



City of
Richmond

REVISED
Notice and Agenda
Special Council Meeting

Public Notice is hereby given of a Special Council meeting duly called in accordance with Section 126 of the *Community Charter*, to be held on:

***Date:* Wednesday, December 20, 2023**
***Time:* 3:00 p.m.**
***Place:* Council Chambers**
Richmond City Hall
6911 No. 3 Road

Public Notice is also hereby given that this meeting may be conducted by electronic means and that the public may hear the proceedings of this meeting at the time, date and place specified above.

The purpose of the meeting is to consider the following:

CALL TO ORDER

RECESS FOR PUBLIC WORKS AND TRANSPORTATION
COMMITTEE AND PARKS, RECREATION AND CULTURAL
SERVICES COMMITTEE (OPEN and CLOSED) AND SPECIAL
CLOSED COUNCIL

RECONVENE FOLLOWING RECESS FOR PUBLIC WORKS
AND TRANSPORTATION COMMITTEE AND PARKS,
RECREATION AND CULTURAL SERVICES COMMITTEE
(OPEN and CLOSED) AND SPECIAL CLOSED COUNCIL

CNCL – 1
(Special)

MINUTES

- 11

COMMITTEE OF THE WHOLE

- 1

- PLEASE NOTE THAT FOR LEGAL REASONS, DELEGATIONS ARE NOT PERMITTED ON ZONING OR OCP AMENDMENT BYLAWS WHICH ARE TO BE ADOPTED OR ON DEVELOPMENT PERMITS/DEVELOPMENT VARIANCE PERMITS – ITEM NO. 11.**

- 11

RATIFICATION OF COMMITTEE ACTION

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GENERAL PURPOSES COMMITTEE

5. SIDEWALK SNOW REMOVAL HOUSEKEEPING AMENDMENTS TO TRAFFIC BYLAW NO. 5870 AND NOTICE OF BYLAW VIOLATION DISPUTE BYLAW NO. 8122

(File Ref. No. 10-6000-01) (REDMS No. 7442365)

GENERAL PURPOSES COMMITTEE RECOMMENDATION

ADDED

- (1) *That the Traffic Bylaw No. 5870, Amendment Bylaw No. 10517 be introduced and given first, second and third readings; and*
- (2) *That Notice of Bylaw Violation Dispute Adjudication Bylaw No. 8122, Amendment Bylaw No. 10519, be introduced and given first, second and third readings.*

6. AMENDMENTS FOR BUILDING REGULATION BYLAW NO.7230, NOTICE OF BYLAW VIOLATION DISPUTE BYLAW NO. 8122, AND MUNICIPAL TICKET INFORMATION AUTHORIZATION BYLAW NO. 7321

(File Ref. No. 12-8375-01) (REDMS No. 7409592)

GENERAL PURPOSES COMMITTEE RECOMMENDATION

ADDED

- (1) *That Building Regulation Bylaw No.7230, Amendment Bylaw No. 10507, be introduced and given first, second and third readings;*
- (2) *That Notice of Bylaw Violation Dispute Adjudication Bylaw No. 8122, Amendment Bylaw No. 10508, be introduced and given first, second and third readings; and*
- (3) *That Municipal Ticket Information Authorization Bylaw No. 7321, Amendment Bylaw No. 10509, be introduced and given first, second and third readings.*

ADDED 6A. HOMELESSNESS IN RICHMOND

(File Ref. No. 08-4057-11-01) (REDMS No.)

CNCL-64

[See Page CNCL-64 for full report](#)

RECOMMENDATION

That the staff report titled, “Homelessness in Richmond”, dated December 19, 2023, from the Director, Community Social Development and Director, Community Bylaws and Licencing, be received for information.

