



General Purposes Committee

Anderson Room, City Hall
6911 No. 3 Road

Monday, July 21, 2025

3:00 p.m.

Pg. # ITEM

MINUTES

GP-7 *Motion to adopt the **minutes** of the meeting of the General Purposes Committee held on July 7, 2025.*



DELEGATIONS

1. Yannick Simovich, Board Chair, Tourism Richmond, and Nancy Small, CEO, Tourism Richmond, to provide an update on Tourism Richmond's work.

FINANCE AND CORPORATE SERVICES DIVISION

2. **RICHMOND FOOD HUB: PUBLIC ENGAGEMENT FEEDBACK**
(File Ref. No. 08-4150-20-001) (REDMS No. 8063716)

GP-16

See Page GP-16 for full report

Designated Speaker: Jill Shirey

STAFF RECOMMENDATION

That the staff report titled "Richmond Food Hub: Public Engagement Feedback", dated June 30, 2025, from the Director, Business Services, be received for information.



General Purposes Committee Agenda – Monday, July 21, 2025

Pg. #

ITEM

3. **RICHMOND TOURISM MASTER PLAN: PUBLIC ENGAGEMENT FEEDBACK**

(File Ref. No. 08-4150-03-01) (REDMS No. 8083734)

GP-52

See Page GP-52 for full report

Designated Speaker: Jill Shirey

STAFF RECOMMENDATION

That the staff report titled “Richmond Tourism Master Plan: Public Engagement Feedback”, dated June 30, 2025, from the Director, Business Services, be received for information.



LAW AND COMMUNITY SAFETY DIVISION

4. **AMENDMENTS TO CONSOLIDATED FEES BYLAW NO. 8636 – SCHEDULE PARKING (OFF-STREET) REGULATION BYLAW NO. 7403**

(File Ref. No. 12-8375-00) (REDMS No. 8085646)

GP-133

See Page GP-133 for full report

Designated Speaker: Mark Corrado

STAFF RECOMMENDATION

That Consolidated Fees Bylaw No. 8636, Amendment Bylaw No. 10694, be introduced and given first, second and third reading.



PARKS, RECREATION & CULTURE DIVISION

5. **MINORU PARK VISION PLAN UPDATE: RENEWED SCOPE OF WORK, PROCESS AND NEXT STEPS**

(File Ref. No. 06-2345-20-MINO1) (REDMS No. 7839503)

GP-140

See Page GP-140 for full report

Designated Speaker: Jason Chan

STAFF RECOMMENDATION

That a renewed Minoru Park Vision Plan process and scope of work, as outlined in the staff report “Minoru Park Vision Plan Update: Renewed Scope of Work, Process and Next Steps”, dated June 30, 2025, from the Director, Parks Services, be approved.



ENGINEERING AND PUBLIC WORKS DIVISION

6. **MORAY BRIDGE REPLACEMENT PLANNING STUDY UPDATE**

(File Ref. No. 10-6500-04) (REDMS No. 8091039)

GP-162

See Page GP-162 for full report

Designated Speaker: Sonali Hingorani

STAFF RECOMMENDATION

That the comments as described in the staff report titled “Moray Bridge Replacement Planning Study Update”, dated July 10, 2025, from the Director, Transportation, be endorsed and forwarded to the Ministry of Transportation and Transit.



DEPUTY CAO'S OFFICE

7. **REFERRAL RESPONSE: ESTABLISHMENT OF THE LOW-END MARKET RENTAL PARKING, TENANT ASSET AND INCOME EXCEEDANCE POLICY**

(File Ref. No. 08-4057-05) (REDMS No. 8058328)

GP-174

See Page GP-174 for full report

Designated Speakers: Rene Tardiff & Greg Newman

STAFF RECOMMENDATIONS

- (1) *That the Low-End Market Rental Parking, Tenant Asset and Income Exceedance Council Policy, as outlined in the report titled “Referral Response: Establishment of the Low-End Market Rental Parking, Tenant Asset and Income Exceedance Policy”, dated June 25, 2025, from the Director, Housing, be approved; and*

- (2) *That the terms used to enable the owner of Low-End Market Rental units to charge tenants for parking and to set an asset test limit for tenants be used in housing agreements for any conditionally approved rezoning applications, being those for which a zoning amendment bylaw has been given third reading and an associated housing agreement has yet to be executed as of July 28, 2025, notwithstanding the terms of any executed rezoning considerations letter.*



8. **HOUSING PRIORITIES GRANT PROGRAM ALLOCATION**

(File Ref. No. 08-4057-05) (REDMS No. 8063991)

GP-189

[See Page GP-189 for full report](#)

Designated Speaker: Greg Newman

STAFF RECOMMENDATIONS

- (1) *That the proposed grant allocations for the Housing Priorities Grant Program, as outlined in the report titled “Housing Priorities Grant Program Allocation”, dated June 25, 2025, from the Director, Housing, be approved, and that the following amounts be awarded:*
- (a) *Sun Valley Rental Ltd.– \$1,764,000*
 - (b) *1166225 B.C. Ltd. – \$1,003,000*
 - (c) *Aashyn No. 3 Road Development Ltd.– \$108,000*
 - (d) *Richmond Kiwanis Senior Citizens Housing Society – \$2,320,000*
 - (e) *BC Indigenous Housing Society – \$4,160,000*
- (2) *That the Chief Administrative Officer and Deputy Chief Administrative Officer be authorized to negotiate and execute two Non-Profit Organization Stream 1A Grant Funding contribution agreements as set out in the grant allocation for the Housing Priorities Grant Program, and to negotiate and execute any amendments thereto and ancillary agreements;*
- (3) *That Development Cost Charges Waiver for Affordable Housing (6071 Azure Road) Bylaw No. 10695 be introduced and given first, second, and third readings;*

General Purposes Committee Agenda – Monday, July 21, 2025

Pg. # ITEM

- (4) *That Development Cost Charges Waiver for Affordable Housing (8880 Cook Road) Bylaw No. 10696 be introduced and given first, second, and third readings; and*
- (5) *That Development Cost Charges Waiver for Affordable Housing (9000 No 3 Road) Bylaw No. 10697 be introduced and given first, second, and third readings.*



9. **ESTABLISHING A HOUSING AUTHORITY – REFERRAL RESPONSE #2**

(File Ref. No. 08-4057-05) (REDMS No. 8074070)

GP-203

See Page GP-203 for full report

Designated Speaker: Peter Russell

STAFF RECOMMENDATION

That opportunities to establish a housing authority be brought forward for Council consideration on a case-by-case basis considering the details presented in the report titled “Establishing a Housing Authority - Referral Response #2”, from the Director, Housing, dated June 25, 2025.



10. **WORKS YARD REPLACEMENT PROJECT – PROGRAM, FORM, PHASING AND BUDGET**

(File Ref. No. 06-2000-01) (REDMS No. 8015242)

GP-214

See Page GP-214 for full report

Designated Speaker: Martin Younis

STAFF RECOMMENDATIONS

- (1) *That the program totalling approximately 400,000 sq. ft. and building form be approved, as outlined in the report titled “Works Yard Replacement Project – Program, Form, Phasing and Budget”, dated July 7, 2025, from the Director, Facilities and Project Development;*

- (2) *That in order to reduce the overall project schedule, and manage cost escalation risks, the workshop program and other elements be added to the scope of work for Phase 1 and a capital submission for the Works Yard Replacement - Enabling Works and Phase 1 capital projects' scope change and budget increase of \$74.0 million (2025 dollars), be endorsed for Council's consideration as part of the 2026 budget process; and*
- (3) *That staff begin the planning process for the balance of the unallocated land, as outlined in the report titled "Works Yard Replacement Project – Program, Form, Phasing and Budget", dated July 7, 2025, from the Director, Facilities and Project Development.*



COUNCILLOR KASH HEED

11. DELOITTE RECOMMENDATION TO CAP THE MAXIMUM REMUNERATION FOR TOTAL INCOME FROM ALL LOCAL GOVERNMENT RELATED APPOINTMENTS

(File Ref. No.) (REDMS No.)

GP-255

See Page GP-255 for background materials

MOTION

- (1) *That the Mayor, as our representative on the Board of Directors for Metro Vancouver, introduce a motion amending their "Remuneration Bylaw" (Greater Vancouver Regional District Regional Board and Committee Remuneration Bylaw Number 1057, 2007) to allow Directors the flexibility to voluntarily refuse compensation for serving on the Board or Committees; and*
- (2) *That the Mayor voluntarily accept the cap or maximum remuneration threshold for total income from all local government related appointments as detailed in recommendation #49 of the Deloitte Metro Vancouver Governance Review.*



ADJOURNMENT





General Purposes Committee

Date: Monday, July 7, 2025

Place: Anderson Room
Richmond City Hall

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

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

MINUTES

It was moved and seconded

That the minutes of the meeting of the General Purposes Committee held on June 16, 2025, be adopted as circulated.

CARRIED

FINANCE AND CORPORATE SERVICES DIVISION

1. **COMMUNITY WAYFINDING STRATEGY AND IMPLEMENTATION
FRAMEWORK**

(File Ref. No. 08-4150-04-06) (REDMS No. 8068301)

With the aid of a PowerPoint presentation (Copy on File, City Clerk's Office), staff provided an overview of the Wayfinding Strategy.

General Purposes Committee

Monday, July 7, 2025

In response to queries from Committee, staff advised that (i) concerns were raised regarding potential clutter on the welcome signs if the tagline “Island City by Nature” is included, (ii) Sea Island will be incorporated as part of the overall strategy, (iii) colour range options for light poles can be explored during the implementation stage, (iv) individual projects will be costed as they are brought forward for implementation, (v) adjustments can be considered during the various phases of implementation, (vi) pedestrian signage will display distances and estimated travel times to key locations, and (vii) the top of each sign will indicate the area in which it is located.

Discussion took place on (i) including the tagline “Island City by Nature” on welcome signs into the City, and (ii) further information regarding Heads Up North vs True North.

It was moved and seconded

- (1) *That the Community Wayfinding Strategy and Implementation Framework, as detailed in the staff report titled “Community Wayfinding Strategy and Implementation Framework”, dated June 13, 2025, from the Director, Business Services, be approved; and*
- (2) *That staff bring forward an initial implementation project for Council's consideration.*

CARRIED

LAW AND COMMUNITY SAFETY DIVISION

2. **APPLICATION TO PROPOSE A NEW LOUNGE AREA
ENDORSEMENT TO LICENCE #311621 - DEEP BLUE
DISTILLERIES LTD - 5800 CEDARBRIDGE WAY UNIT 130**
(File Ref. No. 12-8275-30-001) (REDMS No. 8027630)

In response to queries from Committee, staff noted that, (i) while there have not been a significant number of applications to extend hours beyond 2:00 a.m., there has been a gradual increase over the years, though the absolute numbers remain low, (ii) the Liquor and Cannabis Regulation Branch has not expressed any concerns, (iii) the business currently operates tours at 1:00 p.m., 2:00 p.m., and 4:00 p.m., with a capacity of 30 people per tour, and has successfully passed all inspections, and (iv) the Province is implementing an accelerated program to establish a beneficial ownership registry to verify ownership.

General Purposes Committee
Monday, July 7, 2025

It was moved and seconded

- (1) *That the application from Deep Blue Distilleries Ltd., seeking the following extended hours of liquor service, and a new Lounge Area Endorsement at the premises located at 5800 Cedarbridge Way Unit 130, be supported:*
 - (a) *A new lounge area endorsement with a total person capacity of 30 occupants;*
 - (b) *Proposed hours of liquor service from Monday to Saturday, 9:00 AM to Midnight and Sunday, 5:00 PM to Midnight; and*
- (2) *That a letter be sent to the Liquor and Cannabis Regulation Branch, which includes the information as set out in Attachment 1 to this report, advising that Council recommends the approval of the new Lounge Area and extended hours of liquor service.*

CARRIED

PARKS, RECREATION & CULTURE DIVISION

3. SUPPORTING FOOD SECURITY ORGANIZATIONS THROUGH CITY AGRICULTURE RELATED GRANT PROGRAMS

(File Ref. No. 03-1085-01) (REDMS No. 8062339)

In reply to queries from Committee, staff advised that (i) the recommendation is to reallocate the funds, therefore there is no net loss to the organizations that have applied for the grants, (ii) by modifying the Environmental Enhancement Grant (EEG) guidelines it allows for those applicants that previously applied for the Supporting Food Security (SFS) Grant to be eligible, (iii) overall funding for grant programs are funded through gaming revenue; however, overall gaming revenue continues to decrease, (iv) the 4 organizations that previously applied to the SFS Grant program are eligible to apply for the EEG, and (v) individuals can apply for grant amounts up to a maximum of \$500.

Discussion took place on (i) option 3 and increasing the EEG by \$30,000, (ii) reviewing the changes after the 2026 budget, and (iii) tweaking the name of the Environmental Enhancement Grant program.

It was moved and seconded

- (1) *That Option 1 as outlined in the staff report titled “Supporting Food Security Organizations through City Agriculture Grant Related Programs”, dated June 16, 2025, from the Director, Parks Services, be approved; and*

General Purposes Committee

Monday, July 7, 2025

(2) *That the matter be reviewed after the 2026 Budget.*

The question on the motion was not called as further discussion took place on separating the funds allocated to the SFS from the funds for the EEG, and as result of the discussion the following amendment motion was introduced:

It was moved and seconded

That part (1) be amended to read as follows:

That Option 1 as outlined in the staff report titled “Supporting Food Security Organizations through City Agriculture Grant Related Programs”, dated June 16, 2025, from the Director, Parks Services, be approved on the basis that the money previously allocated to the Supporting Food Security through Community Driven Events Grant grant would be separated from the balance of the Environmental Enhancement Grant.

The question on the amendment motion was not called, as discussion took place regarding the potential to reallocate funding between grant programs, specifically, if one program reaches its funding limit, there may be flexibility to shift funds to support additional grants under the other program.

The question on the amendment motion was then called and it was **CARRIED** with Cllrs. Day, Heed, McNulty and Wolfe opposed.

The question on the main motion, as amended, which reads as follows:

(1) *That Option 1 as outlined in the staff report titled “Supporting Food Security Organizations through City Agriculture Grant Related Programs”, dated June 16, 2025, from the Director, Parks Services, be approved on the basis that the money previously allocated to the Supporting Food Security through Community Driven Events Grant grant would be separated from the balance of the Environmental Enhancement Grant; and*

(2) *That the matter be reviewed after the 2026 Budget.*

was then called and it was **DEFEATED** with Cllrs. Day, Gillanders, Heed, McNulty and Wolfe opposed.

It was moved and seconded

(1) *That Option 3 as outlined in the staff report titled “Supporting Food Security Organizations through City Agriculture Grant Related Programs”, dated June 16, 2025, from the Director, Parks Services, be approved; and*

General Purposes Committee
Monday, July 7, 2025

- (2) *That the matter be reviewed after the 2026 Budget.*

CARRIED
Opposed: Cllrs. Au
Hobbs
Loo

CAO'S OFFICE

4. **2025 UBCM COMMUNITY EXCELLENCE AWARDS PROGRAM**
(File Ref. No. 01-0130-01) (REDMS No. 8037049)

It was moved and seconded

That the City of Richmond's submissions to the Union of BC Municipalities Community Excellence Awards program be endorsed, including:

- (1) *Excellence in Governance: Community Driven Neighbourhood Road Safety Program;*
- (2) *Excellence in Service Delivery: Dike Operation and Maintenance Manual;*
- (3) *Excellence in Asset Management: Dike Geographic Information System (GIS) Upgrade Project; and*
- (4) *Excellence in Sustainability: Richmond Circular City Strategy.*

CARRIED

DEPUTY CAO'S OFFICE

5. **REFERRAL RESPONSE: HOUSING AS A HUMAN RIGHT**
(File Ref. No. 08-4057-05) (REDMS No. 8078492)

Discussion took place on the Federal Government endorsing this resolution.

It was moved and seconded

That the proposed resolution, titled "Housing as a Human Right" (Attachment 1), which calls for the Union of BC Municipalities (UBCM) to lobby the Province of BC to establish legislation and policy to support accessible and equitable housing and declare housing as a human right, and for UBCM to advocate to the Government of Canada to increase its direct investment in housing and to implement policies and regulations that will support and incentivize the delivery of housing for all Canadians, be endorsed and submitted to UBCM for consideration at the 2025 UBCM Convention with copies to the Local MLAs and MPs.

CARRIED

5.

COUNCILLOR KASH HEED

**6. INITIATE A MORE ACCOUNTABLE AND CONTEMPORARY
STRUCTURE FOR THE RICHMOND OLYMPIC OVAL**
(File Ref. No.) (REDMS No.)

Background information was provided on the motion.

Wayne Duzita, expressed concerns with the motion and provided the following information:

- the Richmond Olympic Oval (ROO) is one of the few post-Olympic facilities to be financially sustainable;
- the ROO has stayed true to its objectives over the past 17 years adapting to community needs and diversifying programs and funding;
- to understand the true financials of the ROO need to look at the 2025 and past years Profit and Loss statements;
- the statements shows that the city and taxpayers represent about 17.1% of the revenue, while the majority comes from membership, admissions programs, corporate functions, and 2010 Games Operating Trust;
- the Oval under the past Board was responsible for many changes enhancing and improving activities such as the climbing wall, outside basketball courts, retaining the Olympic Rings, and many more;
- reviewing the original legacy presentation could be helpful and productive in determining Council's vision and objectives;
- non-traditional funding was key to sustainability; and
- before dissolving the structure council should examine the vision and then determine the structure.

George, Business Advisor, spoke in support of the motion and noted that they are seeking additional information regarding future plans for the Oval.

Discussion took place on (i) improvements to transparency, (ii) reviewing the governance structure with options and how its going to move forward, (iii) competition for the other community centres, (iv) metrics for the number of Richmond residents that use the facility, (v) benefits of the Oval, (vi) Games Operating Trust funding requirements, and (vii) financial implications of reducing the subsidy.

General Purposes Committee
Monday, July 7, 2025

It was moved and seconded

- (1) *That the maximum annual contribution to the Richmond Olympic Oval Corporation for 2026 be limited to \$2.5 million;*
- (2) *That the Chief Administrative Officer (CAO) set out a process to examine dismantling the Richmond Olympic Oval Corporation while identifying an alternative structure/framework and governance for the new facility inauguration in the first quarter of 2027; and*
- (3) *That the CAO provide a comprehensive document to Council by the end of 2025 outlining the purposes, strategies, and financial projections for the transition of the facility.*

The question on the motion was not called, as there was agreement to deal with Parts (1) (2) and (3) separately.

Discussion took place on reviewing the Richmond Olympic Oval governance and as a result the following **amendment motion** to Part (2) was introduced:

It was moved and seconded

- (2) *That staff review the governance structure of the Richmond Olympic Oval Corporation, including the basic corporate structure, and report back with options.*

The question on the amendment motion was not called as a further **amendment motion** to Part (2) was introduced:

It was moved and seconded

That the following be added to Part (2):

That the CAO be directed to examine an updated process which the Richmond Olympic Oval would be moved from operating under the governance of the Richmond Olympic Oval Corporation to operating under the City of Richmond, and report back.

CARRIED

The question on the main amendment motion, as amended, which reads as follows:

- (2) (a) *That staff review the governance structure of the Richmond Olympic Oval Corporation, including the basic corporate structure, and report back with options; and*

General Purposes Committee

Monday, July 7, 2025

- (b) *That the CAO be directed to examine an updated process which the Richmond Olympic Oval would be moved from operating under the governance of the Richmond Olympic Oval Corporation to operating under the City of Richmond, and report back.*

was then called and it was **CARRIED** with Cllrs. Day, Heed and Wolfe opposed.

Discussion took place on purposes, strategies, and financial projections of the ROO. As a result of the discussion the following **amendment motion** to Part (3) was introduced:

It was moved and seconded

That the following be removed from Part (3):

“...for the transition of the facility.”

CARRIED

Opposed: Cllr. Au

The question on the main motion, as amended, which reads as follows:

- (3) *That the CAO provide a comprehensive document to Council by the end of 2025 outlining the purposes, strategies, and financial projections.*

was then called and it was **CARRIED** with Cllr. Au opposed.

Further discussion took place on the maximum annual contribution and as a result of the discussion, an amendment motion to Part (1) to defer the matter and incorporate it with the analysis in Part (3) was introduced but failed to receive a seconder.

The question on Part (1) was then called and it was **CARRIED** with Mayor Brodie, Cllrs. Au and Loo opposed.

**COUNCILLORS CAROL DAY, LAURA GILLANDERS &
MICHAEL WOLFE**

7. **FINANCE AND AUDIT COMMITTEE**

(File Ref. No.)

Background information regarding a finance and audit committee was provided and discussion took place on including internal audit reviews.

8.

General Purposes Committee
Monday, July 7, 2025

It was moved and seconded

- (1) *That Council change the name of the Finance Committee to the "Finance and Audit Committee"; and*
- (2) *That it be referred to staff to alter the Terms of Reference of said Finance and Audit Committee to include responsibilities relating to internal audits and report back.*

CARRIED

ADJOURNMENT

It was moved and seconded

That the meeting adjourn (6:24 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 7, 2025.

Mayor Malcolm D. Brodie
Chair

Sarah Goddard
Legislative Services Associate



City of Richmond

Report to Committee

To: General Purposes Committee
From: Katie Ferland
Director, Business Services
Date: June 30, 2025
File: 08-4150-20-001/2025-
Vol 01
Re: Richmond Food Hub: Public Engagement Feedback




Staff Recommendation

That the staff report titled, "Richmond Food Hub: Public Engagement Feedback", dated June 30, 2025, from the Director, Business Services, be received for information.

KFerland

Katie Ferland
Director, Business Services
(604-247-4923)

Att. 1

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

Staff Report

Origin

Building on Richmond's established strengths in the agri-food and seafood sectors and a past referral from Planning Committee, the City received a \$1 million grant from the Ministry of Agriculture and Food to explore the development of a Food Hub in Richmond. As outlined in the Richmond Food Hub Implementation Plan received for information by General Purposes Committee on October 3, 2023, the Gap Analysis and Feasibility Study (Phase 1) has now commenced.

The Gap Analysis and Feasibility Study aims to better understand the needs of Richmond food businesses and the broader community, including through a robust public and sector engagement process. The purpose of this report is to share the findings from the public consultation.

This report supports Council's Strategic Plan 2022-2026:

Focus Area #1. Proactive in Stakeholder and Civic Engagement:

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

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.

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

Focus Area #5. A Leader in Environmental Sustainability:

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

Focus Area #6. A Vibrant, Resilient and Active Community:

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

Analysis

Background

The B.C. Government's Food Hub Network was created to drive innovation and growth in the food processing sector by improving access to modern facilities, advanced technologies, technical expertise, and business development support. The funds awarded to the City of

Richmond are intended to enable the City to explore what may be needed in a Richmond-specific Food Hub that could be part of this provincial network.

In this context, a Food Hub refers to a shared-use commercial facility that offers space and infrastructure for food and beverage processing, storage, and distribution. Hubs may also provide a range of services and resources to support the growth and development of food businesses.

The development of a commercially-focused Food Hub in Richmond aims to strengthen the local food sector by fostering innovation, resilience, and growth, aligning with the Richmond Circular City Strategy. The project is structured into three key phases: Phase 1 - Gap Analysis and Feasibility Study; Phase 2 - Site Identification and Business Plan; and Phase 3 - Construction/Redevelopment and Launch. Progression to each phase is dependent on the outcomes of the preceding phase, Council direction, and the availability of sufficient funding. The project is currently in Phase 1.

Public and Sector Engagement

To inform the Gap Analysis and Feasibility Study, the project team conducted a broad and inclusive public and sector engagement process. Feedback was received from a diverse range of voices across Richmond, including residents, businesses, food sector organizations, and both the Economic Advisory Committee (EAC) and the Food Security and Agricultural Advisory Committee (FSAAC).

Engagement included over 200 responses to the public Let's Talk Richmond survey and interviews with more than 40 local food businesses, including producers, processors, manufacturers, retailers, restaurants, and industry advisors. Four roundtable discussions were also held with 13 organizations from Richmond and nearby areas, exploring topics such as market entry, manufacturing capacity, supporting services, and local market access. Participants included restaurants, bakeries, commissary kitchens, and farms.

On-site visits were also conducted at the Richmond Public Market, Steveston Public Sales Float, and Richmond Night Market to hear from vendors and food businesses at these locations.

Overview of Engagement Findings

The public and sector engagement process identified three key areas in which needs and opportunities in Richmond were noted. Detailed further in the "What We Heard" Report (Attachment 1), these areas include Space and Facility Needs, Shared Services Opportunities, and Improving Market Access.

Space and Facility Needs

Participants noted that many food processing businesses face ongoing challenges in accessing suitable and affordable industrial space. Specific needs vary by business size and sector, and include core processing areas, particularly for small-scale and seafood processors, flexible cold and dry storage options, and shared infrastructure such as office space, product development labs, and loading bays.

Shared Services Opportunities

Participants expressed strong interest in shared services to support growth and innovation. Key areas of need include product development expertise, process development services for improving efficiency and scalability, and access to professional supports such as marketing, procurement, staff training, and quality assurance.

Improving Market Access

Improving access to markets also emerged as a key priority for both local residents and food sector respondents. This includes increased opportunities for local sales through expanded marketing and distribution channels, strengthening connections between producers and local retailers and restaurants, and enhancing transportation and logistics supports for small- and mid-sized businesses.

The above three areas point to considerations around both physical space as well as services that a Richmond Food Hub could potentially provide. A key next step in this initiative is to explore any existing resources (both facilities and services) in Richmond that could address these issues, as well as potential options for facilities and services that could be provided by a Richmond Food Hub. Importantly, this will include assessing options that address identified needs and could also be feasible in terms of governance, operational model, and ability to be self-sustaining.

Next Steps

A feasibility analysis is the next step in this initiative, informed by findings from the public and sector consultation as well as research. This work will include mapping existing facilities and services to assess current capacity, reviewing best practices and lessons learned from food hubs in other jurisdictions, and exploring a range of potential governance structures, operating models, and potential partnerships.

The findings will inform a set of potential options for a Richmond Food Hub, with a focus on what is viable, sustainable, and aligned with community and sector needs. These options will be brought forward for Council's consideration in the draft Gap Analysis and Feasibility Study Report in Fall 2025.

Financial Impact

None.

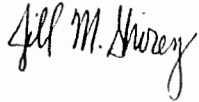
Conclusion

The What We Heard Report provides a foundational basis for the ongoing Gap Analysis and Feasibility Study as part of the potential development of a Richmond Food Hub. Insights gathered from public and sector engagement will inform the development of potential Food Hub models and guide further analysis to assess their feasibility and alignment with local needs.

June 30, 2025

- 5 -

A draft Gap Analysis and Feasibility Study Report will be brought to Council for consideration in Fall 2025.

A handwritten signature in black ink, reading "Jill M. Shirey". The signature is written in a cursive, flowing style.

Jill Shirey
Manager, Economic Development
604-247-4682

Att. 1: What We Heard Report



Richmond Food Hub Gap Analysis &
Feasibility Study

What We Heard Report

May 2025

Contents

1. Introduction	03
i. Project Overview	03
ii. Engagement Promotion	04
iii. Engagement Activities	04
2. Engagement Summary	05
i. Survey Respondents	05
ii. Interviewees	06
iii. Roundtable Participants	07
iv. Market Vendor Visits	07
v. Key Themes	08
3. Space & Facilities	09
i. Processing Space	09
iii. Storage Space	11
iv. Shared Amenities	12
v. Industrial Land Context	14
4. Support Services	15
i. Product Development	15
ii. Process Development	16
iii. Permitting and Certification	16
iv. Shared Professional Services	17
5. Market Access	18
i. Local Market Access	18
ii. Distribution Networks	19
iii. Transportation & Logistics	20
iv. Public Survey Responses	21
6. Next Steps	23

1. Introduction

Project Overview

The City of Richmond is exploring opportunities to develop a commercially-focused Food Hub to **drive growth, innovation, and resilience across the local food sector**. The Richmond Food Hub Gap Analysis and Feasibility Study is the first phase of this work, dedicated to understanding the needs and gaps in the local food sector and the opportunities to address those gaps.

This 'What We Heard' report is the first milestone in the Food Hub Gap Analysis and Feasibility Study. It includes a summary of the public engagement process that took place between March and May of 2025 with local food businesses, community partners, and the public to:

- Identify key food sector needs and opportunities,
- Surface insights about existing food sector supports, facilities, and services, and
- Understand the gaps in business supports, facilities, and services that might be addressed through the development of a Food Hub.

Insights from this engagement process will guide further research and feasibility analysis over the course of the summer to determine viable options for a Food Hub in Richmond. The draft Food Hub Gap Analysis and Feasibility Report will be presented to Council in fall 2025, with a final report to follow in early 2026.

What is a Food Hub?

Food Hubs can provide food sector entrepreneurs and businesses with critical services and / or facilities to support growth and innovation, such as access to specialized space, equipment, training, or infrastructure.

14 regional Food Hubs have been funded to date through the BC Food Hub network. These have been dedicated to helping B.C.'s food & beverage businesses grow, innovate, and commercialize.

Project Timeline



Spring 2025

Community and sector engagement for the Gap Analysis and Feasibility Study (complete).



Summer 2025

"What We Heard" Report available (this report).

Project team to research & evaluate feasibility of various Food Hub services & facilities



Fall 2025

Draft Gap Analysis and Feasibility Report to Richmond staff.

Community and sector engagement on the Draft Food Hub Gap Analysis and Feasibility Report.



Early 2026

Final Gap Analysis and Feasibility Report goes to City Council for consideration.



Promotion

To hear from voices across Richmond, a variety of channels were used to promote engagement on food sector gaps and opportunities, including:

1. **Social media:** The City shared social media posts to encourage participation in engagement activities (on Instagram, Facebook, X, and LinkedIn).
2. **News release:** A news release was published on the City's website and subsequently covered by media outlets including Richmond News.
3. **Posters:** The City displayed eye-catching posters at community centres and civic facilities and digital posters at select transit shelters across Richmond.
4. **Let's Talk Richmond:** The City emailed over 8,500 community members registered via the Let's Talk Richmond platform to announce the project launch and share a link to the project page and online survey.
5. **Email Invitations:** Over 250 Richmond food businesses were identified through business license data and online research and invited to interview, including nearly 200 food manufacturing businesses and 50 primary producers (i.e. farmers and fishers), non-profits, service providers, and institutions. An additional 1500 retail, restaurant and wholesale businesses were directly emailed with an invitation to participate in a Food Hub survey.

See **Appendix 1** for example engagement materials.

Engagement Activities

Four channels were used to solicit input from the Richmond community and regional sector and subject matter experts. These included:

A Public Survey: Residents and businesses were invited to fill out an online survey on the Let's Talk Richmond (LTR) website at www.letstalkrichmond.ca. The survey posed different questions to respondents based on whether they were representing a business or responding as a member of the public (see **Appendix 2** for survey questions). In total, there were more than 200 respondents.

Interviews: More than 40 interviews were conducted with food businesses including local and regional producers, processors, retailers, restaurants, Food Hub operators and advisors to the food industry in Richmond.

Roundtable Discussions: Four topic-specific roundtable discussions were held with relevant interest holders that were identified through interviews and early survey responses. The sessions were 1 to 1.5 hours in length and included participants from 13 organizations.

On-site Market Visits: The project team visited three key food locations within Richmond to hand out postcards inviting survey participation and to discuss needs with vendors and food businesses. On-site visits included:

- Richmond Public Market (March 27th)
- Steveston Public Sales Float (April 5th)
- Richmond Night Market (April 25th)

2. Engagement Summary

Survey Respondents

An online engagement survey was designed and delivered to both the public and food business representatives. The survey was split into two streams, asking different questions for members of the public and those representing the interests of their business and/or industry.

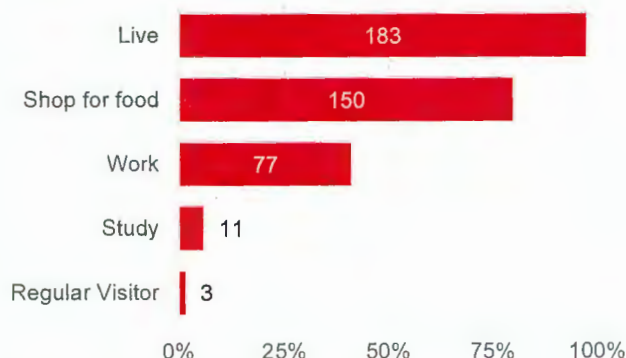
Public survey questions focused on the demand for access to local food, and barriers and opportunities to improve access. Business questions focused on understanding specific challenges and needs for facilities and services.

Public Survey Responses

A total of 188 public responses were submitted to the online survey. Most respondents (97%) lived in Richmond, and 80% stated that they regularly shop for food within the city.

Figure 2.1 – Public Survey – Breakdown of Respondents by Relationship To Richmond

**Note: Categories are not mutually exclusive*



Business Survey Responses

A total of 16 business responses were submitted. A few dozen business interviews complemented this participation (see next page for details).

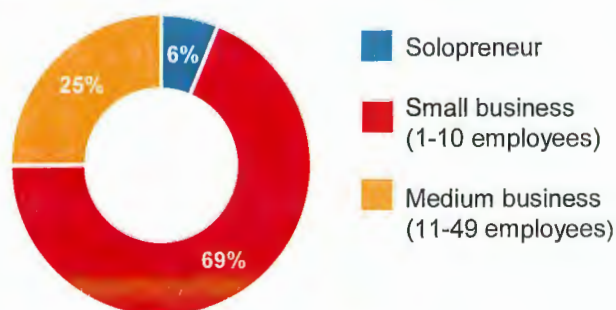
Most responses were received from food processing or preparation businesses (7), and those involved in retailing, serving, or wholesaling foods (8). This is reflective of the makeup of the Richmond business community where significant food sector employment is in food processing and food retail or restaurant.

Figure 2.2: Business Survey – Breakdown of Respondents by Type of Food Business



11 of 16 businesses identified themselves as small (between 1-10 employees), and 5 as medium (between 11-49 employees). A single response was received from a 'solopreneur' or home-based business, and none were received from businesses larger than 50 employees.

Figure 2.3: Business survey – Breakdown of Respondents by Business Size



Interviewees

Through direct interviews, we heard from more than 40 participants in the food sector, including food businesses, non-profits, and service providers.

Business participants included primary producers in agriculture (farming) and seafood (fishing operations), food processors, food vendors and wholesalers, and providers of food services and facilities. Non-profits and service providers included food charities, business associations, academic / research institutions, and operators of food hubs.

The primary producers, processors, and retailers interviewed represented a range of sizes with small and medium-size businesses (with fewer than 50 employees) making up the majority. This was expected given the distribution of sizes of food businesses within Richmond. According to Statistics Canada, 70% of food manufacturing businesses in Richmond have fewer than 20 employees.¹

Specific subsectors engaged through these interviews included (non-exhaustive):

- Seafood
- Commercial bakeries
- General food manufacturing
- Fruit and vegetable farming
- Restaurant operators

Figure 2.4: Business Interviews – Breakdown of Participants by Business Type

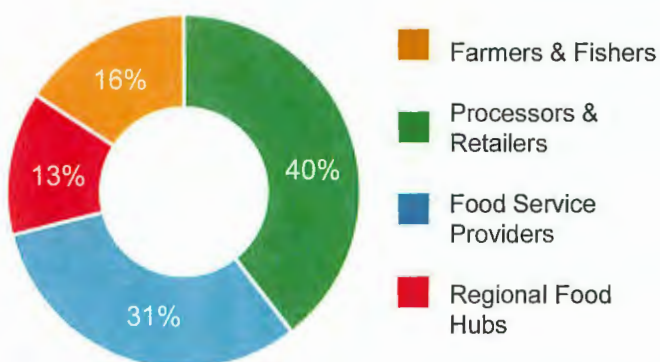
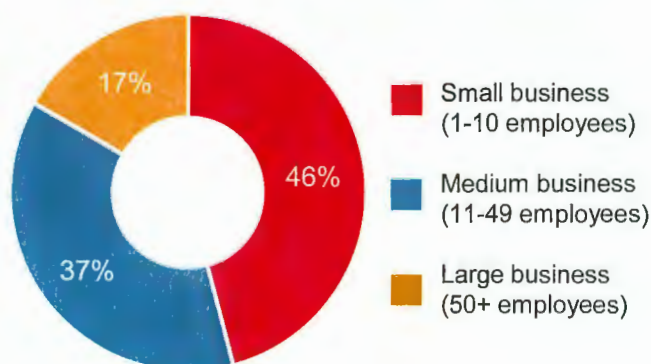


Figure 2.5: Business Interviews – Breakdown of Participants by Business Size

**Note: Includes only the producers, processors, and retailers. Excludes service providers and food hubs.*



1: Statistics Canada. Table 33-10-0763-01 Canadian Business Counts, with employees, census metropolitan areas and census subdivisions, June 2024

Roundtable Participants

A total of 13 organizations from Richmond and the surrounding areas participated in the four roundtable discussions, including:

- UBC Dan On Food & Beverage Innovation Centre
- Kirin Restaurant
- JDK Fine Foods
- Wise Bites
- Garden City Bakery
- Simon's Specialty Foods
- Cultivated Food Labs
- MOD Kitchen
- Food Process Solutions
- Terra Nova Sharing Farm Society
- Sugar & Spice Bakery
- KPU
- Athiana Acres

The discussions were held on the themes of:

- New Market Entry & Product Development
- Scaling Food Manufacturing Capacity
- Support Services for Food Manufacturing
- Local Market Access

These themes were selected as they emerged consistently during the interviews as common challenges and opportunities for businesses operating in Richmond.

In addition, two external City of Richmond Advisory groups were engaged—the Economic Advisory Committee (EAC) and the Food Security and Agricultural Committee (FSAAC) to provide general input and guidance on food sector opportunities and challenges.

Market Vendor Engagement

Visits to key food locations were used to reach food businesses operating at these locations and offer an opportunity to provide input via the online survey or direct feedback.

- 45+ postcards were handed out to food vendors, each featuring a QR code linking to the online survey. Contact details for the project team were also provided to facilitate follow up discussions.
- Brief discussions were held with 6 fishers at Steveston Public Sales Float, 3 market stalls at Richmond Public Market and over 20 vendors at Richmond Night Market.



Key Themes

Three key themes emerged from community members and businesses through the engagement process. These are outlined in greater depth in the next three sections of this report.



Space and Facilities

Many food processing businesses noted difficulty accessing suitable, affordable industrial spaces and facilities for different components of their operation. Needs varied across business sizes and sectors, including:

- **Core processing spaces**, with differing needs across small scale processors, growing small-medium scale processors, and by businesses in the seafood sector.
- **Flexible storage spaces**, including access to cold storage and dry storage with added flexibility needed by smaller businesses and producers.
- **Shared amenities** such as offices, product development and testing labs, and loading bays are needed by businesses of varying sizes.



Support Services

Food production, processing, and manufacturing businesses of all sizes noted several service needs, all of which could be shared resources. Service needs include:

- **Product development services**, including food science and market research expertise.
- **Process development services** including guidance on setting up processing facilities, automation, and operations modeling.
- **Shared professional services** including marketing, purchasing, training, and quality assurance services that can be shared between businesses of various scales.



Market Access

Improved market access for local food businesses and improved access to local food options was a key need shared by both the public and business participants. Specifically:

- **Improved local market access** is needed for primary producers (farmers and fishers) and small artisanal processors, including increased channels for marketing and sales,
- **Distribution networking support** is needed by farmers, fishers, and manufacturers to help open doors with local retailers and restaurants, and
- **Transportation and logistics support** is needed for small and medium-size businesses that are seeking cost-effective options for transporting goods to processing facilities or end markets.

3. Space & Facilities

Processing Space

Businesses highlighted challenges accessing suitable and affordable food processing and manufacturing spaces at all scales.

Startups & Small-Scale Processors

Small home or commercial kitchen-based food processing businesses (with 1-10 employees) expressed interest in accessing spaces and equipment for developing new products, cooking / processing, and packaging products for distribution. Of the four small food processors that answered the survey, two were actively seeking facilities. In addition, 60% of the small processors interviewed expressed interest in access to low barrier, flexible space rental opportunities.

55%

of small food processors engaged (with 1-10 employees) are seeking access to processing or packaging facilities and equipment.

Several lower barrier facilities are available in Richmond and the surrounding area for these businesses today. These include:

- **Combined Ghost Kitchens:** A combined ghost kitchen sets up small, individual kitchens (e.g. self-contained 500 square foot commercial kitchens) for lease in a facility that shares common areas and key building infrastructure (i.e. utilities, staging areas) with other small kitchen-based businesses.
- **Commissary Kitchens:** A commissary kitchen model operates a shared food manufacturing space whereby tenants pay for access to prep space, storage, and specialized industrial-scale kitchen equipment within a shared facility, typically on an hourly, monthly or annual basis.

Entrepreneurs and small business owners noted two barriers to accessing these facilities:

- **Cost:** The cost of accessing these spaces feels out of reach for some early-stage entrepreneurs. Specifically, setup costs for a ghost kitchen or hourly rates for equipment use in a commissary kitchen make these options untenable for some early-stage entrepreneurs.
- **Lease Terms:** Commissary kitchen and ghost kitchen models favour long-term tenants. Investment in reconfiguring spaces and onboarding new tenants means that operators often seek an annual or multi-year commitment from entrepreneurs. Early-stage entrepreneurs can struggle to commit to these timelines while proving out a product and business model.

Medium-Scale Processors & Manufacturers:

Several mid-scale and larger food manufacturers have been approached by others looking for co-packing opportunities. These requests have typically been denied due to the complexity of managing food safety and staffing across multiple product lines. For businesses looking for a dedicated manufacturing space or to expand their footprint, a different set of space challenges was raised. These are felt by both medium-size businesses that are 'graduating' out of a shared space and into a dedicated facility (typically 10-50 employees) and larger manufacturers as they scale into new facilities. Challenges include:

- **Access to Capital and Funding |** Securing financial support is challenging for businesses as they move from the small to medium scale. Moving into a dedicated facility comes with significant investments in tenant improvements,

equipment, and staffing. Access to financing for these investments can be challenging. It was noted that this gap in access to capital is most prevalent when businesses are scaling between \$1 million and \$3 million in revenue (at which point more options for attracting investment become available).

- **Upgrading Facilities** | Ready-to-use industrial spaces for food businesses are rare. Food manufacturing often requires significant access to power and specialized drainage and ventilation systems. Upgrading spaces to meet food manufacturing specifications can be both time consuming and costly.

Facility upgrade costs can be amplified by lengthy permitting processes and complex regulatory requirements. Facilities require inspection from many authorities, including the municipality, Vancouver Coastal Health, WorkSafe BC, and the Canadian Food Inspection Agency (CFIA). Facility upgrades or alterations to meet all regulatory requirements can be cost-prohibitive, particularly if businesses are paying rent throughout permitting and compliance processes.

- **Limited Industrial Land Availability** | There is fierce competition for industrial space in Richmond, with vacancy rates around 1.9%.¹ As a result, several food manufacturers are operating across multiple locations, with production separate from storage.

66%

of mid-scale food processors interviewed noted access to suitable **industrial space as a constraint to growth.**

1 – <https://businessinrichmond.ca/data-centre/#interactive-data>

Seafood Processing Space

Interviews with organizations and businesses in the seafood sector highlighted the opportunity to expand the market for locally caught fish and seafood through improved access to primary processing facilities. Primary processing facilities are used for cleaning, gutting, filleting, and chilling or freezing products. This would allow fishers to add more value to their products and stabilize them for sale at later dates.

Additionally, interviews highlighted that seafood customers have trended towards requiring a higher level of processing of their seafood, so access to processing facilities would ensure fishers can continue to access the market.

"We used to do a lot of business in whole fish. Now, restaurant customers will often now expect fillets rather than whole fish, and retail customers portions rather than fillets".

Medium-Scale Seafood Business

Prior investigations into the development of a shared fish and seafood processing facility in Steveston revealed three primary challenges:

1. **Facility Cost** | Costs for developing a shared seafood processing facility and tasting room were revealed to be prohibitively high.
2. **Facility Certification** | Concerns were raised about achieving required certifications for the facility with multiple users.
3. **Demand Uncertainty** | Demand for services in Richmond is uncertain and could be impacted by facilities setting up near Northern BC or Vancouver Island fishing hubs. To date, competition from other facilities has not impacted the Richmond market.

Storage Space

Business participants highlighted challenges finding suitable storage locations for their products. This was particularly important for smaller businesses looking for flexible storage options and without the resources or desire to create their own facility.

35%

of engaged small to medium scale food processors and producers said that they were **actively looking for cold or dry storage facilities**.

40%

of engaged retailers, wholesalers, and restaurants said that they were actively looking for **cold or dry storage facilities**.

Storage for Farmers and Fishers

Primary producers, including fishers and farmers, noted a need for cold storage space to extend the life of their products. Selling directly to the public allows fishers and farmers to get a better price for their product than selling through wholesale channels; however, this requires access to cold storage (including frozen storage for fish).

The ice plant at Steveston Harbour helps facilitate short-term cold storage of product; however, medium term cold storage would be preferred to allow producers to hold onto their product longer. This would need to be flexible and located close to harbour facilities to be economically viable.

'If fishers can't store their product to sell it on their own terms, they are forced to take whatever price they can get'

Seafood Industry Expert

For farmers, purpose-built cold storage is needed to prolong the life of fruits and vegetables, but again this needs to be more readily accessible and flexible at small scales to avoid introducing prohibitive transport or rental costs.

While there are some cold storage facilities centrally located in Richmond and neighbouring cities (e.g. Delta), they do not meet the needs of all food businesses, many of whom are seeking flexible storage access and pricing. Location is key for farmers and fishers that cannot afford the time and cost of transportation to/from storage facilities. In addition, fishers face higher barriers to cold storage access due to more stringent health and safety regulations.

One organic farm in Richmond noted that they have expanded to seed production to enhance their business offering. They noted that a shared location for seed storage could support more farmers in accessing this market. Today, British Columbia has Canada's largest market for organic and ecological seed, with \$7.79 million in annual sales (BC Food Web, UBC).

Storage for Processors & Manufacturers

Food processors and manufacturers also noted challenges accessing warehousing and storage space. Several noted that they currently store supplies or product off-site or in neighbouring facilities due to space constraints in their primary processing or manufacturing space. Several food processors expressed interest in access to shared cold storage and dry storage facilities (if conveniently located), recognizing that individual business needs fluctuate and there are cost savings to be gained by sharing both storage space and loading areas.

Shared Amenities

In addition to shared storage spaces, several businesses expressed interest in access to other types of shared spaces and facilities, including:

- Product Development & Testing Facilities
- Waste Management & Administration Spaces
- Education and Training Facilities

Product Development & Testing Facilities

Several food manufacturers expressed interest in shared access to product development and testing facilities. This could include:

- **An industrial equipment showcase and technology demonstration facility** where businesses can test various types of industrial cooking and packaging equipment as well as new kitchen and automation technologies (such as auto stir fry machines).
- **A food testing lab** where businesses can bring their products for various types of quality control and nutritional testing.
- **A laboratory or culinary kitchen space** to support 'benchtop product development' where chefs can work through recipe iterations.
- **A testing room** where businesses can set up formal quality assurance testing as well as consumer testing and feedback sessions with panels of experts and community members (rather than relying solely on feedback from friends and family).
- **A pilot processing facility** that can facilitate trials of processes and manufacturing equipment before investing in individual equipment or partnering with a co-packer.

One mid-scale seafood processor highlighted the potential for a shared seafood product development space that they could support with their in-house chefs and network. This would serve as a focal point for food science, labelling and regulation support.

Several organizations in the region already provide access to product development facilities and supporting expertise, including the UBC Dan On Food & Beverage Innovation Centre, Good to Grow accelerator in North Vancouver, and Cultivated Food Labs in Burnaby. Specific gaps in accessing these facilities and services include:

- **Awareness and Uptake** | Some businesses are not aware of the supports available to them for developing their products. Smaller businesses often lead with a product that they have a passion for and the skills to create, rather than taking a scientific approach to choosing their product offering to fit a market. This means that product development activities are often triggered only once an entrepreneur encounters challenges with certification, specifications, or labelling.
- **Cost** | The cost of some services was noted as being prohibitive by very early-stage food manufacturing businesses.
- **Service & Equipment Offering** | Two medium to large scale food manufacturers that have explored local product development service offerings noted that they have seen a greater variety of services and equipment elsewhere, including in the Alberta Food Innovation Centre in Leduc that offers a wide range of equipment for pilot-scale processing.



Waste Management & Administration Spaces

Food processing and manufacturing businesses also noted the opportunity to share administrative and waste management spaces that are not 'core' to their business but are necessary amenities for their operations. Shared space opportunities raised included:

- Office and administration spaces,
- Quality control spaces,
- Locker rooms and hygiene spaces,
- Waste handling areas,
- Loading docks and shipping / receiving bays,
- Maintenance workshops, and
- Utilities & mechanical rooms.

These spaces are expensive to build and could easily be shared by businesses operating in separate spaces within a larger shared facility.

Education and Training Facilities

Education and training space and programming for training the next generation of Chinese chefs was noted as a regional gap. Vancouver Community College's chef training program has a limited program for teaching Asian cooking, but it covers a wide range of Asian cuisine in a limited time and without a dedicated Chinese cooking kitchen, equipped with wok cooking spaces. It was noted that a coalition of Chinese restaurateurs may have interest in investing in this type of education program to support the long-term succession planning of their businesses.

Space & Land Context

Food Processing Clusters

Richmond is home to more than 150 food manufacturing businesses¹, more than 180 farms², and over 500 commercial fishing vessels. Food production and processing businesses are clustered in a few key areas:

- **Bridgeport** | Home to 37 food processing companies, around half of which are seafood processors, including 14 with more than 20 employees.
- **East Cambie** | Home to 35 food processing companies, including 20 general food manufacturers and 8 seafood processors, 80% of which are small (with between 2 and 10 employees).
- **Shellmont (South)** | Home to about 20 food processing companies, most in general food manufacturing, with a few larger facilities.
- **City Centre** | Home to about 10 small processors, mostly bakeries with a retail component selling direct to consumers, all of which have fewer than 10 employees.
- **East Richmond (Hamilton)** | Home to 10 general manufacturers, including a few larger facilities up to 50k sq ft.
- **Steveston** | Steveston is home to 7 smaller food producers, including bakeries and small-scale seafood processing.

About 30 further food processors are in other areas of the city.

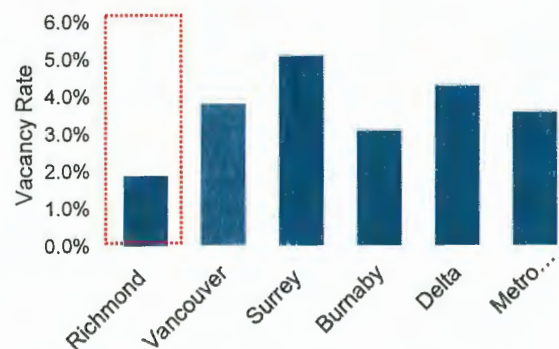
1: CoR Business Licence Data, 2: 2021 Census of Agriculture

Industrial Land Market Dynamics

Market dynamics have made it challenging for food processing businesses to identify suitable and affordable space for facilities in Richmond. Industrial land in the region has drastically increased in value over the last decade. At the end of 2015, the average asking rent for Metro Vancouver industrial space was around \$12.50 per square foot gross. By the end of 2024, this had increased to about \$27.50 per square foot gross rent. (Avison Young).

Additionally, industrial vacancy rates in Richmond as of Q1 2025 are 1.9%, well below the Metro Vancouver average of 3.6% (Cushman & Wakefield). Richmond also has fewer vacancies for spaces needed by smaller and medium size business (under 10,000 square feet and between 10,000 and 50,000 square feet) than neighboring municipalities such as Surrey, Delta, Burnaby and Vancouver, both by count and total space. (Avison Young research).

Figure 3.1: Q1 2025 Industrial Vacancy Rates in Metro Vancouver Municipalities



Source: Cushman & Wakefield

4. Support Services

Product Development

Businesses at various stages of growth and development noted interest in additional supports for product development. Specific gaps included:

- Market research data and insights,
- Food science expertise,
- Product testing services, and
- Packaging and labelling expertise.

Market Research Data and Insights

Access to data and insights on consumer purchasing trends, competitor pricing, and overall market size can be essential to both product development decisions and building a business plan or business case to help secure capital.

This was noted as an area where many food businesses have limited expertise, resulting in small and medium-sized food companies working on new product ideas with limited access to market research and insights to validate the overall size and trajectory of the market they are looking to enter.

Food Science Expertise

Access to expertise in food science is needed for businesses looking to formulate or reformulate recipes for their products to meet nutritional or labelling requirements.

For example, new front-of-package low sodium and salt regulations that come into effect in Jan 2026 will require processors to test their current products for sodium and salt content. Some manufacturers may choose to redesign their recipes in response. One interviewed business

shared that they needed to go out of province to find support for this process.

Product Testing Expertise

Throughout the product development process, many entrepreneurs and manufacturers rely on friends and family to test and provide feedback on new products, limiting valuable feedback that can be gleaned from individuals with more diverse backgrounds and areas of expertise. One business noted that a product testing program could be of value to businesses at various stages in their growth and development. Such a program would include a structured process for inviting in experts and community members to test and provide feedback on new products, including product taste and quality, packaging and pricing, and other elements that are essential to establishing a marketable and salable product.

Packaging and Labelling Expertise

While most businesses are eager to design their own packaging, labelling, and branding, several noted a skill gap in navigating various packaging and labelling regulatory requirements. Two elements of understanding and meeting these requirements stood out as challenges:

- **Traceability** – ensuring that a product can meet traceability standards for each of its ingredients to meet certifications such as organic, non-GMO, gluten free, nut free, and vegan.
- **Information Quality & Completeness** – ensuring packaging meets regulations as they change over time

Process Development

For businesses looking to scale their production, access to expertise is vital to designing efficient production lines in alignment with industry standards on food safety. Businesses identified two areas of expertise that they are looking to access:

- Design & Automation Expertise, and
- Operations Modeling Expertise.

Design and Automation Expertise

While several food manufacturers noted that accessing industrial food processing, cooking, and packaging equipment was relatively straight forward, designing a manufacturing line for scaling up a business involves a significant investment of both time and money on the part of the business owner. This is particularly true for businesses transitioning from a kitchen-based business to their own manufacturing space or for those expanding into new product lines.

Specifically, mentorship in three areas is thought to be of value:

1. Navigating equipment options,
2. Designing an efficient manufacturing line, and
3. Automating components of production and packaging.

Operations Modeling Expertise

Several food processing or manufacturing business owners identified operations modeling as a skill gap. Specifically, several noted that in the early stages of their development (including

transitioning from a kitchen-based business to a full manufacturing operation), it would be valuable to have access to coaching and mentorship on:

- **Product costing**, including understanding the volumes at which they will meet various cost thresholds or economies of scale.
- **Process efficiencies**, including understanding the financial and operational implications of employing different equipment or processes.

Process efficiency services are offered by several organizations in Richmond and the surrounding area, although uptake of these services is limited. Awareness of these services and cost to access them were noted as primary barriers to uptake.

Permitting & Certification

Businesses that are scaling into their first purpose-built facility or expanding to a new facility can encounter several challenges meeting various regulatory requirements and facility certification standards during facility set up. A few businesses that have scaled into new facilities in recent years noted the value of having access to expertise in HACCP (Hazard Analysis Critical Control Points), GFSI (Global Food Safety Initiative), and CFIA (Canada Food Inspection Agency) certification can help reduce costly mis-steps in getting a facility operational.

Specifically, expertise in preparing a space for certification can ensure investments in venting, drainage, etc. are made efficiently. In addition, up front training on food safety standards can help business owners ensure smooth inspection processes

Shared Professional Services

In discussions with food businesses about the types of services that could be shared between operators, several professional services were identified. These include:

- **Funding Navigation** – such as access to advice about navigating the business funding and financing landscape.
- **Customer Support** – such as shared resources for fielding customer calls.
- **Legal Services** – such as access to legal advice on small business issues as well as intellectual property.
- **Purchasing** – such as access to a shared purchasing network for helping identify, source, and transport ingredients more efficiently.
- **Marketing** – such as shared digital marketing resources for improving brand awareness and education on local food purchasing options.
- **Quality Assurance** – such as sharing a single quality assurance staff person across multiple modest-sized food manufacturing businesses.
- **Education and Training** – such as training on food safety, leadership development, industrial processing, and core management skills.

50%

of business survey respondents highlighted challenges accessing a **skilled workforce**

5. Market Access

Local Market Access

Improved access to local food was highlighted as a key opportunity by many survey respondents.

81%

of public respondents felt that improving access to locally grown / caught / made food in Richmond is very important.

88%

of business respondents said they could use support accessing local customers & distribution channels.

The public survey highlighted two specific channels that would improve public access to Richmond food producers and processors:

90%

of public respondents agreed that increased availability in **grocery stores** would improve access to local food.

90%

of public respondents agreed that **dedicated permanent locations** to purchase local food would improve local food access.

For more detail on public survey responses related to local market access, see pages 21-23.

Interviews and roundtables also highlighted several opportunities to improve market access for local food producers, including farmers, fishers, and food manufacturers. These include:

- Farmers Market Expansions,
- Education & Promotion, and
- Retail Location Development.

Farmers Market Expansion

Participants highlighted the lack of well-positioned, permanent, or regular locations that allow local food producers, including farmers, fishers, and manufacturers to sell to the local population. Existing farmers market options can be tough to access. For instance, the Steveston Farmers Market is only held every other week and lacks parking and support infrastructure (such as power and shelter) for vendors, and the Kwantlen Farmers Market is held mid-week which is inconvenient for many consumers.

Farmers, fishing operations, and small local food processors also highlighted the need to craft more complete and engaging experiences for consumers seeking to purchase local food. Participants felt that existing farmers markets did not have the selection of vendors and products needed for customers to complete their weekly grocery shop. Combined, insufficient selection, inconvenient timing or location of markets, and high costs of locally-made products have prevented local markets from gaining a bigger share of Richmond food retail.

Some steps have been taken by privately owned farms, academic institutions, and non-profit organizations to invest in developing their own farmers markets and infrastructure. There is potential for expansion or consolidation of these efforts to provide consistent direct-to-consumer sales channels for local food producers.



Education & Promotion

Producers and small local food processors also highlighted the need to better promote local products and markets to local consumers, as well as educate consumers on local food options.

Specifically, better advertising, signposting and promotion of existing sales locations was noted as one opportunity to improve local food access. For instance, fishers at the Steveston Public Fish Sales Float felt that poor visibility of the location was preventing them from selling more to the public. The success of Richmond Night Market shows the impact that effective marketing and advertising can have on consumer attraction. Increased promotion of other Richmond food markets could similarly boost the consumer base for local farm and fish markets. The primary barriers to this type of growth marketing are expertise and investment.

It is important to note that while promotion and education can help increase visibility of local food options, businesses noted that Richmond residents tend to be price sensitive, resulting in another barrier to choosing local products. Richmond's farming and fishing operations tend toward small, organic operations with high operating costs, resulting in more expensive food than grocery store alternatives. Some farming and fishing operations noted that the market for these premium goods is stronger in Vancouver.

Retail Location Development

Two retail opportunities were raised by local food producers. These include:

- **Small Grocers** – Producers noted there are

limited smaller grocery stores in Richmond, meaning small producers have fewer retail alternatives for selling directly to the public. Small food retail opportunities could be bolstered by supportive land use policies that encourage small-scale retail space development throughout Richmond.

- **Cooperative Local Grocer** – Producers pointed to examples in other jurisdictions where a cooperative shop helps provide direct consumer access for selling a range of locally made goods and produce. Several of these examples were in smaller communities where there are close relationships and high levels of trust between food producers.

Distribution Networks

Many participants noted challenges in identifying and accessing key distribution partners, including retailers, restaurants, and wholesalers. While sales and distribution relationships are ultimately the responsibility of individual businesses, Richmond businesses identified an opportunity to collectively pursue identifying and pitching to key distribution contacts, such as:

- **Local grocers** – retailers that are interested in sourcing local products.
- **Chefs and restaurateurs** – particularly those that have expressed interest in 'farm to table'.
- **Large retailers** – including T&T, Save On Foods which are locally headquartered
- **Institutions** – including through public procurement programs for hospitals, schools, prisons, and public workplaces.

- **Community Supported Agriculture (CSA) Programs** – including matchmaking of farm produce with other locally made products for combined CSA boxes.
- **Processors & Manufacturers** – including helping establish partnerships between producers and value-add manufacturers.

