



General Purposes Committee

Anderson Room, City Hall
6911 No. 3 Road

Tuesday, September 3, 2019
4:00 p.m.

Pg. # ITEM

MINUTES

GP-4 *Motion to adopt the **minutes** of the meeting of the General Purposes Committee held on July 15, 2019.*



ENGINEERING AND PUBLIC WORKS DIVISION

1. **PUBLIC ELECTRIC VEHICLE (EV) CHARGING EXPANSION – 2019 FUNDING APPLICATION TO NATURAL RESOURCES CANADA**
(File Ref. No. 10-6000-00) (REDMS No. 6251444 v. 11)

GP-14

See Page GP-14 for full report

Designated Speaker: Peter Russell

STAFF RECOMMENDATION

That, as described in the staff report titled, " Public Electric Vehicle (EV) Charging Expansion – 2019 Funding Application to Natural Resources Canada" dated August 9, 2019 from the Director, Sustainability & District Energy:

- (1) *The expansion of 20 public electric vehicle charging ports at a cost of \$700,000 funded by the Gas Tax Provision be approved;*

- (2) *The application to Natural Resources Canada’s 2019 Zero Emission Vehicle Infrastructure Program for up to \$100,000 in grant funding be approved;*
- (3) *Should the funding application be successful, the Chief Administrative Officer and the Acting General Manager, Engineering and Public Works be authorized to execute the agreement with Natural Resources Canada on behalf of the City of Richmond;*
- (4) *The list of priority electric vehicle charging sites as described in the staff report titled “Public Electric Vehicle (EV) Charging Expansion – 2019 Funding Application to Natural Resources Canada” be endorsed; and*
- (5) *That the Consolidated 5 Year Financial Plan (2019-2023) be amended accordingly.*

2. **CLEANBC PLASTICS ACTION PLAN - POLICY CONSULTATION PAPER**

(File Ref. No. 10-6370-01) (REDMS No. 6251344 v. 5)

GP-22

See Page GP-22 for full report

Designated Speaker: Suzanne Bycraft

STAFF RECOMMENDATION

That the City of Richmond response to the CleanBC Plastics Action Plan – Policy Consultation Paper, as outlined in the staff report dated August 8, 2019 from the Manager, Fleet and Environmental Programs, be approved and forwarded to the B.C. Ministry of Environment and Climate Change Strategy.



COMMUNITY SAFETY DIVISION

3. **APPLICATION FOR A NEW LIQUOR PRIMARY LIQUOR LICENCE - HOTEL VERSANTE LTD. DOING BUSINESS AS: BAR CHLOE, 8499 BRIDGEPORT ROAD, 12TH FLOOR**

(File Ref. No. 12-8275-30-001) (REDMS No. 6234639)

GP-41

See Page GP-41 for full report

Designated Speaker: Carli Williams

STAFF RECOMMENDATION

- (1) *That the application from Hotel Versante Ltd., doing business as, Bar Chloe, for a new Liquor Primary Liquor Licence to operate an upscale lounge establishment, at premises located at 8499 Bridgeport Rd, 12th Floor, with liquor service, be supported for:*
 - (a) *a new Liquor Primary Liquor Licence with total person capacity of 150 persons;*
 - (b) *Family Food Service allowing minors accompanied by a parent or guardian until 10:00 PM; and*
 - (c) *Liquor service hours for Monday to Sunday, from 9:00 AM to 2:00AM; and*
- (2) *That a letter be sent to Liquor Control and Licensing Branch, which includes the information attached as Appendix A, advising that Council recommends the approval of the licence application for the reasons that this new application for a Liquor Primary Licence is acceptable to the majority of the residents, businesses and property owners in the area and community.*



COMMUNITY SERVICES DIVISION

4. **FINAL HOMELESSNESS STRATEGY 2019–2029**

(File Ref. No. 08-4057-11-03) (REDMS No. 6203390 v. 7)

GP-48

See Page GP-48 for full report

Designated Speaker: Cody Spencer

STAFF RECOMMENDATION

That the final Homelessness Strategy 2019–2029, as outlined in Attachment 1 of the report titled “Final Homelessness Strategy 2019–2029”, dated August 19, 2019 from the Director, Community Social Development, be approved.



COMMUNITY SAFETY DIVISION

5. **PASSENGER TRANSPORTATION BOARD DECISIONS ON RIDE
HAILING SERVICES IN THE PROVINCE**

(File Ref. No. 12-8275-02) (REDMS No. 6279337 v. 2)

GP-96

See Page **GP-96** for full report

Designated Speaker: Carli Williams

STAFF RECOMMENDATION

That, as described in the report titled “Passenger Transportation Board Decisions on Ride Hailing Services in the Province” dated August 30, 2019, from the General Manager, Community Safety:

- (1) staff be directed to present bylaw amendments to accommodate ride hailing services in Richmond in Fall 2019;*
- (2) the proposed interim approach to licence Transport Network Services (TNS) companies ready to operate in Richmond similar to a taxi be endorsed; and*
- (3) the City request that the Province address apparent discrepancies in the operating regimes of TNS and taxicab companies in order to create equal competitive conditions and minimize any undue impacts to local communities.*

☐

ADJOURNMENT

☐



General Purposes Committee

Date: Monday, July 15, 2019

Place: Anderson Room
Richmond City Hall

Present: Mayor Malcolm D. Brodie, Chair
Councillor Chak Au
Councillor Carol Day
Councillor Kelly Greene
Councillor Alexa Loo
Councillor Bill McNulty
Councillor Linda McPhail
Councillor Harold Steves
Councillor Michael Wolfe

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

MINUTES

It was moved and seconded

That the minutes of the meeting of the General Purposes Committee held on July 2, 2019, be adopted as circulated.

CARRIED

ENGINEERING AND PUBLIC WORKS DIVISION

1. **SINGLE-USE PLASTIC AND OTHER ITEMS BYLAW AND IMPLEMENTATION PLANS**

(File Ref. No. 10-6370-01; 12-8060-20-010000/010063/10064) (REDMS No. 6213867 v. 7; 6197835; 6198746; 6198761)

Anthony Capuccinello Iraci, City Solicitor, spoke on the proposed bylaws and implementation plans, and read from a memorandum on the matter (copy on-file, City Clerk's Office).

1.

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A proposed revised recommendation that includes provisions for bylaw approval by the Minister of Environment and Climate Change Strategy was distributed.

Discussion ensued with regard to (i) implementation of an education program during the bylaw approval process, (ii) provisions to allow more time for businesses to adopt non-plastic alternatives, (iii) the timeline of the bylaw approval process, (iv) the consultation process with local businesses, (v) repurposing the City's old street banners for reusable bags, (vi) the varying regulations related to single-use plastics across different municipalities and regulatory bodies, and (vii) the court challenge to the City of Victoria's ban on single-use plastics.

In reply to queries from Committee, staff noted that the City will be engaging with local businesses on the matter and that the City has not received a formal response from the Province on a request for a province-wide single-use plastics strategy. Staff added that the Federal government may introduce initiatives to address single-use plastic use; however such initiatives will not necessarily restrict the Province or municipalities from introducing their own regulations. Furthermore, staff noted that the proposed bylaws can be modified as new technologies and products are developed in the future.

It was moved and seconded

- (1) That the following bylaws to introduce a ban on single-use plastic and other items be introduced and given first, second and third readings with an effective date of six months following final adoption of the bylaws by Council:***
 - (a) Single-Use Plastic and Other Items Bylaw No. 10000;***
 - (b) Notice of Bylaw Violation Dispute Adjudication Bylaw No. 8122, Amendment Bylaw No. 10063; and***
 - (c) Municipal Ticket Information Bylaw No. 7321, Amendment Bylaw No. 10064; and***
- (2) That the implementation plans for plastic straws and plastic bags, as outlined in Attachments 1 and 2 of the staff report dated July 5, 2019 titled, "Single-Use Plastic and Other Items Bylaw Bans and Implementation Plans" from the Director, Public Works Operations, with funding in the amount of \$260,000, from the Sanitation and Recycling provision, be approved;***

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- (3) *That approval for these bylaws be sought as soon as possible from the Minister of Environment and Climate Change Strategy;*
- (4) *That following such approval by the Minister of Environment & Climate Change Strategy, 4th reading of these bylaws by Council shall be sought and implementation plans as approved by Council shall proceed; and*
- (5) *That staff be directed to provide information prior to the upcoming Council meeting on options to immediately commence educational outreach programs for the public and businesses.*

CARRIED

As a result of discussion, staff were directed to request a meeting with the Minister of Environment and Climate Change Strategy to discuss regulation of single-use plastics at the upcoming Union of British Columbia meeting in September 2019.

COMMUNITY SERVICES DIVISION

2. **ANIMAL SHELTER GUIDING PRINCIPLES, BUILDING AND PROGRAM OPTIONS, AND SITE**

(File Ref. No. 06-2055-20-12) (REDMS No. 6152282 v. 49)

Paul Brar, Manager, Parks Programs, reviewed the proposed options for the expansion of the Animal Shelter, noting that the proposed expansion will accommodate additional space for animal care, volunteers and educational areas.

Discussion ensued with regard to (i) proposed cost of the upgraded facility, (ii) potential development of additional storeys to increase capacity, and (iii) the proposed upgrades to the parking area.

As a result of the discussion, staff were directed to provide a breakdown of the estimated cost of the proposed facility's expansion prior to the upcoming Council meeting.

It was moved and seconded

- (1) *That the Animal Shelter Guiding Principles, as described in the staff report titled "Animal Shelter Guiding Principles, Building and Program Options, and Site" dated June 14, 2019, from the Director, Recreation and Sport Services and the Acting Director, Facilities be endorsed;*

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- (2) *That Building and Program Option 2, as described in the staff report titled “Animal Shelter Guiding Principles, Building and Program Options, and Site” dated June 14, 2019, from the Director, Recreation and Sport Services and the Acting Director, Facilities be approved; and*
- (3) *That the site located at 12071 No. 5 Road, as described in the staff report titled “Animal Shelter Guiding Principles, Building and Program Options, and Site” dated June 14, 2019, from the Director, Recreation and Sport Services and the Acting Director, Facilities be approved.*

CARRIED

3. REFERRAL RESPONSE: PROPOSED PLAN FOR MAJOR EVENTS AND PROGRAMS IN 2020

(File Ref. No. 11-7400-01) (REDMS No. 6183746 v. 7; 6198265; 6198274; 6133366)

Discussion ensued with regard to the (i) cost increases to host major events, (ii) options to reduce the major events budget by 10%, (iii) expansion of the Neighbourhood Celebration Grant Program, (iv) criteria to evaluate an event’s success, (v) process to conduct public feedback on the City’s events, (vi) opportunities to utilize grants from senior levels of government.

In reply to queries from Committee, Bryan Tasaka, Manager, Major Events and Film, noted that staff can examine options to reduce costs by reducing programming and shortening an event’s schedule. He added that events such as the Maritime Festival may require multiple days to accommodate attractions and exhibits.

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

It was moved and seconded

- (1) *That the Major Events and Programs for 2020 as outlined in the staff report titled “Referral Response: Proposed Plan for Major Events and Programs in 2020” dated May 27, 2019, from the Director, Arts, Culture and Heritage Services, be referred back to staff for an evaluation of the City’s various major events; and*
- (2) *That staff provide a report to Council on the methodology and the criteria for review prior to the evaluation process.*

CARRIED

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CAO'S OFFICE

4. ORGANIZATIONAL DEVELOPMENT PROGRAM

(File Ref. No. 01-0005-01) (REDMS No. 6132525)

Discussion ensued with regard to (i) evaluating the program, (ii) the training budget, and (iii) the Imagine Richmond Program to support cultural change and performance enhancement.

It was moved and seconded

That the report titled "Organizational Development Program" dated July 2, 2019 from the Director, Corporate Programs Management Group, be received for information.

CARRIED

FINANCE AND CORPORATE SERVICES DIVISION

5. INTERGOVERNMENTAL WORKING GROUP RE: SMALL BUSINESS AND PROPERTY TAX

(File Ref. No.) (REDMS No. 6232858)

In reply to queries from Committee, Jerry Chong, Director, Finance, noted that the City will be requesting changes to the *Assessment Act* to provide an equitable tax structure for businesses. He added that it is not anticipated that the proposed tax structure changes will have a major impact on residential property owners.

It was moved and seconded

(1) That Council support the recommendations provided by the Intergovernmental Working Group of Metro Vancouver; and

(2) That a letter be sent from the Mayor's office to the Premier of the Province of BC, advising of this support.

CARRIED

ENGINEERING AND PUBLIC WORKS DIVISION

6. VANCOUVER AIRPORT FUEL DELIVERY PROJECT

(File Ref. No. 10-6060-01) (REDMS No. 6231550)

Staff reviewed the Vancouver Airport Fuel Deliver Project and highlighted terms of the Municipal Access Agreement (MAA), noting the following:

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- the Vancouver Airport Fuel Facilities Corporation (VAFFC) has received all permits related to the development of the pipeline and has commenced construction of supporting facilities on Sea Island and the tank farm;
- the MAA would provide a term limit of 50 years and that breaches to the agreement may result in removal of the pipeline at VAFFC's expense;
- the proposed pipeline would not impede on the City's ability to proceed with road construction or improvements;
- the proposed pipeline will include an automated fire suppression system that can activate within five minutes and that the fuel receiving facility will be staffed at all times;
- the proposed pipeline will include development of an emergency spill protocol and that fuel vessels will be escorted and boomed during the fuel transfer process;
- the proposed pipeline will be built to current design and safety standards;
- the proposed pipeline will require temporary use of portions of the Agricultural Land Reserve during the construction period and that those areas will be restored to their original condition upon completion of the project;
- the BC Oil and Gas Commission will be the agency responsible for conducting inspections of the pipeline and that the City will be responsible for the inspections of the rights-of-way; and
- the MAA is favourable to the City and that the VAFFC may have legal options to pursue approval through the Province, if it is not approved.

Discussion ensued with regard to (i) establishing a fund dedicated to climate change initiatives and affordable housing from VAFFC contributions, (ii) developing a rapid automatic fire suppression system, (iii) potential response to a fuel spill and damage to fish habitat, (iv) the environmental assessment process, (v) updating regulations as spill prevention technology improves, and (vi) the probability of fuel spills.

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It was moved and seconded

- (1) *That the Chief Administrative Officer and the General Manager, Engineering & Public Works be authorized to execute, on behalf of the City, a Site Specific Municipal Access Agreement between the City and the Vancouver Airport Fuel Facilities Corporation containing the material terms and conditions as generally described in the staff report titled "Vancouver Airport Fuel Delivery Project", dated July 10, 2019, from the City Solicitor and the Acting Director, Engineering;*
- (2) *That the Manager, Engineering Planning be authorized to execute, on behalf of the City, a Servicing Agreement between the City and the Vancouver Airport Fuel Facilities Corporation, for the development of the Marine Terminal located at 15040 Williams Road, Richmond, BC, containing the material terms and conditions as generally described in the staff report titled "Vancouver Airport Fuel Delivery Project", dated July 10, 2019, from the City Solicitor and the Acting Director, Engineering; and*
- (3) *That the Chief Administrative Officer and the General Manager of Engineering & Public Works be authorized to approve both Vancouver Airport Fuel Facilities Corporation's reliance on the ALC Decision dated March 17, 2017 (ALC File: 55644) and Vancouver Airport Fuel Facilities Corporation making a replacement ALC application in the event reliance on the said ALC Decision becomes problematic for either the City or VAFFC.*

The question on the motion was not called as discussion ensued with regard to utilizing funding from VAFFC to address climate change and affordable housing issues.

As a result of the discussion, the following **amendment motion** to add funding to provision accounts dedicated to climate change and affordable housing initiatives as Part (4) was introduced:

It was moved and seconded

That if funding is received from the Vancouver Airport Fuel Facilities Corporation, that those funds be allocated equally to provision accounts dedicated to climate change initiatives, an affordable housing fund for a dedicated capital project, and accessibility initiatives.

The question on the motion was not called as discussion ensued with regard to dedicating funds for fuel spill prevention.

The question on the motion was then called and it was **DEFEATED** with Cllrs. Au, Day, Greene, Steves, and Wolfe opposed.

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Discussion then took place on the jurisdiction that is responsible for fuel containment in an emergency and staff noted that the VAFFC will be fully responsible to respond to emergencies.

As a result of the discussion, the following **amendment motion** to add funding provisions dedicated to spill response and containment infrastructure as Part (4) was introduced:

It was moved and seconded

That if funding is received from the Vancouver Airport Fuel Facilities Corporation, that those funds be allocated to spill response and containment infrastructure.

The question on the motion was not called as discussion ensued with regard to establishing a contingency emergency response and a Richmond fireboat.

The question on the amendment motion was then called and it was **DEFEATED** with Mayor Brodie and Cllrs. Au, Greene, Loo, McNulty, and McPhail opposed.

Discussion then took place on emergency spill response and establishing a Richmond fire boat.

As a result of the discussion, the following **amendment motion** to add funding provisions dedicated to emergency response and a Richmond fire boat as Part (4) was introduced:

It was moved and seconded

That if funding is received from the Vancouver Airport Fuel Facilities Corporation, that those funds be allocated towards emergency response and that staff explore options to establish a Richmond fire boat.

CARRIED

Opposed: Cllr. Loo

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

- (1) *That the Chief Administrative Officer and the General Manager, Engineering & Public Works be authorized to execute, on behalf of the City, a Site Specific Municipal Access Agreement between the City and the Vancouver Airport Fuel Facilities Corporation containing the material terms and conditions as generally described in the staff report titled "Vancouver Airport Fuel Delivery Project", dated July 10, 2019, from the City Solicitor and the Acting Director, Engineering;*

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- (2) *That the Manager, Engineering Planning be authorized to execute, on behalf of the City, a Servicing Agreement between the City and the Vancouver Airport Fuel Facilities Corporation, for the development of the Marine Terminal located at 15040 Williams Road, Richmond, BC, containing the material terms and conditions as generally described in the staff report titled "Vancouver Airport Fuel Delivery Project", dated July 10, 2019, from the City Solicitor and the Acting Director, Engineering;*
- (3) *That the Chief Administrative Officer and the General Manager of Engineering & Public Works be authorized to approve both Vancouver Airport Fuel Facilities Corporation's reliance on the ALC Decision dated March 17, 2017 (ALC File: 55644) and Vancouver Airport Fuel Facilities Corporation making a replacement ALC application in the event reliance on the said ALC Decision becomes problematic for either the City or VAFFC; and*
- (4) *That if funding is received from the Vancouver Airport Fuel Facilities Corporation, that those funds be allocated towards emergency response and that staff explore options to establish a Richmond fire boat.*

was not called, as there was agreement to deal with Parts (1) to (3) and (4) separately.

The question on Parts (1) to (3) was then called and it was **CARRIED** with Cllrs. Day, Greene, Steves and Wolfe opposed.

The question on Part (4) then called and it was **CARRIED**.

ADJOURNMENT

It was moved and seconded

That the meeting adjourn (5:56 p.m.).

CARRIED

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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 15, 2019.

Mayor Malcolm D. Brodie
Chair

Evangel Biason
Legislative Services Coordinator



City of Richmond


Report to Committee

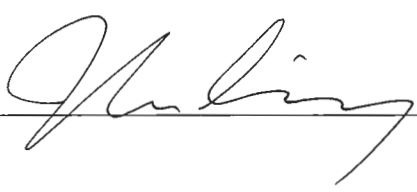

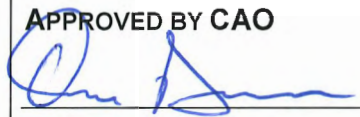
To: General Purpose Committee **Date:** August 16, 2019
From: Peter Russell, MCIP, RPP **File:** 10-6000-00/Vol 01
Director, Sustainability & District Energy
Re: **Public Electric Vehicle (EV) Charging Expansion – 2019 Funding Application to Natural Resources Canada**

Staff Recommendation

That, as described in the staff report titled, "Public Electric Vehicle (EV) Charging Expansion – 2019 Funding Application to Natural Resources Canada" dated August 9, 2019 from the Director, Sustainability & District Energy:

1. The expansion of 20 public electric vehicle charging ports at a cost of \$700,000 funded by the Gas Tax Provision be approved;
2. The application to Natural Resources Canada's 2019 Zero Emission Vehicle Infrastructure Program for up to \$100,000 in grant funding be approved;
3. Should the funding application be successful, the Chief Administrative Officer and the Acting General Manager, Engineering and Public Works be authorized to execute the agreement with Natural Resources Canada on behalf of the City of Richmond;
4. The list of priority electric vehicle charging sites as described in the staff report titled "Public Electric Vehicle (EV) Charging Expansion – 2019 Funding Application to Natural Resources Canada" be endorsed; and,
5. That the Consolidated 5 Year Financial Plan (2019-2023) be amended accordingly.


Peter Russell, MCIP, RPP
Director, Sustainability & District Energy
Att. 2

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Parks Services	<input checked="" type="checkbox"/>	
Recreation Services	<input checked="" type="checkbox"/>	
Facilities	<input checked="" type="checkbox"/>	
Transportation	<input checked="" type="checkbox"/>	
Finance	<input checked="" type="checkbox"/>	
Fleet Services	<input checked="" type="checkbox"/>	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS:	APPROVED BY CAO
	GP - 14 	

Staff Report

Origin

This report summarizes progress on a current grant application to Natural Resources Canada (NRCan) for cost-shared capital funding for provision of new public electric vehicle (EV) charging, for eight priority locations with 20 EV charging stations (ports) in Richmond. With Council approval, staff would complete and submit a grant application to NRCan for capital funding under the 2019 Zero-Emission Vehicle Infrastructure Program.

This report supports Council's Strategic Plan 2018-2022, Strategy #2: A Sustainable and Environmentally Conscious City:

Environmentally conscious decision-making that demonstrates leadership in implementing innovative, sustainable practices and supports the City's unique biodiversity and island ecology.

2.1 Continued leadership in addressing climate change and promoting circular economic principles.

Background

In 2010, Council adopted targets in Richmond's Official Community Plan to reduce community greenhouse gas (GHG) emissions 33 percent below 2007 levels by 2020, and 80 percent below 2007 levels by 2050. Transportation accounts for more than half of Richmond's GHG emissions recorded in BC's Community Energy and Emissions Inventory, with emissions from personal transportation accounting for more than 40 percent of emissions.

Richmond's 2014 Community Energy and Emissions Plan (CEEP) outlines strategies and actions for the City to take to reduce community energy use and GHG emissions, including:

- **Strategy 7:** Promote Low Carbon Personal Vehicles; and,
- **Action 19:** Continue expanding the City-owned network of electric vehicle (EV) charging stations.

Modeling undertaken as part of the CEEP indicates Richmond's 2050 emissions reduction targets can only be achieved with the near-universal adoption of zero emissions personal vehicles by the 2040s, in addition to increasing transit ridership, walking, bicycling, car/ride sharing, and other transportation modes.