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PLANNING COMMITTEE

**7. APPLICATION BY BC HOUSING MANAGEMENT COMMISSION
FOR A TEMPORARY USE PERMIT AT 2520, 2540, 2560, 2580, 2600,
2640 SMITH STREET AND 9031 BRIDGEPORT ROAD**

(File Ref. No. TU 23- 032827) (REDMS No. 7454490)

PLANNING COMMITTEE RECOMMENDATION

ADDED

- (1) *That the application by BC Housing Management Commission for an extension to Temporary Use Permit (TU 20-918062) that permits a three-storey supportive housing building with 40 studio units at 2520, 2540, 2560, 2580, 2600, 2640 Smith Street and 9031 Bridgeport Road be considered for a period of three-years; and*
- (2) *That the application be forwarded to the January 22, 2024 Public Hearing at 7:00 p.m. in the Council Chambers of Richmond City Hall.*

☐

PUBLIC WORKS AND TRANSPORTATION COMMITTEE

**8. TRANSLINK 2024 COST-SHARE FUNDING APPLICATIONS –
TRANSPORTATION PROJECTS**

(File Ref. No. 10-6500-01) (REDMS No. 7431762)

RECOMMENDATION to be forwarded from the Open Public Works and Transportation Committee meeting.

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**9. AWARD OF CONTRACT 8157Q - SUPPLY AND DELIVERY OF
JANITORIAL AND CLEANING SUPPLIES**

(File Ref. No. 10-6000-01) (REDMS No. 7406625)

RECOMMENDATION to be forwarded from the Open Public Works and Transportation Committee meeting.

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10. **2024-2028 – 5 YEAR FINANCIAL PLAN**
(File Ref. No. 03-0970-25-2024-01/2023) (REDMS No. 7455764)

CNCL-19

See Page CNCL-19 for full report

STAFF RECOMMENDATION

- (1) *That the Consolidated 5 Year Financial Plan (2024-2028) Bylaw No. 10515 be introduced and given first, second, and third readings, and*
- (2) *That staff undertake a process of public consultation in accordance with Section 166 of the Community Charter.*

☐

PUBLIC ANNOUNCEMENTS

BYLAWS FOR ADOPTION

CNCL-39

Public Notice Bylaw No. 10520
Opposed at 1st/2nd/3rd Readings – None

☐

CNCL-41

Richmond Zoning Bylaw No. 8500, Amendment **Bylaw No. 10435**
(8420 Heather Street, RZ 21-938262)
Opposed at 1st Reading – None.
Opposed at 2nd/3rd Readings – None.

☐

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DEVELOPMENT PERMIT PANEL

11. RECOMMENDATION

See DPP Plan Package (distributed separately) for full hardcopy plans

CNCL-43
CNCL-61

- (1) *That the **minutes** and **Chair's report** of the Development Permit Panel meeting held on December 13, 2023, be received for information; and*
- (2) *That the recommendation of the Panel to authorize the issuance of:*
- (a) *a Development Permit which would:*
- (i) *Permit the construction of a three-storey 25-unit affordable rental housing building at 4831 Steveston Highway on a site zoned "Low Rise Rental Apartment (ZLR48) – Steveston Highway (Steveston)"; and*
- (ii) *Vary the provisions of Richmond Zoning Bylaw No. 8500 to allow 37 per cent of the required vehicle parking spaces to be small car spaces,*
- be endorsed, and the Permit so issued.*



ADJOURNMENT



Claudia Jesson
Corporate Officer

CNCL – 4B
(Special)



Regular Council

Monday, December 11, 2023

Place: Council Chambers
Richmond City Hall

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

Corporate Officer – Claudia Jesson

Call to Order: Mayor Brodie called the meeting to order at 7:00 p.m.

RES NO. ITEM

MINUTES

- R23/21-1 1. It was moved and seconded
That:
- (1) *the minutes of the Regular Council meeting held on November 27, 2023, be adopted as circulated; and*
 - (2) *the Metro Vancouver 'Board in Brief' dated November 24, 2023, be received for information.*

CARRIED



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COMMITTEE OF THE WHOLE

- R23/21-2 2. It was moved and seconded
That Council resolve into Committee of the Whole to hear delegations on agenda items (7:01 p.m.).