One idea raised in an engagement roundtable was building a 'Made in Richmond' program that helps identify contacts in each of these areas and open doors for Richmond farmers, fishers, processors, and restaurateurs to connect. Existing channels for local food businesses to develop distribution networks, partners, and new customers include the Richmond Chamber of Commerce, trade shows like Grocery & Specialty Food West 2025, and accelerator programs like Good to Grow's Pitch & Plate program.

Transportation & Logistics

Several Richmond food businesses highlighted transportation and logistics challenges. While these are not unique to Richmond food businesses, addressing them for Richmond food businesses could chart a path forward for other industries or for food businesses regionally. These include:

Cost Effective Transport for Small Quantities |

Businesses highlighted that high costs of less than truckload shipping can make expanding to serve customers outside the Lower Mainland challenging. Similarly, regional fishers looking to bring their products to Richmond for processing have few options outside of personally transporting their catch. This can result in fishers

personally driving (and taking a ferry) to Richmond with their catch on ice.

Meeting Regulatory Requirements |

Understanding and adhering to a complex web of regulatory requirements when transporting cold products long distances or exporting out of province can pose a challenge to market entry. Long timelines and costly audits or expensive new processes and equipment can be needed to enter new markets. Navigation of these requirements was highlighted as a potential area of opportunity for Food Hub support.

50%

of businesses engaged highlighted a need for support with **navigating domestic or export regulations.**

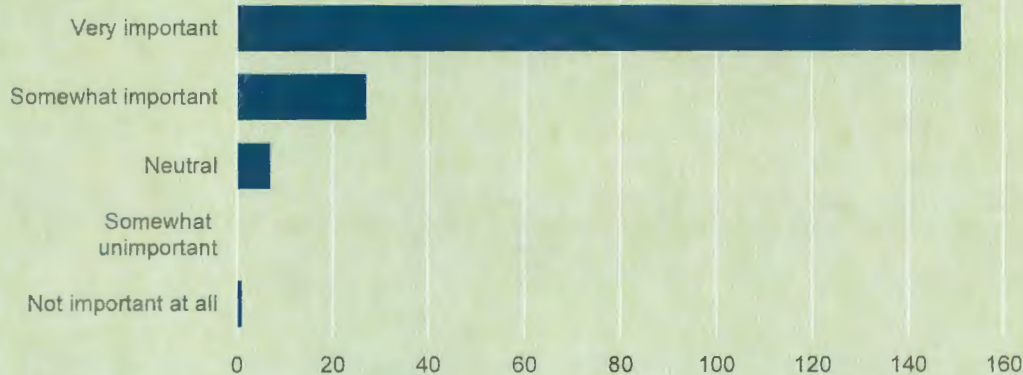
While transportation and logistics challenges were raised, several businesses also noted the opportunity to take advantage of the unique transportation and logistics role that Richmond plays—at the nexus of rail, port, and highway activity. Several roundtable participants noted interest in exploring alternative business models and partnerships to help find innovative solutions to these transportation and delivery challenges.

Local Market Access - Public Survey Responses

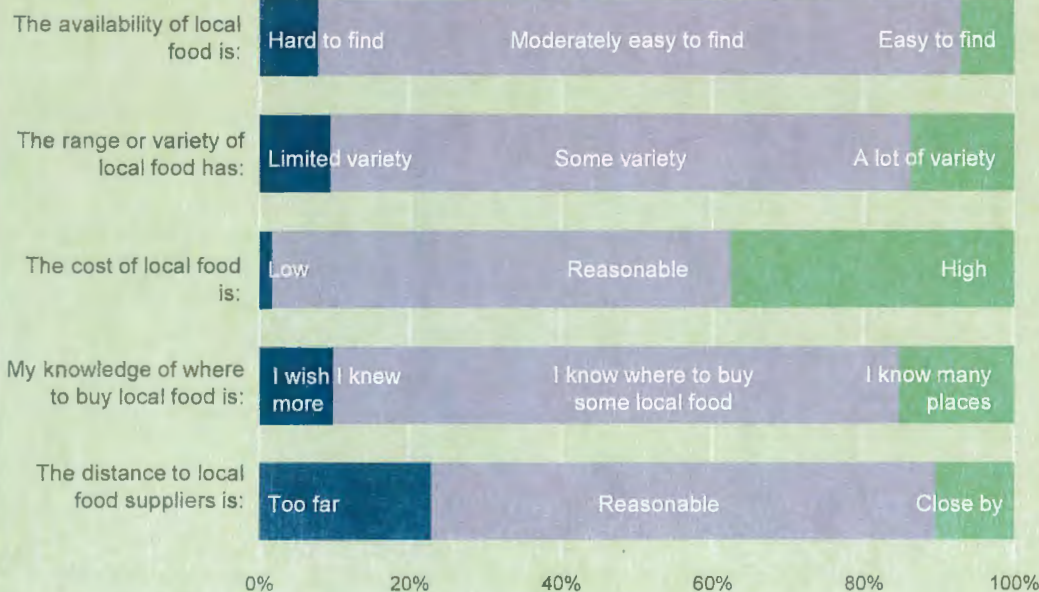
The public survey questions asked respondents a series of questions to understand the demand for local food, challenges in accessing local food, and potential opportunities to improve local food access. Responses to select questions are below.

The full set of survey questions can be found in Appendix 2 - public survey questions are numbered P1-14.

I feel that improving access to locally grown/caught/made food in Richmond is:



- 81% of public respondents felt that access to locally grown/caught/made food in Richmond is very important



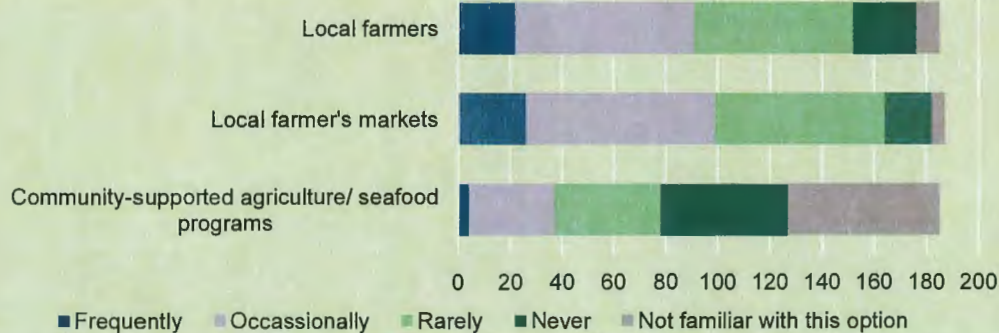
- 38% of public respondents felt that the cost of local food is high, and only 2% felt that it was low.
- Although most survey respondents felt that the distance to local food suppliers was reasonable, more considered the distance to be 'Too far' than 'Close by'

Locally in Richmond, I purchase the following types of products most frequently:



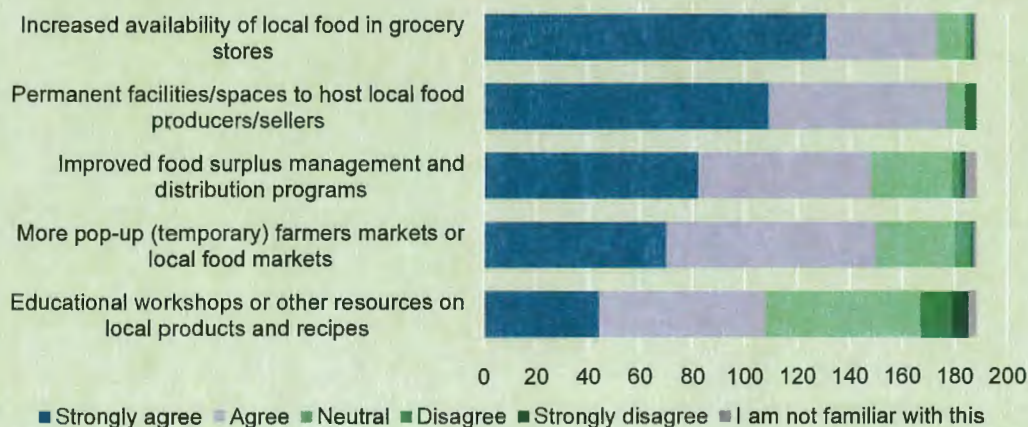
- Fresh produce was the most frequently product group purchased locally in Richmond by survey respondents.

I purchase food directly from:



- Most respondents only purchase through the presented routes 'occasionally' or 'rarely'.
- Of these, farmers markets were a more frequently used than direct from farmers or CSA programs.

The following would help me access Richmond's food producers / processors:



- Respondents felt most strongly that increased availability of local food in grocery stores, and permanent facilities / spaces to host local food producers / sellers, would improve their access to local food.

The open-ended survey questions also revealed several themes related to market access in response to the following prompts:

- I have an additional suggestion to better support sustainability and local food production in Richmond.
- Here are my thoughts on how a Food Hub in Richmond could help growth and innovation in the local food sector.
- Here are my final thoughts expanding on any of the above questions or responses.

Survey participants shared the following thoughts and views related to how a Food Hub could improve access to local food:

1 **Improve access and affordability of local food**

- Ensure local food is available in neighborhood stores, not just niche markets or distant farm stands.
- Improve marketing, labelling, and public signposting of local food offerings.
- Make local food more affordable through non-profit grocery stores or co-op programs.

2 **Expand and enhance physical sales locations**

- Increase the number, frequency, and accessibility of sales locations, including creating permanent or semi-permanent public markets (e.g., similar to Granville Island market in a Steveston location).
- Provide a one-stop shop location for local producers, simplifying discovering and accessing local food.

3 **Strengthen sale and marketing support for local farmers and food entrepreneurs**

- Market local producers and create a centralized platform listing farm products and availability.
- Encourage partnerships between local farmers and restaurants, schools, and grocery stores.

4 **Boost education and community engagement**

- Support diverse cultural food practices and showcase these through community events.
- Offer public workshops, community garden support, and urban farming resources.
- Offer skills training in food growing, processing, culinary arts, and entrepreneurship—especially for youth, low-income residents, or newcomers.

6. Next Steps

Food Hub Feasibility Study

Following delivery of the 'What We Heard' report (this report), the Food Hub Gap Analysis and Feasibility study will move into an options development and feasibility analysis stage. During this stage, the project team will turn engagement insights into a series of service and facility options. The project team will then explore operating models for each of these service and facility options to evaluate their financial and operational viability. Throughout this process, the team will:

- Combine consultation findings with broader sector research,
- Further test demand for facilities and/or services,
- Determine volumes and rates at which facilities and/or services can be sustainably delivered, and
- Propose partnerships, funding models, and governance models needed to support various Food Hub options.

The project team will review these options with relevant City advisory groups to narrow in on several Food Hub concepts. These concepts will be brought forward to Council for consideration in the draft Food Hub Gap Analysis and Feasibility Study in Fall 2025.

Appendix 1 – Engagement Materials

Let's Talk Richmond Page

The Let's Tak Richmond page included an overview of the project, timeline and a link to the Food Hub survey.



Home / Richmond Food Hub

This engagement opportunity has concluded. It ran from March 6 to April 27, 2025. Thank you to everyone who participated.

A future Food Hub in Richmond?

Richmond and the surrounding region boast a thriving food ecosystem.

To support the growth of both existing and new food production and processing businesses and to advance economic opportunities, we are conducting a *Food Hub Gap Analysis and Feasibility Study*.

We invite you to share your insights.

 **Your input is important**

This survey is intended to gather input from:

- **community members** on access to local food
- **local food businesses** on their opportunities and barriers

The survey will be open until 11:59pm on Sunday, April 27, 2025.

 **How your feedback will help**

The goal is to better understand Richmond's current strengths and identify how a commercially-focused Food Hub could respond to gaps and benefit the local community.

The survey **deadline** is Sunday, April 27, 2025 at 11:59pm.

Feedback received will play an important role in shaping the Food Hub Gap Analysis and Feasibility Study.



 **Food Hub survey**

Click the "Start" button to begin the survey.

The survey is tailored based on your connection to the food sector—whether you are a community member or part of a food sector business or organization.



CONFIDENTIALITY: We are committed to your privacy. All information received will be securely compiled and summarized, with no personal attribution to you. By completing this survey, you agree to the Privacy Policy and Terms of Use for LetsTalkRichmond.ca.

Timeline

-  **Spring 2025**
Community and sector engagement for the Gap Analysis and Feasibility Study. The survey deadline is Sunday, April 27, 2025.
-  **Summer 2025**
"What We Heard" Report available.
-  **Fall 2025**
Draft Gap Analysis and Feasibility Report available.
-  **Early 2026**
 - Community and sector engagement on the Draft Gap Analysis and Feasibility Report.
 - Final Gap Analysis and Feasibility Report to Council for consideration.

[See less](#)

Learn more

- Richmond Food Hub explained** 
- Gap Analysis and Feasibility Study explained** 



Hashir Safi
Project Lead, Economic Initiatives
City of Richmond
E: EconomicDev@richmond.ca

Postcards

Postcards were shared with vendors and businesses at key food locations in Richmond, each featuring a QR code linking to the online survey. Contact details for the project team were also provided to facilitate follow up discussions.



Are you interested in our local food sector?

A Richmond Food Hub could contribute to economic opportunities, innovation, and resilience.

Share your thoughts to help us further understand local food sector needs.

Visit **LetsTalkRichmond.ca/FoodHub** to learn more and complete our survey.

Survey deadline: Sunday, Apr 27, 2025



Richmond Food Hub



Appendix 2 – Survey

The Let's Tak Richmond survey was broken into two sets of questions, based on the respondent's answer to the first general question in the survey (G1). Public survey questions are numbered P1 to P14, and business survey questions B1 to B18.

Question G1: The following best describes me: (select one)

- ☐ Member of the public
- ☐ Business owner, manager and/or representative of an organization involved in food production, processing, or sales

Business Survey Questions

Businesses & organizations were asked a set of questions to understand the role they play in the food sector, and the needs of their organization.

Question B1: I own/manage/represent a business/ organization that: (select all that apply)

- ☐ Produces food (farmer / fisher / forager / grower)
- ☐ Processes or prepares food (washing / packaging / butchering / cooking / manufacturing)
- ☐ Transports / distributes
- ☐ Retail / wholesales / runs a restaurant
- ☐ Operates a food hub or support services for food organizations
- ☐ Supports or advocates for the food industry (educational institution, business association)
- ☐ Other

Question B2: A brief description of my business/organization is:

Open answer

Question B3: The size of my business/organization is: (select one)

- ☐ Solopreneur or home-based business
- ☐ Small business (1 to 10 employees)
- ☐ Mid-size business (11 to 49 employees)
- ☐ Larger business (50 employees)
- ☐ Other

Question B4: I would describe the status of my business/organization as: (select one)

- ☐ Actively growing, seeking to increase employment or revenues rapidly
- ☐ Well established and stable, not seeking significant growth
- ☐ Undergoing restructuring or downsizing
- ☐ Considering closure of the business
- ☐ Other

Question B5: My business/organization has had success in the following areas: (select all that apply)

- ☐ Selling into the local market
- ☐ Selling into the BC or Canadian market
- ☐ Selling into the US market
- ☐ Selling into other international markets
- ☐ Developing new products

- ☐ Automating parts of our operation
- ☐ Using new technologies to improve operations
- ☐ Supporting local food access
- ☐ Other

Question B6: In these international markets:

Open answer (asked as a follow up to Q6).

Question B7: Other areas of success include:

Open answer

Question B8: My business/organization could use support in the following areas: (select all that apply)

- ☐ Accessing local customers / distribution channels
- ☐ Accessing the BC / Canadian market
- ☐ Identifying / diversifying into international export markets
- ☐ Accessing processing or packaging facilities & equipment
- ☐ Storing products efficiently
- ☐ Transporting products efficiently
- ☐ Navigating domestic regulation requirements
- ☐ Navigating export regulation requirements
- ☐ Accessing or developing a skilled workforce
- ☐ Accessing unskilled/semi-skilled labour
- ☐ Improving operational efficiency and processes
- ☐ Managing costs

Question B9: Other areas I/we are seeking support:

Open answer

Question B10: My business/organization is actively seeking access to the following types of Facilities: (select all that apply)

- ☐ Kitchen prep space
- ☐ Processing facilities
- ☐ Packing facilities
- ☐ Cold food storage
- ☐ General food storage
- ☐ Office, boardroom and/or training space
- ☐ Food testing laboratory and/or equipment
- ☐ Mobile processing or packaging equipment
- ☐ Equipment library (to access/borrow and instruction)

Question B11: Other types of facilities I/we are seeking:

Open answer

Question B12: My business/organization is actively seeking access to the following types of Services: (select all that apply)

- ☐ Product development
- ☐ Accounting, legal or professional support
- ☐ Training and education on food processing / food safety
- ☐ Applied research (in process technology, food safety, formulation, etc)

- ☐ Laboratory services (food testing, analysis, quality assurance, etc.)
- ☐ Value chain coordination
- ☐ Aggregation
- ☐ Distribution
- ☐ Food waste redistribution
- ☐ Training / education on exporting to other markets

Question B13: Other services I/we are seeking:

Open answer

Question B14: Expanding on my business/organization key challenges, I think a Richmond Food Hub could help as follows:

Open answer

Question B15: I think a Food Hub in Richmond could support innovation in the local food sector as follows:

Open answer

Question B16: Name

Open answer

Question B17: Name of Business / Organization (optional)

Open answer

Question B18: Email

Open answer

Public Survey Questions

Question P1: My relationship to Richmond is:
(select all that apply)

- ☐ Live
- ☐ Work
- ☐ Study
- ☐ Shop for Food
- ☐ Don't live here but regularly visit

Question P2: I feel that improving access to locally grown/caught/made food in Richmond is: (select one)

- ☐ Very important
- ☐ Somewhat important
- ☐ Neutral
- ☐ Somewhat unimportant
- ☐ Not important at all

Question P3: The availability of local food is:
(select one)

- ☐ Hard to find
- ☐ Moderately easy to find
- ☐ Easy to find

Question P4: The range or variety of local food has: (select one)

- ☐ Limited variety
- ☐ Some variety
- ☐ A lot of variety

Question P5: The cost is: (select one)

- ☐ Low
- ☐ Reasonable
- ☐ High

Question P6: My knowledge of where to buy local food: (select one)

- ☐ I wish I knew more
- ☐ I know where to buy some local food
- ☐ I know many places

Question P7: The distance to local food suppliers is: (select one)

- ☐ Too far
- ☐ Reasonable
- ☐ Close By

Question P8: Locally in Richmond, I purchase the following types of products most frequently: (select all that apply)

- ☐ Fresh produce (fruit and/or vegetables) Product development
- ☐ Fresh produce (fruit and/or vegetables)
- ☐ Meat and poultry (including eggs)
- ☐ Locally made or manufactured foods (beverages, baked goods, preserves, etc.)
- ☐ Dairy products
- ☐ Prepared or ready-to-eat foods
- ☐ Other

Question P9: I purchase food directly from:
(Rating: Frequently / Occasionally / Rarely / Never / Not Familiar with this option)

- ☐ Local farmers
- ☐ Local farmers markets
- ☐ Community supported agriculture/seafood programs in Richmond

Question P10: In my opinion, sustainability and local food production in Richmond could be best supported by: (Ranking)

- ☐ More community gardens or urban farms
- ☐ Improving business access to food processing facilities (commercial kitchens, packaging facilities, etc.)
- ☐ Improving transportation networks for local food
- ☐ More educational programs on sustainable food business

Question P11: I have an additional suggestion to better support sustainability and local food production in Richmond:

Open answer

Question P12: The following would help me access Richmond's food producers / processors: (Rating: Strongly Agree / Agree / Neutral / Disagree / Strongly Disagree / I am not familiar with this)

- ☐ More popup (temporary) farmers' markets or local food markets
- ☐ Permanent facilities / spaces to host local food producers / sellers
- ☐ Increased availability of local food in grocery stores
- ☐ Improved food surplus management and distribution programs
- ☐ Educational workshops or other resources on local products and recipe

Question P13: Here are my thoughts on how a Food Hub in Richmond could help growth and innovation in the local food sector:

Open answer

Question P14: Here are my final thoughts expanding on any of the above questions or responses:

Open answer

General Question

Both public and business respondents were asked where they heard about the engagement from.

Question G2: I heard about this engagement opportunity via: (select one)

- ☐ An email from LetsTalkRichmond.ca
- ☐ Instagram
- ☐ X
- ☐ Bluesky
- ☐ Facebook
- ☐ Bus shelter ad
- ☐ richmond.ca website
- ☐ local news story
- ☐ word of mouth
- ☐ Other



City of Richmond

Report to Committee




To:	General Purposes Committee	Date:	June 30, 2025
From:	Katie Ferland Director, Business Services	File:	08-4150-03-01/2025- Vol 01
Re:	Richmond Tourism Master Plan: Public Engagement Feedback		

Staff Recommendation

That the staff report titled, "Richmond Tourism Master Plan: Public Engagement Feedback," dated June 30, 2025, from the Director, Business Services, be received for information.

Katie Ferland
Director, Business Services
(604-247-4923)

Att. 1

REPORT CONCURRENCE	
CONCURRENCE OF GENERAL MANAGER 	
SENIOR STAFF REPORT REVIEW	INITIALS: 
APPROVED BY CAO 	

Staff Report

Origin

The City, Tourism Richmond, and the Richmond Hotel Association (RHA) committed to jointly developing a Tourism Master Plan in the City's 5-Year Strategic Tourism Plan (2022-2027), which was endorsed by Council and approved by the Government of British Columbia through the Municipal and Regional District Tax (MRDT) application process.

On July 8, 2024, in advance of the next MRDT application cycle (2027-2032), Council was presented with an approach to the development of a Tourism Master Plan and adopted the following resolution:

That the approach to developing a Richmond Tourism Master Plan, including the guiding principles, as outlined in the staff report titled, "Development of a Richmond Tourism Master Plan," dated June 10, 2024, from the Director, Business Services, be endorsed.

Following Council's endorsement, the project commenced, led by Tourism Richmond in partnership with the City and in collaboration with other key tourism partners. In Spring 2025, extensive consultation was undertaken to gather insights and feedback from the public, industry, and community partners on what they view as Richmond's key tourism strengths, challenges and opportunities. The purpose of this report is to share the findings from the public consultation.

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.

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.

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

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

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

Analysis

Background

The development of a new long-term strategy, the Tourism Master Plan, was identified as a priority by the tourism partners to ensure Richmond's approach to tourism considers both the current context and future challenges and opportunities. It is anticipated that the Tourism Master Plan will develop a shared vision for tourism in Richmond and a comprehensive framework of key goals that align tourism, economic development, and the community in Richmond.

Four Guiding Principles were approved by Council to guide the Tourism Master Plan development process and were incorporated into the recent public consultation:

- **Create a shared vision.** Extensive community and industry consultation will enable a greater understanding of multiple perspectives to ensure a shared vision.
- **Grow sustainably.** Utilizing the lens of social, cultural, economic, and environmental sustainability will help enable long-term opportunities for residents and communities.
- **Positively impact the community.** Future growth of the sector will be dependent on approaches and actions that positively impact the community.
- **Guide future investments.** The Tourism Master Plan will help provide direction for future public and private investments related to tourism in Richmond including the upcoming MRDT renewal application (2027-2032).

Public, Industry and Partner Engagement

To inform the development of the Tourism Master Plan, an extensive public engagement process involved over 750 participants, including Richmond residents, visitors, and partners, from March to May 2025.

Feedback was welcomed through multiple channels, including an online survey, "Shaping Tourism's Future in Richmond," which received 412 responses, and interviews, 40 of which were conducted with key leaders and partners in the tourism industry. Twelve focus groups gathered insights from 101 participants in multiple tourism sub-sectors, including accommodations, food and beverage, attractions, festivals and events, air and ground transportation, and sports tourism, among others. The City's Economic Advisory Committee, Youth Advisory Committee, and Intercultural Advisory Committee were also consulted for their input.

Additionally, four pop-up events in key Richmond locations engaged both residents and visitors, enhancing community involvement. These were held at Fisherman's Wharf in Steveston, Aberdeen Centre, Richmond Centre, and Lansdowne Centre. Communication about the engagement process was supported through a dedicated webpage and an information bulletin to promote widespread awareness.

Overview of Engagement Findings

Community feedback gathered through interviews, focus groups, pop-up events, and online surveys highlighted a number of key topics for consideration in the development of the Tourism Master Plan. These include areas that were viewed as current strengths of the community's tourism sector as well as suggestions for further exploration and development.

In the feedback received, Richmond's multicultural identity was seen as a unique asset, and support was expressed for the further integration of multiple cultures into Richmond's tourism offerings. Respondents also felt that the city's culinary scene, especially its rich Asian cuisine, was a major strength, and there was interest in raising awareness of the city's diverse culinary offerings.

Respondents cited Richmond's strategic location as home to YVR as a convenient base for exploring the region, with opportunities to capitalize on flight layover traffic identified. Nature and outdoor activities, such as agri-tourism and birdwatching, were noted as key advantages, as was the historic charm and value of Steveston Village. Those engaged pointed to the sports hosting market in Richmond as an area for potential growth.

Participants also mentioned that creating new experiences, attractions, and events was an area of interest, with nature-focused activities, arts and culture offerings, and collaboration with Indigenous partners on cultural tourism experiences all noted as potential opportunities. There was also interest in developing a vibrant nightlife and growing the City's signature events.

Relative to other locations in the Metro Vancouver region, especially Vancouver, respondents emphasized Richmond's relatively affordable accommodations and distinctive attractions as competitive advantages that could be further leveraged, especially for business travel and conference markets. Interest was expressed in the potential for future infrastructure investments, including a multi-use event/ conference centre, as well as increased public transit options to key attractions and enhanced bicycle and pedestrian infrastructure.

Throughout the engagement, respondents emphasized a focus on sustainable and regenerative tourism practices as key to ensuring environmentally and socially responsible growth.

Next Steps

Following public engagement, the next step is the development of a draft Tourism Master Plan, which will include a vision and key goals for the long-term development of the tourism sector in Richmond. The approved Guiding Principles have informed the work done to date and will form the basis for the development of the draft Tourism Master Plan. It will also incorporate input received during the public engagement as well as research and analysis of the city's tourism sector and broader competitive landscape.

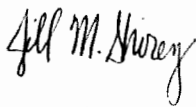
The draft Tourism Master Plan will be brought to Council for consideration in Fall 2025, after which it is anticipated that there would be additional public consultation prior to a final version being brought forward.

Financial Impact

None.

Conclusion

The feedback from the public consultation on the Tourism Master Plan, as outlined in the What We Heard Report, is a key foundational input toward the development of a shared community vision for tourism in Richmond. The next step in the process, a draft Tourism Master Plan, will be brought to Council for consideration in Fall 2025.



Jill Shirey
Manager, Economic Development
604-247-4682

Att. 1: What We Heard Report

Richmond Tourism Master Plan

What We Heard Report

June 19, 2025



Table of Contents

1	<i>Land Acknowledgement</i>	3
2	<i>Introduction</i>	4
2.1	Project Description and Timeline.....	4
2.2	Guiding Principles	4
2.3	What Does “What We Heard” Mean?	4
3	<i>Our Engagement with the Community</i>	5
3.1	Engagement Plan	5
3.2	Engagement Profile.....	6
4	<i>What We Heard</i>	9
4.1	Online Survey Results.....	9
4.2	1:1 Interview Summary.....	12
4.3	Focus Group Workshops Summary	17
4.4	Pop-Up Events Summary.....	20
5	<i>Synthesis of Community Feedback</i>	22
6	<i>Strengths, Challenges, and Opportunities</i>	24
7	<i>Appendices</i>	28
7.1	Engagement Plan	28
7.2	City of Richmond Information Bulletin	32
7.3	Survey Instrument.....	34
7.4	Interview Guide.....	39
7.5	Focus Group Guide	40
7.6	List of Organizations	42
7.7	Online Survey – Detailed Results	43

1 Land Acknowledgement

We acknowledge and thank the First Peoples of the hən̓q̓əmin̓əm̓ language group on whose traditional and unceded territory we work and live.

We extend appreciation and recognize we are working to invite people onto this land as visitors, and that we need to hold that stewardship with care and responsibility.

2 Introduction

2.1 Project Description and Timeline

The Richmond Tourism Master Plan will provide a long-term vision for developing and managing tourism in Richmond. The plan will outline goals, strategies, and steps to enhance the visitor experience, support economic growth, and ensure sustainable tourism. Covering a 10+ year period, it will address product development, infrastructure, marketing, and community collaboration. It is intended to serve as a unifying framework for the tourism industry, local businesses, government, and residents towards common objectives.

The project started in early January 2025 and is anticipated to be completed by the Winter 2025-2026.

2.2 Guiding Principles

Four guiding principles were identified to guide the Tourism Master Plan development process and were incorporated into the engagement phase through our questions and by sharing with survey, interview, and workshop participants prior to engagement.

- Create a shared vision;
- Grow sustainably;
- Positively impact the community; and
- Guide future investments.

2.3 What Does “What We Heard” Mean?

This report is a summary of feedback from all respondents during the engagement process. Observations and perceptions from those engaged were provided with the perspective of personal and/or work experience. Comments represent a consensus of opinion with themes and observations often recurring at numerous venues. Individual comments in some cases were highlighted in quotes to underscore a point, but that perspective in all cases represents a collective opinion, not one individual's point of view.

The themes and outcomes of the engagement process will help to provide a foundation for the eventual development of a vision for tourism in Richmond and will guide the conceptual development and testing of tourism initiatives.

3 Our Engagement with the Community

3.1 Engagement Plan

The engagement strategy was designed to actively involve and inform industry, partners, and residents throughout the development of the Tourism Master Plan. Our approach to engaging with those who live and work within Richmond focused on three core objectives:

- **Facilitate Communication:** Establish clear and open lines of communication with industry and the community.
- **Gather Input:** Collect valuable feedback and insights to shape the Tourism Master Plan.
- **Build Support:** Foster a sense of ownership and support for the Tourism Master Plan.

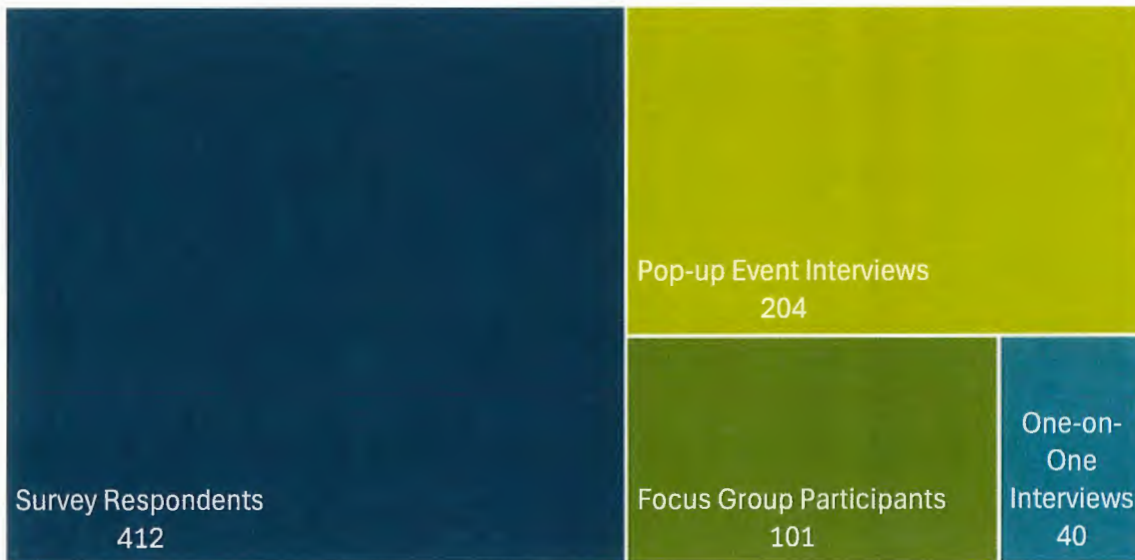
To promote the development of the Tourism Master Plan as well as encourage participation in the engagement phase of the project, a joint information bulletin was developed by the City of Richmond, Tourism Richmond, and the Richmond Hotel Association (see Appendix 7.2).

To directly engage with the community, we deployed four different methods that allow for different forms of receiving feedback from the community.

- **Shaping Tourism's Future in Richmond Survey:** The survey was developed to gather quantitative data from residents and industry on their perceptions of tourism in the city. The survey was distributed on March 13th and closed on May 16th.
- **1:1 Interviews:** We organized 40+ one-on-one in-depth interviews with key leaders within the tourism industry and partners to engage in detailed discussions about specific aspects of the Tourism Master Plan.
- **Focus Groups:** We organized twelve focus group workshops with a variety of participant groups to engage in detailed discussions about specific aspects of the Tourism Master Plan.
- **Pop-up Events:** We developed four pop-up interactive sessions in various locations to engage with the community. The goal was to reach a diverse audience, gather feedback, and raise awareness about the project.

3.2 Engagement Profile

In total, we engaged with more than 750 residents and partners across Richmond, complemented by over 1,200 visits to the Richmond Tourism Master Plan website. During our outreach, individuals representing 47 organizations were engaged through interviews and focus groups. A list of those organizations is included in Appendix 7.6.



In addition to direct engagement activities, we launched a dedicated webpage to inform the public about the Tourism Master Plan and its development process. This webpage attracted 1,213 total pageviews, demonstrating significant community interest in the project. Visitors spent an average of over 35 seconds engaging with the content, and 65% of the traffic was generated through organic searches, indicating that a majority of users found the page by actively seeking information about the Tourism Master Plan.

Tourism Richmond also utilized targeted email campaigns to encourage participation and keep the community informed. On April 14, 2025, the campaign titled “Your Voice Matters—Win a Richmond Getaway” achieved an open rate of 56.2% and received 155 clicks. A subsequent campaign on May 8, 2025, “Final Call: Share Your Voice, Win a Staycation,” maintained strong engagement with a 52.9% open rate and 112 clicks. These results demonstrate ongoing interest and involvement from the community throughout the engagement period.

3.2.1 Survey Responses and Demographics

An online survey, “*Shaping Tourism's Future in Richmond*”, was undertaken from March 13 to May 16, 2025. There was a total of 412 respondents, with 222 surveys being fully completed and an additional 190 surveys partially completed. While some questions were not answered by Richmond locals in the partially completed surveys received, these surveys still contained usable and useful content and feedback in specific areas of the survey. Therefore, responses within these partially completed surveys were incorporated into the analysis and the overall findings while having a negligible impact on the overall survey results.

Residents of Richmond comprised 92% of all respondents. Most (67%) had lived in Richmond for more than fifteen years and were in an occupation unrelated to tourism (63%). Non-residents comprised only 5% of all respondents. The remainder (3%) preferred not to say where they resided.

All age groups were well represented with 12% aged 18-34 and 22% aged 65 years or older. Ethnic representation was almost equally split between the Asian (41%) and Caucasian (44%) communities. Latino/Hispanic participation was 1%, 2% were from First Nations and 4% were from other ethnic communities (8% chose not to say).

43% of respondents worked or studied in Richmond, 24% did not, and 26% were retired. The remainder (7%) preferred not to say.

Survey results are reported based upon the entire sample, with segments (e.g. age, ethnicity, tenure, etc.) being identified only when responses were substantively different than the population at large. Seniors were aged 65 years or older, while the young segment consisted of respondents between the ages of 18 to 34. Respondents directly or indirectly involved in tourism were identified as the “tourism” segment versus those respondents who were not involved in the sector. Detailed charts are provided as an appendix to this report.

3.2.2 Pop-Up Events Demographics

The Steveston community pop-up was held on Saturday, April 19, 2025, at Fisherman's Wharf area between 10:30am and 2:00pm. During this time, 43 conversations took place with a variety of parties, spanning a few interviews with individuals and the majority being held with numerous groups of between two to 14 people. In total, 150 people were engaged, with 97 (65%) visitors to Richmond and 53 (35%) Richmond residents. Among the non-resident visitors interviewed, the vast majority were residents of other neighbouring Metro Vancouver municipalities, with the next largest non-resident group originating from other parts of British Columbia (Victoria, Kelowna, Vernon, Penticton, Prince George). There were a few non-resident visitors interviewed in Steveston who were from Alberta (Calgary), Ontario (Milton), California, Ohio, the UK, Switzerland and China. Among all non-resident visitors engaged, most stated that they were primarily visiting friends and/or family located in the Lower Mainland and were either with them in Steveston that day or had received their recommendation to travel independently to Steveston.

Three community pop-up events were located at shopping malls, including Saturday, April 5, 2025, at Aberdeen Centre between 11:00am and 2:00pm, Saturday, April 26, 2025, at Richmond Centre between 9:30am and 2:00pm, and on May 3, 2025, at Lansdowne Centre between 11:00am and 2:00pm. There were 40 parties interviewed over this timeframe, totalling 54 individuals. In terms of residency, 41 (76%) were Richmond residents while 13 (24%) were non-residents. Of the non-residents, there was one visitor from Washington State, two from Victoria, BC, and all other visitors from other municipalities within Metro Vancouver.

4 What We Heard

4.1 Online Survey Results

Overall, 97% of the respondents felt that tourism is a very important part of Richmond's current economy and expected to be as important by 2035.

When asked about the number of visitors to Richmond in the summer and the winter, 37% and 69% respectively felt that there were too few visitors. Only 6% felt that there were too many visitors in the summer, and 2% felt there were too many visitors in the winter.

The types of tourism that respondents would like to see more of included food and culinary, cultural experiences, festivals, and sporting events. Food and culinary, culture, and festivals were strongly endorsed by all respondents. Younger respondents and those directly/indirectly employed in tourism saw strong potential in sporting events. The tourism community also saw potential in conference tourism and, to a lesser degree, business tourism.

Seniors generally were more passionate advocates of Richmond than young people. For example, when asked "This is a Vibrant Community – There is Always Lots to See and Do," seniors responded affirmatively with 73% agreeing, versus 48% of the younger demographic. That said, the younger cohort saw future potential with sports tourism, food/culinary, festivals, and culture, which would add to the depth of experiences and appeal of the destination.

Feedback from open-ended questions highlighted Richmond's significant strengths, primarily centred around its culinary diversity, the charm and historical appeal of Steveston Village, and its strategic location with proximity to the airport and other transportation hubs. Respondents also identified numerous opportunities for sustainable growth, including enhancing cultural events, improving transportation and accessibility, developing new attractions, and leveraging its unique multicultural identity.

However, significant challenges were also raised, particularly concerning traffic congestion and parking, the desire for improved public transit, managing growth and development, and addressing issues related to homelessness.

The feedback also underscores the importance of Richmond continuing to work on broadening its appeal. There is a clear desire to diversify the city's offerings to better reflect and celebrate its rich multicultural mosaic and natural beauty. Investing in events, improving accessibility, and developing new attractions will be key to attracting a wider range of visitors and encouraging longer stays, ultimately benefiting both tourists and the local community.

4.1.1 Main Themes and Key Ideas from Online Survey

4.1.1.1 Strengths of Richmond as a Tourist Destination:

- **Culinary Diversity:** This is overwhelmingly cited as a major draw. Respondents consistently praise the variety and authenticity of the dining options, particularly highlighting Asian cuisine, but also mentioning other international influences.
- **Steveston Village:** This historic fishing village is consistently named as the most loved and popular attraction in Richmond. Its charm, heritage, waterfront activities, and seafood are highly valued.
- **Strategic Location and Accessibility:** Proximity to Vancouver International Airport (YVR), BC Ferries, and the US border is seen as a significant advantage, making Richmond a convenient gateway. Public transit access, particularly the Canada Line, is also appreciated.
- **Nature and Outdoor Activities:** Richmond's dykes, parks (Garry Point Park, Terra Nova), and the Fraser River estuary are valued for walking, biking, and scenic views.
- **Diversity and Multiculturalism:** The city's diverse population and cultures are seen as a positive aspect, particularly in contributing to the food scene.
- **Safety and Cleanliness:** Many respondents perceive Richmond as a safe and clean city, which contributes to its appeal.

4.1.1.2 Opportunities for Growth in Richmond Tourism (Next 5-10 Years):

- **Enhance and Diversify Events and Festivals:** There is a strong call for more and varied events, particularly free, outdoor, and culturally diverse festivals that go beyond the current offerings (e.g., Richmond Night Market, Salmon Festival).
- **Improve Transportation and Accessibility:** Respondents perceive this as a major area for improvement, highlighting the importance of public transit and the desire for better public transit connections, especially to Steveston, and more accessible wayfinding for visitors.
- **Develop New Attractions and Infrastructure:** Suggestions include building a large arena/performing arts venue, creating more waterfront activation outside of Steveston, developing more family-friendly play areas, and investing in sports facilities.
- **Leverage and Promote Cultural Diversity More Broadly:** While recognized as a strength, respondents feel that the promotion of cultural diversity should be as inclusive and expansive as possible.
- **Enhance the Steveston Experience:** While Steveston is already a well-loved destination, survey participants highlighted opportunities to further improve the area. Community suggestions included supporting local businesses by diversifying retail and dining options. Additionally, there was interest in creating a more vibrant

boardwalk with expanded outdoor dining and gathering spaces. Importantly, participants emphasized the need to ensure that Steveston's unique and authentic character and its working harbour are preserved for all.

- **Target Specific Visitor Segments and Create Niche Tourism:** Suggestions include eco-tourism, sports tourism, culinary tours, and promoting Richmond as a healthy lifestyle destination.

4.1.1.3 *Challenges to Sustainable Tourism Growth:*

- **Traffic Congestion and Parking:** This is the most frequently mentioned challenge, particularly in popular areas like Steveston and during events.
- **Public Transit Limitations:** Existing transit is seen as somewhat lacking, especially to areas outside the central corridor, making it difficult for visitors without cars to get around. A perception of potential cuts to transportation was raised as concern.
- **Growth, Development, and Densification:** Concerns were raised about the rapid pace of residential development, its impact on infrastructure (roads, transit), and the potential loss of green space and the city's character.
- **Safety and Homelessness:** While generally perceived as safe, concerns about rising crime rates, drug use, and homelessness in certain areas were mentioned as potential deterrents to tourism.
- **Cost and Affordability:** Although several see the cost of hotels and activities in Richmond as an opportunity compared to downtown Vancouver, others mentioned it as a challenge compared to locations outside Vancouver.
- **Identity and Branding:** Some respondents mentioned the importance of Richmond's branding to showcase its broader appeal and multiculturalism.
- **Lack of a Central "Heart":** Some respondents noted that Richmond does not have a defined city centre like other municipalities, with Steveston often serving as a focus.
- **Language Barriers:** While cultural diversity is seen as a strength, the potential for language barriers and a lack of interpretation were raised as a concern.

4.1.1.4 *Additional Considerations:*

- **Importance of Local Resident Quality of Life:** Respondents emphasized that the quality of life for residents is crucial for creating a welcoming environment for tourists.
- **Collaboration and Partnerships:** Several comments from industry highlighted the importance of continued collaboration between the City of Richmond, Tourism Richmond, businesses, and other organizations to achieve tourism goals.
- **Focus on Sustainability:** Several comments specifically mentioned the importance of sustainable tourism practices and environmental preservation.

- **Marketing and Promotion:** Several respondents commented on the importance of marketing and promotion of Richmond's attractions and events, including leveraging social media and working with content creators.
- **Importance of Waterfront Development Beyond Steveston:** Several respondents expressed interest in seeing more life and activity along other waterfront areas in Richmond.

4.2 1:1 Interview Summary

From March to May 2025, a total of 40 one-to-one interviews were undertaken with key stakeholders and partners from within the City of Richmond, the local tourism community, and at the Metro Vancouver, Provincial, and Federal level. Interviews were conducted online or in-person. Each interview was approximately 45 minutes.

A copy of the interview guide is appended to this report.

Key themes emerging from the discussions include Richmond's identity and assets, such as its Asian culture and cuisine, Steveston, and proximity to YVR, along with the desire for better connectivity and accessibility within the city.

Interviewees highlighted opportunities and challenges related to sustainable tourism growth, emphasizing the importance of collaboration and resident engagement in developing new attractions and improving infrastructure. The potential for sports tourism, agritourism, and embracing Indigenous culture and the natural environment were also frequently mentioned as areas for future focus.

Several interconnected themes emerged from the interviews, highlighting both the strengths and challenges of tourism in Richmond and suggesting potential directions for future development. These include:

4.2.1 Richmond's Identity and Assets

Interviewees acknowledged Richmond's unique blend of characteristics, particularly its proximity to YVR, its diverse Asian culture and culinary scene, its maritime history (especially Steveston), and its natural environment (e.g. river, dykes, parks). Feedback emphasized the importance of ensuring this identity (or characteristics) is communicated to both visitors and residents. Several interviewees note that Richmond has "a lot of untapped potential".

Specific topics of focus are summarized below. Quotes from respondents have been used for emphasis.

- **Proximity to YVR:** Repeatedly highlighted by interviewees as a primary asset and gateway for visitors.
- **Diverse Asian Culture and Culinary Scene:** Seen as a major draw by most, particularly the authentic and diverse Asian cuisine in the Golden Village and Richmond Night Market. However, there's a desire to show that Richmond is "a lot more than that".
- **Steveston Village:** Recognized as a charming historic fishing village and a significant attraction, often described as the "jewel of Richmond". Interviewees mentioned that opportunities exist to increase promotion and create more things to do in Steveston year-round, while preserving its unique charm.
- **Natural Environment:** The river and estuary are considered "signature features that define Richmond as a dramatic place and a unique experience". Several interviewees felt that opportunities exist for water-based activities like kayaking and boat tours. The waterfront trails, dyke system and parks are also seen as assets, though opportunities for better activation and accessibility exist. Birding is also mentioned as a potential niche attraction.

4.2.2 Sustainable and Regenerative Tourism

When asked "If Richmond were to become a more sustainable tourism destination, how would we know? What would success look like?", several respondents commented that tourism growth should benefit residents and the environment, not just the economy. Interviewees mentioned this involves measuring success through economic indicators, resident sentiment, and environmental impact, and actively seeking ways to integrate tourism development with community well-being.

Specific topics of focus that were mentioned by participants included the following. Quotes from respondents have been used for emphasis.

- **Measuring Success:** Interviewees noted that success should be measured by "moving forward" with "the right economic indicators," ensuring tourism growth does not put a strain on local citizens and the environment.
- **Resident Sentiment:** Interviewees noted that success includes a community that is "proud to host visitors" and where residents "better understand the value of tourism".
- **Less can be More:** Focusing on higher value tourism rather than just volume is suggested to minimize impacts.

- **Regenerative Tourism:** Interviewees mentioned that the regenerative tourism approach to tourism being adopted and actively worked on by Tourism Richmond and the City of Richmond is working well. With a focus on environmental sustainability, community involvement, economic benefits, and cultural preservation, it is seen to create a positive impact on the destination as well as the community.

4.2.3 Connectivity and Accessibility

Interviewees highlighted that while the proximity to YVR and the Canada Line are significant assets, there are challenges with internal transportation within Richmond, particularly connecting different areas and making them more walkable and bikeable. Improving transit and developing bike rental systems are seen as crucial enhancements.

Specific topics of focus included the following:

- **Internal Transit Challenges:** Some interviewees mentioned the efficiency of the Canada Line and the desire for it to extend to Steveston, although they noted that didn't seem a realistic investment. More investment in public transit is seen as important, and the current system is seen as "good, but not great".
- **Walkability and Bikeability:** Feedback included comments such as "develop more walking paths" and a recognized opportunity for bike rentals.
- **Dispersal Strategy:** Some interviewees commented it would be beneficial to have a dispersion strategy to better connect the places in Richmond through transportation options as a means to sustainably grow the region

4.2.4 Capital Investment and Development

Interview feedback included suggestions on strategic investment to enhance attractions, improve infrastructure, and create a more compelling destination. This includes developing key areas like the city centre and Steveston.

Specific topics of focus included the following:

- **Need for More Attractions:** Several interviewees emphasize that "more attractions" and "more things for visitors and residents to see and do" would help with tourism growth.
- **Strategic Investment Areas:** Suggested areas for investment include the city centre to create a "sense of place" and improve aesthetics. An "events/conference centre" is also suggested to support year-round tourism.

- **Aligning the Tourism Master Plan with Other Developments:** It was mentioned that new developments related to tourism/hospitality and the Tourism Master Plan should be aligned.

4.2.5 Collaboration and Alignment

The interviewees commented on the importance of continued and enhanced collaboration between the City of Richmond, Tourism Richmond, First Nations, businesses, and other stakeholders and partners, to create a cohesive tourism strategy and visitor experience.

Specific topics of focus included the following:

- **Breaking Down Silos:** Some interviewees mentioned a recognized challenge of different tourism sectors (e.g., food, sport, nature, heritage) operating in "fragmented siloes" rather than working "complementary with each other".
- **Inviting First Nations to the Table:** Feedback from the interviews stressed the importance of First Nations being invited to the table to discuss and plan for tourism in Richmond. The necessity of ensuring the First Nations story being woven into the tourism narrative was also raised.
- **Coordination in Key Areas:** It was felt by interviewees that better coordination between all partners involved in the tourism industry is needed in areas of high visitation (e.g. Steveston) would be beneficial.
- **Cross-Promotion:** Collaboration amongst tourism businesses and attractions for marketing and itinerary development is seen as beneficial to create and compelling new things for visitors to do in Richmond.

4.2.6 Resident Engagement and Appreciation

Some interviews felt that residents may not fully appreciate the value of tourism and that it was important to find ways to ensure tourism benefits the local community and minimizes negative impacts like parking issues.

Specific topics of focus included the following:

- **Lack of Appreciation:** Some interviewees believe residents do not fully appreciate the importance of tourism. Communicating the benefits of tourism to residents, such as "beautification of the city, investment in the city/city facilities" is important.
- **Addressing Resident Concerns:** Interviewees mentioned a need for "more parking facilities etc. so that they are not compromised going about their daily lives".

- **Involving Residents:** Interviewees mentioned that residents need to "have a say in how the community develops" and how they welcome visitors is key to sustainable tourism.

4.2.7 Other Insights and Suggestions

- **Sports Tourism:** Seen as an opportunity by the interviewees, with existing facilities like the Richmond Olympic Oval, but also a potential challenge if resident access to venues is impacted.
- **Cultural Preservation:** Feedback from many interviewees highlighted the importance of cultural preservation for growing tourism. Steveston has "heritage protection".
- **Artificial Intelligence (AI) Opportunities:** Some interviewees commented on the use of AI and that the potential for AI in tourism should be closely monitored.
- **Security and Safety:** Several interviewees raised security and safety issues for Richmond's tourism economy. This included security and safety for residents and visitors, homelessness and drug use, and workplace safety.
- **Spirituality and "Highway to Heaven":** The number of diverse religious institutions along No 5. Road is seen as a unique facet of Richmond.
- **Agritourism:** Interviewees mentioned various opportunities, potentially tying into the "authentic culture" of Richmond.
- **Richmond Night Market:** Several interviewees mentioned this as a significant engine for drawing visitors, particularly from the United States. The desire for a permanent site was expressed.
- **Policy:** Interviewees emphasized the importance of applying a tourism perspective when creating or amending policies—particularly those related to zoning, nightlife, event development, hours of operation, streetscape aesthetics, and commercial development. They also highlighted the importance of aligning policies in ways that actively support accommodation development.
- **Funding Mechanisms:** Several interviewees noted the importance of mechanisms like the Municipal and Regional District Tax (MRDT), Destination Marketing Fund (DMF), and potentially exploring other ways to raise funds.

4.3 Focus Group Workshops Summary

From April to May of 2025, twelve focus group workshops were conducted with over 100 stakeholders and community leaders in attendance both online and in-person.

A central theme across all focus groups was the importance of Richmond becoming a destination, to stand on its own distinct from Vancouver.

4.3.1 Major Attractions

Another major theme from the focus groups is a perceived lack of major attractions that can draw visitors into Richmond and keep them engaged to stay longer in the city. Several suggestions emerged that leverages both the historical and agricultural offerings that make Richmond a unique destination within the Lower Mainland, while also looking to develop new, innovative attractions and experiences. Specific topics that were discussed include:

- **Current Major Attractions:** While Steveston and the Richmond Night Market are recognized as current "major" attractions, they come with perceived challenges. Steveston, for example, faces limited bus parking, making it a logistical challenge for some tour companies. The Richmond Night Market is seasonal, and concerns were raised about costs, parking, and line-ups.
- **Attraction Development:** There is a sentiment from focus groups that attractions in Richmond have not evolved significantly in the past 20 years, with the major attractions largely remaining the same. Feedback mentioned how this lack of attraction development makes it challenging for Richmond to become a must-visit destination.

4.3.2 Accommodation

A third major theme that emerged is to address the accommodation capacity for the current and future visitors coming to Richmond. While accommodation options are currently perceived as affordable compared to Vancouver, as well as convenient for those who are travelling through YVR, the focus group participants mentioned that increased hotel capacity across multiple price points could support new events, groups (especially sports teams), and overall tourism growth. Other feedback included the importance of more affordable and barrier free rooms, enhanced blend of event space, and improved nightlife. Specific topics that were discussed include:

- **Lack of Sufficient Capacity:** Participants consistently highlighted the opportunity for increased hotel capacity in Richmond. This lack of capacity impacts the ability to host more events, especially larger sport groups and tournaments. Visitor demand

is seen as outpacing the available space, with the possibility of further intensification over time.

- **High Hotel Rates:** Some participants mentioned they believe Richmond hotel rates are higher compared to competing cities, particularly for sport hosting groups.

4.3.3 Transportation and Accessibility

The fourth major theme is around improving transportation and accessibility options within Richmond. Focus group feedback mentioned that navigating Richmond presents challenges for both visitors and residents. Issues raised include clarifying transit payment zones, managing traffic congestion and lack of major road redesigns, as well as insufficient parking, especially in popular areas like Steveston and around the Richmond Olympic Oval. Improving connectivity between key areas like the airport, Steveston, and the city centre was a core theme to address the challenges. Specific topics that were discussed include:

- **General Connectivity and Navigational Challenges:** Getting around Richmond is seen as a challenge due to being surrounded by water and bridges. There is a perceived lack of transportation or connections between various places and activities. Some focus group participants felt increasing awareness of the different modes of getting around would be beneficial. Feedback included the importance of the city being walkable with greenways. Traffic around popular destinations are also seen as a significant challenge.
- **Significant Parking Deficiencies:** Parking was mentioned as a widespread challenge in Richmond including in such important areas as the Richmond Olympic Oval, Richmond Night Market, and Steveston. Parking for staff in Steveston is a challenge, with monthly parking being removed or becoming expensive.
- **Difficult Access to Steveston:** Getting to and from Steveston is noted as a challenge. Focus group participants noted Steveston can become congested during main events due to only having two main roads/streets accessing it, leading to gridlock. There is a perception of no or limited bus parking in Steveston, making it a logistical challenge for tour companies that discourages them from promoting it. The participants feel that international visitors could benefit from improved guidance on how to get to Steveston using multi-modal options that include using the Canada Line and bus system.
- **Access to other Key Areas:** Focus group participants mentioned a few other concerns: Access to places like the SilverCity area is difficult unless you drive, east Richmond faces bus frequency issues, and better access to parks and fields for sports would be helpful.

4.3.4 Sports Hosting

A consistent theme that was mentioned throughout the major themes above was the desire for an updated and evolved dedicated sports hosting strategy for Richmond. While sport hosting is seen as an already a significant economic contributor to the city, it is perceived that Richmond is losing ground to other cities and is not maximizing its potential in this area. Specific topics that were discussed include:

- **Lack of Competitive Facilities:** Focus group participants identified a major challenge is the absence of a new medium-sized stadium, specifically noted for larger sports, festivals, and events. Comments from participants mentioned that Richmond should create more court space for sports like volleyball and basketball, and more space and seating for martial arts. They mention that the city currently struggles to host larger events due to this lack of appropriate medium-sized amenities. While the Richmond Olympic Oval is a valuable asset, some participants now view it primarily as a community resource.
- **Losing Events to Competitors:** Participants in the Sports Hosting workshop mentioned that Richmond is losing sport events and groups to other cities. Competitors like Burnaby, Surrey, and Kamloops are seen by participants as leading in this space. They mention that cities like Kamloops have invested in specific infrastructure, such as an indoor track, to attract championship tournaments while other destinations like Ottawa and Winnipeg are offering incentives to attract events.
- **Transportation and Accessibility Gaps:** Some focus group feedback mentioned some sport teams require shuttles from hotels to facilitate movement around the city. There is also a desire from focus group participants for better access to parks and fields for sports, and parking limitations some facilities pose a challenge. Barrier-free transportation options were also mentioned as important for accessible events.
- **Balancing Growth with Resident Needs:** Comments were raised around the rising demand for sports hosting and the pressure it is putting on facilities, occasionally leaving residents with limited space for regular user groups.
- **Partnerships and Funding:** There is a desire for more effective sport hosting collaboration and partnerships. Participants mentioned that finding new funding sources is a key competitive factor, and attracting larger events often relies on support, potentially from the province.

4.4 Pop-Up Events Summary

4.4.1 Steveston Community Engagement Pop-Up

Richmond residents and non-resident visitors provided similar feedback on why they had travelled to Steveston, and the type of experience they were having that day. Generally, all were attracted to the authentic and heritage aspects of the fishing village setting. Many relayed that the combination of water access via the boardwalk and dyke system, the fishing fleet, the fresh fish and seafood for sale from the boats, the fish and chips on offer with other casual and relaxed dining experiences, and the quaint village stores created a unique coastal ambience and experience. Others remarked that the smaller, more intimate scale of Steveston, the serenity found, and the relatively less crowded streets was a significant draw, providing a retreat or escape from larger-scale natural or urban attractions that would typically be crowded.

A number of groups interviewed were multi-generational families and friends who were all enjoying the universal appeal of Steveston. Notably, many interviewed saw Steveston not only as a premier Richmond attraction but a premier Metro Vancouver attraction that was on par with the likes of Stanley Park, Granville Island, Grouse Mountain and Capilano Suspension Bridge. Some locals sought more animation and vibrancy in Steveston in the form of live music, a farmers' market, food trucks, festivals and events, and pedestrian-only zones. Some locals were saddened that the Grand Prix of Art at Steveston event was cancelled for 2025 and were confused why this was the case.

Beyond Steveston village area, residents and visitors alike also mentioned Garry Point Park, Terra Nova Park, Richmond Night Market and the cycling experiences as other core attractions of Richmond. The bicycle network in particular was viewed as a major asset, increasing the accessibility and connectivity of Richmond's experiences and attractions. Yet, these were all generally rated as enjoyable secondary experiences supporting the primary attraction of Steveston.

Areas noted for improvement specifically in Steveston centred on improvements to parking capacity and the desire to manage high vehicle traffic volumes at peak times. In terms of Richmond more broadly, regularly high levels of road traffic congestion and lack of public transit options were broadly seen as areas detracting from a generally positive experience throughout the municipality.

4.4.2 Engagement Pop-Ups at Richmond Malls

At both the Richmond Centre and Lansdowne Centre pop-up events, residents and visitors shared consistent perspectives on what makes Richmond an appealing destination. Steveston emerged as the city's main attraction, with its broad appeal cutting across

diverse groups. Participants highlighted Steveston's unique blend of heritage value, vibrant shopping, scenic dyke walking and cycling routes, and the opportunity to purchase fresh fish and seafood directly from the fishing fleet. The charm of Steveston was complemented by Richmond's natural assets, with many attendees noting the allure of seasonal events such as the cherry blossom bloom and the accessibility of rural and park settings throughout the city.

A recurring suggestion at both events was to expand recreational opportunities, particularly through the addition of bike rental facilities at parks like Terra Nova Park. Attendees felt that a larger bike rental network would not only enhance park visits but also improve connectivity between major attractions, such as linking Terra Nova Park and Steveston. The desire for more festivals, events, and further development of Richmond's reputation as a culinary destination was especially strong among younger residents, who often described the city as too sedate and in need of more vibrant experiences.

Participants at Lansdowne Centre echoed these sentiments and placed particular emphasis on the importance of protecting Richmond's heritage - both in Steveston and in the preservation of traditional Asian culture - as well as safeguarding the city's natural landscapes. The Asian food scene was widely recognized as a major draw, though some noted that other Metro Vancouver cities (Vancouver, Burnaby and Coquitlam) are increasingly competitive in this regard. Across both venues, a common concern was the desire to address transportation and connectivity challenges. Regular road congestion, limited public transit, and a lack of barrier-free accessibility were frequently cited as obstacles to fully enjoying all that Richmond has to offer.

Overall, the feedback from all pop-up events underscored a strong community desire to enhance Richmond's attractions, improve accessibility, and animate the city with more diverse experiences, while also preserving the unique cultural and natural assets that define Richmond's identity.