City Action on Electric Vehicles

To support the transition to zero emission vehicles, multiple charging options should be available for EV users to avoid issues such as range anxiety (running out of charge). The City has undertaken a mix of policy and infrastructure actions, including:

1. **Electric Vehicle Charging:** On November 28, 2016, Council directed staff to report back regarding the potential installation of publicly accessible 'Level 3' DC Fast Charging stations, including an energy cost recovery approach, as part of advancing greenhouse gas emissions under the City's Community Energy and Emissions Plan. On

January 23, 2017, Council further directed staff to consult with the community to help gauge community support for the cost-recovery concept, as well as identify preferred locations for new charging stations.

Consultation results were summarized in a Report to Committee (“Public Electric Vehicle Charging Infrastructure Expansion”, May 18, 2018), with a map of desired locations for public electric vehicle charging in Richmond (see Attachment 1). This report also included a recommendation on cost recovery for public EV charging, by application of user fees at publicly accessible EV charging stations through bylaw.

In 2018, Council approved two locations for Direct Current (DC) Fast Charging equipment at City Hall and the Richmond Olympic Oval, with an approved capital budget allocation of \$300,000. This funding was subsequently leveraged in a grant application to Natural Resources (NRCan) Canada’s Electric Vehicle and Alternative Fuel Infrastructure Deployment Initiative. On July 11, 2019 NRCan informed staff that the application was approved and the City would be receiving a matching \$300,000 funding grant through this program. Combined with previously approved \$300,000 in capital funding from the City, a total of \$600,000 is now available for two additional DC fast charging sites, which will now include DC Fast Chargers at King George Park and the Richmond Ice Centre / Watermania area. These new sites were chosen, as they met the criteria of the funding program. As such, the Consolidated 5 Year Financial Plan (2019-2023) will need to be amended accordingly.

2. **Leading EV Charging Requirements in Private Developments:** On December 18, 2017, City Council adopted a requirement in the Parking and Loading section of the Richmond Zoning Bylaw that all residential parking spaces in new developments feature an energized electrical outlet capable of providing Level 2 charging. The City was the first jurisdiction in North America to implement such a requirement. Other jurisdictions are now building from Richmond’s leadership – the City of Vancouver and several other local governments in Metro Vancouver have subsequently made similar amendments to their Zoning Bylaws to require Level 2 charging readiness in non-visitor parking stalls.
3. **New Charging Infrastructure:** In March 2013, the City also installed four public Level 2 charge stations (total of eight charging ports) at the following locations:
 - Steveston Community Centre;
 - Thompson Community Centre;
 - Cambie Community Centre; and,
 - City Hall

Additionally, the Richmond Olympic Oval offers two Level 2 charging stations in the parkade reserved for facility users.

As summarized in Table 1 below, usage of the City’s charging points has grown, indicating growing demand for public charging. The hours of use experienced at some stations suggest that City-owned EV charging infrastructure is reaching capacity.

Table 1: Usage of City-owned EV charging infrastructure

	2013	2014	2015	2016	2017	2018
Times used	776	1,974	4,597	7,159	10,924	17,059
Charging time	975 hours	2,609 hours	8,377 hours	11,995 hours	18,300 hours	31,745 hours
Energy used	4,345 kWh	11,809 kWh	35,904 kWh	48,406 kWh	82,984 kWh	138,740 kWh
Energy cost	\$434	\$1,181	\$3,590	\$4,841	\$8,298	\$13,874

"Levels" of EV Charging

Industry standards for electric vehicle charging, including power delivery level and typical application is summarized in Table 2.

Table 2: Common EV service equipment charging levels.

Charging Level	Voltage	Amperage	Approx. km of range per hour	Time to fully Recharge	Applications
AC Level 1	120 VAC	12-16 A	~ 7 km/hr	5 to 30 hours	At home, at work
AC Level 2	208 / 240 VAC	<=80A (30 A most common)	~ 45 km/hr (at 30A)	2 to 8 hours	At home, at work, public charging
DC Fast Charge ("Level 3")	200-400 VAC	80-400 A	200-1000 km/hr	<10 min to 1 hour	Major public rapid-recharge locations

Current Funding Partnership Opportunity

In summer 2019, City staff began preparing a new grant application under NRCan's Zero-Emission Vehicle Infrastructure Program for partial funding of 20 EV charging ports at eight locations in Richmond, with detail on location criteria and recommended sites provided in the Analysis section of this report. The NRCan program requires a minimum of 20 EV charging ports to qualify for the grant program and that applicants demonstrate secured funding is in place. Subject to Council approval, staff will proceed to complete this application prior to the September 18, 2019 submission deadline.

AnalysisCriteria for Prioritizing EV Charging Locations

Community feedback indicated that both DC Fast Charging and Level 2 charging infrastructure is desired across the community (see map in Attachment 1). In-person open house and online feedback gained in 2017 provided feedback on where public EV charging infrastructure is preferred in Richmond.

City staff have subsequently identified specific locations for future Level 2 and Level 3 EV charging installations, and have applied the following criteria to guide prioritization of future installations, as funding becomes available.

1. Public consultation results on desired EV charging locations

2. City-owned public locations (parks, recreation facilities and civic buildings) whereby there is customer demand for EV charging. Ideal sites for public charging that were considered needed to have sufficient existing capacity for installation of charging infrastructure with adding transformer capacity.
3. Geographic distribution of EV charging opportunities across Richmond

Prioritized locations for new EV charging (current funding application)

Eight locations have been identified that have sufficient existing electrical capacity for EV charging infrastructure and service equipment under NRCan's current funding program. These sites are summarized in Table 3, and have been spatially represented on a map in Attachment 2. Each of these sites would be equipped with a two-port Level 2 charging station in nearby onsite public parking (signed and stenciled for EVs), but there is also potential that one or more of these sites could include DC Fast Charging capacity, subject to more detailed analysis. Table 3 shows that, with Council endorsement of funding and locations, a total of 56 Level 2 and four DC Fast Charge City-owned charging points will be distributed across the community to support the shift to electric vehicle adoption.

Table 3: Proposed Locations of NRCan Co-Funded EV Charging Stations

	Private and Public Owned	City-Owned – Full Public Access	
	Restricted Access	Existing / Approved Locations	New Stations
Steveston, Seafair, Thompson, Terra Nova Neighbourhoods	4	4 (Level 2)	
Steveston Tennis Courts			2
West Richmond Community Centre			4
Britannia Heritage Ship Yards			4
Garden City Community Park			2
City Centre, Sea Island Neighbourhoods	70	16 (2 DC, 4 Level 2)*	
Minoru Park (Arenas)			2
Bridgeport, West Cambie, East Cambie Neighbourhoods	36	5 (1 DC, 2 Level 2)*	
Gilmore, Broadmoor, Blundell, Shellmont Neighbourhoods	8		
South Arm Community Centre			2
Blundell Park			2
Hamilton, Fraser Lands, East Richmond Neighbourhoods	5	3 (1 DC, 2 Level 2)*	
Hamilton Community Centre			2
* Indicates new Level 2 and DC Fast Charging locations funded by the Electric Vehicle & Alternative Fuel Infrastructure Deployment Initiative, approved by NRCan July 11, 2019, to be installed.		28 (4 DC, 8 Level 2)*	20 ports (Level 2)

Next Steps

Pending Council approval, staff will proceed with engineering design and installation of EV charging equipment for eight locations, with a total of 20 charging stations (ports), as shown in the shaded area of Table 3.

Resource Implications

As the City expands its public charging infrastructure, there are expected resource implications associated with installation, maintenance, repairs, complaint management, data analytics and administration that will exceed current capacity. A minimum of one additional maintenance technician position is expected to be required for this purpose. This requirement and associated costs will be submitted for consideration in the 2020 budget process.

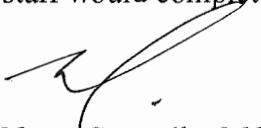
Financial Impact

The expansion of 20 EV charging ports is proposed to be funded from the Gas Tax Provision account in the amount of \$700,000. With Council approval, staff will proceed to complete a \$100,000 funding grant application under the Natural Resources Canada's 2019 Zero Emission Vehicle Infrastructure Program. If the grant is successful, the funding received will offset the funding from the Gas Tax Provision, maintaining the project budget at \$700,000. The Consolidated 5 Year Financial Plan (2019-2023) will be amended accordingly.

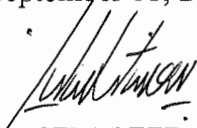
Council previously endorsed a cost recovery approach to impose user fees and time limits on public EV charging, and staff will bring forward proposed amendments to applicable Bylaws in a future Council Report to implement this cost recovery approach.

Conclusion

Expansion of City-provided public electric vehicle charging infrastructure is a tool to advance community electric vehicle adoption, and helps meet policy objectives that would drive significant GHG emission reductions with respect to mobility in Richmond. Eight locations with a combined total of 20 electric vehicle charging ports would be available for public charging. Staff are seeking Council support for submitting a \$100,000 grant application to Natural Resources Canada's Zero-Emission Vehicle Infrastructure Program. With Council approval, staff would complete and submit this application prior to the September 18, 2019 deadline.



Norm Connolly, MCIP, RPP
Sustainability Manager
(604-247-4676)



Poroshat Assadian, CEM, LEED
Corporate Energy Manager
(604-244-1239)

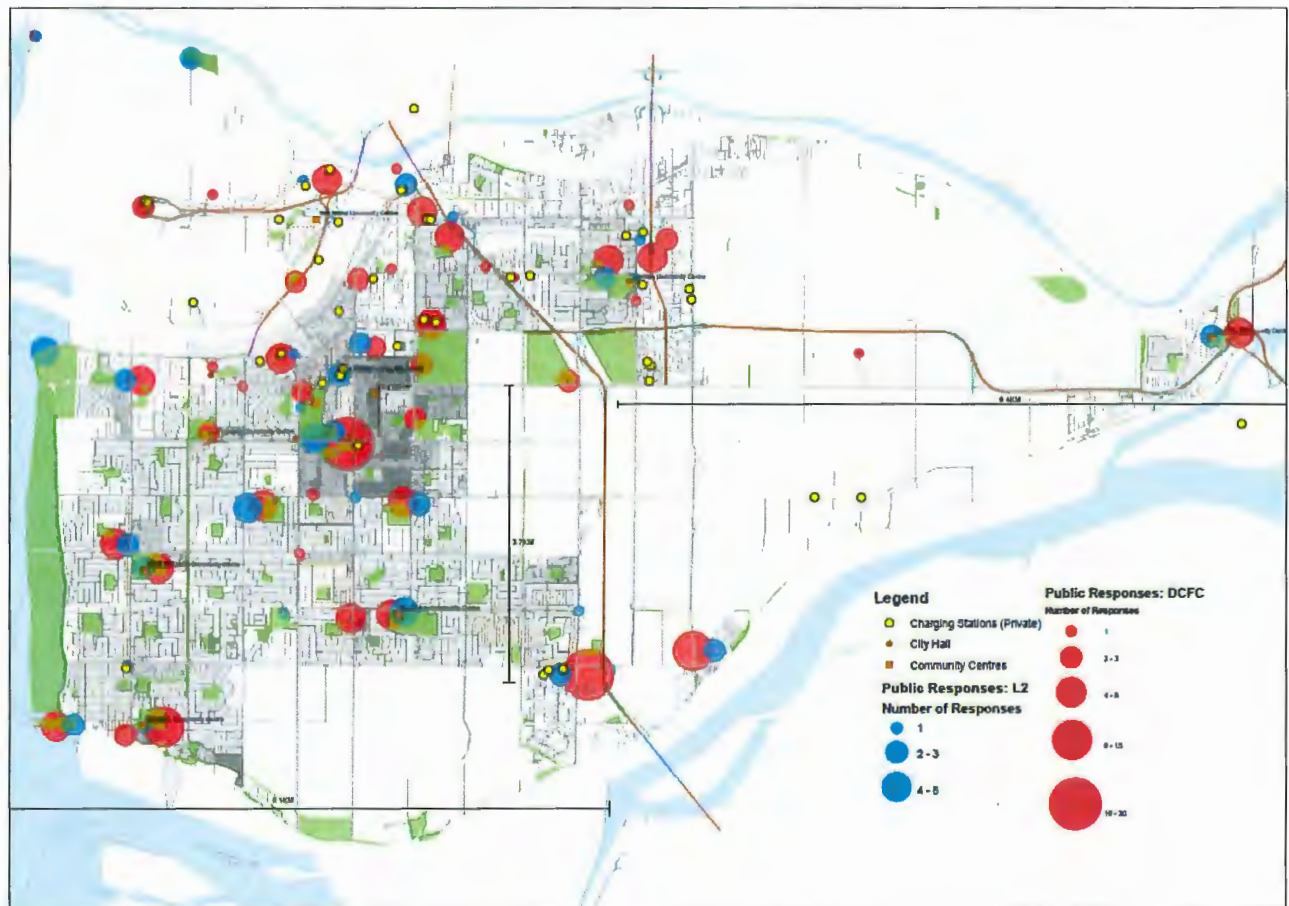
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- Att. 1: Map of Public Responses Regarding Preferred Locations for Additional City-Owned EV Charging Infrastructure
2: Map of Public EV Charging Stations in Richmond – Current and Proposed Locations

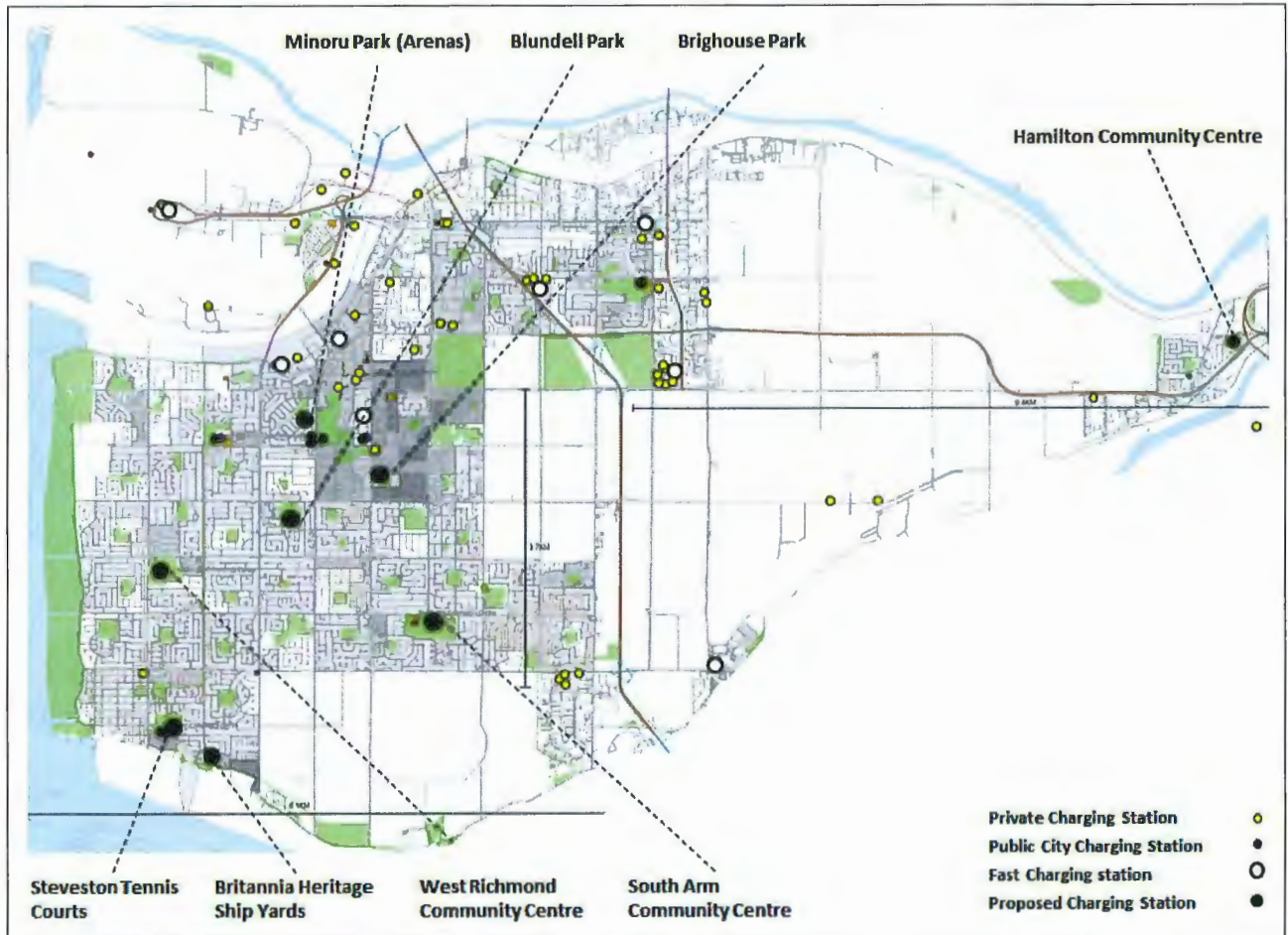
Attachment 1: Map of Public Responses Regarding Preferred Locations for Additional City-Owned EV Charging Infrastructure

Notes:

- Circle size indicates number of respondents who selected a site.
- Red circles represent DC Fast Charge infrastructure.
- Blue circles represent Level 2 charging infrastructure.
- Green stars represent existing City-owned Level 2 charging infrastructure.



Attachment 2: Map of Public EV Charging Stations in Richmond – Current and Proposed Locations





City of Richmond

Report to Committee

To: General Purposes Committee **Date:** August 8, 2019
From: Suzanne Bycraft **File:** 10-6370-01/2019-Vol
Manager, Fleet and Environmental Programs 01
Re: **CleanBC Plastics Action Plan - Policy Consultation Paper**

Staff Recommendation

That the City of Richmond response to the *CleanBC Plastics Action Plan – Policy Consultation Paper*, as outlined in the staff report dated August 8, 2019 from the Manager, Fleet and Environmental Programs, be approved and forwarded to the B.C. Ministry of Environment and Climate Change Strategy.

Suzanne Bycraft
Manager, Fleet and Environmental Programs
(604-233-3338)

Att. 2

REPORT CONCURRENCE		
ROUTED TO: Sustainability	CONCURRENCE <input checked="" type="checkbox"/>	CONCURRENCE OF GENERAL MANAGER
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: OS	APPROVED BY CAO

Staff Report

Origin

On July 25, 2019, the B.C. Ministry of Environment and Climate Change Strategy (the “Ministry”) launched consultation on a plan to reduce plastic waste through the *CleanBC Plastics Action Plan – Policy Consultation Paper* (the “*Policy Consultation Paper*”). Feedback is being accepted until September 18, 2019 on new policy opportunities and proposed amendments to the Recycling Regulation of the Environmental Management Act.

This report presents information and comments for Council’s consideration as Richmond’s proposed response to the *Policy Consultation Paper*. The feedback comments as outlined in this report have been formulated to align with Council’s actions taken to date on the issue of single-use plastics.

This report supports Council’s Strategic Plan 2018-2022 Strategy #2 A Sustainable and Environmentally Conscious City:

Environmentally conscious decision-making that demonstrates leadership in implementing innovative, sustainable practices and supports the City's unique biodiversity and island ecology.

2.1 Continued leadership in addressing climate change and promoting circular economic principles.

2.2 Policies and practices support Richmond's sustainability goals.

Background

At the May 21, 2019 Council meeting, Council resolved to request the provincial government’s support to address single-use items by adopting a comprehensive single-use item reduction strategy. A resolution to this effect was also forwarded to the 2019 Union of British Columbia Municipalities convention. The action being undertaken through the *Policy Consultation Paper* is, therefore, consistent with Council’s request of the province in this regard.

Council has taken further steps in regard to the issue of reducing plastic waste by giving first three readings to *Single-Use Plastic and Other Items Bylaw No. 10000*, which was sent to the Ministry for approval on July 23, 2019. In accordance with Council direction, community engagement on proposed Bylaw 10000 has commenced.

As part of employing further strategies to promote overall waste reduction, reduce greenhouse gas emissions, and incorporate circular economy principles into policy approaches, on February 25, 2019 Council directed staff to review the City’s current purchasing practices for ways to support the circular economy. At their May 27, 2019 meeting, Council approved a work plan whereby staff and vendors would be engaged over the course of a year to develop new criteria for City procurements. The new policy amendments are being formulated to include requirements which align with Council’s objective in this regard.

Analysis

CleanBC Plastics Action Plan

The Ministry has indicated that comments and feedback on the *Policy Consultation Paper* will be received through public survey, formal submission, email, or regular mail until September 18, 2019. After that time, the Ministry will compile and review all comments and publish a *What We Heard Report*, to be posted publicly in late 2019. Public feedback will be considered as part of developing a new regulatory framework for plastic waste in the Fall 2019/Winter 2020.

Staff have proposed feedback comments (Attachment 1) for submission to the Ministry regarding questions posed in the *Policy Consultation Paper* (Attachment 2). The proposed feedback that follows focuses on the four key theme areas, with the overarching recognition that waste prevention is the highest priority:

1. ***Bans on single-use packaging:*** *Determining which types of plastic packaging to phase out altogether, as well as any necessary exemptions, such as those for health, safety and accessibility to keep products available for the people that need them.*

This area requests feedback on the issue of whether bans should be implemented on plastic packaging in the province, the types of bans to be considered, those plastic items that should be priority considerations and whether exemptions should be considered.

The comments outlined in Attachment 1 indicate support for bans on plastic packaging to align with that considered by Council per *Single-Use Plastics and Other Items Bylaw No. 10000*, as well as past direction from Council to urge the province to consider an Extended Producer Responsibility (“EPR”) program for cigarettes (January 14, 2019). The opportunity to include other plastics, such as plastic utensils and plastic balloons has also been identified, should Council support inclusion of these items in the feedback provided.

Information and comments concerning banned biodegradable and compostable plastics and establishing appropriate certification standards (per Council resolution of May 21, 2019), have also been included. Feedback on exemptions to address accessibility issues, and health and safety matters, food protection, etc. is also included.

Comments are included in support of granting local governments the authority to pass appropriate bylaws to help mitigate problematic waste in their communities.

2. ***Dramatically reduce single-use plastic in landfills & waterways:*** *Requiring producers to take responsibility for more plastic products, ensuring more single-use items like sandwich bags, straws and cutlery get recycled.*

This area requests feedback on including packaging-like products and single-use items in the Recycling Regulation and whether exemptions should be permitted. The feedback in Attachment 1 identifies support for ensuring these items can be readily recycled, and for including items such as stir sticks, straws, etc. The comments provided suggest that life

cycle considerations and externality costs also be embedded into the Recycling Regulation for these items as part of building circular economy principles.

Suggested exemptions relate to health and safety as well as food preservation considerations.