CARRIED

3. Delegations from the floor on Agenda items – None.

- R23/21-3 4. It was moved and seconded
That Committee rise and report (7:02 p.m.).

CARRIED

CONSENT AGENDA

- R23/21-4 5. It was moved and seconded
That Items No. 6 through No. 13 be adopted by general consent.

CARRIED

6. **COMMITTEE MINUTES**

That the minutes of:

- (1) *the Parks, Recreation and Cultural Services Committee meeting held on November 28, 2023;*
- (2) *the Finance Committee meeting held on December 4, 2023;*
- (3) *the General Purposes Committee meeting held on December 4, 2023;*
and
- (4) *the Planning Committee meeting held on December 5, 2023;*
be received for information.

ADOPTED ON CONSENT



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**7. OPPORTUNITY FOR JAPANESE CANADIAN BOAT BUILDER
DISPLAY AT BRITANNIA SHIPYARDS**

(File Ref. No. 11-7141-01) (REDMS No. 7441423, 7490675)

- (1) *That staff be authorized to submit an application to the Japanese Canadian Legacies Fund for up to \$400,000 for the creation of a Japanese Canadian Boat Builders Display at Britannia Shipyards as described in the report titled “Opportunity for Japanese Canadian Boat Builder Display at Britannia Shipyards”, dated October 25, 2023, from the Director, Arts, Culture and Heritage Services;*
- (2) *That should the funding application be successful, the Chief Administrative Officer and the General Manager, Community Services be authorized to execute the agreement on behalf of the City of Richmond with the Japanese Canadian Legacies Fund;*
- (3) *That should the funding application be successful, the Consolidated Five-Year Financial Plan (2023-2027) be amended accordingly; and*
- (4) *That should the funding application be successful, the Chief Administrative Officer and General Manager, Community Services be authorized to negotiate the terms of the Sakamoto donation, including the Crystal S vessel; and*
- (5) *That staff report back to Committee with an update in May 2024.*

ADOPTED ON CONSENT

**8. SPORTS FACILITY NEEDS ASSESSMENT – COMMUNITY
ASSOCIATION AND SOCIETY ENGAGEMENT UPDATE**

(File Ref. No. 11-7000-10-02) (REDMS No. 7405278, 7437364, 7437735, 7431510, 7468057)

- (1) *That the prioritized sport facility and infrastructure list be received and endorsed in principle for consideration in future corporate facility or park plans as outlined in the staff report titled “Richmond Sports Facility Needs Assessment – Community Association and Society Engagement Update”, dated October 20, 2023, from the Director, Recreation and Sport Services;*
- (2) *That, should opportunities arise, the priority list can be changed; and*



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- (3) *That staff continue to outreach and find opportunities to engage people and groups in emerging sports.*

ADOPTED ON CONSENT

9. BOWLING GREEN COMMUNITY ACTIVITY CENTRE TERMS OF REFERENCE FOR PUBLIC ART PROJECT

(File Ref. No. 11-7000-09-20-283) (REDMS No. 7418679, 7366578)

That the Terms of Reference for the Bowling Green Community Activity Centre public artwork, as presented in the report titled “Bowling Green Community Activity Centre Terms of Reference for Public Art Project”, from the Director, Arts, Culture and Heritage Services, dated November 1, 2023, be endorsed.