5 Synthesis of Community Feedback

Based on our community engagement efforts - including one-on-one interviews, focus groups, pop-up events, and an online survey - the following topics emerged as important considerations for the development of the Tourism Master Plan.

5.1 Culinary Destination

Richmond's diverse, high-quality, and authentic food scene, particularly its Asian cuisine, is consistently highlighted as a major strength and differentiator. There is also a desire to increase awareness of the variety of cuisines available, such as highlighting specialized world-level cuisine and unique culinary opportunities.

5.2 Cultural Mosaic

The city's multicultural identity, especially its strong Asian influence, is a unique asset that sets it apart. Those engaged identified an opportunity to better integrate and showcase other cultures, including First Nations, which is currently underrepresented in tourism offerings.

5.3 Gateway to British Columbia and Metro Vancouver

Richmond's strategic location adjacent to YVR was frequently highlighted as a natural entry point and a convenient base for exploring the wider region. Leveraging layover traffic from YVR was identified as a specific opportunity.

5.4 Nature, Outdoors, and Agri-Tourism

The extensive dyke system, trails, parks, waterfront areas, and agricultural lands offer significant appeal. Participants discussed potential in agritourism, such as farm-to-table experiences and showcasing rural landscapes. Birdwatching was also mentioned as a specific niche.

5.5 Sports Hosting

There is notable interest in further developing the sports hosting market within Richmond as there are versatile spaces that could be leveraged to provide further benefits to visitors and residents.

5.6 Value Proposition

Differentiation from Vancouver was a popular topic. Richmond offers more affordable accommodation, dining options, and unique attractions. Discussions were had around how this competitiveness could be leveraged, particularly for markets like business travel and conferences.

5.7 Infrastructure and Capital Investment

Suggestions for opportunities requiring capital investment include a multi-use event/conference centre, enhancing sports venues and facilities, developing or improving hotels, especially high-end or unique options, revitalizing and activating waterfront areas with amenities and recreational access, and investing in place-making efforts in areas like Central Richmond and Alexandra Road to create vibrant hubs. Improving existing parks and public spaces was also noted.

5.8 Transportation and Connectivity

Addressing perceived transportation challenges was identified as an important opportunity for development. Suggestions included improving public transit access to key attractions like Steveston and the Oval, developing shuttle services connecting YVR, hotels, and attractions, enhancing bike and pedestrian infrastructure and developing rental/sharing systems, exploring water taxi or ferry services along the river, and enhancing signage.

5.9 Diversifying Experiences & Product

Creating new experiences, attractions, and events was a common topic. This included developing more structured agritourism experiences, integrating authentic Indigenous cultural tourism experiences in collaboration with First Nations, expanding eco-tourism and nature-based activities, growing arts and culture offerings, developing a vibrant nightlife, growing signature events, leveraging the potential for business events, and sport tourism.

5.10 Collaboration and Community Integration

Strengthening meaningful relationships with First Nation communities and supporting their tourism efforts was mentioned throughout engagement as being important. Further developing partnerships between the City of Richmond, Tourism Richmond, the Richmond Hotel Association, YVR, TransLink, and other Destination Management Organizations (DMOs) in the Lower Mainland was also highlighted.

5.11 Sustainability and Regenerative Tourism Focus

It was mentioned through engagement that Richmond as a destination could continue to incorporate sustainable and regenerative practices into tourism development. This includes promoting low-emissions transportation options, protecting natural ecosystems, and ensuring tourism is a force for good for residents and the environment.

6 Strengths, Challenges, and Opportunities

Based on the engagement and feedback to date, the following is a summary of the identified strengths, challenges, and opportunities that were heard relating to enhancing Richmond's capacity as a tourism destination.

6.1.1 Strengths

- **Cultural Diversity:** Richmond is described as a rich cultural mosaic and one of Canada's most diverse cities, reflected in its food, culture, and events.
- **Culinary Scene:** The culinary scene is consistently mentioned as a top strength, and one of Richmond's strongest differentiators.
- **Location and Accessibility:** Proximity to YVR is a significant benefit, making it accessible for tourists, a gateway for travellers, and ideal for quick-turn meetings.
- **Natural Environment & Outdoor Spaces:** Richmond offers a combination city life and nature, with natural beauty along the waterfront through easily accessed parks and trails.
- **Existing Attractions and Assets:** Key attractions mentioned include Steveston, the Richmond Olympic Oval, the Richmond Night Market, the McArthur Glen Designer Outlet, CF Richmond Centre, Lansdowne Centre and Aberdeen Centre. River Rock Casino Resort, Lavenderland, Cranberry Farms, Lulu Island Winery and other agritourism opportunities are also mentioned.
- **Hotel Capacity and Value:** Richmond has a significant number of hotel rooms, and the number and variety of hotels are a huge selling point, including their proximity to YVR.
- **Community Aspects:** Richmond has a vibrant, diverse community. There are a good sense of community pride and the people in Richmond are friendly, and there is a sense of safety.

6.1.2 Challenges

- **Transportation and Access:** Transportation is perceived as a significant challenge, particularly road traffic and congestion. Attractions are dispersed throughout Richmond (not always in proximity), and it can be difficult to get to some places by public transit.

- **Awareness and Brand Perception:** Several respondents felt that Richmond faces the challenge of establishing itself as a stand-alone destination, distinct from Vancouver. While people recognize the name, they often struggle to define what the city offers.
- **Lack of a "Key Attraction" and Scattered Experiences:** Respondents felt that compared to other municipalities, Richmond seems to lack a "key attraction" that defines its brand. Main attractions are scattered, with a lack of a defined sense of place for Richmond. Steveston, a major asset, is described as seasonal and missing year-round activation.
- **Infrastructure and Development Issues:** Respondents commented on a lack of quality conference space and limited large-scale convention infrastructure. There is an opportunity for more accommodations suited for sports teams and higher-end hotels for boutique and business event markets. The pace of getting approvals for business development was also mentioned.
- **Balancing Growth with Community Livability:** Ensuring that increased visitation supports or enhances the quality of life for residents is important.
- **Workforce and Operational Challenges:** Workforce shortages were cited as a concern for the tourism sector. Affordable housing for employees is desired. Language and other barriers exist, particularly for food and culinary experiences, with some restaurants operating cash-only or having limited hours.
- **Relationship Challenges:** Strengthening relationships with First Nations is essential. Enhancing connections with the Chinese community is also important, with language and cultural differences requiring thoughtful attention. The Richmond business community perceives potential benefit from a more collaborative relationship with YVR.
- **Sustainability and Environmental Concerns:** Growth cannot put a strain on the environment. Protecting sensitive ecosystems is important as outdoor tourism and recreation grows. Climate change and sea-level rise were also highlighted as concerns.
- **Crime and Safety:** Enhancing community safety is a priority, with a focus on reducing crime, gang activities, theft, and break-ins. Additionally, addressing concerns related to homelessness, including tents in public spaces and problematic properties linked to drug activity, was seen as an important step toward fostering a safer and more secure environment.

6.1.3 Opportunities

- **Leveraging YVR and Layovers:** Engagement highlighted that being close to YVR positions Richmond well to welcome travellers.
- **Enhancing and Promoting Existing Assets:** It was felt by those engaged that Richmond holds significant untapped potential, with opportunities to invest in and/or revitalize heritage sites, dykes, trails and natural areas. Natural areas present valuable prospects for sustainability and regenerative tourism development and promotion. The waterfront offers room for further activation.
- **Developing New Attractions and Experiences:** There is a perception that there is land available for development, presenting an opportunity to create motivating reasons to travel to Richmond such as attractions.
- **Focusing on Culinary Tourism:** Building on Richmond's reputation as a top culinary destination has been identified through engagement as a key opportunity.
- **Expanding Events and Festivals:** Expanding signature and community festivals and events was mentioned frequently as presenting a valuable opportunity for the city.
- **Growing Sport Tourism:** Sports and family-related tourism was identified as an opportunity, with many citing that Richmond is well-positioned for regional, national and international sports events.
- **Improving Transportation and Connectivity:** Improving ease of navigation is an opportunity that would address the concerns from many respondents throughout the engagement process.
- **Developing Sustainable/Regenerative Tourism:** Feedback suggested that Richmond can become a truly sustainable community by centering its story and future approach on the First Nation communities and their connection to the river and land, embracing green technology, clean technology, and regenerative tourism approaches.
- **Enhancing Business Meetings and Convention Tourism:** Richmond's proximity to YVR is felt to make it an ideal location for small-to-mid-sized conferences and business meetings.
- **Storytelling and Identity:** Cultural and natural heritage in Richmond are opportunities for meaningful storytelling, with engagement feedback citing many stories and unique aspects of Richmond to highlight.

- **Collaboration and Partnerships:** Strengthening collaboration and partnerships in the tourism sector in Richmond and throughout the Lower Mainland was mentioned by some as being essential.
- **Attracting Investment and Improving Policies:** It was identified that there is an opportunity to influence capital investment, and the Tourism Master Plan is seen as a step in the right direction for guiding investment and development.

7 Appendices

7.1 Engagement Plan

The engagement plan below was submitted to the City of Richmond on February 12th, ahead of the public and interest-holder engagement period that officially launched on March 11, 2025. It was used as the basis for the consultants to gather input from community members, stakeholders, and industry partners.

7.1.1 Introduction

In addition to completing the destination assessment encompassing trends, competition, opportunities, and impacts, a substantial focus from March 13 to May 02, 2025 will involve community, industry, and partners outreach to gather their visions and desired outcomes for our city's tourism industry.

This engagement strategy is designed to actively involve and inform industry, partners, and residents throughout the development of the tourism master plan.

7.1.2 Objectives

- Facilitate Communication: Establish clear and open lines of communication with industry and the community.
- Gather Input: Collect valuable feedback and insights to shape the tourism master plan.
- Build Support: Foster a sense of ownership and support for the tourism master plan.

7.1.3 Participants

The following organizations will be approached to participate through one or more of the engagement methods discussed in the next section.

- Local, regional, and national tourism authorities, planning departments, and transportation agencies.
 - Richmond Economic Advisory Committee
 - Richmond Chamber of Commerce
 - Richmond Youth Advisory Committee
 - Richmond Intercultural Advisory Committee
 - Transportation – TransLink, BC Ferries, Taxi, uber
 - Aviation Industry - YVR, BC Aviation Council
 - Tourism Richmond – Board of Directors and staff
 - Industry Associations - Tourism Industry Association of BC (TIABC), Richmond Hotel Association (RHA), Richmond Hotel Destination Association (RDHA), go2HR, BC Hotel Association

- Destination Canada
- Destination BC, including Vancouver, Coast & Mountains (VCM) tourism region
- Destination Vancouver
- Hotels, tour operators, travel agencies, and other tourism-related businesses and not-for-profits.
 - Hoteliers & Richmond Conference Centre
 - Tour Operators / Meeting Planners (based in Richmond)
 - Tour Operators / Meeting Planners (externally based)
 - Richmond Olympic Oval
 - Richmond Sport Hosting
 - Indigenous Tourism BC (ITBC)
 - Indigenous Tourism Association of Canada (ITAC)
 - Steveston Merchants Association
 - Steveston Harbour Authority
 - Attractions: Gulf of Georgia Cannery; Britannia Shipyard; Vancouver Whale Watching
 - MacArthur-Glen Designer Outlet
 - Richmond Night Market
- Local residents, cultural organizations, and indigenous communities.
 - Musqueam Nation
 - Indigenous Tourism Association of BC (ITBC)
 - Steveston 2020 Group
 - Steveston Historical Society
 - Richmond Sports Council
 - Local residents
 - Chinese Cultural Associations

7.1.4 Engagement Methods and Timeline

7.1.4.1 Promotion Plan

- An information release is being issued that will promote the development of the first ever Tourism Master Plan for Richmond. This information release includes a link to a webpage that is on Tourism Richmond's website which will contain elements such as "What is a Tourism Master Plan", "Why is a Tourism Master Plan needed for Richmond", "What is the Plan for Development of the Plan", and "Ways to Engage". There will be a link in the webpage that directs the readers to a survey asking respondents questions regarding the future of tourism in Richmond. As the project progresses, updated information will be made available on the webpage to ensure the public is informed about next steps in development.

- Utilize online platforms such as social media, websites, and other communication channels such as Let's Talk Richmond and Tourism Richmond's database to reach a wide audience. These platforms will include a link to the webpage as noted in the point above.

7.1.4.2 *Surveys and Questionnaires*

- Develop and distribute surveys to gather quantitative data from the residents and from industry on their perceptions of tourism in the city and invite them to help shape the future of tourism in Richmond
- The survey will be distributed in March immediately following the issue of the information release. Information about the survey will be shared with the public through social media, and through Tourism Richmond / City of Richmond website intercepts. We will also include information about completing the survey in the invitations to the participants of the 1:1 interviews, focus groups, and pop-ups.
- Survey would close on April 30th to allow time for analysis.

7.1.4.3 *1 on 1 Interviews*

- Organize in depth interviews with key leaders within the tourism industry and partners to engage in detailed discussions about specific aspects of the tourism master plan.
- These 1:1 Interviews will be scheduled for between 30-45 minutes depending on the depth and breadth of questions the consulting team would want to cover with the individual.
- Key interviewee groups include: the Tourism Master Plan Steering Committee; key staff from Tourism Richmond, Tourism Richmond's Board of Directors; leaders from tourism associations and DMOs such as Destination Vancouver, ITBC, and TIABC; key staff members from the City of Richmond as determined by the Steering Committee representatives from the City; and tourism industry partners such as Vancouver Airport Authority, attractions (Vancouver Whale Watch, Richmond Night Market), hotels (Hilton, Fairmont, etc.), and restaurants (Flying Beaver, The Fish Man, The Story Café, etc.).
- The 1:1 Interviews will start in March and continue till the beginning of May.

7.1.4.4 *Focus Groups*

- Organize focus group workshops with a variety of participant groups to engage in detailed discussions about specific aspects of the tourism master plan.
- These workshops will be scheduled to last 90 minutes and will be interactive through open discussion as well as through facilitation software like Mentimeter. While the focus group sessions will primarily be in-person, the consultants will also accommodate those who are unable to attend through a virtual/hybrid session.

- The consulting team will start the organization of the focus groups following the issue of the information release. The groups will take place in April.
- The participant groups that we have identified along with a date for the session (based on availability of participants) are:
 - **Accommodations** such as hotels (Hilton, Marriott, Fairmont, etc.)
 - **Food and Beverage** including restaurants (Flying Beaver, etc.), and breweries and vineyards (Lulu Island Vineyard, Britannia, Fuggles Beer, etc.);
 - **Steveston Tourism Advisory Group**; representatives from a variety of partners and businesses that are directly involved in the tourism industry;
 - **Attractions, Festivals, & Events** including Richmond Night Market, Vancouver Whale Watching, and Britannia Shipyards;
 - **Air and Ground Transportation** including Vancouver Airport Authority, Harbour Air, Helijet, Richmond Taxi, and Uber/Lyft;
 - **Sports Tourism** including the Richmond Sports Council; Richmond Oval, private sports clubs, Quilchena Golf and Country Club, Richmond Ice Centre, and UBC boathouse;
 - **Tourism Industry Young Professionals** including an invitation to the Youth Advisory Committee; and
 - **Tourism Richmond Board of Directors and Other City of Richmond Committees.** The consulting team will meet with the Tourism Richmond Board of Directors and several City of Richmond Committees to present and receive input.

7.1.4.5 *Pop-Up Engagement*

- Similar to the pop-up events for the City's engagement on Community Wayfinding, temporary, interactive sessions will be set up in various locations to engage with the community with visual and hard copy cues about the tourism and the master plan project. The goal is to reach a diverse audience, gather feedback, and raise awareness about the project in a fun and accessible way.
- We will have multi-lingual project team members facilitate the pop-up events to ensure participants in various languages (Cantonese, Mandarin, Punjabi) are able to communicate freely without barriers.
- Details about the pop-ups including 3 locations and times will be included in the initial press release along with any follow-up communication that serves as a reminder for input.
 - Saturday, April 5th from 11 a.m. to 2 p.m., at Lansdowne Centre Food Court
 - Saturday, April 12th from 11 a.m. to 2 p.m., at Aberdeen Centre near the fountain
 - Saturday, April 19th from 11 a.m. to 2 p.m., at Fisherman's Wharf in Steveston

7.2 City of Richmond Information Bulletin

To highlight the engagement process designed for the Richmond Tourism Master Plan, and to solicit participation, a joint information bulletin was released to residents by the City of Richmond, Tourism Richmond and the Richmond Hotel Association. A copy of this text is provided below.

March 13, 2025

The public is invited to share their thoughts on the future of tourism in Richmond, starting today and until April 30. Community input will help shape the city's first long-term Tourism Master Plan, designed to enhance Richmond as a visitor destination and to create a positive impact. This initiative is led by the City of Richmond and Tourism Richmond in collaboration with the Richmond Hotel Association.

“Tourism, sports, and business events play a crucial role in shaping Richmond into a dynamic, thriving community,” said Mayor Malcolm Brodie. “The Tourism Master Plan will be guided by a long-term, shared vision for the future of tourism, shaped by community input and designed to benefit both residents and visitors to Richmond for years to come.”

The Tourism Master Plan will be developed through extensive engagement with Richmond residents, businesses, and tourism operators. It will also include an assessment of the city’s destination assets and opportunities and an identification of key priorities to create a strong tourism sector for the next decade and beyond.

“We are delighted to be developing a shared roadmap with our partners at the City of Richmond to ensure our city continues to flourish as a place to visit,” said Nancy Small, Chief Executive Officer, Tourism Richmond. “Successful visitor destinations plan ahead with the close involvement of their local community, since desirable places to live are also appealing places to visit.”

There are in-person and online opportunities for the public to participate in March and April 2025:

In-person pop-up events

Drop by one of the following pop-up events to learn more about the project and share your input:

- Saturday, April 5 from 11am to 2pm, at Lansdowne Centre Food Court
- Saturday, April 12 from 11am to 2pm, at Aberdeen Centre near the fountain

- Saturday, April 19 from 11am to 2pm, at Fisherman's Wharf in Steveston
- Mandarin, Cantonese and Punjabi interpreters will be at these pop-up events to assist with translation of questions and comments.

Online

Visit the [Richmond Tourism Survey](#) to learn more, ask questions, and provide your feedback through a survey.

- The survey will be open until 11:59 p.m. on Wednesday, April 30, 2025.

The Richmond Tourism Master Plan is anticipated to be completed in Winter 2025-2026.

For more information, visit [Richmond Tourism Master Plan](#) or email RichmondTMP@tourismrichmond.com.

7.3 Survey Instrument

7.3.1 Introduction to Survey Respondents

The City of Richmond and Tourism Richmond, in collaboration with the Richmond Hotel Association, are undertaking a long-term Tourism Master Plan to enhance Richmond as a visitor destination and to create a positive impact in the community. We would like to understand your perceptions of tourism in the city and invite you to help shape the future of tourism in Richmond.

Tourism includes those who come to Richmond for just the day and those who stay overnight. It includes people travelling for: business, conferences, sports events, festivals, foodies, cultural experiences, visiting friends and relatives, and all other visitors who live somewhere else but choose to visit Richmond.

The Tourism Master Plan will be developed in alignment with the following guiding principles:

- **Create a shared vision.** The Plan will reflect a shared vision to guide activities to enhance Richmond as a tourist destination.
- **Grow sustainably.** The Plan will grow the visitor economy sustainably over the long-term for the greatest breadth of residents and communities possible.
- **Positively impact the community.** The Plan will be guided by a focus on approaches and actions that positively impact the broader Richmond community.
- **Guide future investments.** The Plan will help provide direction for future public and private investments related to tourism in Richmond over the longer term.

The information from this survey will be used to provide key learnings to input into plan direction and development. Your contribution is important and gratefully appreciated. If you wish to be engaged at a later stage throughout this process, we ask for your permission at the end of the survey to contact you later. Should you have any questions, please contact the project team at richmondtmp@tourismrichmond.com.

7.3.2 Survey Questions

1. **As an economic contributor, I think tourism's current importance to the local economy is...**
 1 – Low Importance 10 – High Importance
2. **In 2035, I envision that tourism's role in the local economy will be more important or less important than it is today.**
 1 – Less Important 10 – More Important

3. In the future, I would like to see the following types of tourism to increase, stay the same, or decrease?

- | | | | |
|-----------------------------------|-----------------------------------|----------------------------------------|-----------------------------------|
| a. Business | <input type="checkbox"/> Increase | <input type="checkbox"/> Stay the Same | <input type="checkbox"/> Decrease |
| b. Conferences | <input type="checkbox"/> Increase | <input type="checkbox"/> Stay the Same | <input type="checkbox"/> Decrease |
| c. Sports events | <input type="checkbox"/> Increase | <input type="checkbox"/> Stay the Same | <input type="checkbox"/> Decrease |
| d. Festivals | <input type="checkbox"/> Increase | <input type="checkbox"/> Stay the Same | <input type="checkbox"/> Decrease |
| e. Foodies | <input type="checkbox"/> Increase | <input type="checkbox"/> Stay the Same | <input type="checkbox"/> Decrease |
| f. Cultural experiences | <input type="checkbox"/> Increase | <input type="checkbox"/> Stay the Same | <input type="checkbox"/> Decrease |
| g. Academia | <input type="checkbox"/> Increase | <input type="checkbox"/> Stay the Same | <input type="checkbox"/> Decrease |
| h. Visiting friends and relatives | <input type="checkbox"/> Increase | <input type="checkbox"/> Stay the Same | <input type="checkbox"/> Decrease |

4. As it relates to the number of visitors in the Summer months (June, July, August), I think Richmond currently has...

- ☐ Too Many Visitors ☐ Too Few Visitors ☐ Just the right level of visitors
☐ Not sure

5. As it relates to the number of visitors in the Winter months (December, January, February), I think Richmond currently has...

- ☐ Too Many Visitors ☐ Too Few Visitors ☐ Just the right level of visitors
☐ Not sure

6. Here are a few statements about attending events or activities in Richmond.

Please rate each one on a scale of 1 (Strongly Disagree) to 10 (Strongly Agree).

- The attractions, events, and things to do in Richmond are an important part of making my community a vibrant place to live
- My community offers experiences that I want to tell others about
- This is a vibrant community – there is always lots to see and do
- Events and activities are also popular with visitors to Richmond
- I want to see and attend events around my community, but I usually only hear about them after they have happened

7. What is your perception about how Richmond ranks against other communities within Metro Vancouver and the Fraser Valley in these categories?

Please rate each one on a scale of 1 (Weaker) to 10 (Stronger).

- Places to experience (attractions, events, activities, arts & culture)
- Places to eat/drink (dining, restaurants, vineyards, breweries, etc.)
- Places to stay (accommodation, hotels, bed & breakfasts, etc.)
- Places to play (sports fields, recreation facilities, etc.)
- Places to meet (conference and meeting spaces, co-working offices, etc.)
- Ways to get around (accessibility and transportation)

8. How likely are you to recommend Richmond to family, friends, and colleagues as a place to visit?

0 – Not at all Likely

10 – Most Likely

- (For those who selected 9 or 10) **What do you love most about Richmond that makes it a great place to visit?**

- (For those who selected 7 or 8) **What could Richmond do to make it even more appealing destination for you and others?**

- (For those who selected 0 to 6) **What specific improvements would you like to see in Richmond to make it a more enjoyable place to visit?**

9. Here are a few statements about how tourism can benefit Richmond in the future.

For each statement, please indicate how much you agree or disagree on a scale of 1 (Strongly Disagree) to 10 (Strongly Agree).

Tourism will enhance Richmond as a city...

- ... with vibrant, resilient and active communities
- ... to meet new people and learn about other places and cultures
- ... with long-term, sustainable economic growth
- ... which celebrates local arts and culture
- ... with a high quality of life for residents
- ... to not only visit, but to live, work, and do business
- ... with strong pride amongst residents and businesses
- ... to participate and attend sporting activities

10. What opportunities do you feel that Richmond should be considering over the next 5-10 years to sustainably grow the tourism economy for the benefit of as many people as possible?

11. What challenges do you feel that Richmond should be addressing over the next 5-10 years to sustainably grow the tourism economy for the benefit of as many people as possible?

12. Do you have any additional comments or considerations that you would like to share?

13. Would you like to be contacted in the future as work proceeds on the tourism master plan? (Your email contact information will be held in confidence)

☐ Yes ☐ No

7.3.3 Optional Demographic Information

I have lived in Richmond for ...

- ☐ Less than 1 year
- ☐ 1-5 years
- ☐ 6-10 years
- ☐ 11 – 15 years
- ☐ More than 15 years
- ☐ Live outside of Richmond
- ☐ Prefer not to say

My postal code is _____

I currently work or study in Richmond

- ☐ Yes
- ☐ No
- ☐ Retired
- ☐ Prefer not to say

Age Range

- ☐ 18-34
- ☐ 35 – 49
- ☐ 50 – 64
- ☐ 65+
- ☐ Prefer not to say

Race/Ethnicity

- ☐ Caucasian
- ☐ Indigenous/First Nations
- ☐ African
- ☐ Latino or Hispanic
- ☐ Asian
- ☐ Other/Unknown
- ☐ Prefer not to say

Is your occupation related to the region's tourism economy?

- ☐ Directly
- ☐ Indirectly
- ☐ No
- ☐ Unsure

If "Directly", please specify...

- ☐ Accommodation
- ☐ Transportation
- ☐ Retail
- ☐ Food & Beverage
- ☐ Visitor Attraction/Experience
- ☐ Other _____

7.4 Interview Guide

7.4.1 Interview Core Questions

1. What attracts visitors and groups to Richmond for tourism? What are the greatest tourism assets and experiences in the city?
2. What are the primary strengths of tourism in Richmond?
3. What are Richmond's greatest opportunities to sustainably grow the tourism economy for the benefit of as many people as possible?
4. In the same context, what challenges need to be managed to sustainably grow the tourism economy for the benefit of as many people as possible?
5. If Richmond were to become a more sustainable tourism destination, how would we know? What would success look like?
6. Is there anything that we have not discussed that we need to pay attention to during this study?
7. May we contact you again for additional follow up as the study progresses?
 - a. Yes (confirm email address) No

7.4.2 Optional Questions (Time Permitting)

8. What catches people by surprise when they stay in Richmond? What are the "Aha!" moments? Maybe those hidden opportunities that only the locals know about?
9. What opportunities/challenges are there by key sectors: *business, conferences, sports events, festivals, food and culinary, cultural experiences, visiting friends and relatives*.
10. If we have an opportunity to influence capital investment, where should it be focused to enhance Richmond's appeal?
11. Any thoughts or observations on policies that need to be enacted or amended to realize Richmond's destination potential? (e.g. Policies could be around zoning, nightlife, event development, hours of operation, streetscape aesthetics, commercial development, etc.)
12. How important is tourism as an economic sector to Richmond? Do residents appreciate its importance?
13. Strengthening the visitor economy and increasing the quality of life for our residents shouldn't be mutually exclusive. What are the issues of particular interest to residents?
14. How does the tourism industry contribute to the quality of life of residents in Richmond? How can that relationship be strengthened?

7.5 Focus Group Guide

7.5.1 General Questions

1. What motivates people to visit and stay overnight in Richmond?
2. What role does the tourism sector play in Richmond? How might that change in the future?
3. Imagine it is 2035, what does an ideal future for the tourism industry look like?
4. What themes and aspirations could be considered for a destination vision to achieve that ideal future?
5. What key initiatives would you want to see achieved by 2035?
6. How does tourism industry growth balance with the quality of life for residents?

7.5.2 Accommodations

1. What new trends or guest expectations do you see emerging globally that needs to be addressed in this Tourism Master Plan?
2. What new types of accommodations, amenities, or guest experiences should Richmond develop to remain competitive and meet the evolving needs of the current and future visitors?

7.5.3 Attractions, Festivals, & Events

1. What type of signature experience could be created within Richmond that set it apart from other destinations in Metro Vancouver?
2. How can Richmond's current attractions and events be better coordinated or promoted to create a more cohesive and year-round visitor experience?

7.5.4 Air and Ground Transportation

1. What improvements in transportation infrastructure or services would most enhance the visitor experience and support sustainable tourism growth in Richmond?

7.5.5 Food & Beverage

1. How can Richmond's food and beverage sector further leverage its diversity and local food assets to become a signature draw/demand generator for visitors?

7.5.6 Meeting Planners / Tour Operators

1. What are the main barriers or opportunities for attracting more conferences, group tours, or business events to Richmond, and how can they be addressed?

7.5.7 Sports Tourism

1. What facilities, partnerships, or event types would best position Richmond as a leading destination for sports tourism by 2035?
2. What does the current competitive landscape look like when trying to attract sporting events?

7.5.8 Tourism in Steveston

1. How can Steveston balance its unique heritage and local character with increasing visitor numbers to ensure both economic vitality and community well-being?

7.6 List of Organizations

During our outreach, individuals representing 47 organizations were engaged through interviews and focus groups. A list of those organizations is included below.

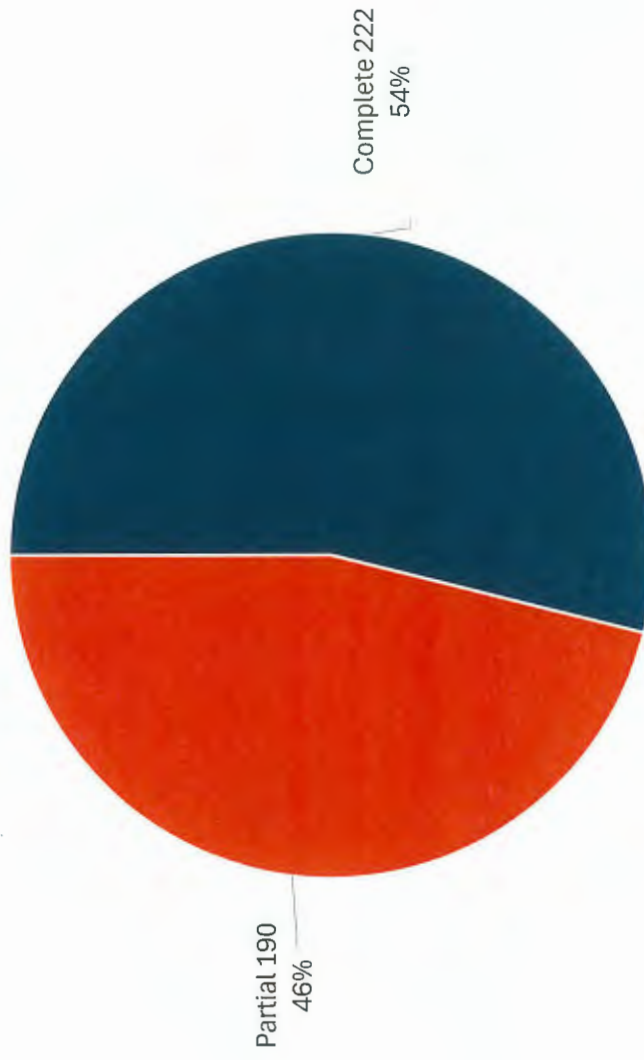
- Anar
- Avolta
- BDA, LLC
- Britannia Shipyards National Historic Site
- CAL Travel & Tours
- City of Richmond
- Destination BC
- Destination Canada
- Destination Vancouver
- Executive Hotels
- go2HR (Accessibility, Human Resources, Worksafe, Frontline Training, etc.)
- Gulf of Georgia Cannery National Historic Site
- Hilton Vancouver Hotel
- Indigenous Tourism BC (ITBC)
- Jade Seafood Restaurant
- Landsea Tours & Adventures
- Larco Hospitality
- LuLu Island Winery Ltd
- McArthurGlen Designer Outlet Vancouver Airport
- Megarealm VR
- Ministry of Tourism, Arts, Culture and Sport
- Optimas Management Group
- Pajo's Fish & Chips
- Peterson Group
- Radisson Hotel Vancouver Airport
- Richmond Hotel Association
- Richmond Hotel Destination Association
- Richmond Night Market (Firework Productions Ltd)
- Richmond Olympic Oval
- Richmond Sports Council
- Richmond Sport Hosting
- River Rock Resort Hotel
- Sheraton Vancouver Airport Hotel
- Steveston Merchants Association
- Steveston Museum and Post Office
- Steveston Seabreeze Adventures Inc.
- Steveston Seafood House
- The Sharing Farm
- The World of Kidtopolis
- Tourism Industry Association of BC
- Tourism Richmond
- TransLink
- Vancouver Airport Authority
- Vancouver Airport Marriott Hotel
- Vancouver Whale Watch
- Versante Hotel
- Westin Wall Centre Vancouver Airport

7.7 Online Survey – Detailed Results

There was a total of 412 respondents, with 222 surveys being fully completed and an additional 190 surveys partially completed. The average number of respondents per question was 245, with a high of 277 responses and a low of 211. There was higher abandonment in the last part of the survey which delved into demographics. Overall, the rate of response for a survey of this nature was excellent.

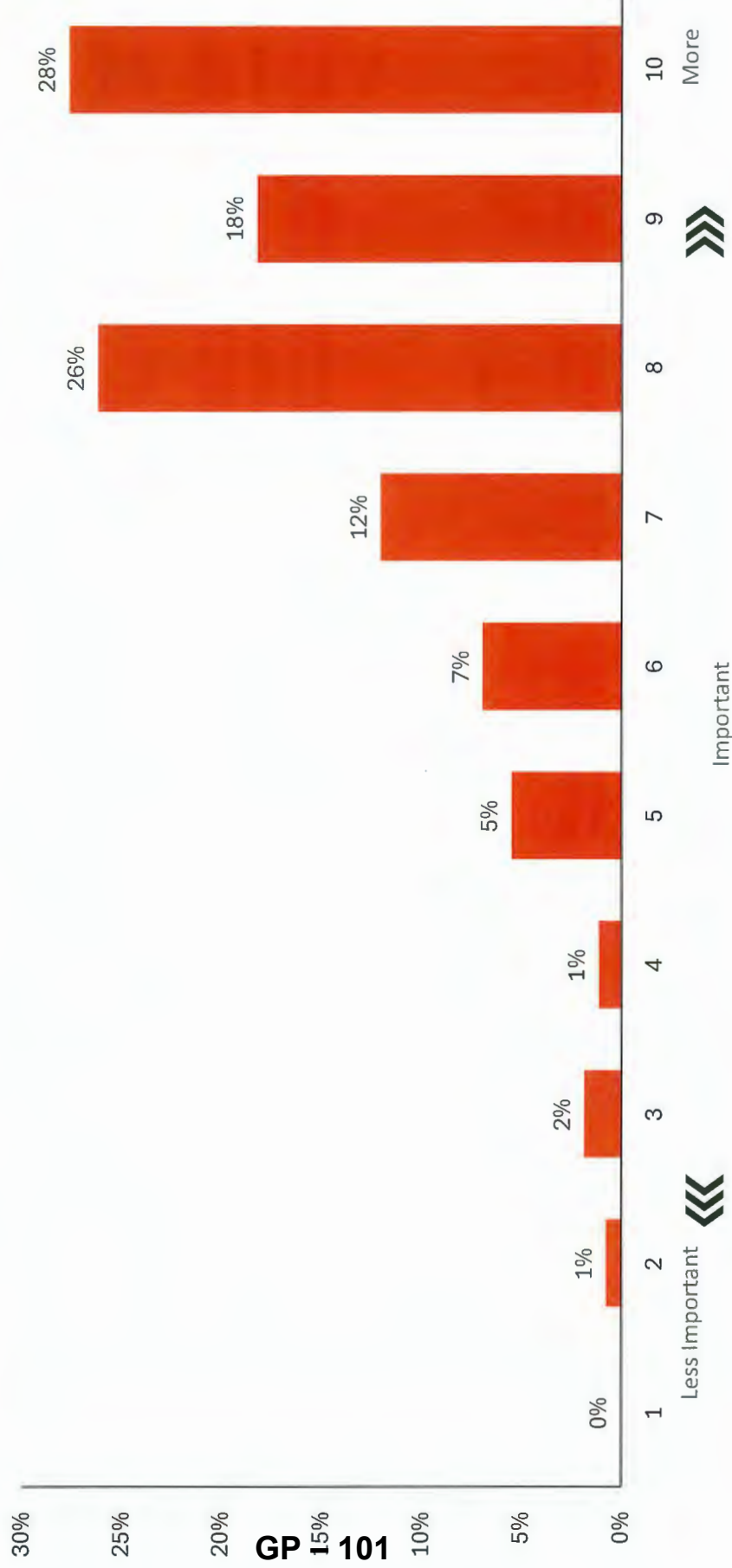
Survey results are reported based upon the entire sample, with segments (e.g. age, ethnicity, tenure, etc.) being identified only when responses were substantively different than the population at large. Seniors were aged 65 years or older, while the young segment consisted of respondents between the ages of 18 to 34. Respondents directly or indirectly involved in tourism were identified as the “tourism” segment versus those respondents who were not involved in the sector. Detailed charts are provided below.

Completion Rate

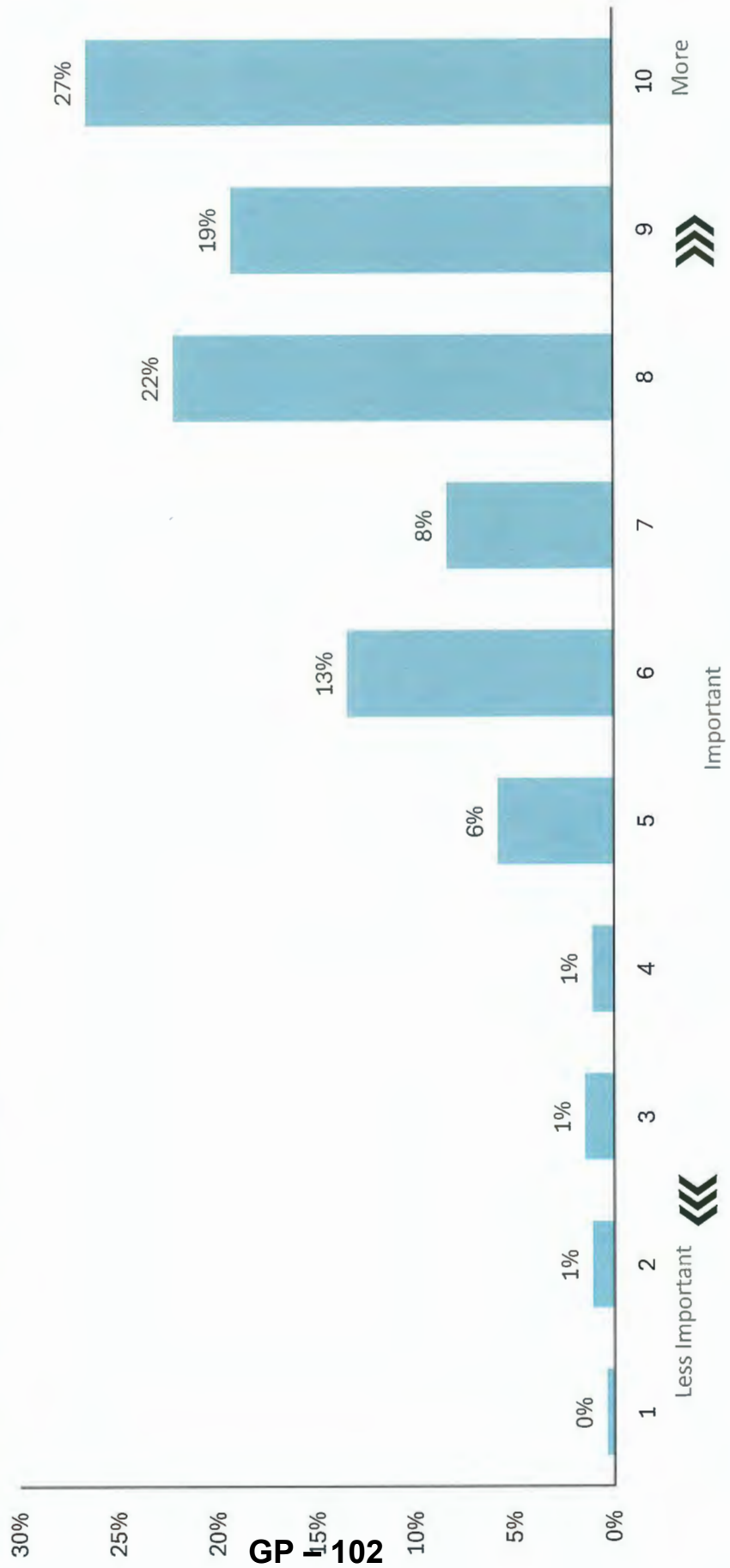


GP - 100

Tourism's Current Importance to the Local Economy is...

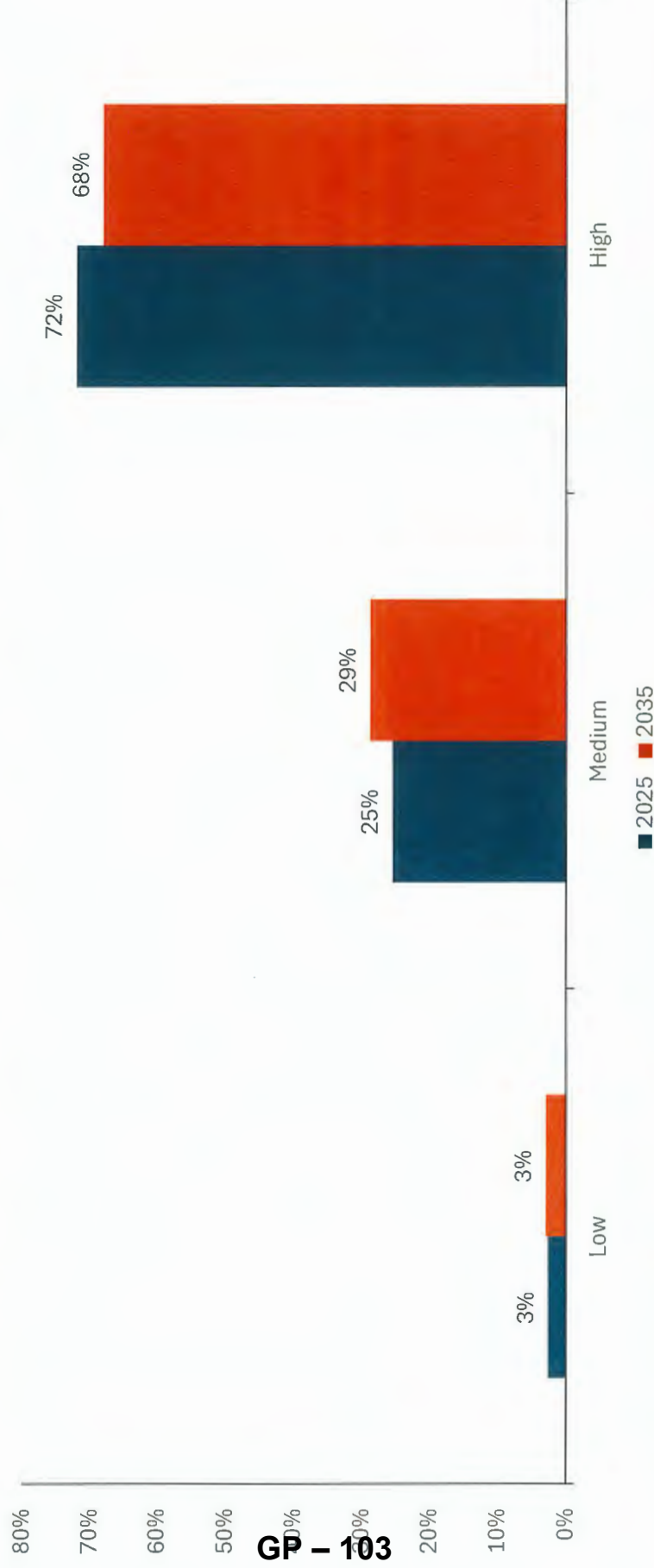


Tourism's Role in the Future Economy will be More Important or Less Important Than it is Today...

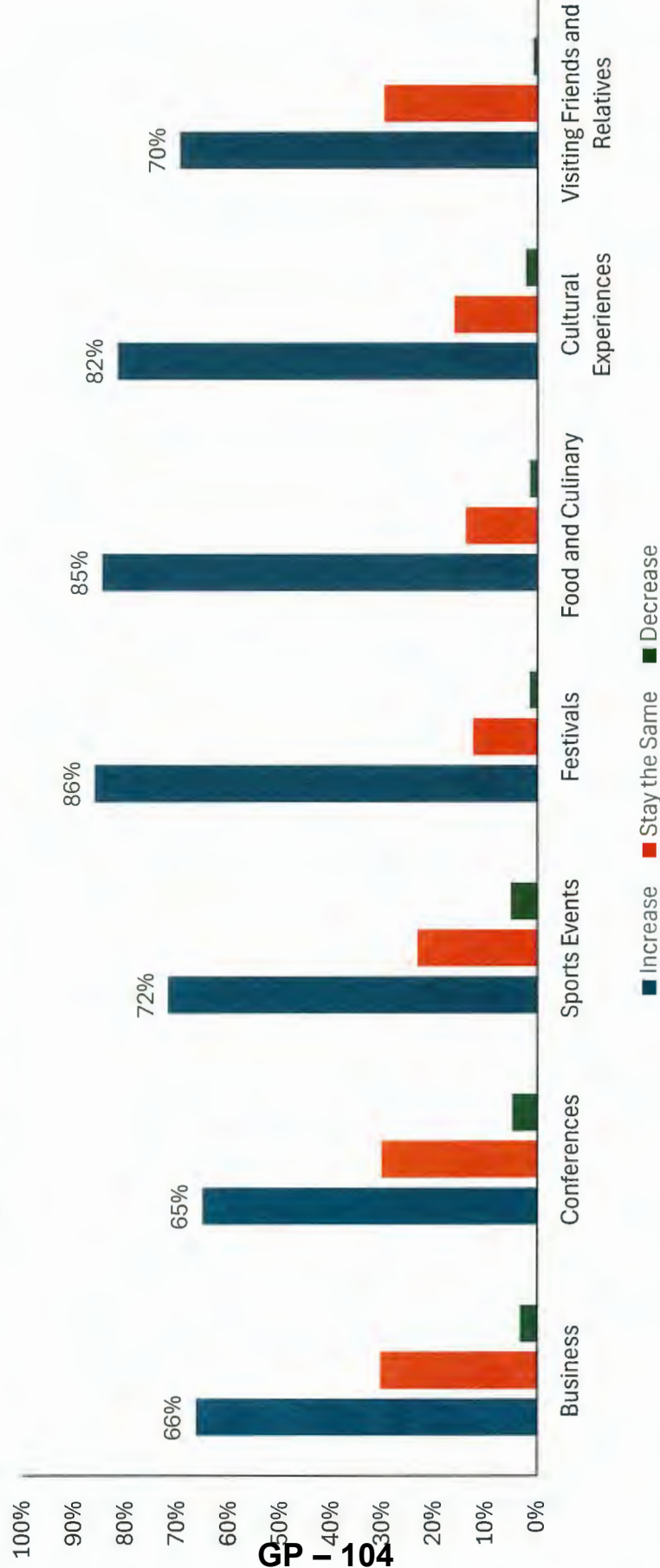


GP 102

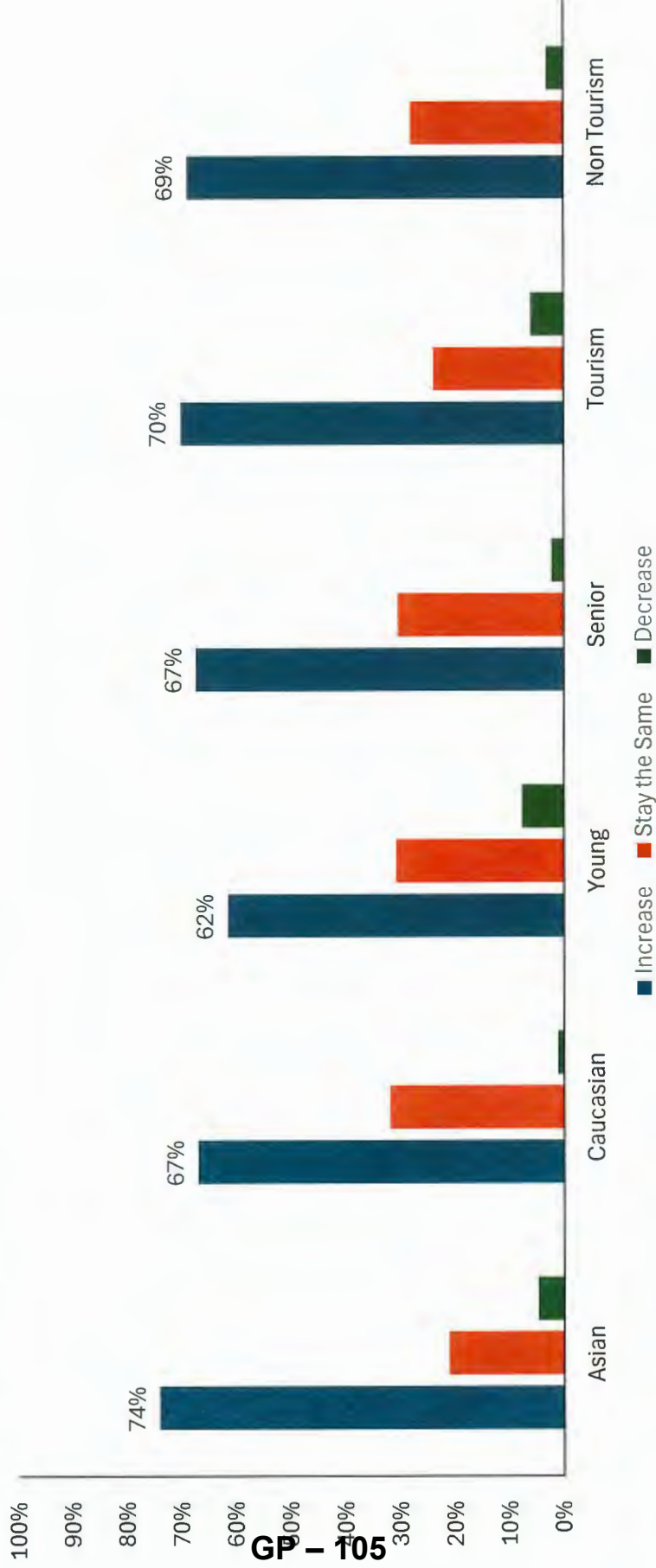
Tourism's Importance to Richmond's Economy



I Would Like to See the Following Types of Tourism Increase, Stay the Same, or Decrease

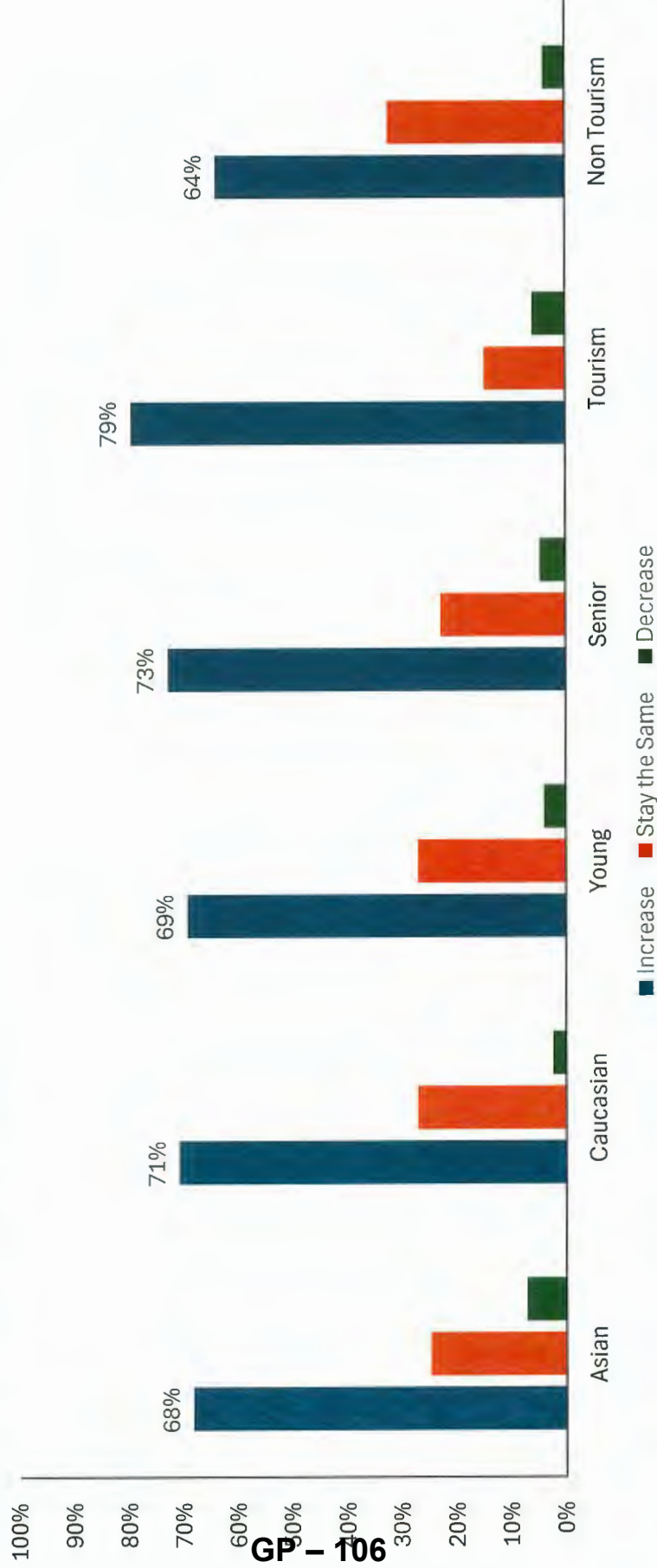


I Would Like to See Business Tourism Increase, Stay the Same, or Decrease



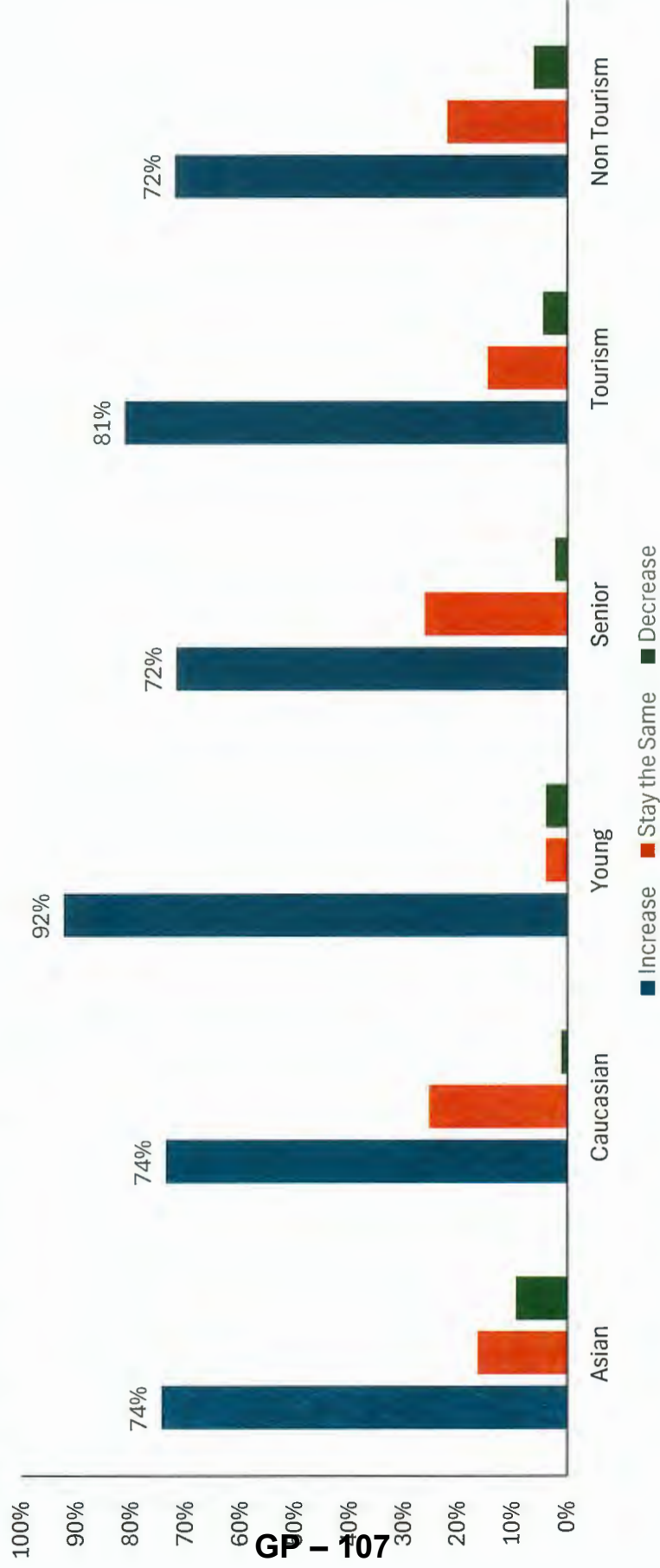
GP - 105

I Would Like to See Conference Tourism Increase, Stay the Same, or Decrease



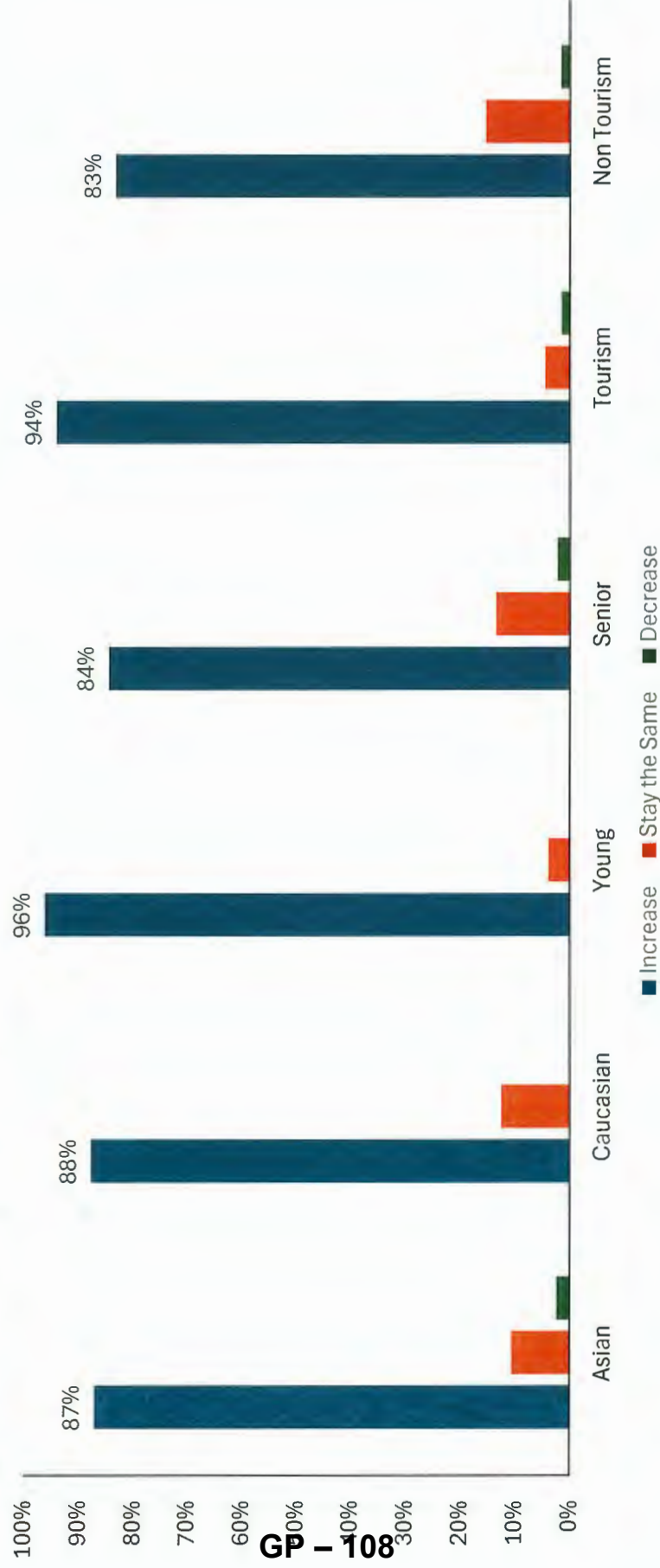
GP - 106

I Would Like to See Sports Tourism Increase, Stay the Same, or Decrease

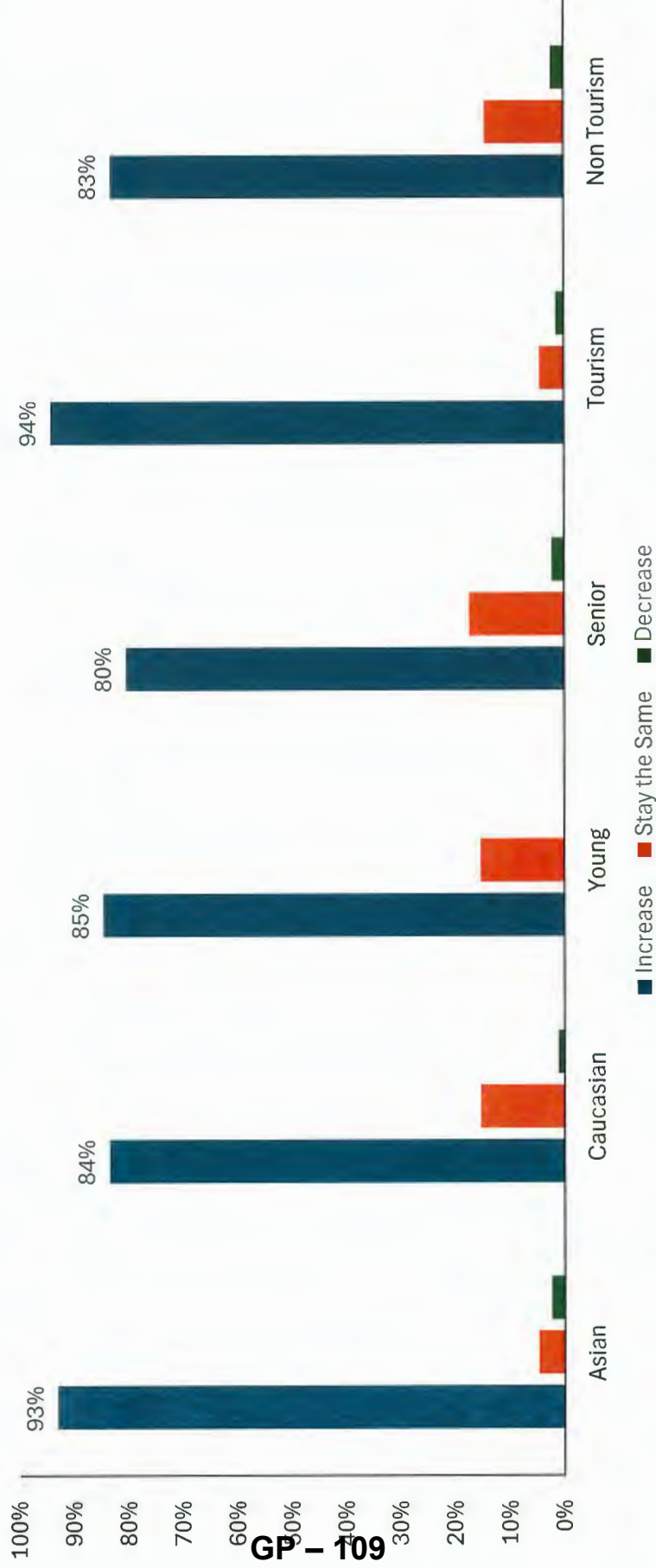


GP - 107

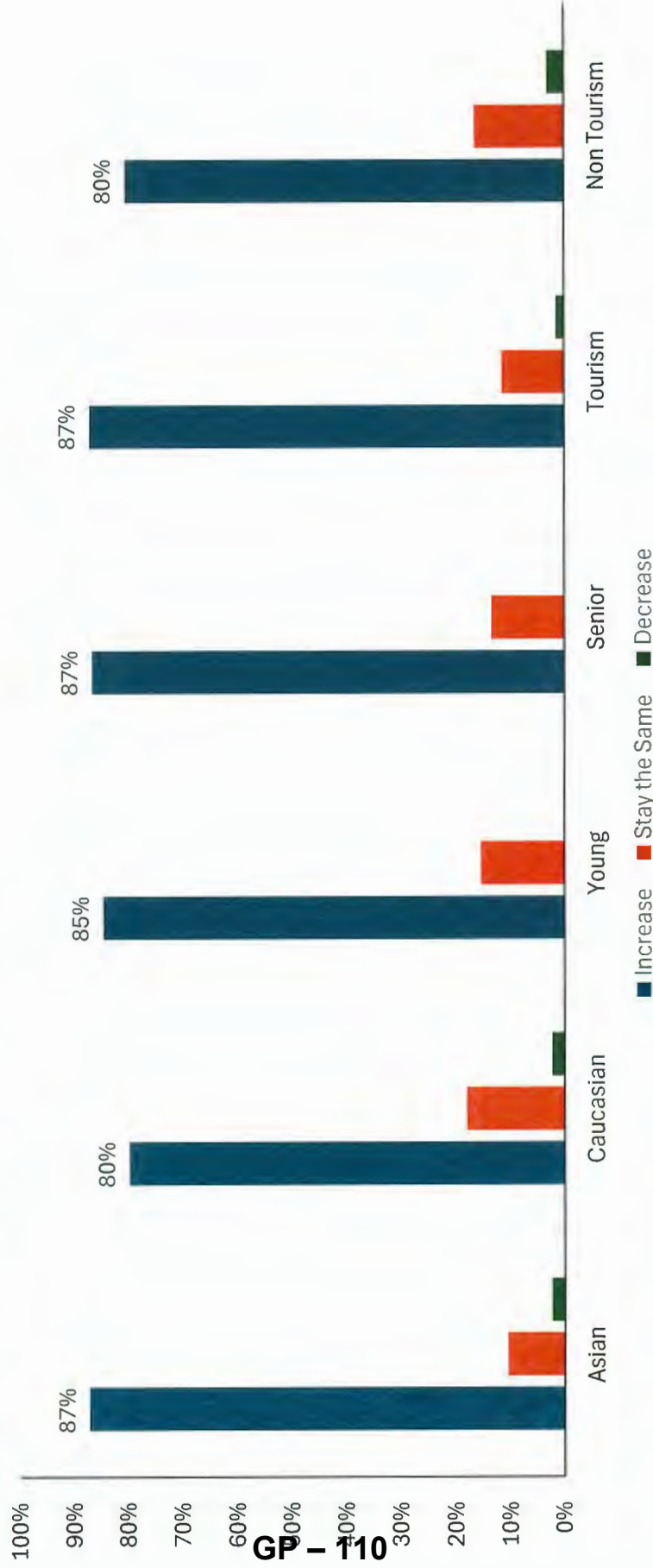
I Would Like to See *Festival* Tourism Increase, Stay the Same, or Decrease