3. *Plastic bottle and beverage container returns:* *Expanding the deposit-refund system to cover all beverage containers – including milk and milk-substitutes – with a 10-cent refundable deposit, keeping millions more containers out of landfills and waterways.*

This area seeks input on the Ministry's proposal to include milk-type beverage containers as a component of the deposit-refund schedule in the Recycling Regulation, as well as establishing a uniform 10 cent deposit-refund amount for all beverage containers. Additionally, feedback is sought on allowing electronic refunds in alternative forms of cash.

The feedback presented in Attachment 1 reflects support for inclusion of milk-type beverage containers as part of the deposit-refund schedule, as well as a uniform 10-cent fee for all beverage containers. In relation to milk containers, there have been past concerns about affordability impacts, which are noted for the province's consideration. In relation to electronic refunds, the comments outlined reflect support for this change, as it is likely to increase program participation through convenience.

4. *Reducing plastics overall:* *Supporting effective ways to prevent plastic waste in the first place and ensuring recycled plastic is re-used effectively.*

This area explores support around development of national standards for recycling content as well as targets. There is also a general feedback opportunity on other provincial policies and actions.

As outlined in Attachment 1, the feedback presented highlights the importance of standards to create market demand for recycled plastic materials by requiring a minimum amount of recycled content in new packaging and products. This will help create a shift toward circular economy concepts. Promoting recycled content standards at the highest level of governmental policy is suggested. Methods to help create the required recycling infrastructure, such as through subsidies, are also suggested.

Comments have also been included to identify current challenges within the Province's EPR program, such as those relating to scope. For example, it can be confusing for residents to understand that only plastic packaging is included in residential recycling programs vs. other plastic materials, etc. The opportunity to promote other problematic materials which are not currently captured in the Province's EPR program (e.g. propane tanks, etc. – which will be the subject of a separate report) are also included.

The B.C. government has initiated consultation on potential regulatory changes to address the issue of plastic waste. This presents the opportunity for the City to provide feedback to support the priority items Council has identified. These items and other feedback are included in Attachment 1 for Council's review and submission on behalf of the City.

Financial Impact

None.

Conclusion

This report presents an overview of the *CleanBC Plastics Action Plan* and provides City of Richmond feedback recommendations on the *Policy Consultation Paper* for Council's consideration for submission to the B.C. Ministry of Environment and Climate Change Strategy.



Suzanne Bycraft
Manager, Fleet and Environmental Programs
(604-233-3338)

SJB:kn

- Att. 1: *CleanBC Plastics Action Plan: Policy Consultation Paper* – City of Richmond
Comments
2: *CleanBC Plastics Action Plan: Policy Consultation Paper*

City of Richmond Comments:

CleanBC Plastics Action Plan: Policy Consultation Paper Ministry of Environment and Climate Change Strategy

1	Bans on single-use packaging Determine which types of plastic packaging to phase out altogether, as well as any necessary exemptions.		
	Province Questions	City of Richmond Comments	
	a) Do you think bans on plastic packaging should be implemented in B.C.? What plastic packaging products are a priority for B.C. to ban?	<p>Yes. A provincial strategy to ban single-use plastic is needed to harmonize policy and reduce confusion and barriers for the public. A provincial strategy would also provide clarity and a level playing field for business.</p> <ul style="list-style-type: none">• Priority single-use plastics should include, but not be limited to, items such as plastic checkout bags, polystyrene foam, plastic straws, and plastic utensils.• Other priority items that should be regulated and/or prohibited are those having the most significant impact on the environment, i.e. plastic filters from cigarettes, plastic balloons, etc.	
	b) What types of bans should be considered (examples include bans on sale of a certain type of packaging or ban on use of a certain type, or bans on disposal)?	<ul style="list-style-type: none">• Biodegradable and compostable plastics should be banned outright as these are not compatible with current commercial composting facility processes and could result in microplastics in the finished compost product.• A mandatory certification program should be introduced at the provincial level for standards which align with recycling and composting processing operations.• Oxo degradable plastics of all types should be banned outright since these are only designed to fragment (not fully decompose) when exposed to sunlight and have the same negative environmental impacts as a traditional plastic bag when littered (i.e. in the ocean).• Disposal bans need careful consideration as they can have the unintended consequence of creating an increase in the amount of materials being illegally dumped, creating even greater environmental risk and additional costs for governments.• Bans on sale will force the reduction of unnecessary plastic waste and will promote/encourage consumer behaviour change. It will be important to delineate when the ban on the sale of these items will be applicable – i.e. at point of sale - allowing the bulk sale of the items as products, or an all-encompassing ban on the sale restricting use at homes and businesses as well.• Bans on use are not suggested as these will be difficult to enforce and this will conflict with needed exemptions for health and safety reasons.	

City of Richmond Comments *CleanBC Plastics Action Plan: Policy Consultation Paper* (cont'd)

	Province Questions	City of Richmond Comments
	c) If a ban was applied how should exemptions be considered?	<ul style="list-style-type: none"> Exemptions for disability and accessibility needs should be considered for all items – specifically plastic straws. Exemptions for hospitals and licensed care facilities under the <i>Community Care and Assisted Living Act</i>, and charitable societies in good standing with the <i>Society Act</i>. Exemptions should also be considered for items that may not have suitable recyclable, reusable or compostable alternatives readily available on the market i.e. produce bags. Exemptions for health and safety considerations (particularly relating to the medical environment); food safety and preservation considerations, etc.
d)	Bans can be implemented in some form by all levels of government due to the different regulatory powers in place. Are there bans best suited for implementation at the federal, provincial or local government level? Should local governments be given the authority to ban problematic plastic items in their community? What types of bans should be considered?	<ul style="list-style-type: none"> Federal government – should hold the authority to ban the use of certain problematic materials across the country that have far-reaching impacts, e.g. the federal ban on the manufacture, import and sale of toiletries that contain plastic microbeads, issues that impact the marine environment (i.e. fishing industry, cruise ship industry, marine industry, etc.). Provincial government – as each province and territory has their own environmental management regulations, the power to implement province wide bans and other restrictions on the sale of single-use items should remain with the provincial government. Bans at this level will ensure uniformity and clarity for residents across the province. Local government – should be given the authority to enforce the provincial ban within their communities. Local governments should also be given the authority to implement bans on items that the local authority considers problematic and that are not already regulated by the province. Standards are also needed (at either the federal or provincial levels) to guide compostable, recyclable and reusable environmental claims to avoid product green-washing.

City of Richmond Comments *CleanBC Plastics Action Plan: Policy Consultation Paper* (cont'd)

2	More recycling options Expanding producer responsibility for packaging-like products and single-use items
	Province Questions
	City of Richmond Comments
a) Do you have comments or suggestions regarding the ministry's proposal to include packaging-like products in the Recycling Regulation? Are there any packaging-like products you believe should be exempt from the Recycling Regulation?	<ul style="list-style-type: none"> • Packaging-like items should be regulated to be readily recyclable.
b) Do you have comments or suggestions regarding the ministry's proposal to add single-use items to the Recycling Regulation? Are there any single-use items you feel should be exempt from the Recycling Regulation?	<ul style="list-style-type: none"> • Single-use items that serve a one-time purpose should be considered for inclusion in the Recycling Regulation, i.e. plastic straws, stir sticks and cutlery are examples. • Items that should be excluded from the Recycling Regulation are those that are needed for health and safety reasons and/or for food/product preservation. • Life cycle considerations and externality costs should be embedded into the Recycling Regulation to incorporate circular economy principles.

City of Richmond Comments *CleanBC Plastics Action Plan: Policy Consultation Paper* (cont'd)

3	Expanding plastic bottle and beverage container returns Expanding recovery and recycling of beverage containers	
	Province Questions	City of Richmond Comments
	a) Do you have comments or suggestions on the ministry's proposal to include milk and milk substitutes in the beverage container deposit-refund schedule?	<ul style="list-style-type: none"> • Support to decision to include milk containers and milk substitutes in the beverage container deposit-refund schedule. • Acknowledge this has been a challenge due to potential social impacts (affordability issues) for some sectors of the population.
	b) Do you have comments or suggestions on the ministry's proposal to create a uniform 10 cent deposit-refund for all beverage containers?	<ul style="list-style-type: none"> • Support the decision to increase the deposit-refund to 10-cents for all beverage containers. • Increase the availability and ease of refund centres to encourage their return – implement refund vending machines
	c) Do you have comments or suggestions on the ministry's proposal to allow refunds to be electronic and paid in an alternative form of cash (e-transfer, cheque, in-store credit, charitable donation, or similar alternatives)?	<ul style="list-style-type: none"> • Good opportunity to increase participation in the program and remain relevant in the market today.

City of Richmond Comments *CleanBC Plastics Action Plan: Policy Consultation Paper* (cont'd)

4	Reducing plastic overall Development of national recycled content performance standards	
	Province Questions	City of Richmond Comments
	a) What should B.C. consider in the development of a national standard on recycled content and any associated targets?	<ul style="list-style-type: none"> • This is likely the single biggest and most impactful policy initiative that will help create product demand and encourage growth in the recycling processing sector. Strongly support policies which create such a standard on a national level. • Offer subsidies or grants for new recycling infrastructure to encourage the creation of processing locally to reduce GHG output.
	b) Do you have comments or suggestions on any related provincial policies or actions?	<ul style="list-style-type: none"> • The EPR program in British Columbia is an excellent program. However, there are challenges with issues relating to the scope and breadth of what is included in this program. For example, not all pesticides are included, leaving residents (and invariably, local governments) to fill the void to avoid negative environmental impacts. • There are similar challenges with the Recycle BC program and what is captured in the scope of these programs (i.e. institutional and commercial items of the same make/type are not included). There have also been challenges within the Recycle BC mandate for managing materials in the public realm. • These challenges are making it confusing for residents to know what and how to recycle different materials and is invariably pushing costs onto taxpayers/local governments to address. • There are other materials not captured in product stewardship programs including compressed gases (fire extinguishers, propane tanks, butane cylinders, etc.) that are creating challenges and added cost burdens for local governments. • Robust programs relating to prescription and non-prescription (natural health care products) medications are needed to avoid improper disposal (landfill, sewage systems, etc.).



Plastics Action Plan

POLICY CONSULTATION PAPER



The ministry is seeking feedback on new policy opportunities and proposed amendments to the Recycling Regulation of the Environmental Management Act by September 18, 2019 to address plastic waste.

Instructions on how to provide comments are provided on the last page of this consultation paper.



Introduction

British Columbians want action on plastic waste. Too often plastic packaging and single use items end up as litter in our communities, waste in landfills or debris in lakes, rivers and oceans. Plastic pollution hurts wildlife and harms ecosystems, and it is increasing year after year. The Ministry of Environment and Climate Change Strategy recognizes that new steps are needed and is proposing action in four connected areas.

1 BANS ON SINGLE-USE PACKAGING



Determining which types of plastic packaging to phase out altogether, as well as any necessary exemptions, such as those for health, safety and accessibility to keep products available for the people that need them.

2 DRAMATICALLY REDUCE SINGLE-USE PLASTIC IN LANDFILLS & WATERWAYS



Requiring producers to take responsibility for more plastic products, ensuring more single-use items like sandwich bags, straws and cutlery get recycled.

3 PLASTIC BOTTLE AND BEVERAGE CONTAINER RETURNS



Expanding the deposit-refund system to cover all beverage containers — including milk and milk-substitutes — with a 10-cent refundable deposit, keeping millions more containers out of landfills and waterways.

4 REDUCING PLASTICS OVERALL



Supporting effective ways to prevent plastic waste in the first place and ensuring recycled plastic is re-used effectively.

Through the release of this consultation paper, B.C. is engaging on the development of new policy options and seeking feedback on proposed amendments to improve existing programs.

B.C. has been actively involved in the development of a Canada-wide Strategy and Action Plan on Zero Plastic Waste (Strategy and Action Plan), and will continue to support and align with longer-term proposed federal initiatives to ban harmful single-use plastics.

Dramatically Reducing Plastic Use

DEVELOPING A PATH FORWARD WITH NEW POLICY OPTIONS

The Ministry of Environment and Climate Change Strategy (the ministry) recognizes that waste prevention is the highest priority. Plastic bans have been adopted in different forms in different jurisdictions to address the growing problem of plastic pollution — for British Columbia, it's critical that we solicit public input on what forms potential bans on plastic packaging could take. For instance, there may be items of interest to British Columbians which are not covered by the proposed federal ban and that are within B.C.'s jurisdictional authority, or that are a priority due to B.C.'s coastal and remote geography.

There are also actions being taken by local governments in B.C. that could be supported by a provincial harmonized approach. B.C. proposes to collaborate with all levels of government both to avoid duplicating regulatory initiatives, and to progress actions that would have an immediate impact and protect B.C.'s environment. In addition, B.C. proposes to work with the federal government to develop national recycled content standards to ensure that in the longer term any new plastics and packaging produced contain recycled plastic.

NEW POLICY OPTIONS

- » Consider provincial bans for plastic packaging under the *Environmental Management Act*.
- » Support the development of recycled content performance standards being led by the federal government.



More than 40% of plastic is used only once. We can do our part to change this, and we want your thoughts and ideas on how to do it best.

Expanding Recycling and Recovery

AMENDMENTS TO THE RECYCLING REGULATION

By expanding recycling and recovery of plastics that are in use, we can significantly reduce the waste that accumulates in landfills and waterways. By doing this as efficiently as possible, we can improve the supply of clean recycled plastics for re-manufacturing. When this strategy is combined with higher recycled content standards for products, it can reduce the need for new plastics to be created.

Both expanding producer responsibility and expanding B.C.'s beverage container return system can be achieved through changes in existing regulations. B.C. currently regulates Extended Producer Responsibility (EPR) for many products, requiring producers (manufacturers, distributors and retailers) of designated products to take responsibility for the life cycle of their products, including collection and recycling. This shifts the responsibility from taxpayers, local government or Indigenous communities to the producers and consumers of a product.

By requiring producers to be accountable, EPR programs reduce waste by incentivizing producers to design products that are recyclable and durable in order that they can be recovered for future use instead of going to disposal. This further supports a circular economy approach to waste management where resources are continually conserved and reused as raw materials.

B.C. proposes to expand existing EPR by including single-use items and packaging-like products under the Recycling Regulation¹ to ensure that these items are being managed responsibly through EPR programs prior to any potential federal bans coming into force (estimated for 2021 and beyond).

B.C. is able to move quickly in this regard as the North American leader with more than twenty-two EPR programs already in place. Expanding EPR to cover these items enables B.C. to capture any items that are beyond the scope or exempted from any federal ban.

¹ <https://bit.ly/2Oaqi5n>

The proposed amendments also include an update to the beverage container deposit system that would reduce the prevalence of littered single-use bottles in the environment and landfills by an estimated 50 million bottles per year.

As these actions would result in an increase in plastic items to be recycled, the Province would work with the federal government to develop national recycled content standards — ensuring that new single-use plastics and packaging-like products are produced using recycled plastic content.

PROPOSED AMENDMENTS TO THE RECYCLING REGULATION

- » Add 'packaging-like products' and 'single-use items' as obligated products to the Recycling Regulation to be recovered and recycled by producers.
- » Add all single-use beverage containers to the deposit-refund system.
- » Amend the refundable deposit amount to 10 cents for all beverage containers.
- » Allow electronic refund options for beverage containers in addition to cash.

Too often plastic packaging and single use items end up as litter in our communities, waste in landfills or debris in lakes, rivers and oceans. Plastic pollution hurts wildlife and harms ecosystems, and it is increasing year after year.



We Want Your Input

HERE ARE SOME SOLUTIONS WE ARE CONSIDERING

1 BANS ON SINGLE-USE PACKAGING



Determining which types of plastic packaging to phase out altogether, as well as any necessary exemptions, such as those for health, safety and accessibility to keep products available for the people that need them.

The *Environmental Management Act*² (EMA) governs the management of waste in British Columbia, to protect public health and the environment. The EMA allows for the banning of packaging by prohibiting, regulating or restricting the use or sale of packaging materials. British Columbia is considering bans as a policy option for plastic packaging and would like input on viable approaches.

Bans can be an effective policy tool to prevent plastic waste from occurring in the first place and help reduce the use of plastics that are commonly found in the environment and littered in our communities. Bans can also be used to divert recyclable plastics away from landfills to recycling facilities. They are also used to stop the use of plastics that are not recyclable or are considered difficult to recycle and manage.

Plastic packaging includes items such as plastic films (e.g., plastic bags, pouches or wraps) and containers (e.g., bottles, cups, tubs, and other hard plastics) that are used to package food and beverage products, consumer goods, cosmetics and personal care items.

Recent studies have shown that plastic packaging accounts for approximately 47% of all plastic waste discarded, and the majority of single-use plastics are used as packaging³.

² <https://bit.ly/1FETB2d>

³ <https://bit.ly/32OHPTJ>

EXAMPLES OF BANS

- » The European Union will ban single-use plastic products (plastic cotton swabs, cutlery, plates, straws, drink stirrers and sticks for balloons), as well as cups, food and beverage containers made of polystyrene foam and all products made from oxo-degradable plastics by 2021.
- » Many US states such as Maine, Vermont, California, and New York have enacted bans on plastic packaging including plastic bags and polystyrene foam.

B.C. Local Governments:

- » The City of Vancouver single-use item reduction strategy includes bans for plastic straws, foam cups and foam take-out containers beginning in 2020.
- » More than 23 communities in B.C. have been actively working on developing bans for single-use plastic items such as bags and straws.

Plastic packaging bans are typically implemented through the following approaches:

- » **Bans to regulate the sale or use:** regulate the supply of certain plastic packaging into the marketplace or prevent or restrict the use of certain plastic packaging — e.g., a ban on the use of polystyrene foam in packaging and takeout containers and cups, or a ban on an identified type of packaging, such as a ban on plastic bags to contain or transport goods at the point of sale.
- » **Disposal bans:** prohibit the disposal of plastics that instead can be readily recycled. These bans are typically implemented at the disposal site located within the jurisdiction applying the ban — e.g., an energy-from-waste facility or landfill — and at transfer facilities where wastes are aggregated for transport to a final disposal facility. Bans on the disposal of materials, such as plastics, are implemented after systems are in place to collect and recycle the banned materials (such as those created under EPR programs).

Globally there are a number of new regulations banning plastics. Bans on the sale of plastic bags have been introduced in 65 countries, as well as many regional and local jurisdictions. The federal government recently announced their intention to ban harmful single-use plastics as early as 2021 to reduce pollution from single-use plastic products and packaging, such as shopping bags, straws, cutlery, plates, and stir sticks.

British Columbia communities have also taken significant steps to implement strategies, including bans, levies or fees on plastic bags. Beyond plastic bags, many B.C. communities are pursuing single-use plastic bans on items including plastic bags and straws, polystyrene foam, disposable cups and takeout food containers.

The City of Victoria was the first municipality in B.C. to ban plastic bags in July 2018 through a business licensing bylaw. Municipalities may regulate in relation to a number of areas under the *Community Charter*. On July 11, 2019 the B.C. Court of Appeal ruled, however, that the intent of the bylaw was for the *protection of the natural environment* and therefore under the *Community Charter*, municipalities wishing to exercise their regulatory authority for protection of the natural environment are required to obtain Provincial approval. The Province is currently reviewing all aspects of the decision and recognizes that local governments need clarity on what their authorities are and the process for acting on those authorities should they so desire. Feedback from this engagement process will inform actions and processes moving forward.

Recent studies have shown that plastic packaging accounts for approximately 47% of all plastic waste discarded, and the majority of single-use plastics are used as packaging.



When policy tools, such as a ban, are evaluated, it is important to consider all impacts and to ensure that viable alternatives are available. For example, research has shown that switching from single-use plastic bags to single-use paper bags results in simply trading one set of environmental costs for another. A single-use paper bag can require up to four times as much energy to manufacture and produces two times the greenhouse gas emissions when compared to a single-use plastic bag; however, they are bio-degradable and do not persist in the environment like plastic bags do. Successful policies have included the use of bans, generally in combination with levies and fees to decrease unnecessary single-use consumption and to encourage the reuse of bags and other sustainable alternatives. It is critical to find the right policy approach that results in the fewest unintended consequences.

In addition, exemptions to the ban are often required where no viable alternative is found, or to ensure that the essential safety, health, and wellness of all individuals is maintained. For the remaining plastic packaging and single-use plastics, EPR programs are necessary to ensure these materials can be collected and recycled back into new packaging and products.

- » **Do you think bans on plastic packaging should be implemented in B.C.? What plastic packaging products are a priority for B.C. to ban?**
- » **What types of bans should be considered (examples include bans on sale of a certain type of packaging or ban on use of a certain type, or bans on disposal)?**
- » **If a ban was applied, how should exemptions be considered?**
- » **Bans can be implemented in some form by all levels of government due to the different regulatory powers in place. Are there bans best suited for implementation at the federal, provincial or local government level? Should local governments be given the authority to ban problematic plastic items in their community? What types of bans should be considered?**

2

MORE RECYCLING OPTIONS



Dramatically reduce single-use plastic in landfills and waterways: requiring producers to take responsibility for more plastic products, ensuring more single-use items like sandwich bags, straws and cutlery get recycled.

EXPANDING PRODUCER RESPONSIBILITY FOR PACKAGING-LIKE PRODUCTS AND SINGLE-USE ITEMS

British Columbia is a national leader in recycling with the widest range of regulated items collected — its existing province-wide Extended Producer Responsibility (EPR) program regulates recycling of packaging and paper products. The inclusion of packaging-like products and single-use items in the Recycling Regulation would expand the type of plastic products that producers are required to collect for recycling from sectors that may include, but are not limited to, residential and municipal properties province-wide.

Packaging-like products are materials that are sold as a product but are in turn used as packaging. This includes re-usable plastic containers, freezer/sandwich bags, canning jars, wrapping paper, and moving boxes. Single-use items are materials that are not necessarily packaging but similarly serve a one-time purpose. This includes plastic straws, stir sticks, cutlery and 'disposable' items purchased in multiples, such as plates, bowls, cups, and party supplies that could be easily diverted in a manner similar to packaging and packaging-like products. This change would require an amendment to the Recycling Regulation.

- » **Do you have comments or suggestions regarding the ministry's proposal to include packaging-like products in the Recycling Regulation? Are there any packaging-like products you believe should be exempt from the Recycling Regulation?**
- » **Do you have comments or suggestions regarding the ministry's proposal to add single-use items to the Recycling Regulation? Are there any single-use items you feel should be exempt from the Recycling Regulation?**

3 EXPANDING PLASTIC BOTTLE AND BEVERAGE CONTAINER RETURNS



Improving the deposit-refund system to cover all beverage containers — including milk and milk-substitutes — with a 10-cent refundable deposit, keeping millions more containers out of landfills and waterways.

EXPANDING RECOVERY AND RECYCLING OF BEVERAGE CONTAINERS

Expanding the EPR deposit-refund system to cover all beverage containers and standardizing the refundable deposit to 10 cents, as well as modernizing the system, would capture and recycle millions more single-use containers, while reducing consumer and retailer confusion over what is and is not covered under a deposit-refund program.