ADOPTED ON CONSENT

10. PUBLIC NOTICE BYLAW NO. 10520

(File Ref. No. 12-8060-20-010520) (REDMS No. 7465322, 7470151)

- (1) *That Council resolve that it has considered the principles prescribed by Public Notice Regulation B.C. Reg. 52/2022 in accordance with subsection 94.2(6)(a) of the Community Charter, SBC 2003, Chapter 26, as amended; and,*
- (2) *That the Public Notice Bylaw No. 10520, a bylaw to provide for alternative means of publishing a statutory notice, be introduced and given first, second and third readings.*

ADOPTED ON CONSENT

11. NALOXONE KITS IN CIVIC BUILDINGS

(File Ref. No. 02-0650-01; 11-7200-01) (REDMS No. 7489239, 7490682)

- (1) *That Naloxone Kits are made available for the public to access at all Richmond civic buildings including the Richmond Olympic Oval; and,*
- (2) *That procedures for access are developed along the lines of access to Automated External Defibrillators.*

ADOPTED ON CONSENT



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**12. 2024 OPERATING AND CAPITAL BUDGETS FOR RICHMOND
PUBLIC LIBRARY**

(File Ref. No. 03-0970-25-2024-01) (REDMS No. 7434262)

That the 2024 proposed Richmond Public Library budget with a municipal contribution of \$11,285,400 as presented in Attachment 1 from the Chief Librarian and the Secretary of the Board, be approved.

ADOPTED ON CONSENT

13. 2024 PROPOSED OPERATING BUDGET

(File Ref. No. 03-0970-25-2024-01) (REDMS No. 7374856, 7490668)

- (1) The 2024 Proposed Operating Budget as presented in Budget Option 2 for a total of 5.62% be approved as outlined below:**
- (a) A same level of service budget increase of \$8,900,427 after tax growth with a tax increase of 3.10% be approved; and**
 - (b) Emerging organizational additional levels in the amount of \$1,501,828 as presented in Attachments 8, 9 and 10 of the staff report titled 2024 Proposed Operating Budget with a tax increase of 0.52% be approved; and**
 - (c) Transfer to reserves for Investment in Community Facilities as per Council's Long Term Financial Management Strategy in the amount of \$2,870,523 with a tax increase of 1.00% be approved; and**
 - (d) Senior level government and other government agency increase of \$3,491,599 with a tax increase of 1.22% be approved; and**
 - (e) Use of reserves for program expenditures for Affordable Housing, Child Care and Public Art programs of \$1,581,197 as presented in Attachment 7 be approved; and**
 - (f) Operating budget impacts totalling \$971,855 with a tax increase of 0.34% be approved; and**
 - (g) The Rate Stabilization Account be used to reduce the overall impact of additional operating costs for a total of \$1,612,500 resulting in a tax decrease of 0.56% be approved; and**



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- (2) *The 2024 Operating Budget as approved be included in the Consolidated 5 Year Financial Plan (2024-2028).*

ADOPTED ON CONSENT

**CONSIDERATION OF MATTERS REMOVED FROM THE
CONSENT AGENDA**

FINANCE COMMITTEE

Mayor Malcolm D. Brodie, Chair

14. 2024 PROPOSED CAPITAL BUDGET

(File Ref. No. 03-0970-25-2024-01) (REDMS No. 7375551, 7490665, 7498414)

R23/21-5

It was moved and seconded

- (1) *That the 2024 Proposed Capital Budget as presented in Appendix 3 totaling \$208,564,335 be approved; and*
- (2) *That the 2024 Proposed Capital Budget as approved be included in the Consolidated 5 Year Financial Plan (2024-2028).*

The question on the motion was not called as the following **amendment motion** was introduced:

R23/21-6

It was moved and seconded

That the motion be amended to add:

That the Brighthouse Park Baseball Diamond Infield Upgrade facility, at a cost of \$520,000, be added to the Capital budget with funding coming from the Council Community Initiatives Account.

The question on the amendment motion was not called as discussion ensued with respect to the funding source and suggested improvements to the Brighthouse Park baseball field.



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In response to queries from Committee, staff noted that (i) the Council Community Initiatives Account has a current balance of \$1.3 million, can be used for various projects at Council's discretion, and gets topped up annually, (ii) if approved, the Brighthouse Park Baseball Diamond upgrade can be incorporated into the Parks Services schedule without affecting other projects or priorities, (iii) the new artificial turf infield would join seamlessly with the adjacent sand-based natural turf field, both equipped with drainage, and the life expectancy of most artificial turf surfaces is approximately 12-15 years, and (iv) the field is primarily used for baseball and could also be utilized by softball, slo-pitch, and other sport field user groups.

