together and label as "Truss 5b"

**Truss 6 (partition wall)**

Label all parts as per above labelling instructions

Remove 1" x 11½" non-structural infill boards

Apply Standard Lifting Procedure (SLP)

Room 6**Truss 6a**

Label all parts as per above labelling instructions

Provide temporary support and restraints prior to division

Divide at ridge into two sections

Stabilize south section with temporary bracing frame or plywood sheathing. Use protections for all contact points.

Release structural connections to walls

Lift each section independently using multi-point lifting

Maintain geometry control during lift and storage

Wrap elements together and label as "Truss 6a"

Truss 6b

Label all parts as per above labelling instructions

Provide temporary support to ridge

Remove rafters individually under controlled support

Wrap elements together and label as "Truss 6b"

Truss 7 (partition wall)

Label all parts as per above labelling instructions

Apply Standard Lifting Procedure (SLP)

Room 7**Truss 7a**

Label all parts as per above labelling instructions

Provide temporary support to ridge and rafters

Remove collar ties

Remove rafters individually under controlled support

Wrap elements together and label as "Truss 7a"

**Truss 7b**

Label all parts as per above labelling instructions

Provide temporary support to ridge and rafters

Remove collar ties

Remove rafters individually under controlled support

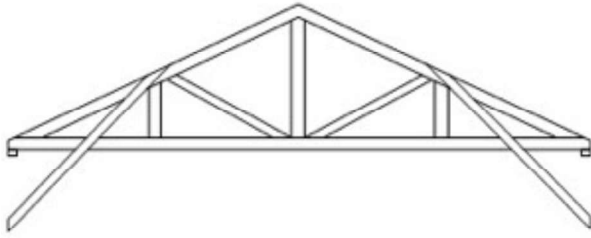
Wrap elements together and label as "Truss 7b"

**Truss 8 (partition wall)**

Label all parts as per above labelling instructions

Remove 1" x 11½" non-structural infill boards

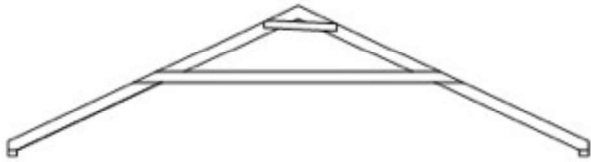
Apply Standard Lifting Procedure (SLP)

Room 8**Truss 8a**

Label all parts as per above labelling instructions

Remove and label braces connecting to studs

Apply Standard Lifting Procedure (SLP)

**Truss 8b**

Label all parts as per above labelling instructions

Provide temporary support to ridge and rafters

Remove collar ties

Remove rafters individually under controlled support

Wrap elements together and label as "Truss 8b"

6. Added stabilizing structural boards removal These boards won't be needed in the reconstruction and should be recycled or reused elsewhere.

7. Battens and boards removal boards to be individually inspected, wire scraped with a non-ferrous wire and cut back to solid, non-rotted plank portions only. Final linear footage of good boards to be calculated before boards are packed according to lengths. Boards to be tagged "exterior cladding boards". Battens to be inspected and sorted for reusability. Final linear footage of good battens to be calculated before battens are packed according to lengths. Tag them as "battens".

9. Wall studs and plates removal boards to be individually inspected, wire scraped with a non-ferrous wire and cut back to solid, non-rotted portions only. Final linear footage of good studs to be calculated before studs are packed according to dimensions and lengths. Studs to be tagged "wall studs and plates".

Pre-storage Protocol for All Salvaged Lumber

Condition assessment and evaluation for reuse (4 sides, close-up)

De-nailing

Only where required - Cutting off of edges or portions that are damaged beyond repair (rotten or structurally cracked portions)

Clean-up do not store dirty lumber especially boards with organic growth on them. Cleaning protocols depend on the season but should involve at the very least:

- Scraping (with scraper or non-ferrous wire brush)
- Brushing down with a broom or cloth.
- Additional steps such as sanding or washing can be considered in certain cases.

Materials Storage

The below factors are important environmental considerations for storing the salvaged material removed from the subject building:

Moisture Control

Moisture is the primary enemy of lumber. High humidity or direct contact with water, soil or vegetation can lead to mold, decay, and warping. The storage area thus needs to be a dry, well-ventilated container or covered area with minimal exposure to moisture, sunlight, and extreme temperatures.

Air Circulation

Good air circulation ensures that moisture levels remain balanced and prevents stagnant air pockets where mold and mildew can grow. This means that stacks of lumber need to be elevated off the floor (whether indoors or outdoors) and there should be space between the individual boards to promote airflow.

Storage Site

Container or indoor storage: if a facility is big enough and is properly sealed and ventilated, this could be a good option.

Outdoor Storage: If we need to store the lumber outdoors temporarily or for the duration of the period between deconstruction and reconstruction, the lumber will always need to be elevated off the ground and covered by a tent with a roof and walls. Waterproof, breathable tarps can be used to cover the elevated lumber stacks for a few days while the tent is being erected.

Avoid using plastic sheets to cover stacks of lumber in either of the above cases, as they tend to trap moisture and create condensation.

Stacking protocols

Stacks should be organized by board type and lengths

Stacks should be flat and level (level the surface first)

Place thin, evenly spaced wood strips between each layer of boards to allow for airflow.

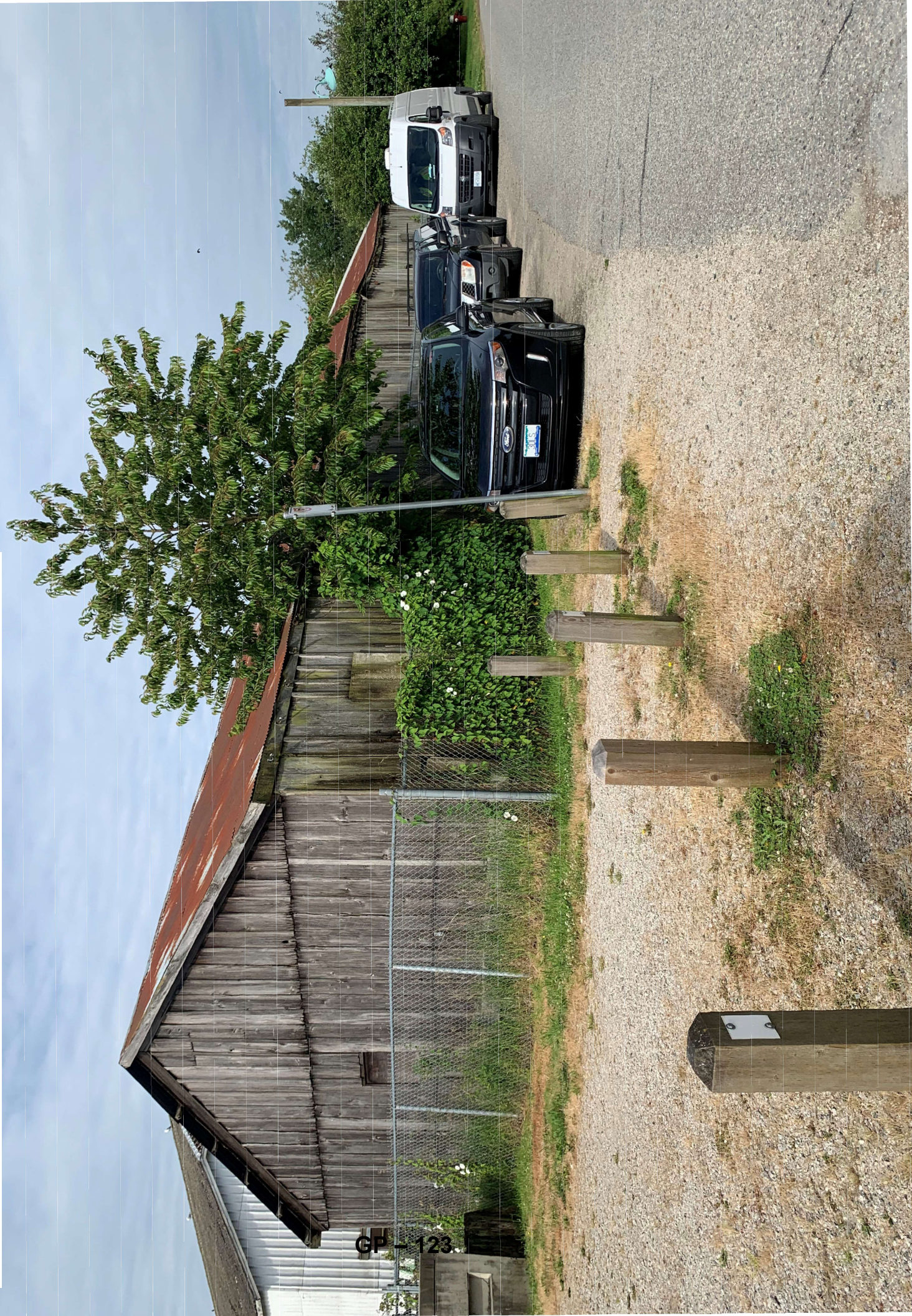
Stacks should be labeled

Stack Placement

Whether storing indoors or outdoors, always keep lumber stacked elevated to avoid direct contact with the container or room floor, and obviously with outdoor ground, gravel or platform.

Use cinder blocks, pallets, or wood spacers to store the board stacks off the ground.

Ensure the above are evenly spaced to prevent boards sagging.



GP - 123





To: General Purposes Committee
From: Jerry Chong
General Manager, Finance and Corporate
Services
Re: **Draft Economic Development Strategy**

Date: June 29, 2026
File: 08-4150-20-001/CL
Vol 01

Staff Recommendation

That the draft Economic Development Strategy, as detailed in the report titled “Draft Economic Development Strategy”, dated June 29, 2026, from the General Manager, Finance and Corporate Services, be endorsed for public consultation.

Executive Summary

On April 27, 2026, Council approved four Guiding Principles to inform the development of the new Economic Development Strategy. Building on this direction, the draft Economic Development Strategy provides a new ten-year vision to support a resilient, inclusive and sustainable economy, balancing growth and environmental sustainability toward community well-being.

The draft Strategy has been developed through extensive public and business engagement and research, which identified a set of interconnected challenges and opportunities for Richmond's economy. These include the importance of supporting growth of local businesses and transit-oriented areas including City Centre, industrial land and infrastructure planning, addressing commuting challenges and traffic on regional bridges and provincial corridors, addressing barriers to economic participation, and aligning economic opportunities with environmental sustainability and resilience, among others. Significant opportunities were noted related to Richmond's strategic location, diverse workforce, and applied innovation potential.

Responding to these challenges and opportunities, the draft Strategy proposes a future vision supported by four Strategic Objectives: Shared Prosperity, Applied Innovation, Future Ready, and Investment Ready, each with associated outcomes and actions.

Pending Council's endorsement, public and business engagement would be undertaken to gather feedback on the draft Strategy's vision, objectives, and proposed actions. Following this consultation, the Economic Development Strategy and associated Implementation Plan would be brought back to Council for consideration.

Staff Report

Origin

Building on the success of the Resilient Economy Strategy, Council endorsed the development of a new Economic Development Strategy to guide Richmond's long-term economic direction. The new Strategy is intended to refresh the city's economic vision and objectives, building a made-in-Richmond approach that reflects evolving global and local dynamics and continues to preserve its key assets. Development of the draft Strategy was informed by extensive public and business engagement, economic research and analysis, and a review of complementary City strategies and plans, including the Official Community Plan (OCP).

On April 27, 2026, Council was presented with public engagement findings and four Guiding Principles to inform the Strategy's development, and adopted the following resolution:

That the Guiding Principles, as detailed in the report titled "Economic Development Strategy: Proposed Guiding Principles and Public Engagement Feedback", dated April 7, 2026, from the Director, Business Services, be approved.

The purpose of this report is to seek Council's endorsement of the draft Economic Development Strategy (the Strategy), which has been informed by these Guiding Principles, for public consultation.

This report supports Council's Strategic Plan 2022-2026 Focus Area #2 Strategic and Sustainable Community Growth:

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

Analysis

The draft Economic Development Strategy has been informed by the following Council-approved Guiding Principles, research and analysis of Richmond's economy, and extensive public engagement.

Guiding Principles

- **Forward-Looking and Resilient.** Build on Richmond's strengths and assets to create the conditions for strategically ambitious, long-term economic prosperity, while also designing for resilience as challenges and opportunities evolve.
- **Inclusive Prosperity and Shared Opportunity.** Facilitate economic growth that is equitable, accessible, and broadly shared across sectors and diverse communities, considering both people and the environment at the centre of growth.
- **Collaborative and Partnership-Oriented.** Foster strong partnerships with businesses, institutions, community organizations, and other levels of government to leverage shared opportunities and build a high-functioning, connected ecosystem.

- **Leveraging the City's Role.** Support and facilitate the conditions for innovation, investment, and growth through the deliberate and strategic use of the City's tools, resources, and expertise.

Economic Overview

Research undertaken through Strategy development shows that Richmond's economy is strong and diverse. The city is home to approximately 9,760 businesses, accounting for more than 14,000 active business licenses, and supports an estimated 145,900 jobs across key sectors including transportation and logistics, retail and services, health and community, and tourism, arts, and culture. Richmond accounts for approximately 10% of regional employment while representing about 8% of Metro Vancouver's population, reflecting its role as a net in-commuter city.

Richmond's economic strength is anchored by a set of distinct assets: Vancouver International Airport (YVR), Canada's second-busiest airport and a hub for trans-Pacific air freight and passenger travel; significant goods movement infrastructure through the Vancouver Fraser Port Authority; the OCP's city-wide network of transit-oriented villages (e.g., Canada Line and Local Villages); regional employment advantages from having the greatest share of built industrial space in Metro Vancouver, more than 12,000 acres of Agricultural Land Reserve, and a highly educated, diverse workforce.

Public and Business Engagement

The draft Strategy was informed by extensive public and business engagement in Fall 2025. More than 400 Richmond residents, business owners, community organizations, employees, students, and visitors participated through a range of channels, including a public survey on Let's Talk Richmond, interviews, pop-up engagements, topic-specific roundtables, and presentations to City Advisory Committees. Outreach was supported by direct emails to more than 700 businesses and community organizations, e-newsletter distribution, social media, and digital signage at transit stations and community centres.

Key themes raised during engagement included support for local businesses; transportation and access, particularly to employment areas; economic inclusion; coordinated planning for industrial lands; and the importance of sustainability, innovation, and resilience. Participants also highlighted the role of zoning, permitting, and placemaking in supporting business activity, investment, and community identity. This feedback has directly informed the development of the draft Strategy's vision, Strategic Objectives, and associated Outcomes and Actions.

Proposed Vision

The ten-year vision proposed in the draft Strategy reflects an intent to build deliberately on Richmond's strengths while proactively addressing challenges identified during both research and public engagement:

By 2037, Richmond has a thriving, globally connected economy that leverages its geography and diversity into competitive advantages. It is home to increasingly

productive employment lands, cutting-edge applied innovation, and a resilient business community. It is a city where economic opportunity is widely shared.

Proposed Strategic Objectives and Outcomes

The Strategy's vision is supported by four Strategic Objectives, each with associated Outcomes and Actions to guide implementation over the next ten years.

Strategic Objective 1: Shared Prosperity

Expand access to economic opportunity and ensure the benefits of growth are broadly shared.

- Outcome 1.1 - Inclusive Employment Opportunities: Actions focus on connecting employer and workforce needs, convening employers to advance inclusive hiring practices, promoting pathways into the trades, and exploring social enterprise programs that connect under-represented groups with employment opportunities.
- Outcome 1.2 - Expanded Local Entrepreneurship: Actions focus on promoting existing entrepreneurship supports, increasing knowledge of and access to procurement opportunities, exploring innovative partnerships between the public and private sector, and partnering with service providers to support local business succession.
- Outcome 1.3 - Wider Workforce Participation: Actions focus on identifying and addressing location-specific gaps in workforce supports, such as transit and child care, and exploring opportunities for coordinated employer investment in shared workforce supports.

Strategic Objective 2: Applied Innovation

Position Richmond as a hub for designing, piloting, and scaling solutions that create tangible value.

- Outcome 2.1 - Mature Ecosystem: Actions focus on exploring an applied innovation mentorship program, facilitating research partnerships between local businesses and polytechnic institutes, connecting businesses with existing technology demonstration programs, and convening local business networks to support collaboration.
- Outcome 2.2 - Robust Cluster: Actions focus on assessing demand for lab and production space, developing a targeted investment attraction approach, strengthening partnerships with regional, provincial and national investment attraction organizations, and exploring opportunities to leverage City assets for applied technology demonstration.

Strategic Objective 3: Future Ready

Support businesses and the workforce to adapt to changes in the economic environment.

- Outcome 3.1 - Thriving Local Businesses: Actions focus on expanding the Business Development Program's community-building and digital outreach, continuing to improve permitting through the City's "MyPermit" initiative, advancing a commercially-focused food hub initiative, and exploring targeted re-skilling supports for sectors affected by automation and emerging technologies.
- Outcome 3.2 – Future Ready Infrastructure: Actions focus on supporting electrification and/ or emerging technologies to power commercial fleets, advocating for goods

movement infrastructure improvements, exploring an eco-industrial business park in partnership with Lulu Island Energy Company, assessing sector-specific transformation needs, and continuing to expand district energy systems in Richmond.

Strategic Objective 4: Investment Ready

Unlock the full potential of Richmond's employment lands by protecting and enhancing existing assets, including improving access to servicing and amenities where needed.

- Outcome 4.1 - Highly Productive Employment Areas: Actions focus on protecting and enhancing designated employment lands including transit-oriented development areas, advancing site servicing in specific under-developed industrial areas, exploring performance-based zoning around well-connected waterfront sites, and exploring new forms of agri-industrial activity and agri-tourism to strengthen farm viability.
- Outcome 4.2 – Amenity-Rich Mixed-Use Areas: Actions focus on attracting and growing businesses in City Centre, strengthening suburban mixed-use village centres, supporting placemaking through wayfinding and tourism initiatives, exploring temporary activations of underutilized spaces, and expanding the mobile vending program.

Together, these Strategic Objectives reflect an integrated approach to building on Richmond's strengths and moving toward a future as a globally connected city where economic growth is inclusive, innovation is practical and applied, businesses and workers are resilient to ongoing change, and employment lands are protected and used to their full potential.

As Richmond's economic challenges and opportunities are interconnected, moving toward the draft Strategy's vision will require sustained collaboration with partners, including senior governments, businesses, educational and training institutions, and community organizations.

The full draft Economic Development Strategy is included in Attachment 1.

Proposed Public and Business Consultation

If endorsed, staff would undertake public and business consultation on the draft Strategy during Summer and early Fall 2026. Input would be sought on the proposed Vision, Strategic Objectives, and Outcomes, as well as on the full draft Strategy.

The following consultation approach is proposed:

- **Draft Strategy posted on Let's Talk Richmond**, where the public can review the document and complete an associated survey. Promoted through social media, e-newsletters, and digital signage at transit stations and community centres to raise broad public awareness.
 - Targeted outreach to the businesses and community organizations engaged during the earlier engagement phase to complete the survey.
 - Promotion of engagement opportunities at the City's Business and Partner Appreciation Event in Fall 2026.

- **Topic/ Sector-specific roundtables**, building on the key areas in the draft Strategy, to validate proposed actions and explore potential partnership opportunities. These may include technology and manufacturing, transportation and logistics, and economic inclusion.
- **Presentations to City Advisory Committees** to gather feedback, including the Economic Advisory Committee, Food Security and Agricultural Advisory Committee, Intercultural Advisory Committee, and Richmond Accessibility Advisory Committee, among others.

Next Steps

Following public and business consultation, feedback will be addressed in a revised Economic Development Strategy, which will be brought forward for Council's consideration, along with a What We Heard Report and Implementation Plan.

Budgetary Implications

None at this time. Financial implications associated with implementing the Strategy will be brought forward to Council for consideration on an initiative-by-initiative basis, as individual actions are advanced.

Conclusion

The draft Economic Development Strategy has been created through extensive community engagement, research, and analysis. It proposes a made-in-Richmond approach to economic development over the next decade, with a vision of a globally connected, inclusive, and resilient economy that builds on the city's distinctive assets and reflects the values and priorities of the community.

If endorsed, public and business consultation on the draft Economic Development Strategy would proceed in Summer and early Fall 2026. Following this consultation, a What We Heard report, revised Strategy, and an Implementation Plan would be brought to Council for consideration in Winter 2026/2027.

Respectfully submitted,

Katie Ferland, Director, Business Services

Report Contributors

This report was prepared by Jill Shirey, Manager, Economic Development and reviewed by the Arts, Culture and Heritage Services, Building Approvals, Climate and Environment, Community Social Development, Development Applications, Engineering, Finance, Human Resources, Intergovernmental Relations, Lulu Island Energy Company, Parks Services, Planning & Strategic Initiatives, Policy Planning, and Transportation.

Endorsed by Serena Lusk, CAO

Att. 1: Draft Economic Development Strategy

CITY OF RICHMOND

Draft Economic Development Strategy

GP - 131

Where Place Powers Prosperity
2027-2037



Contents



Executive Summary.....	3
Introduction.....	4
Guiding Principles.....	6
Richmond's Economy at a Glance.....	7
Economic Assets	9
Current State Analysis	10
Strengths.....	10
Challenges	10
Opportunities.....	11
Threats	11
Vision.....	12
Building Blocks.....	14
1.0 Shared Prosperity	15
What is shared prosperity?	16
1.1 Inclusive Employment Opportunities	20
1.2 Expanded Local Entrepreneurship	21
1.3 Wider Workforce Participation	23
2.0 Applied Innovation.....	24
What is applied innovation?	25
2.1 Mature Ecosystem	29
2.2 Robust Cluster	30
3.0 Future Ready	32
What does it mean to be future ready?	33
3.1 Thriving Local Businesses.....	37
3.2 Future Ready Infrastructure	39
4.0 Investment Ready	41
What does it mean to be investment ready?	42
4.1 Highly Productive Employment Areas	46
4.2 Amenity-Rich Mixed-Use Areas	48
Conclusion	49

Executive Summary

Richmond's economy is strong. This strategy builds on that foundation by getting ahead of change, rather than reacting to it. As the regional and global economies continue to evolve, the City has an opportunity to take a deliberate, coordinated approach to shaping its future, building on its unique assets, and responding to emerging challenges.

Richmond's economy is diverse. It is home to nearly 10,000 businesses, the majority of which are small, that account for more than 14,000 business licenses. Together, they support more than 145,000 jobs across key sectors such as transportation and logistics, retail and services, manufacturing, and food. Its role as a gateway, anchored by the airport, port, and regional transportation

networks, combined with its City Centre and transit-oriented village network, industrial land base, agricultural assets, and diverse workforce, positions Richmond as a critical economic hub across the region and the country.

At the same time, Richmond faces a set of interconnected challenges. These include constraints on industrial and employment land development, traffic congestion on regional bridges and tunnels, evolving workforce needs, barriers to economic participation, and the growing impacts of climate change. Residents and business owners consistently emphasized that these challenges are linked, requiring coordinated action across land use, infrastructure, workforce, and economic development.

In response, this strategy places particular emphasis on industrial and employment lands, where demand pressures and supply constraints are most pronounced. It sets a clear vision for the next ten years: a globally connected economy, leveraging Richmond's geography, diversity, and varied strengths to long-term competitive advantage.

This vision is supported by four strategic objectives:

Shared Prosperity: Expanding access to economic opportunity and ensuring the benefits of growth are broadly shared across the community.

Applied Innovation: Strengthening Richmond's position as a hub for designing, testing, and scaling practical, real-world solutions across sectors.

Future Ready: Supporting businesses, infrastructure, and the workforce to adapt to economic, technological, and environmental change.

Investment Ready: Unlocking the full potential of employment lands to support business growth, investment, and job creation.

Together, these objectives reflect a shift toward a more proactive, forward looking, responsive, and integrated approach to economic development. This approach recognizes the importance of enabling conditions such as infrastructure, workforce access, regulatory clarity, and proactive land use planning to protect employment lands and support their long-term use.

The strategy also defines a clear role for the City: to lead, convene, and enable. While many economic outcomes are shaped by broader regional and global forces, the City plays a critical role in creating the conditions for success through planning, policy, partnerships, and targeted investments.

Achieving this vision will require sustained collaboration with businesses, institutions, community organizations, and other levels of government. Progress will be measured not only by economic growth, but by how outcomes are experienced across the community, including improved access to opportunity, increased resilience, and more productive use of land and infrastructure.

This strategy charts a course for a competitive, inclusive, innovative, and future-focused economy. It builds on Richmond's strengths while proactively preparing for change.



Introduction

Introduction

Why this strategy?

Richmond stands at an important moment. As the regional and global economies continue to shift, Richmond can take a deliberate, values-driven approach to shaping its economy—one that builds on its strengths and reflects the priorities of the community.

The City of Richmond's Economic

Development Strategy is grounded in the belief that a strong local economy is about opportunity. Developed with input from residents, businesses, and community organizations, this strategy charts a course for an economy that is competitive, resilient, inclusive, and environmentally responsible.

The strategy builds on Richmond's distinct strengths and assets, including its diverse and skilled workforce, strong local business community, well-connected infrastructure, and valuable land base. It will guide how the City invests, plans, and partners in the years ahead.

Richmond's economic future is too important to be left to chance. It must be crafted together.

What we heard

More than 400 Richmond residents, business owners, community organizations, employees, students, and visitors were engaged through a public survey, one-on-one interviews, topic-specific roundtables, advisory committee discussions, and pop-up engagements. Participants spanned a wide range of ages, employment positions, and industry sectors.

Participants emphasized the importance of:

- Supporting local businesses to grow, adapt, and stay competitive by removing barriers to doing business and improving access to space and infrastructure.
- Addressing commuting challenges and congestion on regional bridges and provincial corridors that affect business productivity, workforce availability, and resident quality of life.
- Addressing barriers to economic participation for youth, newcomers, and people with disabilities in collaboration with employers, service providers, and institutions.
- Coordinating with other levels of government, as well as the port and the airport, on industrial land and infrastructure planning, including establishing a long-term vision for Richmond's industrial lands.



- Aligning economic development and innovation agendas with environmental sustainability and resilience, ensuring innovation supports climate adaptation and decarbonization.
 - Improving the predictability, clarity, and efficiency of permitting and licensing processes.
 - Engaging in placemaking activities, including the activation of public spaces, to support economic activity and community vibrancy.
 - Addressing sector-specific challenges and trends stemming from changes to the trade landscape, shifts in the Richmond population, and advances in technology availability and adoption.
- Participants consistently described economic issues as interconnected rather than isolated. Transportation, workforce participation, land use, permitting, affordability, and resilience were frequently discussed together, with participants emphasizing that challenges in one area often influence the outcomes in others.
- The Richmond community also weighed in on the City's role in stewarding the economy, emphasizing the importance of leadership in:
- Attracting new economic activity.
 - Helping navigate business licensing and permitting processes.
 - Planning for future industrial and commercial space, including commercial and community activations of public space.

Guiding Principles

Four guiding principles informed the development of this strategy.

01

Forward-Looking and Resilient

Build on Richmond's strengths and assets to create the conditions for strategically ambitious, long-term economic prosperity, while also designing for resilience as challenges and opportunities evolve.

02

Inclusive Prosperity and Shared Opportunity

Facilitate economic growth that is equitable, accessible, and broadly shared across sectors and diverse communities, considering both people and the environment at the centre of growth.

03

Collaborative and Partnership-Oriented

Foster strong partnerships with businesses, institutions, community organizations, and other levels of government to leverage shared opportunities and build a high-functioning, connected ecosystem.

04

Leveraging the City's Role

Support and facilitate the conditions for innovation, investment, and growth through the deliberate and strategic use of the City's tools, resources, and expertise.



Richmond's Economy at a Glance

Business Landscape

Richmond's economy is comprised of about 9,760 businesses. More than 70% of these businesses are small businesses with fewer than 10 employees. In total, Richmond has approximately 14,000 active business licenses, since many businesses have multiple licensed operations.

Richmond's largest industry sectors by both employment and business count are:

- Transportation and Logistics
- Retail and Services
- Health, Community, and Care
- Tourism, Arts, and Culture

There are an estimated 145,900 jobs in Richmond in 2026. While Richmond makes up about 8% of the Metro Vancouver population, it accounts for about 10% of regional jobs, highlighting its role as a significant regional employment hub.

Figure 1. Distribution of Businesses and Jobs by Sector in Richmond

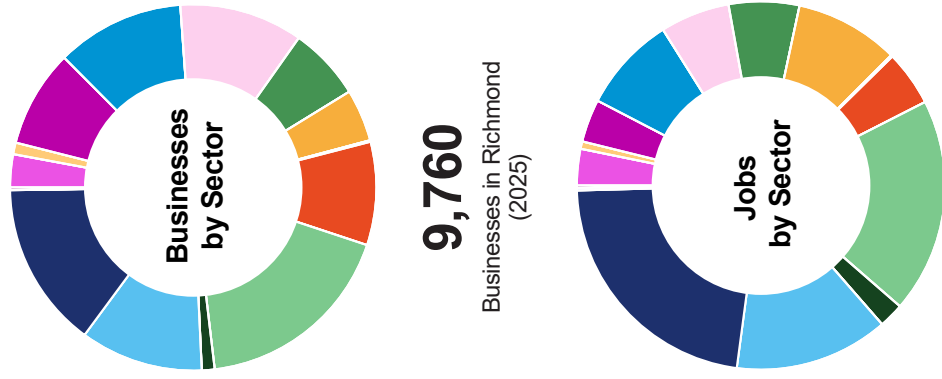


Table 1. Sector Composition of Businesses and Jobs in Richmond

Sector	Businesses	Share	Jobs	Share
Administration	285	2.9%	4,515	3.1%
AgriFood	100	1.0%	915	0.6%
Construction	840	8.6%	5,310	3.6%
Finance, Insurance, Real Estate	1,105	11.3%	11,900	8.2%
Health, Community, and Care	1,065	10.9%	13,540	9.3%
Information Technology	630	6.5%	8,730	6.0%
Manufacturing	449	4.6%	12,870	8.8%
Natural Resources	13	0.1%	205	0.1%
Professional Services	890	9.1%	6,855	4.7%
Retail and Services	1,760	18.0%	26,620	18.2%
Science and Tech Mfg	108	1.1%	3,085	2.1%
Tourism, Arts, and Culture	1,062	10.9%	19,060	13.1%
Transportation and Logistics	1,429	14.7%	31,655	21.7%
Utilities	3	0.03%	325	0.2%
Waste Mgmt. and Remediation	20	0.2%	280	0.2%

Note: All figures are estimates. Business figures are based on Statistics Canada annual enterprise count reporting (2025). Public sector enterprises have been omitted from business counts. Jobs figures are based on Statistics Canada census reporting, adjusted to estimated 2026 figures based on Metro Vancouver population and job estimates.

Note: Figure 1 and Table 1 represent individual business entities. In total, Richmond has about 14,000 active business licenses as many businesses have multiple licensed operations.

Sub-sector Breakdown

The following six sectors are presented in greater detail due to their size, diversity, and complexity. Each includes distinct sub-sectors that play different roles within Richmond’s economy, and where data allowed for a more detailed analysis. This additional breakdown is intended to provide clarity, rather than to signal priority.

Table 2. Sub-Sector Composition of Businesses and Jobs in Richmond

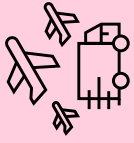
Sector	Sub-Sector	Businesses	Share	Jobs	Share
Transportation and Logistics	Aviation	63	4.4%	8,160	25.8%
	Transit + Other Transport	81	5.7%	1,940	6.1%
	Warehousing + Logistics	392	27.4%	11,115	35.1%
	Wholesale Trade	893	62.5%	10,440	33.0%
		1,429	100%	31,655	100%
Health, Community, and Care	Child Care	168	15.8%	1,630	19.0%
	Education (Private)	244	22.9%	2,230	25.9%
	Health (Private)	653	61.3%	4,740	55.1%
		1,065	100%	8,600	100%
Tourism, Arts, and Culture	Accommodation + Tours	129	12.1%	2,980	15.6%
	Arts + Entertainment	118	11.1%	2,920	15.3%
	Film + Media	51	4.8%	1,595	8.4%
	Food Services	764	71.9%	11,565	60.7%
		1,062	100%	19,060	100%
Manufacturing	Equipment Manufacturing	28	6.2%	1,180	9.2%
	Food Manufacturing	109	24.3%	3,345	26.0%
	Other Manufacturing	312	69.5%	8,345	64.8%
		449	100%	12,870	100%
Science and Tech Manufacturing	Aerospace	2	1.9%	445	14.4%
	High Tech Equipment	29	26.9%	1,375	44.6%
	Life Sciences + Biotech	77	71.3%	1,265	41.0%
		108	100%	3,085	100%
Information Technology	Software + Data	20	3.2%	875	10.0%
	Technology Services	577	91.6%	6,950	79.6%
	Telecommunications	33	5.2%	905	10.4%
		630	100%	8,730	100%

Note: All figures are estimates. Business figures are based on Statistics Canada annual enterprise count reporting (2025), which represent individual business entities. In total, Richmond has about 14,000 active business licenses as many businesses have multiple licensed operations. Public sector enterprises have been omitted from business counts. Jobs figures are based on Statistics Canada census reporting, adjusted to estimated 2026 figures based on Metro Vancouver population and job estimates.

Economic Assets



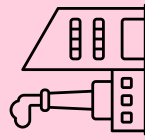
**Vancouver
International Airport**



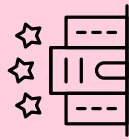
**Intermodal logistics
infrastructure**



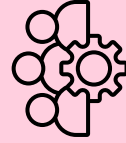
**GP
I
139
Transit-oriented
development**



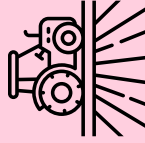
Industrial land



Tourism



**Diverse, highly-
educated workforce**



Agricultural land

Richmond's economy is shaped by a diverse mix of assets that support economic activity.

Vancouver International Airport (YVR) | YVR is Canada's second-busiest airport and is a major national and international transportation hub for both passenger travel and air cargo.

Goods Movement Infrastructure | The Vancouver Fraser Port Authority (VFPA) owns more than 817 acres of industrial land in Richmond which are home to some of the region's largest goods movement and logistics facilities, including intermodal container yards, vehicle import facilities, and transloading facilities. Richmond is served by major highways, rail, air, and waterways via the Fraser River.

Transit-Oriented Development | Richmond's Official Community Plan (OCP) directs growth into a city-wide network of transit-oriented villages where residents are close to jobs, services, and amenities, while preserving and intensifying employment lands that support the diverse sectors in Richmond's economy. This approach promotes the City Centre's Canada Line villages as Richmond's hub for retail commercial and institutional uses, while outside City Centre, densification of existing shopping areas supports compact, mixed-use, walkable neighbourhoods.

Agricultural Land | With a deeply rich history of agricultural uses, Richmond's OCP prioritizes protection of the City's agricultural land base within the Agricultural Land Reserve (ALR), ensuring agriculture remains the primary use of these lands.

Industrial Land | About 17% of Metro Vancouver's industrial-zoned land and 18% of its industrial built space is in Richmond, much of it in short supply. These lands support 1,430 transportation, logistics, and wholesale businesses and 450 manufacturers, and range from well-connected sites near the City Centre (including flight path areas) to industrial lands in other parts of the city.

Diverse Workforce | Richmond's workforce is highly educated and extremely diverse. More than 65% of the workforce are immigrants with a wide range of cultural and ethnic backgrounds, as well as skill, education, and experience backgrounds.