Beverage containers that are currently excluded from the deposit-refund system would now be included, such as milk and milk substitutes (e.g., rice milk, soya milk, flavoured milk, and the array of milk-like products including energy drinks and caffeinated milk beverages). Milk and related products are currently under the residential packaging and paper products schedule of the Recycling Regulation. Obligating these products under the beverage container deposit-refund schedule would provide the needed incentive for greater returns from residents and would capture all containers from commercial generators (e.g., restaurants, schools, offices) that are currently exempted from the Recycling Regulation.

This change would require an amendment to the Recycling Regulation, which currently has a range of deposit-refund amounts from 5 to 20 cents depending on the container type. Creating a uniform 10 cent deposit-refund for all beverage containers translates into an estimated additional 50 million beverage containers diverted from landfills and our environment. Most plastic beverage containers sold today have a 5 cent deposit and are frequently discarded, yet beverage containers with a 10 cent deposit, such as beer cans/bottles, are returned more often by consumers.

The Recycling Regulation currently requires all refunds for returning beverage containers to be paid in cash. Modernizing the Recycling Regulation to also allow refunds to be electronic and paid in an alternative form of cash (e-transfer, cheque, in-store credit, charitable donation, or similar alternatives), would increase ease and efficiency for the consumer. An example includes convenience options such as drop-and-go systems where customers set up an account, tag their mixed bag of containers and drop it in an automated receiving system. Bags are later picked up and sorted, and credit is applied to the customer's account. The existing depot network and cash refunds would still be maintained as an option to ensure those individuals and communities depending on cash refunds continue to have access to this immediate source of income.

Other jurisdictions have seen success with raising deposit-refund rates, expanding to more products and modernizing return systems. Oregon's recovery rate was stagnant at 65% in 2016 until a doubling of deposit-refunds from 5 to 10 cents (for all beverage containers), coupled with enhanced return options such as drop-and-go bags, resulted in an overall return rate of 90% in 2018. In 2008, Alberta increased deposit-refunds to a minimum 10 cents and expanded the program to include milk and related products, resulting in total recovery rates since increasing from 75% to 85%.

In two years' time, B.C. would review the impact of the deposit rate changes to determine if further increases to the beverage container deposit rate are required to improve the recovery rate.

- » Do you have comments or suggestions on the ministry's proposal to include milk and milk substitutes in the beverage container deposit-refund schedule?
- » Do you have comments or suggestions on the ministry's proposal to create a uniform 10 cent deposit-refund for all beverage containers?
- » Do you have comments or suggestions on the ministry's proposal to allow refunds to be electronic and paid in an alternative form of cash (e-transfer, cheque, in-store credit, charitable donation, or similar alternatives)?

4 REDUCING PLASTICS OVERALL



Supporting effective ways to prevent plastic waste in the first place and ensuring recycled plastic is re-used effectively.

DEVELOPMENT OF NATIONAL RECYCLED CONTENT PERFORMANCE STANDARDS

Recycled content performance standards (standards) go hand in hand with extended producer responsibility programs. EPR programs collect and recycle the materials, turning them into recycled plastic commodities. Standards create the demand for recycled plastic materials by requiring a minimum content of recycled plastic in new packaging and products.

Standards help producers of plastic products to design products with recyclability in mind, which helps to eliminate products that are hard to recycle. Having a common national standard provides clarity and avoids a patchwork approach across provinces and territories for producers. National standards also incentivize and complement government procurement policies and targets requiring purchased plastic products to contain recycled plastic. Procurement policies at all levels of government can stimulate and support market development in this area.

Increasing the levels of recycled plastic content in products can also result in greenhouse gas emissions reductions to help meet the goals set out in CleanBC⁴, the Government's plan to reduce carbon pollution. The production and manufacturing of packaging and products, including the increasing use of plastics, generates greenhouse gas emissions. These emissions can be substantially mitigated by ensuring that packaging and products are reused and, once they reach the end of their life, are collected to be recycled back into new packaging and products. This reduces the need to produce more plastic from virgin materials and fossil fuels.

Recycling plastic beverage containers, for example, has been shown to reduce greenhouse gas emissions by almost 70% compared to producing plastic from virgin resources⁵.

As noted earlier, B.C. has been actively involved in developing the Canada-wide Action Plan on Zero Plastic Waste⁶ which identifies the federal government as leading the development of national performance requirements and standards for plastics. British Columbia has a significant opportunity to collaborate and influence the development of these standards, in particular with the proposed recycled content standard.

- » What should B.C. consider in the development of a national standard on recycled content and any associated targets?
- » Do you have comments or suggestions on any related provincial policies or actions?

Recycling plastic beverage containers, for example, has been shown to reduce greenhouse gas emissions by almost 70% compared to producing plastic from virgin resources.



⁴ <https://cleanbc.gov.bc.ca/>

⁵ <https://bit.ly/30UDnld>

⁶ <https://bit.ly/2Q0QVtP> and <https://bit.ly/2XbqmAx>

Implementation

The actions proposed in this consultation paper will further advance the reduction, diversion and recyclability of plastics and other single-use items in B.C.

Feedback received will help B.C. determine other potential actions that should be developed or further consulted upon at the provincial level. Your input is welcomed regarding other potential products for inclusion in the Recycling Regulation, or other policy initiatives to minimize plastic waste.

All comments received through webinars, meetings, mail or email by 18 September 2019 will be compiled for review by ministry staff before final drafting of the regulatory amendments. This is expected to be completed in 2019.

By expanding recycling and recovery of plastics that are in use, we can significantly reduce the waste that accumulates in landfills and waterways.



Additional Information Sessions

The ministry will conduct a series of webinars on the proposed revisions. The webinars will review the information contained in this consultation paper and provide an opportunity to ask questions and provide comments.

If you are interested in participating in a webinar, please contact the email below:
Email: Plastics@gov.bc.ca

Providing Feedback

The ministry welcomes comments on the information and proposals outlined in this consultation paper, and has provided the following opportunities for feedback:

1. **Complete the public survey at:**
<https://cleanbc.gov.bc.ca/plastics>
2. **Send a formal submission to:** Plastics@gov.bc.ca
Read the guidelines for formal submissions at:
<https://cleanbc.gov.bc.ca/plastics>
3. **Email your comments to:** Plastics@gov.bc.ca
4. **Mail your comments to:**
Ministry of Environment and Climate Change Strategy –
Recycling Regulation Amendments
PO Box 9341 Stn Prov Govt
Victoria, BC V8W 9M1

All comments received through the public survey, formal submission, webinars, mail or email by September 18, 2019 will be compiled for review by ministry staff before final drafting of the amendments to the Recycling Regulation or other policy changes. This is expected to be completed in 2019.

Please note that each organization's submission with opinions and identifiers could be made public either through a decision by the Ministry or if a Freedom of Information request is made under the *Freedom of Information and Protection of Privacy Act*.

Thank you for your time and comments.



City of Richmond

Report to Committee

To: General Purposes Committee **Date:** July 12, 2019
From: Carli Williams, P.Eng.
Manager, Community Bylaws and Licencing **File:** 12-8275-30-001/2019-
Vol 01
Re: **Application For a New Liquor Primary Liquor Licence - Hotel Versante Ltd.**
Doing Business As: Bar Chloe, 8499 Bridgeport Road, 12th Floor

Staff Recommendation

1. That the application from Hotel Versante Ltd., doing business as, Bar Chloe, for a new Liquor Primary Liquor Licence to operate an upscale lounge establishment, at premises located at 8499 Bridgeport Rd, 12th Floor, with liquor service, be supported for:
 - a) A new Liquor Primary Liquor Licence with total person capacity of 150 persons;
 - b) Family Food Service allowing minors accompanied by a parent or guardian until 10:00 PM;
 - c) Liquor service hours for Monday to Sunday, from 9:00 AM to 2:00AM.
2. That a letter be sent to Liquor Control and Licensing Branch, which includes the information attached as Appendix A, advising that Council recommends the approval of the licence application for the reasons that this new application for a Liquor Primary Licence is acceptable to the majority of the residents, businesses and property owners in the area and community.

Carli Williams, P.Eng.
Manager, Community Bylaws and Licencing
(604-276-4136)

Att. 2

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

Staff Report

Origin

The Provincial Liquor and Cannabis Regulation Branch (LCRB) issues licences in accordance with the *Liquor Control and Licensing Act* (the Act) and the Regulations made pursuant to the Act. This report deals with an application to the LCRB and the City of Richmond by Hotel Versante Ltd., doing business as Bar Chloe, (hereinafter referred to as “Bar Chloe”) for a new Liquor Primary Liquor Licence to operate, Monday to Sunday, 9:00 AM to 2:00 AM next day;

- permit a total person capacity of 130 persons indoors and 20 persons on outdoor patio;
- operate upscale lounge establishment with quality food and beverage service with entertainment.

The City is given the opportunity to provide written comments by way of a resolution to the LCLB with respect to the proposed Liquor Primary application. Regulatory criteria a local government must consider are:

- the location of the establishment;
- the proximity of the establishment to other social or recreational facilities and public buildings;
- the person capacity and hours of liquor service of the establishment;
- the impact of noise on the community in the immediate vicinity of the establishment; and
- the impact on the community if the application is approved.

Analysis

Location of the Establishment

The Liquor Primary Licence applicant is proposing to operate an upscale lounge establishment to be located on the 12th floor of the new Hotel building presently being constructed at 8499 Bridgeport Road. This property is zoned High Rise Office Commercial (ZC33) – City Centre with the following permitted uses relevant to this application: liquor primary establishment and restaurant.

This business is new and has no history in the City of Richmond. The primary focus of this establishment will be to operate a lounge with food and beverage service and entertainment. The target market for this business will be adults primarily over the age of 30, targeting residents of the lower mainland, the business community as well as tourists.

Proximity of the Establishment to Other Social, Recreational and Public Building

There are no schools, parks or other public buildings within 500 meters of proposed location for Bar Chloe. There is one liquor primary establishment within 235 meters of Bar Chloe.

Person capacity and Hours of Liquor Service of the Establishment

The applicant is proposing to operate Bar Chloe with a total occupant load of 150 persons, 130 persons indoor capacity and 20 persons on an outdoor patio. The applicant’s proposed operating

hours of liquor service are Monday to Sunday, 9:00 AM to next day 2:00 AM which is consistent with the City's Policy 9400.

The Impact of noise on the Community in the Immediate Vicinity of the Establishment

The proposed establishment will be located on the 12th floor of a Hotel development, in an area already impacted by aircraft noise. It is staff's belief that no noticeable increase in noise would be present if the liquor primary licence application is supported.

The Impact on the Community if the Application is Approved

The community consultation process for reviewing applications for liquor related licences is prescribed by the Development Application Fees Bylaw 8951 which under Section 1.8.1 calls for:

1.8.1 Every **applicant** seeking approval from the **City** in connection with:

- (a) a licence to serve liquor under the *Liquor Control and Licensing Act and Regulations*;

must proceed in accordance with subsection 1.8.2.

1.8.2 Pursuant to an application under subsection 1.8.1, every **applicant** must:

- (b) post and maintain on the subject property a clearly visible sign which indicates:
 - (i) type of licence or amendment application;
 - (ii) proposed person capacity;
 - (iii) type of entertainment (if application is for patron participation entertainment); and
 - (iv) proposed hours of liquor service; and
- (c) publish a notice in at least three consecutive editions of a newspaper that is distributed at least weekly in the area affected by the application, providing the same information required in subsection 1.8.2(b) above.

The required signage was posted on June 11, 2019 and three advertisements were published in the local newspaper, on June 13, 2019, June 20, 2019 and June 27, 2019.

In addition to the advertised signage and public notice requirements, staff sent letters to residents, businesses and property owners within a 50 meter radius of the new establishment. On June 12, 2019, a total of 278 letters were mailed out to residents, businesses and property owners. The letter provided information on the proposed liquor licence application and contained instructions to comment on the application. The period for commenting for all public notifications ended July 15, 2019.

As a result of the community consultative process described, the City has not received any responses opposed to this application.

Other Agency Comments

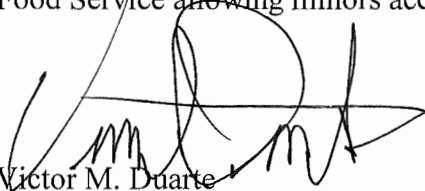
As part of the review process, staff requested comments from other agencies and departments such as Vancouver Coastal Health, Richmond R.C.M.P., Richmond Fire-Rescue and Building Approvals. These agencies and departments generally provide comments on the compliance history of the applicant's operations and premises. As this is a new business and development, no concerns were expressed from any of the agencies or departments regarding this application.

Financial Impact

None.

Conclusion

The results of the community consultation process of Bar Chloe Liquor Primary Licence application was reviewed based on the LCRB criteria. The analysis concluded there should be no noticeable potential impact from noise, no significant impact to the community and there were no concerns raised by City departments or other agencies. Staff recommend approval of the application from Bar Chloe to operate a Liquor Primary Licence with liquor service Monday to Sunday from 9:00 AM to next day 2:00 AM, with an occupant load of 150 persons and Family Food Service allowing minors accompanied by a parent or guardian until 10:00PM.



Victor M. Duarte
Supervisor, Business Licences
(604-276-4389)

VMD:vmd

- Att. 1: Appendix A
2: Ariel Map with 50 meter buffer area

Appendix A

Re: Liquor Primary Licence Application – Hotel Versante Ltd. Doing Business As: Bar Chloe at 8499 Bridgeport Road, 12th Floor

1. That the application from Hotel Versante Ltd., doing business as, Bar Chloe, for a new Liquor Primary Liquor Licence to operate an upscale lounge establishment, at premises located at 8499 Bridgeport Rd, 12th Floor, with liquor service, be supported for:
 - a) A new Liquor Primary Liquor Licence with primary business focus of entertainment, specifically a private club with total person capacity of 150 persons;
 - b) Family Food Service allowing minors accompanied by a parent or guardian until 10:00 PM;
 - c) Liquor service hours for Monday to Sunday, from 9:00 AM to 2:00AM.
2. That a letter be sent to Liquor Control and Licensing Branch advising that:
 - a) Council supports the applicant's new Liquor Primary Liquor Licence application and the hours of liquor service with the conditions as listed above;
 - b) The total person capacity set at 150 persons is acknowledged;
 - c) Council's comments on the prescribed criteria (Section 71 of the Liquor Control and Licensing Regulations) are as follows:
 - i. The impact of additional noise and traffic in the area of the establishment was considered;
 - ii. The potential impact on the community was assessed through a community consultation process;
 - iii. Given that this is a new business, there is no history of non-compliance with this establishment.
 - d) As the operation of a licenced establishment may affect nearby residents, businesses and property owners, the City gathered the views of the community through a community consultation process as follows:
 - i. Residents, businesses and property owners within a 50 meter radius of the establishment were notified by letter. The letter provided information on the application with instructions on how to submit comments or concerns; and
 - ii. Signage was posted at the subject property and three public notices were published in a local newspaper. The signage and public notice provided

information on the application with instructions on how to submit comments and concerns.

- e) Council's comments on the general impact of the views of residents, businesses and property owners are as follows:
 - i. The community consultation process was completed within 90 days of the application process; and
 - ii. The community consultation process did not generate any comments and views of residents, businesses and property owners.
- f) Council recommends the approval of the licence application for the reasons that this new application for a Liquor Primary Licence is acceptable to the majority of the residents, businesses and property owners in the area and community.

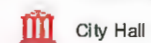


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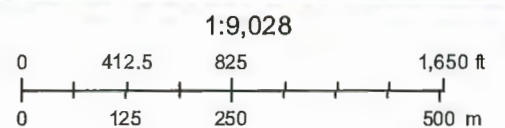
Lines
 Override 1

Areas
 Override 1
 Override 2

Select properties based on spatial relation to a layer _Query result
 8499 Bridgeport Rd



GP - 47



Sources: Esri, HERE, Garmin, USGS, Intermap, INCREMENT P, NRCan, Esri Japan, METI, Esri China (Hong Kong), Esri Korea, Esri (Thailand), NGCC, (c) OpenStreetMap contributors, and the GIS User Community



City of Richmond

Report to Committee

To: General Purposes Committee
From: Kim Somerville
Director, Community Social Development
Re: **Final Homelessness Strategy 2019–2029**

Date: August 19, 2019
File: 08-4057-11-03/2016-
Vol 01

Staff Recommendation

That the final Homelessness Strategy 2019–2029, as outlined in Attachment 1 of the report titled “Final Homelessness Strategy 2019–2029”, dated August 19, 2019 from the Director, Community Social Development, be approved.

Kim Somerville
Director, Community Social Development
(604-247-4671)

Att. 2

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Parks	<input checked="" type="checkbox"/>	
Recreation Services	<input checked="" type="checkbox"/>	
Community Bylaws	<input checked="" type="checkbox"/>	
RCMP	<input checked="" type="checkbox"/>	
Corporate Communications	<input checked="" type="checkbox"/>	
Community Safety	<input checked="" type="checkbox"/>	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

At the Council meeting held May 13, 2019, City Council approved the following items with respect to the Draft Homelessness Strategy 2019–2029:

1. That the Draft Homelessness Strategy 2019–2029, as outlined in Attachment 1 of the staff report titled “Draft Homelessness Strategy 2019–2029”, dated April 12, 2019, be approved for the purpose of seeking public feedback on the Draft Strategy; and
2. That the final Homelessness Strategy 2019–2029, including a summary of public feedback received, be reported back to General Purposes Committee.

The purpose of this report is to provide a summary of the public feedback received in May and June 2019, and to seek City Council’s adoption of the final Homelessness Strategy 2019–2029.

This report supports Council’s Strategic Plan 2018–2022 Strategy #4 An Active and Thriving Richmond:

An active and thriving community characterized by diverse social and wellness programs, services and spaces that foster health and well-being for all.

This report also supports Council’s Strategic Plan 2018–2022 Strategy #6 Strategic and Well-Planned Growth:

Leadership in effective and sustainable growth that supports Richmond’s physical and social needs.

This report supports the following actions defined in the Social Development Strategy 2013–2022:

- *Action 1.5: Update the Homelessness Strategy, in collaboration with other community partners, examining housing and support service needs and options for people who are homeless or at risk of homelessness in Richmond; and*
- *Action 1.9: Continue participation in local and regional homelessness initiatives.*

The report also aligns with the following strategic directions defined in the Affordable Housing Strategy 2017–2027:

- *Strategic Direction 2: Maximum use of City resources and financial tools;*
- *Strategic Direction 4: Facilitate and strengthen partnership opportunities; and*
- *Strategic Direction 5: Increase advocacy, awareness and education roles.*

Analysis

Since the early 2000s, the City of Richmond has worked with a range of partners, including other levels of government, service providers and other community partners, to address the needs of individuals experiencing homelessness in the community.

In 2002, Richmond City Council adopted Richmond's first homelessness strategy, *It's My City Too*. Guided by this strategy, the City and its partners achieved a number of successes, including the development of new housing developments and the operation of new homeless-serving initiatives.

Despite these achievements, homelessness remains a critical concern for many individuals and families in Richmond. For example, recent data collected from local service providers estimates that at least 193 individuals experienced homelessness between June 2018 and April 2019 in Richmond, with many other low-income households at risk of eviction, housing instability and homelessness. These individuals are diverse and include adults, seniors, youth, men, women, and families.

Project Process

Within this context, the City embarked on a process to update the 2002 Homelessness Strategy. The Homelessness Strategy 2019–2029 (Attachment 1) was developed based on:

- Analysis of statistics related to homelessness in Richmond;
- Research regarding best practices from across Canada;
- Six meetings held with a project Steering Committee, which was comprised of representatives from ten local organizations; and
- A variety of public engagement activities completed in May and June 2019.

In total, the final Strategy represents a balanced set of perspectives—from information on national best practices to specific ideas from local stakeholders.

New Focus Areas

The Homelessness Strategy 2019–2029 is grounded in best practices that suggest there are three main ways to address homelessness:

- Emergency response programs, which respond to the immediate needs of individuals experiencing homelessness—for example, emergency shelters, meal services and shower programs;
- Homelessness prevention approaches, which stop people from becoming homeless in the first place; and
- Affordable and supportive housing developments, which are provided as a means of preventing homelessness and transitioning people out of homelessness.

Since the 1980s, communities across Canada have focused on providing emergency supports, such as meals and short-term shelter, to meet the basic needs of individuals experiencing homelessness. In the last decade, practices have shifted to complement emergency services with prevention programs and affordable housing solutions, including long-term supportive housing units.

Overall, all three approaches are important and necessary to address homelessness in Richmond. Accordingly, the Homelessness Strategy 2019–2029 emphasizes a balanced approach that includes

a variety of solutions, including prevention, housing, emergency responses, sector collaboration, communication and public education and awareness approaches.

Experiences of Homelessness

Experiences of homelessness are varied and each person's experience is unique. There are many factors that may lead someone to experience homelessness, including lack of income, lack of affordable housing options, traumatic events, addiction issues, physical health issues, or mental health concerns.

People experiencing homelessness are often differentiated by their length of experience:

- Transitional homelessness refers to people who have experienced homelessness for approximately one month or less;
- Episodic homelessness refers to people who move in and out of homelessness; and
- Chronic homelessness describes the experience of people who are homeless for a year or longer.

People who have experienced chronic or episodic homelessness may require more intensive and longer term support services when transitioning out of homelessness due to a greater chance of having complex needs, such as chronic physical or mental illness or substance abuse problems. Supportive housing developments, such as the Temporary Modular Supportive Housing (6999 Alderbridge Way), are specifically designed to meet the needs of these individuals.

The Business Case for Addressing Homelessness

There is a strong social case to be made for addressing homelessness in Richmond. All residents should be given the opportunity to achieve stability in their lives, including improved physical health and quality of life and a reduction in mental health issues and addiction. Addressing homelessness is important for ensuring that Richmond remains a livable, diverse and inclusive community for all current and future residents.

There is also a strong economic case for addressing homelessness, as homelessness has direct financial impacts on a range of municipal and provincial services. For example, the City incurs costs related to homelessness through service provision at City community centres and coordination with Community Bylaws, service providers and the RCMP. The provincial government incurs direct costs by funding the emergency shelter system and other homelessness programs, as well as indirect costs, including spending related to health, corrections and the criminal justice system.

A growing body of research suggests it is more cost effective to transition individuals experiencing homelessness into housing than it is to manage homelessness with emergency services. For example, a 2008 study published by Simon Fraser University estimates that the annual costs of providing supports (specifically health care, corrections and social services) for individuals experiencing chronic homelessness is at least \$55,000 per person. In contrast, the average cost of housing someone in a supportive housing unit is estimated at \$13,000 to \$18,000 annually.

Overall, while emergency services will always be necessary and important because of personal crises, focusing on prevention and housing is both effective and cost effective in addressing homelessness in the long term. Within this context, the City remains committed to coordinating a range of programs and initiatives that can best support vulnerable Richmond residents who are experiencing homelessness.