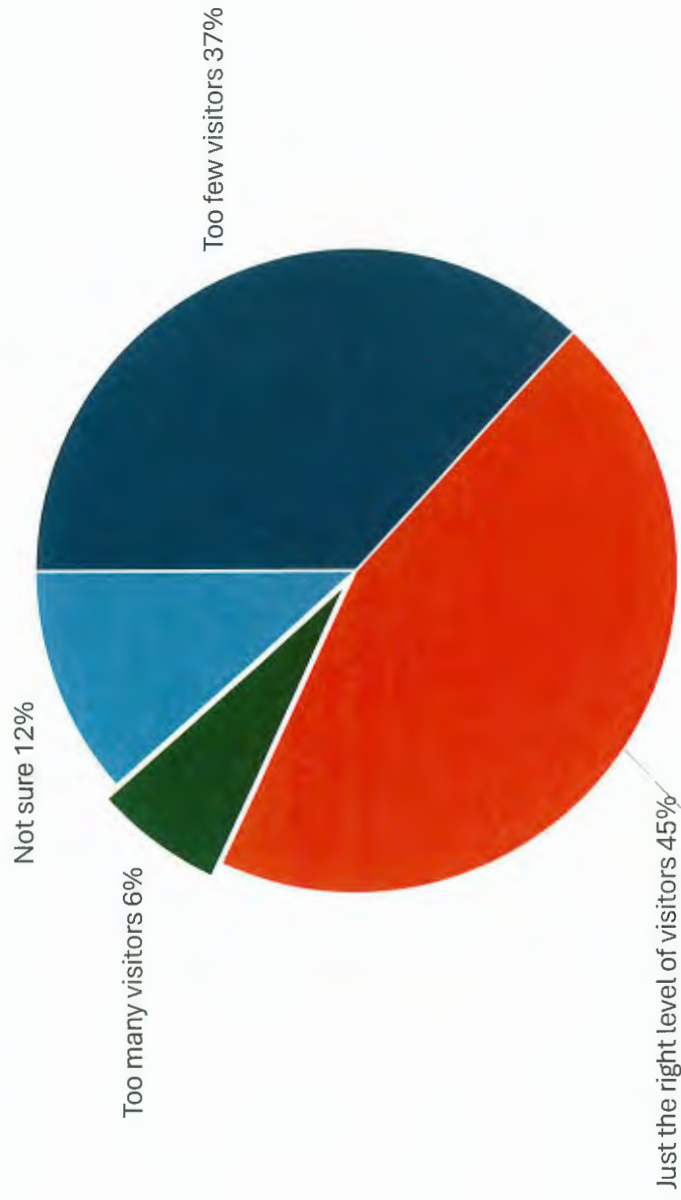
I Would Like to See Food/Culinary Tourism Increase, Stay the Same, or Decrease



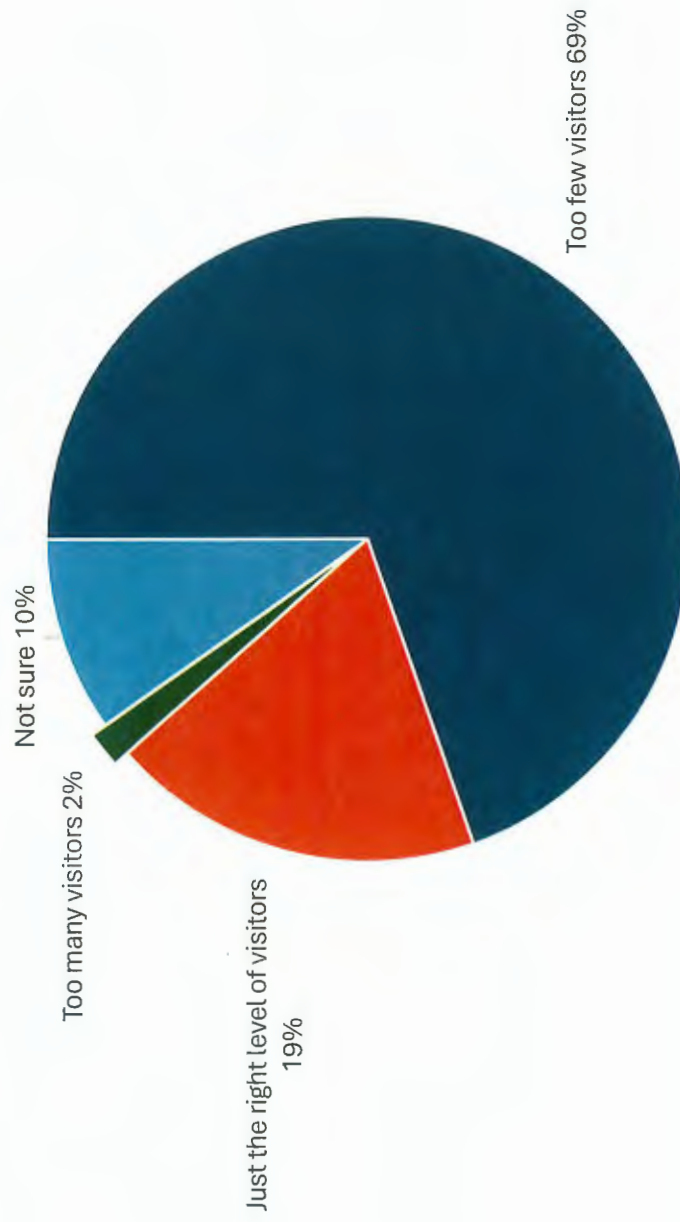
I Would Like to See Cultural Tourism Increase, Stay the Same, or Decrease



Number of Visitors in the Summer?

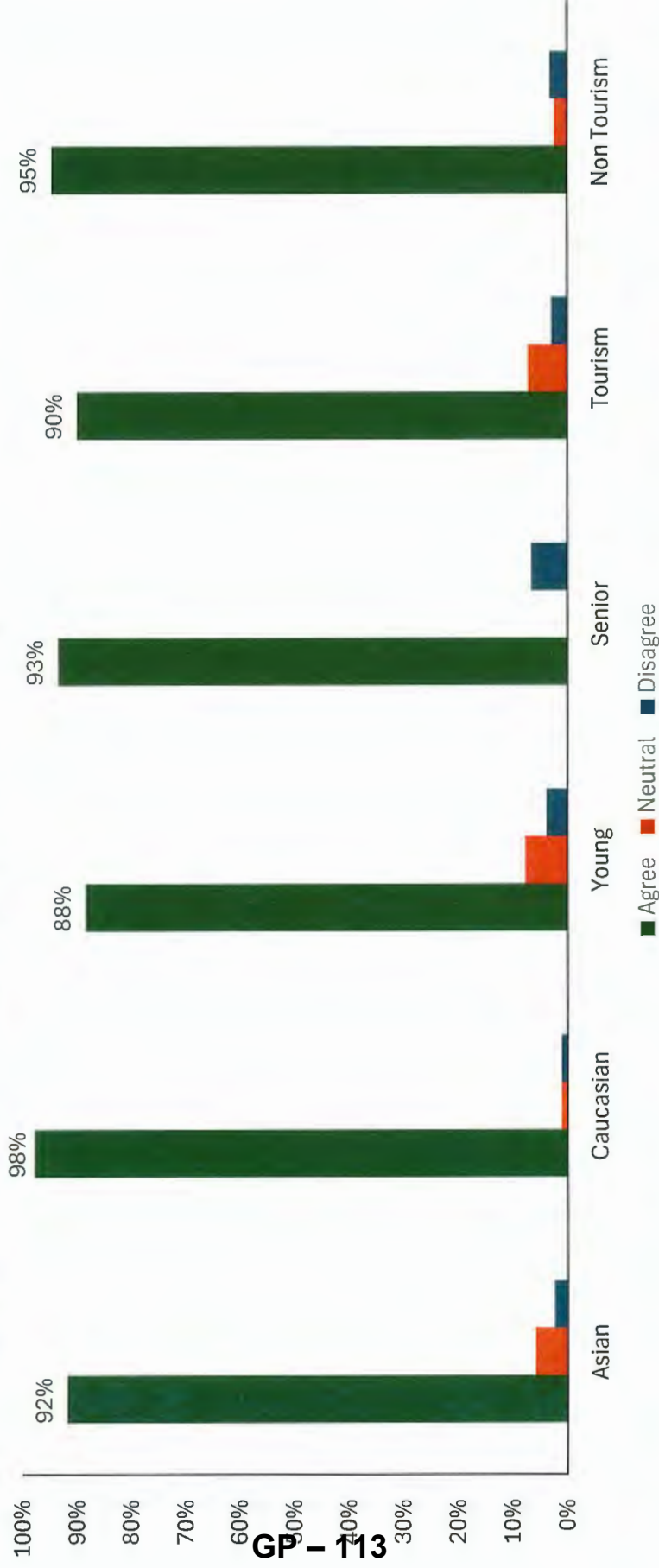


Number of Visitors in the Winter?

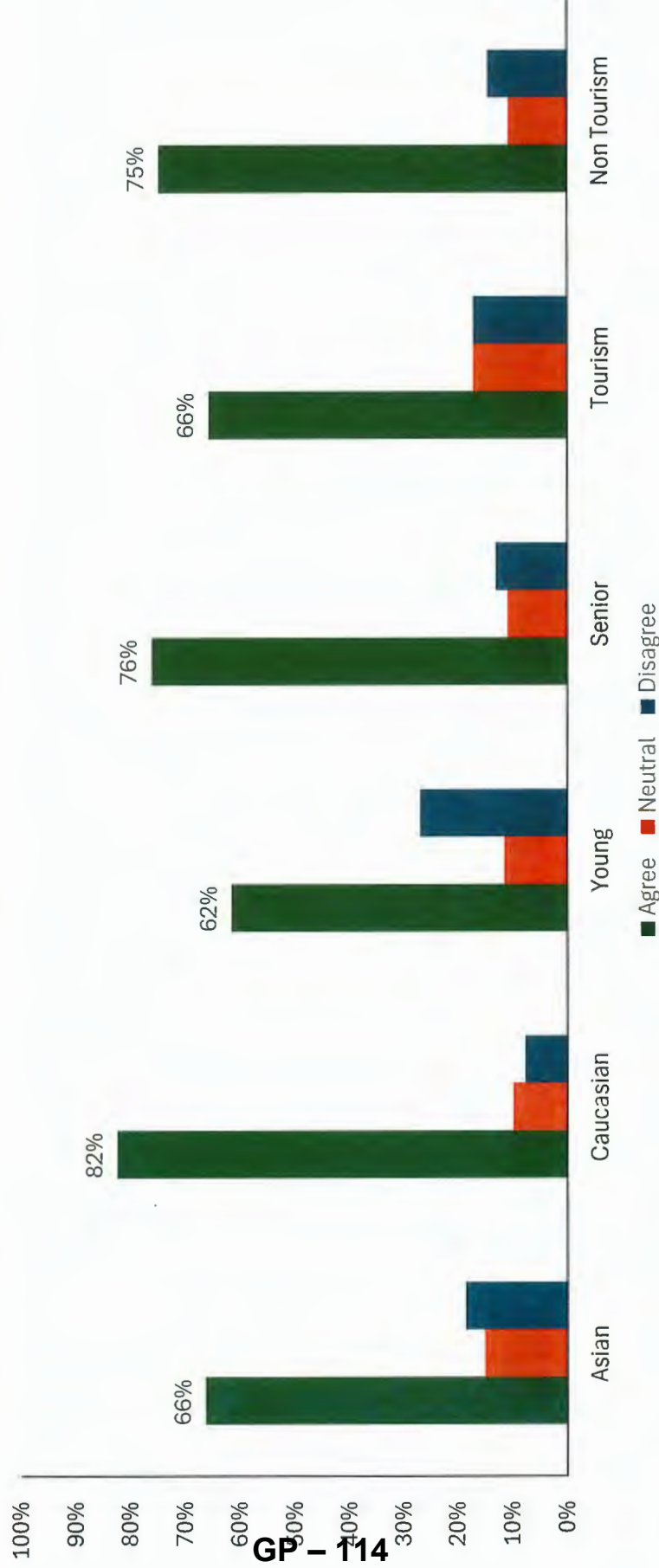


GP - 112

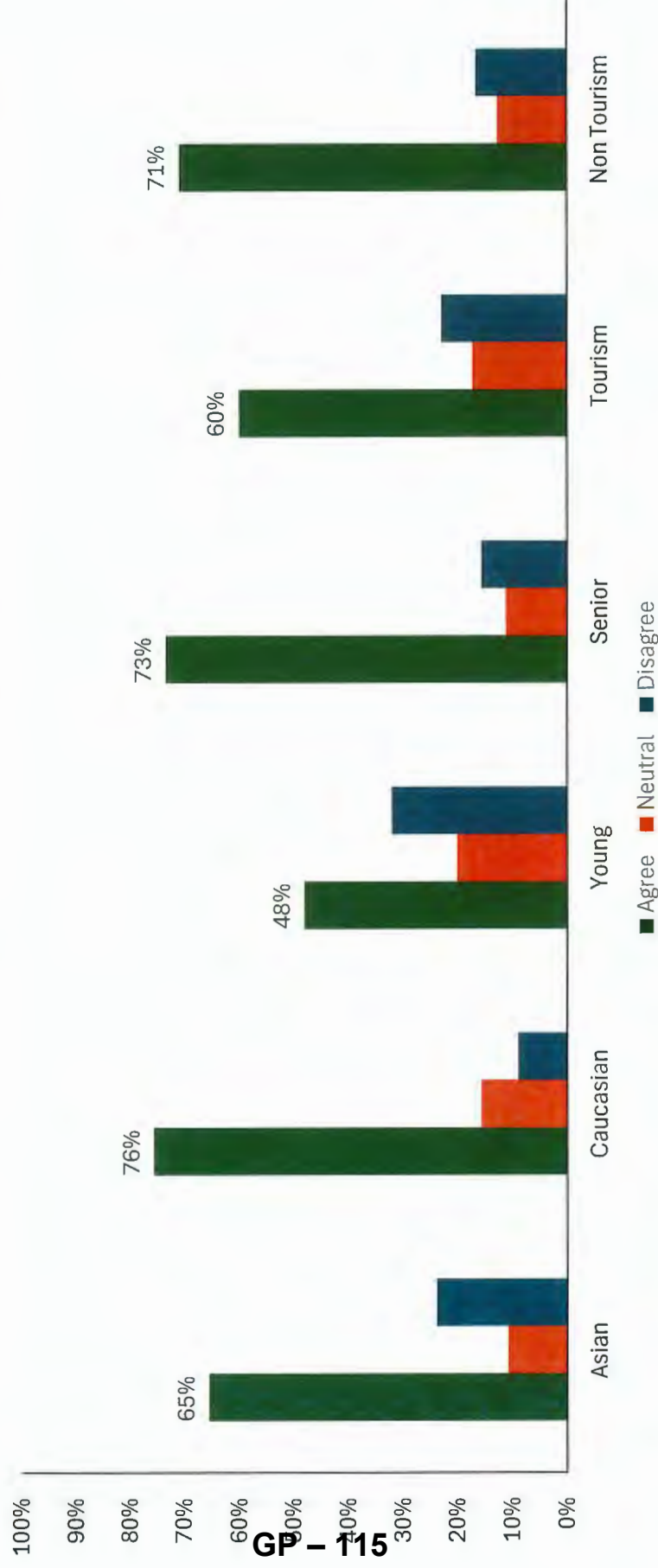
Attractions, Events, and Things to Do in Richmond are an Important Part of Making My Community a Vibrant Place to Live



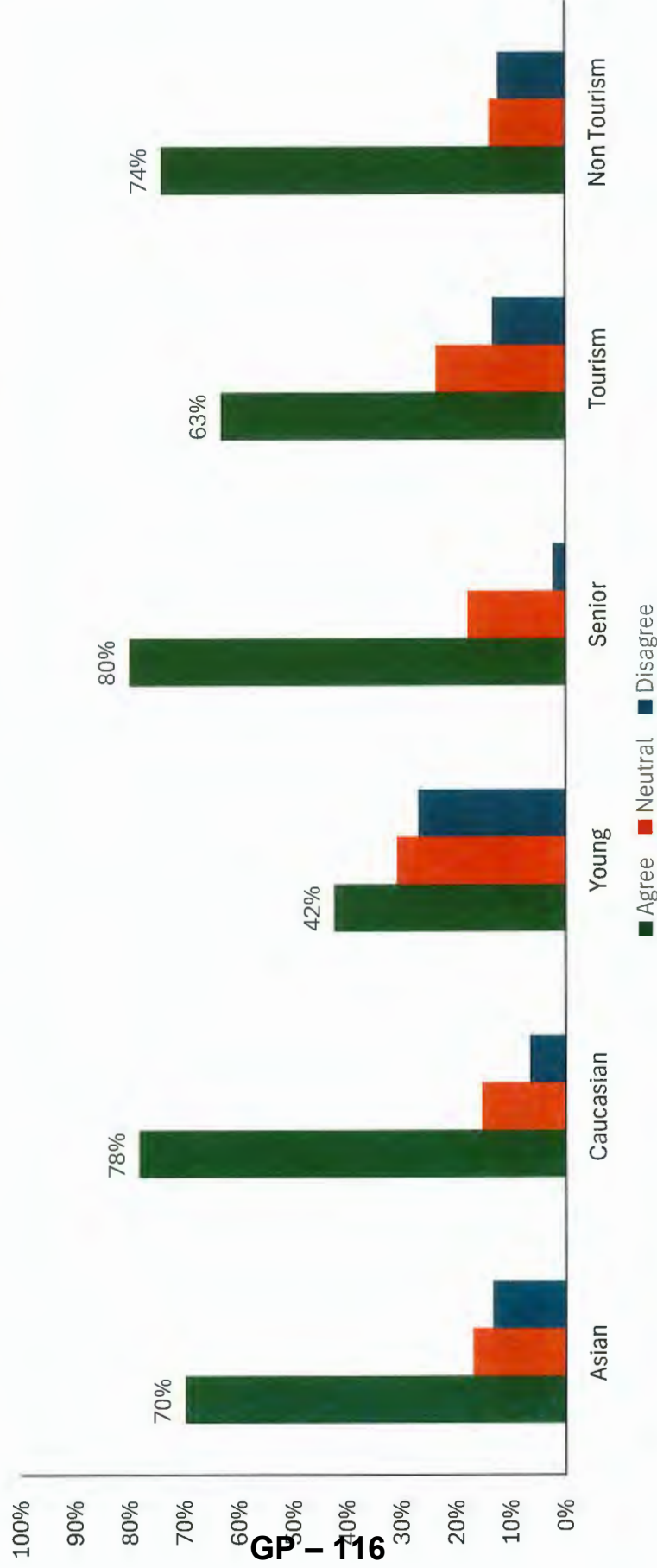
My Community Offers Experiences That I Want to Tell Others About



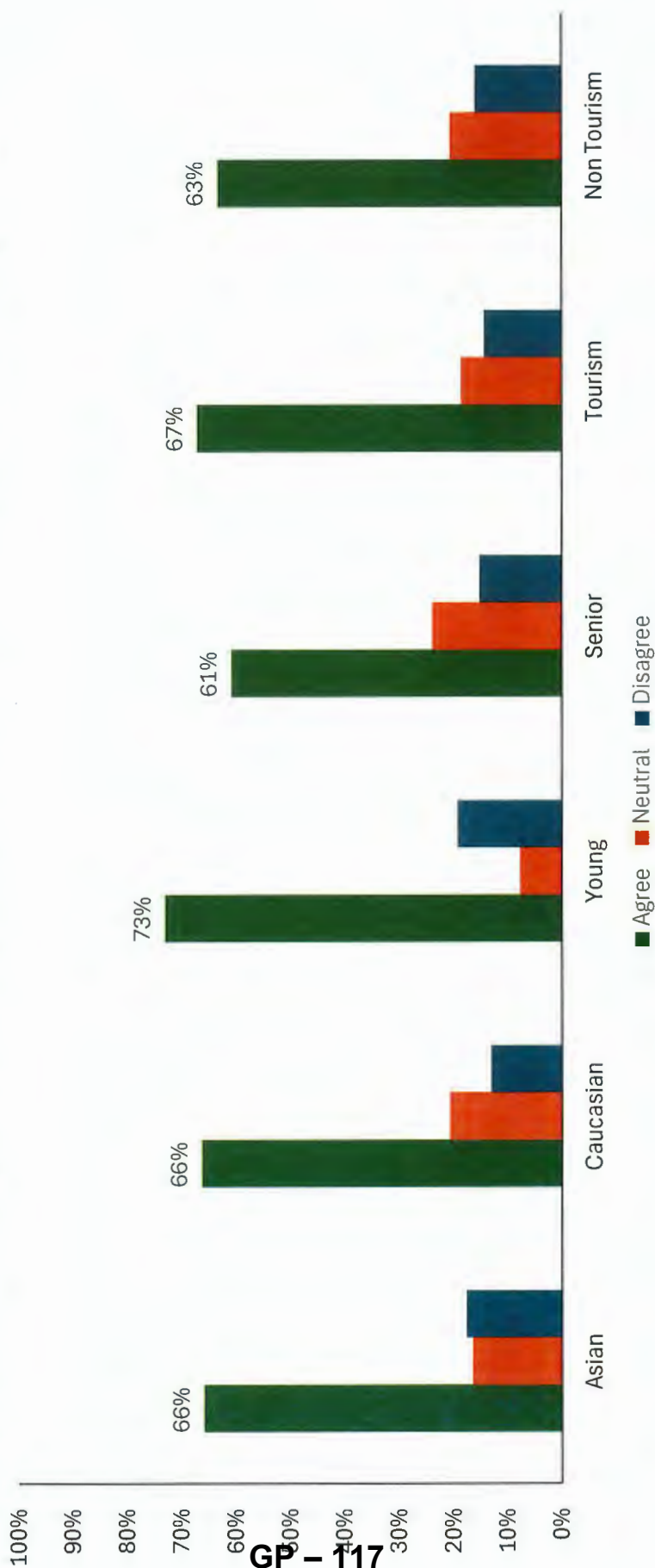
This is a Vibrant Community – There is Always Lots to See and Do



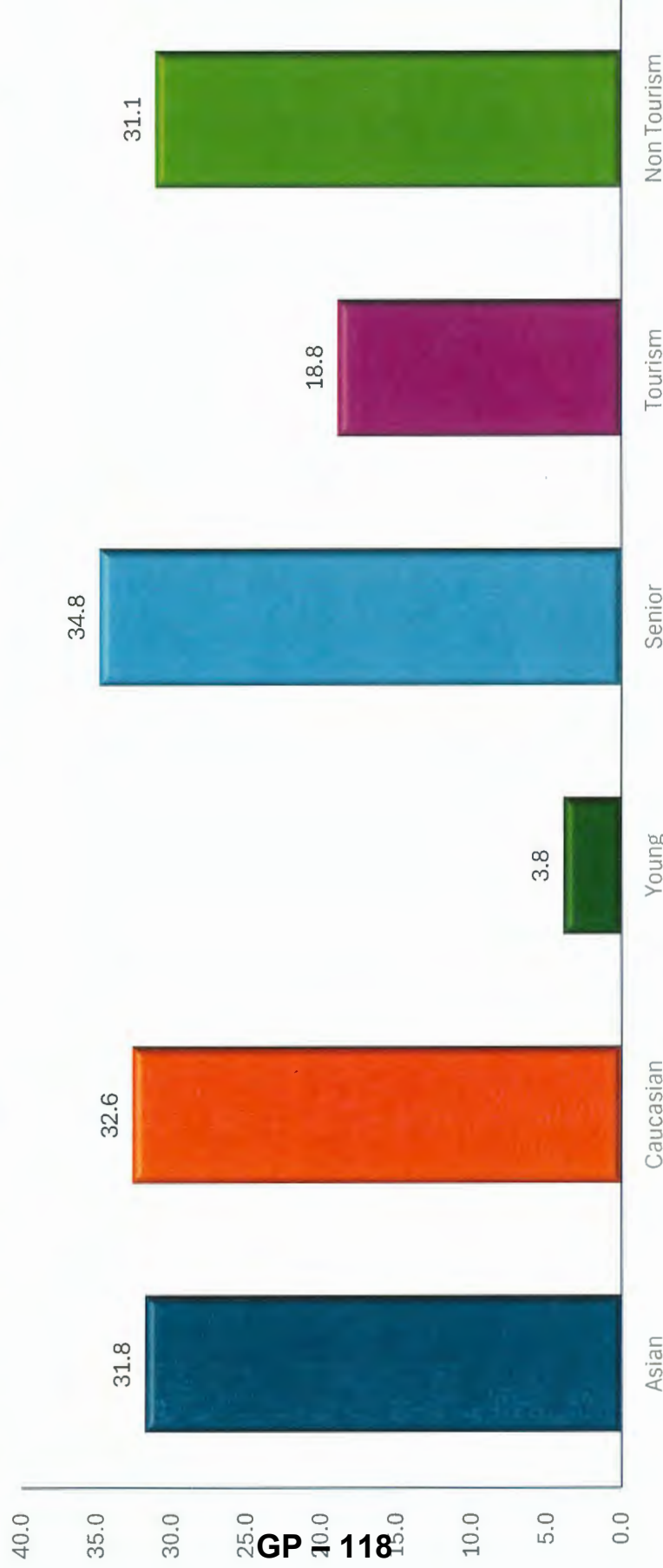
Events and Activities are Popular with Visitors to Richmond



I Want to See and Attend Events Around My Community, but I Usually Only Hear About Them After They Have Happened

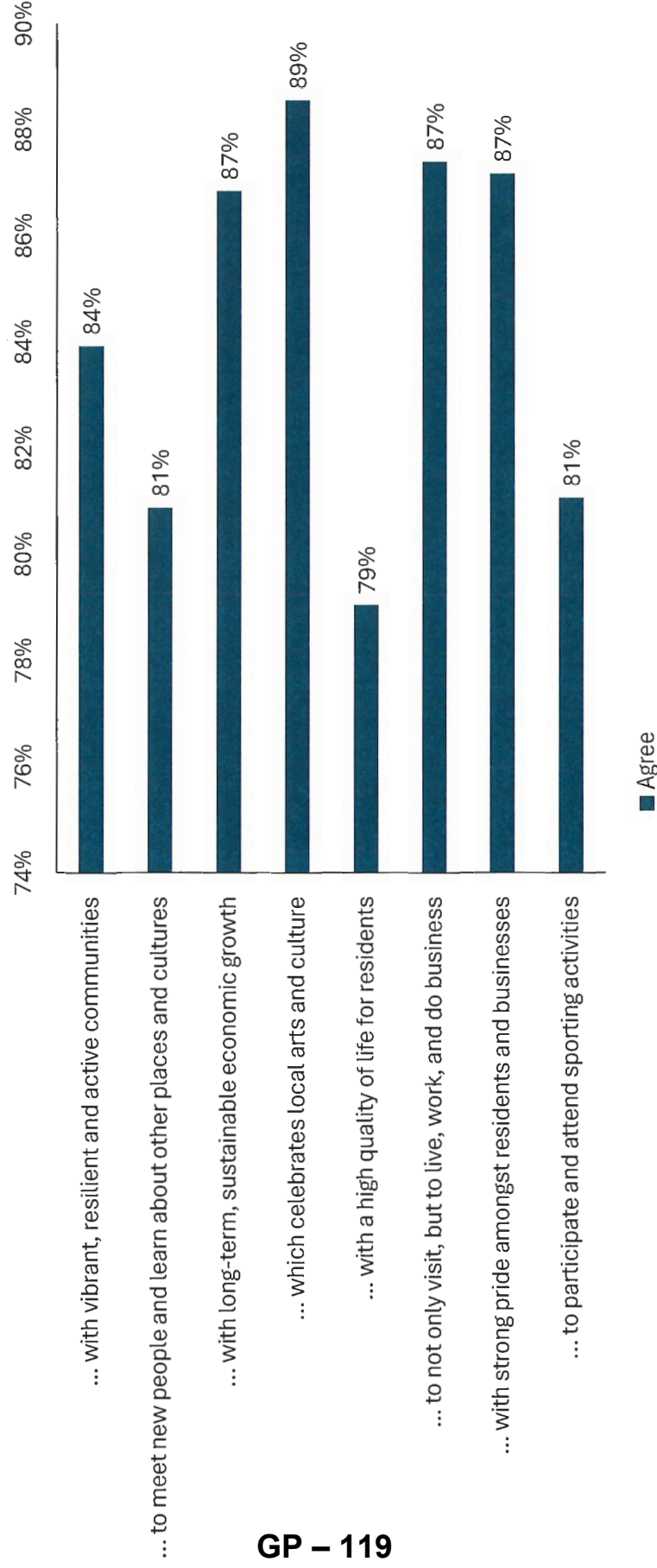


How Likely are You to Recommend Richmond to Family, Friends, and Colleagues as a Place to Visit? (Net Promoter Score)



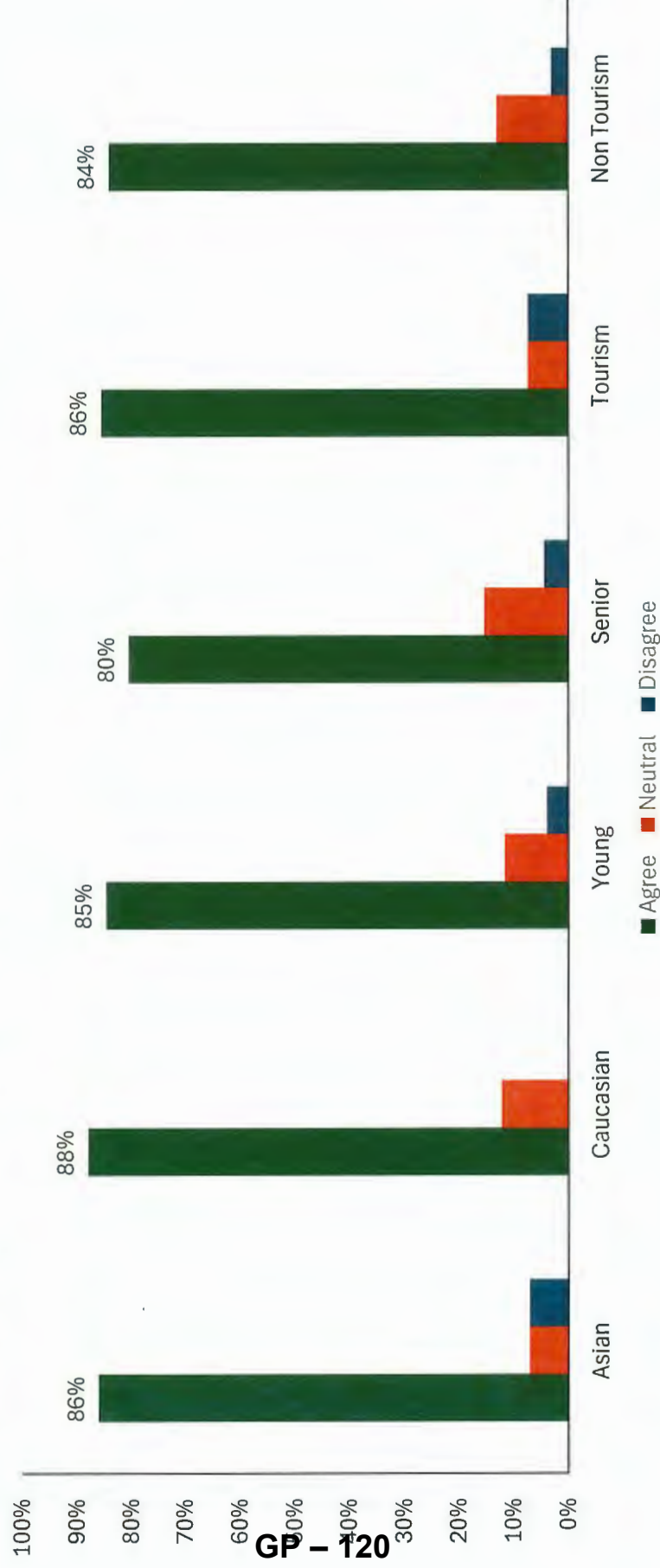
Net Promoter Score is a measure used to gauge customer loyalty, satisfaction, and enthusiasm with a destination, calculated by asking respondents one question: "On a scale from 0 to 10, how likely are you to recommend Richmond to family, friends, and colleagues as a place to visit?"

Tourism Will Enhance Richmond as a City...

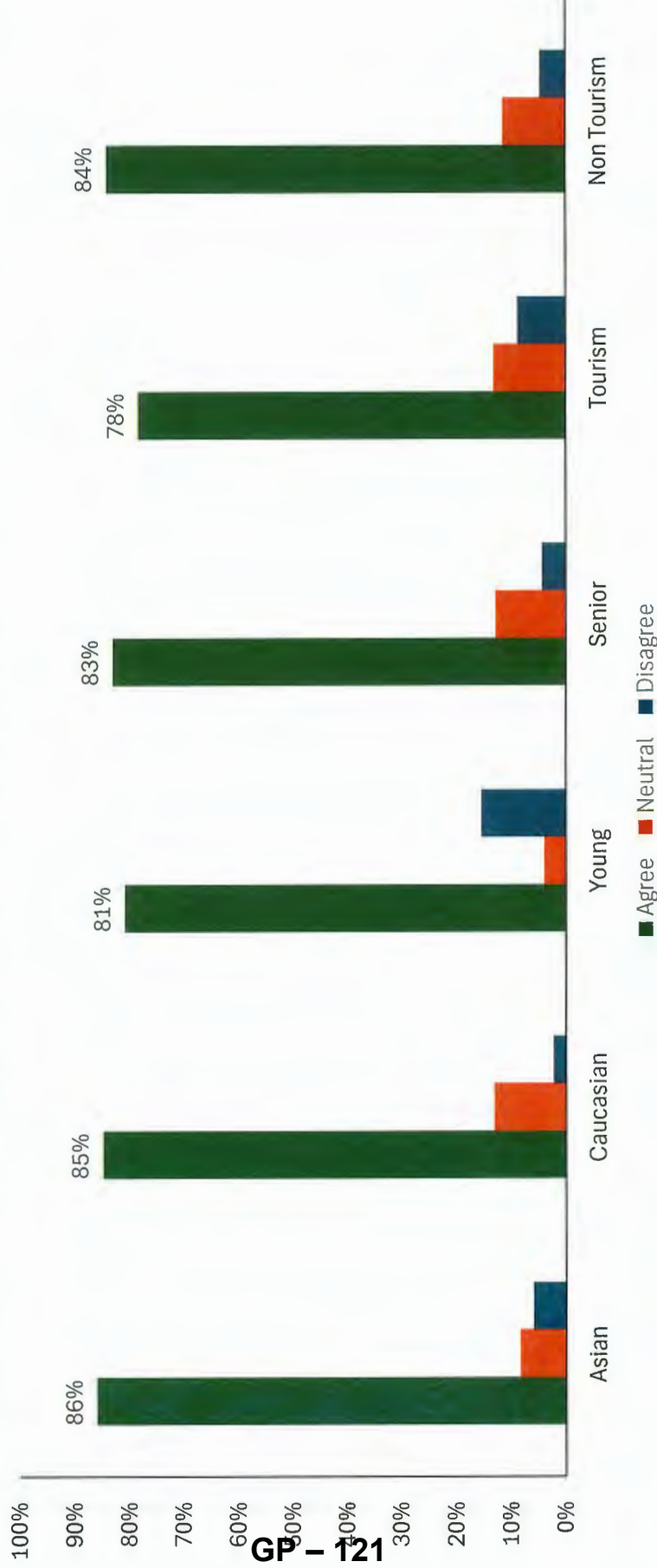


GP - 119

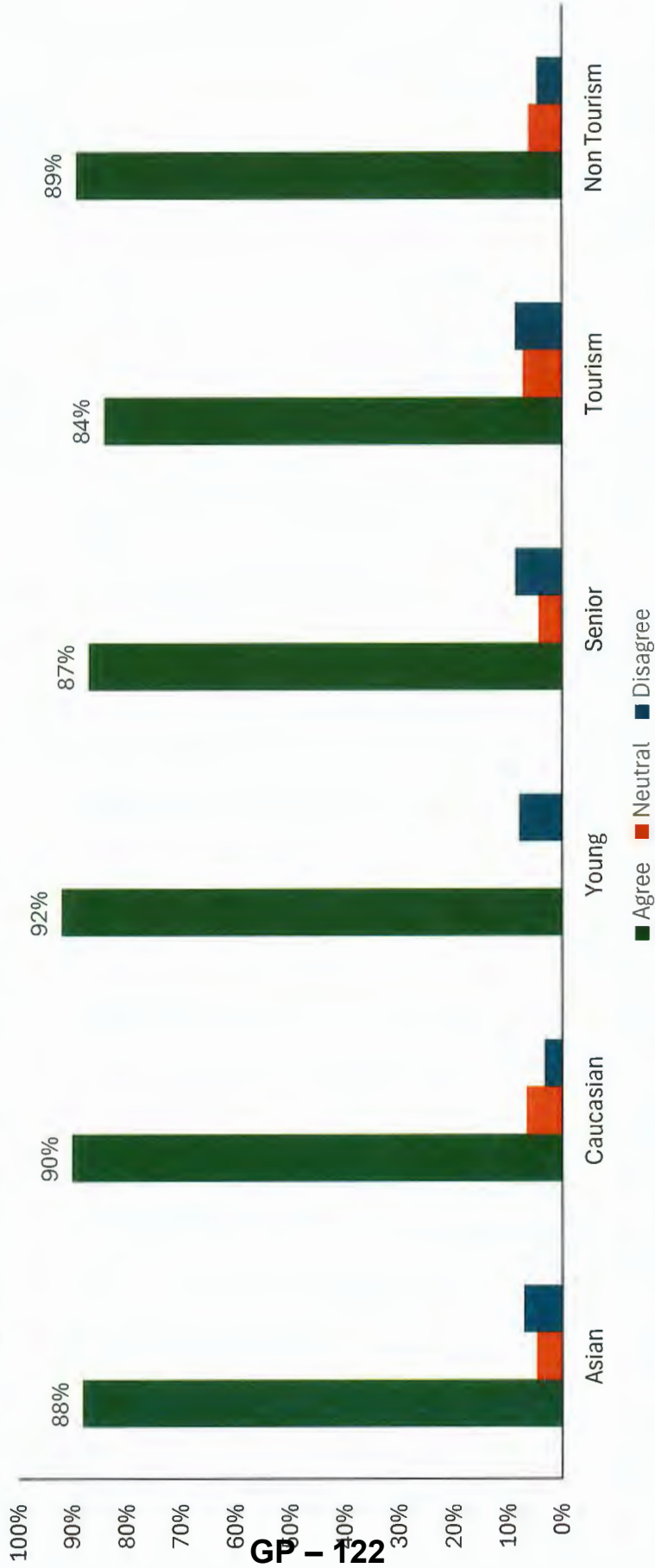
Tourism Will Enhance Richmond as a City... With Vibrant, Resilient and Active Communities



Tourism Will Enhance Richmond as a City... To Meet New People and Learn About Other Places and Cultures

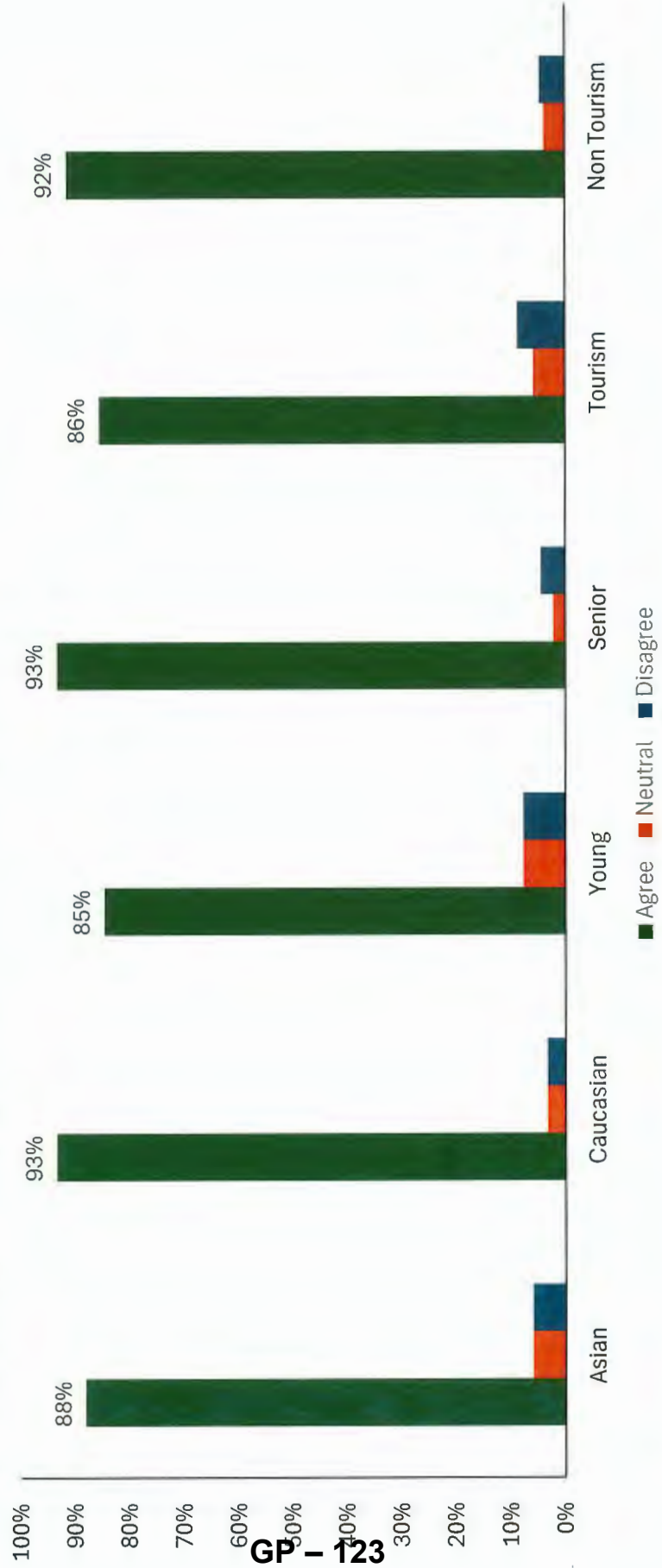


Tourism Will Enhance Richmond as a City... With Long-term, Sustainable Economic Growth

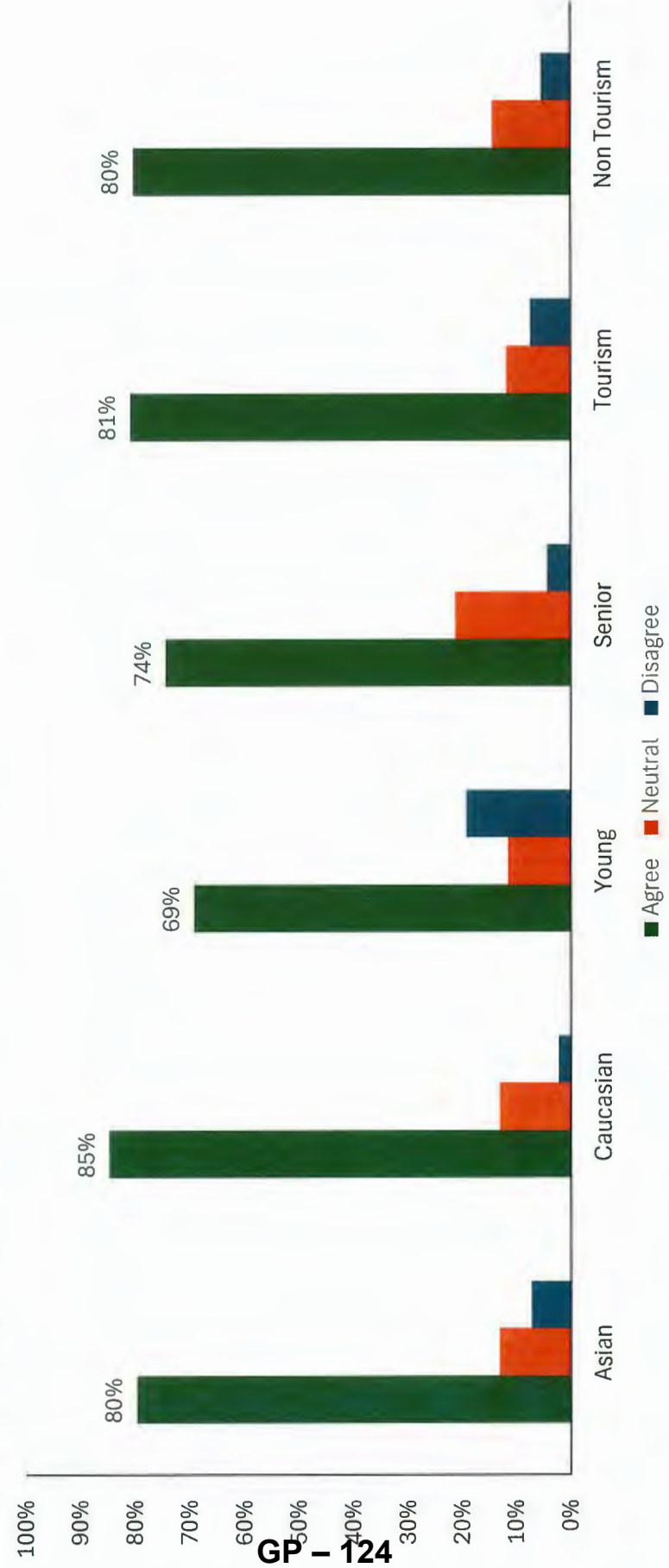


GP - 122

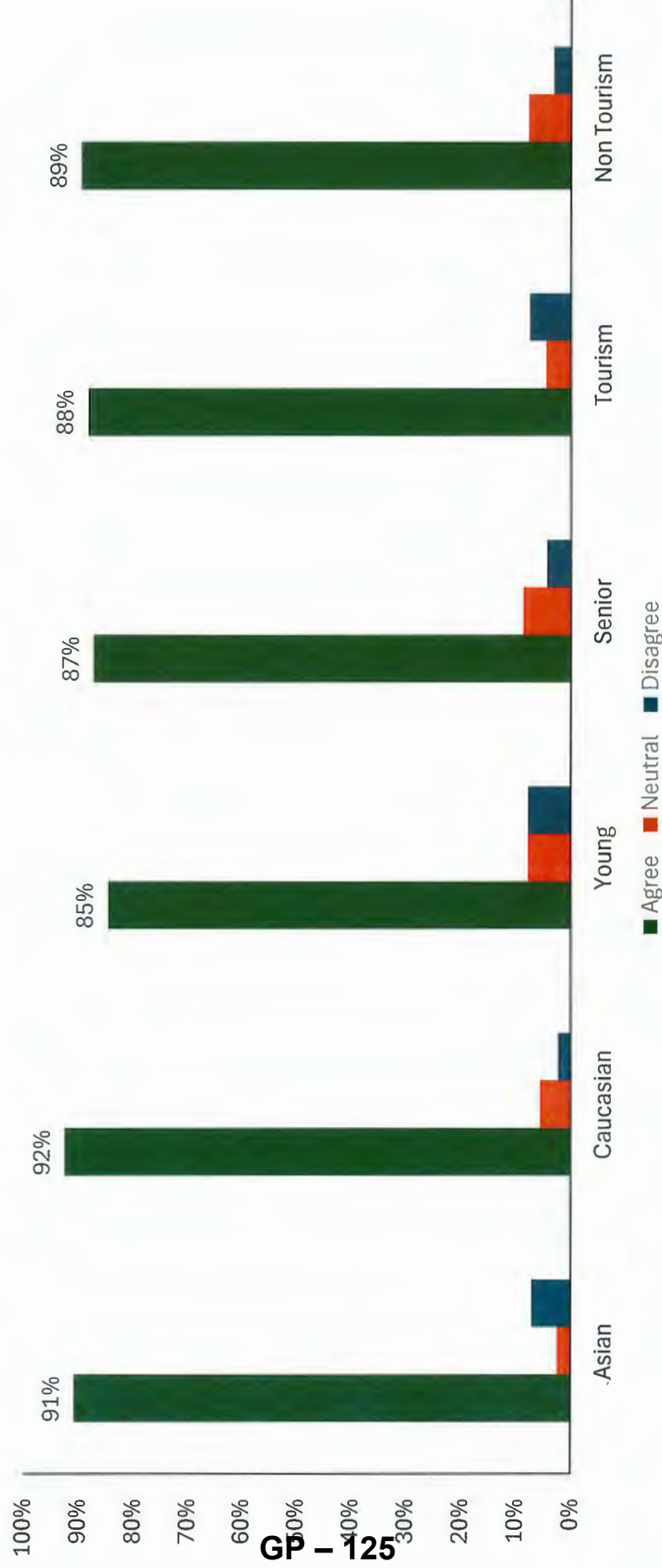
Tourism Will Enhance Richmond as a City... Which Celebrates Local Arts and Culture



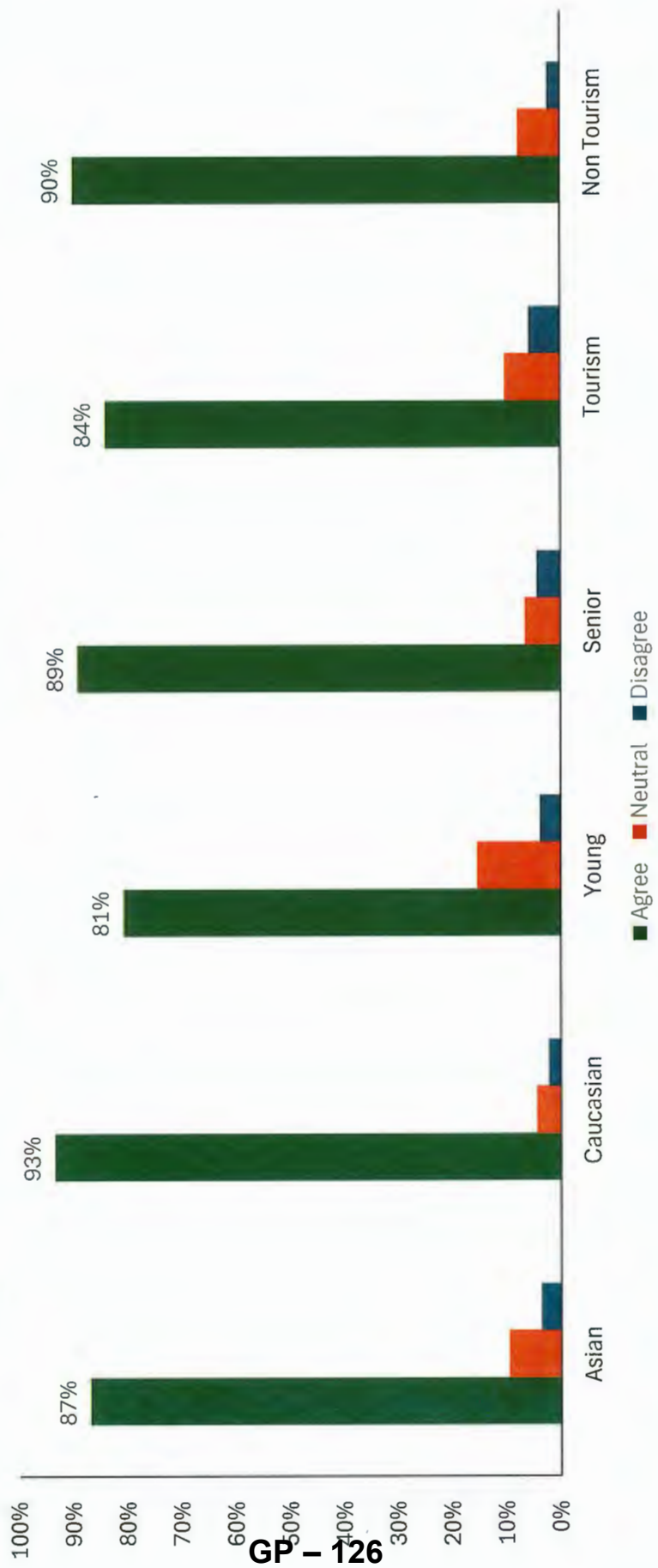
Tourism Will Enhance Richmond as a City... With a High Quality of Life for Residents



Tourism Will Enhance Richmond as a City... To Not Only Visit, but to Live, Work, and Do Business

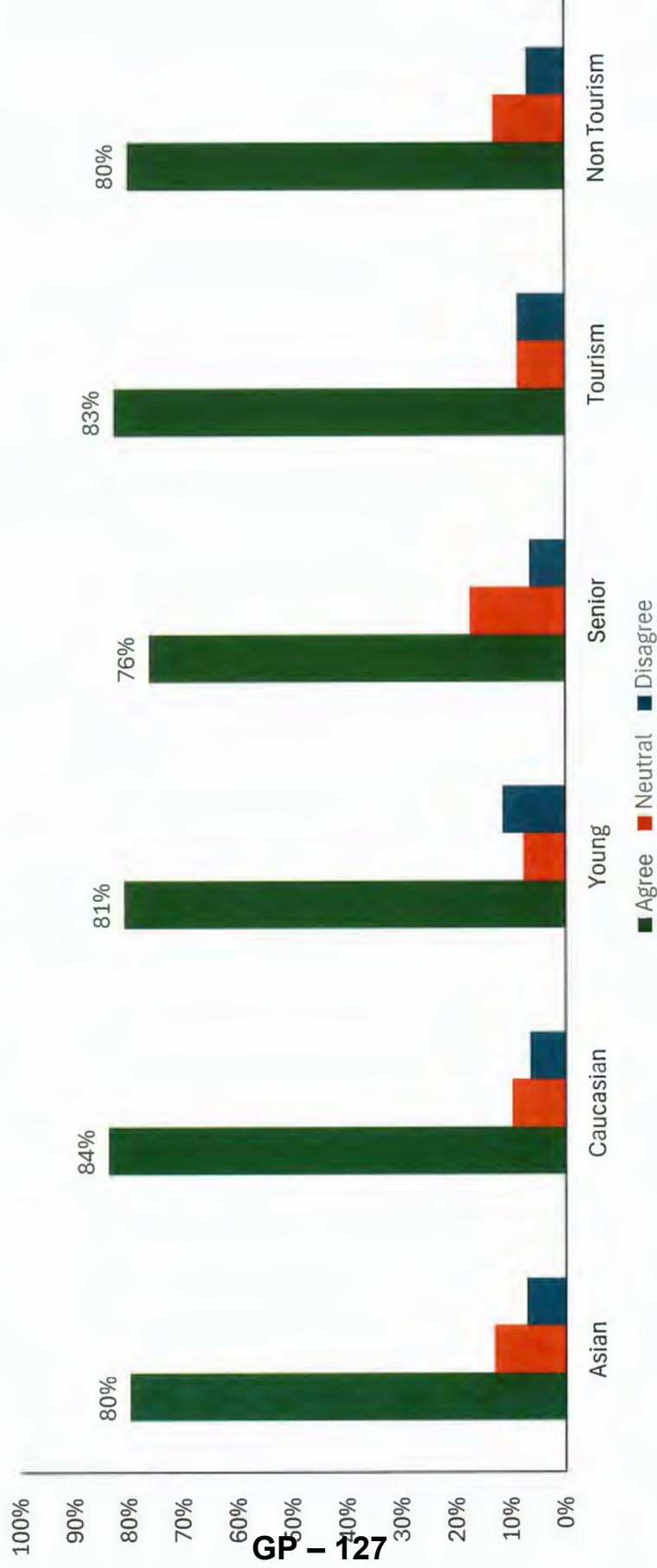


Tourism Will Enhance Richmond as a City... With Strong Pride Amongst Residents and Businesses

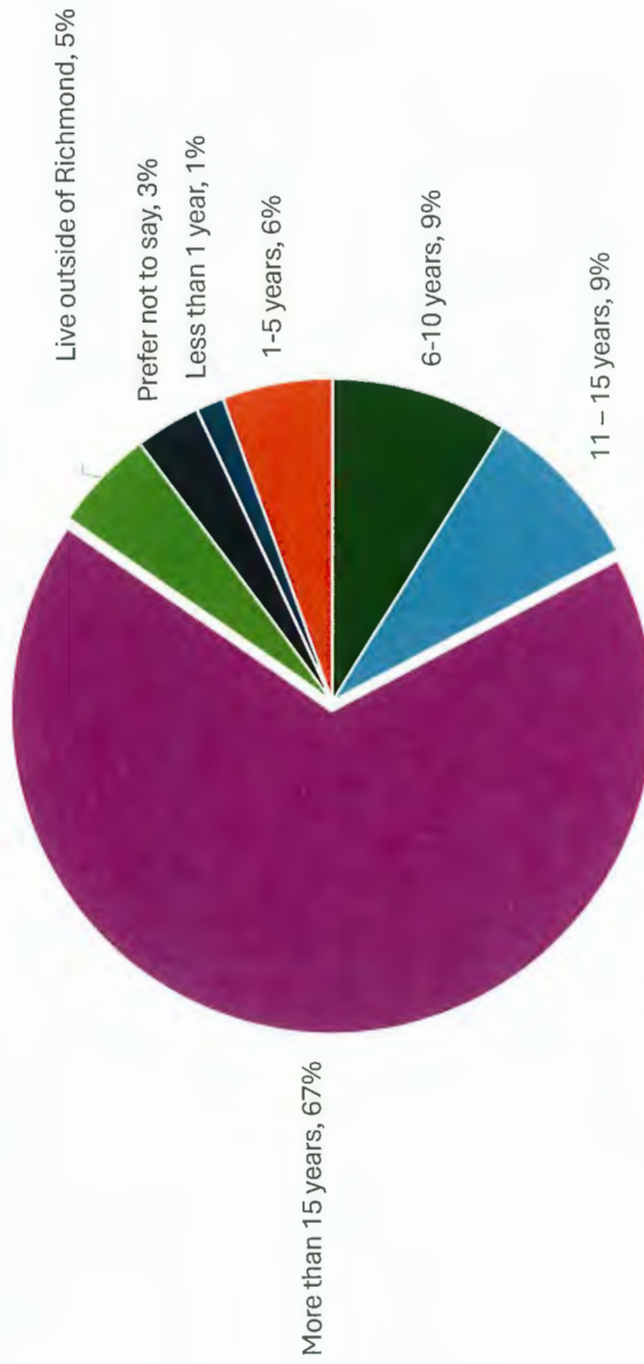


GP - 126

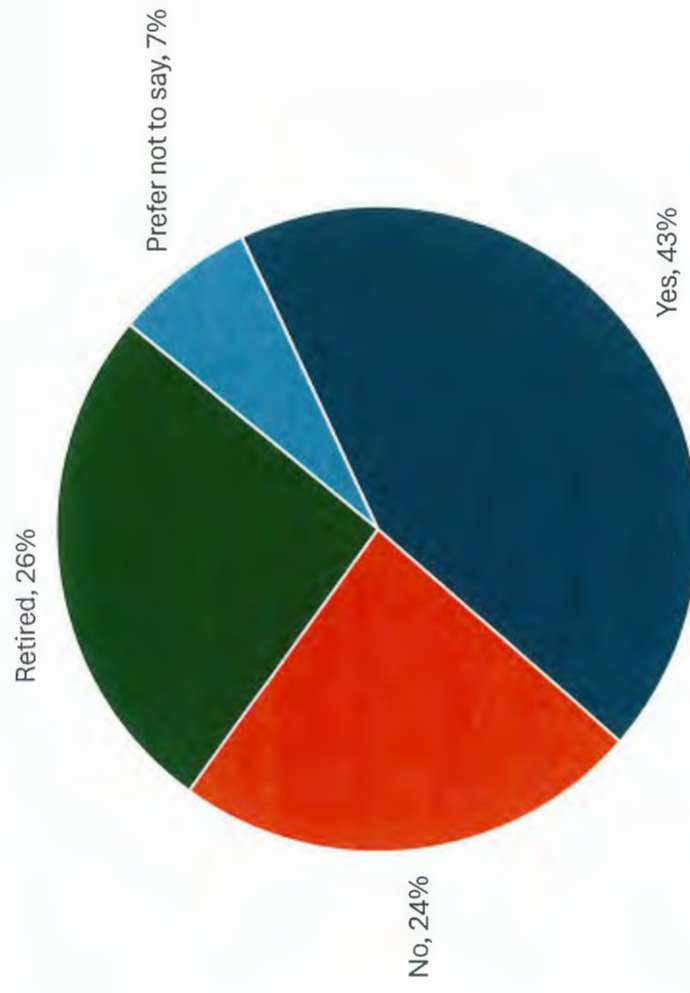
Tourism Will Enhance Richmond as a City... To Participate and Attend Sporting Activities



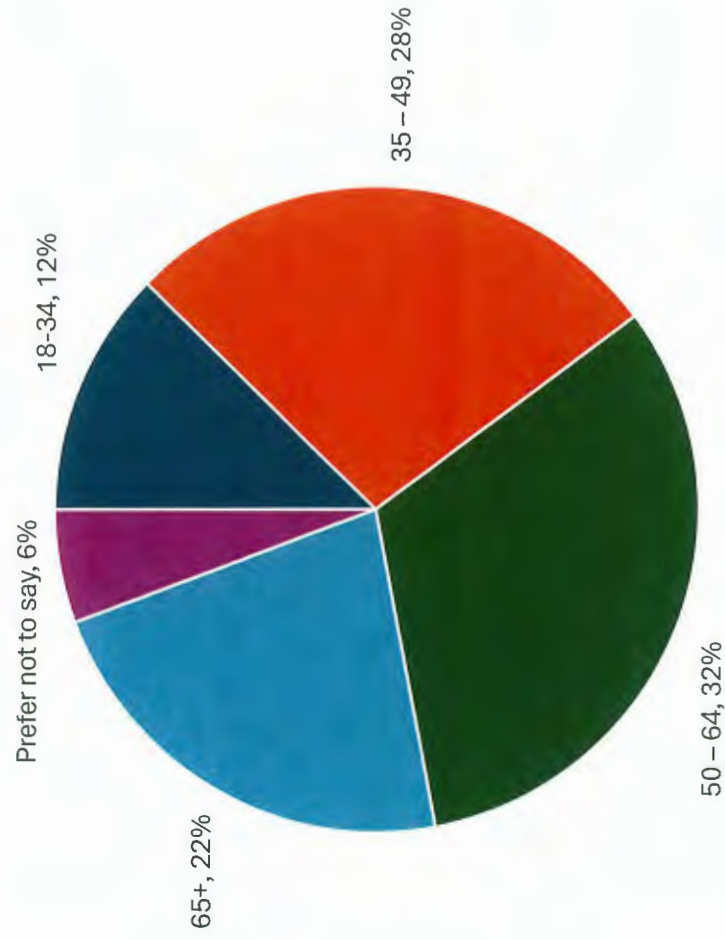
I Have Lived in Richmond For...