Tourism | Both regional and national visitors are drawn to Richmond's culinary scene, diverse natural landscapes, recreation including sport tourism, and cultural and heritage offerings.

The influence of these economic assets can be felt throughout Richmond's economy, powering its industries and shaping its innovation landscape.

Strengths

Transportation and Logistics

Richmond is home to a nationally and regionally significant transportation and logistics cluster, anchored by port and airport activities.

Diversity and Education

Richmond's resident workforce is highly educated and diverse. A significant portion of residents have post-secondary education in fields such as science, technology, engineering, mathematics, business administration, and social sciences.

Richmond has also long been a destination for newcomers, fostering strong connections to the Asia-Pacific region and beyond that contribute to the City's global outlook and economic competitiveness.

Manufacturing

Richmond is home to about 450 manufacturing companies with notable strengths in food manufacturing and equipment manufacturing, including specialized imaging equipment, clean technology, and biotech and life sciences equipment.

Retail and Services

Richmond is home to a thriving retail and local service scene, with significant regional shopping centres, automobile sales and service centres, and home renovation retailers.

Agrifood and Seafood

Richmond has a rich soil-based farming tradition, with about 39% of its land base in the ALR. It is also home to more than 500 commercial fishing vessels.

Strategic Gateway

Richmond sits at the intersection of air, marine, road, and rail corridors. Its significant industrial lands have attracted a wide range of industry, including airport-driven hotels and hospitality, while transit connectivity and island geography appeal to both residents and workers. Thoughtful urban design is transforming Richmond into a series of walkable neighbourhoods.

Technology

Richmond is home to leading companies in aerospace, clean technology, biotech, advanced imaging, equipment manufacturing, and telecommunications. These companies are drawn to Richmond for its location, supportive land use policies, and deep talent pool.

Challenges

Employment Lands

Richmond's silt and peat soils make it an expensive place to build, with site servicing, infrastructure upgrades, and geotechnical work all contributing to Richmond's development premiums. Together these factors can extend timelines and costs of development, which can lead to untapped potential.

Traffic and Congestion

Traffic and road congestion, particularly on regional bridges and provincial corridors, constrain business productivity. It can lead to long commutes, particularly for those who must use bridges or tunnels from other parts of Metro Vancouver to access Richmond workplaces. Traffic can also constrain goods movement, contributing to increased costs for cargo owners and lowered labour productivity for transportation providers.

Economic Inequality

Despite the diversity of Richmond's workforce, many Richmond residents experience barriers to equal economic opportunity. Newcomer and immigrant workers experience wage gaps, skills mismatches, and underutilization of their experience. Youth face limited pathways to employment due to limited professional networks, and people with disabilities encounter stigma and prejudice. Where lower-barrier work opportunities are plentiful, such as in industrial areas, limited transit options further constrain access to employment.

Innovation Ecosystem

Although Richmond is home to many notable cutting-edge companies, its innovation ecosystem remains underdeveloped. Limited connectivity between Richmond's business community and regional industry associations, investor networks, and events make collaboration and networking difficult for Richmond innovators. Language and cultural barriers can further isolate individuals.

Opportunities

Transforming Transportation and Logistics

Adoption of autonomous, electric, mobility-as-a-service, and intermodal transportation and logistics solutions can help increase productivity and transform mobility.

Strengthening the Local Food System

Climate-resilient farming, agricultural intensification, and value-added food processing can improve agricultural land productivity and reduce food waste. In addition, creating new pathways to market and food distribution models can help increase access to local food.

Capitalizing on Workforce Talent

Newcomers, youth, people with disabilities, and other groups experiencing barriers to economic participation represent valuable sources of talent, skills, and perspectives for Richmond's economy. Reducing barriers and expanding access to opportunities can strengthen community prosperity while helping local businesses access a broader talent pool.

Threats

Financial Pressures

High housing costs, insufficient access to affordable child care to meet community need, and insufficient transit can negatively impact workforce participation. In addition, high rates of income inequality mean that many residents are struggling to meet their basic needs, and land speculation is placing pressure on employment, industrial, and agricultural lands.

Small Business Capacity

The Richmond economy is primarily made up of small businesses that lack capacity to plan for and adapt to major changes in the economic environment. In addition, small businesses do not typically have formal inclusive hiring practices that can help support diverse workforce needs.

Changing Workforce Demographics

Richmond's workforce is aging and is likely to see a wave of retirements over the coming decade. Slowing immigration is also likely to reduce the flow of new workers into the city.

Artificial Intelligence Adoption

Artificial intelligence (AI) and automation are opportunities already embraced by many companies as they explore how to increase productivity. These technologies may also result in job losses, particularly in sales and service occupations and entry-level roles in administration and management.

Climate Change and Flooding

Richmond's low-lying island geography creates heightened exposure to sea level rise and flooding, as well as potential long-term soil salinity issues. This can impact farming and expose facilities and equipment to flood damage if mitigation measures are not implemented over time.

Soil Instability and High Cost of Construction

Richmond has a higher cost of construction than many Metro Vancouver municipalities due to unstable soils and the need for flood-resilient construction. This can limit the pace of development.

Vision

Vision

Informed by a clear picture of where Richmond's economy stands today, the 2027-2037 Richmond Economic Development Strategy sets a vision for how Richmond's economy will evolve over the next ten years.

Where place powers prosperity

By 2037, Richmond has a thriving, globally connected economy that leverages its geography and diversity into competitive advantages.

Richmond is home to increasingly productive employment lands, cutting-edge applied innovation, and a resilient business community.

It is a city where economic opportunity is widely shared.

This vision is supported by the following four Strategic Objectives, each with associated Outcomes and Actions, to guide implementation over the next ten years.



Shared Prosperity

Expand access to economic opportunity and ensure the benefits of growth are broadly shared.



Applied Innovation

Position Richmond as a hub for designing, piloting, and scaling solutions that create tangible value.



Future Ready

Support businesses and the workforce to adapt to changes in the economic environment.



Investment Ready

Unlock the full potential of all employment lands, prioritizing under-utilized space.



Building Blocks

This strategy builds on a strong foundation.

Local Partners

- **Richmond Economic Development Office:** The City's team that is the principal group responsible for developing and stewarding implementation of this new Economic Development Strategy.
- **Richmond Economic Advisory Committee:** Comprised of 14 appointed Richmond residents that provide staff and City Council with feedback and advice on economic development initiatives.

- **Tourism Richmond:** A non-profit destination marketing organization (DMO) contracted by the City to promote Richmond tourism through a wide range of sales and marketing initiatives.

- **Richmond Film Office:** Promotes the growth of the film sector by acting as a one-stop-shop for the film industry, while also providing centralized services to businesses and residents affected by filming.

- **Richmond Chamber of Commerce:** An association that advocates for and connects the business community.

Complementary Municipal Strategies, Initiatives, and Plans

- **Official Community Plan:** Sets the land use planning and policy context for maintaining and enhancing employment areas.
- **Employment Lands Strategy:** Sets a vision for the maintenance and evolution of employment lands over several decades.
- **Industrial Lands Intensification Initiative:** Identifies how City land use regulations can support the protection and intensification of industrial lands.
- **Tourism Master Plan:** Outlines goals and initiatives aimed at enhancing the visitor experience, supporting economic growth, and sustainable tourism practices.
- **Circular City Strategy:** A 25-year vision to maximize the value of resources by design, spanning the built environment, food systems, businesses, and more.
- **Community Energy & Emissions Plan (CEEP):** Outlines a climate action vision centered around buildings and district energy, mobility and transportation, and green infrastructure.
- **Farming First Strategy:** Provides guidance on the City plans to protect and support agricultural activity.
- **Affordable Housing Strategy:** Includes actions to increase affordable housing and to support those most in need of housing.
- **Child Care Strategy:** Identifies opportunities to enhance child care through partnerships, programs, and capital projects.
- **Social Development Strategy:** Includes directions for improving access to basic needs, enhancing inclusion, and building community.
- **Poverty Action Plan:** Includes actions related to fostering social enterprise and promoting training, upskilling, and mentorship programs.
- **Ecological Network Management Strategy:** Guides the protection and enhancement of Richmond's ecological assets for resilience, livability, and sustainable growth.
- **Arts Strategy:** A blueprint to expand public art, fund local creators, and provide affordable, accessible creative spaces for the community.
- **Richmond's Cycling Network Plan:** A 15-year roadmap to expand the city's bicycle and active transportation infrastructure.

Regional, Provincial, and National Economic Development Partners

- **Invest Vancouver:** Regional economic development service.
- **WorkBC:** Provincial government service that provides labour market information and employment services.
- **Pacific Economic Development Canada (PacifiCan):** Dedicated federal economic development agency.

These building blocks are just a sample of the partnerships and initiatives that play a role in Richmond's economic landscape.

Progress toward Richmond's economic vision will be influenced by these building blocks and other regional and global economic conditions.

Shared Prosperity

GP – 145



Background

What is shared prosperity?

A strong local economy works for everyone.

This strategy is built on a simple idea—growth should improve daily life and generate economic opportunity for all Richmond residents.

Shared prosperity means:

- Richmond has an inclusive labour market that leverages the strengths, skills, and diversity of the workforce.

Pathways to wealth generation and value capture are open to everyone through entrepreneurship, investment, intellectual property development, and ownership of assets.

- Richmond residents have equitable access to essential services including healthcare services, affordable housing and child care, and transit and mobility services for commuting.

By focusing on inclusive economic opportunities, Richmond can ensure every resident, regardless of background, can contribute to—and benefit from—the City's economy.

How do we measure success?

Rather than aggregate metrics (such as GDP and job numbers), success is measured by distributional metrics (such as reductions in income inequality and unemployment among groups facing economic barriers).

What building blocks are already in place?

Richmond already has several building blocks in place for growing shared prosperity. These include:

- Dedicated strategies and policies for improving workforce access to child care, mobility services, and affordable housing.
- Partnerships with agencies that support employment for youth, newcomers, and people with disabilities.



Current State

Richmond's Workforce

Workforce Size

About 52% of the Richmond population, or about 127,000 Richmond residents, are actively employed or seeking work.

Workforce Demographics

Richmond's workforce reflects the city's extraordinary diversity:

- About 40% of the Richmond workforce is over 54 years old.
- More than 65% of the employed population identify as immigrants, compared to approximately 40% across Metro Vancouver.

About 70% of the population has a native language other than English, with more than 40% of the population speaking either Cantonese or Mandarin as their first language.

- 80% of Richmond residents identify as non-Caucasian, well above the regional average of 55%.
- About 0.7% of the Richmond population has Indigenous heritage.

Workforce Training and Education

Richmond's workforce is highly educated:

- About 46% of people aged 25 to 64 in Richmond have a bachelor's degree or higher compared with 43% across Metro Vancouver.

- A greater share of Richmond residents are educated or trained in the fields of engineering, math, business administration, and social sciences compared with the rest of the region.

Workforce Trends and Risks

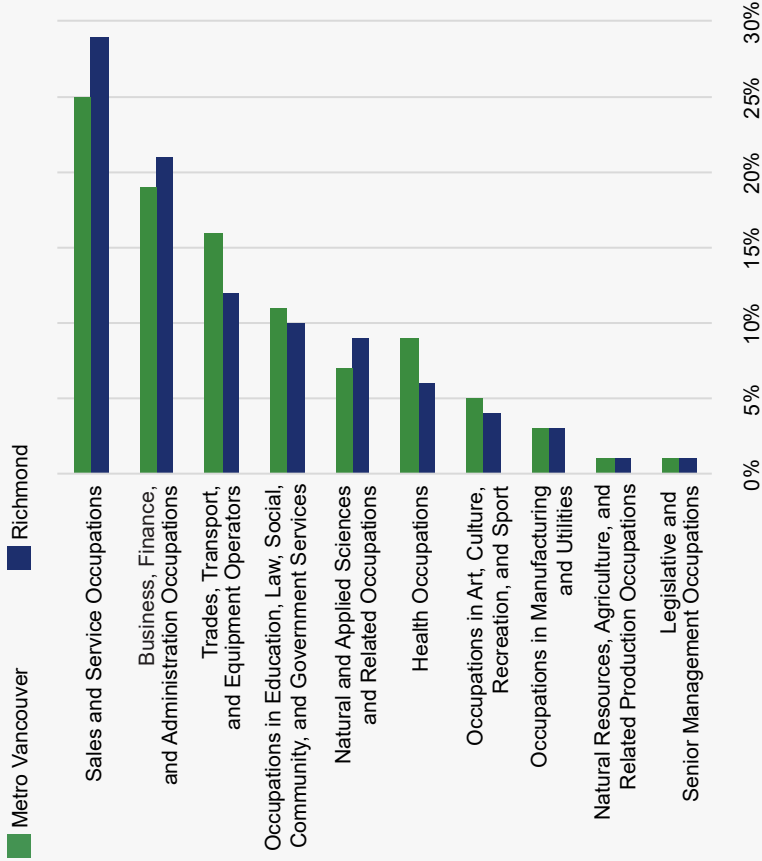
Several trends are likely to impact Richmond's workforce going forward:

- Slowing immigration is likely to impact the size of Richmond's workforce.
- Richmond has an aging population, with more workers over the age of 55 than is common across the region.
- More than 65% of workers in Richmond are in occupations that may be impacted by artificial intelligence (positively or negatively) which is higher than the national average.

Occupation Profile

Compared with other Metro Vancouver municipalities, the Richmond workforce has more people employed in sales and service occupations, as well as business, finance, and administration occupations. It is worth noting that these occupations span every sector of the economy, not just finance or retail. Richmond has proportionally fewer residents employed in health, education and community service occupations, as well as in trades and equipment operations.

Figure 2. Share of Workforce by Occupation Type



*All workforce data is from the Statistics Canada 2021 Census of Population.

Current State

Challenges and Opportunities

Workforce Challenges

Richmond's workforce diversity is one of Richmond's greatest assets, and it also concentrates vulnerability, as some groups face greater barriers to economic opportunity. Richmond experiences wage gaps, skills mismatches, and the underutilization of credentials and experience, meaning that too many residents are working below their potential and too many employers do not have the talent they need. Specific workforce challenges include:

Skills Mismatch

Richmond's workforce is highly educated but underrepresented in key sectors such as healthcare, skilled trades, and equipment operations, contributing to persistent hiring challenges for local employers and limiting sector growth in critical areas.

Training Utilization

A high share of Richmond residents are employed in roles that do not align with their level of education or training, particularly among internationally educated workers, resulting in underutilized skills and reduced productivity across the local economy.

Wage Gaps

Median wages for some workers in Richmond, particularly among immigrant populations and part-time workers, lag regional benchmarks, reflecting a concentration of employment in lower-wage occupations and contributing to income inequality across demographic groups.

Access to Workforce Supports

As is the case in many other regions, high housing costs, limited access to flexible, affordable child care, and insufficient workforce transportation options can keep Richmond residents from fully participating in the economy or finding meaningful and stable work.

Opportunities to Improve Economic Participation

Specific opportunities to improve workforce participation and access to economic opportunities were identified for youth, newcomers, and people with disabilities. Individuals at the intersection of these groups face significant barriers to finding stable, meaningful, and suitable work. Specific opportunities to improve economic inclusion and participation include:

Improving Professional Networks

Employment agencies identified limited (Canadian) work experience and professional networks as barriers to employment for newcomers and youth. They expressed value in helping build networks for these groups.

Building Local Supplier Capacity

Leveraging municipal purchasing opportunities, where appropriate and aligned with Canada's trade agreements, can support business growth. Increasing awareness and broadening access can enable suppliers of varying sizes to engage.

Promoting Benefits of Inclusive Workforce

Increase awareness of the benefits and opportunities of an inclusive workforce as well as the available community-based programs and services that support economic participation for individuals who face barriers to employment, including people with disabilities.

Adapting to New Technologies

Emerging technologies and changing skill requirements create both risks and opportunities. Businesses may need support to adopt technologies where they improve productivity, while workers may require upskilling or retraining where jobs are impacted.

STRATEGIC OBJECTIVE 1

Shared Prosperity

Expand access to economic opportunity and ensure the benefits of growth are broadly shared.

OUTCOMES

- 1.1 Inclusive Employment Opportunities
- 1.2 Expanded Local Entrepreneurship
- 1.3 Wider Workforce Participation

GP I 149



Future State

Richmond's economy is one where the full range of residents—including newcomers, youth, people with disabilities, aging workers, and others that have traditionally faced limited opportunities—can find pathways to well-paying and meaningful work. Skills are well matched to opportunity, enabling residents to work to their full potential while helping employers find the talent they need to grow and evolve. Employers embrace progressive and inclusive hiring practices, and businesses are equipped with the tools and support to access a broader, more diverse talent pipeline. Barriers that once constrained economic participation, such as high housing and child care costs and inaccessible workplaces, are actively addressed through coordinated action across sectors.

Richmond's diverse and globally connected population is recognized as a core economic strength that drives innovation and economic value. The community's deep immigrant roots and multilingual workforce support business growth and connect Richmond companies to

global networks and markets. Economic value generated in Richmond is increasingly retained and recirculated within the community, supported by stronger pathways for business succession and ownership transition. Technology and AI are integrated into the workforce in ways that enhance rather than displace workers, with residents able to access the training and transition supports they need to adapt and thrive.

Reducing inequity is recognized as both a social and economic priority that strengthens Richmond's long-term competitiveness. Unlocking the capabilities of every resident expands the city's productive capacity and reinforces Richmond's position as a place where people can successfully build their lives and careers. Businesses play an active leadership role in advancing shared prosperity by adopting inclusive employment practices, investing in workforce development, and shaping workplaces that are accessible, supportive, and responsive to a diverse workforce.

OUTCOME 1.1

Inclusive Employment Opportunities

What We Heard

Employers, service providers, and community organizations identified persistent gaps between available jobs and workforce participation. Agencies noted limited engagement with employers and a lack of shared information on workforce needs and career pathways, making it difficult to align programs with demand. Businesses highlighted challenges finding workers with the right skills and planning for an aging workforce, particularly in trades and entry-level roles.

Across groups, participants emphasized the need for stronger coordination and clearer pathways to connect people to employment opportunities.

Key opportunities include:

- Improving coordination and information sharing between employers, employment service organizations, and training institutions.
- Expanding early pathways into the trades, including increasing exposure in high school.
- Developing programmatic approaches to connect specific groups with well-matched employment opportunities.

City Roles

- **Connector and convener:** Bring employers together and facilitate connections with employment service agencies and training institutions.
- **Information broker:** Share insights on workforce gaps and employment opportunities based on engagement with businesses.
- **Leading by example:** Advance equitable, inclusive, and accessible People & Culture practices that support a diverse workforce and foster a sense of belonging within City operations.

Partner Roles

- **Social enterprises and non-profits:** Deliver programs and supports tailored to different populations.
- **Education and training institutions:** Develop pathways to employment and certification aligned with workforce needs.
- **Employers:** Adopt inclusive workforce practices, build partnerships with service providers, and increase awareness of available supports.

How We Will Support Inclusive Employment

ACTION 1.1.1

Collect and communicate workforce gaps.

Engage employers to understand current and future workforce needs, including required skills and volumes. Share insights with the community, including employment agencies, social enterprises, and training providers, to inform workforce development and job matching.

ACTION 1.1.2

Champion inclusion and convene employers to share best practices.

Continue to expand Richmond's efforts to be an inclusive, accessible, and equitable employer. Bring together employers to share best practices, identify inclusive workplace strategies, and increase awareness of available supports to help address recruitment and retention challenges.

ACTION 1.1.3

Promote careers and pathways to entry in the trades.

Explore convening schools, employers, and training providers to expand awareness of trades careers, strengthen entry pathways, and increase access to hands-on learning, apprenticeships, and work experience.

ACTION 1.1.4

Explore opportunities to seed social enterprise programs.

Identify opportunities to align employer needs with the skills of under-represented groups. Work with partners to pilot targeted "pathway to employment" initiatives.

OUTCOME 1.2

Expanded Local Entrepreneurship

What We Heard

Participants highlighted entrepreneurship as an important pathway to wealth generation and economic inclusion, particularly for newcomers and under-represented groups. There was strong interest in retaining more economic value within Richmond by supporting locally-owned businesses and strengthening local supply chains. Engagement also underscored the importance of targeted supports, including programs for immigrant entrepreneurs and greater attention to business continuity and succession planning.

Key opportunities include:

- Expanding supports for immigrant and under-represented entrepreneurs, building on successful existing programs.
- Strengthening business succession planning, particularly for locally-owned, micro-scale or home-based, and immigrant-run businesses.
- Leveraging City purchasing and partnerships to support businesses and keep value circulating locally.

City Roles

- **Purchaser and connector:** Leverage municipal purchasing processes and communication channels to support businesses and other organizations in connecting to new opportunities.
- **Regulator and enabler:** Use planning and development tools to shape opportunities for local entrepreneurship within new and existing developments.
- **Program developer:** Deliver and scale business support programs through economic development and business engagement initiatives.

Partner Roles

- **Social enterprises and service providers:** Develop and deliver targeted entrepreneurship programs (e.g., immigrant entrepreneurship, mentorship, financing supports).
- **Business support ecosystem (e.g., financial, legal):** Provide advisory services and tailored supports to entrepreneurs at different stages and from diverse backgrounds.

How We Will Support Local Entrepreneurship

ACTION 1.2.1

Promote existing entrepreneurship supports.

Continue to promote and enhance awareness of existing business supports. Provide guidance to help entrepreneurs navigate City processes, access external programs, and test business ideas through flexible, low-barrier opportunities.

ACTION 1.2.2

Explore opportunities related to municipal purchasing.

Building on the circular economy considerations in the City's Procurement Policy, explore opportunities to do additional work with local businesses and organizations where appropriate and aligned with Canada's trade agreements. Consider additional channels and approaches to communicate prospective opportunities to work with the City, with the goal of increasing awareness and broadening access to opportunities.

ACTION 1.2.3

Explore opportunities for innovative partnerships between the public and private sector.

Explore innovative mechanisms to support local businesses and employment outcomes. Approaches could include those that help secure benefits such as jobs, training, services, or other economic opportunities and deliver value to the community. Align expectations with local capacity and build implementation over time.

ACTION 1.2.4

Partner with service providers to deliver a local business succession program.

Explore partnerships with service providers to develop and deliver a local business succession program, supporting ownership transitions and long-term business continuity.



Business Succession Program Case Study Simcoe County's BizLink™ Program

Managed by Orillia Area Community Development Corporation (CDC) in Ontario, the BizLink™ program was originally piloted in 2018 to fill the gap in business transition support. "BizLink was created to address a critical need in our communities — helping business owners who are ready to sell, and aspiring entrepreneurs looking to buy, connect with the right supports and each other," said Jim Fitzgerald, General Manager of the Orillia Area CDC in 2025.

That critical need continues today. A recent report from the Northern Policy Institute, Ontario Chamber of Commerce, and Société Économique de l'Ontario found that "73% of Ontario business owners do not have a completed succession plan in place. One-third of those planning to sell or retire within five years have no plan at all."

The BizLink program supports transition of ownership of a business through:

- Maintaining a confidential regional database that connects retiring business owners with aspiring entrepreneurs.
- Running a targeted lending program for business purchasers.
- Offering succession planning education and coaching.
- Providing one-on-one support on business valuation, tax planning, and legal processes associated with business transition.

The BizLink program has facilitated nearly 100 business transitions to local entrepreneurs since 2020. It is expanding across Western Ontario following recognition by the Province of Ontario.

Municipal Role

Municipalities and regional partners supported the early development of BizLink. This model highlights how municipalities can support program uptake through promotion, local business engagement, and other economic development activities. This type of model helps retain locally owned businesses, jobs, and economic value within the community.

OUTCOME 1.3

Wider Workforce Participation

What We Heard

Participants emphasized that workforce participation is shaped by multiple, interconnected factors, including income, housing affordability, transportation access, and availability of child care. These enabling conditions were described as influencing whether individuals are able to enter and remain in the workforce, particularly those who are underrepresented in the workforce.

Organizations supporting newcomers and other under-represented groups highlighted increasing demand for services alongside limited capacity. At the same time, businesses noted that gaps in transit access and child care continue to affect recruitment and retention, particularly in industrial and shift-based roles.

Key opportunities include:

- Addressing location-specific gaps in transit and child care, particularly in employment areas with limited access.
- Supporting employer-led or coordinated solutions to workforce challenges, including shared services or investments.

- Strengthening coordination between service providers, employers, and government to better align workforce supports with demand.

City Roles

- Advocate:** Advocate for expanded transit service and workforce-enabling infrastructure, including location-specific child care.
- Convener:** Bring together employers in under-served areas to support coordination and explore collective solutions to workforce challenges.

Partner Roles

- Service providers (e.g., transit agencies, child care providers):** Deliver and expand services that address workforce participation barriers.
- Employers:** Identify workforce needs, participate in coordinated solutions, and collaborate on initiatives that address shared challenges.
- Other levels of government:** Support services, such as child care and transit, that address workforce participation barriers.

How We Will Support Workforce Participation

ACTION 1.3.1

Advocate for addressing specific workforce service gaps.

Identify location-specific gaps in workforce supports, such as transit and child care, and proactively communicate these gaps and advocate for expanded service models that improve access to employment.

ACTION 1.3.2

Explore opportunities for employer investment in workforce supports.

Identify business leaders in under-served areas for coordinated investments in workforce supports, including shared transportation or child care solutions. Consider how to educate employers on Business Improvement Association (BIA) and Transit Management Association (TMA) models for collectively investing in workforce infrastructure and services.

Transportation Management Association Case Study

Cambie Corridor Consortium

Founded in 1995, the Cambie Corridor Consortium (CCC) was Canada's first transit management association. It was a coalition of 21 Vancouver employers representing 25,000 employees, including the City of Vancouver. Led by Vancouver General Hospital and supported by an Environment Canada grant matched by in-kind contributions from members, the CCC initiated a shuttle bus service, carpooling, discounted transit passes, and secure bike storage and shower facilities.

The results were significant: transit use rose 25%, and the shared shuttle bus saved member organizations \$200,000 annually.

The CCC demonstrates that municipalities can play a key role in bringing employers together, introducing them to the TMA model, and helping broker the early partnerships that make collective workforce investment viable.

Applied Innovation

GP – 154



Background

What is applied innovation?

Applied innovation turns ideas into practical solutions.

This strategy recognizes that the benefits of innovation should be widespread—the innovation economy should help solve both local and global challenges.

Applied innovation is characterized by:

- Practical, human-centric design, prototyping, and production engineering.
- Testing and commercialization of new technologies, processes, or custom products.
- Orientation toward value-generation through efficiency and performance improvements.

Focusing on applied innovation plays to Richmond's strengths in clean technology, advanced equipment manufacturing, and biotech and life sciences.

How do we measure success?

Applied innovation is measured both by innovative business activity (e.g., investment in new technologies) and innovative business outcomes (e.g., productivity gains, reduction in greenhouse gas emissions).

What building blocks are already in place?

Richmond already has several building blocks in place for supporting applied innovation. These include:

- Significant industrial lands and industrial built space.
- Industrial business park zoning that allows for diverse office and industrial uses.
- An existing cluster of innovative businesses in biotech, cleantech, and advanced imaging and equipment manufacturing.



Current State

Richmond Innovation Ecosystem

Innovative Enterprises

Richmond is home to about 110 science and technology manufacturing companies in sub-sectors such as aerospace, clean technology, advanced imaging, telecommunications, biotech, and life sciences. These figures are based on industry classifications and represent a subset of businesses engaged in innovation, recognizing that many innovative activities occur across sectors.

These businesses form a specialized physical technology cluster that thrives in Richmond, thanks to flexible industrial and business park zoning that enables mixed industrial and office space and access to significant and affordable engineering talent, including a wide range of both locally and internationally trained professionals.

Technology Sector Role

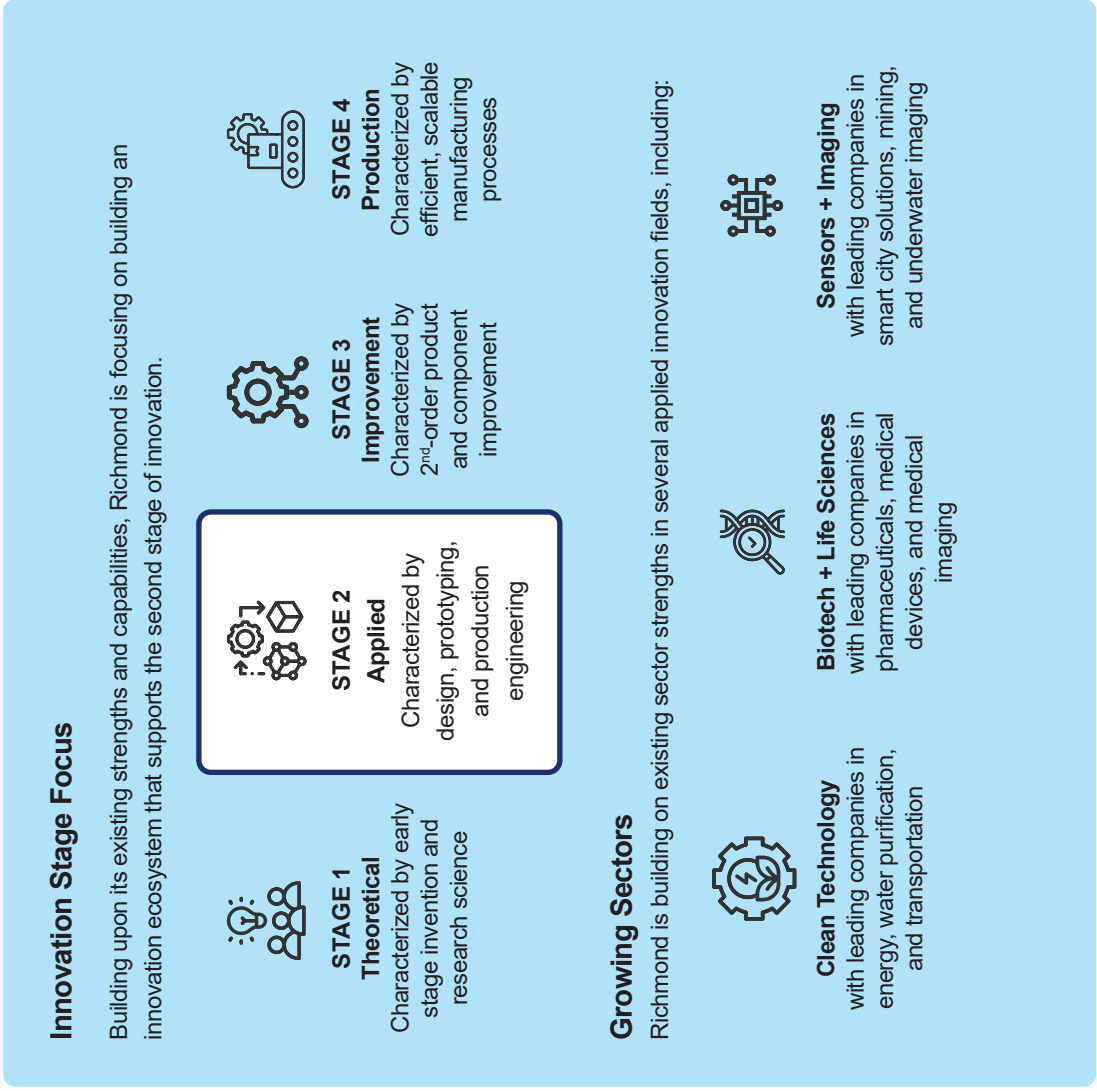
As a primary driver of innovation, investment, and intellectual property, the technology sector can play an outsized role in economic development. When a strong, specialized technology cluster takes root in a municipality, it can support the development of a specialized workforce, attraction of new enterprises and investment, and wealth generation for citizens (through entrepreneurship and intellectual property development).

Innovation Anchors

Richmond is home to a several innovation 'anchors' that can play a significant role in supporting growth and development of its applied innovation cluster. These include local polytechnic institutes, such as KPU and BCIT, that conduct applied research and have facilities with specialized equipment for prototyping and testing.

Major employers, such as the airport, the port, and the Richmond hospital, actively operate technology adoption and demonstration programs. Private businesses provide sector-specific research and development services in fields such as chemistry and machining.

Figure 3. The Stages of Innovation



Current State

Challenges and Opportunities

Innovation Challenges

Richmond's applied innovation ecosystem is growing, but barriers to scaling and collaboration remain. Specific innovation challenges include:

Under-developed networks

Richmond's innovation companies often struggle to connect with regional peers, investors, and support networks. Language, cultural, and experience barriers can further limit access to industry associations, events, and partnerships, making it harder for businesses to find opportunities, collaborate, and scale.

Commercialization Gap

Many firms in Richmond, as across Metro Vancouver and Canada, face challenges moving from prototype to market. Businesses report difficulty securing early customers or pilot opportunities, particularly within local institutions. More coordinated opportunities to test and adopt new solutions could help accelerate commercialization.

Under-utilization of skills

Immigrants in Richmond are 75% more likely to be overqualified for their role than non-immigrants, while non-permanent residents are 200% more likely. This reflects challenges with recognition of education, training, and professional designations, as well as limited professional networks and Canadian experience.

Access to Funding

While Richmond firms have attracted increasingly large venture capital investments in recent years, much of this activity has skewed toward later-stage deals. Early-stage firms can still face barriers accessing the specialized space, support services, and early customers needed to move from prototype to market.

Innovation Opportunities

Richmond has strong assets to support applied innovation and opportunities to better connect, scale, and deploy new technologies. Specific innovation opportunities include:

Applied Innovation Spaces

Demand is growing for applied innovation spaces supporting a mix of industrial, lab, prototyping, and office uses for start-ups and scaling firms. While other Metro Vancouver cities are advancing mixed-use industrial models, the market is not yet saturated, with gaps in sector-specific spaces. In Richmond, flight path constraints in the City Centre create opportunities for innovation uses, though these face pressures from land speculation and residential uses.

Innovation Demonstration

YVR, the Richmond Hospital, and the Vancouver Fraser Port Authority, all run technology demonstration and adoption programs, leveraging their considerable size, influence, and infrastructure. There are an increasing number of examples of cities leveraging their infrastructure to also support real-world testing of new technologies and coordinating demonstration across institutions.

Scaling Solutions

Many Richmond businesses are developing and testing solutions with strong potential to scale into larger markets. Improving access to space, customers, and networks can help accelerate growth beyond pilot projects and maximize economic impact.

Technology Adoption

Adoption of advanced technologies is increasing across sectors, including manufacturing, logistics, and services. However, uptake varies by business size and readiness. In Richmond, smaller firms may face barriers such as cost, training needs, and uncertainty around the benefits of new technologies.

STRATEGIC OBJECTIVE 2

Applied Innovation

Position Richmond as a hub for designing, piloting, and scaling solutions that create tangible value.

OUTCOMES

- 2.1 Mature Ecosystem
- 2.2 Robust Cluster

Future State

Richmond has claimed its place as Metro Vancouver's hub for applied innovation, becoming the region's go-to destination for companies engaged in design and physical prototyping. Anchored in the physical technology sectors, including clean technology, biotech and life sciences, advanced imaging, specialized equipment manufacturing, and smart city solutions, Richmond is known for the hands-on work of turning ideas into solutions that function in the real world.

Companies that need a place to build, test, and refine their solutions have found that Richmond offers the land, facilities, and talent they need. The city supports a high concentration of lab, prototyping, and testing spaces, alongside inclusive co-working environments equipped with specialized equipment that enable early-stage firms to develop and scale. Underutilized sites and existing infrastructure have been repurposed as real-world demonstration environments, supporting everything from energy storage to advanced imaging. These test spaces help companies iterate and improve products more quickly.