Vision Statement and Strategic Directions

The Homelessness Strategy 2019–2029 is intended to guide the City and local stakeholder involvement in homelessness initiatives over the next 10 years. The Strategy synthesizes information on best practices from across Canada and ideas from local stakeholders to identify a set of specific initiatives that will make a difference in the lives of Richmond residents experiencing homelessness. To guide the collaborative work of the City and community partners, the Strategy defines the following vision statement:

By 2029, homelessness in Richmond will be rare, brief and non-recurring.

To assist the City in achieving this vision, the Strategy emphasizes five strategic directions:

1. Prevent pathways into homelessness;
2. Support residents who are experiencing homelessness;
3. Provide pathways out of homelessness;
4. Foster collaboration and capacity-building among community partners; and
5. Communicate, research and monitor homelessness.

Engagement Input and Strategy Revisions

Public engagement was an important component of the Homelessness Strategy 2019–2029 project. In May 2019, City Council directed staff to seek input on the Draft Homelessness Strategy 2019–2029. This public engagement process included the following activities:

- An online feedback form posted on the Let's Talk Richmond website from May 27 to June 9, 2019;
- A Public Open House held at the Richmond Cultural Centre on June 5, 2019 from 4:00-8:00 p.m.; and
- 20 focus groups held in May and June 2019 with a range of organizations and residents based in Richmond.

In total, approximately 275 individuals participated in the engagement process, including members of the public and representatives from at least 40 different organizations—for example, service providers, community advocates, the faith community, the private sector, and other levels of government.

Based on the main themes that emerged from the public engagement activities, a number of revisions were made to the Homelessness Strategy 2019–2029 document, including:

- A stronger focus on improving coordination of services related to food, meal services and outreach activities;
- Revised direction related to enhancing wrap around services that can help individuals remain housed—for example, mobile medical services, support in obtaining government identification, food services, and other projects;
- Revised timelines for several of the actions, including the direction related to youth, which was revised from a medium term to a short term priority;
- More detail related to collaboration, particularly with the business community, the Richmond School District, the public and other key stakeholders; and
- A stronger emphasis on proactive planning among community partners for new supportive housing projects.

A summary of the public feedback received regarding the Draft Homelessness Strategy 2019–2029 is provided in Attachment 2.

City Leadership and Sector Collaboration

Homelessness is a complex issue and cannot be solved by any single organization. Accordingly, the Homelessness Strategy 2019–2029 is informed by the principles of collaboration, partnership-building and shared funding responsibility between all levels of government. Within this context, the City is committed to playing a proactive leadership role in coordinating action with a range of local stakeholders. Moving forward, the City will continue to collaborate with a range of stakeholders, including the provincial and federal governments, the non-profit sector, the Richmond School District No. 38, community advocates, the faith community and the private sector, including housing developers, the Chamber of Commerce and local businesses.

To aid in this collaboration, the Homelessness Strategy 2019–2029 proposes two new committees:

- A Community Homelessness Table, comprised of leaders from various local organizations, other levels of government and the City, which will monitor and provide advice regarding the implementation of the Strategy; and
- A Service Provider Table, comprised of outreach workers, frontline staff from local organizations and City staff, which will enable proactive and coordinated outreach activities to meet the needs of individuals experiencing homelessness in Richmond.

Priority Actions

While all 32 actions identified in the Homelessness Strategy 2019–2029 are important to meeting the needs of Richmond residents, the following actions have been identified as immediate priorities:

- Launching the Community Homelessness Table to enhance collaboration between local stakeholders;
- Securing funding from other levels of government and a permanent site for a permanent supportive housing development in Richmond;

- Launching a working group with the Richmond School District and other key stakeholders to explore issues and options related to youth homelessness in Richmond;
- Securing permanent space and operating funding from senior levels of government for an enhanced drop-in program for individuals experiencing or at-risk of homelessness;
- Creating a comprehensive public awareness and education campaign to ensure Richmond residents are engaged and informed about issues related to homelessness;
- Implementing a local data system to track trends and the changing needs of individuals experiencing homelessness;
- Exploring opportunities to dedicate appropriate City resources (i.e. a Homelessness Services Coordinator) for homelessness service coordination; and
- Planning for the Extreme Weather Response Shelter for the Winter 2019/2020 season.

Overall, these actions will enable a proactive and collaborative approach for addressing homelessness in the community. Some actions within the Final Strategy may require funding. Financial considerations for these initiatives will be explored during future budget cycles.

Financial Impact

No financial impact at this time.

Conclusion

Guided by the Homelessness Strategy 2019–2029, the City is committed to playing a proactive leadership role to make homelessness in Richmond rare, brief and non-recurring. Achieving this vision requires coordination and collaboration with a wide range of stakeholders, including the other levels of government and organizations in the non-profit and private sectors. With strong collaboration, as well as effective and cost efficient solutions, all Richmond residents experiencing homelessness can receive the supports and housing options that are necessary to achieve stability in their lives.



Cody Spencer
Program Manager, Affordable Housing
(604-247-4916)

Att. 1: Homelessness Strategy 2019–2029

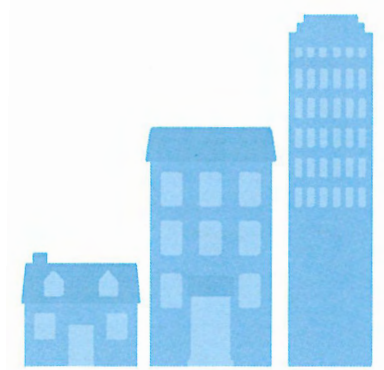
Att. 2: Summary of Public Engagement



CITY OF RICHMOND
**HOMELESSNESS
STRATEGY**
2019–2029

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EXECUTIVE SUMMARY

The City of Richmond Homelessness Strategy is an action-oriented strategy intended to guide collaborative work within the homeless-serving system in Richmond over the next ten years. The Homelessness Strategy is the result of a multi-phased process that included analysis of statistics related to homelessness in Richmond, best practice research, steering committee meetings, and public engagement with a range of residents, including individuals with lived experience.

There are many factors that may lead someone to experience homelessness, including lack of income, lack of access to affordable housing options and medical services, traumatic events, addiction issues, physical health problems, or mental health concerns. As of 2019, homelessness remains a critical issue across Metro Vancouver and in Richmond. The 2017 Metro Vancouver Homeless Count estimates that a minimum of 70 individuals experience homelessness in Richmond, although non-profit service providers in Richmond estimate this number to be much higher, noting that collectively they serve over 190 clients experiencing homelessness.

Building on several recent successes, including the development of Storeys and the new Emergency Shelter, the Strategy defines a new vision statement, five strategic directions, and a set of specific recommended actions. Based on input from a steering committee for the project, the Homelessness Strategy 2019–2029 defines the following vision statement:

“By 2029, homelessness in Richmond will be rare, brief and non-recurring. Richmond is an inclusive community that works in collaboration to provide a continuum of housing and support services.”

To achieve this vision, the Strategy provides five strategic directions:

1. Prevent pathways into homelessness;
2. Support residents who are experiencing homelessness;
3. Provide pathways out of homelessness;
4. Foster collaboration and capacity-building among community partners; and
5. Communicate, research and monitor homelessness.

The City is committed to playing a proactive leadership role to make homelessness in Richmond rare, brief and non-recurring. However, achieving this vision requires dedicated, sustainable sources of funding from all levels of government, particularly the provincial and federal governments. With involvement from all sectors—public, non-profit, and the private sector—all Richmond residents experiencing homelessness can receive the supports and housing options necessary to achieve stability in their lives.

1. INTRODUCTION

The Homelessness Strategy 2019–2029 is an action-oriented framework intended to guide City and stakeholder involvement in homelessness initiatives over the next 10 years. The Strategy was developed based on:

- Analysis of statistics related to homelessness in Richmond;
- Research regarding best practices and emerging approaches for meeting the needs of individuals experiencing homelessness;
- Six meetings held with a project Steering Committee; and
- A variety of public engagement activities, including an online feedback form posted on the Let's Talk Richmond website, a public open house, 20 different focus groups held with a range of local organizations and residents, and meetings with individuals with lived experience.

There are many factors that may lead someone to experience homelessness. These can include lack of adequate income, access to affordable housing options and medical services, experiences of discrimination, traumatic events and personal crisis, addiction issues, physical health problems, disability or mental health concerns. Homelessness is a difficult experience and causes physical and mental suffering. It is not something that most people would want to experience for themselves or their loved ones.

Homelessness is a complex issue and cannot be solved in isolation. Accordingly, the recommended actions presented in this strategy are informed by the principles of collaboration, partnership-building, and shared funding responsibility. Many stakeholders, including all levels of government, non-profit housing and service providers, community organizations and the private sector, have important roles to play in addressing the needs of Richmond residents experiencing homelessness.

The Need for a New Strategy

In 2002, Richmond City Council adopted Richmond's first Homelessness Strategy, *It's My City Too*. Guided by this strategy, the City and its partners achieved a number of successes, including:

- The development of Storeys, a 129-unit affordable housing development and social service hub for families and individuals at risk of homelessness;
- The creation of a new 30 bed emergency shelter;
- The operation of new homeless-serving programs, including the St. Alban's shower program and the resource centre space; and
- The development of temporary modular supportive housing, a 40-unit supportive housing building for individuals experiencing homelessness.

Despite these and other achievements, homelessness and housing instability remain critical concerns for many individuals and families in Richmond. In 2018, the City of Richmond embarked on a process to update the 2002 Homelessness Strategy. The City of Richmond remains committed to working proactively and



through partnerships to meet the housing and support service needs of all Richmond residents, including those at risk or experiencing homelessness. Since 2002, a new body of knowledge has developed regarding tools that enable individuals experiencing homelessness to achieve stability in their lives. The actions set out in the Homelessness Strategy 2019–2029 will help to ensure that up-to-date and flexible approaches are used in Richmond.

Steering Committee and Guiding Principles

A Steering Committee was formed by the City to provide input into the development of the Homelessness Strategy 2019–2029. Membership was comprised of representatives from the following organizations:

- Atira Women's Resource Society
- BC Housing
- Chimo Community Services
- Ministry of Social Development and Poverty Reduction (MSDPR)
- Richmond RCMP
- Richmond Addiction Services Society (RASS)
- Richmond Poverty Response Committee (PRC)
- The Salvation Army
- Turning Point Recovery Society
- Vancouver Coastal Health Richmond (VCH)

Early in the planning process, the Steering Committee defined the following guiding principles to direct the development of the Homelessness Strategy 2019–2029:

- Align with and complement existing City strategies, plans and policies that address and affect housing and homelessness in Richmond;
- Develop a strong network of supportive services for individuals experiencing homelessness in Richmond;
- Reference and use the evidence-based Housing First model (a recovery-oriented approach that centers on moving individuals experiencing homelessness into independent and permanent housing, then providing additional supports and services as needed);
- Focus on partnerships and collaboration among service and housing providers to meet the diverse needs of individuals experiencing or at-risk of homelessness; and,
- Increase awareness and education around the need for and benefits of supporting vulnerable residents.

Alignment with Other City Policies

The Homelessness Strategy 2019–2029 is an action oriented framework that aligns with and is supported by a range of other City of Richmond plans and strategies. Key examples of supporting projects include the following:

Richmond 2041 Official Community Plan (OCP): The OCP cites the City's commitment to ensuring an appropriate mix of housing options is available for Richmond's diverse population through the following actions:

- Encourage a variety of housing types, mixes and densities to accommodate the diverse needs of residents;
- Collaborate with other levels of government, external agencies and community partners to secure appropriate funding, housing and services for people experiencing homelessness, with the aim of reducing and ultimately eliminating homelessness; and
- Facilitate the establishment of an equitable, inclusive community, whereby City plans, policies, services and practices respect the diverse needs of all segments of the population.

Richmond Social Development Strategy 2013–2022 (Building our Social Future): The following Social Development Strategy actions are achieved through the development of the Homelessness Strategy 2019–2029:

- Update the Homelessness Strategy, in collaboration with other community partners, examining housing and support service needs and options for people who are homeless or at risk of homelessness in Richmond; and
- Continue participation in local and regional homelessness initiatives.

City of Richmond Affordable Housing Strategy 2017–2027: The Richmond Homelessness Strategy builds on the following strategic directions provided in the Affordable Housing Strategy:

- Use the City's regulatory tools to encourage a diverse mix of housing types;
- Maximize use of City resources and financial tools;
- Build capacity with non-profit housing and service providers;
- Facilitate and strengthen partnership opportunities; and
- Increase advocacy, awareness and education roles.

City of Richmond Community Wellness Strategy 2018–2023: The Wellness Strategy commits the City to promoting community wellness, including mental health. Specifically, the City commits to:

- Foster healthy, active and involved lifestyles for all Richmond residents with an emphasis on physical activity, healthy eating and mental wellness; and
- Enhance physical and social connectedness within and among neighbourhoods and communities.



2. BACKGROUND

Defining Homelessness

The Canadian Observatory on Homelessness has established the following Canadian definition of homelessness:

Homelessness describes the situation of an individual, family or community without stable, safe, permanent, appropriate housing, or the immediate prospect, means and ability of acquiring it.

It is the result of a system of societal barriers, a lack of affordable and appropriate housing, the individual/household's financial, mental cognitive, behavioural or physical challenges, and/or racism and discrimination. Most people do not choose to be homeless, and the experience is generally negative, unpleasant, unhealthy, unsafe, stressful and distressing.¹

Each experience of homelessness is unique. As such, there are a number of indicators including living condition and length of time homeless that are used to identify potential services and types of housing that are required by people experiencing homelessness within a community.

Living Conditions

The term “homelessness” refers to a wide range of physical living conditions for many different groups of people, and includes those who are living outdoors (unsheltered) and those who have some form of temporary and typically precarious shelter. The Canadian Observatory on Homelessness provides four categories of homelessness:

- **Unsheltered or absolutely homeless**, referring to people living on the streets, parks or in other places not intended for human habitation;
- **Emergency sheltered**, referring to people staying in emergency shelters;
- **Provisionally accommodated**, referring to people whose accommodation is temporary or lacking in security of tenure (i.e. staying with friend or family but without permanent and secure housing); and
- **At risk of homelessness**, referring to people who are not homeless, but whose economic or housing situation is precarious or does not meet public health and safety standards.

Length of Experience

People experiencing homelessness are often differentiated by their length of experience:

- **Chronic homelessness** describes the experience of people who are homeless for a year or longer;

¹ Canadian Observatory on Homelessness. (2012.) Canadian Definition of Homelessness. Toronto: Canadian Observatory on Homelessness Press. homelesshub.ca/homelessdefinition

- **Episodic homelessness** refers to people who move in and out of homelessness; and
- **Transitional homelessness** refers to people who have experienced homelessness for approximately one month or less.

People who have experienced chronic or episodic homelessness may require more intensive and longer term support services when transitioning out of homelessness due to greater chances of having physical or mental health issues, addictions, or involvement with the justice system.



Stakeholder Roles

Homelessness is often the product of intersecting issues such as lack of housing, mental wellness, poverty, and discrimination—making every person's experience of homelessness unique. As a result, solutions to homelessness require collective action from many community partners, and dedicated and sustained sources of funding from the provincial and federal governments.

The Strategy recognizes the importance of partnerships in developing solutions to homelessness and identifies a number of key community partners including the City, non-profit housing and service providers, community organizations, the faith community, senior levels of governments, and other key stakeholders.

Government of Canada

Since 2006, the federal government has invested in a range of homelessness prevention and reduction programs through the Homelessness Partnering Strategy. In June 2018, the federal government announced plans to launch Reaching Home, a replacement for the Homelessness Partnering Strategy. The new program confirms the federal government's commitment to deliver funding for Housing First programs. Reaching Home also prioritizes data-driven homelessness plans, as well as prevention-based outcomes and programs. Program funding is delivered through a local organization that is appointed by the federal government.

Province of British Columbia

BC Housing is the provincial crown corporation responsible for delivering funding and programs related to homelessness. BC Housing delivers funding to a variety of services, including expanding and supporting the operation of shelters, delivering homelessness prevention funding, outreach supports and services, and funding for supportive housing projects for individuals at-risk or experiencing homelessness.

Municipal Role

The City of Richmond is committed to working in partnership with senior levels of government and the private and non-profit sectors, to create the right mix of housing and supportive services for a diverse population, including residents experiencing or at risk of homelessness. Recognizing that senior levels of government have the primary responsibility of providing funding for homeless prevention programs, services and affordable housing, the City is committed to remaining a local leader

that works with community organizations to ensure that homelessness in Richmond is rare, brief and non-recurring. Specifically, these roles include:

- **Advocate:** The City works with community organizations to advocate to senior levels of government for funding and programs that work to make homelessness rare, brief and non-recurring.
- **Analyst:** The City monitors local data and best practice research regarding homelessness to update its policies and plans to reflect current and emerging trends.
- **Communicator:** The City uses best practice research to educate and promote the benefits of an inclusive and mixed income community and the necessity to create a compassionate, non-judgmental response to experiences of homelessness.
- **Facilitator:** The City helps build the capacity of non-profit housing and service providers by facilitating collaboration.
- **Partner:** The City collaborates and partners with senior levels of government and the private and non-profit sectors to develop a mix of affordable housing options.
- **Planner:** The City gathers information, research and feedback on community needs regarding residents at risk of or experiencing homelessness in order to create policy and implement actions that support housing and homelessness focused services in Richmond.

In addition, City facilities, including libraries and community centres, provide safe spaces where residents experiencing homelessness can access community connection and referrals to other supports and services.

Non-Profit, Social Service and Faith-Based Organizations

Non-profit, social service and faith-based organizations play a critical role in meeting the needs of residents experiencing homelessness. These organizations deliver critical shelter and supportive services to clients to help promote independence, success in achieving housing stability and full participation in their community. Outreach and drop-in programming support clients by developing individualized plans to help them work on their own unique barriers. Services include:

- Referrals to government programs, healthcare and mental health services;
- Supportive programming including life and employment training skills;
- Community meals and food outreach;
- Provision of affordable housing units;
- Access to hot showers and laundry;
- Social and community connection; and
- Assistance in finding appropriate market or affordable housing units.

In addition to these important services, the non-profit sector continues to advocate on behalf of vulnerable residents for additional resources.



3. NEEDS ANALYSIS

Homelessness in Richmond

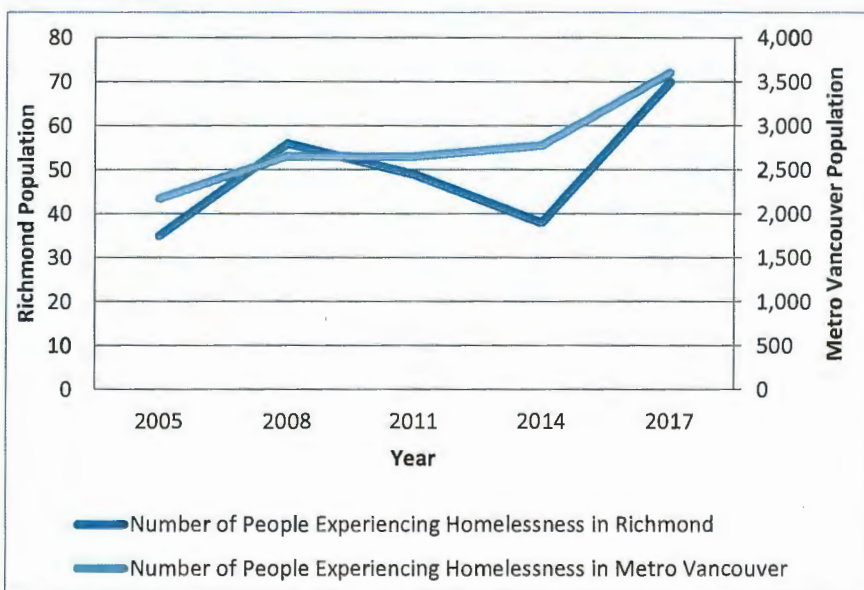
Housing affordability and homelessness continue to be critical issues both regionally and at the local level. The following needs analysis helps to identify current and emerging trends based on an analysis of available data and qualitative information provided by local stakeholders.

It is important to note that it is difficult to characterize people experiencing homelessness. For example, many people become temporarily or episodically homeless over the course of a year and are not typically counted in 24-hour regional homeless counts. In addition, many individuals may be experiencing "hidden homelessness," and are staying with friends or family members, however do not have a permanent or secure home. The statistics summarized below are intended to provide a summary of general trends, however they are not a complete assessment of individuals experiencing homelessness in Richmond.

Who is experiencing homelessness in Richmond?

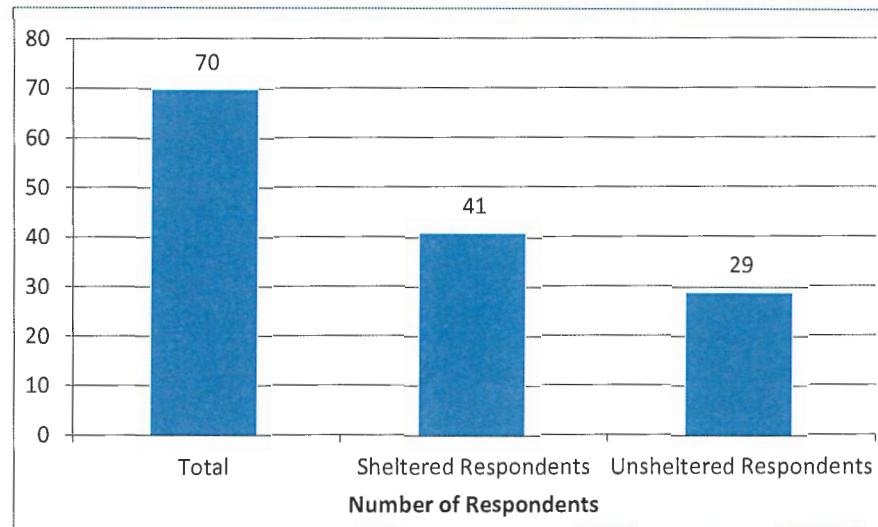
The Metro Vancouver Homeless Count has been conducted regionally every three years since 2002. The 2017 Metro Vancouver Homeless Count found 70 individuals experiencing homelessness; this is an 84% increase from the number of individuals counted in 2014. This change is largely consistent with trends seen across the Metro Vancouver region, although the Richmond count has seen greater variation over time, as depicted in Figure 1.