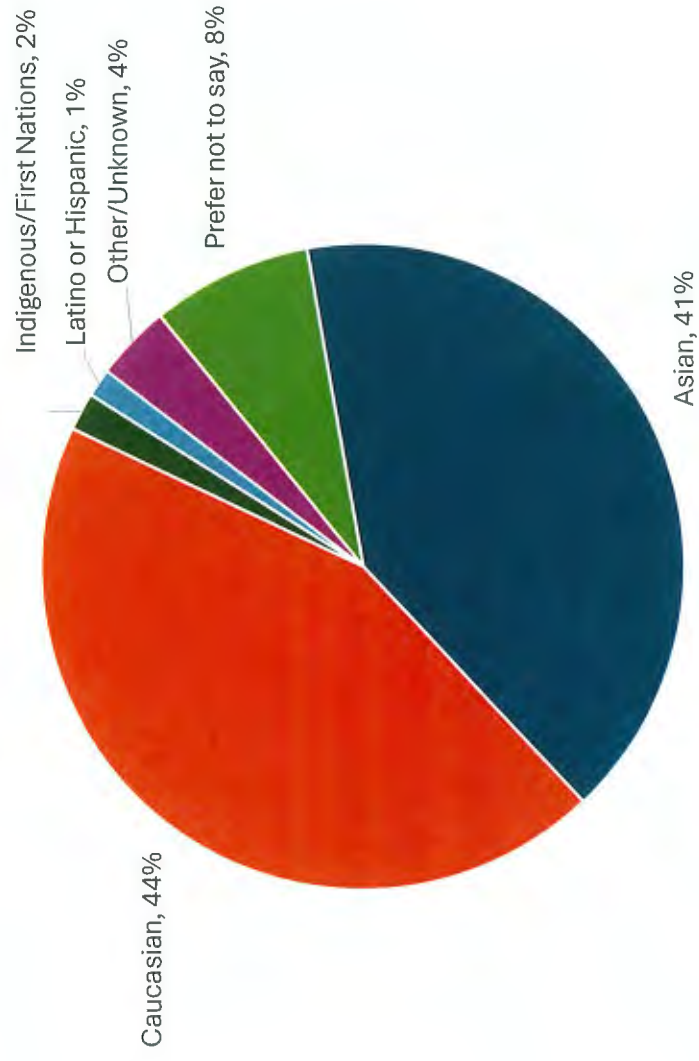
I Currently Work or Study in Richmond



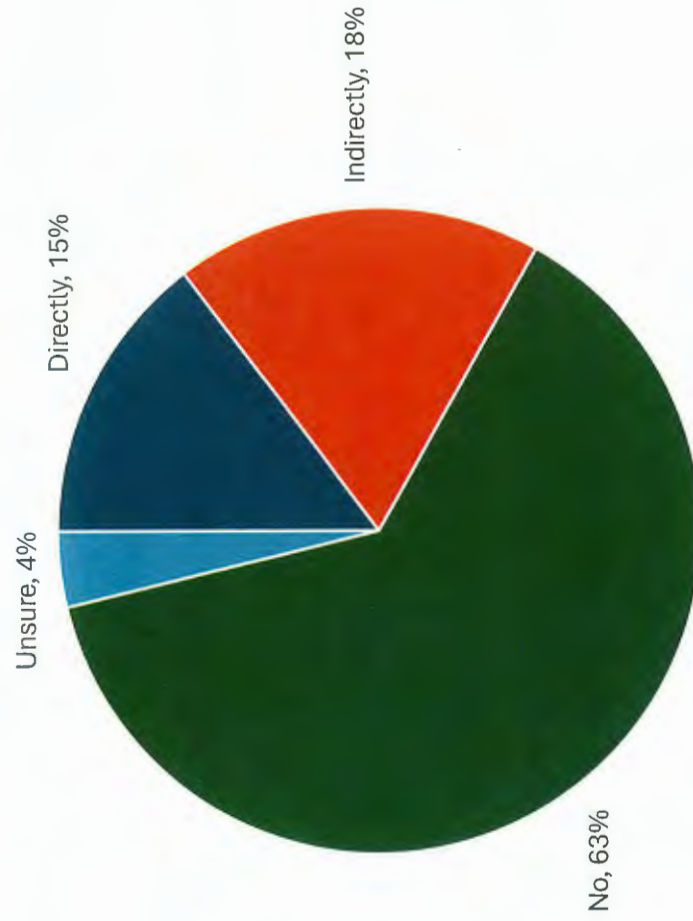
Age Range



Ethnicity



Is Your Occupation Related to the Region's Tourism Economy?





City of Richmond

Report to Committee

To: General Purposes Committee **Date:** June 19, 2025
From: Mark Corrado **File:** 12-8375-00/Vol 01
Director, Community Bylaws and Licencing
Re: **Amendments to Consolidated Fees Bylaw No. 8636 – Schedule Parking (Off-Street) Regulation Bylaw No. 7403**

Staff Recommendation

That Consolidated Fees Bylaw No. 8636, Amendment Bylaw No. 10694, be introduced and given first, second and third reading.

Mark Corrado
Director, Community Bylaws and Licencing
(604-204-8673)

Att. 1

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

Staff Report

Origin

Staff recently conducted a review of the Consolidated Fees Bylaw No. 8636 and identified a discrepancy in how off-street parking meter fees are presented. Specifically, the bylaw currently lists these fees as “including applicable taxes,” which is inconsistent with how other fees in the bylaw are presented which is typically as “plus applicable taxes.” To ensure consistency, transparency, and alignment with other City fees and common municipal practice, staff are recommending a housekeeping amendment to revise the wording accordingly.

This report supports Council’s Strategic Plan 2022-2026 Focus Area #4 Responsible Financial Management and Governance:

Seek improvements and efficiencies in all aspects of City business.

Analysis

Currently, the Consolidated Fees Bylaw No. 8636, Schedule - Parking (Off-Street) Regulation, provides that all rates for pay parking fees include applicable taxes. The proposed amendment deletes the phrase “all rates include applicable taxes”, and specifically references that parking fees will include the base rate, “plus applicable taxes”. This wording change is intended to ensure consistency in how fees are presented throughout the bylaw and align the language with the other parking fees, such as those for parking permit/decal fees.

While administrative in nature, this change will result in an increase to the total amount paid by the public at off-street parking meters, as applicable taxes will now be added on top of the posted rate. Previously, taxes were embedded within the rate, meaning the City was effectively subsidizing a portion of the cost. The City’s current rates for off-street parking are as follows:

City Off-Street Lots	Base Rate incl. tax	Translink Tax (24%)	GST (5%)	Combined Taxes
6131 Bowling Green Road	\$3.50 / hour	\$ 0.65	\$ 0.17	\$ 0.82
6500 Gilbert Road	\$3.50 / hour	\$ 0.65	\$ 0.17	\$ 0.82
7840 Granville Ave	\$3.00 / hour	\$ 0.55	\$ 0.14	\$ 0.69
5540 Hollybridge Way	\$3.00 / hour	\$ 0.55	\$ 0.14	\$ 0.69
3500 McDonald Road	\$25.50/ first day	\$ 6.12	\$ 1.58	\$ 7.70

Under the current structure, a 24% Translink Tax is applied to the pre-GST parking fee, followed by 5% GST on the total amount. Effective August 1, 2025, TransLink’s Parking Rights Tax rate will increase from 24% to 29%, further emphasizing the need for a transparent fee structure that clearly separates base rates from applicable taxes. Under the South Coast British Columbia Transportation Authority Act, TransLink is responsible for the administration of parking tax collected from off-street lots within Metro Vancouver. Parking taxes collected are used to fund road and transit operations within the region.

If approved, the City's parking rate after August 1, 2025 would be as follows:

City Off-Street Lots	Base Rate	Translink Tax (29%)	GST (5%)	Amended Parking Rate
6131 Bowling Green Road	\$3.50 / hour	\$ 1.02	\$ 0.23	\$ 4.75
6500 Gilbert Road	\$3.50 / hour	\$ 1.02	\$ 0.23	\$ 4.75
7840 Granville Ave	\$3.00 / hour	\$ 0.87	\$ 0.19	\$ 4.06
5540 Hollybridge Way	\$3.00 / hour	\$ 0.87	\$ 0.19	\$ 4.06
3500 McDonald Road	\$25.50/first day	\$ 7.39	\$ 1.65	\$ 9.04

By clarifying that taxes are additional, this amendment ensures transparency and full cost recovery. It also aligns with common practices in other municipalities, where parking rates are typically displayed exclusive of taxes.

Financial Impact

The amendment will result in increased revenue of approximately \$50,000 annually by ensuring that applicable taxes are charged in addition to the posted parking rates, rather than being absorbed by the City. This change aligns with best practices, improves revenue transparency, and does not alter the City's parking rate structure.

Conclusion

The proposed amendment to the Consolidated Fees Bylaw No. 8636 clarifies the presentation of parking meter rates and brings the wording in line with other sections of the bylaw. Although this is a minor administrative change, it will increase the amount paid by the public as taxes will be charged in addition to the posted rate. This practice is consistent with how other cities present and charge for parking fees, and it ensures greater transparency and alignment with the City's cost recovery principles.



Mark Corrado
Director, Community Bylaws and Licencing
(604-204-8673)

Att. 1: *Schedule - Parking (Off-Street) Regulation Bylaw No. 7403*

PARKING (OFF-STREET) REGULATION Bylaw No. 7403

Section 5.1.3, 6.1.2

Description	Fee
<i>Pay Parking Fees:</i> All Off-Street City Property Locations, other than those set out below 6131 Bowling Green Road 6500 Gilbert Road 7840 Granville Avenue 5540 Hollybridge Way 3500 McDonald Road	All rates include applicable taxes. \$3.50 per hour – 7:00 am to 9:00 pm \$3.50 per hour – 7:00 am to 9:00 pm \$3.50 per hour – 7:00 am to 9:00 pm Gateway Theater Productions - \$6.50 for maximum stay \$3.00 per hour – 7:00 am to 4:00 pm \$3.00 per hour – 7:00 am to 9:00 pm \$9.75 per day \$25.50 first day (vehicle towing watercraft trailer only) Plus \$12.50 per additional day (to a maximum of 5 days)
<i>Parking Permit / Decal Fees:</i> All Off-Street City Property Locations, other than those set out below. Gateway Theater Staff Parking (6500 Gilbert Road) Richmond Lawn Bowling Club Members Parking (6131 Bowling Green Road) Richmond Seniors' Centre Members Parking (Minoru Park) Richmond Tennis Club Members Parking (Minoru Park) Richmond Winter Club Members Parking (5540 Hollybridge Way) McDonald Beach – Watercraft Trailer Parking (3500 McDonald Road)	\$55.25 per calendar month plus applicable taxes, subject to discounts of: - 10% for groups of 11 or more permit decals \$6.25 per calendar year, plus applicable taxes \$6.25 per calendar year, plus applicable taxes \$9.25 per calendar year, plus applicable taxes \$6.25 per calendar year, plus applicable taxes \$6.25 per calendar year, plus applicable taxes \$110.00 Richmond Residents, per calendar year, plus applicable taxes \$165.00 Non-Richmond Residents, per calendar year, plus applicable taxes



**Consolidated Fees Bylaw No. 8636,
Amendment Bylaw No. 10694**

The Council of the City of Richmond enacts as follows:

1. Consolidated Fees Bylaw No. 8636, as amended, is further amended at SCHEDULE – PARKING (OFF-STREET) REGULATION by deleting the table labeled “Parking (Off-Street) Regulation Bylaw No. 7403 Section 5.1.3, 6.1.2” and replacing it with the table attached as Schedule A to this bylaw:
2. This Bylaw is cited as “**Consolidated Fees Bylaw No. 8636, Amendment Bylaw No. 10694**”.

FIRST READING


SECOND READING

THIRD READING

ADOPTED

MAYOR

CORPORATE OFFICER

CITY OF RICHMOND
APPROVED for content by originating Division 
APPROVED for legality by Solicitor 

Schedule A to Bylaw No. 10694

PARKING (OFF-STREET) REGULATION Bylaw No. 7403

Section 5.1.3, 6.1.2

Description	Fee
<i>Pay Parking Fees:</i>	
All Off-Street City Property Locations, other than those set out below	\$3.50 per hour, plus applicable taxes – 7:00 am to 9:00 pm
6131 Bowling Green Road	\$3.50 per hour, plus applicable taxes – 7:00 am to 9:00 pm
6500 Gilbert Road	\$3.50 per hour, plus applicable taxes – 7:00 am to 9:00 pm Gateway Theater Productions - \$6.50 plus applicable taxes for maximum stay
7840 Granville Avenue	\$3.00 per hour, plus applicable taxes – 7:00 am to 4:00 pm
5540 Hollybridge Way	\$3.00 per hour, plus applicable taxes – 7:00 am to 9:00 pm \$9.75 per day, plus applicable taxes
3500 McDonald Road	\$25.50 first day (vehicle towing watercraft trailer only), plus applicable taxes Plus \$12.50 per additional day (to a maximum of 5 days), plus applicable taxes
<i>Parking Permit / Decal Fees:</i>	
All Off-Street City Property Locations, other than those set out below.	\$55.25 per calendar month plus applicable taxes, subject to discounts of: - 10% for groups of 11 or more permit decals
Gateway Theater Staff Parking (6500 Gilbert Road)	\$6.25 per calendar year, plus applicable taxes
Richmond Lawn Bowling Club Members Parking (6131 Bowling Green Road)	\$6.25 per calendar year, plus applicable taxes
Richmond Seniors' Centre Members Parking (Minoru Park)	\$9.25 per calendar year, plus applicable taxes
Richmond Tennis Club Members Parking (Minoru Park)	\$6.25 per calendar year, plus applicable taxes
Richmond Winter Club Members Parking (5540 Hollybridge Way)	\$6.25 per calendar year, plus applicable taxes

McDonald Beach – Watercraft Trailer Parking (3500 McDonald Road)	\$110.00 Richmond Residents, per calendar year, plus applicable taxes \$165.00 Non-Richmond Residents, per calendar year, plus applicable taxes
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City of Richmond

Report to Committee

To: General Purposes Committee
From: Todd Gross
Director, Parks Services
Date: June 30, 2025
File: 06-2345-20-MINO1/Vol
01
Re: **Minoru Park Vision Plan Update: Renewed Scope of Work, Process and Next Steps**

Staff Recommendation

That a renewed Minoru Park Vision Plan process and scope of work, as outlined in the staff report "Minoru Park Vision Plan Update: Renewed Scope of Work, Process and Next Steps", dated June 30, 2025, from the Director, Parks Services, be approved.

Todd Gross
Director, Parks Services
(604-247-4942)

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Transportation	<input checked="" type="checkbox"/>	
Arts, Culture and Heritage Services	<input checked="" type="checkbox"/>	
Recreation and Sport Services	<input checked="" type="checkbox"/>	
Facilities and Project Development	<input checked="" type="checkbox"/>	
Finance	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

At the February 4, 2019, General Purposes Committee meeting, the report titled “*Minoru Park Vision Plan Update*”, dated January 14, 2019, from the Director, Parks Services, was presented for consideration. After Committee’s discussion on a range of topics related to the updated Minoru Park Vision Plan, the following referral was passed:

That the Minoru Park Vision Plan, as detailed in the staff report titled “Minoru Park Vision Plan Update,” dated January 14, 2019, from the Director, Parks Services, be referred back to staff.

The purpose of this report is to respond to the referral by:

- Providing an update on the topics discussed at the 2019 General Purposes Committee meeting;
- Provide an update on the Minoru Park Vision Plan process to date;
- Summarize major changes in Minoru Park since 2019;
- Summarize growth in the neighbourhood areas surrounding Minoru Park since 2019; and
- Propose a renewed Minoru Park Vision Plan scope of work, process, and next steps for Council consideration.

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.

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

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

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.

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

This report supports Council’s Strategic Plan 2022–2026 Focus Area #5 A Leader in Environmental Sustainability:

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

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

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

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

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

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

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

Background

Minoru Park is the premier signature park within the City Centre Area. Since it was first established in the 1950s, it has expanded and evolved over several decades to become the dynamic sport, recreational, cultural, and social hub that it is today, serving the local surrounding neighbourhood, broader Richmond community and visitors alike. Some notable milestones include the introduction of Minoru Chapel and Pierrefonds Garden in the 1960s, the development of the original Minoru Lakes in the 1970s and renewal in 2023, the addition of the Richmond Cultural Centre in the 1990s, the completion of Minoru 2 and 3 Latrace fields in 2015, and the opening of the Minoru Centre for Active Living in 2020. Collectively, these elements, along with Minoru Park's other diverse sports, recreational, cultural, and natural amenities, shape the park's rich character and enduring popularity.

Overview of the Minoru Park Vision Plan Process to Date (2017–2019)

The Minoru Park Vision Plan process was initiated in 2017 in response to major changes that were taking place in and around Minoru Park at the time. These changes included the start of construction on the Minoru Centre for Active Living in 2014, completion of the Minoru 2 and 3 Latrace fields in 2015, and continued growth in the surrounding neighbourhood areas.

The primary objective of the Minoru Park Vision Plan process was to establish a cohesive, long-term vision for the ongoing development of Minoru Park. The plan aimed to integrate and connect new and upgraded facilities and amenities, address aging infrastructure, and ensure that Minoru Park was aligned with evolving community needs into the future.

Phase One of the process was centered on site analysis, background research, and engagement activities to inform the development of a Minoru Park Vision Statement and a set of guiding principles, which were adopted by Council in May 2017. Phase Two involved preparation of conceptual vision plan options that were presented to interested parties and the public for input. The resulting Minoru Park Vision Plan was presented to Council in March 2018 and was referred back to staff. A Minoru Park Vision Plan Update was presented to Council in February 2019 and was also referred back to staff. See Table 1 for a summary of the Minoru Park Vision Plan process to date.

Table 1. Summary of the Minoru Park Vision Plan Process to Date (2017–2019)

Phase One	
February – March 2017	An engagement process for the public and interested parties was undertaken to better understand community values and concerns regarding Minoru Park’s existing conditions. Input received was incorporated into a Minoru Park Vision Statement and set of guiding principles.
May 8, 2017	<p>The Minoru Park Vision Statement and Guiding Principles, as outlined in the staff report titled, “Minoru Park Vision and Guiding Principles”, dated April 4, 2017, from the Senior Manager, Parks, were presented to Council and adopted. The vision and guiding principles continue to function as touchstones when decisions need to be made about renewal and redevelopment in and around Minoru Park.</p> <p>See Attachment 1 for the Minoru Park Vision and Guiding Principles.</p>
Phase Two	
May – July 2017	Minoru Park Vision Plan concept options were developed based on the Phase One community engagement results, site analysis, vision statement and guiding principles. The Minoru Park Vision Plan options were presented to interested parties and the public for feedback. Community input received was used to inform the development of a Minoru Park Vision Plan.
March 5, 2018	A preferred Minoru Park Vision Plan, as outlined in the staff report titled, “Minoru Park Vision Plan”, dated February 14, 2018, from the General Manager, Community Services, was presented for Council consideration. The Minoru Park Vision Plan was referred back to staff.
February 4, 2019	<p>An update on the Minoru Park Vision Plan, as outlined in the staff report titled, “Minoru Park Vision Plan Update”, from the Director, Parks Services, was presented to Council for consideration. The Minoru Park Vision Plan Update was referred back to staff.</p> <p>See Attachment 2 for the 2019 Minoru Park Vision Plan.</p>

In parallel with the Minoru Park Vision Plan process, significant capital projects and upgrades continued at Minoru Park to address aging infrastructure and evolving facility needs. Key projects completed are:

- Minoru Centre for Active Living;
- Clement track resurfacing;
- Minoru Oval artificial turf replacement;
- Minoru Lakes Renewal (Minoru Park – Lakes District);

- Renovation and conversion of the Minoru Place Activity Centre into the Richmond Cultural Centre Annex;
- Start of construction on the Bowling Green Community Activity Centre; and
- Start of construction on Minoru Lakes Phase 2.

See Attachment 3 – Summary of Major Projects Completed at Minoru Park (2015–2025) and the Referral Responses section of this report for an overview and summary of changes and major projects at Minoru Park over the past 10 years.

Analysis

Referral Responses

At the February 4, 2019, Council meeting, the Minoru Park Vision Plan Update staff report was presented for Council consideration and referred back to staff with consideration of the General Purposes Committee’s comments.

Committee’s comments on the Minoru Park Vision Plan Update were centered around several topics, including:

- Health and environmental concerns related to Minoru Lakes;
- Shared use of pathways by cyclists and pedestrians;
- The potential relocation of the cricket pitch to another park site;
- Parking use and management; and
- The civic buildings in and around the Minoru Precinct.

Below is an update on each of the topics discussed at the 2019 General Purposes Committee meeting in relation to the staff report titled, “Minoru Park Vision Plan Update”, from the Director, Parks Services.

Health and Environmental Concerns Related to Minoru Lakes

To address health and environmental concerns related to Minoru Lakes, Phase 1 of the Minoru Lakes Renewal (Minoru Park – Lakes District) was implemented between April 2022 and June 2023. This phase focused on improving water quality, eliminating the use of potable water, increasing biodiversity, and expanding and enhancing park amenities to create a more welcoming, comfortable, and accessible experience for visitors. Phase 1 has been well-received by the community and has contributed to the overall improved ecological health of Minoru Lakes.

Building on the success of Phase 1, implementation of the next phase of Minoru Lakes Renewal (Minoru Lakes Green Infrastructure) is scheduled to start in the fall of 2025. This phase will include widening and enhancement of the drainage ditch located south of Minoru Lakes (the canal), new bridge crossings, wider, more accessible pathways, park furnishings, accent lighting and introduction of a new detention pond that will capture stormwater from the catchment area east of Minoru Park and divert it to the lakes. The stormwater detention pond will provide an additional environmentally sustainable source of water. Completion of this phase is targeted for spring 2026.

Shared Use of Pathways by Cyclists and Pedestrians

The City Centre Area Plan's Cycling Network Map (2031) envisions cycling connections around and through Minoru Park. The demand for walking, cycling and rolling in the vicinity of the park is anticipated to increase with population growth and development in the area. Through the renewed Minoru Park Vision Plan process, staff will review options to achieve the cycling connectivity envisioned in the City Centre Area Plan while improving safety and comfort for all users. The process will provide an opportunity to further explore and seek public feedback on enhancements to pathways and signage within the Park.

Potential Relocation of the Cricket Pitch to Another Park Site

Since the latest Minoru Park Vision Plan update was developed in 2019, cricket in Richmond has grown significantly. There are now two cricket clubs, when previously there was one, and there is strong demand for a youth league, which does not yet exist. Richmond's sole cricket pitch at Minoru Park, however, does not adequately support this increasing demand. In collaboration with the Richmond Cricket Club, potential sites have been explored and concept plans developed for a potential additional cricket pitch to accommodate the growing need. Proposed locations include South Arm Community Park and Thomas Kidd Neighbourhood Park.

To better understand current sport needs and future trends in Richmond, a Sport Courts and Fields Strategy, which was endorsed by Council as part of the 2025 capital program, will be developed. This strategy will provide a proactive and holistic framework for planning upgrades, changes and expansion of City-wide active sport courts and fields. The Richmond Sports Council, along with other Richmond-based sports organizations, will be consulted throughout the process. Any future changes or enhancements to the existing cricket pitch at Minoru Park, as well as potential expansion of cricket amenities elsewhere in Richmond, will be considered within this strategy and presented to Council for consideration. If approved by Council, the renewed Minoru Park Vision Plan process will be coordinated with the Sport Courts and Fields Strategy outcomes.

Parking Use and Management

At the March 19, 2025, Public Works and Transportation Committee meeting, staff received the following referral:

That staff analyse the current parking at Minoru Centre for Active Living and Minoru Arena areas and report back with options to facilitate parking needs.

A parking assessment, in response to the above referral, is currently underway. If approved by Council, the renewed Minoru Park Vision Plan will be coordinated with the findings and recommendations of this parking assessment.

The Civic Buildings in and around the Minoru Precinct

Since the Minoru Park Vision Plan process was initiated in 2017, there have been several updates to the civic buildings located in and around the Minoru Precinct. These new and updated building facilities were undertaken to address increased demand, aging infrastructure and shifting community needs. These updates include:

- Renovation of Minoru Chapel;
- Completion of the Minoru Centre for Active Living;
- Completion of the Fire Hall No. 1 replacement;
- Completion of the Richmond City Centre Community Policing Office;
- Demolition of the former Minoru Aquatics Centre building and conversion of the site into a treed green park space, offering a partial offset to the Minoru Centre for Active Living building footprint;
- Renovation and conversion of the Minoru Place Activity Centre into the Richmond Cultural Centre Annex; and
- Start on construction of the Bowling Green Community Activity Centre, which is currently under construction.

The remaining civic facilities in and around the Minoru Precinct, such as the Minoru Arenas and the Richmond Cultural Centre are well used and in good condition. Any potential future major capital projects for buildings in and around the Minoru Precinct will come forward for Council consideration on a case-by-case basis.

For a summary of changes and upgrades at Minoru Park over the past 10 years, please see Attachment 3 – Summary of Major Projects Completed at Minoru Park (2015–2025).

Growth around Minoru Park

While significant updates were taking place in Minoru Park, the surrounding neighbourhood areas have also been experiencing significant growth and change. Over the past few years, development in the area has contributed to the addition of thousands of new residential units within walking distance of Minoru Park. In addition, the upcoming major redevelopment of Richmond Hospital is expected to result in increased use of, and impacts on, Minoru Park.

Between 2022 and 2025, nearly 2,700 new residential units have been added within a five to 15-minute walk of Minoru Park. Major projects contributing to this growth include the Richmond Centre redevelopment Phase One, and Park Residences, which is currently under construction. Together, these developments will deliver approximately 1,400 new residential units within a five-minute walk of the park. The remaining 1,300 units have been added across several recently completed nearby developments. For a summary of the growth in the neighbourhood areas around Minoru Park, see Attachment 4 – Summary of Development Growth around Minoru Park (2022–2025).

The Richmond Hospital Redevelopment is expected to lead to increased numbers of patients, visitors, and staff. In addition, the scale and layout of the new facilities and site will alter the interface between the hospital precinct and Minoru Park. Both the anticipated increase in use and the changes to the built form are expected to significantly impact the park.

If approved, the renewed Minoru Park Vision Plan process will give the changing nearby residents, businesses and institutions (e.g., Richmond Hospital, Richmond RCMP, School District No. 38) an opportunity to provide input and shape the park's near-term development. It will also allow park service level standards to be reviewed in alignment with population growth and increased park use.

As part of the renewed park planning process, the impacts of the Richmond Hospital Redevelopment will also be further considered and coordinated.

Proposed Renewed Minoru Park Vision Plan Scope of Work

The renewed Minoru Park Vision Plan will provide an overall vision and plan for renewal of Minoru Park over the next 15 years. The scope of work will focus on interstitial park areas and pathway connections that are aging, underutilized or no longer meet growing and shifting community needs. The overarching goal will be to renew these park areas and pathway connections in order to:

- Animate and activate aging and underused park areas and infrastructure;
- Ensure that Minoru Park meets the growing and shifting park service level needs of the surrounding community into the future, including assurance of no further net loss of green park space;
- Knit together existing park areas and facilities through improved pathway connections with enhanced accessibility; and
- Ensure that Minoru Park is a welcoming and inclusive space for everyone to enjoy.

Focus areas of the renewed Minoru Park Vision Plan scope of work include:

- The existing playground;
- The plaza in front of the Richmond Cultural Centre;
- The former Minoru Aquatics Centre site, which is now green park space; and
- Key aging trails.

Pathway connections between existing park amenities and facilities, as well as connections to key destinations surrounding Minoru Park will also be considered.

For a map and site photos of the scope of work for the renewed Minoru Park Vision Plan, see Attachment 5 – Renewed Minoru Park Vision Plan Preliminary Scope of Work.

Proposed Renewed Minoru Park Vision Plan Process

The renewed Minoru Park Vision Plan process will offer opportunities for the surrounding community, the broader Richmond community as well as site and sport users to contribute input and help shape the future development of Minoru Park. Engagement with interested parties and the community will be an integral part of the process and will take place throughout. A comprehensive communications plan will be developed to ensure that a broad range of the public and interested parties are provided with opportunities to provide input and feedback.

The primary deliverable of the renewed Minoru Park Vision Plan process will be an updated Minoru Park Vision Plan that, if approved by Council, will guide the near-term development of Minoru Park. The renewed Minoru Park Vision Plan will focus on park areas and pathway connections that are underutilized or in need of renewal, to address aging infrastructure, better serve the growing surrounding community, and knit together park areas and facilities.

The proposed Minoru Park Vision Plan process will take place across two phases. Phase One will focus on gathering community and site user input on existing site conditions, the preliminary proposed scope of work, and potential programming options. Phase Two will focus on gathering

feedback on Minoru Park Vision Plan concept plan options. The resulting renewed Minoru Park Vision Plan will be presented to Council for consideration. See Table 2 for a renewed Minoru Park Vision Plan process and timeline.

Table 2. Renewed Minoru Park Vision Plan Process and Timeline

Preliminary Timeline	Activity or Milestone
Phase One	
Q4 2025	The renewed Minoru Park Vision Plan process will start with engagement of the community and interested parties that will include an overview of the process to date, adopted Minoru Park Vision Statement and Guiding Principles. During this initial round of public engagement, feedback will be invited on Minoru Park's existing site conditions, the renewed Minoru Park Vision Plan preliminary scope of work, and potential programming options for the near-future renewal of Minoru Park.
Q1 2026	The Phase One community engagement results will be consolidated and summarized.
Q1 2026	A report to Council on the Minoru Park Vision Plan Phase One engagement results, resulting refined scope of work, and next steps will be developed and presented to Council for consideration.
Phase Two	
Q2 2026	Draft Minoru Park Vision Plan concept options will be developed based on the feedback received during Phase One.
Q2 2026	A community engagement process on the conceptual Minoru Park Vision Plan options and programming priorities will be undertaken. The engagement will include a summary of the Phase One process and results. During this phase of community engagement, feedback will be invited on the conceptual Vision Plan options associated programming, and park renewal priorities.
Q3 2026	The Phase Two community engagement results will be consolidated.
Q3 2026	A preferred Minoru Park Vision Plan and park renewal priorities will be developed based on input received during the Phase Two community engagement process.
Q3 2026	A report to Council on the Minoru Park Vision Plan and park renewal priorities will be developed and presented to Council for consideration.
Implementation	
Q4 2026	The identified high priority park renewal projects, e.g., playground replacement and expansion, will be advanced, pending Council budget approval.

Next Steps

Should Council approve the renewed Minoru Park Vision Plan scope of work and process, the next steps will include a first round of public engagement targeted for fall 2025. This initial round of engagement will include workshops with interested parties, drop-in style public open houses, and online engagement. It will focus on gathering input on existing site conditions, the preliminary proposed scope of work, and an extensive range of potential programming options. A comprehensive communications plan will be developed to ensure that a broad range of site users and interested parties are engaged.

Financial Impact

Funding is in place to support a renewed Minoru Park Vision Plan process within the Minoru Park Central Amenity Space Concept Design project.

Conclusion

Minoru Park is the premier signature park in the City Centre Area, serving local residents, the broader Richmond community, and visitors alike. Since the last Minoru Park Vision Plan update was presented to Council in 2019, the park and surrounding neighbourhood areas have experienced significant change and growth. A renewed scope of work and process will ensure that the Minoru Park Vision Plan reflects current site conditions and evolving community needs, while giving nearby residents and park users the opportunity to provide input.



Miriam Plishka
Research Planner 2
(604-204-8917)

- Att. 1: Minoru Park Vision and Guiding Principles
2: 2019 Minoru Park Vision Plan
3: Summary of Major Projects Completed at Minoru Park (2015–2025)
4: Summary of Development Growth around Minoru Park (2022–2025)
5: Renewed Minoru Park Vision Plan Preliminary Scope of Work

Minoru Park Vision and Guiding Principles

Minoru Park Vision

Minoru Park is a dynamic city-wide park located in the civic core of Richmond's city centre area. It reflects the rich diversity of Richmond's community through its wide variety of premier recreational, arts, culture and heritage facilities and programming. Minoru Park will play an increasingly central role in the lives of Richmond residents, and in particular, residents of the Brighthouse Village neighbourhood as high-density residential developments continue to grow and be concentrated in this area.

Minoru Park will be a great place for people, alive with programming. It will be a place that people love to be in; where they can play, meet friends and neighbours and enjoy participating in community life. It will be a place with a diverse mix of activity; where a wide variety of places and destinations are interconnected. It will be distinct because of the exciting diversity of social, recreational, and cultural programming while simultaneously being known as a place to find beauty, peace and tranquility. The transformation of Minoru Park will include renewal of the parks aspects that people love and value; it will be a collaborative process to reimagine the role that the park plays in the city centre, and within the whole parks and open space system.

Minoru Park Guiding Principles

Minoru Park will be: An Urban Gateway to Nature

Guiding Principles

Minoru Park will be a place where:

- People have the opportunity to connect with nature.
- Richmond's ecological heritage and natural processes are made visible and celebrated.
- The site's existing natural features such as the lakes and canals are enhanced and showcased.
- Richmond's Ecological Network Strategy is applied and brought to life.

Design and Programming Priorities

- Include a range of green spaces that support physical, social and spiritual renewal.
- Protect the site's heritage and significant trees.
- Develop a tree renewal plan and ensure that the park continues to have a mature tree canopy.
- Celebrate native plants and environmental best practices.
- Maximize the park's green edges.
- Reconstruct the lakes and canal and seek opportunities for them to provide ecological functions.
- Maximize the park's positive contribution to Richmond's overall ecological health, adaptability and resilience through carbon sequestering, habitat creation and storm water capture.
- Develop resource management strategies for maintenance and operations.

Minoru Park will be: Welcoming and Inclusive
Guiding Principles
Minoru Park will be a place where: <ul style="list-style-type: none">• People can gather, play, pursue active living and feel connected to their community.• People can just be.• Exciting and diverse year-round programming is promoted.• People of all ages and abilities are welcomed and feel comfortable.• A general sense of “please walk on the grass” is invoked and people feel invited to use all areas.• Multi-cultural and multi-generational interaction is facilitated and encouraged.
Design and Programming Priorities
<ul style="list-style-type: none">• Establish more informal, “no-matter-the-weather” gathering and seating areas for socialization.• Employ age-friendly design practices such as rest stops at regular intervals along pathways and benches with backs and armrests.• Create a destination playground that offers a range of play opportunities.• Support programs and opportunities for “pick-up” recreation.• As redevelopment occurs at the park’s edges, seek opportunities to improve interfaces and linkages particularly to Minoru Boulevard and Westminster Highway.• Dedicate space for outdoor programming with appropriate infrastructure.• Make the cricket pitch more multi-functional and allow alternative uses outside of cricket season.• Explore the potential for locating affordable housing in Minoru Park.
Minoru Park will be: Enriched with Arts, Culture and Heritage
Guiding Principles
Minoru Park will be: <ul style="list-style-type: none">• A memorable, unique place in the city where history and culture are celebrated.• A place where lively arts and cultural programming is supported and promoted in the park, engaging and inspiring people.• A place where memories are shared and stories are told.

<p>Minoru Park will be: Enriched with Arts, Culture and Heritage (continued)</p>
<p>Design and Programming Priorities</p> <ul style="list-style-type: none"> • Celebrate the history of the site and features, such as its former use as a racehorse track, and develop an interpretation strategy. • Develop a public art program that celebrates and strengthens the park's identity and character. • Support Richmond Cultural Centre events and programs through creation of highly functional, flexible outdoor spaces (e.g., a covered plaza that can accommodate outdoor classes and performances).
<p>Design and Programming Priorities</p> <ul style="list-style-type: none"> • Link together arts, culture and heritage facilities and explore the potential to create themed walking routes (e.g., Minoru Park Art Walk, Minoru Memories and Heritage Stroll). • Enliven the park with seasonal/annual artistic display garden installations. • Make Minoru Park <u>the</u> storytelling place in the city.
<p>Minoru Park will be: Alive with Sports and Events</p>
<p>Guiding Principles</p> <p>Minoru Park will be a place where:</p> <ul style="list-style-type: none"> • Major sports and community-based events add to the vibrancy of the park and city centre. • People of all abilities are supported and motivated to get outside and move. • Activities and events make people want to participate and linger. • Athletes are inspired to achieve their personal best.
<p>Design and Programming Priorities</p> <ul style="list-style-type: none"> • Retain and protect the existing premier sports facilities as a destination sports complex. • Add appropriately scaled event infrastructure in key locations (e.g., electrical kiosks, water hook-ups and multi-purpose, all-season surfaces). • Retain and improve the track to serve daily, casual use as well as major track and field events.

Minoru Park will be: Integrated and Connected
Guiding Principles
Minoru Park will be a place that: <ul style="list-style-type: none">• Will be a signature park in Richmond's city centre that is distinctive from, yet complementary to, other parks within the system.• Is easy to access by all modes of transportation.• People can navigate safely, comfortably and intuitively.
Design and Programming Priorities
<ul style="list-style-type: none">• Strengthen pedestrian connections to the park from the city centre and adjacent neighbourhoods.• Promote programming that compliments other nearby parks.• Physically link parks within the city centre towards an integrated green and recreation network.• Develop a clear hierarchy of pathways that prioritize pedestrian safety particularly through parking areas around the park perimeter.• Create walking loops with distance markers.• Provide interesting and functional linkages between park facilities and features.• Establish protocols for cyclists including designated bike paths while also prescribing pedestrian-only routes.
Design and Programming Priorities
<ul style="list-style-type: none">• Improve the interface and connections with Richmond Hospital.• Develop a comprehensive wayfinding system that clearly identifies entry points and circulation routes (e.g., arrival features, orientation maps and directional signage).• Employ consistent site furnishings and paving materials that are reflective of the park's context, character, features and high usage.• Improve the profile of the park around its perimeter and improve the visibility of park entry points, especially along Westminster Highway.• Encourage stakeholders and community groups to connect with each other and collaborate in order to activate the park.



8073333 *In the long-term (15-24 years), a proposed parkade (approximately 2+ storey, 250+ stalls) to be included as required. The final location, footprint, height and capacity to be determined at the time of implementation based on current demands

LAKES DISTRICT

- 1a ALDERBRIDGE GATE**
 - attractive urban plaza with inviting lake lookout
 - regrading to provide views to the water, seating, high-quality paving, trees, lighting
- 1b BOWLING GREEN GATE**
 - updated parking area
 - enhanced pedestrian entry with existing trees, strong walkways, signage, and paving
- 2a WATER ENTRY POND & WATERFALL**
 - similar location and elevation to existing pond, but with enhanced seating overlook and stone features
 - walkway feature wrapping in front to provide views to waterfall
- 2b UPPER MINORU LAKE**
 - redeveloped with new lining and circulation system
 - similar size and layout to existing with varied seating areas and opportunities to be close to the water
 - small central island with bridge access and lookout
- 2c LOWER MINORU LAKE**
 - redeveloped with new lining and circulation system
 - slightly smaller than existing with no island to allow space for an open lawn area at the south that catches the afternoon sun
 - feature bridge and art elements at the connection between the upper and lower lakes
 - open channel overflow to the canal
- 2d MINORU LAKES STROLLING GARDENS**
 - interconnected looping pathways with viewpoints and seating areas throughout lakes district
 - green open space for informal play and picnicking
 - improved drainage at wet areas
- 3 MINORU LAKE HOUSE & PLAZA**
 - new lake hub featuring restrooms, cafe/concession, and covered seating overlooking the water
 - existing lawn bowling greens remain with an updated clubhouse building (final design/location TBC)
 - central entry plaza connected to golliner ave
- 4a CHAPEL (PIERREFONDS) GARDENS**
 - existing gardens with enhanced connectivity to the lakes
- 4b GATEWAY ENTRANCE**
 - new connection featuring art elements that guides visitors between the central community hub and the gateway theatre
 - enhanced existing drop-off and limousine lane enhanced with feature paving, lighting, and existing large trees
- 4c GATEWAY PARKING**
 - north parking lot reduced to enhance adjacent park space
 - south parking lot expanded to provide a net gain of parking for the area
- 5a RENEWED CANAL**
 - enhanced canal banks with regrading/realignment to improve slope and new vegetation
 - feature seating areas with stone seat steps overlooking canal
 - more canal crossing points of varied scales, from feature bridges to smaller, unique crossings
 - interpretive components about canal function at inlet/outlet points
- 5b FUTURE EAST GATEWAY**
 - new plaza created during future neighbourhood redevelopment
 - integrated with canal

ACTIVE LIVING DISTRICT

- 6a CENTRAL COMMUNITY HUB**
 - feature plaza with washrooms, varied seating, art features, casual gathering space, and wayfinding
 - close proximity to the adventure playground, picnic zone, athletic fields, and fitness loop
 - potential small concession or coffee shop
- 6b YOUTH ZONE**
 - basketball, skateboard, and table activities, casual seating, and covered spaces integrated within central community hub
- 6c THE FAMILY/GROUP PICNIC ZONE**
 - large lawn areas with amenities for group or individual picnics
 - multiple covered picnic spaces and unique seating areas that are adaptable to large gatherings and smaller casual use
 - open lawn space for informal recreation and play
- 6d FITNESS LOOP**
 - workout stations placed along a looped pathway network with distance markers
- 6e ADVENTURE PLAYGROUND**
 - variety of exploratory features that encourage discovery, creativity, and fun
 - potential for large feature sculpture
- 7 SHADE GROVE**
 - existing mature trees with winding pathways and picnic tables
 - potential for heritage tree interpretation
- 8 ACTIVE LIVING HUB**
 - small building with restrooms, storage, caretaker's facility
 - existing high jump re-oriented to improve circulation
 - new treed areas with seating and art features
 - potential small covered area for stretching, seating
- 9a TENNIS COURTS**
 - existing public tennis courts and Richmond Tennis Club to remain
- 9b WEST PARKING**
 - existing parking to remain in the near-to medium-term with improved egress to gilbert
- 10 CLEMENT TRACK AREA**
 - existing track and artificial turf field to remain
 - enhanced perimeter including strengthened pathway connections, decorative fencing, and trees
 - grandstand enhancements through art elements or long-term replacement

ARTS & CULTURE DISTRICT

- 11a EAST GATE**
 - inviting multi-use major park entry with tree allée, art elements, rolling/walking route
 - existing parking relocated, service access only, "back of house" arena activities improved/screened to enhance entry experience
- 11b PEDESTRIAN & ART ALLEY**
 - lane closed to vehicle traffic and space transformed to walking/rolling lane with art features
- 12a ARTS & CULTURE HUB**
 - redeveloped plaza with enhanced paving, seating, lighting, and arts components
 - supports events at the covered activity space
- 12b ARTS & CULTURE ACTIVITY SPACE**
 - covered stage with sound and power, oriented for use on all sides
 - designed for hosting a range of event sizes from large community events and festivals to outdoor classes and activities
- 12c GRANVILLE GATE**
 - inviting and intriguing entry from granville
 - plaza space with seating in and around existing trees
- 13a SPECIAL STUDY AREA**
 - redevelopment of the existing minoru aquatics centre and minoru place activity centre sites with final configuration to be determined
 - options being considered include:
 - flexible green park space; or
 - a civic facility with integrated parking
- 13b FUTURE PARKING LOOP**
 - long-term conversion to drop-off/pick-up loop with short-term parking areas
 - bus turn-around and parking
 - central median with circulation and potential stormwater functions
- 14 GRANVILLE ART WALK**
 - widened walkway adjacent to granville
 - welcoming park edge, trees, art display areas
 - connects with the larger civic precinct art walk

Summary of Major Projects Completed at Minoru Park (2015–2025)

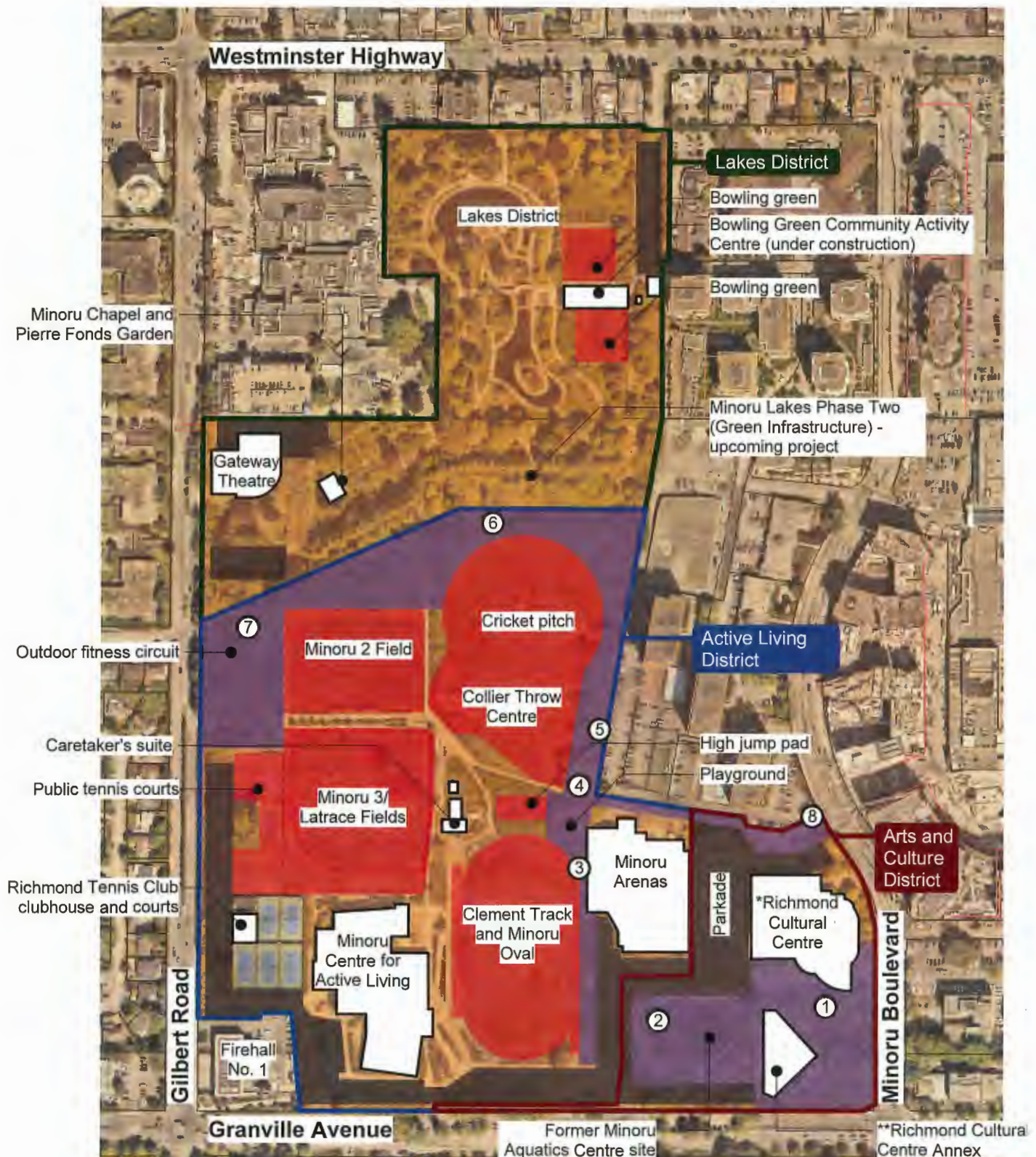
Completion Date	Project Name or Description
April 2015	Minoru 2 and Latrace (Minoru 3) Fields
February 2016 and 2018	Minoru Chapel Repairs and Upgrades 2016: Crawl space structural upgrade, washroom renovation, accessible ramp installation and landscaping. 2018: Rehabilitation of exterior siding and interior flooring.
March 2019	Minoru Centre for Active Living – Minoru Centre (Seniors Programs)
August 2019	Clement Track Resurfacing
January 2020	Minoru Centre for Active Living – Fitness Centre
March 2020	Clement Track artist-designed fence
September 2020	Minoru Oval artificial turf replacement
September 2020	Minoru Centre for Active Living – Aquatics Centre
June 2022	Demolition of the Minoru Aquatics Centre and conversion of the site to green space
May 2023	Minoru Lakes Renewal (Minoru Park – Lakes District)
January 2024	Richmond Cultural Centre Annex (renovation and conversion of the former Minoru Activity Centre)
Currently under construction. Building opening expected Winter 2025.	Bowling Green Community Activity Centre
Anticipated fall 2025 construction start and spring 2026 completion.	Minoru Lakes Phase Two (Minoru Park Green Infrastructure)

Note: This table highlights major changes and does not include several smaller-scale, yet meaningful, ongoing improvements related to park services, public art, infrastructure, and facility upgrades.

Summary of Development Growth Around Minoru Park (2022–2025)

(Within a 400-metre radius of Minoru Park; completed or under construction)

Status	Project Name and Approximate Distance from Minoru Park	Civic Address	Number of Units
2022 completion	Prima • 14-minute walk	6883 Buswell Street	101
2022 completion	Cascade City • 15-minute walk	5776 Gilbert Road	271
2022 completion	Paramount • 15-minute walk	6320 No. 3 Road	560
2023 completion	One Park • 15-minute walk	8119 Park Road	354
First phase nearing completion Phase Two completion currently unknown	Richmond Centre Redevelopment • 5-minute walk	6551 No. 3 Road	1,166 (Phase One) 1,330 (Phase Two)
Currently under construction	Park Residences II • 3-minute walk	6333 Mah Bing Street	232

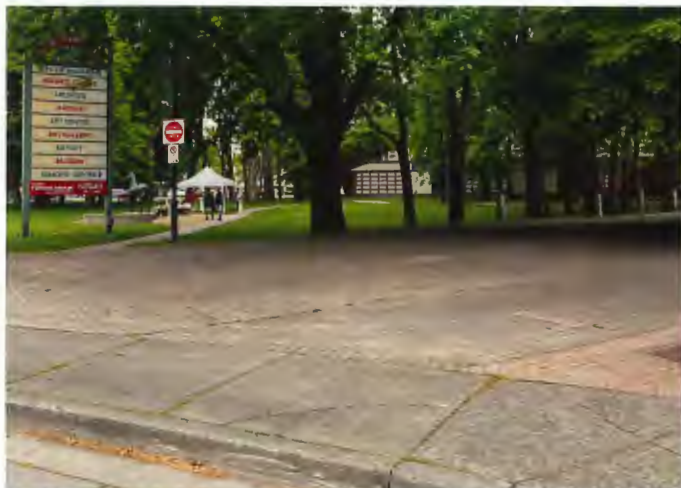


*Includes: Richmond Public Library's Brighthouse Branch, Richmond Art Gallery, Richmond Museum, City of Richmond Archives, Richmond Arts Centre Studios, Performance Hall

**Includes: Richmond Arts Centre Studios, Media Lab, Richmond Museum's History Lab

Legend

- Renewed Minoru Park Vision Plan Proposed Preliminary Scope of Work - focal park areas
- Renewed Minoru Park Vision Plan Proposed Preliminary Scope of Work - connectivity improvements
- Active sport amenities to be analyzed as part of the Sport Courts and Fields Strategy
- Parking areas to be analyzed as part of parking study



1



2



3

Legend:

- ① Photos of the site entry along Minoru Boulevard at the Richmond Cultural Centre plaza.
- ② Photo of the former Minoru Aquatic Centre site that was converted to lawn, trees and pathways.
- ③ Photo of the existing pathway along the east side of Clement Track.



Legend:

- 4 Photos of the playground.
- 5 Photo of the pathway along the east side of the site.
- 6 Photo of the treed area north of the cricket pitch.
- 7 Photos of the outdoor fitness equipment.



8

Legend:

- 8 Photo of the site entry at Minoru Boulevard and Park Road.