Innovation is not reserved for technology and advanced manufacturing companies; it is embedded in all of Richmond's sectors. Richmond companies have become well-practiced at adopting new technologies, processes, and business models to improve productivity, sustainability, and resilience, supported by strong networks of peers and service providers. Innovation is increasingly human-centric, focused on solving practical challenges and improving how people move, work, and access services across the city, strengthening connections between industries, infrastructure, and communities.

Richmond's innovation ecosystem is defined by its connectivity and inclusiveness. Networks link businesses, institutions, and workers across sectors and career stages. Mentorship pathways connect experienced workers with those entering the workforce, while newcomers and internationally trained professionals are fully integrated as active contributors with invaluable skills. Innovation in Richmond supports shared prosperity, creating opportunities that are accessible, widely distributed, and reflective of the diversity of the community it serves.



OUTCOME 2.1

Mature Ecosystem

What We Heard

Businesses and institutions identified gaps in connection and coordination across Richmond's applied innovation ecosystem. Clean technology firms highlighted the need for stronger ecosystem supports to scale, including access to partners, projects, and collaboration opportunities. At the same time, limited visibility into local and regional opportunities was identified as a barrier for startups and emerging firms.

Participants also identified opportunities for Richmond to play a stronger convening role. This includes connections to regional networks, such as accelerators and sector events, as well as local coordination among key industries. In telecommunications, stakeholders noted an opportunity to bring together major players to explore shared applications, including smart city technologies.

Key opportunities include:

- Improving visibility into applied innovation opportunities, partnerships, and supports.
- Strengthening connections between local businesses, institutions, and regional innovation networks.
- Convening sector-specific discussions to explore shared opportunities and collaboration.

City Roles

- Connector and convener:** Bring together businesses, institutions, and ecosystem partners to support collaboration and information sharing.
- Partnership facilitator:** Support the development of partnerships between businesses, research institutions, and ecosystem organizations.
- Land use planning and protection:** Plan for and protect employment lands, including in the City Centre, to support business growth and limit speculation.

Partner Roles

- Polytechnics and research institutions:** Support applied research, provide access to facilities and equipment, and develop applied skills.
- Accelerators, incubators, and industry associations:** Connect businesses with investors, networks, and growth opportunities.
- Settlement and employment agencies:** Support talent integration by connecting individuals with relevant skills to innovation opportunities.

How We Will Support a Mature Ecosystem

ACTION 2.1.1

Explore opportunities to partner on delivery of an applied innovation mentorship program.

Explore opportunities to partner with ecosystem organizations and employers to assess interest in an applied innovation mentorship program. Consider roles for partners in identifying participants, structuring the program, and delivering mentorship.

ACTION 2.1.2

Explore opportunities to facilitate applied research partnerships between businesses and polytechnic institutes.

Explore opportunities to connect businesses with polytechnic institutions by identifying research and testing needs and communicating available capabilities, partnership opportunities, and relevant support programs.

ACTION 2.1.3

Explore opportunities to connect local businesses with existing technology demonstration programs.

Explore opportunities to improve awareness of existing technology demonstration programs and identify pathways for local businesses to participate, including through regional infrastructure and institutional partners.

ACTION 2.1.4

Explore opportunities to convene local business networks.

Explore opportunities to work with industry associations and partners to convene local businesses through sector-specific events, forums, or informal networks to support collaboration and information sharing.

OUTCOME 2.2

Robust Cluster

🗣️ What We Heard

Participants identified attracting new economic activity as a key role for the City. Survey responses also indicated strong interest in growing technology-based sectors, including cleantech and biotech.

At the same time, participants noted that businesses, particularly in professional services, can feel dispersed, with limited opportunities to connect, collaborate, and scale. There was interest in creating more intentional spaces and forums to support interaction and growth within the local ecosystem.

Key opportunities include:

- Creating physical and programmatic spaces that support connection, such as co-working, incubator, or training environments.
- GP** **I** **160**
- Bringing businesses together through forums or networks to strengthen collaboration.
- Supporting an ecosystem-based approach that aligns land use, policy, and infrastructure with applied innovation activity.

🏢 City Roles

- **Ecosystem enabler:** Support the development of physical space, policy, and infrastructure that enable applied innovation activity.
 - **Facilitator and promoter:** Support the visibility and positioning of Richmond as a location for applied innovation investment and growth.
- iii Partner Roles**
- **Developers and infrastructure providers:** Deliver facilities such as lab, prototyping, and production space.
 - **Industry associations and ecosystem organizations:** Support business connections, programming, and collaboration.
 - **Investment attraction partners (regional/provincial):** Support identification and attraction of firms aligned with Richmond’s strengths.

How We Will Support a Robust Cluster

ACTION 2.2.1

Explore opportunities to support development of lab and production spaces.

Assess unmet demand for lab, prototyping, testing, and small-scale manufacturing space. Explore opportunities to facilitate partnerships among developers, industry associations, and business accelerators to support development of these spaces.

ACTION 2.2.2

Explore a targeted investment attraction approach.

Explore opportunities to develop a targeted value proposition that positions Richmond as a location for applied innovation, highlighting key assets such as industrial land, talent, and Asia-Pacific connections.

ACTION 2.2.3

Strengthen strategic investment attraction partnerships.

Continue to strengthen partnerships with regional, provincial, and national organizations (i.e., investment attraction agencies, industry associations) to identify applied innovation companies seeking new space, facilities, or expansion opportunities.

ACTION 2.2.4

Explore opportunities to leverage City assets for applied technology demonstration.

Where feasible, explore opportunities to use City assets and infrastructure, such as roads, sewers, streetlights, and civic facilities, to support testing and demonstration of applied innovation solutions.



GP - 161

Technology Demonstration Program Case Study

Calgary's Living Lab Program

Emerging technologies often face barriers to commercialization because they cannot be tested in real-world conditions. Controlled environments limit the ability to generate operational data, validate performance, and demonstrate public value at scale.

The City of Calgary's Living Labs program addresses this gap by enabling companies, researchers, and post-secondary institutions to test and demonstrate new technologies using municipal infrastructure and assets.

Through the program, participants can pilot solutions in active urban environments, including roads, public spaces, industrial lands, and utility systems, using real-world conditions to refine products and validate performance. Examples include autonomous vehicle pilots, drone testing areas, IoT sensors, and environmental monitoring technologies.

City staff support project delivery by facilitating access to sites, coordinating across departments, and working with partners to address operational and safety requirements.

By opening municipal infrastructure for experimentation, Calgary helps innovators generate real-world data, accelerate product development, and demonstrate market readiness. The program also supports economic diversification, job creation, and investment attraction by making the city more accessible and business-friendly for emerging technology companies.

Municipal Role

The City acts as a platform provider and facilitator, reducing barriers to testing by enabling access to assets, streamlining processes, and coordinating internal expertise to support pilots.

Calgary's model demonstrates how municipalities can support applied innovation by treating the city itself as a testbed, helping local companies scale technologies while attracting new firms seeking real-world demonstration opportunities.

What is a Living Lab?

A Living Lab is an approach where cities open their infrastructure, public spaces, and data to allow companies, researchers, and entrepreneurs to test new products and technologies in real-world conditions. This process can enable faster product development by generating user feedback and opportunities to prove if the product works and solves a real problem.

Future Ready

GP – 162



BACKGROUND

What does it mean to be future ready?

A strong local economy prepares for and adapts to change.

This strategy is grounded in the understanding that the economy is evolving, and that adapting our sectors, workforce, and infrastructure is essential to long-term competitiveness.

Being future ready means:

- **Preparing for environmental stresses** including extreme weather events and changes due to climate change.

- **Proactively identifying and investing in new technologies** to boost productivity, reduce costs, and stay competitive.

- **Strengthening economic resilience** by maximizing the value of resources already flowing through the local economy through circular planning, designing for longevity, and higher-value recovery.

- **Preparing the workforce** to meet the evolving needs of businesses.

By strengthening the capacity of businesses to evolve and adapt, Richmond can position the local economy for long-term resilience.

How do we measure success?

In addition to tracking the outcomes of business resilience (such as business growth and continuity), future-readiness can be measured by leading capacity indicators (such as access to utilities, transit, broadband, and capital) and activity indicators (such as program participation).

What building blocks are already in place?

Richmond has several programs and initiatives in place that provide a foundation for a future ready economy. These include:

- The Business Development Program designed to help businesses navigate obstacles to growth and development.
- The City's Permitting Optimization Project designed to improve the efficiency and transparency of City permitting processes.



Current State

Richmond's Key Industry Sectors

Local Business Profile

Richmond's economic structure shapes how businesses experience risk and opportunity. As a result, the opportunities to strengthen resilience and future readiness vary across industry sectors and business sizes.

Richmond's economy is comprised of primarily small businesses, with more than 70% of businesses having fewer than 10 employees. In addition, it has regional strengths in transportation and logistics, manufacturing, agrifood, and retail.

Assets and Infrastructure

- The city's assets and infrastructure reinforce these sector strengths:
- Richmond is well connected by rail, road, and waterway to the rest of the region and by a major international airport to the rest of the world.
 - Richmond is home to a significant portion of the region's industrial land, including lands held by the Vancouver Airport Authority and Vancouver Fraser Port Authority.
 - Richmond is home to rich agricultural soils and significant Agricultural Land Reserve Lands.
 - Richmond has a high concentration of regional shopping centres and mixed-use developments supported by the OCP.

Richmond's Role in the Regional Economy

Richmond's sector strengths can be understood by comparing its job and enterprise distribution to the rest of the region. While the city accounts for about 8% of the regional population, 10% of regional jobs, and 9% of businesses in Metro Vancouver, it captures a disproportionately high share of transportation and logistics activity, representing about 20% of regional jobs and 15% of enterprises in this sector. This concentration reflects Richmond's role as a key gateway hub and highlights the types of businesses and activities that shape local economic development needs.

Figure 4. Richmond's Share of Metro Vancouver Enterprises by Sector, 2025



Current State

Challenges and Opportunities

Challenges and Risks

Richmond faces pressures that could erode its geographic and sectoral advantages.

Traffic and Congestion

Richmond sees more than 100,000 commuting trips daily. Traffic and road congestion, particularly on regional bridges and provincial corridors, creates increased travel times and operating expenses for the movement of goods, services, and workers, limiting overall business productivity and competitiveness.

Plan and Protect Employment Lands

Pressure to convert industrial and agricultural lands to residential uses, particularly in well-located areas, can limit the long-term availability of employment lands. This creates uncertainty for businesses and may discourage investment, expansion, and retention.

Food System Vulnerability

Richmond's food system is heavily reliant on cheaper imports which can both increase the vulnerability of the food system and make it difficult for local farms to compete.

Utilities Capacity

As businesses continue to electrify and automate their operations, some have expressed concern about electricity and broadband constraints, noting select industrial sites where power reliability is a concern.

Climate Risk

Over the past 20 years, the average intensity of rainfall events in Richmond has increased by approximately 15%. Combined with projected sea level rise of 1 metre by 2100, more extreme rainfall and changing climate conditions may increase Richmond's exposure to coastal, river, and rainfall-related flood hazards.

Transportation Emissions

According to the Community Energy and Emissions Plan, almost 60% of GHG emissions in Richmond come from transportation, about a third of which can be attributed to commercial transportation, including light-duty and heavy-duty trucking, impacting air quality for residents.

Opportunities

Community engagement and research raised several opportunities to improve resilience.

Construction Waste Reduction

Richmond has already taken steps to advance circular economy practices in construction, creating an opportunity to build on this momentum by expanding material recovery, reuse, and deconstruction approaches.

Food System Sustainability and Adaptation

Richmond's strong agricultural land base and established food production activities create an opportunity to advance climate-resilient practices and infrastructure to support long-term productivity, efficiency, and sustainability.

Small Business Continuity Planning

Businesses identified interest in collectively planning for disruptions, creating an opportunity to strengthen community and improve resilience to and recovery from external shocks.

District Energy Expansion

Richmond's Lulu Island Energy Company has been internationally recognized for innovative and sustainable district energy systems. Building on this expertise can support energy resilience and sustainability.

Efficient Goods Movement

Businesses identified opportunities to improve trucking and delivery efficiency through infrastructure upgrades, road management, and technology deployment.

Green Infrastructure

Richmond has a robust ecological landscape that contributes to flood mitigation, habitat protection, carbon storage, and urban cooling while also supporting recreation.

STRATEGIC OBJECTIVE 3

Future Ready

Support businesses and the workforce to adapt to the changes in the economic environment.

OUTCOMES

- 3.1 Thriving Local Businesses
- 3.2 Future Ready Infrastructure

Future State



Richmond has become a city that does not simply respond to change, it anticipates and shapes it. Across its key economic sectors, businesses and institutions have built the adaptive capacity to thrive in a shifting economic, technological, and environmental landscape.

- Farms, fisheries, and food processors are working collaboratively to reduce food loss and waste, respond to a changing climate, and increase the resilience of the local food system.
- Businesses across retail, wholesale, and transportation have identified opportunities to leverage automation and repurpose skilled workers to deliver higher-value work.
- Businesses adopt product-as-a-service models, turning material efficiency into competitive advantage.
- Construction, demolition, and renovation businesses have identified more opportunities to recover and repurpose building materials, increasing resource efficiency, recovering value, and reducing waste.

Richmond's transportation and logistics cluster has undergone a quiet but profound transformation. Electric light and heavy-duty trucks have become the standard, supported by technology-assisted infrastructure that enables round-the-clock route optimization and smarter use of roads. Shared mobility and mobility-as-a-service platforms are reducing private vehicle dependence, minimizing distances travelled and lowering the material intensity of the transportation system. Waterway and rail connections between Richmond's industrial sites and major port terminals are better integrated, reducing reliance on road freight and unlocking more efficient, lower-emissions goods movement across the region.

Richmond's agricultural lands are producing more, wasting less, and feeding more people locally.

Improved last-mile distribution means fresh, locally grown food is accessible throughout the city. Better land management has increased crop yields and food recovery, and value-added processing has turned food surplus and off-grade produce into economic opportunity.

Richmond has established a strong circular economy culture. Networks of businesses exchange energy, water, food by-products, and recovered construction materials as productive inputs. This maximizes resource value and improves efficiency through industrial symbiosis. Building on local strengths in energy storage and district energy, Richmond has advanced a coordinated and resilient local energy transition that supports both economic competitiveness and environmental sustainability.

OUTCOME 3.1

Thriving Local Businesses

What We Heard

Businesses identified limited capacity to navigate regulatory processes and plan for growth, particularly when expanding or investing in new space. Permitting was described as a key barrier, with a lack of clarity, predictability, and standardized guidance for common activities.

Participants also noted that many operational challenges are shared across neighbouring businesses but are often addressed individually. These include transportation access, site-level flood protection, safety, and infrastructure, and opportunities for collaboration on shared services and circular initiatives. Food sector businesses also highlighted challenges accessing space, distribution, and market channels, plus navigating fragmented supports.

Key opportunities include:

- Improving clarity and consistency of permitting processes, including more standardized guidance.
- Strengthening coordination among businesses to address shared challenges.

Building collective capacity and capability in sectors such as agrifood and manufacturing through shared infrastructure and coordinated approaches.

City Roles

- Business support and engagement:** Help businesses navigate regulations, access programs, and identify opportunities for growth and adaptation.

- Regulator and permit issuer:** Improve clarity, consistency, and efficiency of permitting processes to support investment and expansion.

- Instigator and catalyst:** Advance sector-specific initiatives (e.g., food systems) by convening partners and supporting early-stage development.

- Convener and connector:** Facilitate collaboration to support shared problem-solving.

Partner Roles

- Industry associations and sector organizations:** Support collaboration, share sector-specific insights, and identify common challenges and opportunities.

- Education and training providers:** Support businesses and workers in adapting to emerging technologies and evolving skill requirements.

- Sector-specific partners (e.g., food system organizations):** Support development of shared infrastructure, distribution capacity, and programming aligned with sector needs.

How We Will Support Local Businesses

ACTION 3.1.1

Expand the Business Development Program to include proactive community building.

Expand business outreach to include informal gatherings and networking that strengthen local connections. Complement in-person efforts with targeted communications and user-friendly digital channels, including refreshed web content, to improve access to programs, information, and collaboration opportunities.

ACTION 3.1.2

Continue to improve the permitting process with a focus on easing pathways to investment.

Building on the City's Permitting Optimization Project ("My Permit"), continue improving business permitting processes by streamlining approvals, clarifying requirements, and providing sector-specific guidance and navigation support to reduce barriers and accelerate investment.

ACTION 3.1.3

Continue to advance a commercial food hub initiative.

Continue to explore the development of a commercially-focused food hub in partnership with the food sector to aid in food sector business development, innovation, and growth. The model would build on Richmond's existing food sector strengths and serve the specific needs of Richmond food businesses.

ACTION 3.1.4

Explore targeted reskilling supports for specific sectors.

Explore opportunities to partner with training providers to assess demand for targeted reskilling and upskilling programs. Focus on supporting businesses and workers, particularly those in sales and services, in adapting to AI, automation, and other emerging technologies.



Food Hub Case Study

GrowNYC Wholesale

As a nonprofit food distributor and Food Hub, GrowNYC Wholesale provides a reliable, transparent, and sustainable supply of high-quality fresh produce and farm products to nonprofits, institutions, businesses, and premier restaurants across all of New York City's boroughs.

GrowNYC Wholesale connects 50+ regional farms with over 370 wholesale buyers, while operating a 60,000 square foot facility that offers cold storage and shared logistics infrastructure, including loading docks and order consolidation spaces. This infrastructure reduces costs, creates local jobs, and keeps more wealth generation within the local economy.

GrowNYC Wholesale's funding model combines public investment, earned revenue, and philanthropic support, with grant funding supporting design and construction of the facility. Funding sources included the New York State Department of Agriculture and Markets, the New York City Economic Development Corporation, and the New York City Council.

Municipal Role

The municipal role in this type of initiative is to convene the interested parties, identify targeted funding that is matched or supplemented from other sources and donors, and to help increase the visibility of the program.

Digital Reskilling Case Study

Calgary's EDGE UP 2.0 Program

Calgary's EDGE UP 2.0 (Energy to Digital Growth Education and Upskilling Project) was launched in response to a major economic transition. Beginning in 2015, Alberta lost thousands of oil and gas jobs, leaving many mid-career professionals without comparable employment opportunities. At the same time, Calgary's emerging technology sector faced talent shortages. This created a structural mismatch: a highly skilled workforce with transferable expertise, alongside growing demand for digital talent.

Led by Calgary Economic Development and supported by federal funding, EDGE UP 2.0 was designed to reskill displaced oil and gas professionals for technology careers. The program combined:

- Short-term, intensive training (e.g., data analytics, cybersecurity, cloud computing, software development).
- Work-integrated learning and employer-led projects.
- Career transition supports, including job placement and networking.

The program leveraged participants' prior experience, with many having over a decade of professional expertise, and focused on accelerating new career pathways. The program has reported strong outcomes. Across multiple cohorts, more than 300 participants completed training, with many securing employment in technology fields. One evaluation found that employment rates rose from 20% immediately after training, to 60% nine months later. The program also helped address local tech labour shortages, engaged more than 100 employers, and supported economic diversification in Calgary by redirecting experienced workers into growing sectors. EDGE UP 2.0 has received national and international recognition.

Municipal Role

This initiative shows how municipalities can support workforce transitions by convening partners, aligning training with priority sectors, securing external funding, and engaging employers in program design and hiring pathways. These initiatives are most effective when embedded within broader economic development strategies to support sector diversification. By aligning talent development with industry demand, municipalities can help retain skilled workers, support career transitions, and accelerate growth in emerging sectors.

OUTCOME 3.2

Future Ready Infrastructure

What We Heard

Participants emphasized the importance of trade-enabling infrastructure to support Richmond’s role in regional and national supply chains. Transportation access, congestion along regional bridges and provincial corridors, and reliability of goods movement were identified as key challenges affecting business operations, costs, and competitiveness.

At the same time, businesses highlighted opportunities to strengthen infrastructure to support emerging priorities, including electrification, circular economy initiatives, and energy systems. Interest was raised in expanding district energy systems and exploring opportunities to connect major employers to shared infrastructure.

Sector-specific discussions also identified opportunities to improve coordination in areas such as construction and demolition waste, as well as to align infrastructure planning with evolving industry needs.

GP Key opportunities include:

- Improving goods movement infrastructure and coordination to support trade and logistics activities.
- Supporting transition to low-carbon infrastructure, including electrification and district energy systems.
- Advancing circular economy initiatives, including reuse, materials recovery, and waste reduction in construction and industrial sectors.

City Roles

- Infrastructure planning and development:** Partner on long-range infrastructure planning and investment to support economic growth.
- Insights and advocacy:** Provide data and advocate for investment priorities with senior governments and regional agencies.

Partner Roles

- Infrastructure and utility providers:** Lead delivery and operation of major infrastructure systems.
- Senior governments and agencies:** Fund and support implementation of large-scale infrastructure investments.

How We Will Support Future Ready Infrastructure

ACTION 3.2.1

Support low-carbon technologies for commercial fleets.

Explore developing a low-carbon vehicle infrastructure plan with utility providers to support commercial transitions to electrification and other emerging technologies.

ACTION 3.2.2

Advocate for goods movement infrastructure improvements.

Facilitate inter-governmental collaboration on goods movement infrastructure planning to support transportation and logistics efficiency and reliability in Richmond.

ACTION 3.2.3

Explore opportunities for an eco-industrial business park.

Explore opportunities, in partnership with Lulu Island Energy Company, to create a dedicated industrial area where businesses can share energy infrastructure and resources to improve efficiency and reduce waste.

ACTION 3.2.4

Explore dedicated sector transformation strategies.

Explore opportunities to assess infrastructure and investment needs in key sectors (e.g., transportation, retail, agrifood, film) to support adaptation to external trends and evolving market conditions.

ACTION 3.2.5

Expand district energy systems in Richmond.

Continue development of district energy systems in Richmond through municipal information sharing and supportive policies, connecting businesses to reliable and sustainable energy.



GP 170

Eco-Industrial Park Case Study

Händelö Industrial Symbiosis Network (Sweden)

Händelö Eco-Industrial Park in Norrköping, Sweden is a leading example of industrial symbiosis, where businesses collaborate to use each other's secondary materials, energy, or by-products as inputs for production. This approach enables more efficient use of resources and creates economic, social, and environmental value.

At Händelö, multiple industries are physically co-located and connected through shared infrastructure. For example, a combined heat and power plant processes municipal and industrial waste to generate electricity and district heating for the city, while also producing surplus steam. That steam is used by a nearby bioethanol facility, which in turn generates by-products including animal feed and carbon dioxide, supplied to other businesses such as farms and carbon processing facilities. These exchanges reduce waste, lower energy costs, and create new revenue streams. By treating waste as a resource, participating firms improve operational efficiency while contributing to a circular, low-carbon economy. Händelö Eco-Industrial Park has also become a site for study tours, research, and international visitors, reflecting its role as a leading example of industrial symbiosis in practice.

Municipal Role

The City of Norrköping has played an active role in enabling this system by partnering with utilities and industry to develop shared energy infrastructure and support long-term collaboration. The municipality is part of the broader network of supporters and partnerships, including utilities, port authorities, and academic institutions that coordinate resource flows and support ongoing innovation.

Händelö demonstrates how eco-industrial parks can strengthen economic development by reducing costs for businesses, attracting new firms that can plug into shared systems, and creating new value from existing industrial activities.

For Richmond, a similar approach, particularly in partnership with Lulu Island Energy Company, could support more efficient use of industrial lands, enhance competitiveness, and advance circular economy outcomes.

What is industrial symbiosis?

Industrial symbiosis is a circular economy approach where secondary materials, energy, or by-products from one business are used as inputs by another, creating a network of shared resource flows that reduces costs, improves efficiency, and creates economic, social, and environmental value.

Investment Ready



Background

What does it mean to be investment ready?

Investment ready employment lands provide the foundation for growth.

This strategy recognizes that business retention, expansion, and attraction rely on access to well-located, serviced, and protected employment lands.

Investment ready employment lands are characterized by:

- 172 The availability of serviced employment lands in a wide variety of parcel sizes, configurations, and land use zones to meet business needs.
- The ability to move goods efficiently and cost effectively within and between employment areas.
- Accessibility of transit, amenities, and green spaces to make for safe, accessible, and attractive places to work.

Investment ready employment lands position Richmond to respond quickly to emerging economic opportunities.

How do we measure success?

Productivity of employment lands is often measured by job density, but this does not capture differences across land types. For example, agricultural land is better measured by food output, while lands that support goods movement are better measured by the volume and value of goods moved.

What building blocks are already in place?

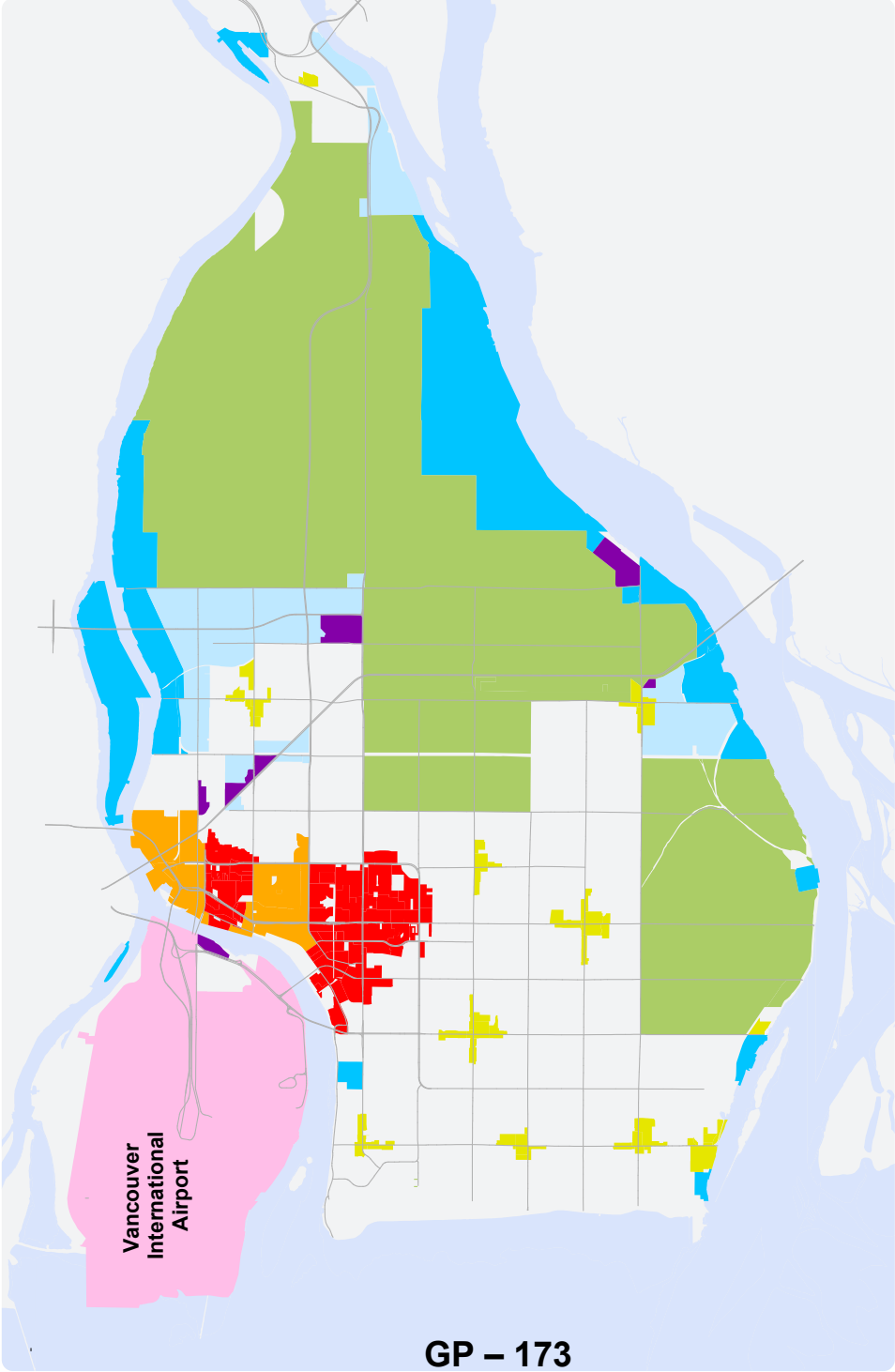
These building blocks support investment-ready employment lands:

- The OCP supports the City Centre's Canada Line villages as a hub for retail, commercial and institutional uses, including industries that benefit from proximity to housing, major transportation corridors, and YVR.
- Industrial zoning frameworks, including Industrial Business Park and Industrial Retail zoning, that enable a range of employment uses.
- The Industrial Lands Intensification Initiative and the availability of serviced, strategically located employment lands.



Current State

Land Use and Employment Areas



Legend

- City Centre Mixed Use
- City Centre Employment
- Local Villages
- Agriculture
- Airport
- Commercial
- Industrial
- Mixed Employment

- The 2050 Official Community Plan uses a transit-oriented growth management framework to direct residential and mixed-use development to the City Centre and existing suburban shopping areas (i.e., Local Villages) to accommodate growth without impacting vital employment and agricultural lands.
- Industrial and mixed employment areas make up about 10% of Richmond's land area and house more than 4,400 active business licenses.
- Commercial areas, including the City Centre and Local Village commercial areas, make up about 5% of land area and house 4,000+ business licenses.
- Agricultural land is about 40% of Richmond's land area and home to more than 180 farms.

Current State

Challenges and Opportunities

Challenges

Richmond is one of Metro Vancouver’s most significant employment hubs, anchored by an exceptional foundation of industrial and agricultural land. The city’s flexible zoning framework supports a productive mix of office and industrial uses, and its location at the intersection of major air, marine, road, and rail infrastructure has made it a natural home for logistics, technology manufacturing, and agrifood businesses.

That said, many employment areas in Richmond are constrained by a series of challenges, including:

Low Office Lease Rates

Richmond’s office lease rates are among the lowest in the region. This is in part due to commuting challenges and a lack of walkable amenities. This means there is little incentive for developers to build more office space.

High Cost of Construction

Some of Richmond’s undeveloped employment lands are constrained by infrastructure gaps and challenging soil conditions. In these situations, the cost of construction on these sites may be high, making development more difficult.

Traffic and Congestion

Traffic and congestion can significantly impact the productivity of businesses that rely on moving goods throughout the city. Provincial jurisdiction over many major highways means that a coordinated effort is required to address traffic and congestion concerns.

Long Commute Times and Limited Transit Access

Road congestion, especially on regional bridges and provincial corridors, and limited transit options to industrial areas further constrains land productivity as it can be challenging for businesses to attract and retain workers in these areas.

Trends and Opportunities

Several trends are opening up new opportunities for Richmond’s employment areas. Regionally, stabilizing industrial lease rates and vacancy rates mean there are more space options on the market, particularly for small industrial operators that previously struggled to find space. In addition, there has been a renewed interest in hotel development across the region, as Metro Vancouver has a hotel room shortage and hotels have high occupancy rates.

Space trends and opportunities of note for Richmond’s employment areas include:

Changing Industrial Space Needs

While small strata industrial spaces are plentiful on the market now, mid-size and larger floorplate industrial space (needed for logistics), as well as office-industrial mixed-use space (needed for cleantech, advanced manufacturing) is harder to find.

Growth in Trade-Enabling Infrastructure

Richmond is continuing to see significant investment in trade-enabling infrastructure, including freight facility expansion at YVR, build-out of the Richmond Industrial Centre, and planning for port-owned South Fraser Lands.

Major Masterplanned Developments

Richmond has three major masterplanned employment area projects underway— 2 mixed use and residential (CF Richmond Centre, Lansdowne Centre), and 1 industrial (Richmond Industrial Centre)—which will significantly change the density of economic activity in those areas.

Innovation District Approach to Development

Cities across Canada are increasingly taking an ‘innovation district’ approach to employment lands development, focusing on developing amenity-rich, dense employment districts with a mix of startup and scale-up spaces.

STRATEGIC OBJECTIVE 4

Investment Ready

Unlock the full potential of all employment lands, prioritizing under-utilized space.

OUTCOMES

- 4.1 Highly Productive Employment Areas
- 4.2 Amenity-Rich Mixed-Use Areas



Future State

Richmond's island geography is its greatest advantage. Richmond fully capitalizes on its industrial waterfronts for productive use and creating access to greenspace for workers and residents. Richmond has moved decisively to convert strategically located but underdeveloped employment sites into investment-ready destinations. Near the City Centre, industrial lands surrounded by housing, waterfront amenities, and transit have been re-imagined as vibrant employment areas, offering a diverse range of industrial-office mixed use configurations that meet the needs of modern industrial businesses.

Richmond has transformed its industrial and agricultural legacy into a platform of productive growth and innovation. Its trade-enabling lands and rich agricultural soils continue to act as an economic foundation. These are supported by new forms of development, including highly automated warehouse facilities and innovative farming and food processing models that enable increased productivity on industrial lands.

Richmond's industrial areas are efficiently connected to one another and to the regional economy. Goods movement constraints that once hampered competitiveness have been addressed through targeted road network improvements and smarter freight management, while marine-adjacent sites now leverage intermodal connections to the port and airport in ways that few competing cities can offer.

Access to Richmond for a regional workforce is easier, too. Improved transit options, active transportation links, and mobility strategies have addressed commuting concerns and mobility access for Richmond's workforce and residents.

Richmond recognizes that productive places are not just about land use; they are also about the quality of the environment for the people who work there. Employment areas now benefit from a richer mix of amenities; not just retail mall access, but street-front cafés, food trucks, health care services, child care, and green space. Workers choose Richmond not just for the job, but for the experience of being there.

OUTCOME 4.1

Highly Productive Employment Areas

What We Heard

Participants emphasized the importance of Richmond’s employment lands in supporting industrial, logistics, and agricultural activity. However, transit limitations, congestion on regional bridges and provincial corridors, and goods movement challenges continue to affect both business operations and workforce access.

Businesses also noted that some employment areas require improved servicing and infrastructure to support development and expansion. In addition, participants identified a need for more mid-sized, scale-up, and sector-specific spaces, as well as policies that support value-added activity and long-term agricultural viability.

Key opportunities include:

- Improving transportation access and goods movement efficiency within and between employment areas.

GP 176

- Advancing site servicing and infrastructure to unlock development potential in under-utilized areas.

Supporting a broader range of employment spaces, including mid-sized and sector-specific facilities.

- Enabling innovative agri-industrial and value-added activities to support agricultural viability.

City Roles

- Land use planning and policy:** Protect and plan employment lands to support long-term supply, function, and adaptability.

- Investment attraction:** Position employment areas for private investment and leverage tools to support targeted development.

- Infrastructure investment:** Invest in roads, servicing, utilities, and flood protection to enable economic growth.

Partner Roles

- Developers and landowners:** Plan, finance, and deliver employment space aligned with market needs.

- Industry and sector partners:** Identify space requirements and support delivery of sector-specific facilities.

How We Will Support Highly Productive Employment Areas

ACTION 4.1.1

Protect and enhance designated employment areas.

Explore opportunities to intensify growth in designated transit-oriented areas, including the City Centre and suburban mixed-use village centres.

ACTION 4.1.2

Explore how to advance site servicing for under-developed industrial areas.

Explore opportunities to advance site servicing and infrastructure planning in under-served areas to support new industrial and commercial development.

ACTION 4.1.3

Explore performance-based zoning around well-connected waterfront sites.

Explore opportunities to test performance-based zoning in targeted areas (i.e., setting clear performance goals such as space, use, or environmental outcomes rather than prescribing specific design or operational requirements) to enable a broader mix of uses while ensuring delivery of employment space, environmental performance, and public space outcomes.