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

Discussion ensued regarding the need for park facilities improvements in East Richmond, including the rugby change room facilities at King George Park.

In response to queries from Council, staff advised that the City funding for the Annual Infrastructure Replacements and Building Improvements program is approximately \$3.4 million, and the Facility Services and Project Development Department has the budget to maintain and operate the rugby change room facilities.

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

R23/21-7

It was moved and seconded

That the Rugby Change Room Facilities project at King George Park, with an estimated cost of \$700,000, be approved, with the funding source coming from the existing Capital Budget.

The question on the amendment motion was not called as discussion ensued with respect to (i) the difference between upgrading and replacing facilities, (ii) the use and current condition of the rugby change room facilities, and (iii) the like-for-like modular replacement facility of the rugby change rooms being included on the Sports Facility and Infrastructure Prioritized List for future review.



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Further discussion ensued regarding the condition of the existing change room facility and how it could be adopted for multi-purpose use, and as a result there was agreement from the mover, the seconder and all members present to withdraw the amendment motion, and the amendment motion was **WITHDRAWN**.

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

It was moved and seconded

That staff investigate the possibility of a fully upgraded East Richmond change room facility at King George Park, including budget, the current and future status of the existing facility, and use by various sport user groups, and report back.

CARRIED

Opposed: Cllr. Wolfe

In response to queries from Council, staff advised that there is the potential for 12 of the 23 replacement vehicles and equipment to be zero emission and the cost of an electric frontline fire vehicle is approximately twice the cost of the proposed 2024 replacement frontline truck.

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

- (1) *That the 2024 Proposed Capital Budget as presented in Appendix 3 and as amended to include the Brighthouse Park Baseball Diamond Infield Upgrade, at a cost of \$520,000 funded from the Council Community Initiatives Account, totalling \$209,084,335 be approved; and*
- (2) *That the 2024 Proposed Capital Budget as approved be included in the Consolidated 5 Year Financial Plan (2024-2028).*

was then called, and it was **CARRIED**.



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NON-CONSENT AGENDA ITEMS

FINANCE COMMITTEE

Mayor Malcolm D. Brodie, Chair

15. **2024 ONE-TIME EXPENDITURES**

(File Ref. No. 03-0970-01) (REDMS No. 7402021, 7490671)

R23/21-8

It was moved and seconded

That the one-time expenditures totaling \$2,977,311 as outlined in Attachment 1 of the 2024 One-Time Expenditures staff report, be approved with funding from the Rate Stabilization Account and included in the Consolidated 5 Year Financial Plan (2024-2028).

The question on the motion was not called as discussion ensued regarding the Public Safety Mobile Command and Communication Centre Vehicle and the use of zero emission vehicles.

In response to queries from Council, staff noted that the Public Safety Mobile Command and Communication Centre Vehicle will be built to specifications.

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

PUBLIC ANNOUNCEMENTS

Mayor Brodie announced that:

The following persons were elected as directors of the Richmond Olympic Oval for a term effective January 1, 2024, ending immediately prior to the 2025 annual general meeting of the Richmond Olympic Oval Corporation:

- Traci Corr;
- Bob Jackson;
- Kush Panatch;
- Bob Ransford; and



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- Serj Sangara.

The following were appointed to the Aquatic Advisory Board for a two-year term to expire on December 31, 2025:

- Andrea Golba;
- Jeremy Hopwood;
- Deb McGrath; and
- Rosemary Nickerson.

The following were appointed to the Minoru Centre for Active Living Program Committee for a two-year term to expire on December 31, 2025:

- Rosemary Nickerson;
- Bruce Stygall;
- Bernard Seo; and
- Becky Wong.