City of Richmond

Report to Committee

To: General Purposes Committee
From: Lloyd Bie, P.Eng.
Director, Transportation
Date: July 10, 2025
File: 10-6500-04/2025-Vol
01
Re: Moray Bridge Replacement Planning Study Update

Staff Recommendation

That the comments as described in the staff report titled "Moray Bridge Replacement Planning Study Update" dated July 10, 2025, from the Director, Transportation, be endorsed and forwarded to the Ministry of Transportation and Transit.

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

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Intergovernmental Relations & Protocol Unit	<input checked="" type="checkbox"/>	
Real Estate Services	<input checked="" type="checkbox"/>	
Policy Planning	<input checked="" type="checkbox"/>	
Development Applications	<input checked="" type="checkbox"/>	
Engineering	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

In 2022, City Council endorsed the Ministry of Transportation and Transit's (MoTT's) submission of the Moray Bridge Planning Study (the "Planning Study") for funding consideration through the Government of Canada's National Trade Corridors Fund. MoTT was successful in their application and commenced the planning study in 2023. The Federal government grant requires the study to be completed by the end of 2025.

MoTT has developed various bridge crossing options and long-term strategies to improve traffic performance along the Bridgeport Road and Sea Island Way corridors that connect Highway 99 to Sea Island and is seeking feedback. A Memo to Council distributed on May 21, 2025, provided a status update of the Moray Bridge Planning study along with staff comments provided to MoTT.

At the June 16, 2025, General Purposes Committee meeting, following a staff presentation, discussion ensued regarding the following additional information:

- (i) A detailed report outlining the various bridge replacement and road network options;
- (ii) The potential rationale for and concerns regarding MoTT's recommendation of closing the No. 4 Road exit from Highway 99;
- (iii) The timeline of MoTT's planning study and next steps;
- (iv) The improvement of lane utilization at Garden City Way with road network option 2;
- (v) The jurisdiction of Highway 99, which staff advised falls under the authority of MoTT; and
- (vi) The benefit of infrastructure such as flyovers.

This report addresses the request for additional information.

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.

This report supports Council's Strategic Plan 2022-2026 Focus Area #3 A Safe and Prepared Community:

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

Analysis

Planning Study Overview

The impetus for the Planning Study is the aging Moray Bridge, built in 1957 which is nearing the end of its service life.

Opening the swing bridge for marine traffic causes congestion and delays for eastbound road users. Malfunctioning of the swing bridge equipment further undermines travel time reliability, adversely affecting traffic flow and goods movement.

The study identifies potential bridge replacement options and informs Provincial infrastructure investments. The options generated through this study are high-level and includes strategies to replacing the existing swing bridge and improving connectivity between Sea Island, YVR, and Highway 99 along Bridgeport Road and Sea Island Way (Figure 1).

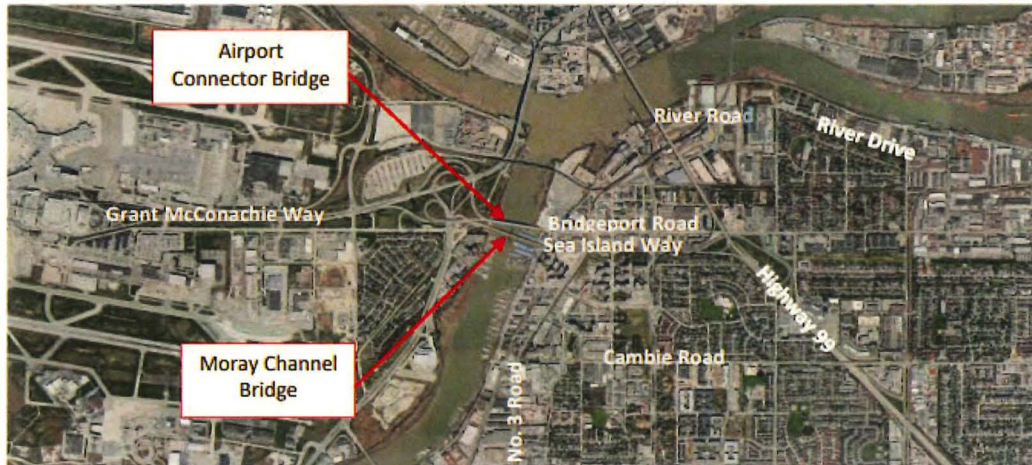


Figure 1: Study Area

Study Progress

The project began in 2023 with preliminary work to establish the study scope and identify opportunities for corridor improvements. The Planning Study is currently developing options for the new bridge alignment and strategies for road network improvements. More detailed technical work, including review of impacts and design development would need to be undertaken by MoTT prior to this project receiving funding.

Bridge replacement is the priority for MoTT; while road network options are longer term ideas in anticipation of future regional growth and goods movement along the Bridgeport and Sea Island Way corridors. MoTT has not provided any commitment to advance this process beyond the existing planning phase.

Opportunity to Advance City Objectives

The planning study provides opportunity for City interests related to the crossing and the surrounding road network to be identified at an early stage. Key opportunities for the City include:

- **Road Network:** Minimizing the impacts of regional traffic on City streets. The project also offers opportunities to enhance road safety, connectivity, traffic optimization, intersection modifications and upgrades to walking, cycling and transit facilities and other improvements contributing to a more attractive public realm.

- **Flood Protection:** Dike upgrades in accordance with the City's Dike Master Plan.
- **Middle Arm Greenway:** Expand the Middle Arm Greenway and improve the multi-use path under the bridge approaches linking Bridgeport Village with Capstan Village and other City Centre neighborhoods.
- **Area Development:** Support development as envisioned in the City Centre Area Plan and under the Province's Transit Oriented Areas (TOA) legislation (Bill 47), including higher density residential development in Capstan Village and The Oaks neighbourhood (in the West Cambie Area Plan).

Jurisdictional Boundary

Figure 2 highlights that the Moray Bridge and key roads in the study area are within the MoTT's jurisdiction.



Figure 2: MoTT Jurisdictional Map

As some of the bridge options and road network ideas developed by MoTT within their jurisdiction will result in significant changes to the adjacent City road network, MoTT is seeking feedback on these options.

Proposed Options

MoTT has developed three bridge replacement options and three broader road network options and indicated that active transportation facilities will be incorporated into any future infrastructure.

As the bridge replacement is the priority for MoTT, the three bridge replacement options proposed can occur independent of any of the three proposed road network changes. A review of each bridge option and each road network option is described below.

Moray Channel Bridge Options

MoTT has proposed three alignment options to replace the existing swing bridge. All three alignments allow for traffic to be maintained on the existing bridge while a new structure is under construction. Figure 3 illustrates the three proposed bridge alignment options. Additional details of the options are required to confirm the future bridge design aligns with the City's objectives for flood protection and the cycling network.

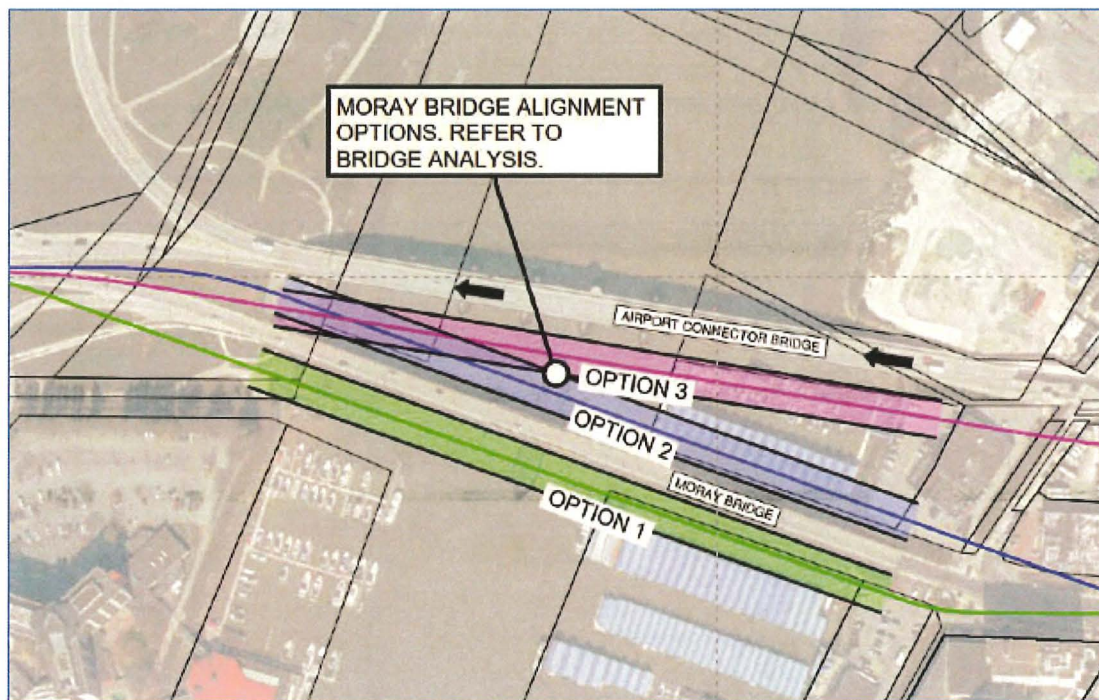


Figure 3: MoTT Proposed Moray Bridge Options

Bridge Option 1 – New Bridge South of Existing: This option will relocate traffic to the south of the existing bridge, moving it closer to existing residential and mixed use buildings. The connection to Sea Island Way for this option will be in a developed and physically constrained area, presenting geometric challenges and feasibility concerns. Accommodating this alignment option will likely have significant impacts on the developed area.

Bridge Option 2 – New Bridge North of Existing: This option addresses the alignment concerns of Option 1 and results in minimal road network adjustments to Sea Island Way.

Bridge Option 3 – New Bridge Aligned with Bridgeport Road: There are several properties that will be impacted by bridge alignment Option 3. As well, this option creates traffic operations and safety impacts with the introduction of an additional intersection on No. 3 Road between Sea Island Way and Bridgeport Road.

Recommended Comments on Bridge Options:

- Additional information and consideration of how the new Moray Bridge will impact public and development properties is required. Based on the conceptual options proposed by the MoTT for the new bridge alignment, Option 2 appears to minimize the property and road network impacts.
- The City's expectation is that the bridge will accommodate active transportation infrastructure in alignment with the City's Official Community and Cycling Network Plans.
- Any project for construction of the bridge structure by MoTT should accommodate and include construction of the adjacent dike in alignment with the City's Flood Protection Management Strategy and Dike Master Plan, and improvements to the Middle Arm Greenway (the multi-use path under the bridge approaches).

Highway 99 to No. 4 Road Exit Ramp

For all road network options, MoTT initially proposed the closure of the No. 4 Road exit from Highway 99 in order to eliminate the short weaving distance on Highway 99 between the Sea Island Way southbound on-ramp and the No. 4 Road off-ramp. Since the staff presentation at the June 16, 2025, General Purposes Committee meeting, MoTT has advised they are no longer pursuing closure of the No. 4 Road exit ramp.

Road Network Options - Sea Island Way and Bridgeport Road Corridors

MoTT has developed three preliminary concepts for potential road network changes along Bridgeport Road and Sea Island Way between Highway 99 and Sea Island.

All road network proposals include new alignments or modifications to existing City roads. While some changes are consistent with the City Centre Area Plan, the City should not bear the costs for road upgrades necessitated by the Ministry of Transportation and Infrastructure's (MoTT) project. MoTT has also identified bus priority areas on City streets that involve reducing general-purpose traffic lanes or eliminating street parking to accommodate these changes. Since all of MoTT's road network proposals will increase traffic on City streets, staff do not support measures that would reduce road capacity.

Review of Road Network Options

Road Option A – Turn restrictions to Existing Road Network: This option restricts turning movements to and from Bridgeport Road to improve westbound traffic flow on the Bridgeport Road corridor. Figure 4 illustrates the major road impacts associated with Road Option A.



Figure 4: Road Network Option A

The proposed turn restrictions will create circuitous detours for some routes that currently have no turn restrictions. The proposal removes direct connectivity for traffic south of Bridgeport Road to access the Airport or Vancouver via Bridgeport Road. Consequently, this option will lead to longer travel times for local traffic.

Road Option B – One-way System on Bridgeport Road and Sea Island Way: This option proposes a one-way couplet system with flyover that would convert Bridgeport Road to one-way westbound and Sea Island Way to one-way eastbound between Highway 99 and Sea Island. Figure 5 illustrates the major road impacts associated with Road Option B.

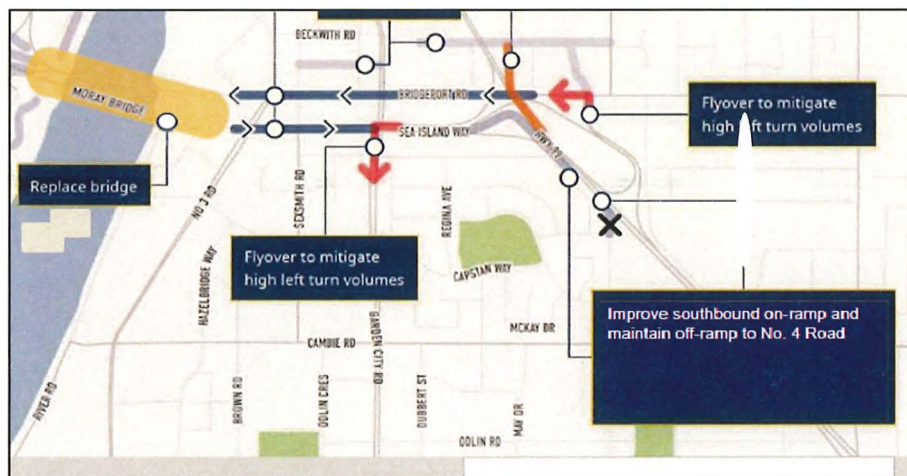


Figure 5: Road Network Option B

Staff's review indicates the road network does not provide the redundancy required to support a one-way couplet. The proposed one-way system will re-route and increases traffic on other City roads beyond their capacity. This option also proposes to close Gage Road at the Bridgeport Road intersection which will redistribute Costco traffic and intensify usage of other accesses.

Road Option B proposes two locations with grade separated flyovers, one at Sea Island Way westbound to Garden City Road southbound and one at Highway 99 northbound to Bridgeport Road westbound. Flyovers as illustrated in Figure 6 are elevated roadways that are grade separated bridges allowing one road to pass over another without intersecting at the same level. These are typically applied at interchange on/off ramps to highways.



Figure 6: Example of Grade-Separated Flyover

Transportation and urban design considerations of this type of road design include:

- The City Centre Area Plan envisions “complete streets” that serve all users—pedestrians, cyclists, transit, and vehicles and not grade-separated highway style facilities.
- The grade of the ramps being difficult for pedestrians and cyclists to navigate.
- Ramps encourage increased speed of traffic entering City streets.
- The space beneath the structure is often under-utilized, difficult to program or results in an area requiring crime prevention through design interventions.
- Greater property impacts and/or reduction in travel lanes to facilitate columns, abutments and tie-ins to at-grade roads.
- Can impact development potential and residential livability of adjacent properties.
- Visual impacts of the supporting infrastructure negatively impacts the public realm, noise and lighting.

Road Option C – Sea Island Way Regional Connector: This option prioritizes Sea Island Way for regional traffic (Figure 7). A full movement grade separated interchange is proposed at the Garden City Road and Sea Island Way intersection along with a flyover and turn restrictions at the Sexsmith Road and No. 3 Road intersections.



Figure 7: Road Network Option C

This option restricts access to and from No. 3 Road and Sexsmith Road and will concentrate vehicular traffic onto Garden City Road. The introduction of a grade separated major interchange

structure promotes high speeds along Sea Island Way and Garden City Road. The introduction of a major structure that bisects the City Centre area does not align with the urban design goals of the City Centre Area Plan.

Transportation and urban design considerations of an interchange located in City Centre include:

- The City Centre Area Plan envisions “complete streets” that serve all users—pedestrians, cyclists, transit, and vehicles and not highway style interchanges in the City Centre.
- Promotes high speeds and a major structure that bisects the City Centre area.
- Reduced pedestrian and cyclist connectivity due to grade changes.
- Encourages higher speeds along Sea Island Way due to the highway style design.
- Requires property impacts and/or reduction in travel lanes to facilitate design and tie-ins to at-grade roads.
- Can impact development potential, aesthetics and residential livability of adjacent properties.
- Visual impacts of the supporting infrastructure negatively impacts the public realm, noise and lighting.

Recommended Comments on Road Network Options: A summary of staff’s recommended comments on the proposed road network options are:

- The City does not support any of the three road network options proposed by MoTT. The road network options proposed reduces connectivity within the City’s road network and will further divide the City Centre area and impact residential livability. The options proposed do not align with the City’s transportation and urban design goals and objectives. Additional options should be developed and reviewed, including the alternative road network option outlined below.
- The highway style infrastructure proposed creates a visual obstruction and additional traffic noise in City Centre.
- The City recommends that any road network changes contemplated by MoTT do not increase travel distance for local trips within Richmond or redistribute traffic onto City streets. Reduction in general purpose lanes on City streets for bus priority, cargo, etc. is also not supported.
- All road changes proposed by MoTT are to include multi-modal facilities that align with the City’s existing and planned pedestrian and cycling network. North-south connectivity for all modes in the study area should be maintained or enhanced, including cycling connectivity to the Canada Line Bridge.
- Changes to MoTT road network, including upgrades to City roads to support changes to the regional infrastructure, is to be at no cost to the City.
- The City does not support shifting traffic closer to existing residential developments.
- Since the distribution of the Memo to Council in May 2025, the MoTT has advised the closure of the No. 4 Road exit from Highway 99 is no longer being contemplated. However, staff recommend the City does not support the closure preference of retaining the No. 4 Road exit to preserve network efficiency and minimize adverse impacts on local traffic be included in the City comments.

Alternative Road Network Option Proposal – Sea Island Way Corridor

Staff recommend that MoTT further investigate an alternative option that attempts to balance the needs of local and regional traffic. Figure 8 illustrates an option that concentrates the high-volume regional traffic on Sea Island Way with Bridgeport Road serving lower volume local traffic. This alternative option will improve traffic flow and reduce congestion with the provision of:

- An additional storage lane on the Highway 99 southbound on-ramp to improve Sea Island Way eastbound to Highway 99 southbound capacity.
- Additional Highway 99 southbound to Bridgeport Road eastbound off-ramp.
- Additional westbound Bridgeport Road to Sea Island Way connection at the Highway 99 interchange.
- Turning restrictions limited to Sea Island Way and Sexsmith Road to make the roadway easier to cross for pedestrians and cyclists.

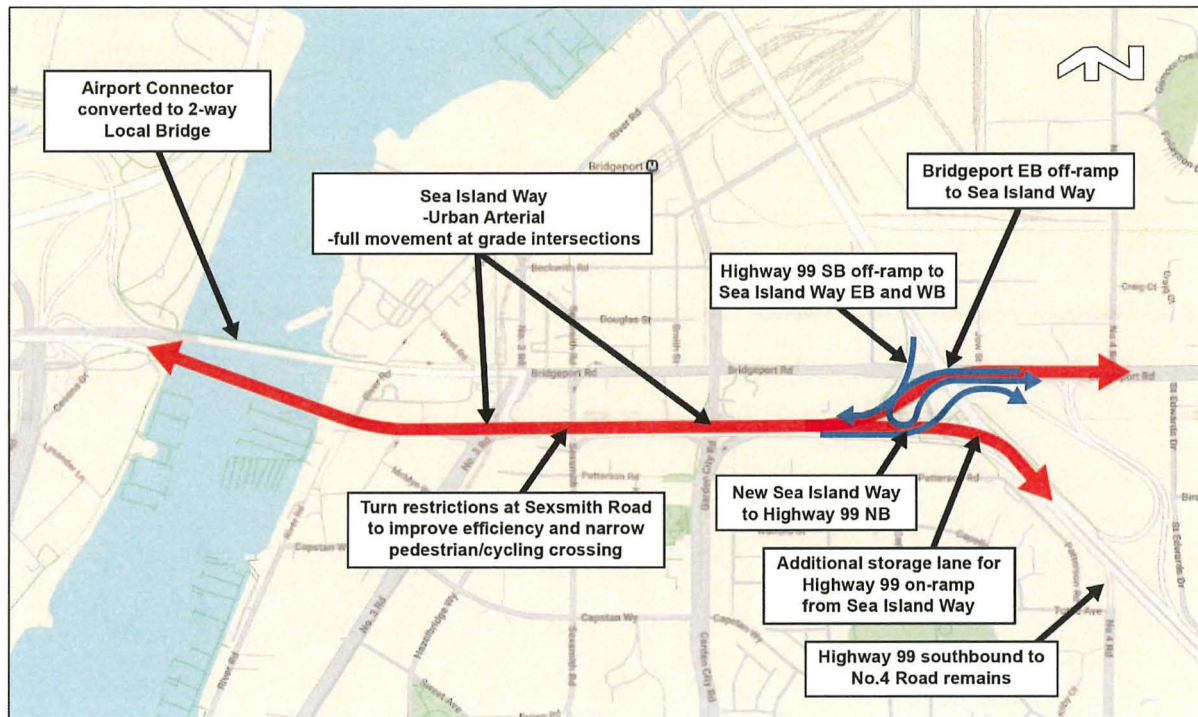


Figure 8: Alternative Option Proposal – Sea Island Corridor

This alternative option attempts to balance both Provincial and City transportation objectives. This alternative option better aligns with the City's mobility and urban design objectives and has the least amount of impact to adjacent properties.

This option proposes grade separated ramps to increase capacity, however, these are proposed near Highway 99, which is more appropriate than the ramps located within Richmond's City Centre.

Staff reviewed both Sea Island Way and Bridgeport Road as the primary regional corridor. Sea Island Way is more appropriate as the main thoroughfare for regional traffic between Highway 99

and YVR compared to Bridgeport Road as Sea Island Way has a significantly wider road dedication and will have less private property impacts.

Next Steps

MoTT advises that the options presented to date represent a point in time and will be refined based on further evaluation and the feedback received from the City. The next step of the planning study is a Multiple Accounts Evaluation (MAE) of the preferred options. Staff have previously provided the above-mentioned comments to the MoTT along with requests for:

- A schedule of the bridge replacement and the broader road network improvements.
- The results of a comprehensive traffic study for all options to the City for review and Council endorsement.
- A plan for public consultation and associated timeline.

Staff recommend that the City provide a letter to MoTT outlining the following comments on the bridge and road network options as described in this report:

	Summary of Comments
General Project	<ul style="list-style-type: none"> • The replacement of the existing swing bridge is the City's priority. Further assessments of options are required before any road network changes are considered. • A schedule of the bridge replacement and the broader road network improvements is requested. • The results of a comprehensive traffic study for all options be submitted to the City for review and Council endorsement. • A plan for public consultation be provided. • Any options developed by MoTT should be independent of the City's road network and not require the City to incur any costs to change its road network as a result. • Any future refinements or new options developed by MoTT are to be consistent with these City comments.
Bridge Alignment Options	<ul style="list-style-type: none"> • Bridge Option 2 is preferred for further study as it minimizes City impacts. • Active transportation is to be incorporated in the bridge design and aligned with the City's Official Community and Cycling Network Plans. • Additional information on the technical feasibility of each bridge option in the context of the existing site conditions is required. • Construction of a new bridge and demolition of the existing bridge must be designed to accommodate dike infrastructure in alignment with the City's Flood Protection Management Strategy and Dike Master Plans and accommodate the Middle Arm Greenway, a multi-use pathway on top of the dike. Additional details demonstrating how pedestrians and cyclists can cross Sea Island Way and Bridgeport Road along River Road as identified in the Official Community Plan are required. • Any projects by MoTT for construction of a new bridge must include upgrade of the adjacent dike in alignment with the City's Flood Protection Management Strategy and the Middle Arm Greenway.
Road Network Options	<ul style="list-style-type: none"> • The City does not support closure of the Highway 99 exit ramp to No. 4 Road. • The City does not support any of the road network changes proposed for Bridgeport Road and Sea Island Way due to the adverse impacts on City

	<p>streets, local traffic within Richmond and residential liveability.</p> <ul style="list-style-type: none"> • Grade separated major infrastructure roads (flyovers or interchanges) in the City Centre are not supported. Grade separation is appropriate for ramps to and from the Highway 99 corridor. • Any improvement warranted to city roads at no cost to the City. • The City requests MoTT provide additional information on roadway changes on Sea Island. • Any options developed by MoTT should not significantly increase travel distance for local trips within Richmond and minimize redistribution of traffic on City streets. • Reduction of general purpose lanes on City streets (e.g. for bus and cargo priority) is not supported. • All road changes proposed by MoTT are to include multi-modal facilities that align with the City's existing and planned pedestrian and cycling networks. North-south connectivity for all modes in the study area to be a key consideration, including cycling connectivity to the Canada Line Bridge. • The City's alternate corridor improvement option is to be further reviewed, and the results of the assessment provided to the City.
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The Moray Bridge Replacement Planning Study is anticipated to be completed in Winter 2025.

Financial Impact

None.

Conclusion

The Ministry of Transportation and Transit is conducting a planning study for the Moray Bridge Replacement and is requesting comments on options for a new bridge alignment as well as potential corridor changes for Bridgeport and Sea Island Way. The City's participation in the study helps leverage opportunities to advance City priorities and protect the City's interests. Staff will continue participating in MoTT's planning study and provide feedback on option refinements that align with City interests, along with the recommended City comments presented in this report.

The Planning Study will inform future Provincial infrastructure investments; however, timing and phasing are dependent on funding availability. There is no commitment by MoTT for future phases of work or funding.



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

SH:ck



City of Richmond

Report to Committee

To: General Purposes Committee **Date:** June 25, 2025
From: Peter Russell **File:** 08-4057-05/2025-Vol 01
Director, Housing
Re: **Referral Response: Establishment of the Low-End Market Rental
Parking, Tenant Asset and Income Exceedance Policy**

Staff Recommendations

1. That the Low-End Market Rental Parking, Tenant Asset and Income Exceedance Council Policy, as outlined in the report titled "Referral Response: Establishment of the Low-End Market Rental Parking, Tenant Asset and Income Exceedance Policy", dated June 25, 2025, from the Director, Housing, be approved; and
2. That the terms used to enable the owner of Low-End Market Rental units to charge tenants for parking and to set an asset test limit for tenants be used in housing agreements for any conditionally approved rezoning applications, being those for which a zoning amendment bylaw has been given third reading and an associated housing agreement has yet to be executed as of July 28, 2025, notwithstanding the terms of any executed rezoning considerations letter.

Peter Russell
Director, Housing
(604-276-4130)

Att. 4

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF DEPUTY CAO
Transportation	<input checked="" type="checkbox"/>	
Law	<input checked="" type="checkbox"/>	
Policy Planning	<input checked="" type="checkbox"/>	
Development Applications	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

At the April 28, 2025, City Council meeting, staff were directed to draft a policy that would provide for exceptions in instances of temporary income exceedances for tenants of Low-End Market Rental (LEMR) units. The following referral motion was passed:

That a policy be drafted for Council consideration that provides for exceptions for temporary instances of income exceedance related to low-end market rental and non-market rental housing as outlined in the report titled “Low-End Market Rental and Non-Market Rental Housing Oversight: Summary of 2024 Statutory Declaration Process” dated March 26, 2025, from the Director, Housing.

In addition, at the May 5, 2025, General Purposes Committee meeting, the following referral motion was passed:

That the staff report titled “Referral Response: Charging Fees for Parking Allocated to Low-End Market Rental Units” dated April 9, 2025, from the Director, Housing be referred back to staff to recommend parking rates for Low-End Market Rental units based on various factors.

Building on these referrals, and as follow up on the commitment of staff to review the possibility of incorporating asset testing into future housing agreements, staff are proposing a new Council Policy. The Policy would recognize within the framework of the City’s LEMR Program, the ability to charge tenants for the use of parking, to establish limits on the amount of any assets held by a LEMR tenant when qualifying for housing, and to recognize factors that may warrant an exemption from the City’s enforcement of a limited income threshold exceedance. It is estimated that the Policy will evolve over time to include similar operational aspects of the LEMR Program.

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.

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

Analysis

Since the inception of the LEMR Program in 2007, changes have been made to ensure it remains sustainable and continues to serve those in need of affordable housing. The LEMR Program is designed to support low- and moderate-income households with a focus on serving priority groups as identified in Richmond’s Affordable Housing Strategy 2017–2027 (AHS) (Attachment 1). These groups include families, seniors, students and persons with disabilities. As of March 2025, 625 LEMR homes had been built and 812 LEMR homes were under construction or secured with conditional approvals.

Attachment 2 provides additional detail regarding rental rate changes and income thresholds underlying the LEMR Program. As the number of LEMR homes grows and the regulatory environment changes, modifications are needed to maintain the integrity and long-term viability of the Program.

Housing Agreements and the Statutory Declaration Process

Housing agreements are used to ensure LEMR and non-market housing continues to serve target households. These agreements mainly define tenant eligibility and maximum rents. Depending on the year in which the housing agreement was created, rents and income thresholds were set with reference to BC Housing's Housing Income Limits (HILs), fixed rates originating from the 2017 AHS, or rates now benchmarked against CMHC average market rents for Richmond. The statutory declaration process brings integrity to the Program by serving an important verification role. The process requires that LEMR unit owners or operators confirm compliance with the terms of a housing agreement by providing information on before-tax household income, the rents being charged to the household, and by reporting any fees charged to tenants, some of which may be prohibited. Richmond has demonstrated leadership in its management of the LEMR Program, carrying out one of the most comprehensive statutory declaration processes in the Region.

Council Policy

A Council Policy presents the expectations of City Council as they relate to the implementation of a public program or service. The proposed Low-End Market Rental Parking, Tenant Asset and Income Exceedance Policy ('Policy'), included as Attachment 3, will complement the terms and conditions set out in housing agreements by providing further guidance on:

1. The ability of a LEMR home owner to charge a LEMR tenant(s) for the use of parking;
2. A recognition of the assets held by a LEMR tenant(s) when qualifying for affordable housing; and
3. The potential granting of a temporary exemption in a limited instance of income exceedance.

The Policy will provide additional transparency to the City's decision-making practices and increase accountability as it relates to managing the LEMR Program. The following sections further describe the three components of the Policy listed above.

Charging Fees for Parking Allocated to Low-End Market Rental Units

In December 2023, the Province amended the *Local Government Act* to stimulate the development of housing with a focus on areas well served by public transit. Amendments introduced through Bill 47 [Housing Statutes (Transit-Oriented Areas) Amendment Act], require that local governments designate Transit-Oriented Areas (TOA) as prescribed by regulation. Richmond's prescribed TOAs reflect a measured radius, being 800m, from five Canada Line SkyTrain stations.

Local governments are also now required to exempt residential uses within each TOA from the requirement to provide off-street vehicle parking, other than any accessible parking supply requirement. In June 2024, the City adopted bylaw amendments and passed a TOA Designation Bylaw, as required by the Province through Bill 47.

Supply of LEMR Units within Transit-Oriented Areas

The majority of built LEMR units are situated in TOA, shown in Attachment 4. LEMR units being proposed through in-stream applications are similarly concentrated in areas well served by transit. One of the primary objectives of the noted legislative reform is to prompt a transition away from private automobile use by removing residential parking supply requirements in TOA. Constraints on the ability of local governments to require parking in these areas has the potential to reduce development costs and improve the overall financial feasibility of building housing.

Comparing Richmond's Affordable Housing Parking Charges to Others in the Province

As detailed in the referral response report dated January 18, 2025, the cities of Burnaby, New Westminster, Port Moody, Surrey and the District of North Vancouver do not prohibit the owner of an affordable housing unit to charge tenants for parking. Further engagement with the cities of Victoria, Kelowna, West Kelowna, Prince George and Nanaimo confirmed that they too do not prohibit a parking charge. These cities also confirmed that their housing agreements do not place any limit on the amount that owners can charge tenants for parking.

Feedback from Non-Profit Housing Owners / Operators (NPHO)

Several non-profit LEMR homeowners and operators were consulted to determine whether a charge for parking is warranted. All of those consulted voiced their support for a charge, recognizing that such would help make operations more financially sustainable. The ability to charge the LEMR tenants for parking would allow the NPHO to reduce overall operating expenses. One NPHO mentioned that the ability to charge for parking would allow them to reinvest more into building improvements and support services, both of which would directly benefit tenants.

There are several developments that contain LEMR units currently under construction and/or nearing completion. These projects are tied to executed housing agreements that do not allow LEMR tenants to be charged for parking. Any changes to City Policy and standard housing agreement terms allowing the owner of LEMR units to charge for parking would only apply to new housing agreements, or housing agreements for any conditionally approved rezoning applications, being those for which a zoning amendment bylaw has been given third reading and an associated housing agreement has yet to be executed as of July 28, 2025. For developments with existing housing agreements that have been approved by bylaw, the owners could apply to the City to amend the agreement by bylaw to enable a charge for parking.

Proposed Parking Charge Policy

At the May 5, 2025, General Purposes Committee Meeting, concerns were expressed regarding permitting a market parking rate for tenants of LEMR homes, which at the time of this report is generally understood to be between \$100 and \$150 per month. It was also conveyed that rates

should be set at below current market levels, one that would be locked in and subject to review in the future. Staff recommend that the Low-End Market Rental Parking, Tenant Asset and Income Exceedance Policy, outline a parking charge rate that would apply to parking stalls allocated to tenants of LEMR homes at a set rate of \$100 per month inside TOA and \$75 per month outside of TOA. This below-market rate would ensure LEMR homes remain affordable for low- and moderate-income households, while also providing some level of access to parking for those households with a vehicle. The monthly parking charge rate would be fixed, with no adjustment for CPI or RTA.

The parking rate may be reviewed every three years by the Director, Housing to determine its ongoing suitability, unless otherwise determined necessary. If the Director determines that the parking charge is no longer suitable, then a recommendation to change the charge will be brought forward to Council for consideration. A parking charge for accessible parking spaces allocated to LEMR homes would be prohibited, and compliance would be achieved through the City's statutory declaration process. For existing tenancies, a parking charge could only apply at unit turnover with a new tenancy agreement and subject to the charge being enabled within a new or amended housing agreement.

Asset Limits for Tenants of Low-End Market Rental Homes

An asset limit can be used to complement the income threshold which defines eligibility for a LEMR home. Without an asset limit, a household with a large amount of wealth and low income could qualify for a LEMR home, going against the intent of the LEMR Program. Establishing an asset limit would support the allocation of LEMR homes to households with lower levels of savings and may enable such households to save for housing made available in the private market.

Comparison of Asset Limits

Many of the homes operated by Non-Profit Operators (NPOs) use the asset limit applicable to BC Housing's Housing Registry, which is \$100,000. In consulting with other cities in the Region, it is understood that where an asset limit has been defined, it has been similarly set at \$100,000. Metro Vancouver Housing Corporation (MVHC) has also set the asset limit at \$100,000; this is applied to the household and is not a per-person limit. NPOs have asset test limits set above, or in some cases, below \$100,000; however, these limits are inconsistent and often set to align with the individual mandate of each NPO. For example, the Richmond Kiwanis Housing Society has a household asset limit of \$350,000 for tenants who wish to apply for Richmond Centre Tower G, which may account for low-income seniors using savings for living expenses and the CRA requirement that seniors withdraw their RRSPs at 71.

Proposed Limit and the Assets Considered within the Policy

As outlined in the attached draft Council Policy, staff are recommending that the asset limit tied to LEMR homes to be set at less than \$100,000 per household.

Terms will be added to the City's standard housing agreement to recognize this limit and to reference the Council Policy. Tenants will be required to provide proof of assets as part of the statutory declaration process and priority will be given to those households with lower assets when vetting new tenants. Similarly to parking charges, the asset limit may be reviewed every

three years by the Director, Housing, to determine its ongoing suitability, unless otherwise determined necessary. If the Director determines that the asset limit is no longer suitable, then a recommendation to change the limit will be brought forward to Council for consideration.

For existing tenancies, the asset limit may only apply at unit turnover with a new tenancy agreement and subject to the change being enabled within a new or amended housing agreement. Where a developer believes there is a reasonable and demonstrable need for a higher asset limit for their LEMR homes, for example, for purpose-built seniors housing, they may apply to Council for an increase to the limit when negotiating the housing agreement for their development. Council may approve or reject any increase application.

Assets that are **included** in the limit calculation include:

- Stocks, bonds, term deposits, mutual funds and cash;
- Business equity in a private incorporated company including cash, GICs, bonds, stocks or real estate; and
- Real estate equity, net of debt.

Assets that are **excluded** from limit calculation include, based on staff research:

- Registered Education Savings Plans (RESPs), Registered Retirement Saving Plans (RRSPs), Registered Disability Savings Plans (RDSPs), and Registered Retirement Income Funds (RRIF);
- Trade and business tools essential to continue currently active employment, such as farm equipment, specialized tools and vehicles;
- Personal effects;
- Bursaries or scholarships from educational institutions for any household member that is a current student; and
- Assets derived from compensatory packages from any government, for example Indian Residential School Settlements and Japanese Canadian Redress.

Establishing an asset limit of \$100,000 in line with BC Housing will allow for consistency across other affordable housing providers throughout Richmond. A consistent limit ensures that Richmond residents experience the same asset limit should they wish to apply for housing on the BC Housing Registry, through MVHC, or the LEMR Program, as residents often apply for all of these during their search for housing. Consistency in Program requirements are helpful, as residents often struggle to navigate the affordable housing landscape, as the tenant requirements often vary from each provider or building.

Considerations for Income Exceedances

Tenants in LEMR or non-market rental homes are often in core housing need, paying at least 30% of their gross income on shelter costs, or even extreme core housing need, spending over 50% of their income on these costs. Over the course of the last four statutory declaration processes, there have been instances of income exceedances, which may result in existing tenants needing to vacate their LEMR homes. Given the limited affordable housing options in

Richmond, it is possible that these residents would enter into core or extreme core housing need should they need to find housing at market rates. Based on these limited housing options, there may be a basis to support some form of consideration for a short-term income exceedance.

Through the statutory declaration process, the following reasons underlying gross household income exceedance have been identified:

- the receipt of back payments from the Canada Revenue Agency for retirement income;
- the receipt of benefits and payments similar to the CERB benefit;
- income from a student in the household taking on a temporary co-op position;
- income of a live-in caregiver or adult supporting a senior who lives on a fixed income;
- cyclical contract work; and
- the receipt of vacation time payout.

Proposed Council Policy for Instances of Income Exceedances

Staff recommend a Council Policy that details the following considerations to be had in determining whether or not to grant an exemption to instances of gross household income exceedance:

1. The basis for the income exceedance demonstrates that it is limited and unlikely to reoccur;
2. The income exceedance has not occurred in the two years preceding the year of default; and
3. The extent of the exceedance is limited to no more than 10% of the income threshold applicable to LEMR and non-market rental homes.

The proposed considerations recognize unique circumstances, while also providing clear direction for when enforcing against defaults. Having the considerations spelled out in the proposed Council Policy also serves to enhance transparency by setting clear expectations.

Financial Impact

None.

Conclusion

The Low-End Market Rental Parking, Tenant Asset and Income Exceedance Policy will help ensure priority groups continue to be well served by the LEMR Program.

The Policy will improve the transparency of decision-making associated with the statutory declaration process and provide greater clarity to LEMR homeowners and tenants. As the LEMR Program continues to evolve, staff commit to an ongoing review of dynamic elements of the Program to ensure it remains a viable means of delivering affordable housing to the community. This report recommends that Council approve the proposed Low-End Market Rental Parking, Tenant Asset and Income Exceedance Policy.

June 25, 2025

- 8 -



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- Att. 1: Priority Groups Served by the LEMR Program
 2: Overview of the LEMR Program
 3: Low-End Market Rental Parking, Tenant Asset and Income Exceedance Policy
 4: Map of Transit-Oriented Areas

Priority Groups Served by the LEMR Program

Priority Groups		Identified Housing Gaps*
Families, including lone-parent families, families with children, and multigenerational families.	→	<ul style="list-style-type: none"> ▪ Family-friendly 2-3 bedroom units ▪ Low-end of market rental housing ▪ Purpose built rental housing
Low and moderate income earners, including seniors, families, singles, couples, students, and persons with disabilities.	→	<ul style="list-style-type: none"> ▪ Low-end of market rental housing ▪ Purpose built rental housing
Persons with disabilities.	→	<ul style="list-style-type: none"> ▪ Accessible, Adaptable, and Visitable Housing ▪ Low-end of market rental housing
Low- and moderate-income seniors.	→	<ul style="list-style-type: none"> ▪ Low-end of market rental housing
Vulnerable populations, including households on fixed incomes, persons experiencing homelessness, women and children experiencing family violence, individuals with mental health/addiction issues, and indigenous people	→	<ul style="list-style-type: none"> ▪ Low-barrier housing* ▪ No-barrier housing* ▪ Non-market housing for singles, couples, & families

Overview of the LEMR Program

The LEMR Program has evolved since it was launched in 2007. Housing agreements used to secure LEMR units under the 2007 AHS used BC Housing's Household Income Limits (HILs) to define tenant eligibility. Maximum rents were set at 30% of these HILs, divided by twelve (months), upholding affordability for low- and moderate-income households (see Table 1).

Table 1: Household Income Limits and Maximum Rents Under BC Housing's HILs

	BC Housing's 2023 Household Income Limit	Maximum Permitted Rent ¹
Studio	\$58,000	\$1,450
1 Bedroom	\$58,000	\$1,450
2 Bedroom	\$72,000	\$1,800
3 Bedroom	\$86,000	\$2,150

¹ The noted maximum permitted rents are those that would be applicable at the time of any new LEMR unit tenancy. Rents applicable to existing tenants would be linked to the HIL that existed at the time of initial unit occupancy with annual rent adjustments as permitted under the *Residential Tenancy Act*. The rents shown in Table 1 have been adjusted based on increases in the Consumer Price Index.

In 2017, Council amended the framework of its LEMR Program. Maximum rents were set at 10% below the Canada Mortgage and Housing Corporation's (CMHC) 2016 average market rents for the City of Richmond and income thresholds were set at 10% below BC Housing's 2016 HILs applicable to the Vancouver Planning Area. Until 2024, maximum rents and income thresholds remained fixed save for modest inflationary adjustments based on Consumer Price Index (CPI) rate increases.

In 2024, Council endorsed changes to the LEMR Program by setting maximum rents at 10% below CMHC average market rents for Richmond. This new benchmark allows annual adjustments to rents for new LEMR unit tenancies with rents applicable to existing tenancies being increased as permitted under the *Residential Tenancy Act*. Income thresholds are defined by multiplying the maximum rent by 12 (months) and then dividing the sum by 0.30, resulting in annual rents being 30% of the defined income threshold. Table 2 outlines the LEMR rent rates and income thresholds that would apply to tenancies starting in 2025.

Table 2: Household Income Limits and Maximum Rents Under Richmond's LEMR Program

	2024 CMHC Market Avg. (Richmond)	Max. Permitted LEMR Rent (90% of CMHC Market Avg.)	Housing Income Threshold
Studio	\$1,451	\$1,306	\$52,240
1 Bedroom	\$1,724	\$1,552	\$62,080
2 Bedroom	\$2,127	\$1,914	\$76,560
3 Bedroom	\$2,238	\$2,014	\$80,560



Page 1 of 4	Low-End Market Rental Parking, Tenant Asset and Income Exceedance Policy	Policy <policy no.>
	Adopted by Council: <date>	

POLICY <POLICY NO.> :

PURPOSE:

The purpose of this policy is to:

- a) Maintain the integrity of the Low-End Market Rental (LEMR) Program;
- b) Provide transparency of decision-making;
- c) Increase accountability;
- d) Ensure LEMR homes continue to be occupied by low to middle-income households; and
- e) Ensure that LEMR Program remains sustainable.

APPLICATION:

This policy applies to all owners, operators and tenants of LEMR homes.

1. CHARGING FEES FOR PARKING ALLOCATED TO LEMR HOMES

1.1 LEMR home owners will be permitted to charge LEMR tenant(s) for the use of parking subject to the following:

- (a) Parking charge for LEMR homes within Transit-Oriented Areas (TOA)
 - (i) Fixed rate parking charge of **\$100.00 per month** with no adjustment for CPI or RTA.
- (b) Parking charge for LEMR homes outside of Transit-Oriented Areas (TOA)
 - (i) Fixed rate parking charge of **\$75.00 per month** with no adjustment for CPI or RTA.
- (c) A parking charge for accessible parking spaces allocated to LEMR homes or LEMR tenants is **prohibited**.
- (d) A parking charge may only apply to those LEMR homes with housing agreements that contain a clause permitting a charge for parking.
- (e) For any LEMR home with an existing tenant(s) as of the date of this policy, no parking charge may apply until the LEMR home is leased to a new tenant under a new tenancy agreement.



- (f) The parking charge rates outlined above may be reviewed every three years by Director, Housing to determine their suitability, unless otherwise determined necessary.

- 1.2 Compliance by LEMR owners with this policy will be confirmed as part of the City's LEMR statutory declaration process.

2. ASSET LIMIT FOR TENANTS OF LOW-END MARKET RENTAL HOUSING

- 2.1 All housing agreements for LEMR homes entered into after adoption of this policy will recognize the asset limit for eligible tenants as set out in this policy, and compliance with the asset limit will be confirmed when carrying out the LEMR statutory declaration process.

- 2.2 The asset limit for new eligible tenants of LEMR homes will be as follows:

- (a) To be eligible for LEMR homes, tenants must have household assets less than \$100,000 at the start of their tenancy.

- (i) Private or non-profit owners of LEMR homes may set their own asset limit below \$100,000.

- (ii) Owners of LEMR homes may apply to Council for consideration of a higher asset limit at the time of negotiation of the applicable housing agreement, where the LEMR homes are seniors housing, or there is a reasonable and demonstrable need for a higher asset limit in respect of those LEMR homes. Approval of a higher asset limit for any development is within the sole discretion of Council.

- (b) Priority will be given to households with the lower household assets.

- (c) Tenants will be required to provide proof of assets as part of the City's statutory declaration process in accordance with any guide provided by or bulletins published by the City.

- (d) Assets that are **included** in the limit calculation include:

- (i) Stocks, bonds, term deposits, mutual funds and cash;

- (ii) Business equity in a private incorporated company including cash, GICs, bonds, stocks or real estate; and



Page 3 of 4	Low-End Market Rental Parking, Tenant Asset and Income Exceedance Policy Adopted by Council: <date>	Policy <policy no.>
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- (iii) Real estate equity, net of debt.
- (e) Assets that are **excluded** from limit calculation include:
 - (i) Registered Education Savings Plans (RESPs), Registered Retirement Saving Plans (RRSPs), Registered Disability Savings Plans (RDSPs), and Registered Retirement Income Funds (RRIF);
 - (ii) Trade and business tools essential to continue currently active employment, such as farm equipment, specialized tools and vehicles;
 - (iii) Personal effects;
 - (iv) Bursaries or scholarships from educational institutions for any household member that is a current student; and
 - (v) Assets derived from compensatory packages from any government, for example Indian Residential School Settlements and Japanese Canadian Redress.
- 2.3 The asset limit may be reviewed after three years time by Director, Housing to determine its ongoing suitability, unless otherwise determined necessary.
- 2.4 The asset limit may only apply to those LEMR homes subject to housing agreements that contain a clause permitting asset limits as tenant eligibility criteria.
- 2.5 For any LEMR home with existing tenant(s) as of the date of this policy, no asset limit may apply until the LEMR home is leased to a new tenant under a new tenancy agreement

3. **CONSIDERATIONS FOR GRANTING EXEMPTIONS TO INSTANCES OF INCOME EXCEEDANCE FOR TENANTS OF LOW-END MARKET RENTAL HOUSING**

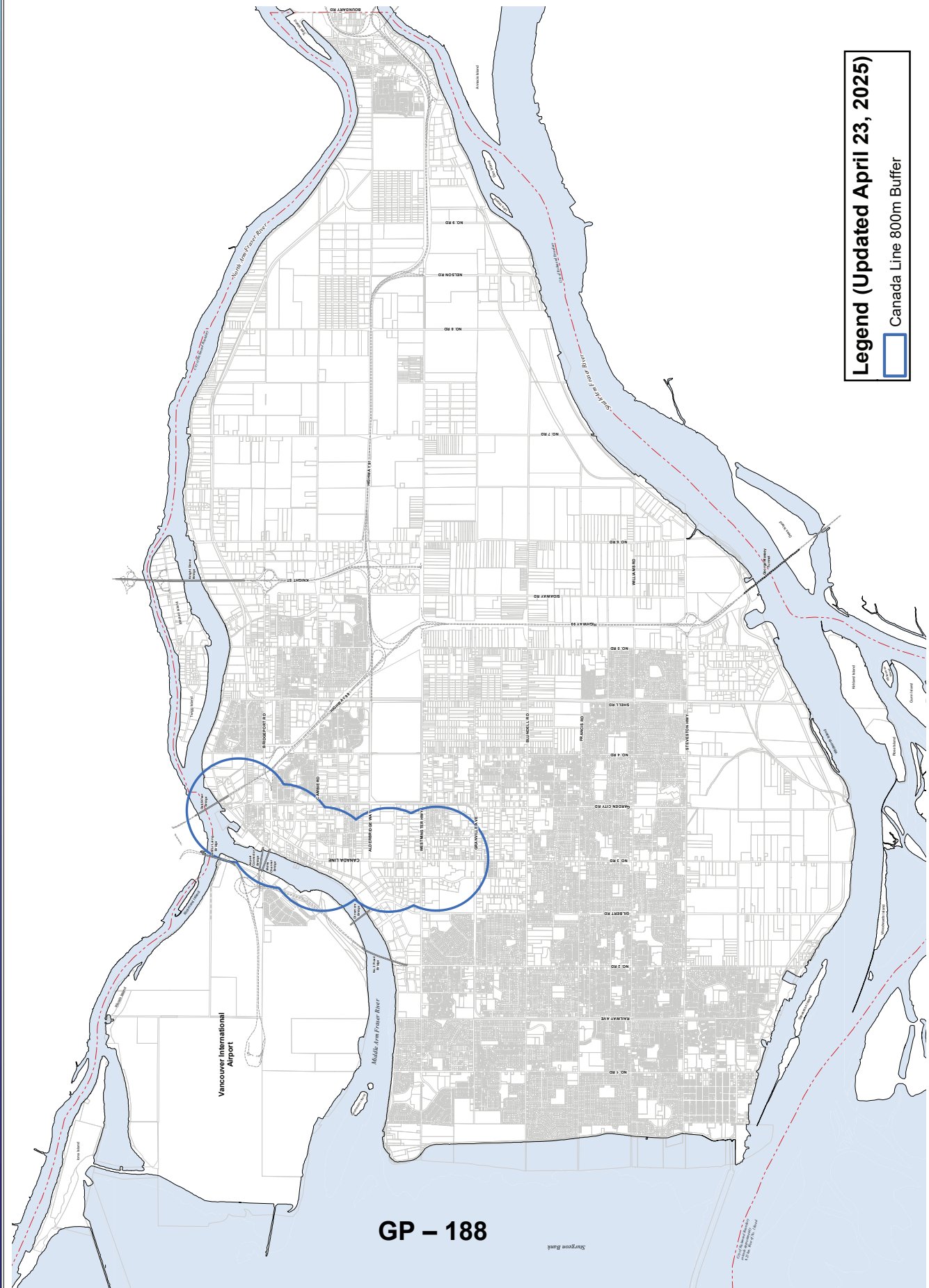
- 3.1 Exemptions for instances of income exceedance by eligible tenants of LEMR homes will be considered based on the following factors:
 - (a) The basis for the income exceedance demonstrates that it is limited and unlikely to reoccur.



- (i) Income exceedance is found to be limited in nature and the tenant has provided confirmation that it is unlikely to reoccur in future years.
- (b) The income exceedance has not occurred in the two years preceding the year of default.
 - (i) When looking at three years of income information, it can be verified that in the two years preceding the year of default the tenant was within the income limit.
- (c) The extent of the exceedance is limited to no more than 10% of the income threshold applicable to the LEMR home.
 - (i) The income exceedance is no greater than 10% of the maximum income threshold for the calendar year.

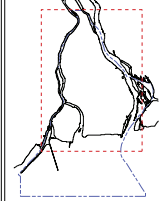
The purpose of this policy is to increase transparency and accountability in the LEMR Program. The policy will be reviewed periodically to ensure that integrity and long-term viability of the LEMR Program.

Transit-Oriented Areas



Note:
This information is for informational purposes only. It is not intended to be used as a legal document. The City of Richmond does not warrant the accuracy or completeness of this information. The City of Richmond is not responsible for any errors or omissions in this information. The City of Richmond is not responsible for any damages, including consequential damages, arising from the use of this information. The City of Richmond is not responsible for any damages, including consequential damages, arising from the use of this information.

April 23, 2025
Prepared by: Urban Design





City of Richmond

Report to Committee

To: General Purposes Committee

Date: June 25, 2025

From: Peter Russell
Director, Housing

File: 08-4057-05/2025-Vol 01

Re: Housing Priorities Grant Program Allocation

Staff Recommendations

1. That the proposed grant allocations for the Housing Priorities Grant Program, as outlined in the report titled "Housing Priorities Grant Program Allocation," dated June 25, 2025, from the Director, Housing, be approved, and that the following amounts be awarded:
 - a) Sun Valley Rental Ltd. – \$1,764,000
 - b) 1166225 B.C. Ltd. – \$1,003,000
 - c) Aashyn No. 3 Road Development Ltd. – \$108,000
 - d) Richmond Kiwanis Senior Citizens Housing Society – \$2,320,000
 - e) BC Indigenous Housing Society – \$4,160,000
2. That the Chief Administrative Officer and Deputy Chief Administrative Officer be authorized to negotiate and execute two Non-Profit Organization Stream 1A Grant Funding contribution agreements as set out in the grant allocation for the Housing Priorities Grant Program, and to negotiate and execute any amendments thereto and ancillary agreements;
3. That Development Cost Charges Waiver for Affordable Housing (6071 Azure Road) Bylaw No. 10695 be introduced and given first, second, and third readings;
4. That Development Cost Charges Waiver for Affordable Housing (8880 Cook Road) Bylaw No. 10696 be introduced and given first, second, and third readings; and
5. That Development Cost Charges Waiver for Affordable Housing (9000 No 3 Road) Bylaw No. 10697 be introduced and given first, second, and third readings.

Peter Russell
Director, Housing
(604-276-4130)

Att. 1

REPORT CONCURRENCE		
ROUTED TO: Finance Department Development Applications Law	CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	CONCURRENCE OF DEPUTY CAO
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

On November 25, 2024, Council approved a framework for a Housing Priorities Grant Program (Grant Program). The one-time \$10 million Grants Program is one of several initiatives being advanced with \$35.9 million in funding secured through the Canada Mortgage and Housing Corporation's (CMHC) Housing Accelerator Fund (HAF). This report presents a summary of applications received and recommends a funding package to enable and accelerate the delivery of affordable housing within Richmond.

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.

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

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.

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

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

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

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

The implementation of the Grant Program supports the objectives of the City's Affordable Housing Strategy (AHS) by:

- enabling for-profit home builders to overcome financial barriers to building affordable rental housing and in doing so expedite the delivery of such housing (Strategic Direction 2);
- helping to build capacity with non-profit organizations (NPOs) to develop, own, and manage affordable rental housing (Strategic Direction 3); and
- demonstrating to senior levels of government the ability of the City to leverage additional funding resources to increase the supply of affordable rental housing (Strategic Direction 5).

The City of Richmond's Interim Housing Needs Report (2024) highlights a pressing need to expand the supply of rental housing, particularly for households in extreme core housing need, being those spending more than 50% of their income on shelter costs. The proposed Grant Program allocations are intended to accelerate rental housing projects. By enabling the delivery of new rental units, the Program directly supports efforts to address persistently low vacancy rates and improve housing affordability.

Analysis

The Grants Program aims to support the creation of additional affordable housing for priority populations in Richmond by funding projects that are cost-effective, ready to proceed, and contribute to long-term, sustainable housing outcomes. The Grant Program aims to accelerate the delivery of at least 220 affordable rental homes by allocating \$10 million in funding to address financial barriers in affordable housing development. All HAF funding must be spent by December 14, 2027. The Grant Program includes two funding streams:

- **Stream One: Non-Profit Organizations and Cooperatives Grant Funding, including:**
 - 1A: Development fee grants for build-ready projects (up to \$40,000 per affordable unit).
 - 1B: Funding to support early-stage project development (up to \$50,000 per project).
- **Stream Two: For-Profit Homebuilder Funding for Additional LEMR Homes:**
 - 75% Development Cost Charge (DCC) offsets provided to for-profit homebuilders who deliver affordable rental housing above existing policy targets or zoning requirements.

Each funding stream within the Housing Priorities Grant Program is designed to align with the unique characteristics and constraints of different types of housing providers. Stream One targets non-profit organizations and housing cooperatives, which are recognized in the City's Affordable Housing Strategy as key partners in delivering affordable rental housing. NPOs reinvest all revenues into their operations and often leverage volunteer support, member donations, and government funding to develop affordable housing. The mandate and structure of NPOs make them a cost-effective partner for addressing housing needs in the community.

Stream Two is tailored to for-profit homebuilders; the grant approach for this stream has been designed to uphold the requirements of the *Community Charter* and *Local Government Act*, particularly as they relate to restrictions on the City's ability to provide direct financial assistance to businesses. This Stream offers DCC offsets, implemented by way of a DCC waiver bylaw, for projects that voluntarily exceed existing affordable housing requirements. To ensure the offsets remain financially neutral to the City, an amount equivalent to the waived DCCs will be transferred from the HAF funding into a dedicated reserve account to be used for City infrastructure and utility projects at the time the balance of the DCCs are payable for the project.

Summary of Applications

The City received five applications seeking a total of \$13.6 million in funding. Of the five applications, two are from NPOs seeking Stream One (1A) funding, and three are from

homebuilders seeking Stream Two funding. No applications were received for the Stream One (1B) project development funding. A summary of applications can be found in Attachment 1. It is important to note that in some instances applications sought funding outside the scope of the Grant Program. Staff have accordingly adjusted recommended funding to a maximum of approximately \$9.4 million. This funding could ultimately support the delivery of 347 affordable rental units, significantly exceeding the Grant Program's target of 220 units. 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.

Staff recommend allocating the remaining \$600,000 of the \$10 million Grant Program to a second open funding round under the same funding criteria as previously approved. The second funding round would target smaller-scale projects with project development funding or projects in a position to realize building permit issuance before December 2027. Should this funding not be allocated by July 2026, staff propose incorporating this funding into alternative initiatives and opportunities permitted under the HAF Contribution Agreement, such as land acquisitions or infrastructure to support housing development.

Stream 1A Applications – Grants for Build-Ready Projects

Under this funding stream NPOs can receive up to \$40,000 in grant funding per affordable rental home to offset City development fees. Two applications for funding were made through this stream. Table 1 highlights key components of the two applications. Additional details pertaining to each Stream 1A application is offered below.

Table 1: Applications for Grant Funding Under Stream 1A

Applicant	Site Address	Units Proposed	Amount Requested
BC Indigenous Housing Society	4100 Chatham Street	165 units	\$6.6M ¹
Richmond Kiwanis Senior Citizens Housing Society	8520, 8540 & 8560 Railway Avenue	58 units	\$2.32M

¹ As outlined below, staff are recommending that funding to BCIHS be limited to \$4.16M recognizing current limitations in the ability of the applicant to advance the proposal given site considerations.

Application 1: British Columbia Indigenous Housing Society - Elder Housing in Steveston

This application proposes the development of up to 165 affordable rental units at 4100 Chatham Street by the British Columbia Indigenous Housing Society (BCIHS). BCIHS has experience developing and operating affordable housing with 21 affordable housing developments that serve 2000 residents across the Lower Mainland. The applicant has requested \$6.6 million in grant funding considering the ultimate 165-unit project.

It is understood that BCIHS is a candidate for securing funding for 104 homes under BC Housing's Indigenous Housing Fund (IHF). The IHF funding program sets rents-g geared-to-income (RGI) and provides capital grants, low-interest financing, and operating subsidies,

ensuring long-term housing affordability over a 60-year horizon. BCIHS propose to house low-income Indigenous elders and moderate-income individuals and families in their development.

Overall, the submission demonstrated a high level of alignment with the objectives of the Grant Program and the proposal performs well against the Program's evaluation criteria. However, development applications, including rezoning and an OCP amendment have not yet been received and considered by Council, therefore the project cannot be considered "build-ready". HAF funding must be spent by December 14, 2027. Staff believe there is an opportunity to satisfy this deadline subject to advancing a development application, which as a 100% rental project, would be given priority review. Council's consideration of the proposed grant funding does not restrict its decision with respect to the future land use applications which would be brought forward for Council consideration at a future date.