ACTION 4.1.4

Explore potential for new forms of agri-industrial activity.

Review industrial and agrifood land use policies to explore potential for enabling innovative farming models and additional value-added food processing.

ACTION 4.1.5

Explore opportunities for agri-tourism to support farm viability.

Explore opportunities to support supplementary agri-tourism activities that strengthen farm viability and enhance the economic contribution of agricultural lands.

Performance-Based Zoning Case Study

Fremont California's Service Industrial Zoning

As a major Silicon Valley employment hub, Fremont faced pressure to accommodate a broader mix of uses near high-value industrial and technology areas, while protecting key employment lands from incompatible development. Fremont applies performance-based zoning principles within its industrial districts, including Service Industrial (I-S) and Tech Industrial (I-T) zones, to regulate the impact of development rather than strictly prescribing uses.

These zones establish clear performance standards related to factors such as noise, hazardous materials, and environmental outputs. Within these parameters, a wider range of uses, including research and development and complementary commercial activities, can be co-located.

This approach enables more flexible land use patterns while maintaining compatibility across uses. In practice, it has helped protect priority employment areas, such as the Bayside Technology Park, from residential encroachment that could constrain industrial operations.

At the same time, the framework supports continued growth in advanced manufacturing and technology sectors by allowing these uses to locate closer to other urban activities, provided they meet defined performance thresholds.

Municipal Role

The City establishes and enforces performance criteria, ensuring that flexibility in land use is balanced with protection of employment lands and environmental standards.

Fremont demonstrates how performance-based zoning can enable a broader mix of uses in strategic locations, including waterfront sites, while ensuring delivery of employment space, environmental performance, and compatibility with surrounding areas.



Agri-Industrial Policy Case Study

AgRefresh in Abbotsford

The City of Abbotsford recently launched AgRefresh, a multi-stage process to update agricultural policies, zoning bylaws, and regulations governing land within the Agricultural Land Reserve (ALR).

Through AgRefresh, the City established an updated policy and regulatory framework to better align with evolving agricultural practices and market trends. This includes clearer zoning and Official Community Plan policies to support agriculture while adapting to change.

The new approach supports farmers in adding value to agricultural production and exploring diversified revenue streams, such as agri-tourism, on-farm food processing, and on-farm breweries, while maintaining the primary role of agricultural land for farming.

Municipal Role

The City updated policies and zoning regulations and coordinated with provincial frameworks to create clearer, more flexible rules for agricultural land use, while maintaining protections for farmland.

This approach demonstrates how municipalities can balance innovation and protection by enabling value-added activities and on-farm diversification within a clear regulatory framework.

OUTCOME 4.2

Amenity-Rich Mixed-Use Areas

What We Heard

Building on Richmond's amenities in its transit-oriented City Centre and village network, there is an opportunity to further attract businesses to these areas and to strengthen and enhance suburban areas as mixed-use hubs. Participants identified a need to build on Richmond's existing strengths to increase amenities and activation across mixed-use areas to support business activity, vibrancy, and quality of experience for workers, residents, and visitors.

Mobile vending was highlighted as an existing tool with potential for expansion. Demand for mobile vending, particularly food trucks, remains high. Businesses noted opportunities to expand vending into higher-traffic areas and better align permitted formats with current demand.

Participants also identified broader opportunities to activate underutilized spaces and introduce more flexible approaches to temporary uses, enabling a wider range of businesses, vendors, artists, and organizations to contribute to local vibrancy.

Key opportunities include:

- Expanding flexibility in permitting to support temporary activations and mobile vendors.
- Increasing access to high-traffic and underutilized locations for amenity uses.
- Supporting a broader mix of vendors, services, and programming to enhance activity in mixed-use areas.

City Roles

- **Permitting and regulation:** Shape the pace, predictability, and flexibility of development and temporary use through permitting processes.

- **Convener and partnership development:** Convene landowners, developers, and partners to support coordinated activation and redevelopment.

Partner Roles

- **Landowners and developers:** Provide space and support temporary or permanent activation opportunities.
- **Arts organizations, independent artists, businesses, and non-profits:** Deliver programming, services, and activations that contribute to culture and vitality.

How We Will Support Amenity-Rich Mixed-Use Areas

ACTION 4.2.1

Attract and grow businesses in the City Centre.

Build on Richmond's existing amenities to establish the City Centre as a robust regional business and employment hub.

ACTION 4.2.2

Strengthen suburban mixed-use village centres.

Explore opportunities to enhance and renew existing suburban shopping areas as vibrant mixed-use hubs and high streets.

ACTION 4.2.3

Support placemaking through wayfinding and tourism initiatives.

Advance implementation of the City's Community Wayfinding Strategy to improve navigation and encourage discovery and exploration. Facilitate initiatives in the Richmond Tourism Master Plan 2035 that contribute to placemaking in Richmond.

ACTION 4.2.4

Support temporary activations of underutilized spaces.

Explore opportunities to support temporary activations by streamlining permitting processes and connecting landowners with vendors, businesses, artists, and community organizations to help activate vacant storefronts and sites on a temporary basis.

ACTION 4.2.5

Expand the mobile vending program.

Explore opportunities to expand the mobile vending program, including increasing truck-compatible locations and identifying opportunities for permitted sites in parks, business parks, and high-foot-traffic corridors. Evaluate interest in expanding the mobile vending program to include non-food vendors.

Conclusion

Moving Toward Richmond's Economic Future

A shared vision for Richmond in 2037

Richmond's Economic Development Strategy sets a clear direction for the future, outlining a globally connected city where economic growth is inclusive, innovation is practical, businesses and workers are prepared for change, and employment lands are used to their full potential.

Achieving this vision will require sustained effort and clear priorities.



Enabling the vision: The role of partnerships

Delivering on this vision will require coordinated action. While the City of Richmond plays a leadership role, many of the factors that shape economic outcomes extend beyond the City's direct control. Success will depend on strong partnerships, including:

- Collaboration with senior governments to align infrastructure, transportation, housing, and workforce priorities.
- Partnerships with business and industry to support investment, innovation, and job creation.
- Engagement with educational institutions and training providers to strengthen talent pipelines.
- Coordination with community organizations to reduce barriers to participation.
- Regional collaboration with the port, airport, and neighbouring municipalities on land use and goods movement.

Within this ecosystem, the City's role is to lead, convene, and enable through planning, policy, investment, and engagement.

Enabling conditions: Factors that will shape progress

Progress toward Richmond's economic vision will also be influenced by a broader set of conditions, many of which extend beyond the direct control of the City. These include:

- Regional and global economic conditions, including demand for trade, tourism, and investment.
- Infrastructure and land readiness, including transportation networks and access to serviced employment lands.
- Labour market dynamics, including immigration trends and workforce participation.
- Alignment with senior government policies and funding, particularly in areas such as housing, transit, and workforce development.
- Cost pressures facing businesses and residents, including housing affordability and the cost of development.

These factors will shape the pace and scale of progress. The City will monitor these conditions and adjust its approach over time, working with partners to respond to emerging risks and opportunities.

Tracking progress: How Richmond will measure success

The Strategy brings together a consistent set of measures aligned with its four strategic directions. It focuses not only on overall growth, but also on how outcomes are experienced across the community.

Shared Prosperity

Rather than aggregate metrics (such as GDP and job numbers), success is measured by distributional metrics (such as reductions in income inequality and employment among groups facing economic barriers).

Applied Innovation

Applied innovation is measured both by innovative business activity (e.g., investment in new technologies) and innovative business outcomes (e.g., productivity gains, reduction in greenhouse gas emissions).

Future Ready

In addition to tracking the outcomes of business resilience (such as business growth and continuity), future-readiness can be measured by leading capacity indicators (such as access to utilities, transit, broadband, and capital) and activity indicators (such as program participation).

Investment Ready

Productivity of employment lands is often measured by job density, but this does not capture differences across land types. For example, agricultural land is better measured by food output, while lands that support goods movement are better measured by the volume and value of goods moved.

A full set of metrics for each strategic direction will be developed during the implementation planning phase of the Strategy, building on the measurement approach outlined above.

A commitment to continuous improvement

This Strategy is intended to guide action over time. The City will monitor progress, report on results, and adjust its approach as conditions change.

Through continued collaboration and clear measurement, Richmond will strengthen its economy in a way that is resilient, inclusive, future-focused, and aligned with community priorities.





To:	General Purposes Committee	Date:	June 02, 2026
From:	Anthony Capuccinello Iraci General Manager, Law and Community Safety	File:	12-8060-02-01/2025- Vol 01
Re:	Metro West Inter-Municipal Business Licence Bylaws		

Staff Recommendations

1. That Inter-Municipal Business Licence Agreement Bylaw No. 10763 be introduced and given first, second and third readings; and
2. That Inter-Municipal Business Licence Bylaw No. 10764 be introduced and given first, second and third readings.

Executive Summary

This report recommends adding the Township of Langley as a partner to the Metro West Inter-Municipal Business Licence (IMBL) program. The IMBL is a single regional business licence that allows eligible local businesses—construction, building repair and maintenance, and in-home health care professionals and services—to operate in six municipalities: Burnaby, Delta, New Westminster, Richmond, Surrey, and Vancouver.

This expansion would create additional opportunities for current IMBL holders, reduce administrative burden and costs for IMBL holders who currently buy a separate Township of Langley business licence. Should the proposed recommendation not be adopted, then the City of Richmond will no longer be a participant in the IMBL program.

Staff Report

Origin

After a two-year trial period that commenced on July 22, 2013, Council approved the City of Richmond's participation as a permanent member of the Metro West Inter-Municipal Business Licence (IMBL) program (the "IMBL Program") on December 14, 2015. The IMBL Program was initially introduced to reduce costs and administrative burdens for construction related, building repair and maintenance businesses.

On November 12, 2024, the IMBL program was expanded and approved by the participating Councils to also allow in-home health care professionals and services in order to support in-home medical care, transportation, companionship, and in-home recovery assistance.

In the Spring of 2026, staff from each of the six participating municipalities Burnaby, Delta, New Westminster, Richmond, Surrey, and Vancouver, agreed to expand the current IMBL agreement to include the Township of Langley. In order to amend the agreement, staff must propose by-laws amendments to their respective councils, including the Township of Langley, by October 15, 2026. If all Councils approve, the expanded IMBL will take effect on January 1, 2027. In June 2026, several municipal Councils, including Vancouver, passed IMBL expansion amendments.

This report supports Council's Strategic Plan 2022-2026 Focus Area #4 Responsible Financial Management and Governance:

Responsible financial management and efficient use of public resources to meet the needs of the community.

Background

Under the provisions of the Metro West IMBL program, businesses must obtain a business licence in their home municipality where their business premises are maintained. For an additional fee they may obtain a licence which allows the eligible business to operate in any of the six current participating municipalities. Businesses are still required to comply with applicable bylaws in each municipality in which they operate.

The IMBL program is intended to assist businesses carrying out activities in their participating jurisdictions by relieving some of the administrative burdens, creation of larger markets, improving customer choice and achieving greater licencing regulatory compliance with local government requirements.

The terms and conditions of a licence including the fee and licence administration are set out in a set of common bylaws enacted by each participating municipality. Uptake of the IMBL Program has been steady and popular with businesses. In 2025, Richmond issued 1,028 IMBLs and together, the partner municipalities issued a total of 7,509.

Analysis

This report recommends expanding the IMBL to include the Township of Langley as it would create a larger regional market in which business can operate across jurisdictional boundaries. This expansion will reduce “red-tape” and resultant administrative and cost burdens for Richmond based businesses who wish to operate in the Township of Langley as well as in any other of the participating municipalities. Moreover, there will be no additional licence fee charge as the current licence fee for the IMBL Program will remain the same at \$300.00.

The licensing, administration, and revenue sharing structure of the current Metro West IMBL program will also remain unchanged in the expanded Metro West IMBL program. Businesses will have to purchase a licence in their home municipality and pay an additional fee to obtain the IMBL. Partner municipalities would retain 90% of the revenue from any licences they issue, and 10% of revenue would be shared evenly with the partners. Historically and currently, the City of Richmond is a net beneficiary of this revenue sharing. Analysis of licence data from the proposed participating municipalities suggests City of Richmond revenues will be slightly improved by including the Township of Langley in the IMBL program.

Most importantly, staff in all participating municipalities including the Township of Langley will be bringing the proposed by-laws to their Councils for approval in 2026. If the municipal Council of a participating municipality does not approve the recommendations, that municipality will not be considered a participating municipality and the IMBL will only be effective among the other participating municipalities. Should the City of Richmond no longer participate in the IMBL, this would represent both a loss of revenue and the reintroduction of more regulatory burden and cost to Richmond businesses who wish to operate in neighbouring jurisdictions.

Budgetary Implications

Staff anticipate a slight increase in business revenue from expanding the IMBL program to include the Township of Langley.

Conclusion

Staff recommend remaining in the expanded IMBL program that will now include the Township of Langley. This recommendation, however, will require Council’s adoption of a new Inter-municipal Business Licence Agreement No. 10763 and a new Inter-municipal Business Licence Bylaw No. 10764.

Respectfully submitted,

Mark Corrado, Director, Community Bylaws and Licencing

Report Contributors

This report was prepared by Victor Duarte, Program Manager, Business Licencing and reviewed by Finance and Law.

Endorsed by Serena Lusk, CAO



Inter-municipal Business Licence Agreement Bylaw No. 10763

A Bylaw to enter into an agreement among the City of Burnaby, the City of Delta, the City of New Westminster, the City of Richmond, the City of Surrey, the City of Vancouver and the Township of Langley (the “Participating Municipalities”) regarding an Inter-municipal Business Licence Scheme

The Council of the City of Richmond enacts as follows:

1. That effective December 31, 2026, Inter-municipal Business Licence Agreement Bylaw No. 10584 be repealed.
2. Council hereby authorizes the City to enter into an Agreement with the City of Burnaby, the City of Delta, the City of New Westminster, the City of Richmond, the City of Surrey, the City of Vancouver, and the Township of Langley, in substantially the form and substance of the Agreement attached to this Bylaw as Schedule A, and also authorizes the Chief Administrative Officer and the General Manager, Finance and Corporate Services to execute the Agreement on behalf of the City, and to deliver it to the Participating Municipalities on such terms and conditions as the Chief Administrative Officer and the General Manager, Law and Community Safety deem fit.
3. This Bylaw is cited as “**Inter-municipal Business Licence Agreement Bylaw No. 10763**”.

FIRST READING

SECOND READING

THIRD READING

ADOPTED

MAYOR

CORPORATE OFFICER

CITY OF RICHMOND
APPROVED for content by originating dept.
VD
APPROVED for legality by Solicitor
LB

Schedule A**Inter-municipal Business Licence Agreement**

WHEREAS the City of Burnaby, the City of Delta, the City of New Westminster, the City of Richmond, the City of Surrey, the City of Vancouver, and the Township of Langley (hereinafter the "*Participating Municipalities*") wish to permit certain categories of Businesses to operate across their jurisdictional boundaries while minimizing the need to obtain a separate municipal business licence in each jurisdiction;

NOW THEREFORE the City of Burnaby, the City of Delta, the City of New Westminster, the City of Richmond, the City of Surrey, the City of Vancouver, and the Township of Langley agree as follows:

1. The *Participating Municipalities* agree to establish an inter-municipal business licence scheme among the *Participating Municipalities*, pursuant to section 14 of the *Community Charter* and section 192.1 of the *Vancouver Charter*.
2. The *Participating Municipalities* will request their respective municipal Councils to each ratify this Agreement and enact a bylaw to implement an inter-municipal business licence scheme effective January 1, 2027.
3. In this Agreement:

"*Business*" has the meaning in the *Community Charter*;

"*Community Charter*" means the Community Charter, S.B.C. 2003, c. 26;

"*Inter-municipal Business*" means any of the following businesses that provide services outside of their Principal Municipality:

- (a) A trades contractor or other professional related to the construction industry;
- (b) A contractor who performs maintenance, repair and/or inspections of land and buildings; and
- (c) A health care professional or a health care service provider who provides services by visiting clients in their homes;

"*Inter-municipal Business Licence*" means a business licence which authorizes an *Inter-municipal Business* to be carried on within the jurisdictional boundaries of any or all of the *Participating Municipalities*;

"*Inter-municipal Business Licence Bylaw*" means the bylaw adopted by the Council of each *Participating Municipality* to implement the inter-municipal business licence scheme contemplated by this Agreement;

“*Municipal Business Licence*” means a licence or permit, other than an *Inter-municipal Business Licence*, issued by a *Participating Municipality* that authorizes a *Business* to be carried on within the jurisdictional boundaries of the *Participating Municipality*;

“*Participating Municipality*” means any one of the *Participating Municipalities*;

“*Person*” has the meaning in the Interpretation Act, R.S.B.C. 1996, c. 238;

“*Premises*” means one or more fixed or permanent locations where the *Person* ordinarily carries on business;

“*Principal Municipality*” means the *Participating Municipality* where a *Business* is located or has *Premises*; and

“*Vancouver Charter*” means the Vancouver Charter, S.B.C. 1953, c.55.

4. Subject to the provisions of the *Inter-municipal Business Licence Bylaw*, the *Participating Municipalities* will permit a *Person* who has obtained an *Inter-municipal Business Licence* to carry on *Business* within any *Participating Municipality* for the term authorized by the *Inter-municipal Business Licence* without obtaining a *Municipal Business Licence* in the other *Participating Municipalities*.
5. A *Principal Municipality* may issue an *Inter-municipal Business Licence* to an applicant if the applicant is an *Inter-municipal Business* and meets the requirements of the *Inter-municipal Business Licence Bylaw*, in addition to the requirements of the *Principal Municipality’s* bylaw that applies to a *Municipal Business Licence*.
6. Notwithstanding that a *Person* may hold an *Inter-municipal Business Licence* that would make it unnecessary to obtain a *Municipal Business Licence* in other *Participating Municipalities*, the *Person* must still comply with all other regulations of any municipal business licence bylaw or regulation in addition to any other bylaws that may apply within any jurisdiction in which the *Person* carries on *Business*.
7. An *Inter-municipal Business Licence* must be issued by the *Participating Municipality* in which the applicant maintains *Premises*.
8. The *Participating Municipalities* will require that the holder of an *Inter-municipal Business Licence* also obtain a *Municipal Business Licence* for *Premises* that are maintained by the licence holder within the jurisdiction of the *Participating Municipality*.
9. The *Inter-municipal Business Licence* fee is \$300 and is payable to the *Principal Municipality*.
10. The *Inter-municipal Business Licence* fee is separate from and in addition to any *Municipal Business Licence* fee that may be required by a *Participating Municipality*.
11. Despite section 15, the *Inter-municipal Business Licence* fee will not be pro-rated.

12. The *Participating Municipalities* will distribute revenue generated from *Inter-Municipal Business Licence* Fees amongst all *Participating Municipalities* based on the *Principal Municipality* retaining 90% of the *Inter-municipal Business Licence* fee and the remaining 10% distributed equally to the remaining *Participating Municipalities*.
13. The *Participating Municipalities* will review the *Inter-municipal Business Licence* scheme and the revenue sharing formula established by this Agreement from time to time and may alter the formula in section 12 by written agreement of all *Participating Municipalities*.
14. The revenue generated from *Inter-municipal Business Licence* fees collected from January 1 to December 31 inclusive that is to be distributed to other *Participating Municipalities*, in accordance with section 12, will be distributed by February 28 of the year following the year in which fees were collected. The *Participating Municipalities* will designate one municipality, which may change from time to time, to calculate and distribute the revenue generated from *Inter-municipal Business Licence* fees.
15. The length of term of an *Inter-municipal Business Licence* is twelve (12) months, except that, at the option of a *Principal Municipality*, the length of term of the initial *Inter-municipal Business Licence* issued to an *Inter-municipal Business* in that municipality may be less than twelve (12) months in order to harmonize the expiry date of the *Inter-municipal Business Licence* with the expiry date of the *Municipal Business Licence*.
16. An *Inter-municipal Business Licence* will be valid within the jurisdiction boundaries of all the *Participating Municipalities* until its term expires, unless the *Inter-municipal Business Licence* is suspended or cancelled or a *Participating Municipality* withdraws from the inter-municipal business licence scheme among the *Participating Municipalities* in accordance with the *Inter-municipal Business Licence Bylaw*.
17. Each *Participating Municipality* will share a database of *Inter-municipal Business Licences*, which will be available for the use of all *Participating Municipalities*.
18. Each *Participating Municipality* which issues an *Inter-municipal Business Licence* will promptly update the shared database after the issuance of that licence.
19. A *Participating Municipality* may exercise the authority of the *Principal Municipality* and suspend an *Inter-municipal Business Licence* in relation to conduct by the holder within the *Participating Municipality* which would give rise to the power to suspend a business licence under the *Community Charter* or *Vancouver Charter* or under the business licence bylaw of the *Participating Municipality*. The suspension will be in effect throughout all of the *Participating Municipalities* and it will be unlawful for the holder to carry on the *Business* authorized by the *Inter-municipal Business Licence* in any *Participating Municipality* for the period of the suspension.
20. A *Participating Municipality* may exercise the authority of the *Principal Municipality* and cancel an *Inter-municipal Business Licence* in relation to conduct by the holder within the *Participating Municipality* which would give rise to the power to cancel a business licence under the *Community Charter* or *Vancouver Charter* or the business

licence bylaw of the *Participating Municipality*. The cancellation will be in effect throughout all of the *Participating Municipalities*.

21. The cancellation of an *Inter-municipal Business Licence* under section 20 will not affect the authority of a *Participating Municipality* to issue a business licence, other than an *Inter-municipal Business Licence*, to the holder of the cancelled *Inter-municipal Business Licence*.
22. Nothing in this agreement affects the authority of a *Participating Municipality* to suspend or cancel any business licence issued by that municipality or to enact regulations in respect of any category of *Business* under section 15 of the *Community Charter* or sections 272, 273, 279A, 279A.1, 279B, and 279C of the *Vancouver Charter*.
23. A Participating Municipality may, by notice in writing to each of the other Participating Municipalities, withdraw from the *Inter-municipal Business Licence* scheme among the Participating Municipalities, and the notice must:
 - (a) set out the date on which the withdrawing municipality will no longer recognize the validity within its boundaries of *Inter-municipal Business Licences*, which date must be at least six months from the date of the notice; and
 - (b) include a certified copy of the municipal Council resolution or bylaw authorizing the municipality's withdrawal from the *Inter-municipal Business Licence* scheme.
24. Prior to the effective date of a withdrawal under section 23 of this Agreement, the remaining *Participating Municipalities* will review and enter into an agreement to amend the revenue distribution formula set-out in section 12 of this Agreement.
25. Nothing contained or implied in this Agreement shall fetter in any way the discretion of the Council of the *Participating Municipalities*. Further, nothing contained or implied in this Agreement shall prejudice or affect the *Participating Municipalities'* rights, powers, duties or obligations in the exercise of its functions pursuant to the *Community Charter*, *Vancouver Charter*, or the *Local Government Act*, as amended or replaced from time to time, or act to fetter or otherwise affect the *Participating Municipalities'* discretion, and the rights, powers, duties and obligations under all public and private statutes, bylaws, orders and regulations, which may be, if each *Participating Municipality* so elects, as fully and effectively exercised as if this Agreement had not been executed and delivered by the *Participating Municipalities*.
26. Despite any other provision of this Agreement, an *Inter-municipal Business Licence* granted in accordance with the *Inter-municipal Business Licence Bylaw* does not grant the holder of a licence to operate in any jurisdiction other than within the jurisdictional boundaries of the *Participating Municipalities*. Furthermore, a business licence granted under any other inter-municipal business licence scheme is deemed not to exist for the purposes of this Agreement even if a *Participating Municipality* is a participating member of the other inter-municipal licence scheme.
27. This Agreement may be executed in several counter parts, each of which shall be deemed to be an original. Such counterparts together shall constitute one and the same instrument,

notwithstanding that all of the *Participating Municipalities* are not signatories to the original or the same counterpart.

28. This Agreement replaces and supersedes the Inter-municipal Business Licence Agreement entered into by the City of Burnaby, the City of Delta, the City of New Westminster, the City of Richmond, the City of Surrey, and the City of Vancouver in 2024.
29. In the event that the municipal Council of a *Participating Municipality* does not ratify this agreement, then that municipality will not be considered a *Participating Municipality* for the purposes of this Agreement, and the terms and conditions of this Agreement shall be effective as among the other *Participating Municipalities*

SIGNED AND DELIVERED on behalf of the *Participating Municipalities*, the Councils of each of which has, by bylaw, ratified this Agreement and authorized their signatures to sign on behalf of the respective Councils, on the dates indicated below.

CITY OF BURNABY

City Clerk _____

Date _____

CITY OF DELTA

Mayor _____

Clerk _____

Date _____

CITY OF NEW WESTMINSTER

Mayor _____

Clerk _____

Date _____

CITY OF RICHMOND

Chief Administrative Officer _____

General Manager, Law
and Community Safety _____

Date _____

CITY OF SURREY

Mayor _____

Clerk _____

Date _____

CITY OF VANCOUVER

Director of Legal Services _____

Date _____

TOWNSHIP OF LANGLEY

Mayor _____

Clerk _____

Date _____



Inter-municipal Business Licence Bylaw No. 10764

WHEREAS the City of Burnaby, the City of Delta, the City of New Westminster, the City of Richmond, the City of Surrey, the City of Vancouver and the Township of Langley (the “*Participating Municipalities*”) wish to permit certain categories of Businesses to operate across their jurisdictional boundaries while minimizing the need to obtain a separate municipal business licence in each jurisdiction.

AND WHEREAS each of the *Participating Municipalities* has or will adopt a similar bylaw and has or will enter into an agreement with the other *Participating Municipalities* to implement the inter-municipal business licence scheme;

NOW THEREFORE the Council of the City of Richmond enacts as follows:

1. Council Repeals Inter-municipal Business Licence Bylaw No. 10583.
2. There is hereby established an inter-municipal business licence scheme among the *Participating Municipalities*, pursuant to section 14 of the *Community Charter* and section 192.1 of the *Vancouver Charter*.
3. In this bylaw:

“*Business*” has the meaning in the *Community Charter*;

“*Community Charter*” means the *Community Charter*, S.B.C. 2003, c. 26;

“*Inter-municipal Business*” means any of the following businesses that provide services outside of their *Principal Municipality*:

- (a) A trades contractor or other professional related to the construction industry;
- (b) A contractor who performs maintenance, repair and/or inspections of land and buildings; and
- (c) A health care professional or a health care service provider who provides services by visiting clients in their homes;

“*Inter-municipal Business Licence*” means a business licence which authorizes an *Inter-municipal Business* to be carried on within the jurisdictional boundaries of any or all of the *Participating Municipalities*;

“Municipal Business Licence” means a licence or permit, other than an *Inter-municipal Business Licence*, issued by a *Participating Municipality*, that authorizes a *Business* to be carried on within the jurisdictional boundaries of that *Participating Municipality*;

“Participating Municipality” means any one of the *Participating Municipalities*;

“Person” has the meaning in the *Interpretation Act*, R.S.B.C. 1996, c. 238;

“Premises” means one or more fixed or permanent locations where the *Person* ordinarily carries on *Business*;

“Principal Municipality” means the *Participating Municipality* where a *Business* is located or has a *premises*; and

“Vancouver Charter” means the Vancouver Charter, S.B.C. 1953, c. 55.

4. Subject to the provisions of this bylaw, the *Participating Municipalities* will permit a *Person* who has obtained an *Inter-municipal Business Licence* to carry on *Business* within any *Participating Municipality* for the term authorized by the *Inter-municipal Business Licence* without obtaining a *Municipal Business Licence* in the other *Participating Municipalities*.
5. A *Principal Municipality* may issue an *Inter-municipal Business Licence* to an applicant if the applicant is an *Inter-municipal Business* and meets the requirements of this bylaw, in addition to the requirements of the *Principal Municipality’s* bylaw that applies to a *Municipal Business Licence*.
6. Notwithstanding that a *Person* may hold an *Inter-municipal Business Licence* that would make it unnecessary to obtain a *Municipal Business Licence* in other *Participating Municipalities*, the *Person* must still comply with all other regulations of any municipal business licence bylaw or regulation in addition to any other bylaws that may apply within any jurisdiction in which the *Person* carries on *Business*.
7. An *Inter-municipal Business Licence* must be issued by the *Participating Municipality* in which the applicant maintains *Premises*.
8. The *Participating Municipalities* will require that the holder of an *Inter-municipal Business Licence* also obtain a *Municipal Business Licence* for *Premises* that are maintained by the licence holder within the jurisdiction of the *Participating Municipality*.
9. The *Inter-municipal Business Licence* fee is \$300 and is payable to the *Principal Municipality*.
10. The *Inter-municipal Business Licence* fee is separate from and in addition to any *Municipal Business Licence* fee that may be required by a *Participating Municipality*.

11. Despite the provisions of section 12, the *Inter-municipal Business Licence* fee will not be prorated.
12. The term of an *Inter-municipal Business Licence* is twelve (12) months, except that, at the option of a *Principal Municipality*, the term of the initial *Inter-municipal Business Licence* issued to an *Inter-municipal Business* in that municipality may be less than twelve (12) months in order to harmonize the expiry date of the *Inter-municipal Business Licence* with the expiry date of the *Municipal Business Licence*.
13. An *Inter-municipal Business Licence* will be valid within the jurisdiction boundaries of all of the Participating Municipalities until its term expires, unless the *Inter-municipal Business Licence* is suspended or cancelled or a *Participating Municipality* withdraws from the inter-municipal licensing scheme in accordance with this bylaw.
14. A *Participating Municipality* may exercise the authority of the *Principal Municipality* and suspend an *Inter-municipal Business Licence* in relation to conduct by the holder within the *Participating Municipality* which would give rise to the power to suspend a business licence under the *Community Charter* or *Vancouver Charter* or under the business licence bylaw of the *Participating Municipality*. The suspension will be in effect throughout all of the *Participating Municipalities* and it will be unlawful for the licence holder to carry on *Business* authorized by the *Inter-municipal Business Licence* in any *Participating Municipality* for a period of the suspension.
15. A *Participating Municipality* may exercise the authority of the *Principal Municipality* and cancel an *Inter-municipal Business Licence* in relation to conduct by the holder within the *Participating Municipality* which would give rise to the power to cancel a business licence under the *Community Charter* or *Vancouver Charter* or under the business licence bylaw of the *Participating Municipality*. The cancellation will be in effect throughout all of the *Participating Municipalities*.
16. The cancellation of an *Inter-municipal Business Licence* under section 15 will not affect the authority of a *Participating Municipality* to issue a business licence, other than an *Inter-municipal Business Licence*, to the holder of the cancelled *Inter-municipal Business Licence*.
17. Nothing in this bylaw affects the authority of a *Participating Municipality* to suspend or cancel any business licence issued by that municipality or to enact regulations in respect of any category of business under section 15 of the *Community Charter* or sections 272, 273, 279A, 279A.1, 279B, and 279 C of the *Vancouver Charter*.
18. A *Participating Municipality* may, by notice in writing to each of the other *Participating Municipalities*, withdraw from the inter-municipal business licensing scheme and the notice must:
 - (a) Set out the date on which the withdrawing municipality will no longer recognize the validity within its boundaries of *Inter-municipal Business*

Licences, which date must be at least six months from the date of the notice;
and

- (b) Include a certified copy of the Council resolution or bylaw authorizing the municipality's withdrawal from the *Inter-municipal Business Licence Scheme*.

19. The invalidity or unenforceability or any provision of this bylaw shall not affect the validity or enforceability of any other provisions of this bylaw and any such invalid or unenforceable provision shall be deemed to be severable.
20. Despite any other provision of this bylaw, an *Inter-municipal Business Licence* granted in accordance with this bylaw does not grant the holder a licence to operate in any jurisdiction other than within the jurisdictional boundaries of the *Participating Municipalities*.
21. A business licence granted under any other inter-municipal business licence scheme is deemed not to exist for the purposes of this bylaw, even if a Participating Municipality is a participating member of the other inter-municipal business licence scheme.
22. A decision by a court that any part of this bylaw is illegal, void, or unenforceable severs that part from this bylaw, and is not to affect the balance of this bylaw.
23. *This bylaw is to come into force and take effect on January 1, 2027.*
24. This Bylaw is cited as **“Inter-Municipal Business Licence Bylaw No. 10764”**.

FIRST READING

SECOND READING

THIRD READING

LEGAL REQUIREMENTS SATISFIED

ADOPTED

MAYOR

CORPORATE OFFICER

CITY OF RICHMOND
APPROVED for content by originating dept.
VD
APPROVED for legality by Solicitor
LB



To:	General Purposes Committee	Date:	June 22, 2026
From:	Wayne Craig General Manager, Planning and Development	File:	07-3000-00/Vol 01
Re:	Homelessness Strategy Guiding Framework – Current State Analysis and What We Heard Report		

Staff Recommendation

That the findings in the report titled “Homelessness Strategy Guiding Framework – Current State Analysis and What We Heard Report”, from the General Manager, Planning and Development, dated June 22, 2026, inform the development of the Homelessness Strategy Guiding Framework (2026–2029).

Executive Summary

This report responds to Council’s direction to further examine strategies and supports related to homelessness in Richmond. Its purpose is to bring forward research findings outlined in the Current State Analysis report and the results of the engagement undertaken with community members, service providers, government partners and people with lived and living experience of homelessness, in the What We Heard Engagement summary. This information will inform the development of the Homelessness Strategy Guiding Framework (2026–2029). The report is grounded in the recognition that homelessness in Richmond has become more complex since the adoption of the current Homelessness Strategy (2019–2029) and that an updated understanding of local conditions is needed to guide the City’s work through the remainder of the Homelessness Strategy’s lifespan.

The report specifically addresses the current homelessness landscape in Richmond and the factors that will inform the development of the Homelessness Strategy Guiding Framework (2026–2029). These include housing affordability and availability pressures; the intersection of homelessness with health, mental health, substance use and brain injury; challenges related to service navigation, continuity of care and system capacity; funding uncertainty; stigma, public-space impacts and community response; food insecurity and climate-related vulnerability; and the importance of equity-based, trauma-informed and rights-informed approaches. Together, the Current State Analysis report and What We Heard summary provide the evidence base to support the next phase of work, the development of a focused guiding framework that responds to identified community needs and is reflective of current and future priorities and actions for Council’s consideration.

Staff Report

Origin

During the City Council meeting held on March 10, 2025, when the Homelessness Strategy (2019–2029) – 2024 Highlights report was approved, Council added the following recommendation to the report:

That the matter be referred to staff to consult with City Council, public stakeholders and facility users regarding:

- a) further strategies to address the issues arising out of those who are unhoused; and*
- b) further support services needed for those affected, such as detox facilities or community health clinics.*

Since the Homelessness Strategy (2019–2029) was adopted by Council in 2019, there have been significant changes to the societal landscape, which have increased the complexity of homelessness across the region. In response to the Council recommendation, the Homelessness Strategy Guiding Framework (2026–2029) is being developed. The Homelessness Strategy Guiding Framework (the Framework) is intended to act as a companion document to the Homelessness Strategy (the Strategy). It will identify key priorities and potential actions for the City and its partners to ensure the response to homelessness meets the needs of the community for the remainder of the current Strategy's lifecycle.

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

Proactive stakeholder and civic engagement to foster understanding and involvement and advance Richmond's interests.

Research, including an environmental scan and both public and targeted engagement, have been conducted simultaneously between March and May 2026 to inform the development of the Framework. The purpose of this report is to present the findings from the research outlined in the Current State Analysis report, and the findings from the engagement summarized in the What We Heard Engagement Summary. These two documents will inform the development of the Framework, which will be presented to Council for consideration in Q4 2026.