Figure 1: Homeless Individuals Surveyed for Richmond and Metro Vancouver (2005–2017)



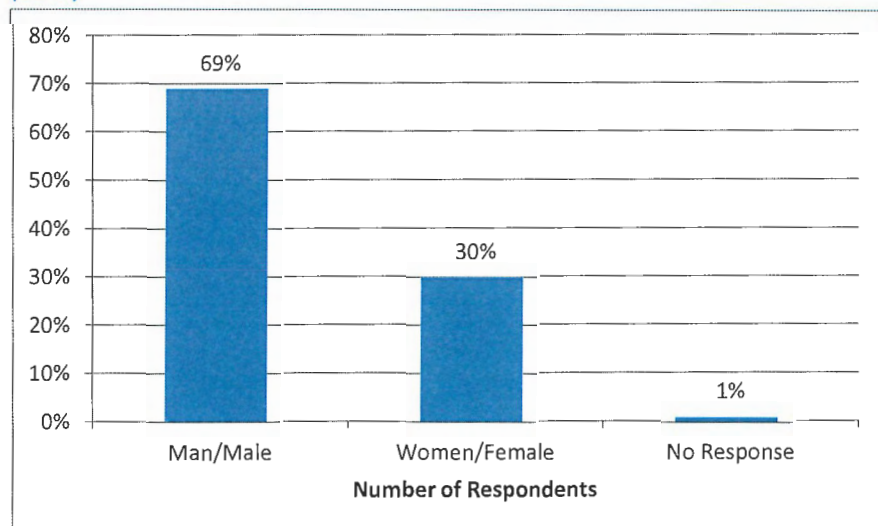
Of the 70 homeless individuals identified by the Richmond count in 2017, 41 individuals were sheltered and 29 individuals were unsheltered. Four of those counted were youth. In the 2018 Metro Vancouver Homeless Count identified 18 youth experiencing homelessness in Richmond.

Figure 2: Homeless Respondents by Sheltered/Unsheltered Status for Richmond (2017)



Consistent with prior Homeless Counts and regional trends, men represented a substantially higher proportion of individuals counted. This imbalance may be partially due to the “hidden homelessness effect,” whereby women are more likely to find temporary and insecure lodging with friends and family instead of sleeping outdoors while experiencing homelessness.

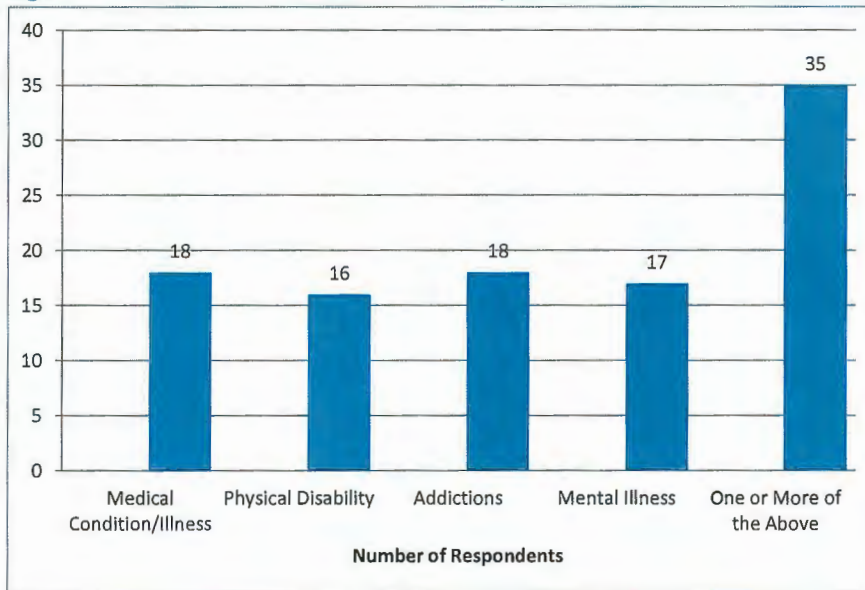
Figure 3: Percentage of Homeless Respondents by Gender for Richmond (2017)





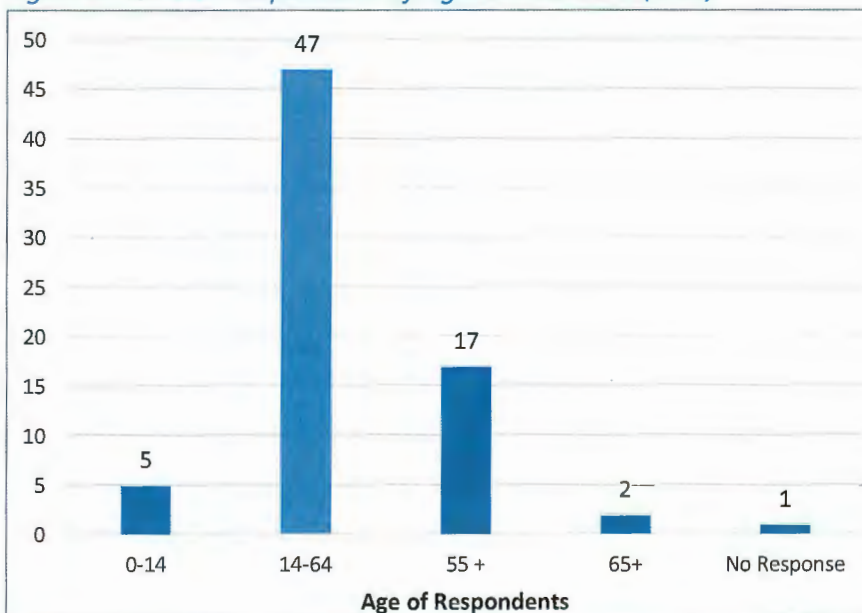
In the 2017 Metro Vancouver Homeless Count, 35 Richmond individuals identified with one or more health concerns. As depicted in Figure 4, a substantial proportion of individuals were dealing with multiple health concerns.

Figure 4: Health Concerns of Homeless Respondents for Richmond (2017)



In the 2017 count, 17 of the 70 individuals surveyed were aged 55 and over, two of which were 65 and over. Five individuals were under 15 in the 2017 count; however, in 2018, Metro Vancouver reported a total of 18 children and youth (age 24 and younger) experiencing homelessness in Richmond.

Figure 5: Homeless Respondents by Age for Richmond (2017)



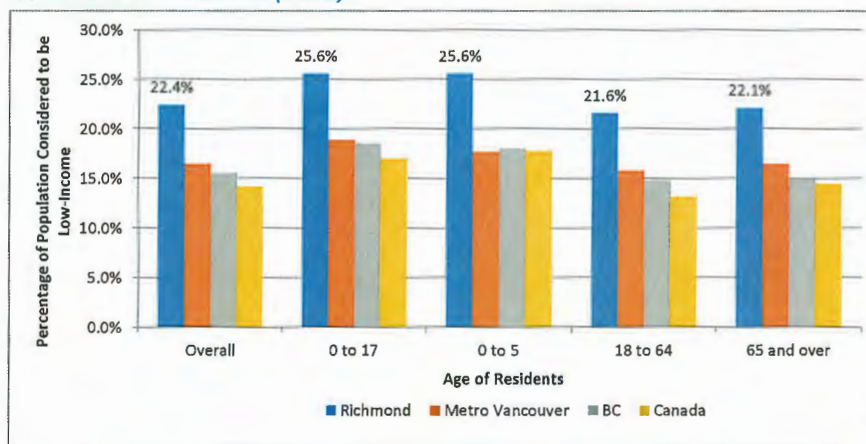
Despite the data that the Metro Vancouver Homeless Count provides, it is recognized that the 24-hour survey is an underestimation since all homeless persons cannot be located in one day. Undercounting is also due to the number of people experiencing hidden homelessness and therefore not captured by the survey and the number of people who are experiencing homelessness but decline to participate in the survey.

Who is at risk of homelessness in Richmond?

Overrepresentation of Low-income Households

The Low-Income Measure after Tax (LIM-AT)² provides municipalities with an indicator of the number of households that may be struggling to find housing. According to this measure, Statistics Canada estimates that 22% of Richmond residents were considered low-income in 2016. The percentage of Richmond residents is significantly greater than the regional (16.5%) and provincial (15.5%) averages (2016 Census). However, these estimates may be inflated due to incomplete income data for Richmond residents.

Figure 6: Low Income Measures for Richmond, Metro Vancouver, British Columbia and Canada (2016)



Increasing Shelter Costs and Persistently Low Vacancy Rates

Similar to Metro Vancouver, shelter costs have increased significantly in Richmond since 1990. Average rents for purpose built rental units have increased 80% from 1990 to 2017. In 2018, market rental vacancy rates were 0.7%. In comparison, the average vacancy for purpose-built apartments in Canada's 35 major urban centres was 2.2%. Richmond's lower than average vacancy rates are indicative of a constrained rental market adding pressure for higher rents and making it increasingly difficult for renters to find adequate housing. Low vacancy rates also increase competition among renters, which can lead to landlords discriminating against people who experience barriers to housing.

² This measurement is a fixed percentage (50%) of median adjusted after-tax income of households observed at the person level, where "adjusted" indicates that a household's needs are taken into account. Adjustment for household sizes reflects the fact that a household's needs increase as the number of members increases, although not necessarily by the same proportion per additional member. For example, if a household of 4 persons has an after tax income of less than \$38,920 all members of the household are considered low-income (Statistics Canada, 2010).

Figure 7: Average Primary Rental Market Rents by Bedroom Type for Richmond (1990–2017)

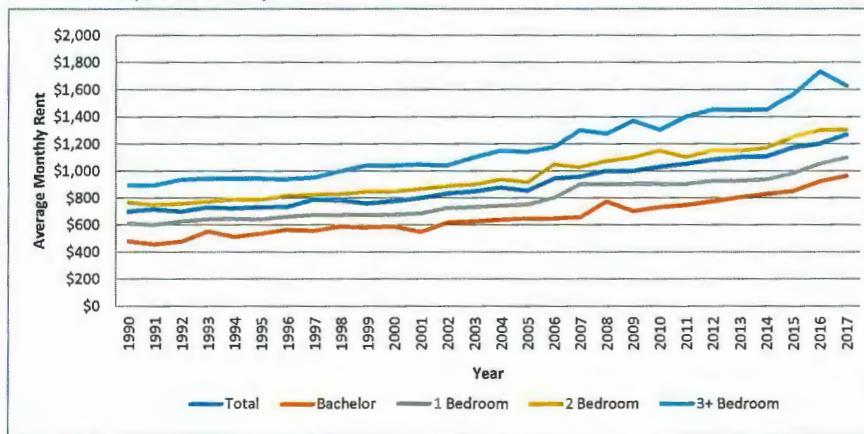
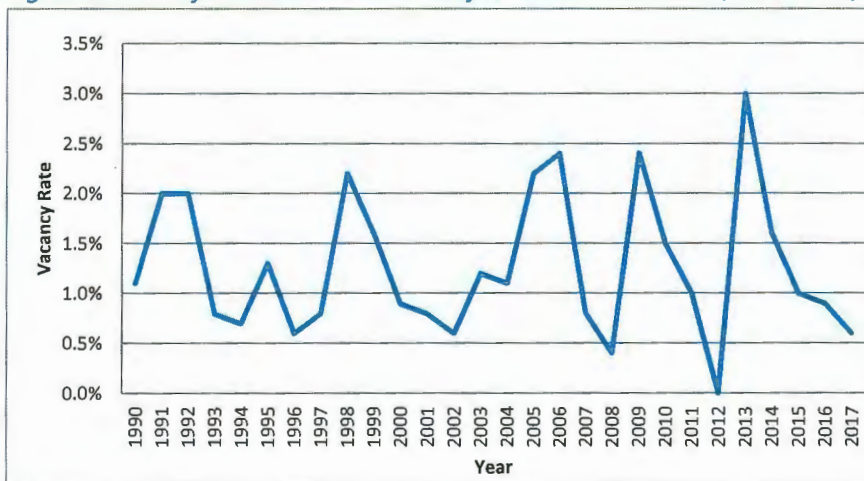


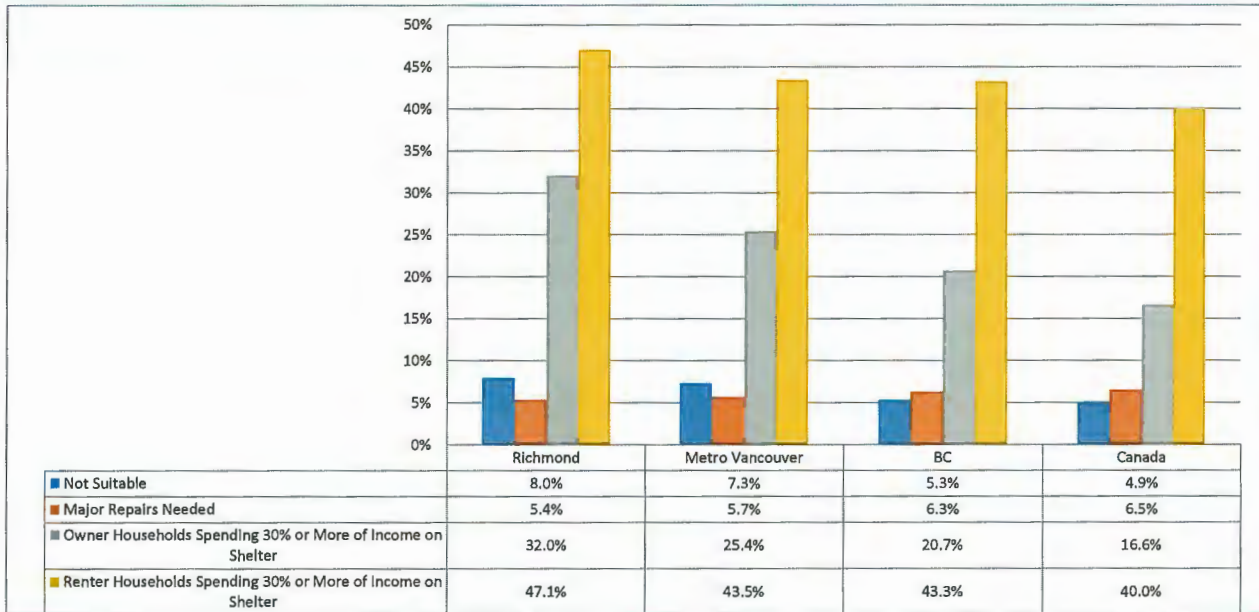
Figure 8: Primary Rental Market Vacancy Rates for Richmond (1990–2017)



Residents Living in Unsuitable Housing

Richmond has a high proportion of households living in unsuitable housing and experiencing affordability challenges. According to the 2016 Census, 8% of Richmond households were living in unsuitable housing that has too few bedrooms for the size and make-up of the resident household. This is greater than the regional (7.3%) and provincial (5.3%) averages. According to the Canadian Mortgage and Housing Corporation, to be deemed affordable, households should not spend more than 30% of their before tax income on shelter costs. In 2016, 32% of Richmond owner households and 47% of renter households spent greater than 30% of their before tax income on shelter costs, signalling that these households may be facing housing affordability challenges.

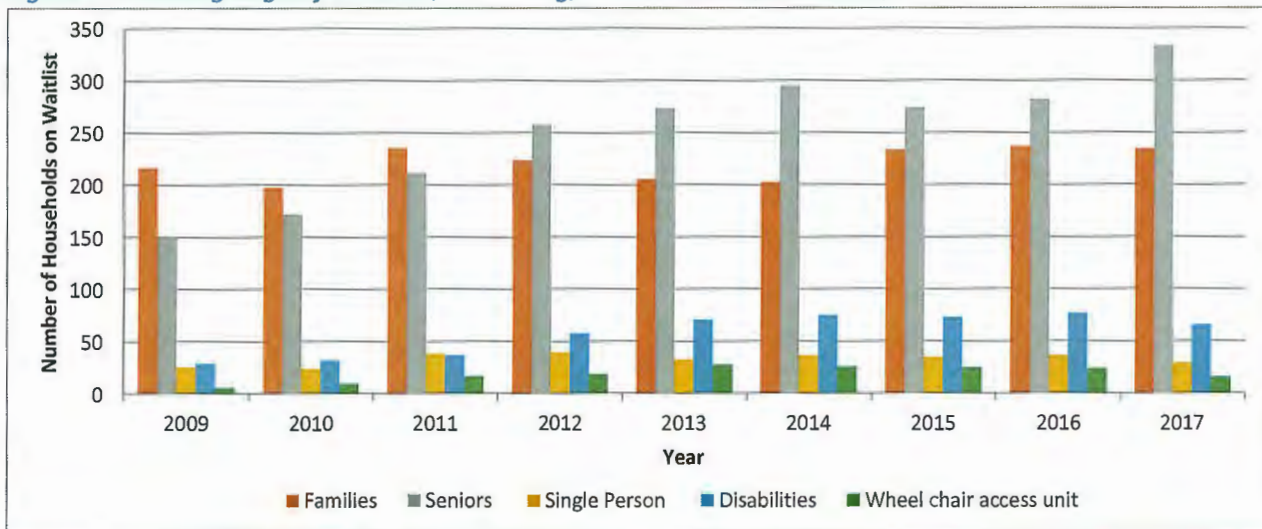
Figure 9: Housing Indicators for Richmond, Metro Vancouver, and BC (2016)



Growing Number of Richmond Households Waiting for Subsidized Housing

BC Housing provides non-market, subsidized housing throughout the province, including rent-geared-to-income for households under specific income thresholds. The Housing Registry Waitlist (BC Housing) for this type of housing in Richmond has increased 58% from 2009 (429 applications) to 2017 (680 applications), with a waiting time of five to seven years. This list is an important indicator of need of households who may be struggling with housing affordability and may be at risk of homelessness. Of note is the number of applicants on the waitlist that are seniors and applicants with disabilities that require affordable housing with wheelchair access. BC Housing currently administers the waitlist.

Figure 10: Housing Registry Waitlist (BC Housing) for Richmond (2009–2017)



What is the Local Understanding of Homelessness in Richmond?

There are limitations to the available data regarding homelessness in Richmond. Local service providers estimates that at least 193 individuals experienced homelessness between June 2018 and April 2019 in Richmond. Many other clients that access these services are living in precarious situations and may be at risk of homelessness. Other local trends that non-profit organizations witness include:

- There are an increasing number of women and youth experiencing homelessness who access services from local non-profit organizations. However, due to the methodology of the Metro Vancouver Homeless Count, they are underrepresented;
- The Metro Vancouver Homeless Count data does not accurately reflect the magnitude of seniors who are experiencing homelessness and accessing local services;
- Immigrant populations experiencing hidden homelessness are accessing services, however this population was not captured in the Metro Vancouver Homeless Count; and
- There is an increasing number of residents experiencing chronic homelessness who have multiple barriers, including addiction or mental health challenges, and therefore may require more services and support.

Local non-profit organizations continue to work together to provide services and adapt to the changing needs of Richmond residents experiencing homelessness.

Homelessness Services Gaps and Needs

The homeless-serving sector in Richmond is comprised of a variety of dedicated non-profit organizations, advocates, and government partners that have the expertise to meet the needs of individuals experiencing homelessness. Accordingly, a key component of the Homelessness Strategy update process was identifying and building on the existing strengths and capacity of community partners. Despite the strengths existing in the community, a number of specific program and policy gaps were identified. This section evaluates the findings from the data analysis and stakeholder engagement phases of the Homelessness Strategy 2019–2029 to highlight five major gaps that currently exist.

1. The right mix of affordable housing options

Between 2007 and 2018, the City of Richmond helped secure more than 2,000 affordable housing units. Despite this success, housing affordability remains a critical issue in Richmond and across Metro Vancouver. While a number of organizations provide a critical supply of affordable housing in Richmond, stakeholders suggested that there are inadequate housing options for individuals at risk of experiencing homelessness with unique needs. The following housing gaps were identified during the stakeholder engagement and research phases of the Homelessness Strategy project:



- Emergency housing options for youth;
- Second stage and transitional housing units for women and children;
- Housing units for people experiencing homelessness that are suitable to their needs and requirements;
- Culturally appropriate affordable housing for Indigenous individuals; and
- Accessible and affordable rental housing at non-market housing rates for a range of income and demographic groups.

Figure 11: Richmond's Housing Continuum

Subsidized Short-term Accommodation		Affordable Housing				Market Housing	
Emergency Shelter (including Extreme Weather Response Shelters)	Transitional Housing	Supportive Housing	Non-Market/ Social Housing	Low-end Market Rental Housing	Affordable Homeownership	Market Rental (including purpose built and secondary)	Market Homeownership

The need for dedicated low-barrier housing that meets the individual needs of people experiencing homelessness was emphasized by stakeholders. These types of units may be most appropriate for individuals who have experienced chronic or episodic homelessness, as they may require more intensive and specialized types of supports. In May 2018, Richmond City Council approved the development of 40 units of temporary supportive housing units for five years. Additional units of permanent supportive housing were still identified as a need.

Despite the development of affordable housing in Richmond, there are significant unmet needs at all points of the housing continuum (Figure 11). As highlighted by Figure 12, Metro Vancouver estimates that Richmond will require 14,000 new housing units to meet the needs of new Richmond residents between 2016–2026.

Figure 12: Metro Vancouver Housing Demand Estimates 2016–2026 for Richmond

Richmond Housing Demand Estimates 2016–2026		
Types of Housing	Annual	10 Year
Very Low-income Rental	130	1,300
Low-income Rental	70	700
Moderate Income Rental	60	600
Above Moderate Market Rental	30	300
High Income Market Rental	30	300
Total Rental	320	3,200
Ownership	1,080	10,800
Total Demand	1,400	14,000

Source: Metro Vancouver, 2016.

The current housing market trends in Richmond place significant pressure on the entire housing continuum, and without a sufficient supply of affordable housing, individuals experiencing homelessness face significant challenges when searching for appropriate longer-term housing options.

2. Coordinated service delivery

Richmond has many dedicated organizations that are committed to providing high quality services to individuals who are experiencing homelessness or are at risk of experiencing homelessness in the community. Since the 2002 Richmond Homelessness Strategy, efforts have been made to provide informal and formal collaboration to integrate service provision. This has resulted in a number of successes for Richmond, including the establishment of a Drop-in Centre and an Extreme Weather Response Program.

Multiple stakeholders who provided input into the Homelessness Strategy 2019–2029 however, expressed that the direct delivery of services to persons experiencing homelessness remains uncoordinated and that non-profit providers are largely working in isolation. This lack of coordination can cause challenges for individuals navigating services, including geographical barriers and a lack of coordinated access points, meaning that clients have to make multiple calls and trips to access all relevant services. A lack of systems planning can lead to a number of challenges including duplication of services and the suboptimal use of limited resources. Stakeholders suggested that specific gaps exist regarding coordination at both the strategic (governance) and the outreach and service delivery levels.

3. Population-specific services

Services in Richmond support a range of population groups. Despite this, youth are consistently identified as an under-served group by stakeholders, both in terms of services and housing. In the 2017 Metro Vancouver Homeless Count, 12% of all Richmond residents counted were youth. Service providers state that due to the lack of youth-specific resources, youth who experience homelessness are likely to seek support in other municipalities. The 2017 Metro Vancouver Homeless Count also found that 30% of Richmond's homeless population identified as Indigenous. Despite this overrepresentation, stakeholders suggested that there may be gaps in culturally-responsive services that are able to reduce institutional barriers to Indigenous individuals experiencing homelessness.