Given the project's early stage of conceptualization, staff recommend limiting any funding commitment to \$4.16 million. This amount is linked to the 104-unit project for which funding from BC Housing may be made available.

A contribution agreement will be used to manage the allocation of grant funding. As it relates to this proposal, the agreement would set out clear development milestones, such as the point at which a Development Permit or a Building Permit are issued. If the milestone is not satisfied, the City's funding commitment could be withdrawn. Depending on the timing, it could be that funding is returned to the City and reallocated towards other projects, perhaps procured through a second funding intake.

Application 2: Kiwanis Railway LEMR development

The second application, submitted by Richmond Kiwanis Senior Citizens Housing Society (Kiwanis), proposes up to 58 affordable rental homes at 8520, 8540 & 8560 Railway Avenue. The project received conditional approval for rezoning on September 5, 2023. At that time, the project included 29 Low-End Market Rental (LEMR) homes and 29 market rental homes. The applicant has indicated their intention to increase the number of LEMR units within the development and their grant application seeks \$2.32 million to secure up to 58 units as LEMR housing. To facilitate the switch from market rentals to LEMR units, Kiwanis may be required to return to Council to amend their conditionally approved rezoning. Council's consideration of the proposed grant funding for this project does not restrict its decision with respect to any future land use applications which may be brought forward for Council consideration at a future date.

The proposal strongly aligns with the objectives and criteria of the Grant Program with one exception: the land is currently owned by a for-profit entity. The application was made by Kiwanis, although the landowner is SD Railway Homes Inc. This ownership arrangement limits the City's ability to provide grant funding as it would be considered assistance to business, prohibited under the *Community Charter and Local Government Act*.

This project offers up to 58 LEMR homes, being beyond any mandatory minimum as prescribed in the Official Community Plan (OCP). To enable grant eligibility, there must first be a land transfer from SD Railway Homes Inc. to Kiwanis and a formal transfer of the development

application. These actions will be required as conditions of the grant contribution agreement. If the applicant fails to meet these conditions, the project could be considered eligible for a DCC waiver. Should this scenario occur, staff would return to Council with a DCC waiver bylaw.

Next Steps

Should Council endorse the proposed funding allocations for BCIHS and Kiwanis, contribution agreements will be prepared to manage the allocation of funds and set out conditions to ensure key milestones are satisfied as projects proceed.

Stream 2 Applications – DCC Offsets for the Development of Additional Affordable Homes

The City received three applications for DCC offsets, or waivers, all of which were for 100% rental housing developments. Each application (Table 2) meets the eligibility criteria within the Grant Program, with each voluntary affordable rental home eligible for a 75% DCC offset.

Table 2: DCC Offset Applications

Development	Total Rental Units	Eligible Voluntary Affordable Rental Units	DCC Offset
6071 Azure Road	330	110	\$1,764,000
8880 Cook Road	339	68	\$1,003,000
9000 No. 3 Road	64	7	\$108,000
Totals	733	185	\$2,875,000

The applicant for the 6071 Azure Road development has requested to cancel their Development Permit (DP) with the intention to make changes to the project design and submit a new DP application. The project remains a viable candidate project for a DCC offset. If the total voluntary affordable rental units in the development increase following any amendments, the total DCCs offset will not increase.

Offsets can be implemented by way of one-time DCC waiver bylaws, which specify the details of the waiver. To ensure clarity and financial control, the maximum offset amount is determined using the floor area of the voluntary affordable housing component approved at rezoning. This floor area sets an upper limit for the offset. If the final floor area of the voluntary affordable rental units is reduced through the development permit process, the offset automatically scales down. However, if the final floor area exceeds what was approved at rezoning, the offset amount will not increase.

The waiver and affordable housing delivery commitments are established by bylaw and therefore remain in force until such time as the bylaw(s) is rescinded, if required. The charges associated with any DCC waiver would be transferred from the City's HAF fund into the City's Capital Reserve (Revolving Account) at the time the DCCs are to be paid, occurring concurrently with the issuance of a building permit. This money will then be used to fund eligible capital projects that would otherwise rely on DCC revenue.

Implementation of Waiver Bylaws and Contribution Agreements

To ensure the grants program supports applicants without influencing Council's decision-making, the implementation of waiver bylaws and contribution agreements has been carefully structured. Waiver bylaws will advance to third reading but will not be adopted until the associated (DP) is issued, preserving Council's discretion over land use approvals. Similarly, under contribution agreements, no City contributions will be made prior to DP issuance. While applicants may pay eligible City fees in advance, these costs will only qualify for reimbursement once the DP is issued. In both funding streams, the majority of grant disbursements occur after the building permit is issued. This approach balances the need to provide applicants with a degree of funding certainty, enabling them to secure financing based on a conditional grant commitment, while ensuring that Council's decision-making remains unfettered by early financial commitments.

Allocating Unspent HAF Funding

A key requirement of HAF funding is that it must be fully utilized by December 14, 2027, or returned to CMHC. To ensure the full \$10 million in grant funding is spent, milestone requirements will be built into the contribution agreements for both BCIHS and Kiwanis. If BCIHS does not meet these milestones, or if the Kiwanis project is converted to a DCC offset, staff propose reallocating unused funds to alternative HAF initiatives, such as strategic land acquisitions. For the DCC offsets, recipients will be informed that the offset is time-limited and that the waiver bylaw will be rescinded by September 2027 if unutilized to allow the City to reallocate the funding to alternative HAF initiatives.

Financial Impact

A total funding allocation of up to \$9,355,000 from the Canada Mortgage and Housing Corporation's Housing Accelerator Fund will be used to offset City development fees, including Development Cost Charges in support of delivering 347 affordable rental units.

Conclusion

The five grant fund applications present a strong opportunity to accelerate and enable the delivery of new affordable rental housing in Richmond, coupled with market rental housing. The proposed funding allocations recognize limitations in project eligibility while making funding available for each of the five projects.



Cade Bedford
Planner 2, Affordable Housing
(604-247-4916)



Greg Newman
Manager, Affordable Housing
(604-204-8648)

Att. 1: Summary of Housing Priorities Grant Program Applications

Summary of Housing Priorities Grant Program Applications

Project	Applicant	Permit numbers	Eligible affordable units	Total Units	Address	Status	Recommended Funding Allocation
Azure	Sun Valley Rental Ltd.	RZ 21 931122 DP 23 023854 BP 24 038313	110	330	6071 Azure Road	BP pending*.	\$1,764,000
Cook and Citation	1166225 B.C. Ltd.	RZ 21 932698 DP 23 014121 BP 24 012326	68	339	8880 Cook Road	3rd reading RZ. DP and BP pending.	\$1,003,000
Panatch Development	Aashyn No. 3 Road Development Ltd.	RZ 23 033712 DP 23 033716	7	64	9000 No 3 Road	3rd reading RZ. DP in circulation.	\$108,000
Railway	Richmond Kiwanis Senior Citizens Housing Society	RZ 21-936046 DP 24 012854	58	58	8520, 8540 & 8560 Railway Avenue	3rd reading RZ. DP in circulation.	\$2,320,000
BC Indigenous Housing Society	BC Indigenous Housing Society		104	165 [^]	4100 Chatham Street	Pre application	\$4,160,000
Totals			347	956			\$9,355,000

* Sun Valley Rental Ltd has made a request to cancel their Development Permit in order to make changes to the project design and submit a new application.. If the total units in the development increase following any amendments, the total DCCs offset will not increase.

[^] BCIIHS proposes 165 affordable rental units, but staff recommend funding for only 104 due to the application not meeting eligibility criteria for conditional approval on a development permit.



Development Cost Charges Waiver for Affordable Housing (6071 Azure Rd) Bylaw No. 10695

WHEREAS the City of Richmond collects **development cost charges** through the *Development Cost Charges Imposition Bylaw No. 9499*;

WHEREAS Section 563 of the *Local Government Act* permits a local government to waive development cost charges for eligible developments, including for-profit affordable rental housing;

WHEREAS the **City** wishes to waive 75% of the **development cost charges** for any **additional affordable housing units**, which units are provided in excess of the **City's** affordable housing unit requirements established by the **City's** bylaws and policies, and are to be provided as part of the **development** located at 6071 Azure Rd;

AND NOW THEREFORE the Council of the City of Richmond enacts as follows:

1.0 INTERPRETATION

1.1 In this bylaw:

- (a) "**additional affordable housing units**" means any additional **affordable housing units** provided by the owner as part of the **development** in excess of applicable **City** bylaws and policies as of the date of this bylaw. For the purposes of clarity, the owner intends to provide 110 additional **affordable housing units**
- (b) "**affordable housing units**" means **dwelling units** that are **affordable housing units** as defined in the **Zoning Bylaw**, and subject to a housing agreement;
- (c) "**City**" means the City of Richmond;
- (d) "**development**" means the residential development located on the Lands;
- (e) "**development cost charge**" means a development cost charge payable by a person to the **City** pursuant to the **DCC Bylaw**;
- (f) "**DCC Bylaw**" means the **City's** *Development Cost Charges Imposition Bylaw No. 9499* as may be amended or replaced;
- (g) "**dwelling unit**" has the same meaning as under the **City's** Zoning Bylaw;

- (h) **“Lands”** means the lands and premises located at 6071 Azure Rd, Richmond, BC, and legally described as PID 032-294-425, Lot 1, Block 4N, Section 7, Range 6 W, New Westminster Land District, Plan EPP137753;
- (i) **“Local Government Act”** means the *Local Government Act* (BC), as may be amended or replaced.
- (j) **“payment date”** means the date on which **Development Cost Charges** must be paid under the **DCC Bylaw**;
- (k) **“Zoning Bylaw”** means the City’s Zoning Bylaw 8500, as may be amended or replaced.

2.0 WAIVER OR REFUND OF DEVELOPMENT COST CHARGES

2.1 Notwithstanding Section 1.4 of the **DCC Bylaw**, the **City** hereby waives the lesser of:

- (a) 75% of the **development cost charges** payable for the **additional affordable housing units** on the **payment date**; and
- (b) \$1,764,000 of the **development cost charges** payable for the **additional affordable housing units** on the **payment date**.

3.0 SEVERABILITY

3.1 If any definition, section, subsection, paragraph, subparagraph, clause or phrase in this bylaw is held invalid by a Court of competent jurisdiction, the invalid definition, section, subsection, paragraph, subparagraph, clause or phrase must be severed and the remainder of this bylaw is deemed to have been adopted without the severed definition, section, subsection, paragraph, subparagraph, clause or phrase.

4.0 CITATION

4.1 This Bylaw is cited as **“Development Cost Charges Waiver for Affordable Housing 6071 Azure Rd Bylaw No. 10695”**.

FIRST READING

SECOND READING

THIRD READING

ADOPTED

MAYOR

CORPORATE OFFICER

CITY OF RICHMOND
APPROVED for content by originating dept. <i>CAB</i>
APPROVED for legality by Solicitor <i>SH</i>



**Development Cost Charges Waiver for Affordable Housing
8880 Cook Road Bylaw No. 10696**

WHEREAS the City of Richmond collects **development cost charges** through the *Development Cost Charges Imposition Bylaw No. 9499*;

WHEREAS Section 563 of the *Local Government Act* permits a local government to waive development cost charges for eligible developments, including for-profit affordable rental housing;

WHEREAS the City wishes to waive 75% of the **development cost charges** for any **additional affordable housing units**, which units are provided in excess of the City's affordable housing unit requirements established by the City's bylaws and policies, and are to be provided as part of the **development** located at 8880 Cook Road;

AND NOW THEREFORE the Council of the City of Richmond enacts as follows:

1.0 INTERPRETATION

1.1 In this bylaw:

- (a) "**additional affordable housing units**" means any additional **affordable housing units** provided by the owner as part of the **development** in excess of applicable City bylaws and policies as of the date of this bylaw. For the purposes of clarity, the owner intends to provide 68 additional **affordable housing units**;
- (b) "**affordable housing units**" means **dwelling units** that are **affordable housing units** as defined in the **Zoning Bylaw**, and subject to a housing agreement;
- (c) "**City**" means the City of Richmond;
- (d) "**development**" means the residential development located on the Lands;
- (e) "**development cost charge**" means a development cost charge payable by a person to the City pursuant to the **DCC Bylaw**;
- (f) "**DCC Bylaw**" means the City's *Development Cost Charges Imposition Bylaw No. 9499* as may be amended or replaced;
- (g) "**dwelling unit**" has the same meaning as under the City's Zoning Bylaw;

- (h) **“Lands”** means the lands and premises located at 8880 Cook Road , Richmond, BC, and legally described as PID 030-506-981 , Parcel A, Block 4N, Section 9, Range 6W, New Westminster Land District, and SEC 10 , Plan EPP83741;
- (i) **“Local Government Act”** means the *Local Government Act* (BC), as may be amended or replaced;
- (j) **“payment date”** means the date on which **Development Cost Charges** must be paid under the **DCC Bylaw**;
- (k) **“Zoning Bylaw”** means the City’s Zoning Bylaw 8500, as may be amended or replaced.

2.0 WAIVER OR REFUND OF DEVELOPMENT COST CHARGES

2.1 Notwithstanding Section 1.4 of the **DCC Bylaw**, the **City** hereby waives the lesser of:

- (a) 75% of the **development cost charges** payable for the **additional affordable housing units** on the **payment date**; and
- (b) \$1,003,000 of the **development cost charges** payable for the **additional affordable housing units** on the **payment date**.

3.0 SEVERABILITY

3.1 If any definition, section, subsection, paragraph, subparagraph, clause or phrase in this bylaw is held invalid by a Court of competent jurisdiction, the invalid definition, section, subsection, paragraph, subparagraph, clause or phrase must be severed and the remainder of this bylaw is deemed to have been adopted without the severed definition, section, subsection, paragraph, subparagraph, clause or phrase.

4.0 CITATION

4.1 This Bylaw is cited as **“Development Cost Charges Waiver for Affordable Housing 8880 Cook Road Bylaw No. 10696”**.

FIRST READING

SECOND READING

THIRD READING

ADOPTED

MAYOR

CORPORATE OFFICER

CITY OF RICHMOND
APPROVED for content by originating dept. <i>CHB</i>
APPROVED for legality by Solicitor <i>SH</i>



Development Cost Charges Waiver for Affordable Housing 9000 No 3 Road Bylaw No. 10697

WHEREAS the City of Richmond collects **development cost charges** through the *Development Cost Charges Imposition Bylaw No. 9499*;

WHEREAS Section 563 of the *Local Government Act* permits a local government to waive development cost charges for eligible developments, including for-profit affordable rental housing;

WHEREAS the **City** wishes to waive 75% of the **development cost charges** for any **additional affordable housing units**, which units are provided in excess of the **City's** affordable housing unit requirements established by the **City's** bylaws and policies, and are to be provided as part of the **development** located at 9000 No 3 Road;

AND NOW THEREFORE the Council of the City of Richmond enacts as follows:

1.0 INTERPRETATION

1.1 In this bylaw:

- (a) "**additional affordable housing units**" means any additional **affordable housing units** provided by the owner as part of the **development** in excess of applicable **City** bylaws and policies as of the date of this bylaw. For the purposes of clarity, the owner intends to provide 6 additional **affordable housing units**
- (b) "**affordable housing units**" means **dwelling units** that are **affordable housing units** as defined in the **Zoning Bylaw**, and subject to a housing agreement;
- (c) "**City**" means the City of Richmond;
- (d) "**development**" means the residential development located on the Lands;
- (e) "**development cost charge**" means a development cost charge payable by a person to the **City** pursuant to the **DCC Bylaw**;
- (f) "**DCC Bylaw**" means the **City's** *Development Cost Charges Imposition Bylaw No. 9499* as may be amended or replaced;
- (g) "**dwelling unit**" has the same meaning as under the **City's** **Zoning Bylaw**;

- (h) **“Lands”** means the lands and premises located at 9000 No 3 Road, Richmond, BC, and legally described as PID 003-672-191, Lot 537, Block 4N, Section 28, Range 6W, New Westminster Land District, Plan 54754.
- (i) **“Local Government Act”** means the *Local Government Act* (BC), as may be amended or replaced.
- (j) **“payment date”** means the date on which **Development Cost Charges** must be paid under the **DCC Bylaw**;
- (k) **“Zoning Bylaw”** means the City’s Zoning Bylaw 8500, as may be amended or replaced.

2.0 WAIVER OR REFUND OF DEVELOPMENT COST CHARGES

2.1 Notwithstanding Section 1.4 of the **DCC Bylaw**, the **City** hereby waives the lesser of:

- (a) 75% of the **development cost charges** payable for the **additional affordable housing units** on the **payment date**; and
- (b) \$108,000 of the **development cost charges** payable for the **additional affordable housing units** on the **payment date**.

3.0 SEVERABILITY

3.1 If any definition, section, subsection, paragraph, subparagraph, clause or phrase in this bylaw is held invalid by a Court of competent jurisdiction, the invalid definition, section, subsection, paragraph, subparagraph, clause or phrase must be severed and the remainder of this bylaw is deemed to have been adopted without the severed definition, section, subsection, paragraph, subparagraph, clause or phrase.

4.0 CITATION

4.1 This Bylaw is cited as **“Development Cost Charges Waiver for Affordable Housing 9000 No 3 Road Bylaw No. 10697”**.

FIRST READING

SECOND READING

THIRD READING

ADOPTED

MAYOR

CORPORATE OFFICER

CITY OF RICHMOND
APPROVED for content by originating dept. <i>CAB</i>
APPROVED for legality by Solicitor <i>SH</i>



City of Richmond

Report to Committee

To: General Purposes Committee

Date: June 25, 2025

From: Peter Russell
Director, Housing

File: 08-4057-05/2025-Vol 01

Re: Establishing a Housing Authority - Referral Response #2

Staff Recommendation

That opportunities to establish a housing authority be brought forward for Council consideration on a case-by-case basis considering the details presented in the report titled "Establishing a Housing Authority - Referral Response #2" from the Director, Housing, dated June 25, 2025.

Peter Russell
Director, Housing
(604-276-4130)

Att. 2

REPORT CONCURRENCE		
ROUTED TO: Finance Department Law	CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	CONCURRENCE OF DEPUTY CAO
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

The December 16, 2024 General Purposes Committee report titled “Establishing a Housing Authority – Referral Response” included a comparative analysis of other cities that have set up housing entities, including municipal corporations, non-profit societies, and in-house agencies. For clarity and noted in more detail in the report:

- If established, a housing authority would be a wholly-owned municipal corporation with Council as the sole shareholder;
- Similar to the Lulu Island Energy Company and the Olympic Oval Corporation, a Board of Directors would be established; and,
- A housing authority can be operated as a non-for-profit entity.

This report responds to the following General Purposes Committee referral from December 16, 2024.

That staff be directed to take the next steps in establishing a Housing Authority, including analysis of:

- (a) Structure options;*
- (b) Financing model;*
- (c) Terms of Reference;*
- (d) When to utilize the Housing Authority;*
- (e) Results of stakeholder consultation;*
- (f) Implications to the development community; and to report back in three months.*

This report considers the various operating models and associated governance structures that would support a housing authority and provides an overview of associated financing models and general funding requirements. The overarching purpose of this report is to confirm Council objectives as they relate to the establishment of a housing authority as a wholly-owned municipal corporation. A housing authority has potential to meet the mandate and objectives of Council as they relate to delivering more affordable housing in some cases, discussed in the report.

This report supports Council’s Strategic Plan 2022–2026 Focus Area #2:

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

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

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.

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

Analysis

The City's 2024 Interim Housing Needs Report (IHNR) noted that 51,981 new housing units are required by 2041, equating to 2,600 units per year. These figures include non-market housing and all forms of market housing. While the City noted its concerns with the imposed IHNR methodology, there remains a strong need to utilize all available resources to address the housing challenge, locally and nationwide, since the private sector alone will not be able to supply the housing units required by 2041 and, in particular, below market housing identified in the IHNR.

The City has a long track record of delivering affordable housing, through partnership and policy, per the following two key streams of activity:

- **Low End Market Rental (LEMR) Program:** Since 2007, the City has relied on the success of the LEMR program to deliver below-market rental units, with 625 built to date and 812 approved or under development. The program has evolved over the decades with changes in 2017 to introduce the role of not-for-profit housing operators (NPHOs) and recently in 2025, to introduce a new temporary staff role, a registry of available LEMR homes, and enhanced on-line resources to support rental unit applicants. At the April 28, 2025, Council meeting, Council confirmed that the City shall maintain the current approach to managing the LEMR Program. During the meeting, Council authorized the creation of a temporary full-time position to establish and maintain a registry of available LEMR homes and to create a list of those eligible for LEMR housing. Further, enhancements are being made to online resources that will make it easier for members of the public to access affordable rental housing suited to their needs. Partnerships and ongoing improvements to the LEMR program will continue to play an important role in the delivery of affordable housing.
- **Partnerships with Senior Government:** 234 built affordable housing units have been delivered to date in partnership with senior governments, where the City has provided access to City-owned land and funding from the Affordable Housing Reserve Fund. Included in the above figures, 80 affordable housing units are being constructed at 5491 No. 2 Road, funded through BC Housing's Community Housing Fund and operated by Pathways Clubhouse Society of Richmond. Similarly, the Storeys Project located at 8080 Anderson Road on City-owned land delivered 129 units of below-market rental housing operated by a consortium of non-profit organizations under BC Housing funding programs.

This report discusses a third avenue to advance affordable housing: the role of a municipal housing authority.

A housing authority has the potential to be active in the direct delivery of housing, making full use of funding and financing models, partnerships and regulatory tools available to the City and a wholly-owned housing authority.

The housing sector is facing several market challenges, including rising construction costs, financing barriers, and labour shortages – conditions that a housing authority would be expected to face as well. While partnerships and the LEMR program will continue to play an important role in the delivery of affordable housing across the housing continuum, the analysis below frames considerations for advancing affordable housing projects through a housing authority should the opportunity arise.

Consideration of a Housing Society as Alternative to a Housing Authority

A housing society is a not-for-profit, non-taxable organization, incorporated pursuant to the Province's *Societies Act*. A society's assets and income must be used to fulfill its purposes, which are typically driven by community or charitable purposes. Like a housing authority, the City may have representation on the Board of Directors, but there is no share capital and therefore the City would not be a shareholder.

A society would function like existing non-profit organizations in Richmond. The Housing Office was established to drive new housing programs and policies and would likely be required to support the operations of a society until it could build and fund operational capacity. For reference, the Squamish Community Housing Society (Society) was incorporated as a non-profit society by the District of Squamish (District) in 2021. The District is funding the Society currently for up to 8 years of operations. The Society is entirely independent of the District and would not impact its financial state nor its borrowing limits. The Society's mandate is to partner at all levels of government, across all sectors, and with the Squamish Nation to build, acquire, and protect affordable housing in the community. In comparison, Council will have more control of a housing authority, having direct input on how it is funded, the composition of the Board of Directors and use of City resources.

Role of a Housing Authority in Delivering Affordable Housing

The purpose of incorporating a housing authority as a wholly-owned municipal corporation would be to undertake business ventures for the benefit of the local government and community. Housing authorities typically take on the role of designing, building, financing, maintaining, operating and/or tenancing affordable housing developments, directly or through senior government, non-profit, or private sector partnerships.

A housing authority would be established under the *Business Corporations Act*. The Articles of the housing authority, which are the foundational legal documents filed with the BC Corporate Registry to establish a corporation, must outline the rules and structure of the housing authority, including the housing authority's governance structure, as discussed further below. A housing authority is a separate legal entity, distinct from the shareholder. Legally, an incorporated housing authority has all the rights and obligations of an individual. The housing authority can enter into contracts, own real property, sue and be sued. A housing authority provides limited liability to a municipality as shareholder. The municipality's liability is limited to the value of the shares it purchased in the housing authority. The housing authority is also taxed independently from shareholders.

While the shareholder owns the housing authority and elects the Board, the Board of Directors is responsible for the operations. Under the provincial *Business Corporations Act* (BCBCA), the directors of a company must manage or supervise the management of the corporation. The BCBCA also imposes on directors and officers (i) the duty to act honestly and in good faith, (ii) a fiduciary duty, where they must act in the best interests of the corporation, prioritizing its interests above their own, (iii) a duty of care, where they must exercise the care, diligence and skill that a reasonable prudent person would, (iv) a duty of compliance, where they must comply with the BCBCA and the articles creating the corporation, and (v) obligations regarding disclosure of conflicts of interest.

A housing authority would have more control when it comes to establishing tenant eligibility for units that are owned or operated by the housing authority, such as employee or residency

requirements, in these types of projects. The steps to establishing a housing authority are outlined in Attachment 1.

Defining the Mandate of a Housing Authority

Prior to advancing the creation of a housing authority, consideration should be given to local shortfalls in housing supply and opportunities to address such shortfalls without duplicating the efforts of NPHOs and for-profit homebuilders. The mandate of a housing authority consistent with Council objectives could be to:

- deliver housing that addresses housing needs that are not being met by the private sector and/or through the initiatives of NPHOs;
- acquire housing that generates sufficient revenue to allow such housing, and any secured depths of affordability, to be maintained in perpetuity or per terms defined in a partnering agreement;
- acquire and/or develop housing geared to target populations;
- directly manage housing and tenant selection;
- secure funding from senior levels of government to develop affordable housing;
- partner with NPHOs, for-profit developers and government to deliver housing; and
- reduce liability to the City through incorporation of a separate legal entity.

Owning and operating housing can be in the form of new development, acquiring existing rental properties, and purchasing LEMR units, among other solutions. A housing authority can also play a role in creating opportunity for partnerships with senior levels of government and the private sector. While an Authority could seek to deliver housing across the housing continuum (Figure 1), the analysis focused on the delivery of non-market, subsidized housing, low-end of market housing, a mix of LEMR and market rental housing, and market rental housing.

Figure 1: Housing Authority Scope within Richmond's Housing Continuum

Homeless and At Risk			Rental Housing			Homeownership		
Emergency Weather Shelters	Shelters	Transitional Housing	Non-Market/ Social Housing	Low-End-Market Rental	Purpose Built Rental	Secondary Market Rental	Affordable Homeownership	Market Homeownership
Temporary shelters opened when an Extreme Weather Alert is issued.	Short-stay housing with varying levels of support to individuals	Short to medium term housing that includes the provision of support services (on or off-site), to help people move towards self-sufficiency	This housing includes funded by senior levels of government and housing managed by BC Housing, Metro Vancouver, non-profit and co-operative housing providers.	Rental units secured through inclusionary zoning. Targets low-moderate income households with rents set at below market rates.	Residential housing built as rental units, and may not be converted into stratified units. May be owned by a developer or a non-profit organization, or a secondary suite on a single-family lot.	Privately owned condominiums that could be rented out by the owner at market rate.	Units affordable to middle income home buyers. These housing units are usually modestly sized and targeted to first-time home buyers.	Ownership including single family dwellings, row houses, and strata owned condominiums at market prices.

Financial Analysis

Establishing a housing authority requires a comprehensive Business Plan to be reviewed and approved by the Inspector of Municipalities. The Business Plan must demonstrate long-term financial sustainability and sufficient due diligence to meet its mandate. At start-up, a housing authority would require funding contributions to commence operations.

A preliminary financial analysis was undertaken to identify the investment that would be required to develop and operate a 160-unit development. See Attachment 2 for a summary and assumptions used for the analysis, including interest rates, fees and applicable waivers, mortgage terms. The analysis found that in each case, even with a land contribution from the City and favourable financing, an upfront financial investment is required.

Funding to support the creation and ongoing operation of housing authority may be secured by:

1. **Accessing City funds or financing from the City, as defined in a Partnering Agreement:** Access to City funds would need to consider revenue options, including establishing a reserve fund, or an increase in property tax revenue. The use of City reserves is restricted by legislation, limiting how and where funding is sourced for the purposes of funding capital and operating costs of a housing authority. Recent amendments to the Local Government Act related to inclusionary and density bonus zoning allow for the establishment, by bylaw, of a density benefits reserve fund. Where a zone allows for cash-in-lieu of built affordable housing, any collected funds must be deposited into the density benefits reserve fund. Those funds in turn must only be used for the capital costs of new affordable housing. Under the legislation, cash-in-lieu remains the option of the developer and is thus not a guaranteed source of funds. Alternatively, the City could increase property taxes to collect the funds required, for example, by phasing in a 0.5% to 1.0% increase over time, where 1% is equal to approximately \$3M in taxation revenue. While an Authority can borrow from the City, the City's liabilities and ability to finance other projects may be impacted. A housing authority is not eligible to borrow directly from the Municipal Finance Authority.
2. **Third party lenders, including other orders of government:** The housing authority can borrow directly from traditional financial institutions. Project financing could be secured through specially designed senior government programs, should they be introduced, similar to the Canada Infrastructure Bank.
3. **Public-private partnerships:** Through a public-private partnership, a housing authority can secure access to financing, similar to how the Lulu Island Energy Company's partnership with Corix Utilities. Staff will assess such opportunities when renewing the City's current Affordable Housing Strategy, due for renewal in 2027.
4. **Partnering with senior governments for capital and operating funding for deeply subsidized buildings:** A housing authority can apply directly for funding via Request for Proposals (RFP) from senior governments. Currently, the City partners with an NPHO, who applies for funding with City providing access to land and funds for permit fees. Storeys, Pathways (Rio Vista), and Harbour House were delivered under this model. This approach leverages NPHO experience in delivering and managing housing, providing tenant support services, creating opportunities for the NPHO to bring additional capital and operating funding, all serving to limit financial risk to the City. To date, 234 total units have been delivered in this way. A housing authority would be able to apply directly for senior government funding programs, but demonstrating experience in the management and

operation of such projects will be key to successfully being awarded funding. For these reasons, it would be incumbent on the City to create opportunities for the housing authority to gain the requisite experience such that it can successfully apply directly to future senior government funding calls. Over time, an Authority can become nimble and experienced and able to act quickly when RFPs are released.

Other financial considerations below would require long-term operating budgets and corresponding funding needs for operations. Some of these costs can be covered by the City under a Partnering Agreement with the City:

- Staffing costs;
- Board Director remuneration for external Board Directors (if any);
- Office and equipment expenses;
- Insurance and legal costs; and
- Office and consultant costs.

As an example, the Burnaby Housing Authority was approved with a \$2M annual operating budget to cover the above costs from 2024 through to 2028. A contribution of \$475,000 in 2024 for capital expenditures and access to \$100M in financing from 2024 to 2028 was also approved.

Summary

In the short term, the start-up of a housing authority will require funding and resources from the City that could be directed towards other initiatives. The City's model of housing delivery, for example, relies on partnerships with NPHOs who are provided access to City-owned lands in addition to funding from the City's Affordable Housing Reserve Fund.

With these resources, the NPHO then applies to senior governments for capital and operating funds with which to build and manage affordable rental housing. The reallocation of resources to a housing authority may diminish the ability of the City to partner with NPHOs and to secure funding for housing development. In addition, depending on how the housing authority is structured, it can impact the City's debt ratios and borrowing limits for other projects. Also, there are opportunity costs for use of land that the City bears.

Operating Model and Governance Structure

The City of Richmond can act as the sole shareholder of the housing authority. As the sole shareholder, the City would have the power to elect and remove directors, attend annual general meetings, and receive financial statements. Subject to some key decision-making powers set out in the *Business Corporations Act*, and any powers granted to the shareholders in the articles of the company, the general practice is for shareholders to entrust the Board of Directors with the exclusive power to manage the company.

A Board of Directors may be composed of elected officials, staff, members of the public, external experts, or any combination of the above. The City has the knowledge, resources, and connections to govern wholly-owned corporations and has employed a range of governance models to date. An initial Board of Directors can be made up of staff in the short term, to advance the City's objectives in the early start-up period of the housing authority.

Under these circumstances, the Board of Directors will be operationally independent of City Council but more closely aligned with City priorities. Council would also be required to determine the size of the Board. Changes may be made over time to include external experts as the housing authority undertakes development. The Mayor may also opt to appoint a Council liaison who attends Board meetings.

Considerations regarding potential relationship, roles and responsibilities of the housing authority and City are summarized in Table 2 below.

Table 2: Housing Authority Model: Distribution of Roles and Responsibilities

		Authority	City
Governance	Board of Directors	Council members, City staff and/or external members as Board of Directors	Appointed by Council
	Business & Strategic Plan	Created by Authority	Approved by Council
	Annual Report	Prepared by Authority and presented to Council	Accepted by Council
Finance	Capital and Operating Budgets	Created annually by Authority	Approved annually by Council
	Other Funding	Senior government funding	N/A
	Financial Statements	Prepared by Authority, audited annually	City staff support; audited annually by City auditor
Land	Ownership and development	Authority can own or lease land for new developments; Authority can access City land as defined in a Partnering Agreement	City can lease land to Authority or transfer outright
Administration	Shared Services (legal, IT, HR, facility use, finance)	Agreement with City for shared services	Allocation of staff and resources to Authority*
	Procurement, contracting, partner and consultant selection, leases	Acts independently to negotiate, execute, and manage contracts and agreements	Oversight by City staff via the Board of Directors*
	Staffing	Authority to hire staff to carry out key functions & utilize consultants as necessary	City staff to provide HR support for recruiting and hiring of Authority staff*

* As defined in a Partnering Agreement

The roles and responsibilities as outlined in Table 2 will be driven by opportunities to develop, construct and manage housing.

Summary

This report responds to the referral recognizing the potential mandate of a housing authority, the approach to financing business endeavours, and the organizational structure available to support ongoing operations. Simply creating a housing authority will not yield housing delivery. It will take time and resources to develop the operational experience necessary to demonstrate to partners the capacity of the housing authority to design, build, own and maintain non-market, below-market, and affordable market rental housing.

Utilizing existing resources, the City has been able to implement improvements to its LEMR Program and to advance activities that are helping expedite housing delivery. With HAF funding, the City has been able to advance new technologies in development application review, establish a non-profit partnership program, and pilot an affordable housing grant opportunity. The City is also seeking to partner with an NPHO to progress the development of rental housing on City-owned lands with capital and operating funding from the Province of British Columbia.

As illustrated in the financial analysis, even with a land contribution and funding from the City, in addition to favourable financial, a considerable upfront financial investment is required to develop, own, and manage affordable housing. Taking this into account, it is recommended that Council defer the establishment of a housing authority until such time as an attainable opportunity presents itself. In the meantime, investments in the City's Housing Office and efforts to leverage current partnerships will support the delivery of housing without duplicating the efforts of NPHOs and for-profit homebuilders.

Financial Impact

None.

Conclusion

This report outlines considerations for establishing a housing authority as a wholly-owned municipal corporation. Municipalities can establish a municipal corporation pursuant to the *Community Charter* to achieve desired public benefits under specific terms of reference. It is recommended that opportunities to establish a housing authority be brought forward for Council consideration on a case-by-case basis as outlined in the mandate section. Stakeholder consultation would be carried out as part of this work and reported to Council.



Peter Russell
Director, Housing
(604-276-4130)

PR:pr

Att. 1: Steps to Establishing a Municipal Corporation
2: Financial Analysis Summary

Steps to Establishing a Municipal Corporation

Should Council determine that an Authority is needed to meet the City's objectives, this section discusses important steps and associated tasks to realize that outcome. Section 185 of the *Community Charter* provides municipalities with the power to incorporate a corporation, subject to the approval of the Inspector of Municipalities. This report provides information regarding refined objectives, financial considerations, and governance considerations that reduce conflict with private builders and the NPHO sectors. Further refinement would be required such that an application can be submitted to the Inspector of Municipalities. Municipalities are also encouraged to discuss their plans with Ministry staff before submitting a formal request for approval. Under this model, an Authority would have unique considerations, as outlined below, that are needed for a successful approval:

1. **Refine Objectives and Level of Control of Council:** Identify the municipal objectives that the incorporation will help achieve, the degree of control that Council will exercise over the corporation, and the financial exposure of the municipal shareholder.
2. **Consultation:** Engage with other parties in the housing ecosystem, including senior levels of government, private builders providing rental and LEMR units with NPO partners, and local advocacy groups.
3. **Governance:** Determine Board size and composition. A Board of Directors may be composed of elected officials, staff, members of the public, external experts or any combination of the above. Board appointment decisions should be focused on gaining the knowledge, resources and connections the municipal corporation requires to be successful.
4. **Business Name:** Select a name for the corporation that reflects both the public nature of the enterprise and its business purpose.
5. **Prepare Articles of Incorporation:** Draft corporate articles that govern the conduct of the corporation and its shareholders, directors and officers.
6. **Partnering Agreement:** Draft a partnering agreement, whereby the housing corporation can provide a service on behalf of the City.
7. **Inspector of Municipalities Approval:** Obtain approval of the Inspector of Municipalities for the incorporation of a municipal-owned corporation. The approval process requires a formal request that includes a Council resolution, copies of background reports such as a business plan or feasibility studies, and draft articles.

Financial Analysis Summary

An initial financial analysis was performed to determine the costs associated with designing and building rental housing. Outlined below is the analysis for one development of 160 homes to illustrate the relationship between rent levels and the amount of equity (or upfront financial contribution) the City would need to provide to make a project financially viable. The financial analysis captured four different rental rate arrangements:

1. **Deep Affordability:** 20% Deeply Affordable units, 50% Rent Geared to Income units, and 30% Market Rate units (based on BC Housing Community Housing Fund)
2. **LEMR Only:** 100% LEMR Rate units
3. **Mixed LEMR / Market Rentals:** 15% LEMR Rate units and 85% Market Rate units
4. **Market Rentals:** 100% Market Rate units

The financial analysis includes the following assumptions:

- 160-unit six-storey wood frame development;
- Utilizes City-owned land at no cost to the Authority;
- Total development cost of \$77M;
- Regional and local DCC Waiver (\$7.2M) for rental arrangements 1 - 3. Rental arrangement 4, 100% market rental, would not be eligible for DCC waivers;
- No capital grants from senior levels of government;
- No operating subsidy from senior levels of government;
- No financial assistance from the City required beyond the initial upfront investment;
- Lending Scenario 1 – BC Housing - 35-year mortgage (3.5% interest); and
- Lending Scenario 2 – CMHC – 50-year mortgage (3.5% interest).

Table 1 shows the amount of upfront equity required to reduce the mortgage to a level that can be sustained by the rental income, after covering ongoing operating costs. As rents increase, the project can carry a larger mortgage, reducing the need for upfront equity. However, higher rents mean the units are less affordable. This trade-off highlights the balance between affordability and the level of investment needed to enable deeply affordable housing.

Table 1: Upfront Contributions Needed to Develop a 160-Unit Project that can be Sustained by Rental Incomes - Under a Range of Affordability Scenarios

	1. Deep Affordability	2. LEMR (100%)	3, Mixed LEMR (15%) Market Rental (85%)	4. Market Rental
Scenario 1: Upfront contribution (35yr mortgage)	\$29.9M	\$32M	\$4.5M	\$6.7M*
Scenario 2: Upfront contribution (50yr mortgage)	\$23.1M	\$26M	No equity required	Not eligible as per CMHC requirements

* 100% market rental development has a higher income, so it requires less equity, but is not eligible for regional DCC waivers, so it has a higher equity contribution than the 15% LEMR, 85% market rental option.



To: General Purposes Committee

Date: July 7, 2025

From: Martin Younis, B. Eng., M. Eng.
Director, Facilities and Project Development

File: 06-2000-01/2025-Vol 01

Re: Works Yard Replacement Project – Program, Form, Phasing and Budget

Staff Recommendations

1. That the program totalling approximately 400,000 sq. ft. and building form be approved, as outlined in the report titled, “Works Yard Replacement Project – Program, Form, Phasing and Budget,” dated July 7, 2025, from the Director, Facilities and Project Development;
2. That in order to reduce the overall project schedule, and manage cost escalation risks, the workshop program and other elements be added to the scope of work for Phase 1 and a capital submission for the Works Yard Replacement - Enabling Works and Phase 1 capital projects’ scope change and budget increase of \$74.0 million (2025 dollars) be endorsed for Council’s consideration as part of the 2026 budget process; and
3. That staff begin the planning process for the balance of the unallocated land as outlined in the report titled, “Works Yard Replacement Project – Program, Form, Phasing and Budget,” dated July 7, 2025, from the Director, Facilities and Project Development.

Martin Younis, B. Eng., M. Eng.
Director, Facilities and Project Development
(604-204-8501)

Att. 6

REPORT CONCURRENCE		
ROUTED TO: Public Works Parks Services Finance Engineering Transportation	CONCURRENCE <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/> <input checked="" type="checkbox"/>	CONCURRENCE OF DEPUTY CAO _____
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO _____

Staff Report

Origin

At the Open Council meeting on July 10, 2023, it was announced that the existing Lynas Lane location will be the site for the replacement of the Works Yard (the "Project"). The purpose of this report is to present the program, proposed building form, phasing and budget strategy for Council consideration.

This report supports Council's Strategic Plan 2022-2026 Focus Area #3 A Safe and Prepared Community:

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.

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

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

Background

The Works Yard is critical to operations, emergency response and disaster recovery, supporting services, equipment, and material storage that are fundamental for disaster mitigation and management of the City's infrastructure. The structures are not post-disaster rated, which will impede the City's ability to respond and recover when community safety events occur such as dike breaches, seismic events, or major floods.

On July 22, 2024, Council approved the Project's key design parameters and guiding principles, fundamental in design and program development.

The approved key design parameters include:

- Construct to post-disaster standard;
- Construct to a Flood Construction Level target of 4.7 metre geodetic elevation for all operational areas; and
- Incorporate the existing trees and berms around the site perimeter into the new design.

The approved guiding principles include:

- Resilient
- Innovative
- Connected
- Sustainable
- Inclusive

Located at 5599 Lynas Lane, the 30.2 acre Works Yard property is situated at the northwest corner of the City and is bound by River Road, Lynas Lane, Westminster Highway and McCallan Road. Built in the late 1970's and early 1980's, the primary facilities include:

- Administration building
- Parks, Recreation and Culture Services administration trailers
- Operations staff dispersal buildings
- Fleet operations and workshop buildings
- Stores warehouse building
- Fueling Station
- Recycling Depot (*not in scope of replacement Project*)
- RCMP Police Exhibit Storage Compound

In addition to these primary facilities, there are numerous trailers and temporary structures that have been added over the decades to accommodate demand growth. While these temporary structures have provided low-cost solutions, many have aged well past their expected lifespan and they have accelerating maintenance costs, representing the lowest standard of structure within the City's entire building portfolio.

Council establishes service levels through comprehensive needs assessments that consider evolving community factors such as population growth, ageing demographics, and the increasing impacts of climate change. In response, staff design and implement strategic, cost-effective solutions that aim to maintain high-quality services, support community resilience, and ensure long-term sustainability.

On March 11, 2024, Council approved the award of the Architectural Services contract and Construction Manager Pre-Construction Services contract, which was announced for Phase 1 of the Project. The initial services of these contracts have focused on detailed program review and verification, concept layouts, phasing plan development and budgetary estimates for Project approval.

Advanced Planning

Advanced Planning is a comprehensive process that commences with Project engagement to determine program space requirements, spatial form, budget, schedule, and preliminary phasing strategies.

Project Engagement

Internal

In Q2 2024, program stakeholders appointed key representatives to ensure the sharing of accurate, firsthand information for their respective areas. A total of 44 sub-section groups from four divisions and eight departments were identified to provide the Project with valuable experience and knowledge regarding Works Yard operational requirements.

In Q3 2024, 19 workshops were conducted with over 100 staff stakeholder representatives, gathering detailed information about work outputs, service levels, objectives and understanding of all operational programs. Additionally, the conversations aimed to identify current challenges, future opportunities and long-term plans for initiatives, programs and departments.

Ongoing collaboration and follow-ups with management teams and stakeholder groups were essential to validating information, sharing asset and resource data, and guiding discussions that informed the functional, operational, and technical requirements of the new facility.

Tailored engagement strategies, including information sessions, digital tools, events, one-on-one conversations, and an intranet website were used to share updates, gather feedback, and promote an inclusive, participatory process. Continued engagement and communication will ensure stakeholders remain involved and informed of new developments and onsite activities.

Community Connections

Public engagement events included the Capital Projects Open House, Public Works Open House and a neighbourhood event at Dover Park, coordinated with the Council-approved North Dike Upgrade Project consultation. Information about the Project's preliminary stages and contact information was shared to encourage public feedback.

Additionally, ongoing updates and correspondence occur with the management team and staff of the Richmond School District No. 38 Facilities Services Branch located adjacent to the Works Yard.

Program Development

The preliminary program was developed using the following:

- Analysis of existing building drawings and site surveys;
- Collection of organizational charts, staffing lists, statistics, assets and resources;
- Information sessions with all Works Yard staff, which included interactive digital survey questions, providing opportunities to submit information and feedback;

- Consultation with internal and external subject matter experts, consultants, and staff;
- Exploration of current and future opportunities and efficiencies, including centralized and consolidated solutions; and
- Observations, lessons learned and best practices gathered during visits to several municipal operations facilities.

Specific program needs were also considered. Conditioned indoor storage for high-value equipment like hydro-vac units and line painting trucks are essential to minimize downtime and prevent costly weather-related damage. These units are vulnerable to freezing temperatures, which can cause frozen lines, operational delays, and expensive repairs. With hydro excavators costing over \$800,000 each, exposure to cold significantly shortens their lifespan, increasing replacement costs. Providing heated, enclosed storage ensures equipment remains operational, extends asset life, and improves cost efficiency, supporting uninterrupted service and responsible asset management.

The proposed program allows for 25 years of growth in the administration space and staff parking areas. The primary drivers for expansion include the current facility's inadequate capacity, inefficient layouts and inability to meet required standards. When evaluating the Works Yard program, expansion and growth projections were calculated separately for each functional and operational area. Feedback from several other jurisdictions that recently constructed works yard facilities, highlighted undersized new facilities as the primary project shortcoming. To mitigate the risk of constructing an undersized facility by the time construction is complete, multiple factors were considered, including:

- Administration personnel and operational workforce;
- Fleet and equipment (parking, storage and respective energy sources);
- Operational requirements (workshop space and operational storage);
- Department and program scalability;
- Adaptable spaces; and
- Service level demand.

Future considerations involved a thorough analysis of past feasibility studies, data from City Human Resources and Payroll, as well as population projections. This process included the collection of organizational charts, staffing lists, vacant positions, and information about assets and resources. A review of 10 years of historical staffing data (2014-2023) was conducted to evaluate periods of high staffing levels, such as seasonal staff, as well as low periods, including March and August mid-week, excluding long weekends.

As technology continues to improve, operational processes within the Works Yard are expected to become more efficient, potentially reducing overall space requirements over time. This is particularly relevant for areas such as storage, fleet management, and administrative functions, where automation and digital tools can streamline operations. Designing the facility with flexibility in mind will allow the City to scale down or repurpose space as needs evolve, ensuring long-term adaptability and value.

Analysis

Major Construction Projects Oversight Committee

Staff engaged the Council-appointed Major Construction Projects Oversight Committee (MCPOC), commencing with a presentation of the Project background, program, building form, phasing and budget strategy, follow-up discussions, and a site visit (refer to Attachments 1 and 2 – Meeting Minutes). During the meetings, the MCPOC provided several recommendations for further consideration to strengthen project planning and risk management. All comments have been reviewed, considered within the subsequent analysis, and will continue to be assessed through the detailed design phase. Key points of feedback from the MCPOC are summarized as follows:

Project Contingency:

- The project contingency may be low relative to the Class D estimate level of accuracy ahead of detailed design as well as site-specific risks, environmental and geotechnical factors, operational phasing continuity, potential regulatory updates, Project duration and complexity. In response, the overall contingency increased from 25% to 30%.
- Staff acknowledged the importance of contingency planning and cautioned that significantly increasing the contingency at this early stage could reduce long-term funding flexibility and limit Council's future options.

Geotechnical Considerations:

- Accurately assessing and allocating for risks, especially geotechnical ground conditions, are particularly challenging without more advanced design development and tendering information.
- Feedback will be considered and coordinated with the geotechnical design team, construction manager and peer review.

Flood Construction Level (FCL):

- Review the program for elements that could be placed below the FCL.
- Suggested maintaining Phase 3 at the site's current grade, which would keep fleet and other program elements at a lower elevation.

Key Risks and Challenges:

- Flooding of the Works Yard would render fleet vehicles and equipment inaccessible or damaged, severely limiting emergency response capabilities and delaying critical infrastructure repairs needed to restore safe operations across the City (including roads, sanitary, storm, water, pump stations and dikes);
- Significant repair and replacement costs of high-value assets that may outweigh initial savings;
- Added complexity and cost due to dewatering, groundwater treatment, temporary shoring, and consultant/abatement work; and
- Not raising the site would be inconsistent with the Council approved Flood Protection Management Strategy and the future Works Yard would not be at a post-disaster standard.

Potential Benefits:

- Budget reduction of approximately \$10 million due to decreased need for structural fill, retaining walls, and temporary ramps;
 - Shortens project schedule; and
 - Reduces long-term escalation by shifting budget from Phase 3 to Phase 1.
- On the balance of analysis, the expenditure of \$10 million to achieve long term flood protection of the site represents an approximate 2.5% increase to the overall estimated project cost, which is excellent value for achieving this level of post-disaster standard.

Program Considerations:

- Review program for additional uses that could be brought forward into Phase 1.
- The project team has already taken steps to enhance efficiency by incorporating the workshops into Phase 1, allowing for more effective use of the site and supporting ongoing operations during future phases. However, due to space constraints on the site, no additional program elements can be accommodated within the Phase 1 footprint without compromising functionality or constructability.
- In response to MCPOC's recommendation of accelerating key components of the project, staff are actively exploring the possibility of relocating some programs offsite to expedite Phase 2 of the project.

Site Circulation:

- Review the site circulation to explore opportunities to reduce the overall project footprint. This included evaluating internal roads, access points, and movement patterns to identify potential efficiencies.
- In response, the project team conducted a review of the site circulation and determined that the current layout strikes an appropriate balance between efficiency and safety. While some adjustments were considered, the existing configuration will make effective use of the site while supporting safe and functional access for vehicles, pedestrians, and emergency services.

Project Program

A feasibility study and high-level program definition were completed in 2023 for the purposes of site selection. Stakeholder program requests were identified through Project engagement efforts.

Through extensive engagement and planning, the recommended program reflects design efficiencies and a reduction in the overall Project footprint:

- The Administration space allocation was reduced by implementing new modern space planning design guidelines, which highlight collaboration areas and breakout meeting rooms, but reduce the individual workstation sizes.
- The workshop spaces have increased to accommodate the functional requirements for staff based on a more refined understanding of operational, construction and maintenance activities, identified through consultations with user groups and functional analysis.

- The program allocation for storage space has been reduced across all impacted areas, however, significant efficiencies have been achieved through solutions such as storage-shelf systems and spatially optimized configurations.
- The design will support initiatives and processes that prioritize organization and efficiency, to maximize vertical space utilization and streamline workflows.

The recommended program increases the overall usable space by approximately 23,000 sq. ft. and includes appropriate space for building circulation, structure, and mechanical/electrical rooms. Table 1 (further detailed in Attachment 3) presents the program changes through the various stages of analysis.

Table 1: Works Yard Program Areas

Program Area	Existing Program (sq. ft.)	Feasibility Study Program (sq. ft.)	Stakeholder Program Requests (sq. ft.)	Recommended Program (sq. ft.)
Main Building Administration Space	45,000	76,000	74,250	53,000
Main Building Workshops Dispersals Change Rooms	19,000	24,000	60,000	55,000
Garage	22,000	32,000	40,000	40,000
Stores Warehouse	15,000	17,000	25,000	25,000
Conditioned Storage	11,000	20,000	15,000	15,000
Covered Storage	43,000	58,000	77,000	52,000
Yard Storage	202,000	141,000	160,000	140,000
RCMP Exhibit Storage	20,000	20,000	20,000	20,000
Staff Parking	280 stalls	519 stalls	519 stalls	494 stalls
Total Program	377,000	388,000	471,250	400,000

Additional efficiencies have been realized by locating the staff parking lot beneath the Main Building (Administration and workshops), similar to the configuration of City Hall. Instead of utilizing structural fill to elevate the site to the Project's 4.7 metre geodetic Flood Construction Level (FCL), this approach optimizes site utilization while still achieving the intended FCL elevation for operational areas.

All fleet vehicles will be located at or above the site's FCL, ensuring they remain protected and fully operational to respond to major events. Only staff vehicles will be parked below the FCL, maintaining operational resilience while maximizing available space on site.

The program review confirmed that the recommended program considers:

- City policies and administrative directives;
- Works Yard Replacement Project guiding principles and key design parameters;
- Operational, technical and functional requirements;
- Values, priorities and feedback from staff representatives and subject matter experts;
- Best practices, trends and efficiencies;
- Opportunities for centralized and consolidated work areas, incorporating innovative future-state concept and design solutions;
- Future staff, operational, service level and program expansion; and
- Space for community engagement, resident support, outreach programs and events.

Through the next steps consisting of Character Development and Detailed Design, the program will be refined to optimize adjacencies, technical and functional requirements.

Unallocated Land

The City owned properties at Lynas Lane total 30.2 acres in area. The Recycling Depot, Park House and Skate Board Park occupy 3.7 acres of this total and are not within the scope of the Project. The recommended Project program is designed to occupy a consolidated footprint of approximately 22.0 acres, yielding approximately 4.5 acres of unallocated land adjacent to the waterfront. In the Official Community Plan (OCP), this unallocated land is currently designated for industrial use. The availability of this land presents a valuable opportunity, as its potential worth is considerable. However, the exact value would depend on a variety of factors, including future land use designations, developmental potential and market conditions.

Given the strategic significance and development potential of this unallocated area, staff recommend initiating the formal planning process. This process would explore potential land use options, assess infrastructure requirements, engage stakeholders and align any proposed changes with broader community objectives outlined in the OCP. Commencing this planning effort will help ensure the most effective and beneficial use of the land, maximizing both economic and community value. The newly available land holds substantial monetary value and offers potential for future revenue generation or expansion of Works Yard programs at the current site.

Concept Design and Phasing

Enabling Works and the Phase 1 scope of work based on a 4-Phase delivery model was approved with a total \$100.0 million budget for design and construction of an administration building and staff parkade. The unaudited Project expenditures as of June 25, 2025 for Enabling Works and Phase 1 are \$6.4 million.

The following is the status of the Enabling Works:

Complete

- Geotechnical Site Investigation to determine the current ground conditions and the required ground preparations works to facilitate construction;
- Initial Environmental Overview and Environmental Site Assessment to delineate any known and unknown contaminants across the site; and
- Staff relocations to clear the Phase 1 construction zone.

In progress

- Utility relocations from the Phase 1 construction zone;
- Construction of a temporary staff parking lot;
- Removal of structures from the Phase 1 construction zone; and
- Consolidation and centralization of materials and activities.

Concept Design

The proposed Project concept design is presented in Attachment 4, providing a conceptual visualization of the building's overall scale, form, and spatial organization within the site context. These early-stage models are critical in evaluating how the proposed development integrates with surrounding urban fabric, responds to site constraints, and aligns with zoning requirements.

The accompanying perspective views in Attachment 5, illustrate the massing from various vantage points, offering a realistic sense of proportion and spatial relationships with adjacent buildings and public spaces. The perspectives highlight the benefit of the existing landscape and mature tree buffer that exists around the site, which largely obscures the proposed facility from various neighbouring viewpoints.

To meet the City's flood protection requirements and account for projected sea level rise, operational areas of the site will be raised to achieve the Flood Construction Level (FCL) of 4.7 metres geodetic. This elevation considers long-term settlement, sea level rise projections to Year 2100 and ensures compliance with Richmond's floodplain design requirements for post-disaster infrastructure.

Site plan cross-sections in Attachment 6 illustrate vertical slices through the Project site, showing how the proposed development interacts with existing topography, infrastructure, and adjacent properties. The drawings help visualize grading, retaining walls, building heights, and landscape features, providing a clear understanding of the Project's impact on the surrounding context.

Project Phasing

The Project was originally conceptualized to be delivered in four phases over 12 years, to ensure continuous operations throughout construction.

Multi-phase construction Projects spanning several years carry key risks. Cost escalation due to inflation, material shortages, labor fluctuations, and market conditions such as tariffs or trade policy changes can significantly affect budgets. Regulatory updates over time may require design modifications, while maintaining site operations adds logistical complexity. Changes in Project personnel, consultants or contractors are also a risk as it could disrupt continuity. Extended timelines also heighten exposure to evolving community expectations and shifting priorities.

To mitigate some of these risks, it is recommended to deliver the Project in three phases, rather than four, by bringing forward the workshop spaces into Phase 1 and integrating them into the Main Building. This will result in an increased budget requirement for Phase 1 but will provide significant long-term benefits by optimizing site utilization for future phases and reducing the phase turnovers. Given that the site must remain operational throughout construction, advancing the workshops to Phase 1 will facilitate the relocation of key operations to the new footprint, thereby improving overall Project logistics and execution in subsequent phases. See Table 2 for the phasing of the recommended program.

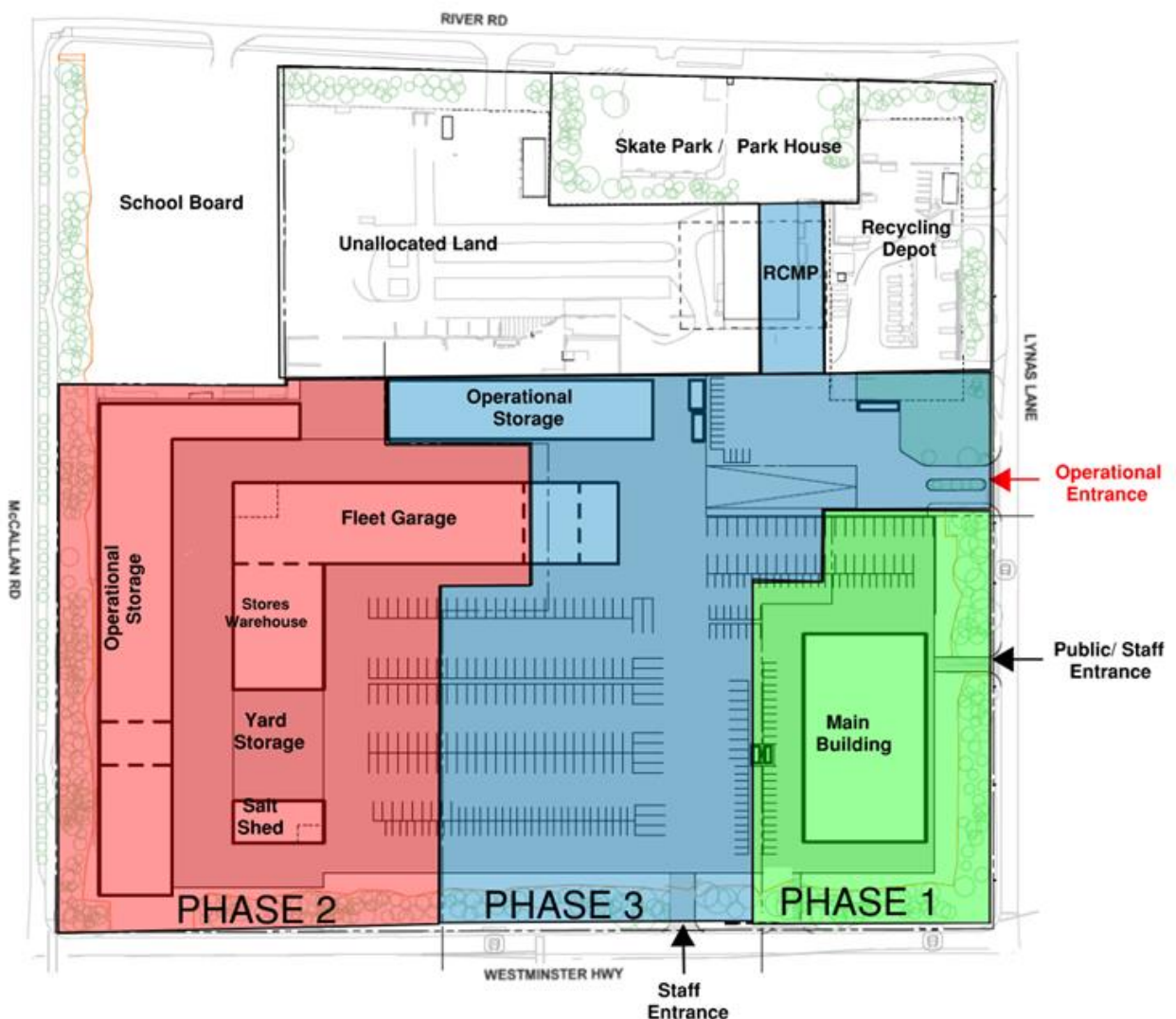
Table 2: Works Yard Replacement Project - Recommended Facility Program and Phasing

Program Area	Phase 1 (sq. ft.)	Phase 2 (sq. ft.)	Phase 3 (sq. ft.)	TOTAL (sq. ft.)
Main Building - Administration Space	53,000			53,000
Main Building - Workshops, Dispersals, Change Rooms	55,000			55,000
Staff Parking	247 stalls		247 stalls	494 stalls
Garage		40,000		40,000
Stores Warehouse		25,000		25,000
Conditioned Storage		15,000		15,000
Covered Storage		26,000	26,000	52,000
Yard Storage		70,000	70,000	140,000
RCMP Exhibit Storage			20,000	20,000
Total Program				400,000

The recommended phasing strategy (see Figure 1) consolidates the schedule from four phases to three and shortens the overall Project timeline from 12 years to 10 years. The streamlined approach also reduces cumulative costs for contractor fees and mobilization costs associated with extended project durations.