Analysis

Background

The City's Homelessness Strategy (2019–2029) guides the work of the City and community and government partners toward the vision that homelessness in Richmond is brief, rare and non-recurring. The Homelessness Strategy outlines 32 actions under the following five strategic directions:

1. Prevent pathways into homelessness;
2. Support residents who are experiencing homelessness;
3. Provide pathways out of homelessness;
4. Foster collaboration among community partners; and
5. Communicate, research and monitor homelessness.

The City has shown effective leadership in response to the complex needs of residents without housing and continues to collaborate with community and government partners to address the priorities and actions in the Strategy and to reduce the number of people who do not have a safe and affordable home to call their own. Despite the progress made on many of the actions, changes in the

societal landscape have been significant across the country, including Richmond, and have increased the complexity and diversity of community needs. In addition, the circumstances of individuals experiencing homelessness have become more complex and often intersect with physical and mental health concerns, substance use and addiction, brain injury, poverty and trauma.

As a result of these changes and an increase in the number of individuals experiencing homelessness in Richmond over the past five years, the City has continued to make significant investments in services and supports for individuals at risk of or experiencing homelessness. This has meant the City has taken on a greater leadership role in this area despite housing, health care and the facets of homelessness being the primary responsibility of senior levels of government.

There are just over three years remaining with the current Strategy, which expires in 2029, and additional work is required now to ensure the Strategy remains relevant and continues to guide the City, its community partners and senior levels of government until the end of its lifespan. The Framework is intended to respond to the current complexity of homelessness in the community.

Development of the Homelessness Strategy Guiding Framework

Development of the Framework is being completed in a systematic and multi-step manner. The Framework will be informed by an environmental scan including:

- Research and best practices related to the context and multisectoral and intergovernmental systems within which homelessness services exist;
- Emerging trends related to homelessness;
- A comparative scan of other municipal approaches; and
- Identification of data gaps and limitations.

This information has been compiled in the Current State Analysis presented in this report (Attachment 1). The Current State Analysis will supplement the information gleaned through day-to-day collaboration with other municipal counterparts, the regular review of emerging homelessness research and initiatives, and the ongoing monitoring and evaluation undertaken by staff.

Alongside the research conducted and summarized in the Current State Analysis, engagement with the community has been undertaken with a broad range of individuals and organizations. In addition to engaging with service providers whose programs support individuals at risk of or experiencing homelessness, consultation involved input from a wide range of individuals within the health sector and most predominantly representing programs operated by Vancouver Coastal Health. The What We Heard Engagement Summary provides a detailed summary of the work completed including the engagement activities, information provided by the community and an analysis of the key themes across all aspects of the engagement (Attachment 2).

The background work for the development of the Framework has been guided by the Council-endorsed Richmond Community Homelessness Table (the Homelessness Table), comprised of local, primarily government-funded, non-profit organizations and government agencies that directly deliver support services and/or health, supportive housing or emergency services to individuals experiencing homelessness in Richmond. The Homelessness Table also plays a role in identifying system gaps and providing strategic advice and professional guidance regarding the viability of operational models for new initiatives that meet the needs of individuals experiencing homelessness in Richmond.

Current State Analysis

The Current State Analysis identifies key changes since the Strategy was adopted in 2019, and highlights system conditions, service pressures and emerging trends to be considered in the development of the Framework. In addition, the five strategic directions in the current Strategy were reviewed to assess their status, continued relevance and identify pressures currently impacting homelessness in Richmond. Based on the Current State Analysis, seven emerging trends were identified and are outlined in Table 1.

Table 1: Current State Analysis: Emerging Trends

Current Trends Related to Homelessness	Description
Housing affordability and availability pressures	Housing affordability remains one of the clearest structural drivers of homelessness in Richmond.
Health, mental health, substance use and brain injury complexity	People experiencing homelessness in Richmond are reporting significant and overlapping health challenges including mental health challenges, substance use, medical conditions or illness and brain injury.
Service navigation, continuity of care and system capacity	People experiencing homelessness often need to navigate many separate systems within a sector that is operating at near capacity and where both complexity of need and demand for services continue to evolve.
Funding stability and housing system uncertainty	Provincial and federal governments have responsibility for funding many aspects of housing, health, income support and homelessness. When funding is uncertain or unavailable, organizations must stretch available resources to meet community needs.
Public space, stigma and community response	Municipalities must balance the needs, dignity and safety of people who are unhoused with concerns related to public access, cleanliness, fire risk, park use, nearby businesses, residents and community safety. Public concern and stigma can also affect service delivery. Factual and compassionate communication is a necessary part of the homelessness response.
Food insecurity	Food insecurity is closely connected to homelessness and housing instability and rising food costs, high rents, low incomes and limited access to cooking facilities or places to appropriately store food, especially perishable items, which increases vulnerability.
Housing as a human right	A rights-based approach to housing is increasingly shaping homelessness planning and service delivery in Canada. Homelessness responses need to reflect dignity, non-discrimination, inclusion, meaningful participation and accountability, particularly for people in greatest housing need.

The Current State Analysis, combined with findings from the engagement process outlined below, will support the development of the Framework to ensure consideration is given to the broader system context, promising practices from other regions, existing data and a Richmond-specific context.

What We Heard

To further inform the development of the Framework, a broad spectrum of individuals were engaged, including those with lived and living experience of homelessness, community groups and organizations, service providers, outreach workers, health sector representatives, staff of government agencies, including Vancouver Coastal Health and BC Housing, and members of the public including residents, employees and business owners to help inform the What We Heard Summary. There was a total of 32 engagement activities, including a Let's Talk Richmond survey. Details of each activity and its reach are outlined in Table 2.

Table 2: Community Engagement Activities

Engagement Activity	Description
Public online survey	An online survey for all members of the public was available on the Let's Talk Richmond platform from March 23 to April 19, 2026.
Targeted survey	Paper surveys and an online survey were available for individuals with lived and living experience of homelessness from March 23 to April 19, 2026.
Pop up events	Seven community pop up events for individuals with lived and living experience of homelessness took place at community events and at the locations of key homelessness-related services.
Focus groups	Six focus groups were held to gather insight from demographic-specific groups of individuals experiencing homelessness as well as from individuals with professional or volunteer experience in the homelessness sector.
Interagency workshop	The workshop convened mid-level and senior representatives from government partners, service providers and community partner organizations providing homelessness-related services to share feedback on current system pressures, priorities and community needs. A full list of participating programs and organizations is outlined in Attachment 3.
Health sector workshop	The workshop convened representatives from health, hospital, primary care, mental health, substance use and related partners to share feedback on the intersection of homelessness and health, current pressures in the health system, service gaps in Richmond in relation to health, mental health and substance use and opportunities including how to develop a more connected local response. A full list of participating programs and organizations is outlined in Attachment 3.
Key informant interviews and written submissions	Focused input from people with specific expertise and/or knowledge regarding seniors, Indigenous housing, emergency response, poverty reduction and public health was collected through interviews and/or written submissions.
Advisory Committee and Table/Network presentations	Presentations were made to six City Advisory Committees and five Community Tables to inform these groups about the development of the Framework and to request participation by completing the survey and sharing their opinions.

The engagement activities were promoted through various City Advisory Committees, social service agencies and community organizations, the City website and e-newsletter, and City social media channels. Information and invitations to participate in the Let's Talk Richmond survey were shared with over 45,000 people and the site received 1,477 unique visits from members of the community. In addition, posters advertising the survey were displayed at Richmond community centres and branches of the Richmond Public Library. Focused outreach included surveys, pop-up events at locations frequented by individuals experiencing homelessness, focus groups, workshops and key informant interviews. In total, over 800 responses were received through the various engagement activities outlined in the table above. This number includes people who may have participated in more than one type of engagement such as participating in a focus group and completing a survey.

Across the array of engagement opportunities, participants consistently identified homelessness in Richmond as a housing issue, a health issue, a poverty issue and a systems issue. While different groups emphasized different aspects of a Richmond-specific response to homelessness, there was broad agreement that the Framework should focus on practical action, stronger coordination, earlier prevention, more suitable housing and shelter options, and better supports for people experiencing or at risk of homelessness. Table 3 outlines highlights of the themes that were identified during the

engagement process. Full details of the engagement feedback are included in the What We Heard Engagement Summary.

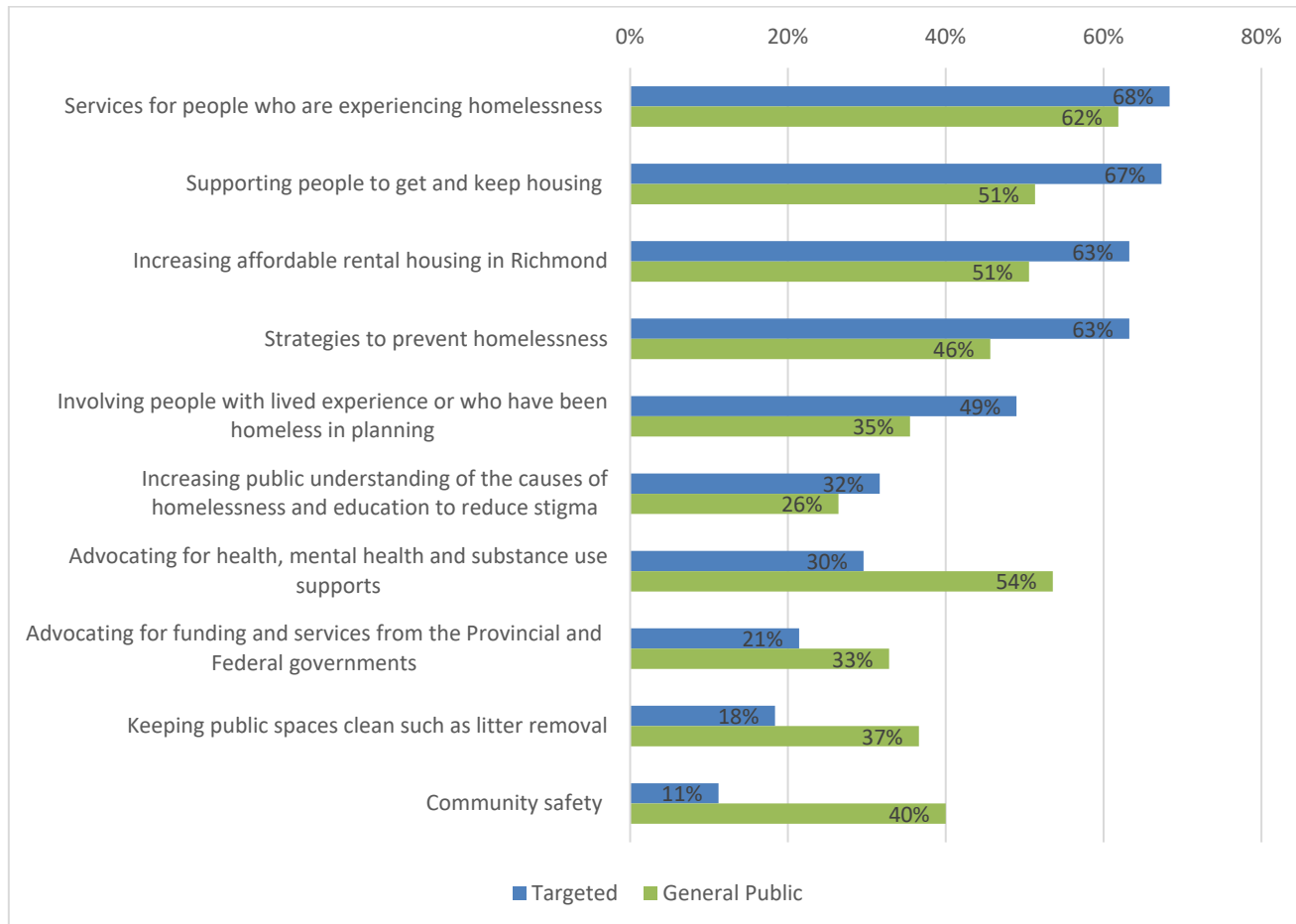
Table 3: What We Heard: Highlights

Theme	Description
Housing affordability and housing stability were the strongest cross-cutting concerns	Participants consistently identified the need for more affordable rental housing, deeply affordable housing, rent-geared-to-income housing, supportive housing and practical supports that help people stay housed.
People need immediate supports while long-term housing solutions are developed	People who are currently unhoused need practical supports, including shelter, washrooms, showers, laundry, storage, food, public phones, transportation, harm reduction supplies and safe places to rest.
One-size-fits-all housing and shelter models are not working for everyone	Participants called for more tailored housing, shelter and support options for seniors, women, Indigenous people, youth, people with disabilities, people with complex health needs, people in recovery, people using substances, newcomers, people with pets, couples and families.
Seniors emerged as a priority population	Seniors were repeatedly identified as a growing concern, including seniors becoming homeless for the first time later in life, aging while unhoused, living in vehicles or RVs, staying in unsafe informal arrangements or remaining in precarious housing.
Health, mental health, substance use and homelessness are deeply connected	Participants connected homelessness to physical health, mental health, substance use, trauma, disability, aging, acquired brain injury, chronic illness, overdose risk and hospital discharge. Considerations include framing health as a primary partner in homelessness response, expanded health sector participation in planning and advocating for stronger mental health, substance use, detox, treatment recovery and harm reduction supports.
Public stigma, misinformation and community resistance are affecting what is possible	Stigma and public attitudes were raised across almost every engagement stream. People with lived and living experience described being judged, stereotyped and treated without dignity.
Public safety and public space concerns need to be addressed without criminalizing homelessness	Participants raised concerns about people sheltering outdoors, fire risk, litter, open substance use and the condition of public spaces, while also emphasizing that these issues reflect deeper gaps in housing, shelter, health care, harm reduction, income, outreach and support systems.
The City has an important role in convening, enabling, advocating and tracking progress	Participants recognized that the City cannot solve homelessness alone, but identified an important City role in convening partners, supporting coordination, enabling housing through municipal tools, identifying land and opportunities, supporting public education, advocating to senior governments particularly regarding housing and health care, helping track progress and clarifying roles.

In addition to the themes that emerged through the engagement activities and as part of the surveys, respondents were asked what the City's priorities should be for the Framework. While the two groups emphasized different priorities for a Richmond-specific response to homelessness at times, the most selected response from both the public and targeted surveys was services for people experiencing homelessness, such as emergency shelter, outreach, daytime programs and access to basic hygiene supports. The next highest responses included supporting people to get and keep housing, advocating for health, mental health and substance use supports and increasing affordable rental housing in Richmond (Figure 1). These priorities reinforce the interconnected aspects of housing and health care, especially as it relates to mental health, substance use and addiction. They highlight the importance of greater access to

a broader range of detox, stabilization, treatment and recovery-oriented pathways for individuals alongside harm reduction supports as part of a broader health and housing response.

Figure 1: Priorities for the Homelessness Framework, Targeted and General Public Survey Responses



The feedback collected through the engagement process, as outlined in the What We Heard report will ensure that diverse perspectives and key priorities of the community are represented as the Framework is developed. This information will focus the City's work, in partnership with the community, to effectively respond to the current context of homelessness in Richmond and ensure the Framework is a meaningful aspect of the City's response.

Next Steps

The development of the Framework is a multi-phased process involving research, engagement and analysis, all of which will be used to compile the proposed Framework. Each of these components will inform the priorities and actions in the Framework and guide the City for the remaining time prior to a new Homelessness Strategy being developed.

Key steps in developing the Framework thus far have included:

1. Research and develop a "Current State Analysis" (COMPLETED);
2. Conduct a thorough community engagement process and develop a "What We Heard" report (COMPLETED); and
3. Present the "Current State Analysis" and "What We Heard" reports to Council for consideration (IN PROGRESS).

The next step in the process will be to develop actions for the proposed Framework, based on the findings from the “Current State Analysis” and “What We Heard” report, that are both actionable and within municipal scope. Collaboration with the Provincial government, including Vancouver Coastal Health and BC Housing, will be required as homelessness, housing and health are primarily the responsibility of senior levels of government. Input from the Homelessness Table and where appropriate, other government and community partners will also be sought as part of the process. Once completed, a subsequent report outlining the proposed Framework will be presented for Council’s consideration.

Budgetary Implications

None.

Conclusion

The Homelessness Strategy (2019–2029) outlines the City’s commitment to responding to the needs of Richmond residents at risk of or experiencing homelessness. The City of Richmond continues to work closely with community partners to support people experiencing homelessness to access basic necessities, including health or hygiene supports, emergency shelter, housing and supportive resources and advocates for these services to be available for those who need them. Additional collaboration is required with senior levels of government, including Vancouver Coastal Health and BC Housing to maximize the range of services available in Richmond. As the societal landscape and current context of homelessness in Richmond have evolved, the development of the Homelessness Strategy Guiding Framework (2026–2029) is intended to be a purposeful measure to ensure that the City’s work in response to homelessness remains relevant and meets the needs of the community for the remainder of the current Strategy’s lifespan.

Respectfully submitted,

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Report Contributors

This report was prepared by Chris Duggan, Manager, Community Social Development and reviewed by the Housing Office.

Endorsed by Serena Lusk, CAO

- Att. 1: Current State Analysis
2: What We Heard Engagement Summary
3: Interagency and Health Sector Workshop Participation

City of Richmond

Homelessness Strategy Guiding Framework 2026–2029

CURRENT STATE ANALYSIS

Prepared by: Ideaspace Consulting

June 18, 2026

Table of Contents

Executive Summary	1
1. Purpose and Scope	2
2. Richmond Homelessness Landscape: Current Snapshot.....	2
3. System and Service Context.....	3
4. Alignment with the Richmond Homelessness Strategy 2019–2029.....	6
5. Emerging Trends and Increasing Complexity.....	7
6. Comparative Scan: Selected Municipal Approaches	9
7. Equity and Trauma-Informed Considerations.....	11
8. Key Findings and Implications for Engagement	13
9. Data Gaps and Limitations	14
9. Conclusion	15
Appendix A	1
A1. Whole-of-Community Approaches to Homelessness Response	1
A2. Humanitarian and Rights-Based Encampment Response	2
A3. Filling Gaps in the Housing and Supports Continuum	4
Sources	7

Executive Summary

The City of Richmond is developing a Homelessness Strategy Guiding Framework for 2026–2029 to support the remaining years of the Richmond Homelessness Strategy 2019–2029. This Current State Analysis provides a concise, evidence-informed picture of the current homelessness landscape, system context, emerging pressures and areas for further exploration through engagement.

The analysis shows that Richmond's homelessness response has evolved and matured since 2019. The City and its partners have expanded shelter capacity, strengthened outreach, supported drop-in and daytime services, improved coordination and continued to support affordable and supportive housing pathways. At the same time, the number of Richmond residents experiencing homelessness has increased and the needs of people who are unsheltered, sheltered or precariously housed have become more complex.

Current state theme	Summary
1. Homelessness has increased	The Homeless Count identified 85 people experiencing homelessness in Richmond in 2020, 162 in 2023 and 175 in 2025. Richmond saw a slower rate of increase between 2023 and 2025, but the overall trend remains upward.
2. Unsheltered homelessness decreased in 2025	The 2025 Homeless Count identified 104 sheltered and 71 unsheltered people. The 2023 Homeless Count identified 82 sheltered and 80 unsheltered people. Richmond was one of only two communities in Greater Vancouver where unsheltered homelessness decreased between 2023 and 2025, likely linked in part to increased temporary seasonal shelter capacity.
3. Complexity is increasing	People experiencing homelessness are reporting high levels of mental health challenges, substance use, medical conditions and brain injury. These needs affect service access, housing stability and system navigation.
4. Supportive housing capacity is temporary	Alderbridge Supportive Housing and Aster Place Supportive Housing currently provide important but temporary supportive housing in Richmond. At this time, Richmond does not have a confirmed permanent supportive housing site to replace this temporary capacity.
5. Richmond's system has expanded	The City and its partners now have more shelter spaces, stronger outreach, expanded drop-in services, more formal coordination structures and enhanced public space response.
6. Role clarity is essential	Many drivers of homelessness sit outside municipal authority. The Guiding Framework will need to clarify where the City can lead, support, convene, communicate, fund and advocate.

The existing Homelessness Strategy remains relevant. Its five strategic directions continue to reflect the core areas of work required to prevent, reduce and respond to homelessness: prevention, immediate support, pathways out of homelessness, collaboration, and communication, research and monitoring. The Guiding Framework can help focus the remaining years of

implementation by aligning actions with current conditions, the City's role and capacity, and the realities identified through engagement.

1. Purpose and Scope

This Current State Analysis informs the development of the Homelessness Strategy Guiding Framework and supports ongoing engagement with people with lived and living experience, service providers, health partners, community organizations, City staff and other partners.

The analysis summarizes the current homelessness landscape in Richmond, identifies key changes since the Homelessness Strategy was adopted in 2019, and highlights system conditions, service pressures and emerging trends that should be considered as the Guiding Framework is developed.

This is a high-level, time-bound analysis. It is not a comprehensive needs assessment, program evaluation or set of recommendations. Where possible, it uses Richmond-specific data and information. Regional data, examples from other jurisdictions and broader research are included where they help explain trends or system pressures relevant to Richmond. This document outlines:

- the current homelessness landscape in Richmond;
- the local service and system context;
- alignment with the Richmond Homelessness Strategy 2019–2029;
- emerging trends and increasing complexity;
- selected examples from other municipalities; and
- key findings, data gaps and implications to explore further through engagement.

2. Richmond Homelessness Landscape: Current Snapshot

Homelessness in Richmond has increased since the Homelessness Strategy was adopted. In 2017, the Metro Vancouver Homeless Count identified 70 people experiencing homelessness in Richmond. By 2020, this number had increased to 85. In 2023, 162 people were counted, and in 2025, 175 people were identified as experiencing homelessness.

Indicator	Current snapshot
Total people counted in 2025	175 people experiencing homelessness
Sheltered/unsheltered	104 sheltered and 71 unsheltered
Trend since 2023	Total homelessness increased by eight per cent from 162 people to 175 people; unsheltered homelessness decreased from 80 people to 71 people
Local connection	Almost six out of ten people experiencing unsheltered homelessness had lived in Richmond for at least 10 years
Age	72 per cent adults aged 25–54 years; 23 per cent people aged 55–64 years; two per cent people aged 65–74 years; zero people aged 75+ years; three per cent youth under 25 years
Gender	68 per cent men and 32 per cent women; the proportion of women counted increased from 20 per cent in 2023
Indigenous overrepresentation	14 per cent of Richmond respondents self-identified as Indigenous, compared with less than one per cent of Richmond's population

Common reasons for housing loss	Not enough income for housing, landlord or tenant conflict, substance use, mental health issues and conflict with a spouse or partner
Health complexity	Commonly reported health conditions included mental health challenges, substance use, medical conditions or illness, and brain injury

The 2025 Homeless Count suggests that additional temporary seasonal shelter capacity helped more people move indoors during the Homeless Count period, but did not reduce the total number of people experiencing homelessness in the community. This distinction is important: Richmond's response system has expanded its ability to provide immediate shelter, while broader housing, income, health and support needs continue to exceed available resources.

The data also reinforces that homelessness is largely affecting people with existing connections to Richmond, rather than being primarily driven by people arriving from elsewhere. Many Richmond residents experiencing unsheltered homelessness have lived in the community for many years.

Homeless Count data should be understood as a minimum estimate. The methodology captures people who are found and agree to participate during a short Homeless Count period. It is less able to capture hidden homelessness, including people temporarily staying with friends or family, living in unstable or unsafe housing, remaining in unsafe relationships to avoid homelessness, living in vehicles or avoiding formal services.

Taken together, the current data shows that homelessness in Richmond has grown since 2019 while also becoming more complex. Many people are facing overlapping challenges related to affordability, income, mental health, substance use, physical health, brain injury, aging, discrimination and service access.

3. System and Service Context

Richmond's homelessness response includes a network of City-led, government-funded, non-profit, faith-based and community-led services. Together, these services provide outreach, shelter, drop-in supports, food programs, housing navigation, health-related supports, referrals, practical assistance and community connection.

The City plays several roles within this system, including planning, advocacy, funding, data analysis, service coordination, provision of City-owned space, direct outreach, public space response, emergency planning and convening partners. Since 2019, the system has expanded through increased shelter capacity, the Program Manager, Homelessness and Homelessness Outreach Team, enhanced Bylaw capacity, expanded drop-in services and stronger coordination among service providers, community partners, health partners and government partners.

Service area	Key services/resources	Role in the system
Emergency shelter	Richmond House Emergency Shelter	Year-round emergency accommodation, meals, showers, laundry, case management and referrals.
Temporary winter shelter	Temporary Winter Shelters at Brighthouse and South Arm	Temporary seasonal shelter capacity during colder and wetter months.

Drop-in and hygiene supports	Richmond Drop-in Centre	Daytime access to meals, showers, laundry, mail, technology, referrals, recreational activities and service navigation.
Outreach and case coordination	City Homelessness Outreach Team, community and government outreach providers, Integrated Outreach Team and Outreach Worker Network	Connection to basic needs, income supports, government supports, health care, shelter, housing applications and other referrals.
Homelessness prevention and response	Chimo Homelessness Prevention Program, SHINE program, Turning Point/Reaching Home-funded supports and other prevention/diversion supports	Housing stabilization, crisis support, referrals, prevention/diversion, and connection to income, housing and community resources for people at risk of homelessness.
Health, mental health and substance use supports	Vancouver Coastal Health services, Anne Vogel Clinic, Substance Use Outreach Team and Assertive Community Treatment Outreach	Health assessment, primary care, mental health and substance use supports, referrals and case management for people with complex needs.
Food programs	Richmond Food Bank, community meals, Food Aid Delivery Coalition, Salvation Army mobile food truck and faith-based meal programs	Meals, groceries and food access for people experiencing homelessness, precarious housing or food insecurity.
Supportive, transitional and affordable housing	Alderbridge Supportive Housing, Aster Place Supportive Housing, Harbour House, Nova House, Rio Vista, Storeys, Cadence and other non-market housing resources	Housing with varying levels of support for people experiencing or at risk of homelessness.
Public space and community response	Internal City teams, Homelessness Outreach Team, community partners, Richmond Public Library, Community Associations and Societies, RCMP, Vancouver Coastal Health and other partners	Response to outdoor sheltering, vehicle sheltering, public space concerns, abandoned materials, safety concerns and connections to support.
Coordination and planning	Richmond Community Homelessness Table, Outreach Worker Network, Integrated Outreach Team and City interdepartmental coordination	Information-sharing, service coordination, planning, emerging issue identification and collaborative response.

3.1 Shelter and overnight supports

Richmond House Emergency Shelter is Richmond's only permanent emergency shelter. It is located on City-owned land, operated by The Salvation Army and funded by BC Housing. In 2025, Richmond House expanded from 55 to 60 permanent shelter beds. The shelter continues to operate at full capacity and maintain a waitlist.

Temporary Winter Shelters at Brighthouse and South Arm, operated by The Progressive Housing Society, provide additional overnight spaces during colder and wetter months. During the 2025/26 winter season, Richmond had 60 permanent shelter beds and 35 temporary seasonal shelter spaces, for a total of 95 spaces available during the winter season. This growth has helped increase immediate access to shelter and may have contributed to the decrease in unsheltered homelessness recorded during the 2025 Homeless Count.

3.2 Drop-in, outreach and basic needs

The Richmond Drop-in Centre is a key daytime access point for people experiencing homelessness or deep poverty. The City provides space at Brighthouse Pavilion and funds the operation of the Richmond Drop-in Centre. In April 2025, through a license agreement with the City, operational responsibility transferred to The Progressive Housing Society. The Centre offers meals, showers, laundry, mail, technology access, recreation, service navigation and referrals. In 2025, it recorded 9,288 services used, including 5,657 lunches and 861 showers.

Outreach is central to Richmond's response. The City's Homelessness Outreach Team and community providers connect people sheltering outdoors, in vehicles or using services to basic necessities, income supports, health care, shelter, treatment, detox, housing applications and other referrals. In 2025, the City's team engaged in more than 1,200 service interactions, supported 80 transitions into shelter, housing, treatment or family reunification, and provided more than 700 referrals.

Food programs are also part of the safety net. The Richmond Food Bank supported 10,231 unique people and 5,134 households in 2025. Community meal providers and the After Hours Outreach Program estimated that approximately 2,200 meals were prepared and delivered each week in 2025 to people experiencing or at risk of homelessness.

3.3 Health, housing and public space response

Health-related services are delivered primarily through Vancouver Coastal Health and related partners, including the Anne Vogel Clinic, Substance Use Outreach Team and Assertive Community Treatment Outreach. Health partners also participate in the Integrated Outreach Team and Homelessness Outreach Worker Network, helping to embed health-related support within homelessness service delivery. Outreach and facility-based teams regularly support referrals to medical care, substance use services, treatment, detox, hospital or urgent care and mental health supports.

Richmond's current system includes supportive housing, transitional and affordable housing, rent supplements, housing navigation and prevention supports. Alderbridge Supportive Housing and Aster Place Supportive Housing currently provide important but temporary supportive housing in Richmond. At this time, Richmond does not have a confirmed permanent supportive housing site to replace this temporary capacity. This creates uncertainty for residents, operators and the

broader homelessness-serving system, and reinforces the importance of continued planning and advocacy for stable supportive housing options in Richmond. Other housing options and related resources, including Harbour House, Nova House, Rio Vista, Storeys, Cadence and other non-market housing resources, also form part of the broader local housing and support continuum.

As homelessness has become more visible, the City has also responded to issues arising in parks, dikes, trails, public facilities and other shared spaces. Richmond's response is conducted through coordination among internal teams, outreach providers, Richmond Public Library, Richmond's community centres, RCMP, Vancouver Coastal Health and other community and government partners. Consideration is given to balancing public space, fire risk, access, cleanliness and community safety concerns, and the need to connect people sheltering outdoors or in vehicles to supports without simply moving them from one location to another.

4. Alignment with the Richmond Homelessness Strategy 2019–2029

The Homelessness Strategy remains relevant. Its five strategic directions continue to reflect the main areas of work required to prevent, reduce and respond to homelessness. However, the context has changed since 2019. Homelessness has increased, service needs have become more complex, public space pressures have grown, the affordability crisis has deepened and Richmond continues to need stable, appropriate housing and support options across the continuum.

Strategic direction	Current status and continued relevance	Current pressures
1. Prevent pathways into homelessness	Prevention remains essential given the role of income inadequacy, housing instability, landlord or tenant conflict, relationship breakdown and health-related challenges in housing loss.	Many prevention tools require coordination across City functions, community partners, housing providers, health partners and senior governments.
2. Support residents experiencing homelessness	This area has seen substantial progress through expanded shelter capacity, the Richmond Drop-in Centre, Temporary Winter Shelters, stronger outreach and improved coordination.	People accessing services are presenting with more complex and overlapping needs. Continued progress depends on suitable service locations, sustained funding, coordinated outreach and strong connections to health and housing systems.
3. Provide pathways out of homelessness	Housing pathways remain essential. Harbour House opened in 2025, and Alderbridge and Aster Place continue to provide supportive housing.	Appropriate housing options remain limited. Alderbridge Supportive Housing and Aster Place Supportive Housing provide important but temporary supportive housing, and Richmond does not currently have a confirmed

		permanent supportive housing site to replace this capacity.
4. Foster collaboration and capacity-building	Collaboration has strengthened through the Richmond Community Homelessness Table, Integrated Outreach Team, Outreach Worker Network and day-to-day service coordination.	Different mandates, funding sources, data systems, privacy practices and client information processes can limit integrated service planning.
5. Communicate, research and monitor homelessness	The City continues to lead local Homeless Count implementation, provide updates to Council, publish annual updates and develop resources such as the Resource Guide.	Data and communications needs have grown as homelessness has become more visible, complex and publicly discussed. Local system outcome data remains limited.

The Guiding Framework can build from this foundation by clarifying priorities for 2026–2029, aligning actions with the City's role and capacity, and focusing future engagement on areas where updated direction, stronger coordination or further exploration is needed.

5. Emerging Trends and Increasing Complexity

Since 2019, homelessness in Richmond has become more complex. The number of people experiencing homelessness has increased, the needs of people who are unsheltered or precariously housed have become more layered, and the systems intended to support people are under pressure. The following trends summarize the main pressures that should inform the Guiding Framework.

5.1 Housing affordability and availability pressures

Housing affordability remains one of the clearest structural drivers of homelessness in Richmond. Low vacancy rates, high rents and limited affordable housing options make it difficult for people with low or fixed incomes to secure housing, even when they are connected to outreach, shelter or case planning supports. These pressures also affect prevention: people may be at risk of homelessness long before they appear in shelter, outreach or Homeless Count data.

5.2 Health, mental health, substance use and brain injury complexity

People experiencing homelessness in Richmond are reporting significant and overlapping health challenges. In the 2025 Homeless Count, the most commonly reported health conditions included mental health challenges, substance use, medical conditions or illness, and brain injury. Brain injury can affect memory, impulse control, emotional regulation, communication, planning, judgement and the ability to follow multi-step processes. Without appropriate recognition and support, behaviours related to brain injury or trauma can be misunderstood as unwillingness or non-compliance.

5.3 Service navigation, continuity of care and system capacity

People experiencing homelessness often need to navigate many separate systems for income assistance, identification, shelter, health care, mental health services, substance use treatment,

food, transportation, legal support, housing applications and follow-up appointments. Each system may have different eligibility rules, hours, intake processes, documentation requirements and referral pathways. In Richmond, these navigation challenges are occurring in a system where Richmond House Emergency Shelter operates at or near capacity, Temporary Winter Shelters provide important seasonal capacity, the Richmond Drop-in Centre is seeing high levels of use, outreach workers are supporting complex needs across shelter, outdoor sheltering, vehicle sheltering and public spaces, and food programs are experiencing continued demand.

5.4 Funding stability and housing system uncertainty

Provincial and federal governments have responsibility for many aspects of housing, health, income support and homelessness funding. In Richmond, many local programs depend on time-limited grants, annual approvals, senior government funding or a mix of City and partner contributions.

When funding is insufficient, uncertain or time-limited, local organizations must stretch available resources to meet community needs, making long-term planning difficult. Recent provincial funding changes affecting the Community Housing Fund and Indigenous Housing Fund have added uncertainty to the broader non-market housing sector. Although these funds are distinct from supportive housing funding, disruption to non-market housing supply can weaken prevention pathways and limit options for people to move from shelter, transitional housing or supportive settings into long-term housing.

5.5 Public space, stigma and community response

As homelessness has become more visible in Richmond, public spaces have become a more active part of the homelessness response. Municipalities must balance the needs, dignity and safety of people who are unhoused with concerns related to public access, cleanliness, fire risk, park use, nearby businesses, residents and community safety. Public concern and stigma can also affect service delivery and development of new affordable housing. Clear, factual and compassionate communication is therefore a necessary part of the homelessness response system, not a secondary activity.

5.6 Food insecurity and climate-related vulnerability

Food insecurity is closely connected to homelessness and housing instability. Rising food costs, high rents, low incomes and limited access to cooking or storage increase vulnerability. People experiencing homelessness are also especially vulnerable during extreme weather events, including heat, cold, wildfire smoke, storms and flooding. In 2025, Richmond's Emergency Programs and Homelessness staff worked together to revise emergency plans so that the needs of people experiencing homelessness are considered during extreme weather, environmental hazards and community-wide emergencies.