Stakeholders emphasised that more youth and Indigenous specific services are required in Richmond. While knowing that these populations are underserved in Richmond, little is known about the need for specific services on an ongoing basis. Stakeholders suggested that additional research is needed and that future programs and services need to be designed to respond to changing needs.



4. Public education and awareness about homelessness in Richmond

There are a number of community groups and faith-based organizations that organize and volunteer for programs to support vulnerable residents who are experiencing homelessness or are at risk of experiencing homelessness. Grass-roots programs, including community meals and the creation of ‘survival kits,’ are an important part of creating a socially inclusive community.

However, as homelessness is not always visible in Richmond, many residents are not aware of hardships associated with the experiences of homelessness. Public attitudes and stigmatization have the potential to create opposition to critical homeless-centered housing and support services. Critical projects have the potential to be delayed or cancelled over perceived safety concerns and misunderstandings about homelessness. Stakeholders stated that discrimination and stigma towards persons with an experience of homelessness is the main barrier that individuals face in accessing safe and secure housing.

Stakeholders also noted that a comprehensive public education campaign regarding homelessness is needed. It was suggested that local initiatives that are already underway (i.e. public art installations and theatre performances focusing on lived experiences of homelessness) may create a broader culture of social inclusiveness and understanding around homelessness.

5. Coordinated and reliable data

Stakeholders have highlighted that local coordinated data is needed in Richmond to complement data from Metro Vancouver Homeless Count. It was further noted that local data, including basic demographic information and information about the individual’s use of service, would support service coordination and integration in Richmond. Stakeholders believe that coordinated data would provide an opportunity to better understand Richmond’s homeless population and to understand how best to adapt specific resources to the needs of people experiencing homelessness as they change over time.

4. BEST PRACTICES

As part of the Homelessness Strategy 2019–2029 update process, the following national best and emerging practices were analysed. These best practices were chosen due to their proven effectiveness in other communities and their transferability to the Richmond context.



Housing First Program

Housing First programs provide access to independent housing units for people experiencing homelessness. Housing First programs focus on quickly moving people from homelessness into housing and then providing individualized supports and services as needed. Services may include mental and physical health care, addictions treatment, employment and life skills training. The primary assumption underlying Housing First programs is that people are better able to move forward with their lives if they are first housed.

Housing First programs have six main principles that include:

1. Rapid housing placement with supports.

This involves helping clients locate and secure accommodation as quickly as possible and providing moving assistance.

2. Providing clients with choice.

Clients must be given a reasonable choice in terms of housing options as well as the services they wish to access.

3. Separating housing provision from treatment services.

Acceptance of treatment, following treatment or compliance with services is not a requirement for clients to access securing housing.

4. Providing tenancy rights and responsibilities.

Clients need to be informed about tenant rights and responsibilities of a typical tenancy prior to moving in to a Housing First unit. Clients need to contribute a portion of their income towards rent. Understanding tenant expectations will add to a client's life skills training.

5. Integrating housing into the community.

Ideally, Housing First options are integrated into the community and not segregated. If a client is interested, their outreach worker will work with them to encourage participation in the community.

6. Recovery based and promoting self-sufficiency.

Housing First programs focus on the capabilities of the client, based on individualized and self-determined goals. These may include employment and life skills training, education and participation in the community.

Housing First programs aim to include these core elements; however, implementing Housing First differs significantly between communities due to specific needs of people experiencing homelessness, resources and local context.

Housing First programs are designed to be temporary and enable clients to transition into long-term housing options that meet their specific needs. When leaving the program, many Housing First clients become financially independent and are able to secure independent, private-market housing, while others require access to non-market housing to maintain housing stability. For clients with complex health, addiction, or other challenges, maintaining long-term stability may require access to supportive housing with on-site supports.

Evidence from other Canadian communities, such as Calgary and Winnipeg, shows that Housing First programs to address homelessness can have a significant impact in reducing the number of individuals experiencing chronic or episodic homelessness in a community.

While there is desire to implement a Housing First program in Richmond, several limitations have been identified. For example, since Housing First programs often provide housing units in private-market rental buildings, Richmond's very low rental vacancy rate may act as a structural barrier to implementing a conventional Housing First model.

Systems Approach to Homelessness

Creating a systems approach to addressing homelessness is built on the foundation of viewing the homeless-serving system as an integrated set of parts that work towards common goals. Research indicates that collaborative decision-making is a core component of this approach. Collaboration means that government (including local, provincial and federal governments) and non-government stakeholders of all types work together to make collective decisions about priority needs, strategies and resources required to address these needs. This includes supporting local and sub-regional planning tables, supporting new partnerships, building consensus on new regional initiatives, and encouraging networking, information exchange and education amongst partners.

A systems approach to homelessness often includes the following elements:

- Collaborative decision making;
- Coordinated outreach and access points;
- Community wide use of data systems;
- Coordinated service delivery; and
- Integration with other systems and services, including justice, health and poverty reduction.

An emerging approach within systems planning is to identify a specific organization to act as the lead “systems planner” organization in the areas of strategic planning and program administration.

Prevention

In communities across Canada, local responses to homelessness have typically focused on emergency service provision. In recent years however, there has been an effort to shift resources and funding to incorporate homelessness prevention practices into local housing strategies.

In 2017, the Canadian Observatory on Homelessness outlined three major forms of homelessness prevention:

1. Primary Prevention

These strategies involve working on structural barriers (e.g. poverty and lack of affordable housing options) that may cause a household to experience homelessness and can include poverty reduction measures and ensuring that all households have access to affordable housing that meets their needs within the community.

2. Secondary Prevention

These strategies involve identifying households who are at imminent risk of experiencing homelessness and then providing intervention measures and necessary supports to stabilize their housing and keep the household from experiencing homelessness. These strategies can include rent supplements for low-income and vulnerable households to maintain housing and one-time forgivable loans that may support households who are not able to make a rent payment.

3. Tertiary Prevention

These strategies involve supporting people who have experienced homelessness to decrease the likelihood they will enter into homelessness again and to mitigate any negative impacts that may have been caused by the experience of homelessness. These strategies break the cycle of homelessness and can involve housing search support and dealing with physical and mental health concerns that may have led to or been worsened during experiences of homelessness.

Prevention also involves coordinating local outreach and intake processes to help families and individuals move through a crisis quickly. The goal of this type of service coordination is the reduction of the type of barriers that often prevent individuals and families from successfully navigating local services and accessing critical supports before a crisis deepens.

Education and Awareness

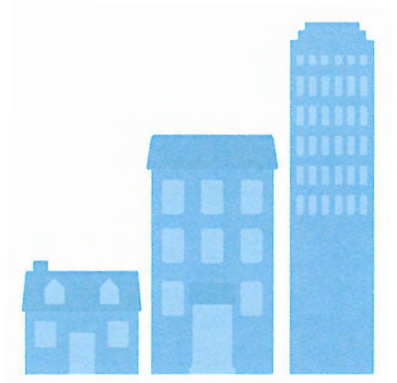
Public perception regarding homelessness can be a significant barrier to a community's ability to increase the supply of supportive housing and services for residents experiencing homelessness. Especially in suburban communities, the lack of visible homelessness can often create a misperception that homelessness does not exist. Community opposition to the development of supportive housing for people experiencing homelessness can be the result of misunderstanding and fear that the presence of future tenants may cause increases in crime and safety concerns and decreases in surrounding property values.

Local research shows that neighbourhood crime and property values are not negatively affected by proximity to supportive housing sites. Monitoring supportive housing sites after development and publishing findings can help to educate community members on the positive effects of this type of housing. Continuing to share these research reports and having in-person meetings with community members may also help to better address any public concerns at the initial stages of future projects as well as improve relationships with neighbours.



Public education and awareness about experiences of homelessness and the benefits of supportive housing and services can lead to the creation of a more liveable and inclusive community. Advocacy groups often include perspectives of people with lived experience, which is proven to be a powerful tool. Some examples are sharing stories of experiences of homelessness through social media and news campaigns and supporting the production of art installation and theatre plays that are developed by people with lived experience. These activities can help residents understand the difficulties associated with homelessness and create a more inclusive and accepting community.

As with any change in public perception, creating a culture of inclusiveness takes time. It requires a multifaceted approach, involving many stakeholders including local governments, health authorities, school boards, the non-profit and private sector, and community and faith-based organizations.



5. STRATEGIC FRAMEWORK

The Homelessness Strategy 2019–2029 sets out 5 strategic directions and 32 recommended actions to be completed over a 10 year period to respond to the needs of vulnerable Richmond residents that are at risk or are experiencing homelessness. Homelessness is complex and each person's experience of homelessness is unique. Therefore, solutions and actions to address homelessness need to be individualized and adaptable to changing needs over time. The Homelessness Strategy 2019–2029 is centered on a partnership approach and includes actions that will allow for continuous evolution and responsiveness to homelessness in Richmond. The recommended actions build upon ongoing initiatives and work that has been accomplished to date, consider current and emerging needs, and seek to foster collaboration and cooperation among stakeholders.

The vision for the Homelessness Strategy 2019–2029 is:

"By 2029, homelessness in Richmond will be rare, brief and non-recurring. Richmond is an inclusive community that works in collaboration to provide a continuum of housing and support services".

The Homelessness Strategy 2019–2029 includes 5 strategic directions to guide this vision:

1. Prevent pathways into homelessness;
2. Support residents who are experiencing homelessness;
3. Provide pathways out of homelessness;
4. Foster collaboration among community partners; and
5. Communicate, research and monitor homelessness.

Actions for Implementation

Over the 10 year time frame for the Homelessness Strategy 2019–2029, the recommended actions have been identified as short-term (1–3 years), medium-term (4–6 years), long-term (7–10 years) or ongoing. Seven actions have been identified as priorities. It is important to acknowledge that while the strategic framework covers a 10 year period, some actions may require adaption to respond to changing needs or opportunities as they arise.

Strategic Direction 1: Prevent pathways into homelessness

In recent years there has been an effort to shift resources and funding to incorporate homelessness prevention practices into local housing strategies. For example, eviction prevention programs and education programs for market landlords can support housing stability for low-income households. Prevention-related programs can include coordinating local outreach and intake processes to help families and individuals access available supports (i.e. rent subsidies) and move through a crisis quickly. The goal of this type of service coordination is the reduction of barriers that often prevent individuals and families from successfully navigating local services and accessing critical supports before the crisis deepens. From a municipal standpoint, the role of the City is to ensure that the right mix of affordable housing options are available to meet the housing needs of vulnerable residents and to facilitate collaboration among community partners to develop prevention services.

1. Continue to create affordable housing rental options across the housing continuum. (Ongoing, PRIORITY)

Ensuring the right mix of affordable housing options are available to meet the needs of vulnerable residents can prevent people from experiencing homelessness. In line with the City's Affordable Housing Strategy 2017–2027 and the Market Rental Policy, the City, in partnership with senior levels of government and the private and non-profit sectors, will continue to secure a range of housing options, with an emphasis on developing housing for vulnerable residents who are at risk of experiencing homelessness. Regular reviews of land acquisition needs will also help the City to capitalize on partnership opportunities with the private and non-market sectors regarding the development of affordable housing. Staff will continue to support non-profit-driven affordable housing developments through the development application process.

2. Facilitate the creation of a collaborative homeless prevention program in Richmond. (Short-term: 1–3 years)

Experiences of homelessness are unique and can occur abruptly. A collaborative homeless prevention program will limit experiences of episodic homelessness in Richmond. The creation of this program will benefit from alignment with both provincial and senior funding opportunities available from homeless prevention, and may include a Rent Bank, landlord education and relationship-building building initiatives, and active case management for individuals with more complex needs.

3. Work with Vancouver Coastal Health and other community partners to explore opportunities to enhance wrap-around supports to increase housing stability. (Ongoing)

While supportive housing residents have access to wrap-around services, such as health and wellness supports, employment referrals, and life skills training, residents in other types of housing are often more isolated or lack knowledge about supports available in the community. Mobile supports, such as low barrier physical and mental health in-reach services, can assist individuals in meeting residents' daily needs and maintaining housing stability.



4. Explore solutions for discharge planning practices for individuals leaving Richmond-based institutions. **(Medium-term: 4–6 years)**

Without proper discharge planning, people leaving institutions, including hospitals, corrections, or addiction treatment and mental health facilities, can quickly experience homelessness. Through this action, the City together with community partners will coordinate the review of discharge planning with Vancouver Coastal Health and non-profit housing providers to help ensure that people are prepared to live independently in a non-institutional setting and are able to access appropriate, stable housing, primary health care and other supports necessary for recovery.

Strategic Direction 2:

Support residents who are experiencing homelessness

Homelessness prevention programs unfortunately will not be able to prevent all experiences of homelessness. As each experience of homelessness is unique, it is important for a community to have a variety of services to respond to the needs of each client. Homelessness serving agencies have an important role in supporting residents by providing compassionate, non-judgmental services that work to support people and to create stability within their lives. The City's role within these actions is to facilitate partnerships and collaboration among service providers.

1. Ensure accurate and up-to-date information on supportive services is available. **(Short-term: 1–3 years)**

Providing information on how to access specific supports is the foundation for efficient service referral and navigation. A regularly updated inventory of supportive services will provide residents experiencing homelessness and non-profit services providers with up-to-date knowledge of existing and emerging community assets. The City and its partners will also work to improve system navigation for services and supports.

2. Coordinate a Front-line Service Provider Working Group to focus on coordination of supports for individuals experiencing homelessness or at risk of experiencing homelessness. **(Short-term: 1–3 years)**

It is important for service providers and outreach workers from various agencies to work together to share client-specific challenges, develop common understanding of services being provided throughout the community, and help facilitate service referrals between agencies and systems. This working group will consist of representatives from various community organizations involved in outreach in Richmond.

3. Secure permanent space and sustainable operating funding for an enhanced drop-in program for individuals experiencing or at-risk of homelessness. **(Short-term: 1–3 years, PRIORITY)**

Drop-in programs provide safe spaces for people experiencing homelessness to access social connection and services including meals, programming, referrals to housing and supports. Currently, the Richmond drop-in program does not have security of tenure or an optimal space to provide all required programming

(e.g. enhanced meals, shower, laundry, mail delivery and storage solutions for personal belongings, including government issued identification). The City will work in collaboration with community partners to secure adequate space required to provide enhanced programming for individuals experiencing homelessness.

4. Enhance coordination of food programs and outreach for residents experiencing homelessness. (Ongoing)

Food is an important way that people experiencing homelessness access nutrition and social connection. Social service and faith-based organizations provide access to food through a number of community meals, Food Bank programs and mobile food outreach. Coordination among food providers and an updated inventory of meal programming is necessary to ensure that people experiencing homelessness have options to access daily nutrition in ways that meet their individual needs.

5. Advocate to senior levels of government to secure funding for the Extreme Weather Response Program or a Winter Shelter. (Short-term: 1–3 years)

BC Housing provides funding to communities throughout the province to host Extreme Weather Response Shelters during the winter months. These shelters are only activated on nights when weather is deemed severe enough to present a substantial threat to the health of persons who are living outdoors and are typically closed during day-time hours. In contrast, Winter Shelters provide 24 hour shelter during the winter months, so that people living outside are given the option of sleeping indoors during the winter, regardless of the severity of conditions. Richmond requires long-term funding to ensure that residents experiencing homelessness have the opportunity to access shelter during extreme weather.

6. Monitor outreach services available in the community and advocate to senior levels of government for additional resources as needed. (Ongoing)

Outreach workers engage with people experiencing homelessness to establish meaningful relationships, determine needs and develop individualized action plans to meet client goals. Engaging with an outreach worker is often the first-step that a person experiencing homelessness makes before accessing supportive services and transitioning into housing. Therefore, it is necessary to ensure that the appropriate outreach resources are available.

7. Explore the use of City spaces as Warming Centres. (Short-term: 1–3 years)

Warming Centres provide safe, warm and non-judgmental spaces for people experiencing homelessness to find temporary shelter during periods of extreme weather. Unlike Extreme Weather Response or Winter Shelters, Warming Centres do not provide sleeping mats, but may be open during day or nighttime hours and typically provide snacks. Additional resources would likely be required to operate Warming Centres and will need to be considered when exploring this additional programming in City facilities.



8. Dedicate appropriate resources in order to enhance service provision at City facilities for individuals experiencing homelessness. (Ongoing)

People experiencing homelessness continue to seek services provided at City community facilities, including public libraries and community centres. Working to enhance service provision for people experiencing homelessness will help to ensure that City facilities remain inclusive and provide opportunities for healthy, active living for all Richmond residents. In order to achieve this action, additional or reallocated resources would likely be required in City facilities to support new service provision. Staff will also consider implementing enhanced procedures to ensure community centres remain inclusive and accessible places for all residents.

9. Continue to refine the City's approach to responding to individuals experiencing homelessness on City-owned property. (Ongoing)

The City will take an appropriate, compassionate, and consistent approach to meeting the needs of individuals experiencing homelessness on City-owned property. The City will work in partnership with local health and service providers to enhance outreach and referral supports for these individuals, while ensuring that City-owned property, including public parks, remain clean and safe for all community residents.

10. Explore opportunities to address storage needs for people experiencing homelessness. (Medium-term: 4–6 years)

Lack of storage is a challenge for individuals experiencing homelessness, as they have no safe space for personal and sentimental items. Experiencing removal of personal belonging negatively impacts a person experiencing homelessness and can create additional barriers to people trying to stabilize their lives. Working together with community partners to improve processes and communication practices related to the removal and storage of personal belonging may improve peoples' experiences of homelessness.

11. Create shelter and transitional beds for youth experiencing homelessness in the community. (Short-term: 1–3 years)

Currently, shelter and wraparound support services for youth (14–24 years) are accessible only in surrounding municipalities. Therefore, many youth who experience homelessness, including youth ageing out of care, in Richmond are required to leave the community and support network to access needed services. Staff will work with the Richmond School District and other key stakeholders, to develop a working group and action plan for how to create youth shelter and transitional options, as these services will help youth transition into stable longer-term housing options, while staying connected to their community.

12. Explore opportunities to address the need for culturally-appropriate supports, services, and housing for people experiencing homelessness. (Ongoing)

People who identify as Indigenous are overrepresented in the local and regional homeless population and often require culturally specific services to stabilize their lives. In addition, there are a number of other groups (e.g. seniors and members of the LGBTQ2S community) that may benefit from adaptive and culturally specific housing and supportive services. It is important to explore opportunities to develop new services and training of existing service providers to enhance their service delivery for specific groups who are experiencing homelessness.

Strategic Direction 3: Provide pathways out of homelessness

Individuals experiencing homelessness are better able to move forward with their lives if they are first housed then provided with services and supports. Various models, including Housing First and supportive housing, supplement housing units with supports related to physical and mental health, education, employment, or substance abuse. The City's role within these actions is to support service provider organizations in coordinating service delivery, and to advocate to the provincial and federal governments for increased funding for affordable housing in Richmond.

1. Enhance the existing coordinated access and referral system in Richmond. (Medium-term: 4–6 years)

A standardized intake and assessment process for linking individuals with housing and supports is an essential element of efforts to prevent and address homelessness. The City will work with service providers to review existing coordinated access systems to ensure they are effective for both organizations and clients.

2. Work with service providers to create a Supportive Housing Action Plan. (Short-term: 1–3 years)

While there is general consensus in the community that additional supportive housing units are needed in Richmond, further work is required to identify the specific housing types and number of units required. The Action Plan will enable collaborative planning to increase the supply of supportive housing, and will be used to inform future advocacy efforts with provincial and federal governments.

3. Explore the potential of creating a Housing First program in Richmond. (Short-term: 1–3 years)

Richmond's low vacancy rate and increasing rental costs make it especially challenging for people experiencing homelessness to access stable and long term housing options. The establishment of a Housing First Program, managed by non-profit housing providers with dedicated affordable housing units would allow homeless-serving organizations to quickly access housing options for their clients.

4. Secure funding and a permanent site for supportive housing in Richmond. (Short-term: 1–3 years, PRIORITY)

Permanent supportive housing is an effective option to house and support clients who are experiencing chronic or episodic homelessness, as they may require more intensive and specialized types of supports. Supportive housing remains a critical need in Richmond. A permanent site for supportive housing needs to be secured. City staff will work with BC Housing and a selected non-profit housing provider to secure funding for the development of the site and the required wrap around supports.



5. Ensure that emergency housing services focus on achieving long term housing options. **(Ongoing)**

Accessing services is the first step people who are experiencing homelessness take when starting to stabilize their lives. It is important that non-profit organizations that provide emergency services (e.g. emergency shelter and drop-in programs) work in collaboration with one another to connect clients with the correct services, including housing search support. Supportive services, including life skills and employment training, and addictions and mental health resources may help to break the cycle of homelessness.

Strategic Direction 4: Foster collaboration among community partners

Homelessness is a complex issue, and cannot be solved by one organization or one level of government alone. Collaboration and service coordination is the most efficient and cost effective way to meet the needs of people experiencing homelessness and to build capacity within the non-profit sector to provide enhanced service provision. The role of the City within this strategic direction is to facilitate and support collaboration among non-profit housing and services providers to address agreed upon actions.

1. Dedicate appropriate staff resources for homelessness service coordination at the City of Richmond. **(Short-term: 1–3 years, PRIORITY)**

Dedicated staff and resources are required to support the continued implementation of the actions within the Homelessness Strategy 2019–2029. The Richmond non-profit community has stated the need for an individual to coordinate homelessness initiatives among stakeholders. A dedicated City position (i.e. Homelessness Services Coordinator) would benefit the community by liaising with community partners to facilitate service coordination and systems-level planning.

2. Develop a Community Homelessness Table for collaboration among agencies working to prevent or addressing homelessness. **(Short-term: 1–3 years, PRIORITY)**

The Community Homelessness Table will play an important role in guiding the implementation of the Homeless Strategy. The table will build on the strengths of the various organizations, promote collaboration, foster innovation, and encourage ongoing learning amongst local organizations. The table will continue to advocate to the provincial and federal governments on behalf of the community, and explore opportunities to enhance existing programs and services in the community.

3. Engage with residents with lived experience when designing and implementing significant policies or programs related to addressing homelessness in Richmond. **(Ongoing)**

Individuals with lived experience related to homelessness are a valuable source of information regarding issues and solutions for addressing homelessness. Individuals with this perspective, when appropriate, will be included as key stakeholders during engagement processes for new policies and programs related

to addressing homelessness. Engagement efforts should value the time of people with lived experience and work to foster relationships between people with lived experience and other stakeholders.

4. Continue the annual Health, Social and Safety Grants to support local homelessness services. (Ongoing)

Annually, the City provides Health, Social and Safety Grants for local non-profit organizations to increase organizational capacity and enhance current program services. A number of these grants support homelessness services that work to enhance the health and wellbeing of Richmond residents experiencing homelessness.