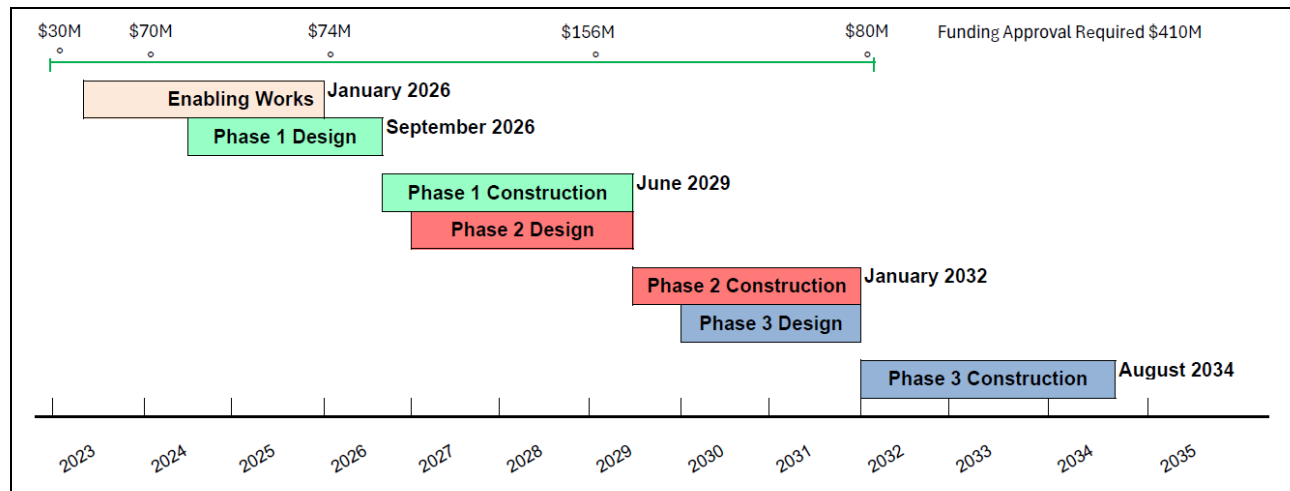
By implementing the workshop facilities earlier in the schedule, the City can proceed with procurement and installation of valuable, key equipment sooner, which supports operational continuity and helps mitigate the impacts of market-driven cost escalation. Earlier workshop delivery also enhances scheduling flexibility for subsequent phases and reduces dependency on ageing infrastructure that would otherwise remain in use longer under the initial phasing plan.

Figure 1: Phased Project Site Plan



As illustrated in Figure 2, in order to progress the Project schedule, construction and design work (e.g. Enabling Works and Phase 1 Design) are planned to progress concurrently. The funding approval requirement schedule is also noted in Figure 2.

Figure 2: Works Yard Replacement Project Schedule



Tree Management

A comprehensive tree management plan will be developed in tandem with the landscape design during the detailed design phase and will include:

- a complete inventory, condition assessment and retention value of all the trees that will likely be impacted;
- a protection plan for all retained trees during construction; and
- tree compensation of 3:1 ratio.

Through the traffic management analysis process, a separate access and exit from Westminster Highway will be provided to support traffic volumes and mitigate traffic build-up for staff personal vehicles. The new right-in/right-out access from Westminster Highway, which is included in Phase 3 construction works, is estimated to require the removal of approximately 8 - 10 trees. The exact number of trees affected will be confirmed through the detailed design phase.

Financial Analysis

Preliminary Project Cost

A preliminary estimate and a final Project budget can vary significantly depending on the expenditure timeline, approved scope, and risk mitigation strategies. A Class D estimate (order-of-magnitude budget) is prepared with limited design information and carries an expected accuracy range of $\pm 30\%$ due to various financial risks.

One key factor is market-driven cost adjustments which are fluctuations in construction costs due to external economic influences beyond the Project's control. These may include changes in material prices, labour availability, supply chain disruptions, inflation, fuel costs, tariffs, and broader demand shifts within the construction industry.

Tariffs are placing upward pressure on global cost projections. The International Monetary Fund (IMF) has highlighted that tariffs contribute to rising inflation, leading to increased costs and potential price hikes for consumers. These inflationary pressures, driven by trade restrictions, underscore the importance of flexible and responsive cost planning.

As these variables continue to evolve, they can have a substantial impact on the total Project cost over time. To remove this variability and allow for capital project comparisons and prioritization ahead of the annual capital budget approval process, cost estimates are typically presented to Council in current-year dollars. Once a given project is prioritized, then further design development and scheduling occurs with escalation factors applied to account for projected increases based on market conditions and industry benchmarks. This approach helps ensure budget planning remains realistic and adaptive to changing market conditions at the time of budget approval.

Consistent with this approach, in 2023, for the purposes of completing the site selection analysis, the Project cost was estimated at \$247 million in 2023 dollars with a Class D accuracy range of $\pm 30\%$ or \$173 million to \$321 million. At the site selection stage, costs were not escalated into the future as there was no Project timeline or confirmed program.

Annual Escalation Impacts

To inform capital budget updates, staff collaborate annually with industry professionals and reference Statistics Canada's non-residential construction cost indices. The escalation rates for capital Projects were 6.6% for 2024 and are projected to be 6.9% for 2025.

In addition, staff consult key publications such as the Altus Group Canadian Cost Guide for public sector construction benchmarks. For the remaining years of the Project timeline, an annual escalation rate of 3% is forecasted and comparable to the escalation rate of 3.3% carried by the construction management firm overseeing Phase 1.

An escalation rate range of 2% and 5% has been applied to the forecasted expenditures, reflecting historical Consumer Price Index (CPI) trends from Statistics Canada, observed over the preceding 10-year period. The 2% rate corresponds to the average annual CPI increase during more stable economic cycles, while the 5% rate aligns with averaged peak inflationary periods experienced in recent years. By incorporating both low and high range escalation factors, Table 3 captures a realistic spectrum of potential cost growth, thereby enhancing budget resilience and facilitating informed decision making under variable market conditions.

Table 3: Escalation Impacts to the \$247 million (2023 Forecast) over the new Project Duration Projection

Year	No Escalation 2023 site selection estimate	Low Escalation 2% annually from 2026 to 2033	Predicted Escalation 3% annually from 2026 to 2033	High Escalation 5% annually from 2026 to 2033
2023	N/A	N/A	N/A	N/A
2024	\$13.0 million	*\$13.9 million	*\$13.9 million	*\$13.9 million
2025	\$13.0 million	**\$14.8 million	**\$14.8 million	**\$14.8 million
2026	\$13.0 million	\$15.1 million	\$15.3 million	\$15.6 million
2027	\$25.0 million	\$29.6 million	\$30.2 million	\$31.4 million
2028	\$25.0 million	\$30.2 million	\$31.1 million	\$33.0 million
2029	\$37.0 million	\$45.6 million	\$47.5 million	\$51.2 million
2030	\$34.0 million	\$42.8 million	\$44.9 million	\$49.4 million
2031	\$35.0 million	\$44.9 million	\$47.6 million	\$53.4 million
2032	\$35.0 million	\$45.8 million	\$49.1 million	\$56.1 million
2033	\$17.0 million	\$22.7 million	\$24.5 million	\$28.6 million
TOTAL	\$247.0 million	\$305.5 million	\$318.9 million	\$347.5 million

* 6.6% escalation rate

** 6.9% escalation rate

Factoring in the full range of predicted cost escalation of 3% annually, the forecasted \$318.9 million with a stated $\pm 30\%$ Class D accuracy equates to a cost range of \$223.2 million (minus 30%) to \$414.5 million (plus 30%).

Project Budget

Budgeting and Council approval for Major Facility Projects is generally completed when design is at a very early concept stage and subsequent detailed design can take up to two years before construction tendering. As part of Phase 1 budget planning, a conservative approach was adopted to address the two-year tendering delay and mitigate project risks.

For example, although the design drawings were still in development, approximately twice the number of stone columns were provisioned compared to initial concept estimates to address geotechnical uncertainties. This increased allowance for ground improvement measures was intended to mitigate the risk of cost overruns resulting from unforeseen subsurface conditions, as more detailed geotechnical data would become available later in the design process.

Cost Validation

The Construction Manager developed the budget based on the recommended concept design. For an added degree of cost certainty, the budget was verified by two independent cost experts to update preliminary Project cost estimates concurrently, based on the recommended concept design.

Project Contingency

The estimated costs and scope for each phase, as outlined in Table 4, include a total contingency of 30%, which aligns with MCPOC's suggestion to reflect the expected level of uncertainty associated with a Class D cost estimate. At this early stage, limited design detail is available and a higher contingency is necessary to account for potential variability in scope, site conditions and market fluctuations. This level of contingency is consistent with industry practice for Class D estimates, which typically have an accuracy range of $\pm 30\%$.

The budget was developed by the Construction Manager and independently verified by two external cost consultants to ensure a robust and reliable estimate. A 30% contingency is appropriate for complex, large-scale projects at the conceptual stage, helping to confidently manage unexpected challenges and protect the project's schedule and budget from costly disruptions, such as design changes, site conditions, or market fluctuations. This approach provides the financial flexibility needed to respond effectively and ensures the project remains on track through planning and delivery, safeguarding the overall success and timely completion of the project.

Given the extended project duration of 10 years, the financial buffer will protect the City from unforeseen factors that may occur between approval and 2035, when Project costs will largely be incurred. A contingency model was utilized during the planning process for the Oval and the Major Capital Facilities Program (Steveston Community Centre and Library, Minoru Centre for Active Living, Fire Hall No. 1, Fire Hall No. 3 and City Centre Community Centre).

Unused funds from any phase will be returned to the overall Project budget, which may be allocated to support future phases, based on Project needs. The overall Project budget will be presented alongside the staff Report to Council that outlines the character of the next phase. This approach ensures financial transparency and provides clarity on the nature of work involved in each phase.

The proposed budget in Table 4 includes design fees, construction costs, Furniture, Fixtures and Equipment (FF&E), public art contribution, permit fees, insurance, escalation allowances, utilities, internal project management fees, temporary facilities and contingency.

Table 4: Proposed Project Budget Estimate

Phase	Description	Projected Budget
Enabling Works and Phase 1	<ul style="list-style-type: none"> • Utility Relocations • Staff Relocations • Site Investigations • Site Reconfigurations • Main Building - Administration Space • Main Building - Workshops • Dispersals • Change Rooms • Staff Parkade (50% - 247 stalls) 	\$174.0 million
Phase 2	<ul style="list-style-type: none"> • Storage • Fleet Parking • Stores Warehouse • Garage • Salt Shed • Enclosed Parking 	\$156.0 million
Phase 3	<ul style="list-style-type: none"> • Fuel Station • Wash Bay • Staff Parkade (50% - 247 stalls) • Covered Parking • RCMP Exhibit Storage • FCL Site Grading 	\$80.0 million
Total \$410.0 million		
Estimated Project Duration:10 years		

Capital Budget Projections

The approved and/or projected capital budget requests are identified in Table 5. Approved budgets will also fund the design of the next phase. The design of Phase 2 is planned to be finalized concurrently with the construction of Phase 1, ensuring the most efficient delivery schedule.

Table 5: Capital Budget Projections

Year	Funding Forecast	Cumulative Funding
2023	Council-approved \$30.0 million	\$30.0 million
2024	Council-approved \$70.0 million	\$100.0 million
2026	*\$74.0 million	\$174.0 million
2029	*\$78.0 million	\$252.0 million
2030	*\$78.0 million	\$330.0 million
2032	*\$80.0 million	\$410.0 million
	*Total \$410.0 million	

**Includes Project Contingency 30%*

To accommodate the proposed Project budget totalling \$410.0 million, the following is the recommended budget strategy:

- In accordance with Council's Long Term Financial Management Strategy Policy 3707, an annual property tax increase of 1% towards infrastructure replacement needs will need to be maintained for the next 10 years;
- Utility Reserves will fund a third of the proposed Project Budget of \$410.0 million (based on the allocation of the original estimate of \$247.0 million, 2023 dollars);
- CBI funding to support other capital requests will be limited to \$15.0 million annually; and
- Grant funding opportunities will be pursued throughout the duration of the project.

This is the same strategy that has been successfully used to fund and deliver previous Major Facilities Projects such as Minoru Centre For Active Living and Fire Hall No. 1.

Deferring the Project to a later date would result in additional priority repair costs associated with ageing infrastructure. If the existing Works Yard buildings remain in use for another 5 years, (bringing most of the buildings close to 50 years old), major building system maintenance or replacement would be required at an order of magnitude cost, estimated to be \$35 million (in 2025 dollars). This includes replacement of most existing building systems components, such as fire protection, mechanical, electrical, and building envelope. These investments would only serve to maintain core functionality and will not respond to the continued growth of operations, will not bring the facilities up to current building code standards nor meet post-disaster requirements.

Financial Impact

Staff recommend the total construction budget be established at \$410.0 million, which includes a Project contingency of 30%.

Staff recommend a scope change in Enabling Works and Phase 1 capital projects, as outlined in Table 2 - Works Yard Replacement Project – Recommended Facility Program and Phasing.

By incorporating the workshops within the Phase 1 footprint, the revised Phase 1 scope of work requires an increase of \$74.0 million (2025 dollars) to the Enabling Works and Phase 1 budget. Staff recommends a capital submission for the Works Yard Replacement - Enabling Works and Phase 1 capital projects' scope change and budget increase of \$74.0 million, be endorsed for Council's consideration as part of the 2026 budget process.

An annual property tax increase of 1% towards infrastructure replacement needs will need to be maintained for the next 10 years.

Operating Budget Impact (OBI)

The preliminary OBI for the program and facility is estimated at \$900,000 annually, which aligns with the anticipated year of operations. A comprehensive operating plan, detailing program scope, service levels and a refined OBI, will be submitted to Council for consideration closer to construction of the facility. While the proposed program represents an increase in size, the new facility is expected to offset ongoing maintenance and repair costs associated with ageing infrastructure.

Next Steps

Upon Council approval of the program, building form, phasing plan and capital budget, staff will proceed to the Phase 1 Character Development and Detailed Design stages, which involves refining the overall concept and developing comprehensive technical specifications and drawings. This phase will also address key factors such as material selection, sustainability goals and regulatory compliance. The program will be refined and the information will continue to serve as insight for optimal adjacencies, operational, technical and functional requirements.

The Project's delivery schedule incorporates multiple decision points at which Council may choose to assess the Project, particularly in response to an economic downturn, thereby mitigating financial exposure. Delaying the Project may risk continued expenditures to maintain the existing facility in operational condition. By advancing the Project now, Council secures the best value proposition, optimizes budget forecasts and retains the flexibility to discontinue further investment should economic circumstances warrant.

Staff will develop a consultation and planning strategy for the unallocated lands that will be brought back to Council for consideration.

Conclusion

The program provides critical improvements to the Works Yard, with essential administration space requirements, functional workshop spaces and operational storage that support operations, construction, and maintenance activities. This new facility will enhance the efficient execution and delivery of essential services to the community. The program and design will create opportunities for innovative, future-state efficiencies, and expansion.

A handwritten signature in blue ink, appearing to read 'Martin Younis', is positioned above the printed name and title.

Martin Younis, B. Eng., M. Eng.
Director, Facilities and Project Development
(604-204-8501)

MY:mr/fs/ek/nh

- Att. 1: Meeting Minutes #1 – MCPOC – May 14, 2025
- 2: Meeting Minutes #2 – MCPOC – June 19, 2025
- 3: Works Yard Replacement Project - Program Development
- 4: Works Yard Replacement Project - Concept Design and Building Form
- 5: Works Yard Replacement Project - Perspective Views
- 6: Works Yard Replacement Project - Cross-section Elevation Renderings



City of
Richmond

Minutes
Deputy CAO's Office
Facilities and Project Development
Works Yard Planning

Major Construction Projects Oversight Committee – Meeting #1

Wednesday, May 14, 2025

Place: Room M.2.002
Richmond City Hall

Present: COMMITTEE MEMBERS (the "Committee")
Councillor Laura Gillanders
Jeff Ilich
Neil Cumming
Shawn Smith
Thor Fairburn
Tim Loo

CITY OF RICHMOND STAFF (Staff)
Serena Lusk
John Irving
Martin Younis
Mile Racic
Ben Dias
Ferman Suleyman
Anthony Sy
Fatima Qaddoumi

Call to Order: Martin Younis called the meeting to order at 5:22pm.

INTRODUCTIONS

TERMS OF REFERENCE REVIEW

PRESENTATION

WORKS YARD REPLACEMENT PROJECT

Capital Buildings Project Development and Works Yard Planning staff presented the Works Yard Replacement Project, providing an overview of the project's rationale, design direction and current progress. The presentation outlined the need to replace ageing infrastructure with a resilient, efficient facility that meets post-disaster standards and future operational needs. Key elements included the proposed program, guiding principles and a proposed phasing strategy that consolidates operations and maintains services during construction. Staff reviewed the enabling works underway, the two-stage procurement process for Phase 1 Consultant and Construction Manager, as well as the estimated project budget. Ongoing engagement and next steps toward detailed design and Council approvals were highlighted.

PRESENTATION DISCUSSION

The Committee inquired about the contractors, consultants and peer reviewers. They posed questions regarding raising grade, layout plans, program and next steps in design.

The Committee additionally raised questions regarding flood resilience and parking strategy, and recommended looking into the feasibility of relocating non-critical operations to below-grade spaces in consideration of flood events.

Staff shared the engagement program with Works Yard Operations to better inform planning decisions. Approximately 100 staff, including managers, supervisors and labourers were engaged in the development of the program to identify best practices and operational needs. The program was refined by stacking functions and finding efficiencies, while also incorporating 25 years of projected growth in administrative space and parking, based on historical and anticipated staffing trends.

Staff discussed the challenges of maintaining operations during Phase 1 construction, particularly the coordination and logistics required to construct the administration building and workshops while managing varied site operations and varying elevations.

Confidence was expressed in the external consultants, who have experience delivering similar operational projects across Canada. Staff also highlighted the value of peer reviews and constructability input from the contracted Construction Manager as key strategies to mitigate risk.

The importance of receiving input from the Oversight Committee was emphasized ahead of presenting the overall project program, form, phasing, and budget to the General Purposes Committee. The Committee also discussed how evolving market conditions, such as tariffs, could impact cost escalation.

Staff clarified that consultants and CM teams have been engaged for Phase 1 only, with the intention to retain them for future phases pending satisfactory performance. While only Phase 1 has been awarded for detailed design and implementation at this stage, the overall approach allows for phased design, with consultants engaged separately for each phase. This strategy provides flexibility to assess performance before committing to future phases.

DISCUSSION POINTS

The Committee was presented with 12 questions to consider prior to the committee meeting.

a. From your perspective, what are the most significant project risks at this stage, and how would you recommend we monitor or mitigate them?

The Committee discussed the geotechnical consultant's experience with local conditions in Richmond and emphasized the importance of thorough ground preparation and testing prior to fill placement, to minimize risk. It was noted that a full assessment is difficult without detailed design and staff were encouraged to ensure phasing remains feasible and aligned with geotechnical findings.

The Committee highlighted the importance of proactively addressing long-term cost risks and inflation. It was acknowledged that, in some cases, design decisions had prioritized operational functionality and parking capacity.

The Committee recommended breaking up interface components and integrating build flow into the design schedule. Concerns were raised regarding the low contingency; staff responded that significantly increasing contingency at this stage could limit long-term funding flexibility and Council options, while also noting the challenge of accurately assessing risk without detailed design and tendering.

b. What considerations or best practices should we keep in mind as we move into ground preparation to minimize schedule or cost risks?

The Committee emphasized the importance of minimizing risk through thorough ground preparation and recommended ensuring that all phases are appropriately considered in geotechnical planning.

c. Are there specific building materials, particularly nationally sourced options, or systems you recommend we explore further to enhance lifecycle performance, durability, or operational efficiency?

The Committee discussed challenges with international sourcing, particularly from the United States, due to potential supply disruptions. It was noted that there should be sufficient time to identify and transition to alternative sources over the long term.

The Committee emphasized the importance of sustainability and durability in material selection, especially for flood-resistant applications, and encouraged staff to prioritize materials that meet high performance standards.

d. What engagement strategies have you used for complex, long-term infrastructure projects involving large, diverse groups of internal staff and stakeholders, while ensuring effective information sharing with local residents?

The Committee emphasized the importance of continuous engagement and consistent communication throughout all project stages. It was suggested that detailed staging drawings and integration with existing conditions can support effective stakeholder understanding and coordination.

e. What best practices have you observed in preparing active operational sites for successful multi-phase construction projects, particularly regarding maintaining full operations and minimizing disruptions (both for staff and residential neighbours)?

The Committee highlighted the use of detailed staging drawings as a key best practice to support operational continuity and minimize disruptions during multi-phase construction on active sites.

f. What are some lessons learned from comparable complex, multi-phase projects in the programming, concept, or schematic design stages of the new facility? Our analysis has identified a shorter schedule, lower cost, and better functionality of combined workshops and administration in the Main Building in a 3 phase strategy instead of 4 phases, do you see any issues with this analysis and conclusion?

The Committee proposed shortening the schedule to reduce costs and mitigate escalation risks, and suggested locking in prices early while employing strategic contracting to protect against escalation.

g. What design considerations are critical when constructing a post-disaster facility, beyond seismic code standards and constructing to a new Flood Construction Level (FCL), to ensure resilience, functionality, and continuity of operations during extreme events?

The Committee inquired about the continuity of services like water supply and drainage during disaster events, critical infrastructure, and how recovery plans would handle extreme weather such as atmospheric rivers. The Committee emphasized the need to plan for continuous operations during post-disaster scenarios, including backup power for these critical services.

h. How should we be planning for financial risks and potential cost escalation over a multi-year construction period, particularly in today's volatile market?

The Committee advocated for the Construction Manager model as an effective way to mitigate risks like cost escalation, but noted that this could extend the procurement timeline.

i. Are there contractual or procurement strategies you've seen effectively reduce the impact of inflation and escalation in long-term infrastructure projects?

The Committee commented for the Construction Manager to commit to general conditions, which has been completed during the tendering phase of the procurement. The Committee agrees with the strategy of phasing consultants with the ability to off-ramp if the relationship with the contractor is not working.

j. In your experience, how have public facilities successfully integrated future-ready infrastructure such as automation, digital monitoring, or smart systems while avoiding unnecessary complexity or cost?

The Committee discussed the value of considering future-ready infrastructure and commented to get ahead of transitions to electric.

k. How can we balance flexibility in design with long-term certainty in scope and function, particularly for facilities expected to adapt to changing service delivery models?

The Committee suggested making the facility compact without sacrificing functionality.

l. What operational efficiencies can we gain through early planning for decarbonisation, energy reduction, or low-carbon building materials?

The Committee noted that concrete will be a big ticket item. Reduce carbon; recommended reviewing with structural consultant.

CONCLUSION

Martin Younis addressed the Committee with the following question:
Are you in support of the approach of 3-phases and budgeting?

The Committee was in support.

KEY TAKEAWAYS

- (1) Assess and consider increasing the project contingency;
- (2) Review program for elements that may potentially be placed below the Flood Construction Level of 4.7m geodetic; and
- (3) Review program for additional uses that could be brought forward into Phase 1.

ACTION ITEMS

- (1) Present the project program, form, phasing, and budget to the General Purposes Committee for Council consideration on July 7, 2025;
- (2) Coordinate a Works Yard site tour for the Committee Members in July 2025; and
- (3) Organize the next Major Construction Projects Oversight Committee meeting to review the Character Design in Q4 of 2025.

ADJOURNMENT

Meeting adjourned (8:35pm).



**City of
Richmond**

Minutes
Deputy CAO's Office
Facilities and Project Development
Works Yard Planning

Major Construction Projects Oversight Committee – Meeting #2

Thursday, June 19, 2025

Place: Works Yard
5599 Lynas Lane

Present: COMMITTEE MEMBERS (the "Committee")
Councillor Laura Gillanders
Jeff Ilich
Neil Cumming
Shawn Smith
Thor Fairburn
Tim Loo

CITY OF RICHMOND STAFF (Staff)
John Irving
Martin Younis
Mile Racic
Ben Dias
Ferman Suleyman
Nicole Haraguchi
Fatima Qaddoumi

Call to Order: Martin Younis commenced discussion at 4:41pm.

DISCUSSION OF MINUTES FROM MEETING #1

The Committee inquired on plans for communication back to Council. Staff confirmed that Councillor Gillanders, as Council-liaison, had received the previous meeting's minutes. A comprehensive report, inclusive of committee feedback and minutes, is being prepared for the target date of July 7 Open General Purposes meeting (Open Council July 14).

SITE TOUR

Staff led a site tour for the Committee, highlighting the Phase 1 footprint, Lynas Lane entrance, phasing boundaries, and the north boundary of site limits. Flood Construction Level (FCL) target of 4.7 metres geodetic elevation were reflected on structures throughout the Works Yard and subsequently discussed. The current dike elevation (3.5 metres) and neighbouring residential complex (4.37 metres) was also shown near the Lynas Lane entrance.

The Committee inquired about the nature of the main structure and division of parkade and operations, as well as expectations for receiving a more detailed design site layout with traffic flow. Staff confirmed that the main structure will have parking below and smaller workshops above; direction will be provided to the Architect to proceed with detailed design upon Council approval of the program.

SELECTION OF CHAIR AND VICE CHAIR

Neil Cumming was appointed as Chair. Thor Fairburn was appointed as Vice Chair.

FOLLOW-UP DISCUSSION

Project Contingency

Staff acknowledged the importance of contingency planning and the need to assess and potentially increase the project contingency to better account for unforeseen risks. However, they cautioned that significantly increasing it at this early stage could reduce long-term funding flexibility and limit Council's future options. Accurately assessing risk is also difficult without more detailed design development or tendering information. To manage this, the construction budget has been shared with the Architects. The project team will be accountable for the budget and any cost overruns will be addressed through value engineering.

The Committee raised questions about peer reviews, budget transparency, geotechnical risks, phasing, and long-term escalation, expressing concerns about ground improvement reliability and schedule alignment. Staff confirmed ongoing peer reviews, phased budget updates, and extensive geotechnical testing with built-in contingencies. Staff emphasized phased construction over 10 years, flexibility in schedule to manage risks, and strong risk management practices based on past project successes.

Flood Construction Level (FCL)

Staff explained that the City's flood protection strategy sets a design elevation of 4.7m geodetic based on provincial flood levels, sea level rise, land subsidence, and freeboard (the vertical distance added to the calculated flood level to account for uncertainties and provide a safety margin).

The project team discussed the Committee's previous suggestion to keep Phase 3 at the current grade. This could reduce the budget by about \$10 million and offer benefits like avoiding structural fill, simplifying stormwater design, shortening the schedule, and reducing escalation. However, the emergency response during a flood is significantly compromised due to fleet vehicles being unprotected at the lower elevation. Risks also include the need for additional ramping, increased complexity, dewatering, hazardous water treatment, and shoring. The potential damage to assets in the event of a flood will outweigh any cost savings achieved by not raising the grade. This does not align with the flood protection strategy. Past flood responses showed tides can drop quickly, allowing equipment to resume operations promptly, which can be achieved if the equipment is protected.

The Committee provided the suggestion of flood walls, flood gates at entrances, and raising berms around the site to enhance protection. Staff clarified concerns with perimeter concrete flood walls as geotechnical conditions are challenging. Staff additionally raised concerns about potential damage to trees if the berms are raised, indicating a balance is needed between flood protection and preserving site ecology.

Phase 1 Program Discussion

The project team has optimized Phase 1 by including workshops that support ongoing operations and site efficiency, but site constraints limit adding more elements without affecting constructability. In response to the Committee's recommendation to accelerate key components, staff are exploring advancing Phase 2 to deliver additional program elements sooner. The Committee raised questions about site circulation, operational efficiency, and space planning, suggesting improvements like optimizing traffic flow and adding vertical racking for better space use. Architects are incorporating circulation optimization and vertical storage, with the design allowing for future expansion. Staff referenced other Works Yards in the region to highlight the need for comprehensive infrastructure and more space. They also noted that consolidating shared facilities, such as eateries and lockers, has improved workplace culture.

NEXT STEPS

Staff are targeting to present a report to the General Purposes Committee on July 7, followed by Council on July 14. The decision will focus on program, phasing and funding approval. Staff will incorporate their learnings from discussions with the Committee. The next meeting will be scheduled upon reaching the next project milestone.

ADJOURNMENT

Meeting adjourned (7:15pm).

Works Yard Replacement Project - Program Development

The preliminary program was developed using the following:

- Analysis of existing building drawings and site surveys;
- Collection of organizational charts, staffing lists, statistics, and information about assets and resources;
- Workshops and correspondence with staff stakeholder representatives to collect, review and confirm key information, providing critical operational, technical and functional requirements;
- Regular consultation with internal and external subject matter experts, consultants, staff user groups;
- Information sessions were held for all Works Yard staff, during which interactive digital survey questions were posed and opportunities were provided to submit or voice input, information and feedback;
- Exploration of current and future-growth opportunities and efficiencies, including centralized and consolidated solutions; and
- Observations, lessons learned, best practices, and visual inspections gathered during several site visits.

Main Building

The necessity for additional meeting spaces was identified through engagement and ongoing conversations with staff and management teams. Equipping the facility with adequate multi-functional spaces provides usage flexibility. Through adjacencies in Concept Design phase, multi-purpose spaces will be designed throughout the facility to support the needs of staff, community, and programs. Through engagement and key stakeholder workshops, it was identified that there is a high demand for spaces to conduct confidential or discreet conversations, especially as over 30 staff transition from having offices at the Works Yard to not having dedicated offices in the new facility, in alignment with current City practices.

Additionally, it was noted that touchdown stations are needed for operational staff without assigned computers due to the nature of their roles. These stations will support staff participation, inclusion and development by enabling access to courses, email, and City-wide opportunities and initiatives.

The multi-functional spaces will be outfitted accordingly to meet functional requirements including collaborative meeting technology, touchdown stations for the operational workforce and spaces for confidential conversations.

The recommended program includes multi-purpose rooms and multi-functional spaces of varying sizes, used to accommodate the following:

- Meetings
- Crew talks
- Training

- Recruitment
- Departmental Operations Centre (DOC)
- Public engagement and outreach
- Rest and recovery
- Reflection room
- Confidential conversations
- Shared touchdown stations

Workshops

The workshop space within the newly developed program has been expanded compared to the initial feasibility report. This increase from the initial feasibility report is based on a more refined understanding of operational, construction and maintenance activities and requirements identified through in-depth consultations with user groups and functional analysis.

As intensity and frequency of weather events increase, the new facility's program, that includes catch-up growth, enhances the City's ability to effectively respond to and recover from events and is programmed to support operations and function during major events such as dike breaches, seismic events, or floods.

The additional space is designed to support current service needs and evolving operational workflows.

Storage

The areas allocated for conditioned, covered, and yard storage in the newly developed program have been reduced compared to those outlined in the initial feasibility report. This reduction was made possible by identifying and implementing more efficient storage strategies.

These strategies include:

- incorporation of high-density racking systems;
- consolidation of storage needs through shared spaces among multiple groups; and
- centralization of shared items such as tools, aggregates, materials and items.

These strategies have not only reduced the overall footprint but also contributed to significant improvements in operational efficiency and flexibility. The program design has been optimized to prioritize organization and efficiency, supporting centralization, streamlined workflows and maximizing vertical space utilization. The design also includes spatially optimized configurations, ensuring that storage areas are utilized to their fullest potential.

The program review confirmed that the recommended design aligns with best practices, current trends, and operational efficiencies. Furthermore, it presents opportunities for creating centralized and consolidated work areas, incorporating innovative future-state concepts and design solutions that will support long-term needs and adaptability.

Parking

Through comprehensive data analysis and collaboration with internal and external subject matter experts, parking requirements were thoroughly evaluated for staff personal vehicles and City fleet and equipment. A review of 10 years of historical staffing data (2014-2023) was conducted to evaluate periods of high and low staffing levels, staff attendance and absenteeism, compressed workdays, and factors such as carpool and City fleet take-home vehicles. Additionally, specific requirements for the City fleet and equipment, including covered parking, enclosed heated and shore-power needs, were addressed. Consideration was given to staff levels, fleet and equipment initiatives and expansion, potential future energy sources ensuring the design accommodates evolving energy demands and sustainability goals.

High rate of vehicle ownership significantly contributes to parking demand at the Works Yard. Due to the location of the Works Yard and the nature of its operations, staff are frequently required to attend call-outs during weather events or emergencies. Additionally, staff working irregular hours and overtime further increase the need for personal vehicles parking onsite.

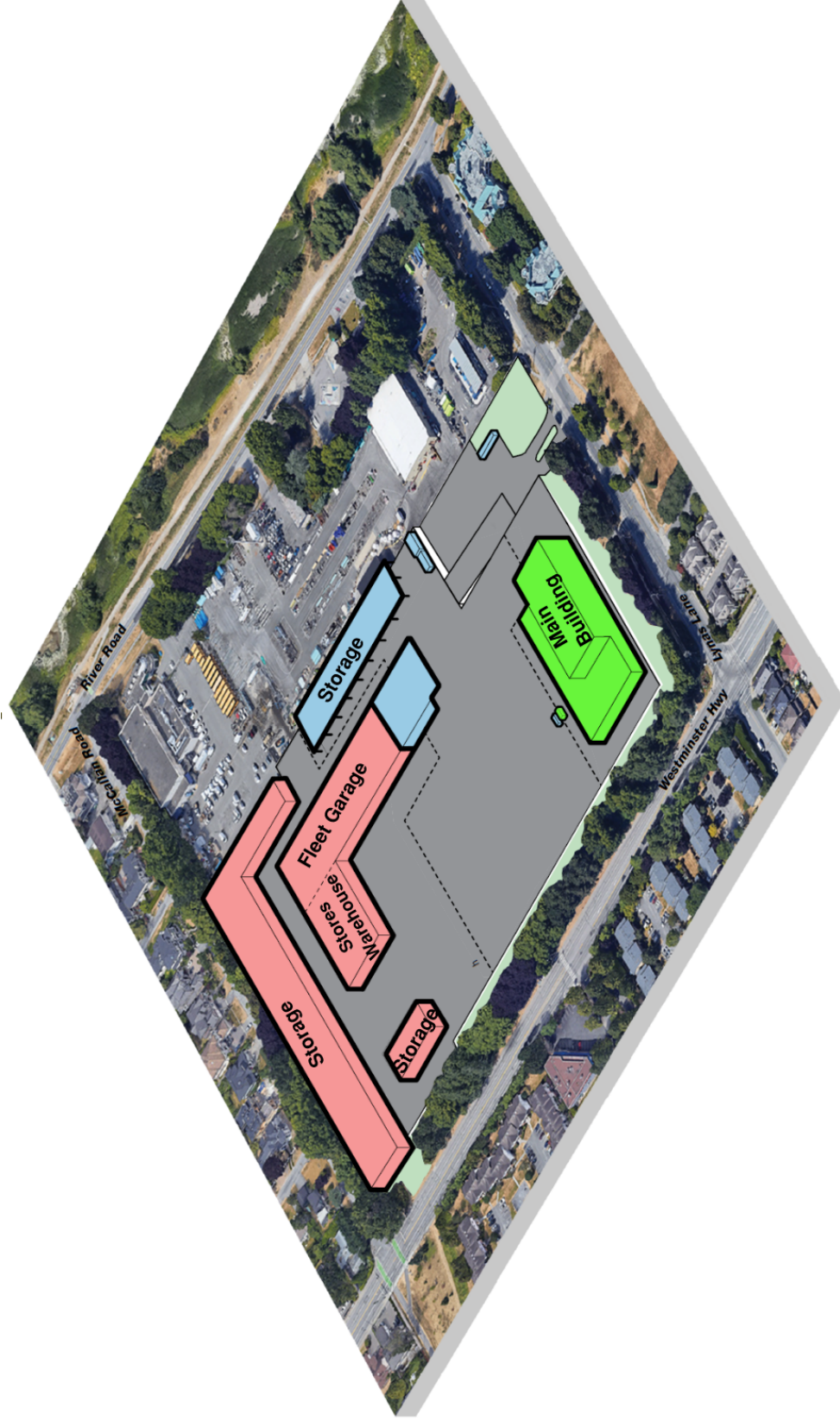
In coordination with the architect and transportation consultants, staff parking needs for the Project on the first day of occupancy is 368 stalls, this represent a 0.75 ratio of staff to parking stalls.

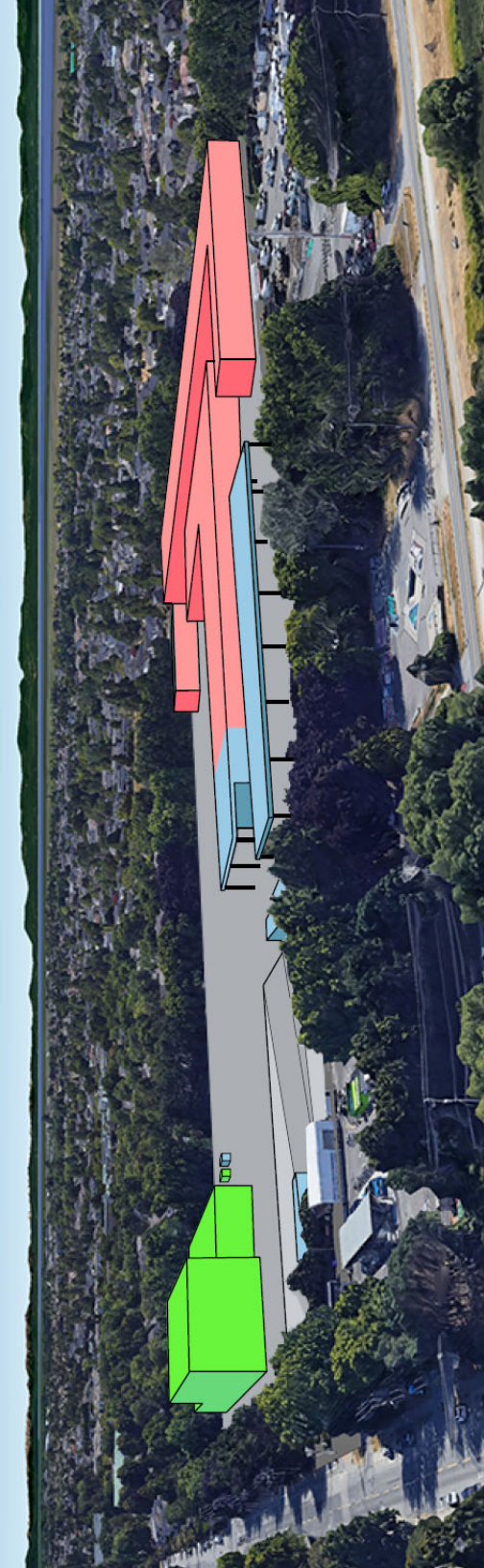
A 25-year Projection to the parking plan is anticipated to be 31.5%. This results in an additional 116 parking spaces. The total number of parking stalls is 484 stalls for staff as well as 10 spaces for visitor parking to match the existing configuration. Accessible parking stalls will be incorporated as per the City's Zoning Bylaw.

Due to the high volumes of staff accessing and egressing the Works Yard during peak flow times, parking considerations include the recommendation for an additional access point for personal vehicles from Westminster Highway. This access will address vehicle backlogs during peak hours and alleviate congestion on Lynas Lane, while the egress points will be optimized for smoother traffic flow. Constructing an access point from Westminster Highway is estimated to require the removal of approximately 8-10 trees.

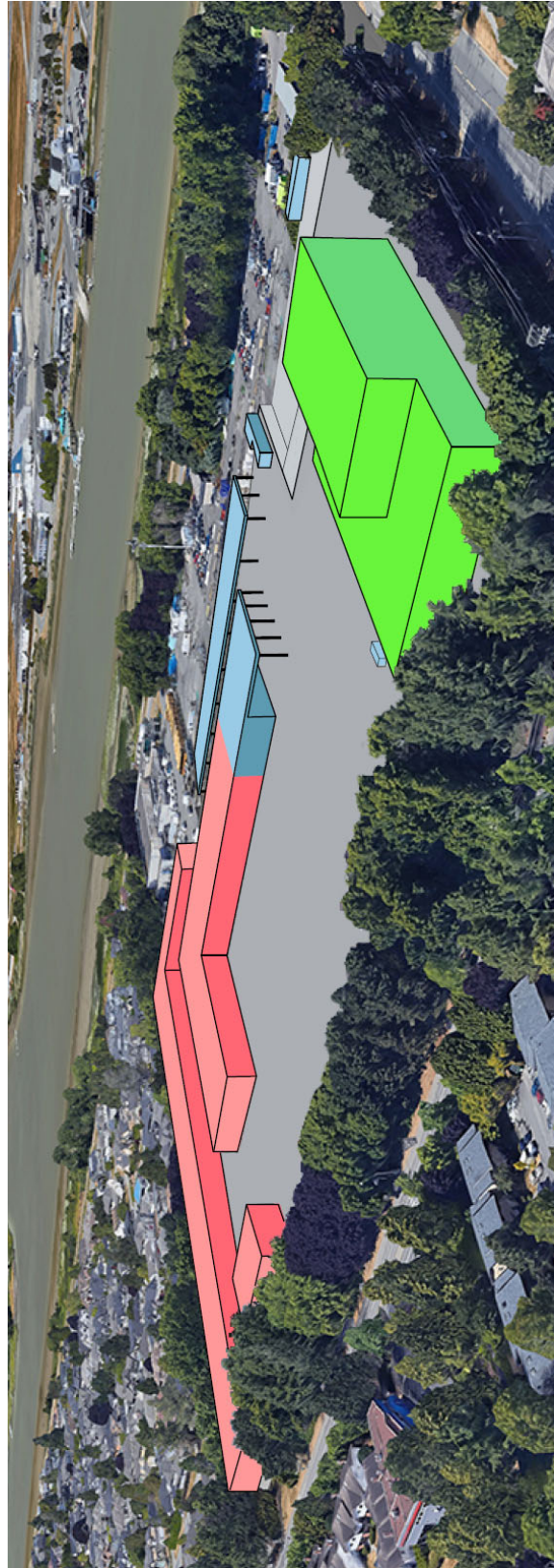
Works Yard Replacement Project – Concept Design

The Project concept design provides a conceptual visualization of the building's overall scale, form, and spatial organization within the site context. These early-stage models are critical in evaluating how the proposed development integrates with surrounding urban fabric, responds to site constraints, and aligns with zoning requirements.





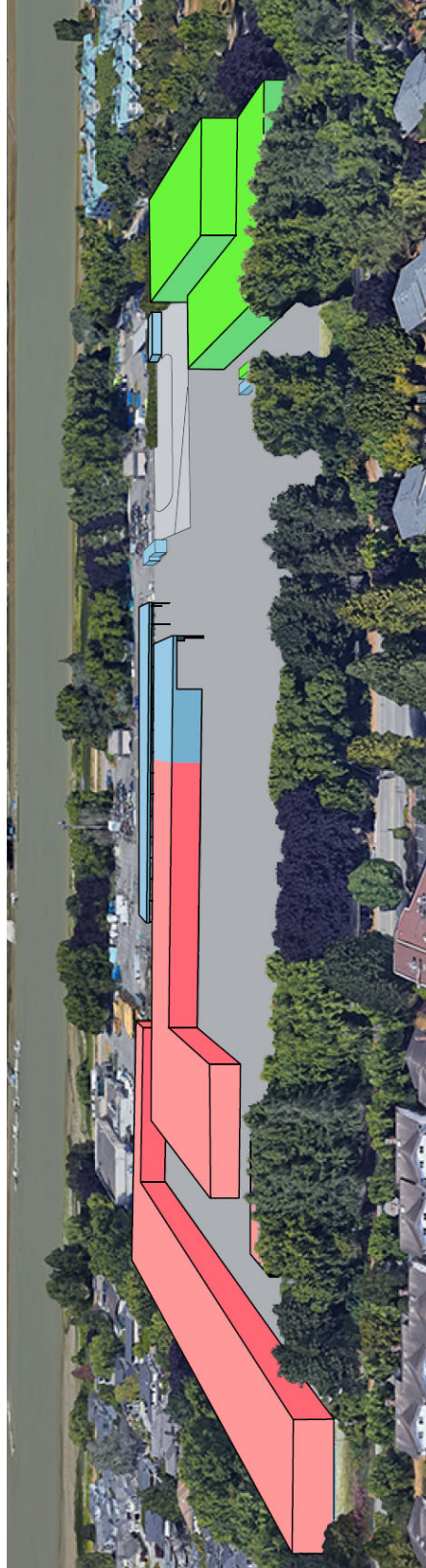
Concept Design View Looking Southwest



Concept Design View Looking Northwest



Concept Design View Looking Northeast



Concept Design View Looking North

Works Yard Replacement Project – Perspective Views

The accompanying perspective views illustrate the massing, (represented in yellow), from various vantage points, offering a realistic sense of proportion, and spatial relationships with adjacent buildings and public spaces. The perspectives highlight the benefit of the existing landscape and mature tree buffer that exists around the site, which largely obscures the proposed facility from various neighbouring viewpoints. These visualizations are an essential communication tool, supporting stakeholder engagement and informing design refinements as the Project progresses into more detailed phases.

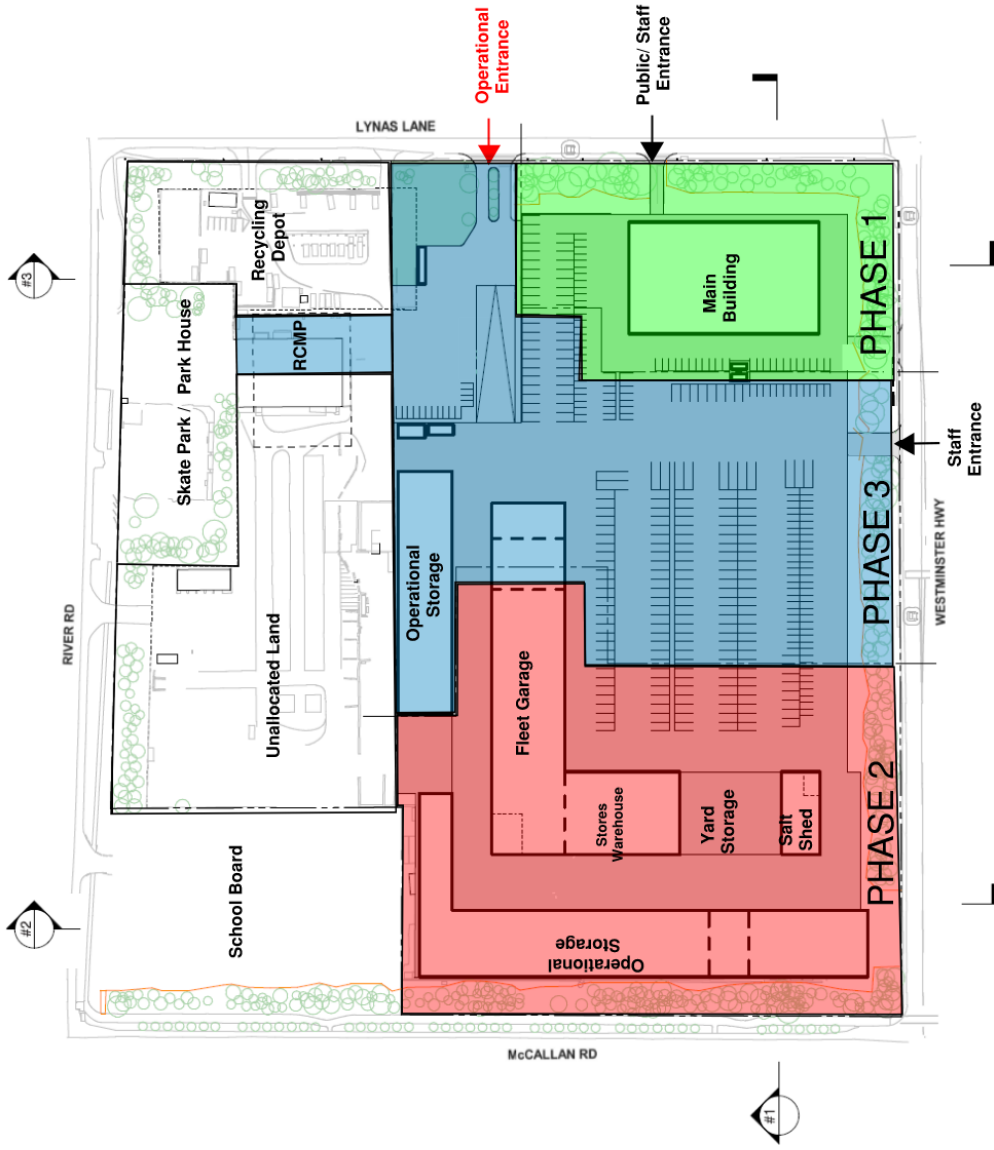


Perspective View from Westminster Highway and Lynas Lane

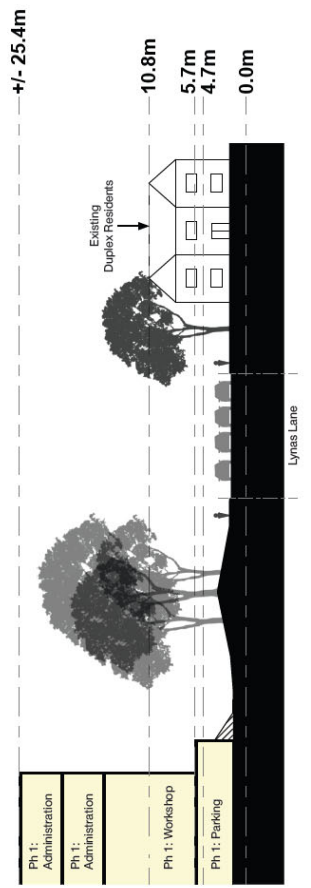


Perspective View from McCallan Road

Site plan cross-sections illustrate vertical slices through the Project site, showing how the proposed development interacts with existing topography, infrastructure, and adjacent properties. Drawings help visualize grading, retaining walls, building heights, and landscape features, providing a clear understanding of the Project's impact on the surrounding context.



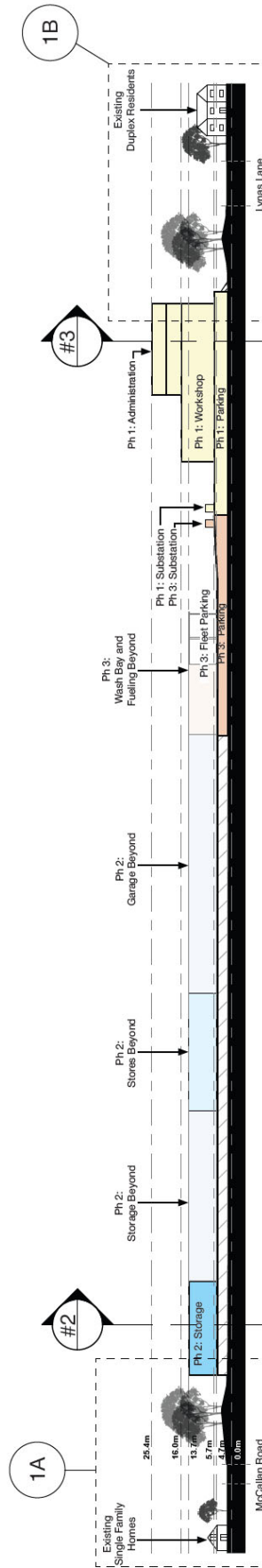
Phased Project Site Plan with Cross-section Cut Lines



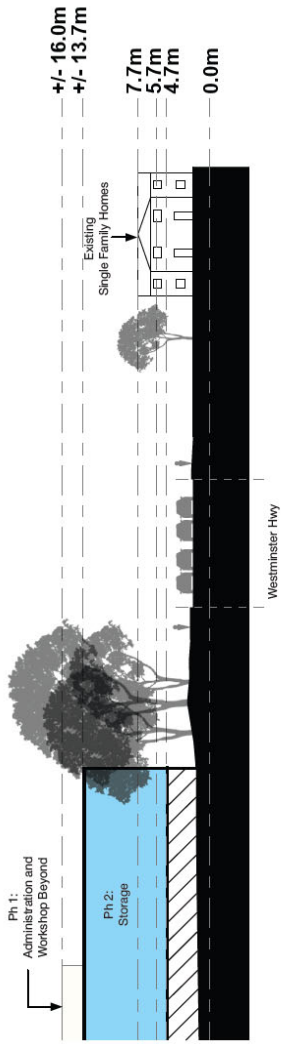
1B Section Through Ph1 & Lynas



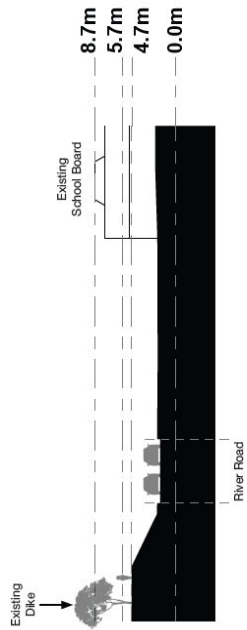
1A Section Through Ph2 & McCallan Road



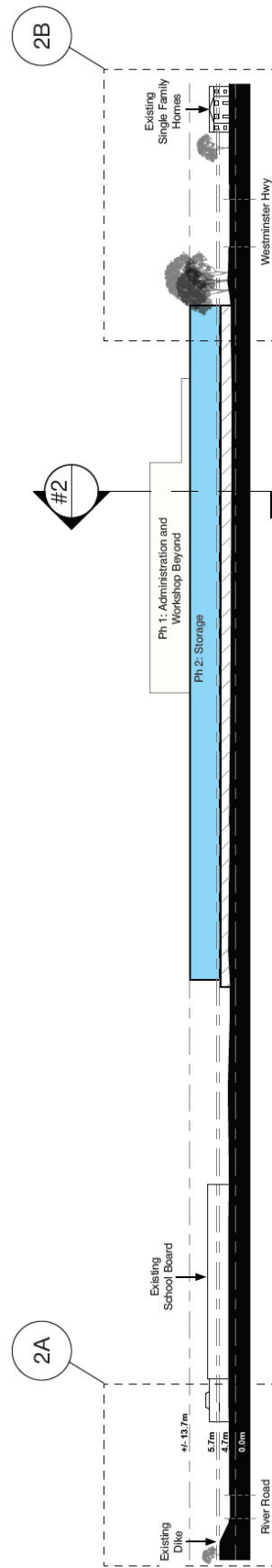
**Site Section #1
South Site Section**



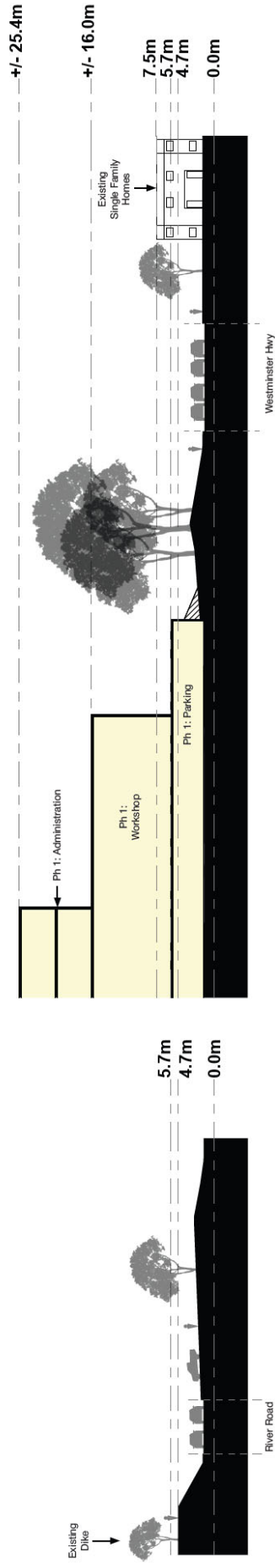
2B Section Through Ph2 & Westminster Hwy



2A Section Through River Road

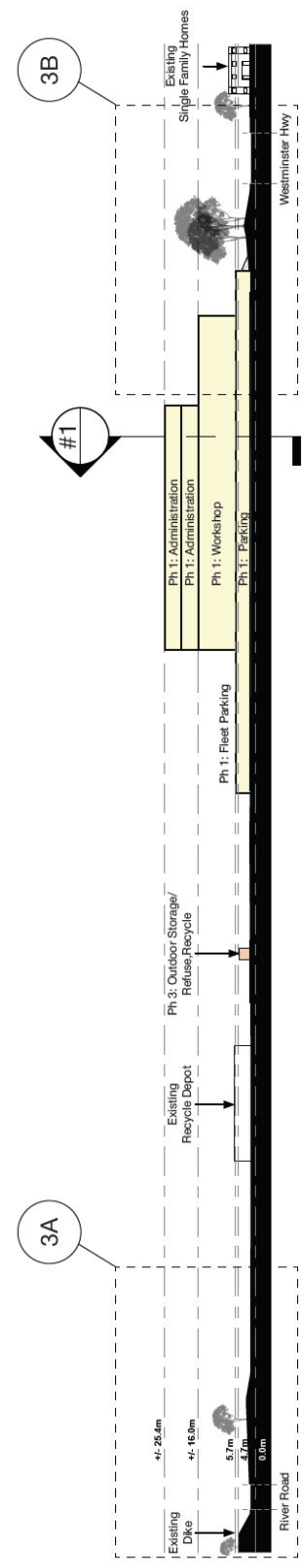


**Site Section #2
West Site Section**



3A Section Through River Road

3B Section Through Ph1 & Westminster Hwy



Site Section #3
East Site Section

Subject: Mayor of Richmond voluntarily accept the Deloitte recommendation in the Board Governance Review for Metro Vancouver to cap the maximum remuneration for total income from all local government related appointments.

Member of Council: Kash Heed

Meeting: General Purposes Committee (Public)

Notice Provided on: July 3, 2025

For Consideration on: July 21, 2025 in accordance with Procedure By-law No 7560

Background

In a time when integrity, accountability, and transparency are crucial, political figures must set the standard. The mayor of Richmond should voluntarily adopt Deloitte's suggestion to limit total compensation as outlined in the Metro Vancouver Board Review. This action would help restore public confidence and promote the prudent use of taxpayers' funds.

When leaders are compensated excessively, it conveys a message that they value their own compensation more than the needs of the public. As many residents grapple with increasing living expenses, it is disheartening to see some public officials receiving substantial salaries. By capping total compensation, the mayor would demonstrate a commitment to equity and show that community service is the top priority.

Additionally, embracing this recommendation would play a significant role in rebuilding trust in local governance. Taking this initiative would send a powerful message about the importance of serving the people of Richmond over personal gain.

Motion

That the Mayor, as our representative on the Board of Directors for Metro Vancouver, introduce a motion amending their "Remuneration Bylaw" (Greater Vancouver Regional District Regional Board and Committee Remuneration Bylaw Number 1057, 2007) to allow Directors the flexibility to voluntarily refuse compensation for serving on the Board or Committees; and,

That the Mayor voluntarily accept the cap or maximum remuneration threshold for total income from all local government related appointments as detailed in recommendation #49 of the Deloitte Metro Vancouver Governance Review.

49. Consider introducing a cap or maximum remuneration threshold for total income from all local-government-related appointments (such as Metro Vancouver, TransLink, E-Comm 9-1-1, etc.). For example, this amount might not exceed that of a BC Provincial Cabinet Member (currently \$183,085). Other than managing the risk of role accumulation, it would serve as a mechanism for ensuring roles are appropriately allocated and therefore governance risks relating to Board responsibility overload are minimized (Metro Vancouver | Board Governance Review | Provincial Considerations| May 20,2025)