5.7 Housing as a human right

A rights-based approach to housing is increasingly shaping homelessness planning and service delivery in Canada. Recognizing housing as a human right does not mean municipalities alone are responsible for providing housing to every person. It does change the planning lens: homelessness responses should be grounded in dignity, non-discrimination, inclusion, meaningful participation and accountability, particularly for people in greatest housing need. In Richmond, this lens is relevant because the City is already using rights-informed practices in its response to people

sheltering outdoors or in public spaces, while balancing public space responsibilities, partnerships, advocacy and future housing and service planning.

Overall, these trends show that Richmond's homelessness response has evolved and matured since 2019, but the complexity of need has also grown. The next phase of work should build from existing strengths while focusing engagement on clearer roles, stronger coordination, better data, more accessible services and more effective pathways out of homelessness into appropriate housing and support.

6. Comparative Scan: Selected Municipal Approaches

Richmond is experiencing local homelessness pressures within a broader regional, provincial and national context. While local conditions vary, many communities are facing similar pressures: increasing homelessness, public concern, limited affordable housing supply, complex health and substance use needs, constrained service capacity and uncertainty about the municipal role.

The purpose of this comparative scan is not to identify a single model for Richmond to replicate. Instead, it highlights selected themes and examples from other jurisdictions that may offer useful insight as Richmond develops its Guiding Framework. These examples are included as illustrative reference points and should be considered alongside Richmond's specific service context, land ownership conditions, funding environment and local governance structure.

Theme	Examples from other jurisdictions	Relevance for Richmond
1. Dedicated municipal capacity	Burnaby, Surrey, Nanaimo, Kelowna and others have created dedicated staff teams or specialized municipal roles for homelessness response.	Richmond is aligned with this trend through its Program Manager, Homelessness and Homelessness Outreach Team, specialized Bylaw capacity and interdepartmental coordination.
2. Integrated outreach, bylaw and community safety	Burnaby's Intervention Support model and New Westminster's Crises Response Pilot Project combine outreach, operations, public space response and policy/advocacy functions.	Supports a balanced approach to visible homelessness, service connection, public space impacts, outdoor sheltering and community concerns.
3. Daytime hubs and basic needs	Chilliwack's Wellness Centre, Victoria's drop-in investments and Progressive Housing Society's former Burnaby Hub demonstrate demand for low-barrier daytime supports.	Reinforces the importance of the Richmond Drop-in Centre and practical supports such as meals, showers, laundry, mail, technology access and service navigation.
4. Data and coordinated access	Abbotsford's Community Homelessness Information Application, Waterloo Region's data strategy and New Westminster's evaluation approach point to stronger measurement and accountability.	Connects to Richmond's interest in improved data collection, confidential client coordination and system-level planning.

5. Health and homelessness integration	London and Waterloo Region link housing stability with health and community well-being. Dunn House in Toronto demonstrates a health-system role in supportive housing.	Relevant given Richmond's high levels of mental health, substance use, medical and brain injury-related needs among people experiencing homelessness, and the role of Vancouver Coastal Health in local outreach coordination.
6. Prevention and diversion	Chilliwack uses Reaching Home funding for outreach, case management and prevention/diversion supports. London, Waterloo Region and New Westminster also identify prevention as a strategic priority.	Reinforces the continued relevance of prevention, including local prevention and diversion supports such as Chimo's Homelessness Prevention Program and Turning Point's Reaching Home-funded supports, while recognizing that many levers sit beyond the City's direct authority.
7. Humanitarian and rights-based encampment response	Thunder Bay's human rights-based encampment action plan, London's Community Encampment Plan and Mobile Service Depots, and national municipal encampment guidance emphasize service connection, sanitation, safety, dignity and alternatives to enforcement-only responses.	Relevant because Richmond is managing public space pressures while also working in a rights-focused manner to connect people sheltering outdoors or in vehicles to supports, shelter, housing pathways and basic needs.
8. Filling gaps in the housing continuum	Vancouver's STEP Program, recovery-oriented housing, bridge housing, supported independent living, complex care housing and seniors communal or shared-support models show how communities are addressing gaps between shelter, supportive housing, treatment, independent housing and higher-care settings.	Relevant because Richmond is seeing increased complexity, has important but temporary supportive housing capacity, and has limited pathways for people who need different levels of support at different stages.
9. Equity, lived experience and rights-based approaches	Thunder Bay, Waterloo Region and New Westminster include lived/living experience, equity and rights-based approaches in planning and response.	Supports meaningful participation by people with lived and living experience and attention to Indigenous overrepresentation, hidden homelessness, systemic barriers and rights-informed practices already used in Richmond.

10. Whole-of-community approaches	Waterloo Region's Whole of Community Leadership Model and New Westminster's Crises Response Pilot Project frame homelessness as a shared system challenge.	Useful for clarifying shared responsibility across internal teams, service providers, health partners, businesses, residents, people with living experience and senior governments.
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Additional detail on selected examples from other jurisdictions is provided in Appendix A. These examples include whole-of-community approaches to homelessness response, rights-focused responses to encampments, outdoor sheltering and public space pressures, and housing models that help fill gaps in the housing and supports continuum. The appendix is intended to show how other communities are organizing responses to similar pressures and to provide reference points for Richmond's Guiding Framework. The examples are illustrative only and are not intended to recommend direct replication in Richmond.

7. Equity and Trauma-Informed Considerations

Homelessness is not experienced equally across the community. Pathways into homelessness are shaped by intersecting factors, including poverty, housing affordability, racism, colonialism, gender-based violence, disability, mental health, substance use, trauma, age, family breakdown, immigration status, language, discrimination and access to services.

An equity and trauma-informed lens recognizes that people experiencing homelessness may have had repeated experiences of harm, exclusion, loss, violence, discrimination, institutional involvement or failed service connections. It also recognizes that service systems can unintentionally create barriers through complex intake processes, rigid requirements, inaccessible communication, culturally unsafe environments, stigma or assumptions about people's behaviour.

Avoiding hierarchy in differentiated responses

A key challenge in homelessness planning is recognizing diverse needs without creating a hierarchy of deservingness. People experiencing homelessness are not a homogeneous group. Women, youth, seniors, newcomers, refugees, people fleeing violence, people using substances, people with severe mental health challenges, people with brain injuries and people experiencing chronic homelessness may require different types of housing, shelter, outreach, health care and support.

At the same time, different responses must be grounded in need, safety, accessibility and appropriate service fit rather than assumptions about who is more "deserving" of support. Framing some people as "not the usual homeless population" or as homeless only because of affordability pressures can unintentionally reinforce stigma toward people whose homelessness is connected to substance use, mental illness, trauma, disability or long-term poverty. This can weaken the principle that all people experiencing homelessness deserve safety, dignity, housing and appropriate support.

An equity and trauma-informed approach recognizes that different pathways into homelessness require different responses but does not rank people's worthiness. For example, a person leaving treatment may need recovery-oriented transitional housing; a person with a brain injury may need simplified service navigation and flexible support; a person with severe mental health and

substance use challenges may need complex care or enhanced supportive housing, and a senior may need accessible housing and health supports. These differences point to the need for a broader housing and supports continuum, not to a distinction between people who are easier or harder to support.

For Richmond, this principle is important as the Guiding Framework considers how to respond to increasingly diverse and complex needs. The goal should be to match people to the right level of support while maintaining a consistent commitment to dignity, inclusion and access for all people experiencing homelessness.

The following table summarizes selected population-specific considerations, recognizing that people experiencing homelessness have diverse needs and pathways into homelessness, while maintaining that all people deserve safety, dignity, housing and appropriate support.

Population/group	Current-state consideration
Indigenous Peoples	Indigenous Peoples continue to be significantly overrepresented among people experiencing homelessness in Richmond and across Greater Vancouver. Culturally safe, Indigenous-informed and Indigenous-led responses are critical.
Seniors	Seniors represented 25 per cent of people counted in Richmond in 2025. This included 23 per cent of people between 55 and 64 years, two per cent between 65 and 74 years, and zero people over 75 years. Seniors may face overlapping challenges related to fixed income, disability, chronic health conditions, mobility limitations, isolation, cognitive decline and housing instability.
Women and gender-diverse people	Women represented 32 per cent of people counted in 2025, an increase from 2023. Women and gender-diverse people may be undercounted because they are more likely to experience hidden homelessness or avoid visible homelessness settings due to safety concerns.
Youth and young adults	Youth under 25 years represented three per cent of people counted in Richmond, but youth homelessness is often hidden. Youth may face barriers related to family conflict, child welfare involvement, school disconnection, lack of income and distrust of adult-serving systems.
People with disabilities, brain injury and complex health needs	Health conditions can affect a person's ability to access services, complete forms, attend appointments, communicate needs, remember instructions or meet program expectations. Brain injury and cognitive disability can be misunderstood if systems are not accessible.
Newcomers, immigrants and racialized communities	People may face barriers related to language access, unfamiliarity with systems, discrimination in rental housing, precarious employment, immigration or settlement experiences and distrust of systems.

Trauma-informed service delivery is important across all parts of the homelessness response system. In practice, this means prioritizing safety, choice, trust, collaboration, dignity, cultural humility and clear communication. It also means reducing unnecessary barriers through plain

language, reminders, flexible timing, warm handoffs, help with paperwork and repeated information.

People with lived and living experience of homelessness bring essential knowledge about how systems work in practice. Their insight can help identify barriers that may not be visible to planners or service providers, including where people feel unsafe, where rules are difficult to follow, where referrals break down and where trust has been damaged. Meaningful participation should include accessible formats, compensation, trauma-informed facilitation, plain-language materials and feedback loops as the work develops.

8. Key Findings and Implications for Engagement

The following findings summarize the main conditions, pressures and questions that should inform development of the Guiding Framework and ongoing engagement. They are not recommendations.

Key finding	Implication for engagement
1. Homelessness has increased since 2019, but Richmond's response capacity has also evolved and matured.	Explore how well the current mix of shelter, outreach, drop-in, housing navigation and supportive services is meeting community needs, and where barriers or gaps remain.
2. The existing Strategy remains relevant, but the remaining years require sharper focus.	Test which parts of the Strategy remain most important, where the context has shifted and how the Guiding Framework can focus implementation without duplicating the Strategy.
3. Prevention remains essential but is difficult to advance within municipal authority alone.	Explore what prevention means in Richmond's context and how internal teams, community partners, housing providers, health partners and government partners can align their work.
4. Stable supportive housing pathways remain an important current-state consideration.	Explore the importance of stable supportive housing pathways, the impacts of uncertainty on residents and operators, and how Richmond can support advocacy and planning within its role.
5. Health, mental health, substance use and brain injury are central to the current landscape.	Explore how people are accessing health-related supports, where referrals or transitions break down, and how partnerships with Vancouver Coastal Health and other health partners can be strengthened.
6. Public space response requires both compassion and coordination.	Explore how public space response is experienced by people sheltering outdoors, service providers, City staff, nearby residents, businesses and park users.
7. Daytime supports and basic needs are core parts of the system.	Explore how daytime supports, food access, hygiene services and service navigation contribute to stability, and whether current access points are sufficient, safe, appropriate and well-located.
8. Collaboration has strengthened, but system integration remains uneven.	Explore how coordination is working now, where it breaks down, what information-sharing is possible and appropriate, and what tools could support

	better planning while protecting privacy and dignity.
9. Equity and trauma-informed practice must be embedded throughout the Framework.	Design engagement to hear from people whose experiences may not be fully captured in formal data, including Indigenous people, seniors, women, youth, gender-diverse people, racialized people, newcomers, people with disabilities and people with lived and living experience.
10. Housing as a human right provides an important planning lens.	Consider how the Guiding Framework can reflect dignity, inclusion, accessibility and meaningful participation while clearly identifying the City's role within the broader system.

9. Data Gaps and Limitations

This Current State Analysis draws from the best available information, including City reports, regional homelessness data, Council updates, service information, municipal scan findings and related research. Several data gaps and limitations affect how the current homelessness landscape can be understood.

Limitation	Implication
1. Homeless Counts are minimum estimates	Homeless Counts are conducted over a short period and depend on people being found and agreeing to participate. They do not capture the full scale of homelessness or housing instability.
2. Hidden homelessness is not well captured	People who are couch-surfing, staying temporarily with others, living in unsafe housing, living in vehicles or avoiding formal services may not appear in official data.
3. Richmond-specific demographic data is limited	Small sample sizes and variable response rates mean some groups and experiences may be underrepresented or not visible.
4. Local system outcome data is limited	Richmond has data on program activity, but limited system-level information on time to housing, returns to homelessness, referral outcomes, housing retention, unmet shelter demand or long-term outcomes. Data is also collected by different organizations using different systems, reporting requirements, definitions and parameters, which can make it difficult to compare information across programs or understand system-wide outcomes.
5. Data on brain injury and cognitive disability is limited	Brain injury is self-reported in the Homeless Count. There is no comprehensive local data source identifying the prevalence of cognitive disability or related support needs among people experiencing homelessness.
6. Food insecurity data does not fully show unique need	Food programs often track meals or visits rather than unique people served, which protects dignity but limits understanding of frequency and depth of need.

7. Public space data is operational rather than outcome-based	Calls for service, materials removed and patrol activity show demand, but do not fully show whether people were connected to shelter, housing, health care or longer-term supports.
8. Examples from other jurisdictions vary by source and timing	Examples from other jurisdictions are illustrative rather than exhaustive. Some reflect pilot projects, internal scans or information that may have changed. There are fewer readily comparable provincial examples of data, alignment and response models, so the scan should be treated as a set of reference points rather than a direct comparison.

Data alone cannot fully explain the current homelessness landscape as it is complex and continues to evolve. Lived experience, service-provider insight, health-sector knowledge, frontline staff experience, Indigenous perspectives, community organization input and City staff expertise are all needed to understand how the system works in practice. The Guiding Framework process and ongoing engagement will be important for testing the findings in this analysis, filling gaps and identifying priorities for 2026–2029.

9. Conclusion

Richmond's homelessness response has evolved and matured since the Homelessness Strategy was adopted. The City and its partners have expanded shelter capacity, strengthened outreach, supported daytime services, improved coordination, invested in housing projects, responded to public space pressures and continued to monitor changing conditions.

At the same time, homelessness in Richmond has increased and become more complex. People experiencing homelessness are facing overlapping challenges related to housing affordability, income insecurity, mental health, substance use, physical health, brain injury, trauma, aging, discrimination, food insecurity and limited access to appropriate housing. Service providers are working within a system affected by funding uncertainty, workforce pressure, limited housing pathways and growing community concern.

The existing Homelessness Strategy remains relevant, but the remaining years of implementation require a clearer focus that reflects the current landscape. The Guiding Framework provides an opportunity to clarify priorities for 2026–2029, align actions with the City's role and capacity, strengthen coordination with partners and support ongoing engagement with people most affected by homelessness.

This Current State Analysis is intended to support that work. It provides a shared understanding of the current context, identifies key pressures and limitations, and highlights areas where further engagement, discussion and coordination will be needed.

Appendix A

The following examples provide additional detail on selected approaches referenced in the comparative scan. They are included to illustrate how other jurisdictions are organizing responses to homelessness, responding to unsheltered homelessness and filling gaps in the housing and supports continuum. The examples are not intended to recommend direct replication in Richmond, but may provide useful reference points for the development of the Guiding Framework.

A1. Whole-of-Community Approaches to Homelessness Response

A2. Humanitarian and Rights-Based Encampment Response

A3. Filling Gaps in the Housing and Supports Continuum

A1. Whole-of-Community Approaches to Homelessness Response

Several jurisdictions are moving toward “whole-of-community” or whole-system approaches to homelessness response. While each model is different, these approaches share a common premise: homelessness cannot be addressed through isolated programs, single departments or one level of government acting alone. Instead, they seek to align housing, health, outreach, public space response, community partners, people with lived and living experience, municipal departments, senior governments and other system actors around shared goals.

London, Ontario: Health and Homelessness Whole of Community System Response

London’s Health and Homelessness Whole of Community System Response is a prominent example of this approach. The City of London describes the model as a coordinated response focused on highly supportive housing, hubs and ongoing collaboration across the response system. The model is intended to help people experiencing homelessness move indoors, stabilize, connect to the right supports and maintain long-term housing stability.

London’s model is notable because it explicitly connects homelessness with health, stabilization and housing outcomes. It recognizes that people with complex needs may require coordinated access to health care, housing, social services and ongoing supports, rather than a sequence of disconnected referrals. The approach is also being monitored and evaluated by research and community partners, creating opportunities to understand what is working, what is challenging and how the system can improve.

Region of Waterloo: Whole of Community Leadership Model

The Region of Waterloo’s *Plan to End Chronic Homelessness* also uses a whole-of-community approach. The plan was co-created with community partners and is intended to provide a roadmap to end chronic homelessness. Waterloo Region’s model emphasizes shared leadership among lived experts, equity-owed groups, service providers, system leaders, area municipalities and regional staff.

The Region’s plan is useful because it frames homelessness as a shared community challenge that cannot be owned or solved by one order of government in isolation. Its roadmap calls for deeper commitment and engagement from all levels of government, public and private sectors, health care, mental health and addictions, justice and other system partners. This type of model helps show how a community can move from a program-by-program response toward broader system coordination.

New Westminster, British Columbia: Crises Response Pilot Project

New Westminster’s Crises Response Pilot Project is another strong example of a whole-of-community municipal response. The pilot addresses three interconnected crises: homelessness, mental health and substance use. The City describes the project as a proactive, resilient and strategic approach intended to be used over the long term, with a focus on safety, well-being and responsiveness.

The project includes interdepartmental municipal teams, outreach, operations, public-facing “who to call” tools, policy and advocacy work, community liaison, biohazard removal, evaluation and

structured engagement with people with living experience of homelessness. The pilot was approved by Council in 2023 and fully launched in 2024.

A notable feature of New Westminster's approach is that people with living experience were engaged through multiple rounds of focus groups at the outset of the project and again at the one-year mark. This created a feedback loop between people directly affected by homelessness and the municipal teams designing and delivering the response. It also helped ensure the pilot was informed by practical lived experience, not only municipal operations, service-provider perspectives or community impact concerns.

Relevance for Richmond

These examples are relevant because Richmond's homelessness response already involves multiple internal teams, non-profit providers, health partners, senior levels of government, faith-based groups, outreach workers, Bylaw staff, emergency planners, businesses, residents and people with lived and living experience. A whole-of-community lens can help clarify how these parts of the system connect, where the City can lead, where it can support, where it can advocate and where stronger senior government or health-system action is needed.

A2. Humanitarian and Rights-Based Encampment Response

Across Canada, municipalities are re-examining how they respond to encampments and visible unsheltered homelessness. While municipalities must manage public spaces, safety, sanitation, fire risk and community concerns, many jurisdictions are also recognizing that enforcement-only approaches do not address the underlying need for housing, shelter, health care, income supports and basic services.

A humanitarian or rights-based approach does not mean that encampments are considered a suitable or permanent housing solution. Rather, it recognizes that when people have no safe, accessible or appropriate indoor option, municipal responses should prioritize dignity, safety, basic needs, meaningful engagement and pathways to shelter, housing and support.

London, Ontario: Community Encampment Plan and Mobile Service Depots

London's Community Encampment Plan is a useful example of a municipal encampment response grounded in a human rights-based approach. The City of London describes the plan as focused on supporting people in encampments through both transactional outreach and transformational case management to support pathways out of homelessness and into housing or indoor spaces.

London has also used Mobile Service Depots as part of its encampment response. These depots brought basic services such as food, drinking water, washrooms and garbage clean-up directly to people living in encampments. This approach recognizes that people sheltering outdoors may face barriers to accessing centralized services and that bringing supports directly to people can help reduce harm, improve sanitation and create more active service connections.

National municipal encampment guidance

National municipal guidance on homelessness encampments also emphasizes a rights-based and service-oriented approach. Guidance from the National Working Group on Homeless Encampments identifies municipal actions such as advocating for support from higher levels of government, engaging meaningfully with encampment residents, providing essential services and developing safety protocols.

These directions are relevant because they acknowledge both the limits and responsibilities of municipalities. Municipal governments cannot resolve encampments without sufficient housing, shelter and health-system capacity. However, they can influence how people are treated while unsheltered, whether basic needs are addressed, how service connections are made and how public space concerns are managed.

Thunder Bay: Human rights-based encampment action planning

Thunder Bay has also been identified as an example of human rights-based encampment action planning. Its approach is relevant because it frames encampment response as more than a bylaw or enforcement issue. Instead, it situates the response within broader responsibilities related to housing, health, sanitation, safety, service connection and respect for people experiencing homelessness.

This type of framing may be useful for municipalities that are trying to balance public space management with the rights, dignity and survival needs of people who are unsheltered. It also reinforces that responses to encampments should be connected to pathways indoors, not simply focused on moving people from one location to another.

Relevance for Richmond

Richmond is already navigating many of these issues. The City responds in a rights-focused manner to people sheltering outdoors or in vehicles through interdepartmental coordination involving internal City teams, community agencies, RCMP, Vancouver Coastal Health, outreach staff from the Ministry of Social Development and Poverty Reduction and other partners. This coordination reflects the need to balance public space management, safety, service connection and support for people who are unsheltered.

The current state in Richmond includes public space pressures, vehicle sheltering, people sheltering outdoors or in public spaces, abandoned materials, safety concerns and the need to connect people to shelter, outreach, health care, income supports and housing pathways. Richmond responds in a rights-focused manner when municipal sites are involved, while recognizing that some outdoor sheltering occurs on provincial or federal land where the City's authority and response role may be limited. A humanitarian and rights-based lens can help ensure public space responses are coordinated, practical and grounded in dignity, while also recognizing the City's responsibility to manage public spaces and advocate for the housing and health resources needed to reduce unsheltered homelessness.

This example is not about normalizing encampments or sheltering outdoors in public spaces. It is about recognizing that, when people are unsheltered, the response should reduce harm, support basic needs, create pathways indoors and avoid approaches that simply move people from one location to another without resolving the underlying issue.

A3. Filling Gaps in the Housing and Supports Continuum

Prevention and diversion are critical, but they are only one part of the housing and homelessness response. Communities also need housing options that match the different levels of support people require once they are experiencing homelessness, leaving shelter, exiting treatment or detox, aging while unhoused, or ready to move from supportive housing into a more independent setting.

Across jurisdictions, a growing issue is the lack of housing options that sit between emergency shelter, standard supportive housing and fully independent market housing. These gaps can leave people cycling between shelter, outreach, hospital, treatment and public spaces, even when they are actively working toward stability.

Move-on models from supportive housing

Vancouver's Supporting Tenants, Enabling Pathways Program, known as STEP, is an example of a "move-on" model. STEP supports people who are ready to move from supportive housing into more independent housing. Streethome describes the model as helping people in supportive housing move toward self-sufficiency, while also opening supportive housing units for people who need more intensive on-site supports.

This type of model recognizes that supportive housing should not be the only long-term destination for everyone. Some tenants stabilize and are ready for more independence, but still need support with rent, tenancy relationships, landlord communication, health connections or community integration. Move-on models can create flow through the housing system without forcing people to choose between intensive supportive housing and unsupported independence.

Recovery-oriented transitional housing after detox or treatment

Another gap occurs after detox, treatment or early recovery. People may complete treatment but have nowhere safe or stable to go next. Returning directly to homelessness, shelter or an unstable housing situation can increase the risk of relapse, renewed homelessness and health decline.

Lookout Housing and Health Society operates transitional housing and sober living programs that help fill this gap. Lookout's transitional housing model includes tenant support workers who help residents develop case plans addressing needs such as anxiety, trauma, mental health, addictions and chronic illness. Its sober living homes, including MacMillan House, Carr's Place and Crawford Manor in Surrey, provide abstinence-based supportive housing and recovery programming, including life skills, education, employment training, group activities and addiction counselling.

These models sit between treatment and independent housing, giving people a safer place to continue stabilizing while working toward longer-term recovery and housing goals. This is an important gap in many communities because people leaving detox, treatment or early recovery often need time, structure and support before moving into independent housing. These models are especially relevant for people who need more structure than independent rental housing but do not need, or may not be well served by, standard emergency shelter.

Integrated addiction recovery and supportive housing

Some models are designed to connect recovery, housing, cultural supports and life stabilization in one place. These approaches are useful because they recognize that recovery does not happen in isolation from housing, income, culture, health, community connection or daily life skills.

The North Wind Wellness Centre in Pouce Coupe provides a northern BC example of a more integrated recovery and housing continuum. The facility includes detox beds, addiction treatment beds, self-contained supportive housing units and a recovery-based community centre, while integrating First Nations healing practices with clinical care. BC Housing describes the model as supporting people at all stages of recovery.

Penticton's snpa?xtəntn, also known as Healing House, provides another relevant BC example. The 54-unit supportive housing project is recovery-based and Indigenous-focused, providing culturally safe supports for people who want to live in an environment free from alcohol and substance use as part of their recovery journey. The project is operated by ASK Wellness Society in partnership with OoKnakane Friendship Centre, which provides Indigenous cultural supports.

Earlier program information for the Penticton model described on-site substance use recovery supports, relapse prevention planning, life-skills training, cultural supports and coaching, and career development opportunities. This makes it a useful example of housing that fills several gaps at once: recovery-oriented housing, culturally grounded support, life stabilization and pathways toward employment or community participation.

These examples are useful because they connect several points on the continuum in one model: treatment or recovery supports, stable housing, cultural connection, life skills, employment readiness and community reintegration. This matters because people with complex needs are often asked to move between separate systems at the exact point when stability, trust and continuity are most important.

Integrated models can reduce the number of handoffs, support more consistent relationships with staff and service providers, and create a clearer pathway from crisis response to recovery, housing stability and community connection. They also show how culturally grounded care and clinical or recovery supports can be embedded within a housing response, rather than requiring people to navigate disconnected services on their own..

Bridge housing between shelter and permanent housing

Bridge housing can provide a temporary step between shelter and permanent housing. It is not a substitute for permanent housing, but it can offer a safer and more stable setting while people replace identification, access income supports, reconnect with health care, complete housing applications and work with outreach or case planning teams.

This type of housing can be especially useful when permanent housing projects are still being developed or when people need more time and support before moving into long-term housing. It can also reduce pressure on emergency shelter by creating a more appropriate interim option for people who are actively working toward housing.

Light-touch supports and supported independent living

Some people do not need 24/7 supportive housing but are not ready for fully unsupported market housing. They may need rent supplements, tenancy check-ins, landlord mediation, budgeting help, reminders, appointment support, community connection or help navigating health and income systems.

Coast Mental Health's housing continuum is a useful example of graduated support levels. Coast describes its housing model as covering the full spectrum, from fully licensed community homes with 24/7 staffing to supportive housing, supported independent living, forensics cottages and rehabilitation and recovery programs. It works with health authorities and other partners to match people with the type of housing and support that best meets their needs.

This kind of continuum recognizes that people's support needs can change over time. Supported independent living and light-touch tenancy support can help prevent people from cycling back into homelessness while allowing people to live with more independence than they would in standard supportive housing.

Health-connected supportive housing

Dunn House in Toronto is a useful example of health-connected supportive housing. The project is led by the University Health Network's Gattuso Centre for Social Medicine in partnership with the City of Toronto, United Way Greater Toronto and Fred Victor. It provides 51 permanent supportive homes for people experiencing homelessness who are also UHN patients with high emergency department use and hospital admissions.

This model demonstrates how health systems can play a more direct role in homelessness response, particularly for people whose homelessness is closely connected to complex medical, mental health, substance use and social needs. It also shows how housing can be treated as part of a health intervention, rather than as a separate social service issue.

Complex care and higher-support housing

At the higher-support end of the continuum, some people need more than standard supportive housing can provide. This may include people with significant mental health and substance use challenges, acquired brain injury, trauma, physical health needs, cognitive disability or functional limitations.

Complex care housing and enhanced supportive housing models are intended to respond to this gap by providing more intensive health, social, cultural and daily living supports. These models are especially relevant for people whose needs are too high for independent housing or standard supportive housing, but who do not necessarily belong in hospital, corrections or emergency shelter.

Housing for seniors with shared supports

Seniors experiencing homelessness may need housing that addresses aging, isolation, health decline, mobility, cognitive change and the effects of long-term poverty or trauma. This is not always the same as standard seniors housing, and it is not always the same as supportive housing designed for younger adults.

Communal, congregate or shared-support housing models can provide social connection, accessibility and light-to-moderate supports for seniors who may not need institutional care but cannot maintain stable housing without some level of assistance. This is relevant where people are aging prematurely because of homelessness, poverty, trauma, substance use, disability or chronic illness.

Relevance for Richmond

These examples point to a broader lesson: filling gaps in the housing continuum is not only about adding units. It is about matching housing models and support levels to people's changing needs.

For Richmond, this is highly relevant. Local data and service-provider experience point to increasing complexity among people experiencing homelessness, including mental health challenges, substance use, medical conditions, brain injury, aging and long-term housing instability. At the same time, Alderbridge and Aster Place provide important but temporary supportive housing, and Richmond does not currently have a confirmed permanent supportive housing site to replace this capacity.

A more complete continuum would include prevention, bridge and transitional housing, recovery-oriented housing, light-touch supported independent housing, standard supportive housing, enhanced supportive or complex care housing, assisted living and long term care, and age-appropriate housing options.

A broader continuum should help match people to the right level of support without creating a hierarchy of deservingness between people whose homelessness is driven by affordability, aging, trauma, substance use, mental health, disability or chronic housing instability.

This does not mean Richmond is responsible for building or operating every part of the continuum. However, it suggests that the Guiding Framework should consider where current gaps create bottlenecks, prevent people from moving out of homelessness and into the right level of housing, or leave people cycling between shelter, outreach, hospital, treatment and public spaces.

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City of Richmond
Homelessness Strategy Guiding Framework

WHAT WE HEARD ENGAGEMENT SUMMARY

Prepared by Ideaspace Consulting
June 18, 2026

Acknowledgements

We are grateful to everyone who contributed their time, guidance and thoughtful responses to this engagement process. We especially thank people with lived and living experience of homelessness and housing instability for sharing their experiences, priorities and ideas. Their voices helped ground this report in the realities people are facing and the supports that are needed in Richmond.

Table of Contents

Introduction.....	1
Purpose of this Report.....	1
About the Guiding Framework.....	1
Engagement Overview	2
What We Heard	5
Cross-Cutting Analysis.....	15

Introduction

The City of Richmond is developing a Homelessness Strategy Guiding Framework for 2026–2029. The Guiding Framework will build on the City’s existing Homelessness Strategy 2019–2029 and help focus implementation over the next three years.

Since the Strategy was adopted, conditions affecting homelessness and housing instability have changed significantly. Housing costs have continued to rise, community services are under increasing pressure, and people experiencing or at risk of homelessness are facing more complex barriers related to income, health, mental health, substance use, aging, disability, trauma and access to housing.

This What We Heard report summarizes input gathered through engagement activities held between March and May 2026. It provides the City with a clear picture of what was heard from residents, people with lived and living experience, service providers, health partners, faith-based organizations, key informants and community partners.

Purpose of this Report

The purpose of this report is to summarize engagement feedback and identify key themes, priorities, gaps, suggestions and considerations to inform the Homelessness Strategy Guiding Framework 2026–2029. This report is not the Guiding Framework itself. It provides an engagement-based foundation for the City as it develops the Framework, serving to:

- summarize what was heard through each engagement activity
- identify themes that emerged across multiple engagement streams
- highlight areas of alignment and difference between participant groups
- capture practical suggestions and considerations for City review
- support City staff in reviewing, organizing and assessing potential actions for the Guiding Framework

About the Guiding Framework

Richmond’s Homelessness Strategy 2019–2029 sets a long-term vision that homelessness in Richmond will be rare, brief and non-recurring, and that Richmond will be an inclusive community that works collaboratively to provide a continuum of housing and support services.

The Strategy includes five strategic directions:

1. Prevent pathways into homelessness
2. Support people who are experiencing homelessness
3. Provide pathways out of homelessness
4. Foster collaboration among community partners

5. Communicate, research and monitor homelessness

The Guiding Framework is being developed to carry the Strategy forward and sharpen the focus for its remaining years. It is not intended to reopen the question of whether Richmond has a role in preventing and responding to homelessness. That direction has already been established through the Homelessness Strategy. The purpose of the Guiding Framework is to help clarify how Richmond can continue to respond effectively within the City's role and in collaboration with other governments, service providers, health partners, housing providers, Indigenous partners, community organizations and residents.

Engagement Overview

Engagement was designed to gather both broad public input and more focused feedback from people with direct experience, specialized knowledge, or a role in Richmond's homelessness response. The engagement process included:

- a general public online survey through Let's Talk Richmond
- targeted surveys completed online through a QR code and on paper through pop-ups and service locations
- pop-up engagement activities
- focus groups with people with lived and living experience, Indigenous participants, seniors, women, frontline providers and faith-based providers
- an interagency workshop with service providers and community partners
- a health sector workshop
- key informant interviews
- a written submission from the Medical Health Officer

a. Engagement activities

Engagement activity	Description
General public online survey	Online survey available through Let's Talk Richmond from March 23 to April 19, 2026
Targeted surveys	Surveys completed online through a QR code and on paper through pop-ups and service locations
Pop-up engagement	Seven pop-up engagement events at targeted community and service locations
Focus groups	Six focus groups with people with lived and living experience, Indigenous participants, seniors, women, frontline providers and faith-based providers
Interagency workshop	Workshop with government partners, service providers, and community partners
Health sector workshop	Workshop with health, hospital, primary care, mental health, substance use and related partners
Key informant interviews and written submission	Focused input from people with specific knowledge of seniors, Indigenous housing, emergency response, poverty reduction and public health

b. Engagement reach and results

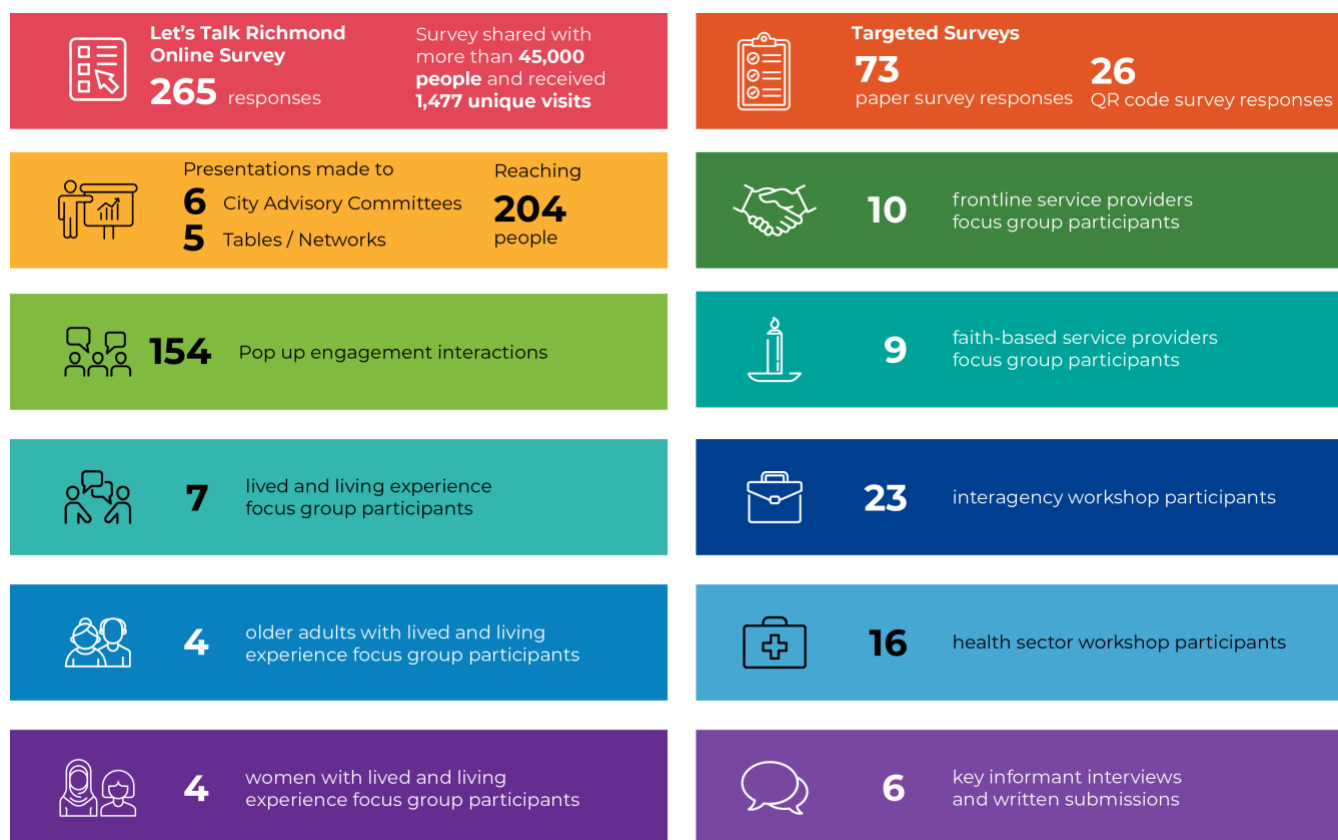


Figure 1 Engagement Reach and Results

These numbers should be interpreted as engagement reach rather than a representative sample of the Richmond population. People may have participated in more than one engagement activity, and some activities were intentionally targeted to reach people with direct experience or specialized knowledge.

c. Engagement Approach and Analysis

The engagement approach balanced broad public input with more targeted conversations involving people who are most directly affected by homelessness or who have a role in Richmond's response.