5. Monitor and pursue funding opportunities for support services for residents at-risk or experiencing homelessness. (Ongoing)

The City will continue to monitor funding available through provincial and federal programs, including Reaching Home – Canada's Homelessness Strategy, as well as non-profit and philanthropic funding sources, and pursue funding opportunities for support services for residents at-risk or experiencing homelessness. In addition, the City will disseminate funding information to community partners.

Strategic Direction 5:

Communicate, research and monitor homelessness

Richmond is committed to fostering an inclusive and healthy community. Public perception can be a significant barrier to a community's ability to provide critical supportive housing and services for residents experiencing or at risk of homelessness. Positive changes in public perceptions regarding homelessness can help people experiencing homelessness in the community feel accepted, safe and supported. The City's main role is to help facilitate awareness and education opportunities regarding homelessness and supportive services, and to trade information.

1. Implement a local data system to track trends and the changing needs of individuals experiencing homelessness. (Short-term: 1–3 years)

A local data system will supplement the point-in-time data provided by the Metro Vancouver Homeless Count with more detailed statistics regarding homelessness in Richmond. This tool will enable the development of more effective programs and projects that meet the needs of Richmond residents experiencing homelessness.

2. Provide training regarding homelessness service provision to City and community partner staff working in City facilities. (Short-term: 1–3 years)

People experiencing homelessness are increasingly seeking programming and support at City facilities. Training of staff at City facilities (i.e. libraries and community centres), Parks, Community Bylaws, Fire Rescue and RCMP will support enhanced service provision for Richmond residents experiencing homelessness. This training should include education about homelessness and poverty, skills to interact with persons experiencing homelessness (including persons experiencing mental health and addictions challenges), and an understanding of self-care for frontline workers.

3. Raise awareness and educate the community of the factors contributing to homelessness and the benefits of affordable housing and supportive services. **(Short-term: 1–3 years, PRIORITY)**

A communications strategy, including public awareness events regarding housing and homelessness will provide an opportunity for residents to learn about and discuss housing affordability and homelessness issues in the community and help to destigmatize experiences of homelessness. In addition, awareness training will assist in educating the community on the benefits of supporting vulnerable residents. Awareness activities would benefit from the perspectives of people with lived experience to ensure that their voices are included in community dialogue and to provide local context to experiences of homelessness. Continuing to research best and emerging practices related to public education will help ensure that communication is effective and adaptive to any cultural shifts.

4. Work with community partners to ensure volunteer opportunities are communicated to the public. **(Ongoing)**

Many services provided for people at risk of experiencing homelessness and delivered by social services and faith-based organizations in Richmond are supported by dedicated volunteers. Richmond continues to be a caring and inclusive community and many residents are interested in meaningful volunteer opportunities. A local database of volunteer opportunities will provide information to interested members of the public and will continue to help build capacity for Richmond social service sector.

5. Advocate to senior governments regarding the changing needs of homelessness in Richmond and the need for additional funding. **(Ongoing, PRIORITY)**

Richmond requires additional funding to support program and project development for residents who are experiencing homelessness. The City will continue to advocate to senior levels of government to request funding and resources to meet the housing and homelessness services need of Richmond residents and to build awareness of the homelessness needs in Richmond.

6. Report out annually on the progress of the Homelessness Strategy 2019–2029. **(Ongoing)**

Presenting annual update reports to City Council will ensure that the Strategy's actions are being addressed and will provide a transparent and public record of ongoing progress made. Annual reporting will also provide opportunities to refine the Strategy as appropriate to respond to the changing homelessness needs in the community.



6. MONITORING AND EVALUATION

The performance measures and targets defined below are intended to guide the ongoing evaluation of the Homelessness Strategy 2019–2029 and to monitor if experiences of homelessness are rare, brief and non-recurring in Richmond by 2029. The measures will be used to monitor the effectiveness of the Strategy as a whole, as well as the impact of specific projects and programs. Additional or revised measures may be developed as determined by City staff and the Leadership Table.

Table 1: City of Richmond Homelessness Strategy 2019–2029 Monitoring and Evaluation Framework

Strategic Direction	Performance Measure	Target
Prevent pathways into homelessness	Percentage of individuals receiving support from homeless prevention programs who are still housed three months after program intervention.	90% of all program clients by 2029.
Support residents who are experiencing homelessness	Number of individuals turned away from emergency shelters due to insufficient capacity. Percentage of shelter clients who are referred to appropriate housing options within 30 days.	Zero individuals turned away annually by 2029. 100% of shelter clients are referred to housing options within 30 days by 2029.
Provide pathways out of homelessness	Number of individuals who are experiencing chronic homelessness (individuals without permanent shelter for one year or longer) in Richmond. Number of long-term supportive housing units created for individuals experiencing homelessness.	Zero individuals experiencing chronic homelessness by 2029. 100 long-term units by 2029.
Foster collaboration and capacity-building among community partners	Number of Leadership Table members satisfied with the Table (to be collected through annual membership surveys).	Average membership rating 4 out of 5 on an annual basis.
Communicate, research and monitor the needs of Richmond residents experiencing homelessness	Percentage of front line workers in City facilities and services who have participated in homelessness awareness training.	85% by 2025.

7. NEXT STEPS

Moving forward, the City will work with community stakeholders to undertake the recommended actions outlined within the Homelessness Strategy 2019–2029. An immediate priority is creating the Leadership Table to build support amongst local stakeholders to guide the implementation of the Strategy. Other short-term actions include promoting the Strategy and its actions to the provincial and federal governments, Metro Vancouver, and other key stakeholders. On an ongoing basis, the City will monitor the progress and performance of the Homelessness Strategy 2019–2029.



8. CONCLUSION

There are many factors that may lead someone to experience homelessness. These can include lack of adequate income, access to affordable housing options and medical services, experiences of discrimination, traumatic events and personal crisis, physical health problems, disability or mental health concerns.

The City of Richmond is committed to playing a proactive leadership role to facilitate solutions to homelessness in partnership with a wide range of community stakeholders. The Homelessness Strategy 2019–2029 will be the guiding document to further the goal of making experiences of homelessness in Richmond rare, brief and non-recurring. The Homelessness Strategy 2019–2029 identifies partnerships with senior governments and the private and non-profit sector to accomplish the recommended actions set out in its Implementation Plan. Dedicated resources, including City staff time and financial contributions will also be required to meet the needs of Richmond residents experiencing homelessness and to implement the Homelessness Strategy 2019–2029.

With involvement from all sectors—public, non-profit, and the private sector—all Richmond residents experiencing homelessness can receive the supports and housing options necessary to achieve stability in their lives.



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Summary of Public Engagement

The purpose of this attachment is to summarize key themes that emerged through the various public engagement activities completed in support of the Homelessness Strategy 2019–2029 project.

Engagement Activities

Public engagement was an important component of the Homelessness Strategy 2019–2029 project. The public engagement process included the following activities:

- An online feedback form posted at the Let's Talk Richmond website from May 27 to June 9, 2019;
- A Public Open House held at the Richmond Cultural Centre on June 5 from 4:00-8:00 p.m.; and
- 20 different focus groups held in May and June 2019 with a range of organizations and residents based in Richmond.

The various activities gathered input on two primary questions:

- What needs to be revised in the Draft Strategy?
- What else needs to be included in the Draft Strategy to address homelessness?

Engagement Participants

In total, approximately 275 individuals participated in the engagement activities. These individuals included members of the public and representatives from the following organizations:

- Atira Women's Resource Centre
- BC Housing
- Brighthouse United Church
- Chimo Community Services
- City Centre Community Centre staff
- Connections Community Services
- Development Disabilities Association
- Gilmore Park United Church
- Family Services of Greater Vancouver
- Hamilton Community Centre staff
- Homelessness Services Association of BC
- Kehila Society
- Ministry of Social Development and Poverty Reduction
- Our Saviour Lutheran Church
- Pathways Clubhouse
- Peace Mennonite Church
- Province of BC, Office of Homelessness Coordination
- RainCity Housing staff
- Residents of the temporary modular supportive housing at 6999 Alderbridge Way
- Richmond Addiction Services Society (RASS)

- Richmond Cares, Richmond Gives
- Richmond Centre for Disability
- Richmond Chamber of Commerce
- Richmond Community Services Advisory Committee
- Richmond Family and Youth Court Committee
- Richmond Food Bank
- Richmond MH Consumers and Friends
- Richmond Poverty Response Committee
- Richmond Public Library
- Richmond RCMP
- Richmond School District No. 38
- Richmond Seniors Advisory Committee
- South Arm United Church
- St. Alban Anglican Church
- Steveston United Church
- Tapestry Church
- The Grade 10/11/12 Citizenship Class at A.R. MacNeill Secondary
- The Salvation Army
- Thrive Church
- Touchstone Family Association
- Turning Point Recovery Society
- Union Gospel Mission
- Vancouver Coastal Health Richmond
- YMCA

What We Heard - Key Engagement Themes

The raw notes from all engagement activities (focus groups, Let's Talk Richmond feedback form and open house) were compiled and analyzed to reveal the following key themes.

- *Support for increasing the supply of affordable and supportive housing* – A number of focus group participants supported a strong focus on increasing the supply of affordable housing, particularly supportive housing to meet the needs of individuals experiencing chronic or episodic homelessness.
- *Focus on specific priority groups, particularly youth and seniors* – Many focus group participants acknowledged that a diverse group of Richmond residents experience homelessness. There was particular interest in expanding services for youth, seniors, indigenous people, individuals with complex needs, recent immigrants, young mothers, individuals who are newly homeless and living in a car, and families. Several stakeholders suggested there was a need to enhance language services and other culturally-specific supports for individuals experiencing or at risk of homelessness. Other stakeholders expressed that community partners should prioritize the most vulnerable individuals experiencing homelessness.
- *Support for enhanced collaboration* – Collaboration and coordination were common topics amongst stakeholders. A wide range of stakeholders, including other levels of government,

service providers, community organizations, the faith community, and the private sector, are supportive of enhancing collaborative actions related to addressing homelessness. Let's Talk Richmond respondents suggested enhancing collaboration with the Richmond School District, individuals with lived experience, members of the public, and organizations working in education, health, and employment.

- *Business community support for addressing homelessness* – The Richmond Chamber of Commerce expressed support in being more involved in meetings and initiatives related to homelessness. Specific ideas included future workshops with members of the business community.
- *Support for expanded service delivery* – Multiple focus groups, including representatives from the faith community, noted that a variety of services are currently delivered in the community—for example, meal programs, health supports, events, referrals and other services for individuals experiencing homelessness. Faith community representatives brainstormed new or expanded services, including support for different cultural groups, and new programs and facilities. Similarly, the Poverty Response Committee expressed interest in seeing expanded food programs, nighttime outreach services, and dedicated services for seniors experiencing homelessness.
- *Acknowledgment that there is no single solution to homelessness and that a variety of solutions are needed* – Multiple groups mentioned that actions need to be responsive to specific needs of individuals. In addition, multiple stakeholders stated that various supports must be provided, as a basic housing unit is not always sufficient for individuals who have more complex needs.
- *Acknowledgement that homelessness happens throughout Richmond* – Stakeholders referenced the fact that people are experiencing homelessness in various parts of Richmond, including the City Centre, Steveston and Hamilton. As such, there was support for expanding housing and other programs throughout the city.
- *Need to quantify and monitor homelessness trends* – There was strong support for improving data collection regarding homelessness in the community. In particular, there was interest in having a detailed understanding of the individuals currently experiencing homelessness, including their specific housing and support needs.
- *Preference for budget estimates and performance measures* – Multiple stakeholders, including the Chamber of Commerce, recommended developing budget estimates for several actions in the plan to support advocacy efforts with the provincial and federal governments. In addition, multiple stakeholders expressed support for performance measures and targets to help monitor progress made in implementing the Strategy.
- *Satisfaction with the Vision Statement* – Let's Talk Richmond respondents were asked about their level of agreement with the Vision Statement included in the Draft Richmond Homelessness Strategy. The results were the following:
 - 48 per cent of respondents strongly agreed with the Vision Statement, 35 per cent agreed, 12 per cent disagreed, and 5 per cent strongly disagreed. In general, individuals

who strongly agreed or agreed supported the vision statement, but had suggestions for wording changes or other revisions. Individuals who disagreed or strongly disagreed generally objected to the concept of City involvement in addressing homelessness.

Conclusion

A number of the comments received through the engagement activities were incorporated into the final Richmond Homelessness Strategy. Other comments will be considered as the City and its community partners implement specific projects and programs in the future. In total, the majority of engagement participants were generally supportive of the Homelessness Strategy, and were committed to supporting the work moving forward.



City of Richmond

Report to Committee

To: General Purposes Committee
From: Cecilia Achiam
General Manager, Community Safety
Date: August 30, 2019
File: 12-8275-02/2019-Vol
01
Re: **Passenger Transportation Board Decisions on Ride Hailing Services in the Province**

Staff Recommendation

That, as described in the report titled "Passenger Transportation Board Decisions on Ride Hailing Services in the Province" dated August 30, 2019, from the General Manager, Community Safety:

- (a) staff be directed to present bylaw amendments to accommodate ride hailing services in Richmond in Fall 2019;
- (b) the proposed interim approach to licence Transport Network Services (TNS) companies ready to operate in Richmond similar to a taxi be endorsed; and
- (c) the City request that the Province address apparent discrepancies in the operating regimes of TNS and taxicab companies in order to create equal competitive conditions and minimize any undue impacts to local communities.

Cecilia Achiam
General Manager, Community Safety
(604-276-4122)

Att. 1

REPORT CONCURRENCE	
REVIEWED BY STAFF REPORT / AGENDA REVIEW SUBCOMMITTEE	INITIALS: CJ
APPROVED BY CAO 	

Staff Report

Origin

The Passenger Transportation Board (“PTB”) recently announced new regulations and the licencing process that will be implemented to accommodate Transportation Network Services (“TNS”) in the province. TNS is the generic name given to ride hailing services, commonly provided in other jurisdictions by companies such as Uber or Lyft.

A suite of amendments to the *Passenger Transportation Act* and *Motor Vehicle Act* regulations that will come into effect on September 16, 2019, provide the legislative basis for introducing TNS. The legislation provides sole authority to the PTB to consider and approve TSN applications and to set operating areas, fleet sizes, rates and data requirements as a term and condition of a TNS licence.

The new TNS regulations are not fully aligned with existing PTB regulations governing taxi services nor are the City’s existing bylaws aligned with the introduction of TNS companies. This report identifies an interim approach to accommodate TNS companies in Richmond and recommends that the City request the Province to address apparent discrepancies in the operating regimes of TNS and taxicab companies in order to create equal competitive conditions.

This report supports Council’s Strategic Plan 2018-2022 Strategy #8 An Engaged and Informed Community:

Ensure that the citizenry of Richmond is well-informed and engaged about City business and decision-making.

8.1 Increased opportunities for public engagement.

Analysis

Summary of Changes to Regulations

Starting on September 3, 2019, TNS companies will be able to apply to the Province for a licence to begin offering ride hailing services. Applications are anticipated to take six to eight weeks to process, which would allow TNS companies to begin operating in late 2019.

With the new regulations, there are now a number of differences between the operating conditions for TNS and taxicab companies (Attachment 1). Within the province, Metro Vancouver will be part of Region 1 (Lower Mainland/Whistler area) for TNS companies, which also covers the Fraser Valley, Squamish and Lillooet. Unlike taxi services, vehicles operated by TNS companies in Region 1 will not be restricted by municipal boundaries and will be able to operate across the region from Squamish to Hope. Also unlike taxi services, there will be no limit to the number of vehicles that each company may operate.

Restrictions on TNS companies that are similar to existing taxi regulations are that drivers require a Class 4 Commercial Driver’s Licence issued in BC and a Chauffeur Permit. The Province will now issue Chauffeur Permits for both TNS and taxi companies. Prior to the new regulations, municipalities had authority to issue, review and regulate Chauffeur Permits for taxi companies.

With respect to driver licence requirements, a Class 5 passenger vehicle licence allows operation of vehicles such as cars, vans, trucks and motorhomes. A Class 4 commercial vehicle licence allows operation of taxis and limousines with up to 10 persons including the driver. Unlike a Class 5 licence, the process to obtain a Class 4 licence includes the following requirements:

- be at least 19 years old with at least two years of non-learner driver experience;
- demonstrate an acceptable driving record (no more than four pointable offences in the last two years and no serious driving offences in the last three years);
- successfully complete a Class 4 knowledge test and road test;
- successfully complete a vehicle safety pre-trip inspection test;
- complete all testing in English without assistance from a translator; and
- pass a driver fitness medical examination (at application and routinely thereafter as required by the Superintendent of Motor Vehicles).

All taxi and TNS operators are required to obtain a Criminal Record Check with a Vulnerable Sector Check from local police.

Impact to Municipal Regulations

Staff have worked diligently to provide input to these new regulations at every opportunity during the consultation process undertaken by the Province. Even with this effort, Richmond and many local governments were surprised by many of the new regulations.

The PTB regulations also impact the role of local governments in regulating and licencing all passenger directed vehicles including taxis. Unfortunately, these new regulations were not announced by the PTB in time for municipalities to amend their bylaws to align with the timing of the launch of TNS services.

For example, municipalities are no longer able to issue, review or regulate Chauffeur Permits nor will they be permitted to refuse licencing for TNS or taxis that have been licenced by the PTB. In addition to repealing these requirements from City bylaws, the bylaws will have to be amended to reflect the operating model endorsed by the new regulations. City bylaws currently require each individual taxi to be licenced and inspected by City staff. This is likely to be impractical for TNS vehicles, of which there could be hundreds or thousands of vehicles in the region.

In response to the new PTB regulations, staff from Business Licencing and Transportation are developing bylaw amendments to bring forward to Council in Fall 2019.

Furthermore, as the new regulations for TNS will be in effect starting September 16, 2019, staff are seeking endorsement from Council for an interim approach to accommodate TNS companies in Richmond whereby any TNS company ready to operate in Richmond will be licenced similar to a taxi, even though some of those provisions will be eventually repealed. This proposed approach has been explained to each of the TNS companies that have made inquiries to the City since the new regulations were announced and all have acknowledged general support for this approach.

Impact to Existing Taxi Businesses

In the short period since the announcement of the new regulations, local taxi businesses have expressed significant concerns to the City regarding the lack of a level playing field that will exist for taxi and TNS companies despite the two operators providing a similar service.

A key concern identified by local taxi companies is the unlimited fleet size for TNS companies to operate within Richmond. The taxi companies state that the potential impact of unlimited TNS vehicles active at the same time and in the same place competing at all times of the day for the same business may increase traffic congestion, which in turn will harm local business, waste time for all road users, increase air pollution and interfere with efficient public transportation.

Staff note that research conducted in other cities has indicated an increase in congestion levels and a decrease in public transit use following the introduction of ride hailing services.¹ On that basis, staff feel that it is prudent to relay the feedback from taxi companies to the Province and request that the discrepancies in the operating regimes of TNS and taxicab companies be addressed to create equal competitive conditions and, specifically, to reconsider the number of TNS vehicles that may operate in high-congestion areas at the same time.

Financial Impact

None.

Conclusion

Ride hailing services are anticipated to be active in Richmond by the end of 2019. City bylaws will need to be amended to accommodate this new service and will be presented to Council in Fall 2019. In the interim, TNS companies are proposed to be licenced similar to the City's existing regulations for taxi companies. As the new regulations appear to create dissimilar operating conditions between TNS and taxi companies, staff further recommend that the City relay the concerns of local taxi companies and request the Province address these discrepancies in order to create equal competitive conditions and minimize any undue impacts to local communities (e.g., increased traffic congestion and emissions due to proliferation and circulation of TNS vehicles).



Carli Williams, P.Eng.
Manager, Community Bylaws and Licencing
(604-276-4136)
CW:ca



Joan Caravan
Transportation Planner
(604-276-4035)

Att. 1: Summary Comparison of Regulations and Operating Conditions for Taxis and TNS Companies

¹ "TNCs Today: A Profile of San Francisco Transportation Network Company Activity," San Francisco County Transportation Authority, June 2017.

"The New Automobility: Lyft, Uber and the Future of American Cities," Schaller Consulting, July 2018.

Summary Comparison of Regulations and Operating Conditions for Taxis and TNS Companies

Operating Condition	Taxi	TNS (Ride Hailing Service)
Fleet Size	<ul style="list-style-type: none"> Vehicle cap 	<ul style="list-style-type: none"> No limit
Geographic Boundary	<ul style="list-style-type: none"> Limited within specific geographic operating areas 	<ul style="list-style-type: none"> Permitted to operate across municipal boundaries
Rates	<ul style="list-style-type: none"> Base fare with no surge pricing 	<ul style="list-style-type: none"> Equal to taxi base fare with surge pricing allowed
Passenger Booking	<ul style="list-style-type: none"> Can be hailed from the street May be booked for hire through an app, phone, or website 	<ul style="list-style-type: none"> Cannot be hailed from the street Can only be booked for hire using a transportation network system (app, website or digital dispatch system)
Fare Payment	<ul style="list-style-type: none"> Charge fares when passenger dropped off Choice of payment (app, credit, debit, or cash) 	<ul style="list-style-type: none"> Generally set fees when booking confirmed and prior to passenger pick up Accept payment only through the TNS application No cash payment
Trade Dress/Vehicle Identifiers: Outside	<ul style="list-style-type: none"> PTB plate and vehicle number Top light on roof of vehicle 	<ul style="list-style-type: none"> Company name/logo No requirement for illumination
Trade Dress/Vehicle Identifiers: Inside	<ul style="list-style-type: none"> Driver record check certificate Taxi Bill of Rights Fare and baggage charge information Information on how to register a complaint Taxi meter 	<ul style="list-style-type: none"> No requirement Driver record check certificate to be available on the online platform
Data Sharing with Province	<ul style="list-style-type: none"> No requirement 	<ul style="list-style-type: none"> Required to provide data for monitoring purposes⁽¹⁾
In-Vehicle Camera	<ul style="list-style-type: none"> Required when operating in PTB taxi camera program⁽²⁾ 	<ul style="list-style-type: none"> No requirement
Accessible Services	<ul style="list-style-type: none"> No requirement PTB goal to have accessible taxis in communities across province that have 8 or more taxis in operation PTB may require accessible taxis as term and condition of licence application approval 	<ul style="list-style-type: none"> No requirement Per trip fee of \$0.30 paid in lieu to Province Portion of funds to be used to develop alternative accessible transportation service options
Low Emission Vehicles	<ul style="list-style-type: none"> For any expansion of fleet in Greater Vancouver or the Capital Regional District, all conventional taxis must be gas-electric (hybrid) or all-electric 	<ul style="list-style-type: none"> No requirement
Vehicle Age	<ul style="list-style-type: none"> No requirement 	<ul style="list-style-type: none"> Maximum of 10 years and 1 month

Note:

(1) Data to include: licensee information; trip and shift classification; shift, driver and vehicle information; trip data; trip initiation; trip metrics; pick up/drop off times and locations.

(2) Program areas are Greater Vancouver, Greater Victoria, Chilliwack and Abbotsford areas, Prince George, and Williams Lake.