The general public online survey provided broader public input through Let's Talk Richmond. Targeted surveys were available online through a QR code and on paper at engagement pop-ups and service locations to reduce barriers for people who may not want to create or use a Let's Talk Richmond account.

Pop-ups, focus groups and workshops provided space for more detailed discussion, while key informant interviews and written submissions deepened understanding of specific issues such as

Indigenous homelessness, seniors homelessness, public health, emergency response, poverty reduction and public safety.

Feedback was reviewed by engagement stream first, then compared across streams to identify repeated themes, areas of alignment, differences in emphasis, practical suggestions and considerations for the Guiding Framework. Where comments included specific examples, identifying details or sensitive personal experiences, the report summarizes the broader theme rather than repeating those comments directly. This protects privacy, avoids amplifying unverified claims, and keeps the report focused on actionable findings.

d. How to Read this Report

This report is organized by engagement stream. Each section includes a brief overview, key findings or themes, relevant quantitative results where available, and a summary of what was heard. The report reflects what participants shared through the engagement activities. Some feedback reflects personal experience, perception or opinion, while other feedback reflects broader system observations or survey results.

The final section brings the findings together through a cross-cutting analysis. Proposed considerations for the Guiding Framework are provided separately for the City's consideration.

e. How this Report Will Be Used

This report will support the City's development of the Homelessness Strategy Guiding Framework 2026–2029. The findings will help the City understand current pressures, gaps and priorities; consider how the existing Strategy should be focused for the next three years; identify where the City can lead, partner, convene, enable, support or advocate; and track how engagement input is reflected in the Guiding Framework.

Engagement Team in Action

The Engagement Team played an essential role in gathering feedback through community pop-ups and service locations. Their existing relationships, thoughtful approach and ability to connect with people in a respectful and approachable way helped create space for honest conversations and meaningful participation.

Through their work, the Engagement Team helped bring forward perspectives that may not have been captured through online engagement alone, including feedback from people with lived and living experience of homelessness and housing instability. Their contribution strengthened the engagement findings and helped ensure the report reflects a broader and more grounded understanding of people's experiences in Richmond.



Figure 2: The Guiding Framework Engagement Team

What We Heard

The following sections summarize findings from each engagement stream, providing an overview of the activity and capturing key points.

a. Pop-up Engagement and Targeted Surveys

Seven pop-up events were held in targeted engagement and service settings across Richmond between April 8 and April 18, 2026. The events generated approximately 154 interactions and included a priority activity poster board and targeted surveys completed on paper and online through a QR code.

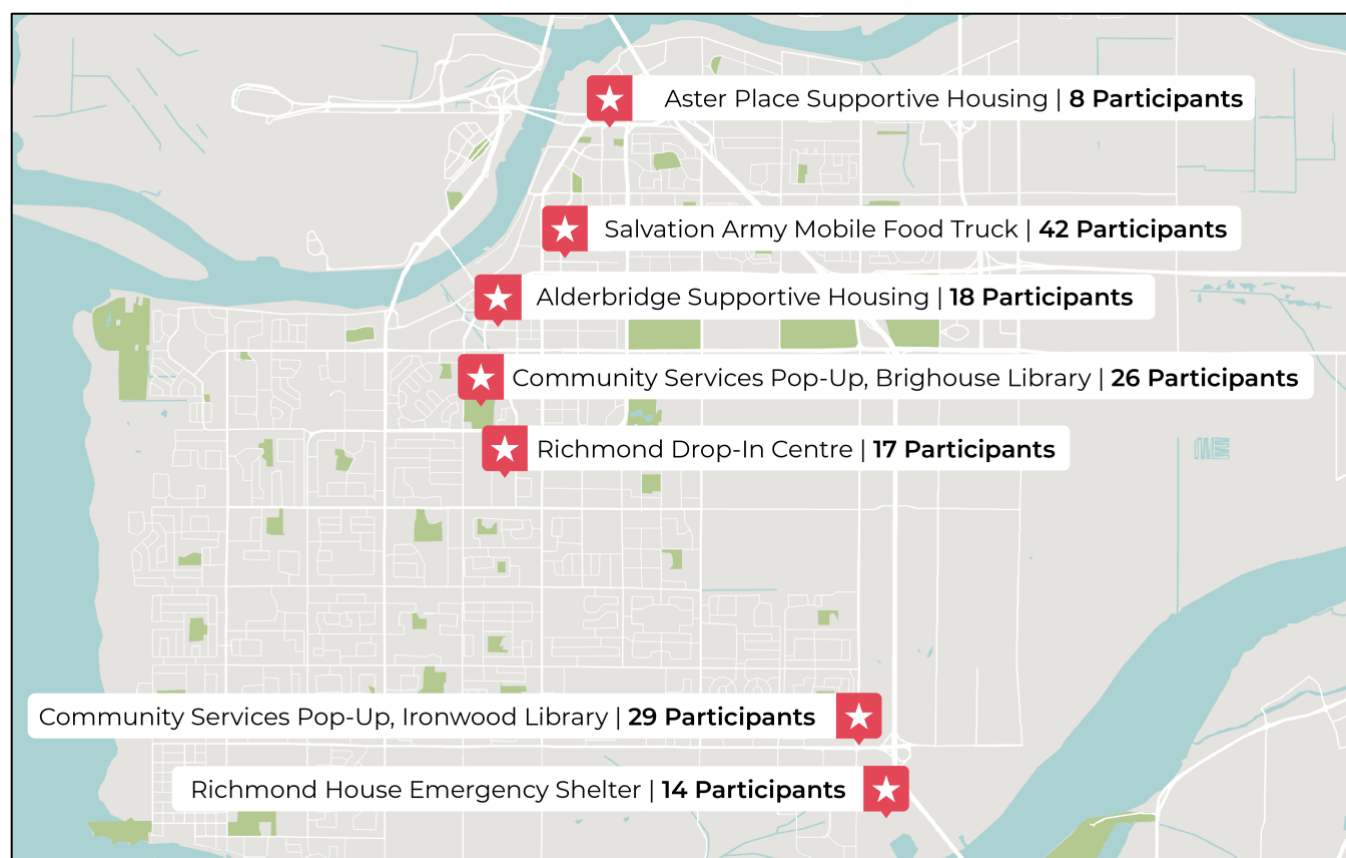


Figure 3 Engagement Pop Up Locations

As part of the pop-up engagement, participants were invited to place stickers beside example priorities displayed on the poster board they felt were most important for the City to consider. This visual activity helped people share quick feedback in a simple, low-barrier way. Participants placed 252 stickers on the priority activity board. The highest number of stickers were placed on more affordable rental housing, preventing homelessness before it starts, and helping people get and keep housing.

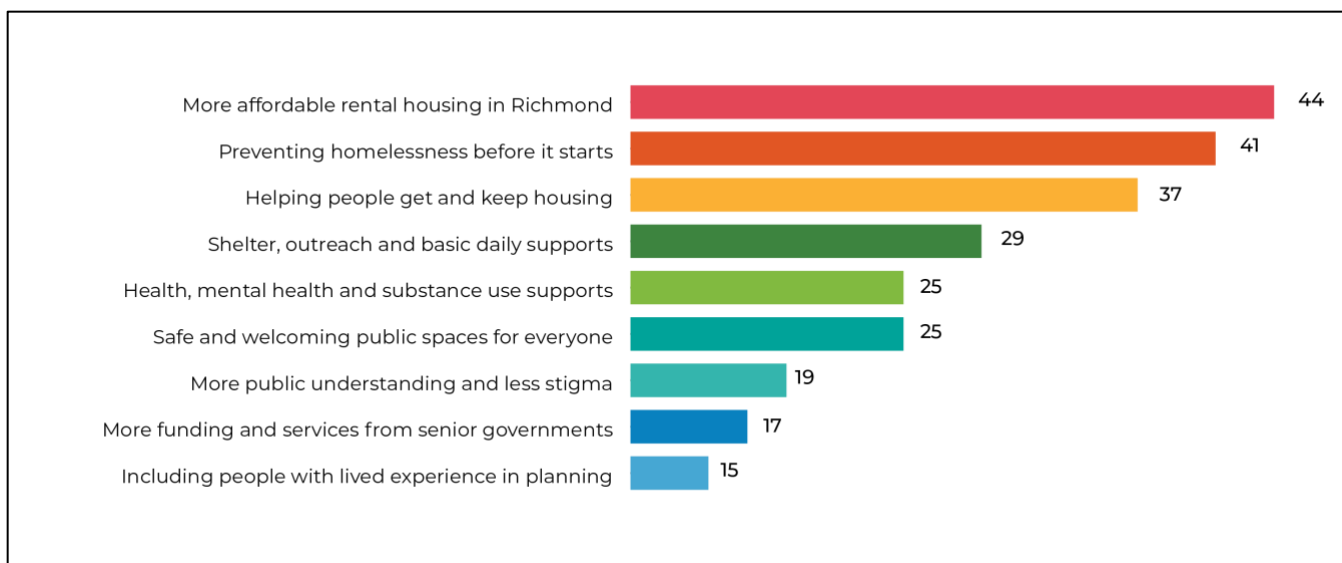


Figure 4 Pop Up participants shared their priorities for the Guiding Framework

The targeted surveys reached many people with direct experience. A total of 99 targeted survey responses were received: 73 on paper through pop-ups and service locations and 26 online through the QR code. In the targeted surveys, approximately 60 respondents said they had experienced homelessness or housing instability. Respondents most often selected supporting people to get and keep housing, strategies to prevent homelessness, services for people experiencing homelessness, and increasing affordable rental housing as priorities.

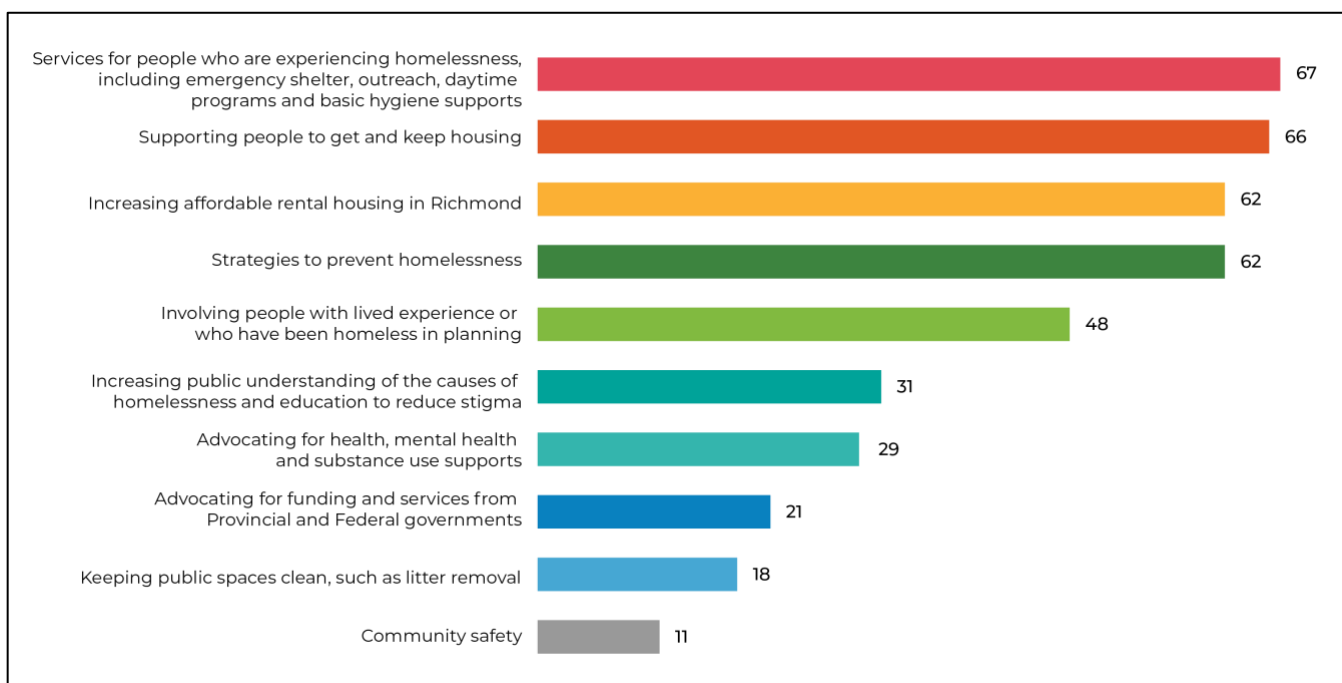


Figure 5 Targeted survey respondents shared their priorities for the Guiding Framework

What We Heard

- Housing affordability and housing stability were central priorities. Participants emphasized the need for more affordable rental housing, stronger pathways into housing, and support to remain housed.
- Prevention was a major focus. Participants connected prevention to rising costs, low income, eviction risk, unsafe housing, scams, disability, aging and difficulty accessing help before a crisis.
- People need practical daily supports while longer-term housing solutions are developed, including shelter, longer stays, washrooms, showers, lockers, food, public phones, transportation and safe places to rest.
- A single shelter or housing model will not meet the full range of needs. Participants called for more tailored options for seniors, people with disabilities, newcomers, people with pets, people in recovery and people using substances.
- Health, mental health, substance use, trauma and disability were repeatedly connected to homelessness, including calls for detox, recovery housing, safe use supports and clearer pathways to the right support.
- Participants raised concerns about dignity, respect, stigma, service accountability, enforcement processes and the handling of personal belongings.

“
Make affordable
housing actually
affordable.
”

Overall, the pop-up engagement and targeted surveys showed strong support for a homelessness response that combines long-term housing solutions with immediate, practical supports.

b. Focus Groups

Six focus groups were held with people with lived and living experience, seniors with lived and living experience, women with lived experience, Indigenous people with lived and living experience, frontline service providers and faith-based service providers.

Focus group	Date	Location
People with lived and living experience	April 8, 2026	Richmond Drop-In Centre
Seniors with lived and living experience	April 8, 2026	Richmond Drop-In Centre
Frontline service providers	April 16, 2026	City Hall
Faith-based service providers	April 17, 2026	City Hall
Women with lived experience	April 17, 2026	Richmond House Emergency Shelter
Indigenous people with lived and living experience	May 12, 2026	Alderbridge Supportive Housing

What We Heard

- Housing was consistently identified as the central need, but participants emphasized that people require different housing and shelter pathways depending on age, gender, disability, recovery goals, health needs, cultural needs and level of support.
- Seniors emerged as a concern, with participants describing long waitlists, fixed incomes, health needs, inaccessible shelter options, hidden homelessness and seniors aging while unhoused.
- The homelessness-serving system was described as too crisis-driven and full of dead ends. Outreach, food programs and trust-building can identify needs, but often cannot connect people to housing, detox, treatment, mental health care or next-step supports.
- Practical supports such as storage, washrooms, running water, electricity, lighting, showers, harm reduction supplies, ID recovery, paperwork support and mobile health outreach can make daily life safer for people without housing and support movement toward stability.
- Women described the need for safer, more trauma-informed, women-specific shelter and housing pathways, along with medical support, disability accommodations, navigation help and flexible shelter stays.
- Indigenous participants described the need for culturally safe, Indigenous-led and trauma-informed supports, including Indigenous peer support, counsellors, cultural workers, Elders, healing spaces, a Friendship Centre-style gathering place, and protection from harassment, racism and public shaming.
- Participants described homelessness as closely connected with health, mental health, substance use, trauma, disability, chronic illness, hospital discharge and the need for low-barrier care, mobile outreach, detox, treatment and recovery pathways.
- Faith communities were identified as important partners that provide food, outreach, pastoral care, rent help, furniture, community and belonging, but their members are also stretched and their supports cannot replace a connected housing and support system.
- People with lived and living experience want to be involved in decisions that affect them in meaningful and ongoing ways, not only through one-time consultation.

“
We need [support from] Indigenous People who understand what we are going through and what we have to deal with.
”

Overall, the focus groups suggest that Richmond's Guiding Framework should focus on a more connected and practical response: more housing options, earlier prevention, stronger health and mental health pathways, better support for seniors, culturally safe and Indigenous-led supports, more useful daily supports, meaningful involvement of people with lived and living experience, and stronger partnerships across community, faith, health, non-profit, Indigenous and government sectors.

c. Health Sector Workshop

The Health Sector Workshop brought together representatives from Vancouver Coastal Health, Richmond Hospital, Richmond Primary Care Network, Richmond Public Health, Richmond Division of Family Practice, mental health and substance use services, complex care and recovery services, urgent and primary care, outpatient rehabilitation, and City homelessness staff.

What We Heard

- Richmond needs more shelter spaces, especially low-barrier, accessible and longer-stay options with embedded health, mental health, substance use and outreach supports.
- Seniors are facing housing and care gaps, including people living in cars, RVs, sheltering outdoors, unsafe housing and arrangements that do not fit long-term care, assisted living or current supportive housing models.
- Youth homelessness and couch surfing require earlier attention, including youth-specific housing, prevention supports for families, school partnerships and early intervention before young people become entrenched in homelessness.
- Richmond needs a broader continuum of supportive, recovery-oriented, senior, youth and affordable housing options to improve flow through the system and avoid people becoming stuck in higher-support housing.
- Hospital and urgent care are functioning as default points of care for people who need warmth, safety, rest or connection. Stronger discharge and transition pathways are needed so people are not discharged into homelessness or unsafe settings.
- Communication with people who do not have a phone, address, email or reliable contact method is a practical service gap that affects referrals, follow-up care, housing applications and trust.
- Daytime spaces, hygiene, laundry and connection points are important for safety, dignity, health and service access, especially for people sleeping outside, in vehicles or in unstable situations.
- Stigma, misinformation and incomplete data affect public and political responses. Participants recommended proactive public education, credible health voices and a stronger data story that goes beyond the point-in-time count.
- Tenant rights, eviction prevention and income instability are important prevention areas, including tenant advocacy, legal support, income and rent support, and support for people entering treatment.

Overall, the Health Sector Workshop suggests that the Guiding Framework should reinforce the importance of health as a core partner in Richmond's homelessness response and support a more coordinated, proactive and health-informed approach to prevention, shelter, housing, public education and service planning.

d. Key Informant Interviews and Written Submissions

Key informant interviews and written submissions gathered focused perspectives from people with specific knowledge of homelessness, housing instability, public health, emergency response, seniors' issues, Indigenous housing, poverty reduction, civic engagement and community-based service systems in Richmond.

Input	Focus
Indigenous Housing Director, RainCity Housing	Indigenous homelessness and culturally grounded supports
Representative, 411 Seniors Centre Society	Seniors, hidden homelessness, navigation and prevention
Representative, Richmond Fire Rescue	Emergency response, fire risk, overdose response and supportive housing planning
Medical Health Officer	Public health, housing, supportive housing, prevention and stigma
Past Chair and Current Chair, Richmond Poverty Reduction Coalition	Poverty, prevention, service gaps, civic engagement and systems perspective

What We Heard

- Housing was described as foundational to health and well-being. The Medical Health Officer emphasized that housing precarity is linked to preventable health harms and that supportive housing within a housing-first framework improves stability and health outcomes.
- Community-based services are stretched and need stable, predictable support. Richmond Poverty Reduction Coalition representatives described service providers, faith groups and frontline organizations as working hard but operating with limited capacity.
- Indigenous homelessness needs to be treated as a distinct priority. The Indigenous housing interview emphasized the lack of Indigenous-run shelters, Indigenous-specific supportive housing, Indigenous-led outreach teams, a Friendship Centre or culturally safe drop-in spaces in Richmond.
- Seniors' homelessness is growing and often hidden. Key informants described seniors becoming homeless for the first time later in life, couch surfing, living in unsafe arrangements, sleeping in vehicles, experiencing exploitation or facing eviction due to poverty, confusion or cognitive decline.
- Seniors need tailored shelter, navigation, home support and prevention, including senior-specific shelter models, benefits and document help, eviction prevention, landlord engagement and practical follow-up support.
- Homelessness is affecting emergency response, fire risk associated with sheltering outdoors and responder wellbeing. Richmond Fire Rescue described homelessness-related calls, overdose response, fire risk associated with sheltering outdoors, and the need for earlier fire input into supportive housing planning and design.
- Public stigma causes harm and affects what is possible. Key informants connected stigma to Indigenous homelessness, seniors homelessness, poverty, rental discrimination, organized opposition and public misunderstanding.

“
All I want is my own
washroom.
”

- Municipal tools should be used to support housing and service solutions, including zoning, land use planning, development pathways, infrastructure planning, City land and advocacy for deeper affordability and senior government investment.
- Better data and clearer local understanding are needed to understand hidden homelessness, Indigenous homelessness, emergency response impacts, poverty, service capacity and local conditions that contribute to housing instability.

Together, these inputs suggest that the Guiding Framework should support a more integrated response. This includes centring housing, strengthening prevention, expanding supportive and affordable housing, addressing Indigenous and seniors homelessness as distinct priorities, improving access to health and support services, supporting lived experience leadership, reducing stigma, and planning services and housing with practical operational and community capacity realities in mind.

e. Interagency Workshop

A Service Provider Interagency Workshop was held on April 15, 2026, at City Centre Community Centre. The workshop brought government partners, service providers, and community partners together to take stock of current system pressures, reflect on what is changing across the sector, and explore what needs to happen now to strengthen Richmond's response over the next three years.

The workshop included two rounds of table discussion and a visual prioritization exercise. Participants placed the highest number of stickers on access to affordable and supportive housing, mental health and substance use supports, preventing people from falling into homelessness, better support for people with complex needs, and reducing stigma and discrimination.

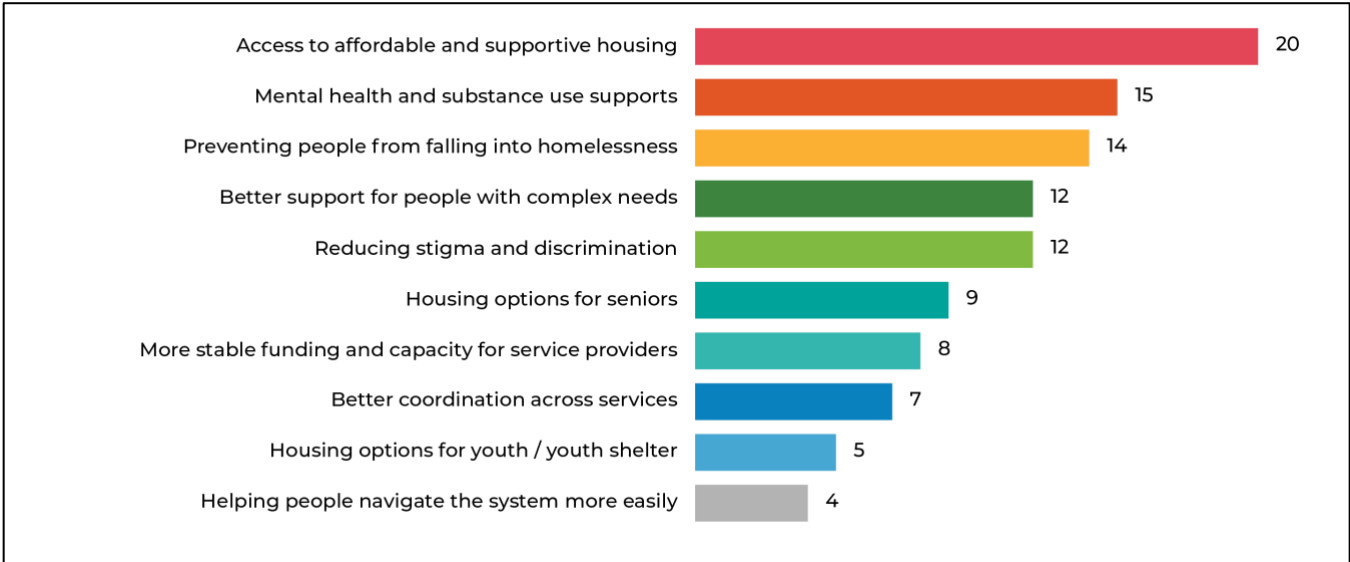


Figure 6 Interagency Workshop participants shared what they feel needs the most attention

Participants also prioritized better information-sharing across the system, new approaches that move beyond crisis management, earlier intervention and prevention, City-led convening and coordination, stronger partnerships, and more coordinated advocacy to senior governments.

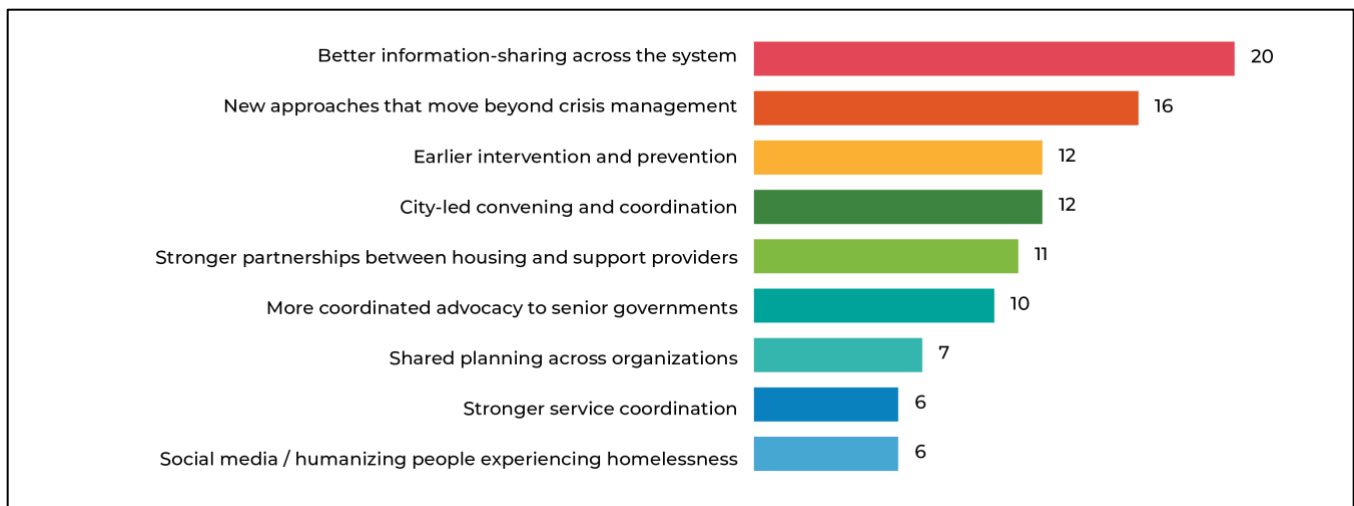


Figure 7 Interagency Workshop participants shared what response to homelessness they feel is most needed

What We Heard

- Richmond's homelessness response is under growing pressure from rising need, limited resources, long housing waitlists, more complex client needs, lack of funding, staffing pressures and community tension.
- Housing gaps are creating bottlenecks across the system. People often remain in temporary accommodation or supportive housing settings that no longer fit their needs because there is nowhere appropriate to go next.
- The system needs to move beyond crisis management toward prevention, early intervention, youth supports, clearer pathways and practical responses before crisis deepens.
- People with complex needs require better matched supports, including supports between hospital and shelter, embedded health supports, complex care options, long-term care or assisted living where appropriate, and other forms of housing with enhanced or customized supports that may not yet exist and may need to be developed.
- Housing, health, mental health, substance use and recovery supports need to be more connected through integrated pathways rather than isolated programs.
- Better information-sharing and coordination are needed across the homelessness-serving system, including between housing, shelter, outreach, health, treatment and community service providers. However, coordination must be connected to actual housing, health, treatment, shelter and support options.
- Service providers need sustainable funding and capacity to respond to growing complexity at both the individual and system levels, including more complex support needs, increasing service pressure, limited referral options, and the risk of relying on short-term funding, stretched staff and volunteer burnout.
- Public stigma and misinformation are significant barriers to shelter, supportive housing and other responses.
- The City has an important role in convening, coordinating, enabling housing and services, advocating to senior governments, supporting public education and tracking progress.

Overall, the Interagency Workshop reinforced the need for practical, coordinated and system-level action that helps Richmond move from a primarily reactive response to clearer pathways, stronger service connections and more housing and support options that support housing stability.

f. General Public Online Survey

The general public online survey was available through Let's Talk Richmond from March 23 to April 19, 2026. A total of 265 people completed the survey. The survey link was shared with more than 45,000 people and the survey landing page received 1,477 unique visits. The survey was primarily completed by Richmond residents and should be understood as voluntary input from people who chose to participate through the City's engagement platform, rather than a statistically representative sample.

Respondents could select more than one option to describe themselves. Most respondents identified as Richmond residents (249 respondents, or 94.0%). In addition, 75 respondents said they work or go to school in Richmond and 20 respondents identified as Richmond business owners. Twenty-seven respondents, or 10.2%, said they had experienced homelessness or housing instability. This means the online survey provides a broad public perspective, but includes a smaller proportion of people with direct lived or living experience than the targeted surveys and focus groups.

When asked what had changed most in the past two years in relation to homelessness, respondents most often selected rising cost of living, cost of housing, more pressure on community services, access to mental health care and access to addiction treatment and supports.

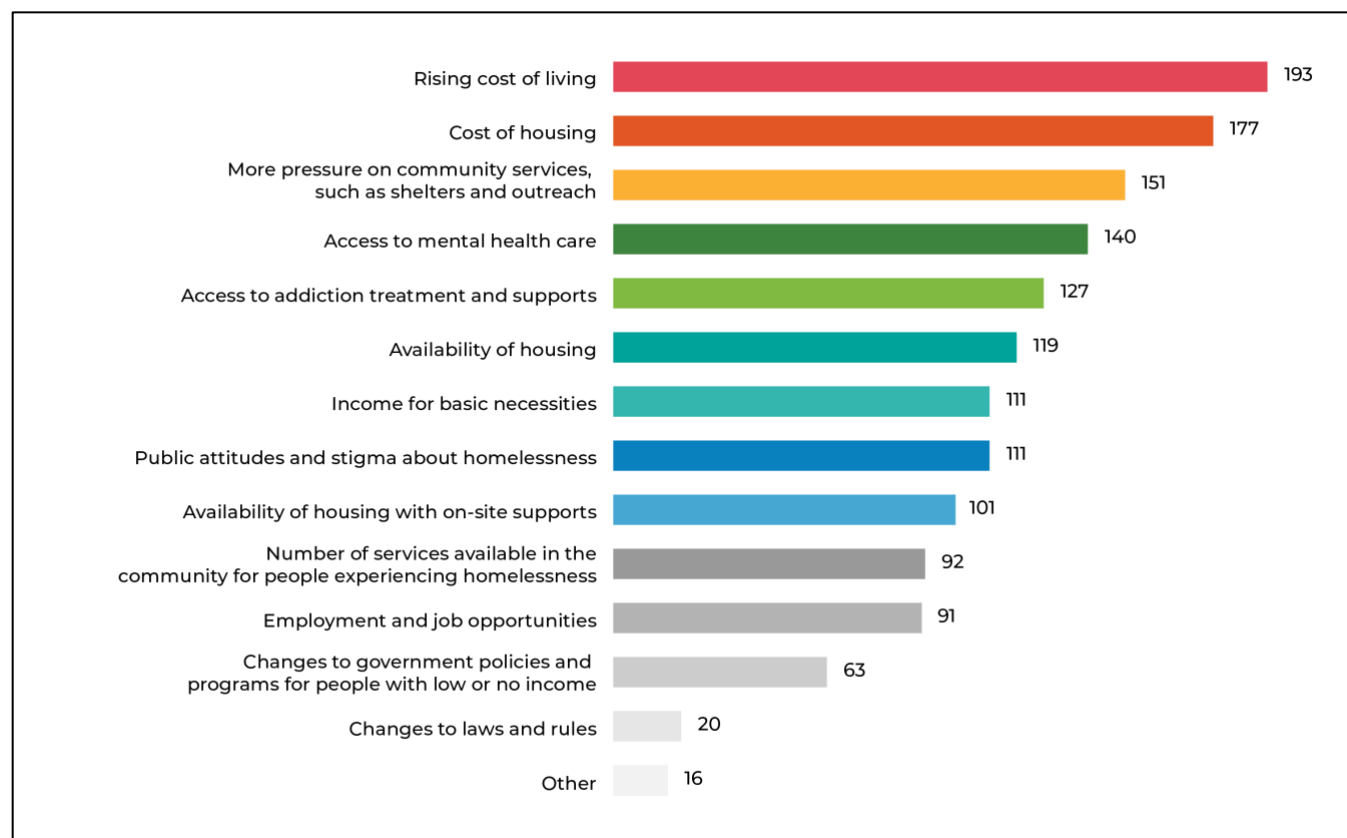


Figure 8 Online survey respondents shared what they think has changed the most in the past two years in relation to homelessness

When asked what the City should consider as priorities related to homelessness, respondents most often selected services for people experiencing homelessness, health, mental health and substance use supports, supporting people to get and keep housing, increasing affordable rental housing, and strategies to prevent homelessness.

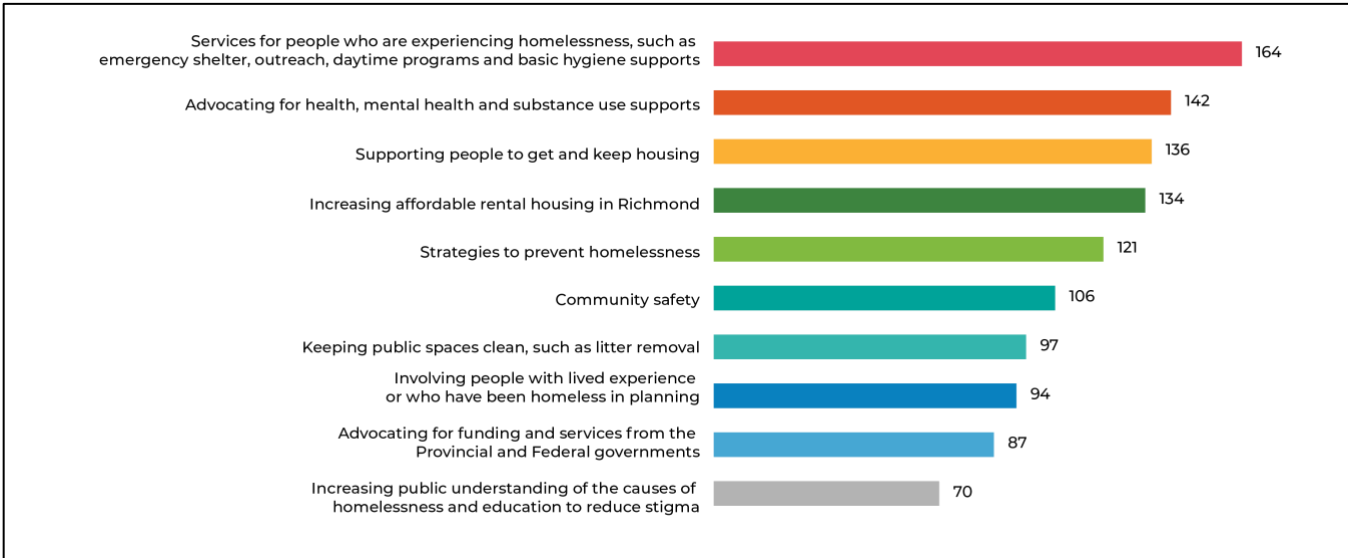


Figure 9 Online survey respondents shared their priorities for the Guiding Framework

What We Heard

- There is strong support for more senior government resources. In total, 224 of 263 respondents, or 85.2%, strongly or somewhat agreed that Provincial and Federal governments need to direct more resources to municipalities to respond to homelessness.
- There is strong support for preventing homelessness before it occurs. In total, 240 of 264 respondents, or 90.9%, strongly or somewhat agreed that greater efforts are needed to prevent homelessness before it occurs.
- Most respondents support more community understanding about homelessness, but views are mixed. In total, 196 of 265 respondents, or 74.0%, strongly or somewhat agreed that there needs to be more understanding in the community about people's experiences of homelessness.
- Open-ended comments reflected a wide range of views about homelessness. Many comments emphasized more affordable, supportive, rent-geared-to-income and flexible housing options. Others focused on mental health, substance use, treatment, detox, safety, cleanliness, sheltering outdoors, litter, policing and enforcement.
- Public input included both compassion and concern about homelessness. The Guiding Framework will need to acknowledge community concerns while keeping the response grounded in housing, health, dignity, prevention and constructive public dialogue.

Overall, the online survey showed strong support for practical action on homelessness, particularly in relation to services for people currently experiencing homelessness, health and substance use supports, housing stability, affordable rental housing and prevention.

Cross-Cutting Analysis

The engagement findings show strong alignment across many streams, while also highlighting differences in emphasis between the general public, people with lived and living experience, service providers, health partners and key informants.

Across the engagement, participants consistently identified homelessness in Richmond as a housing issue, a health issue, a poverty issue and a systems issue. While different groups emphasized different aspects of the response, there was broad agreement that the Guiding Framework should focus on practical action, stronger coordination, earlier prevention, more suitable housing and shelter options, and better supports for people experiencing or at risk of homelessness.

“
If the City can get seniors who are first-time homeless housed quickly that's like 90% of the battle.

a. Housing affordability and housing stability were the strongest cross-cutting concerns

Participants consistently identified the need for more affordable rental housing, deeply affordable housing, rent-geared-to-income housing, supportive housing and practical supports that help people access housing and stay housed. Many existing “affordable” options remain out of reach for people with low or very low incomes.

b. People need immediate supports while long-term housing solutions are developed

People who are currently unhoused need practical supports now, including shelter, access to washrooms and showers, laundry, storage, food, public phones, transportation, charging, harm reduction supplies and safe places to rest.

c. Prevention needs to start earlier

Participants said the community's response is often too crisis-driven, with help becoming available only after someone has already lost housing or reached severe instability. Prevention priorities included eviction prevention, rent support, tenant advocacy, income and benefits navigation, ID recovery, and early family and senior supports.

d. One-size-fits-all housing and shelter models are not working for everyone

Participants called for more tailored housing, shelter and support options for seniors, women, Indigenous people, youth, people with disabilities, people with complex health needs, people in recovery, people using substances, newcomers, people with pets, couples and families.

“
Provide the right kind of support for different people.

e. Seniors emerged as a major priority population

Seniors were repeatedly identified as a growing concern, including seniors becoming homeless for the first time later in life, aging while unhoused, living in vehicles or RVs, couch surfing, staying in unsafe informal arrangements or remaining in precarious housing.

f. Youth homelessness requires earlier attention

Youth homelessness was identified as an important prevention priority, particularly where young people are staying with friends, unstably housed or moving between unsafe situations. Participants identified the need for better youth data, school partnerships, family support, youth-specific housing and early intervention.

g. Indigenous homelessness needs to be treated as a distinct priority

Indigenous-specific input emphasized the need for Indigenous-led outreach, culturally grounded services, Indigenous-specific housing and shelter options, stronger relationships with Indigenous Nations and organizations, better data on hidden homelessness, and supports that recognize grief, anger, intergenerational trauma and DNA trauma. Participants were asking for practical, local and culturally grounded help: people to talk to, places to go, safer care, protection from harassment and racism, and support that understands what Indigenous people are carrying.

h. Health, mental health, substance use and homelessness are deeply connected

Participants connected homelessness to physical health, mental health, substance use, trauma, disability, aging, acquired brain injury, chronic illness, overdose risk and hospital discharge. Indigenous participants also described health care, detox and withdrawal management experiences as unsafe, dismissive or inadequate, reinforcing that access is also about trust, cultural safety and respectful care.

“
There shouldn't be
any link between
being homeless and
whether you get
healthcare.
”

i. Service navigation, communication and coordination need to be more practical

Participants described systems that are difficult to understand, access and navigate. Barriers included lack of identification, complex applications, lack of phone or address, difficulty filing taxes, lack of transportation, inconsistent information and limited follow-up. Coordination was also identified as important, but only if connected to real housing, health, treatment, shelter and support options.

j. Public stigma, misinformation and community resistance are affecting what is possible

Stigma and public attitudes were raised across almost every engagement stream. People with lived and living experience described being judged, filmed, photographed, stereotyped and treated without dignity. Indigenous participants raised sharper concerns about public surveillance, online harassment and public shaming. Public education and communication should help build awareness and understanding while distinguishing legitimate community concern from dehumanizing surveillance, harassment and online targeting.

k. Public safety and public space concerns need to be addressed without criminalizing homelessness

Public safety and public space concerns appeared in the online survey, emergency response interview, health workshop and interagency workshop. Participants raised concerns about people sheltering outdoors, fire risk, litter, open substance use and public space conditions, while also

emphasizing that these issues reflect deeper gaps in housing, shelter, health care, harm reduction, income, outreach and support systems.

l. Community-based organizations are stretched and need stable support

Faith-based organizations, non-profit organizations and frontline service providers, interagency participants and Richmond Poverty Reduction Coalition representatives described a homelessness-serving system that is stretched by growing need, limited resources, staffing challenges, volunteer burnout, short-term funding and increasing complexity. Participants emphasized that organizations need stronger and more sustainable support, including stable funding from senior levels of government, to respond effectively and maintain the services people rely on.

m. The City has an important role in convening, enabling, advocating and tracking progress

Participants recognized that the City cannot solve homelessness alone, but identified an important City role in convening partners, supporting coordination, enabling housing through municipal tools, identifying land and opportunities, supporting public education, advocating to senior governments, helping track progress and clarifying roles.

Summary of Cross-Cutting Findings

Across the engagement process, participants described homelessness in Richmond as a complex issue shaped by housing affordability, poverty, health, mental health, substance use, aging, disability, trauma, service capacity, public attitudes and system navigation barriers.

The strongest cross-cutting message was that Richmond needs a more connected and practical response: more affordable and supportive housing, stronger prevention, immediate daily supports, better shelter options, improved health and mental health pathways, culturally safe and Indigenous-led supports, tailored responses for different groups, and clearer navigation through the system. Participants also emphasized that many of these responses depend on sustained provincial and senior government funding for health, mental health, substance use, housing, homelessness and support services.

The Guiding Framework should focus on practical actions that strengthen Richmond's response over the next three years, while recognizing that the City's role is shared with senior governments, health partners, housing providers, service organizations, Indigenous partners, faith communities, businesses, residents and people with lived and living experience.

Interagency and Health Sector Workshop Participation

Interagency Working Group participants represented a range of organizations with Richmond-based programs that support individuals who may have experienced homelessness, be at risk of homelessness or are currently experiencing homelessness including:

- Atira Women's Resource Society;
- BC Housing;
- Chimo Community Services;
- City of Richmond;
- Community Builders;
- Ministry of Social Development and Poverty Reduction;
- Pathways Clubhouse;
- RainCity Housing;
- Richmond Addiction Services Society;
- Richmond Public Library;
- The Progressive Housing Society;
- The Salvation Army; and
- Vancouver Coastal Health.

Health Sector Working Group participants represented a range of Richmond-based health-related programs including:

- Anne Vogel Clinic;
- Assertive Community Treatment program;
- Cognitive Assessment and Rehabilitation for Substance Use program;
- Community Dialysis Unit;
- Mental Health Housing program;
- Mental Health and Substance Use Housing & Homelessness program;
- Richmond Division of Family Practice;
- Richmond Hospital Emergency Department;
- Richmond Primary Care Network;
- Richmond Urgent and Primary Care Centres;
- Substance Use Outreach Team; and
- Vancouver Coastal Health Public Health and Healthy Public Policy.

From: Harold Steves <harold@stevesfarm.com>
Sent: Monday, July 13, 2026 11:14 PM
To: Mayor and Councillors; Brodie, Malcolm; Loo, Alexa; McNulty, Bill; Day, Carol; Heed, Kash; Andy Hobbs; Michael Wolfe; Laura Gillanders
Cc: Terry McPhail
Subject: Historic Boat Donation from Terry McPhail
Attachments: Britannia, North Star of Herschel Island, July 1, 2026 pdf Untitled 1.pdf
Categories: - TO: MAYOR & EACH COUNCILLOR / FROM: CITY CLERK'S OFFICE

City of Richmond Security Warning: This email was sent from an external source outside the City. Please do not click or open attachments unless you recognize the source of this email and the content is safe..

Hi everyone,

Terry McPhail has offered to donate one of Canada's most historic boats, the North Star of Herschel Island, to the Britannia Shipyards NHS Society in the name of former Richmond Councillor Linda McPhail.

The board has voted to accept the donation, pending Richmond Council's approval of a location for it. The history and the board's report are attached. The boat has been almost fully restored except for the cabin and many fittings.

The society proposes two locations to display it, (1) on the ways in the shipyard or (2) on shore under a shed roof. Barry Cavenaugh of Penta Homes has designed a shed roof and is prepared to help pay the cost to construct one for the vessel..

The shipyard was originally built for seine boats and halibut schooners weighing over 60 tons but the city installed a winch for small boats weighing 18 tons. The North Star is almost 25 tons. The Britannia board has asked staff for the cost of a larger winch which the society would pay for. We are awaiting a reply. Once we know that cost I would like to make a presentation to the Parks Committee.

Best regards,

Harold

Re: North Star of Herschel Island

From: Britannia Shipyards NHS Society

The North Star of Herschel Island is a renowned Canadian heritage ship, the last surviving sailing ship from Canada's Arctic fur trade, and last historic Canadian fully rigged ship. The ship had two eventful careers, first as an Arctic schooner for thirty-two years, and second as a fully rigged ship on the BC Coast for forty-nine years. It is donated in the name of longtime Councillor Linda McPhail.

Fred Carpenter Years: Built in 1935 at the height of the Great Depression, the vessel was commissioned by two Inuvialuit fur trappers, Fred Carpenter and Jim Wolki.

The North Star was not a standard "off-the-shelf" build. Fred Carpenter arrived at the Kneass Boatworks in San Francisco with a clear vision of what an Arctic vessel required.

The "Egg" Hull: Carpenters' sketches emphasized a rounded "egg shaped" cross section. This was a critical design choice, when the heavy Arctic pack ice closed in the sloping sides allowed the ice to slide under the ship, and lift it upward onto the ice surface, rather than crushing it against the hull.

The Ironbark Sheathing: His designs specified a secondary "skin" of Australian Ironbark over the fir planking. This wood is dense, doesn't float, and is impervious to "sawing" actions of moving ice flows. Copper sheathing was later added.

Draft and Maneuverability: He requested a relatively shallow draft, about 7 to 8 feet, to navigate the shifting sandbars and shallow lagoons of the Beaufort Sea, such as those around Sachs Harbour.

A Family Enterprise: During the white fox fur boom the ship carried pelts and the entire Carpenter and Wolki extended families. They travelled from Sachs Harbor on Banks Island to Aklavik to trade.

Living Conditions: The ship was designed to house multiple families during long voyages. While the men handled navigation, the women were essential to the ship's operation, managing supplies and preparing the furs for market.

Cold War Sovereignty Missions (1950's to 1960's): During the height of the Cold War, the Canadian government realized that "owning" the Arctic on a map was not enough. They needed a physical presence to assert Arctic sovereignty.

The DEW (Distant Early Warning) Line Support: The ship was frequently chartered by the Canadian government and the RCMP to deliver supplies to remote outposts and DEW Line sites. Its presence proved that Canada could navigate and control the western entrance to the Northwest Passage.

Holding the Land: The government used the North Star to transport Inuit families to uninhabited islands such as Banks Island. By establishing permanent trapping camps and communities, Canada could legally claim these territories were occupied, a key requirement in International Maritime Law.

Search and Rescue: Because the North Star was often the only vessel in the region with high seas capability and a radio, it acted as a de facto Coast Guard vessel, performing rescues and medical evacuations for both the Inuit population and government personnel.

Sachs Harbour: In 1929 prior to building the North Star these families had established the permanent settlement of Sachs Harbour. The North Star became their primary link to the outside world for decades.

The Johanssen Era: Captain Sven Johanssen, a master mariner and explorer, purchased the ship in 1967. It remained a family vessel. He lived aboard with his wife and children, while conducting surveys for the Canadian Government and oil companies. His children grew up on the ship, and were educated at sea, learning to navigate the treacherous waters of BC and Alaska.

The Conversion: The North Star of Herschel Island was converted from a single masted working schooner into a three masted fully rigged ship by its second owner Sven Johansson. The conversion made the North Star the only fully rigged ship in Canada at the time of its induction into the Northwest Passage Hall of Fame. Johansson's goal was to create a vessel that was not only a "focus for all things marine", but one that could be sailed single handed despite its complex three-masted configuration.

The Masts: Johansson sourced masts from other schooners to complete the new rig. The foremast was the mast from the schooner Omingmuk. The mainmast was the North Star's original mast. The mizzenmast was the lower mast from the Nanuk II. The topmast was fashioned by Johanssen himself from a tree.

The Boundary Surveys (1970's): Using the North Star, Captain Johansson was commissioned for precise maritime and boundary surveying along the BC and Alaska Border by the Canadian Government. Using the North Star as a stable platform for modern hydrographic and geographical surveying equipment, he remapped the complex fiords and inlets of the Portland Canal. While modern GPS did not exist, the surveys utilized radio navigation systems such as LORAN, or early microwave based positioning, to accurately plot the controversial BC Alaska border. Eco sounders were used to determine water depth and topography. The ship acted as one of the first private vessels to support seismic and magnetic surveys for oil and gas exploitation.

Sovereignty: This work was crucial for the Canadian government to establish clear underwater mineral and fishing rights in disputed border waters. The ship's heavy ironbark hull allowed Johansson to navigate into narrow ice prone inlets where standard survey vessels feared to go.

The "Mermaid Hunter" Expedition (1976): One of the most unusual chapters in the ship's history involved a collaboration with researchers from Cambridge University. The expedition sought to find and film the Dugong (often called the "sea cow" or the inspiration for mermaid myths) and other marine mammals in their natural habitats.

Silent Observation: Johansson's new, full rigged, square sails, allowed the ship to drift silently with the wind, making the perfect "stealth" vessel for approaching sensitive marine life. Without the vibration or noise of an engine, the ship used hydrophones (underwater microphones) and specialized low-light cameras to document animal behaviours of marine species along the Pacific Coast.

The "Single-Handed" Rig: Despite the complexity of a three masted rig, Johansson was famous for his ability to sail the ship alone. He designed a system of blocks and pulleys that led all the lines back to the cockpit, allowing him to set the square sails and manage the 121 ton vessel without a large crew.

The Northwest Passage Hall of Fame: His voyages with the new rig, covering thousands of miles from the high Arctic to the southern tip of Vancouver Island, led to his induction into the Hall of Fame in 1974.

The R Bruce McDonald Modern Era:: McDonald purchased the ship in 1996, and the ship transitioned from a working vessel to a living museum and private home. He raised his family aboard while sailing the BC coast for nearly three decades. The ship was a familiar sight in the waters of the Salish Sea and the inside passage.

Coastal navigation: McDonald sailed the 120 ton ship along the rugged BC coastline, often solo or with minimal crew. He used the three masted, square rig, installed by the previous owner Sven Johansson to navigate the complex winds of the Georgia Straight.

A Mother Ship. The vessel often served as a focal point for wooden boat festivals in Victoria, Port Townsend and Vancouver, representing the pinnacle of West Coast maritime preservation.

The Living Museum Concept. Unlike static museum exhibits, McDonald operated the North Star as a working artifact. Living aboard in the boat at False Creek, McDonald's family maintained the vessel in a ready to sail state, and for museum viewing at wooden boat festivals and at the Vancouver Maritime Museum.

While it was his private residence, McDonald frequently opened the decks to the public. He was known for his open ship during maritime events, where he would personally recount the ship's history to thousands of visitors. He used the ship to teach visitors about the Inuvialuit fur trade, Arctic sovereignty, and the transition from sail to steam in the North.

McDonald was a meticulous historian, later authoring the definitive book on the ship “North Star of Herschel island”. McDonald operated it with a “museum first” mentality. During festivals, like the Victoria Classic Boat Festival, McDonald would host thousands of visitors, guiding them through the cabins where Inuit families once lived or Sven Johansson's family lived, and explaining the double hold Ironbark construction.

Film and Media, The Mermaid Hunter Clips: Captain Sven Johanssen preserved 16 mm footage from his tenure. The footage typically depicts the ship under its three masted, full rigged, configuration, which Johanssen used to silently approach marine mammals off the Aleutian Islands. These films include rare footage from the 1976 Cambridge University expedition, showing the vessel under its full rigged 3 masted configuration, as a “stealth” research platform, as it searched for dugongs. The film footage is primarily available through historical archives and documentary projects curated by its long term owners.

Film of the Living Museum Era: During its era as a living museum on the BC coast, the North Star of Herschel Island became a literary subject and a cinematic star, thanks to its striking 1930s silhouette. It became a popular “actor” in BC’s film industry. The ship's unique 3 masted rig made it a film favourite for film scouts in BC’s Hollywood North. It appeared in various documentaries and television productions, further cementing its status as a cultural icon of the province .

Documentaries and News Segments: The vessel was the primary subject of several maritime documentaries focusing on Arctic sovereignty and the history of the fur trade. Its authentic 1935 aesthetics allowed it to double as a mid century merchant vessel, or an early early 20th century explorer ship, in various television productions filmed around Vancouver and Steveston.

The ship appeared in many historical segments for Canadian broadcasters. It was frequently featured in CBC News segments and heritage documentaries focused on Arctic fur trading and Inuit history.

North Star of Herschel Island, stories with Bruce McDonald: The ship's third owner, Bruce McDonald, narrated a dedicated YouTube documentary series recounting the ship's history. The series includes stills and clips from old 16mm films taken during its active service years, including the mermaid charter .

Original 16mm Reels and Arctic stills: McDonald recovered vintage 16mm films from Inuit elders and former crew members during his research trips to Western Arctic communities like Tucktoyaktuk and Inuvik. Over 100 never before published photographs from these films and private albums were digitized and featured in his book North Star of Herschel island.

Current Documentation: Its most significant current film role is the ongoing restoration documentary on YouTube by Favourite Boatworks, which is filmed at Shelter Island Marina in Richmond .

The Transition (2023 – 2026): By the early 2020's the challenge of maintaining a 90 year old wooden ship as a private residence became immense.

The Sale: In August 2023 McDonald sold the vessel to a new owner, who committed to the massive \$2 million restoration currently underway. McDonald's decades of living history ensured that the ship didn't rot away at a dock. Instead it remained a vibrant storytelling vessel until it was ready for its refit.

The Rebuild of the North Star of Hershel Island: The hull, deck and interior of the vessel has been restored at a cost of \$2 million. The Britannia Shipyards NHS Society needs to raise funds to install the cabin, masts and rigging, with the aid of shipwright and volunteers. There will be additional costs for insurance and safety, depending on use.

The Hector: A similar vessel is being rebuilt on the east coast. The 110 ft. replica of the ship Hector in Pictou, Nova Scotia was built in the late 1990's for \$4 million and launched in 2000. It was built by local craftspeople and many volunteers. It had no engine and no sails or rigging for sailing, and lacked the necessary equipment and certifications by Transport Canada to operate as a functional passenger vessel. It was a dockside attraction and served as a floating museum at the Hector Heritage Quay, permanently moored to educate visitors. An Interpretive Centre was built onshore to help tell the story.

The Hector was not maintained and fell into disrepair. It has recently been undergoing a rebuild for \$4 million from the waterline up, to transform the ship from a stationary museum to an operational, electric engine, solar powered sailing vessel. Sobeys Family Foundations contributed \$1.2 million, ScotiaBank \$150,000, and Pat and Sharon Lipton, \$10,000 towards the rebuild.

For reconstruction of rooms and displays and rooftop solar for the Interpretation Centre, the Federal Government contributed \$2.2 million, the Province \$2.1 million and Pictou town and county \$220,000.

The ship has been rebuilt with a hybrid hull. All rotted planks above the waterline were replaced with Douglas Fir, sealed with pine splices and epoxy, before being encased with two layers of fiberglass to reduce maintenance. Sacrificial wood was placed over the fiberglass to maintain the wooden hull look.

The hull of the Hector has been completed. It was re-launched July 12, 2025. The Hector Society still needs to raise \$1.8 million to pay for the restoration, engine, masts and rigging and undergo the final steps to be certified for harbour tours, weddings and sail training by 2027.

Potential Uses of the North Star of Herschel Island: On October 25, 2006, staff recommended the purchasing a tall ship. the RFM, (aka Francis Lynn II at Tall Ships 2002 and Brora Thor) for \$350,000. The report stated, *“The experience of Tall Ships 2002 proved to be a major draw for the community and visitors. It was estimated that 400,000 people attended the Richmond Tall Ships event over the five day period, and 10,000 - 20,000 visited the Nippon Maru in the lead up to the Tall Ships event. Subsequent visits to Richmond by other tall ships have had exceptional interest for the public. The sailing vessel Concordia has twice berthed at Britannia, and has received widespread interest and media attention.”*

“Having a tall ship at Britannia provides one more enhancement to the maritime experience. The vessel (RFM) would generate value to the overall tourism attraction of the City of Richmond, and add to the critical mass required to make Steveston truly a heritage destination for residents and visitors.”

The vision outlined in the waterfront strategy for Steveston:

“The Steveston waterfront area with its working fishing harbour, historic village centre, active street life, festivals and beautiful riverfront setting, will be a unique and popular place to live, work and play, and a key visitor destination for the region”.

“The waterfront strategy encourages animation and activities on the waterfront, that promote our rich maritime heritage and a regionally significant port.” “Having a tall ship regularly at Britannia provides one more enhancement to the visitors’ experience. The vessel (RFM) would generate value to the overall tourism attraction of the city of Richmond.” The report listed four possible options for use of the ship.

1) As a museum exhibit: The North Star of Hershel Island is the only fully rigged, historic, three masted, square sail, sailing ship left in Canada. It could be exhibited to represent the ships that came to Steveston to carry canned salmon to the UK and Europe at the turn of the previous century, and the fully rigged sailing ships that took dories and sail gill-netters out to the fishing grounds to catch fish.

However, the North Star had a schooner rig when it was in the Arctic, and could also be used as a museum exhibit *“to represent a typical halibut schooner from the early 1900s. There were many sailing vessels involved in the early halibut cod and salmon fisheries on the West Coast. Typically they were based on the schooner rig of the East Coast fisheries.”*

Halibut, sealing and fur trading schooners were built in Steveston. Much of the schooner fleet and some of the fully rigged tall ships, such as the Titania, overwintered in Steveston. The living and working area of the North Star would have exhibits to show the history of the ship and the schooners and fully rigged ships. Captain Atkinson, hook-armed Captain of one of the schooners, was a member of Richmond Council.

2) As a school program platform and tour vessel: The city report recommended that, *“The vessel (RFM) could be used as a floating classroom taking school students on trips with an environmental and geographical focus. The program would need to be developed with support from the Richmond School Board, and incorporated into the school curriculum.”* In the 1970’s the Richmond School Board had a similar program. A boat took students on a 2 hour tour of the North Arm. Lesson plans covered the industries and vessels of the North Arm. The ship could also take passengers on paid tours, similar to the new plans for the Hector in Nova Scotia. It could require structural changes to carry students and passengers, and insurance costs would be higher.

3) As a sail training ship: *“The vessel (RFM) could be used to provide a sail training experience for youth and or adults. There are several successful models for this active type of activity, the closest being the Sail and Life Training Society (SALTS) who operate the Pacific Grace and the Pacific Swift out of Victoria. The American Sail Training Association (ASTA) has numerous examples and resources for sail training programs.”* One of Richmonds sea scout groups might be interested. Some modifications would likely be required, as well as increased insurance.

4) As a combination of 1, 2, and/or 3: *“The vessel (RFM) could be used for a combination of uses. The most plausible would be as a museum and as a classroom”* or passenger vessel. One of the problems of this type of use is when the vessel is away from the dock, it reduces the museum experience, and when it is at the dock it is not available for sailing experiences.

5) Additional uses without passenger certification:

(a) Gun Battle- The North Star could stage the once annual Gun Battle with the Providence. The Lady Washington and Hawaiian Chieftain were paid \$40,000 to attend. They staged a gun battle at Garry Point, and thousands of people watched from shore.

(b) Wooden Boat Festivals- The North Star could represent the Britannia at festivals in Vancouver and Victoria, and represent Canada, as well as Britannia, at Port Townsend and other American ports.

(c) Vancouver Maritime Museum-The North Star could participate in Maritime Museum exhibits.

(d) Movies- The ship has already appeared in movies and could be promoted for future films.

(e) Weddings, dockside rentals and use as a stage.



Above: the original North Star of Herschel Island as a single masted schooner. At right: the, nearly identical, double masted schooner, RMF, that city staff recommended purchasing on October 25, 2006. It went to the US.

Only two other early BC working schooners remain, the Providence and the Maple Leaf.



Recommendations:

The Britannia Shipyards NHS Society adopted the report with the exception of using the North Star of Herschel Island for carrying passengers and school students and for sail training. Since city staff recommended those uses for the RMF in 2006 the certification rules have changed and it may not be possible to get the vessel certified. The board referred the report to the P&P committee to choose the best options for completing the restoration. The following is the P&P committee decision later approved by the board at the last general meeting.

Initially the North Star of Herschel Island would be exhibited as a boat under construction or repair by volunteers, preferably retired carpenters and craftsmen, under the guidance of the shipwright.

(1) On the ways in the Britannia shipyard. This augments the shipyard as the public should be able to see a ship being constructed or repaired on one of the carriage ways in the shipyard. It could have a stairway constructed so the public can tour the deck and go down into the hull. When a floor is constructed in the hull the public can view exhibits inside the hull. It could be launched back into the water in the summer, open to the public, and taken from water for further restoration work in the shipyard in winter. This is the most economical option. In this option it will be a major tourist attraction. Terry McPhail has said he can paint the boat so it can go in the water. The recently installed 18 ton winch is too small. The vessel is 25 tons. The shipyard was built for 60 to 100 ton seine boats not gillnet boats. The board asked staff for the cost and can pay for a winch for 80 tons or more seine boats.

(2) On shore with a shed roof. Richmond Council has already approved a shed roof on the east side of the Richmond Boatworks. Under a shed roof the North Star can be viewed by the public with a stairway constructed so the public can tour the deck while restoration continues, and go down inside the hull to see exhibits there. The advantage is that the vessel can be displayed in the shed, as it is, indefinitely, and even when completed, except for masts. The disadvantage is the extra cost of building a shelter. The board has commitments to build and pay for the shed.

Options not chosen by the P&P committee: In Nova Scotia the hull of the Hector is floating in the water and at the same stage of reconstruction as the North Star. It is open for public deck tours while restoration continues. The P&P committee decided against finishing the North Star in the water or at a new slipway or drydock at the Kishii Boatworks site east of the Phoenix Cannery site. In Nova Scotia the federal and provincial governments provided over \$4 million for onshore building alterations and interpretive displays for the Hector.

When restoration is completed: a decision can be made on how the vessel should be displayed.

(a) In the Shipyard: When completed North Star can be displayed primarily as a museum exhibit on the ways in the Shipyard, with adjacent back up displays. It couldn't have its masts up in the shipyard.

(b) On land: It can be displayed on land with its masts up or under a shed roof without them

(c) In the water: North Star can be a museum exhibit and classroom, on the water with dockside weddings and rentals, as a stage for open air enactments and for movies. As sails are expensive it can be displayed with masts and no sails. If the engine is rebuilt or replaced it can be used (a) for gun battles with the Providence, (b) to attend wooden boat festivals, (c) to participate in Vancouver Maritime Museum events and exhibits. It would only need one main sail to be effective.

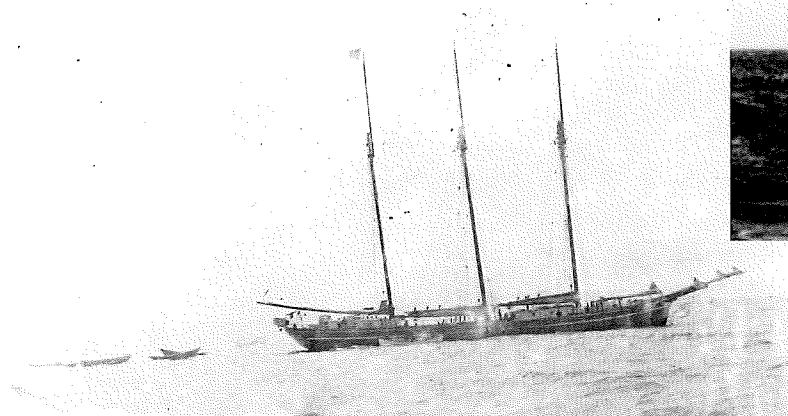
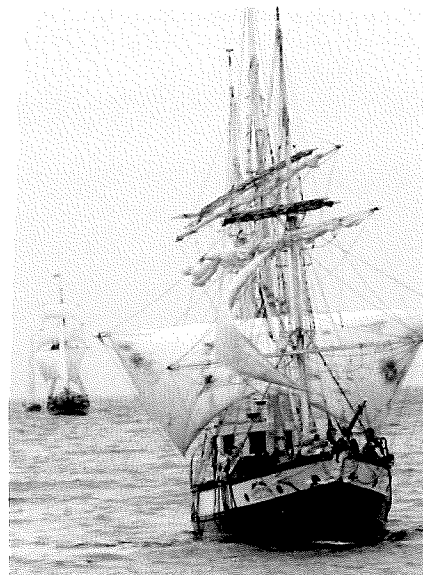
With its rich history in the Arctic and the BC Coast, plus being the last fully rigged Canadian ship, the North Star of Herschel Island is of National Historic Site significance. As a wooden boat it adds that significance to the Britannia Shipyards National Historic Site.



Appendix:

The North Star of Herschel Island was a 3 masted fully rigged ship for 35 years. One sail is enough for tall ship events.

Fully rigged 3 masted ships loaded salmon at Steveston.



Cannery Ship. The Bristol Bay Boats they towed were built in Steveston.

A three masted ship, similar to North Star, towed gill-net boats to the fishing grounds in the north near Prince Rupert.

Schooners, similar to North Star, tied up outside the protection boom at the Britannia Cannery. Schooners hunted seals, caught halibut and collected salmon from gillnet boats. North Star carried furs. A schooner captain, Captain Atkinson, served on Richmond Council.





The Ship Hector was built as a replica and launched in the 1990's. It was used as a museum ship, but was not looked after. It was rebuilt beside the Hector Heritage Interpretation Centre, Pictou, Nova Scotia.

A public stairway was built to view the deck of the Hector while it was being rebuilt on shore.



The Hector hull was launched in August 2025.



Ship Hector Deck tours

Sept. 1 - Oct. 31

1 - 3pm

Wed to Sun

The Ship Hector has deck tours while the vessel awaits completion in the water. It is at the same stage of completion as the North Star of Herschel Island.



North Star of Herschel Island Restoration:



Hull frame complete sans pilot house.



Flooring in the hull to provide a walkway down the center, with guard rails, would allow visitors to explore below deck and exhibits there.



Road Access and Parking

- Park Road**
 - 4.0 m rough asphalt (concrete aggregate) on curbs
 - 1.5 m gravel shoulder (chuck stone)
- Park Road**
 - 4.0 m rough asphalt (concrete aggregate) on curbs
 - no shoulder
- City Road**
 - 15.0 m x 6 m of Richmond Standard universal truck width to B.C. Packers
- Existing Bridges**
 - concrete and masonry
 - steel truss
- Swale Headwalls**
 - wood construction
 - rock surface
- Public Parking**
 - concrete aggregate asphalt on curbs
 - for public bus
 - landscaped parking for improved appearance, scenic area
- Overflow Parking**
 - on gravel shoulder of park road
 - on collector street, 1
 - Railway Avenue, Train Road

Central Open Space

- Large Open Space**
 - grass, gravel, and flowers
- Tree Lined Edges**
 - tree lawn
 - concrete bridge, water
- Informal Park Activities**
 - planning, play, lounge seating

Pedestrian Access and Circulation

- City Trail System**
- Proposed Streets**
- Waterfront Trail System**
 - 4.0 m shared bicycle-pedestrian and trail easement to Railway Ave. and easement to local and off-street trails
- Historic Boardwalk**
 - reconstruction to historic condition
 - several easement areas
- Walking Routes in Park**
 - parked gravel surface

Active Boat Building and Shipyard Sub-Area

- The Boatworks**
 - extension & improvement of main wooden boat
- The Cannery Office**
 - repairs facilities for active historical shipyard
- The Winch & Winch Shed**
 - removal for existing area
- The Britannia Shipyard**
 - reconstruction of wooden vessels
 - ship & equipment for hull
 - valuable and equipment program
 - donated items
- Boat Yard**
 - extension of existing wooden vessels
 - wood and steel boat
 - concrete stairs, surface
 - grass area next to boat
 - boardwalk
- Boatworks Warehouse**
 - wooden, load out of wooden barrel boat
 - replicate similar to Boat Yard
 - store, repair of boats, public access

Historic Residential Interpretation Sub-Area

- Recreated Residential Area**
- Proposed Marsh**
 - open
- Early Houses Relocated on Pile**
 - Reconstructed to direct
 - use of marsh structure and
 - relocated post-and-rail structure

Historic Residential Interpretation

Building footprint from historical site
Proposed relocated and reconstructed
Historic buildings
A - 177 R2 D - 204.2
B - 204 R2 E - 101.2
C - 101 R2 F - 106.2

Small Craft Harbours Waterfront

City of RICHMOND
Official Development Plan
2000

Britannia Heritage Shipyards Park
Site Development Plan

Project No. 92115
Date: 1/93
Scale: 1:500
L-2

Approved by Consultants Staff + Britannia Shipyards Society and Public meeting Sept 93

GP – 264