The following were appointed to the Economic Advisory Committee for a two-year term to expire on December 31, 2025:

- Keith Bailey;
- Patrick Caffrey;
- Dave Frank;
- Kenneth Ip;
- Guillermo Francisco;
- Myriame Gabay;
- Theresa Rawle;
- Vu Hoang Long Tran; and
- Shaena Furlong
- Paul Tilbury – appointed as Chair



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Arvind Sharma has been appointed to the YVR Aeronautical Noise Management Committee for a two-year term to expire on December 31, 2025.

The following were appointed to the Richmond Seniors Advisory Committee for a two-year term to expire on December 31, 2025:

- Ihsan Malik;
- Queenie Choo;
- Carol Dickson;
- Arnold Abramson;
- Zarina Chan;
- Monique Davidson; and
- Tom Tang.

Richard Marion has been appointed to the Richmond Accessibility Advisory Committee for a two-year term to expire on December 31, 2025.

The following were appointed to the Food Security and Agricultural Advisory Committee for a two-year term to expire on December 31, 2025:

- Allen Rose;
- Lynn Kemper;
- Vida Rose; and
- Phil Carriere.

The following were appointed to the Richmond Heritage Commission for a two-year term to expire on December 31, 2025:

- Todd Follett;
- Ron Hyde;
- Rod Kawamoto; and



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- Jim Carter-Huffman.

BYLAWS FOR ADOPTION

R23/21-9

It was moved and seconded

That the following bylaws be adopted:

Richmond Zoning Bylaw 8500, Amendment *Bylaw No. 10294* (13340 Smallwood Place, ZT 21-930124); and

Richmond Zoning Bylaw No. 8500, Amendment *Bylaw No. 10448* (15140 Westminster Highway, ZT 23-009334).

CARRIED

DEVELOPMENT PERMIT PANEL

R23/21-10 16.

It was moved and seconded

(1) *That the minutes of the Development Permit Panel meeting held on November 29, 2023, and the Chair's reports for the Development Permit Panel meetings held on December 14, 2022, and November 29, 2023 be received for information; and*

(2) *That the recommendations of the Panel to authorize the approval of:*

(a) *changes to the design of the Development Permit (DP 20-890821) issued for the properties located at 5500, 5502, 5506 and 5508 Williams Road (formerly 5500 Williams Road); and*

(b) *changes to the design of the Development Permit (DP 18-829236) issued for the properties located at 7580 No. 1 Road (formerly 7464, 7480, 7500, 7520, 7540, 7560/7580 and 7600 No. 1 Road);*

be endorsed and the changes be deemed in General Compliance with the Permits.

CARRIED



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PUBLIC DELEGATIONS ON NON-AGENDA ITEMS

- R23/21-11 17. It was moved and seconded
That Council resolve into Committee of the Whole to hear delegations on non-agenda items (7:49 p.m.).

CARRIED

- (1) Igor Bjelac, Charity Director, Immigrant Link Centre Society (ILCS), referenced their submission (Copy on File, City Clerk's Office) on food support for low income individuals and refugees and increasing food security through zero food waste.

In response to queries from Council, the delegation advised that (i) ILCS is based out of Coquitlam and their program serves the Lower Mainland and North Shore, and (ii) ILCS has received community grants and government funding and continue to apply for grants.

- (2) Deirdre Whalen, President, Richmond Poverty Reduction Coalition, Linda Rosas, Shaelyn Jerome and CJ Ellison, supporters, presented on the LEMR housing program, referencing their submission (Copy on File, City Clerk's Office).

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

It was moved and seconded

That the Richmond Poverty Reduction Coalition presentation be referred to staff to further analyse and report back on the LEMR housing program.

CARRIED

Discussion ensued regarding the concept of a central waitlist for LEMR units, and a forthcoming report in response to a previous referral to review the notion of a waitlist and other elements of the LEMR program.

- (3) Jennifer West, Executive Director, Richmond Division of Family Practice, and Dr. Angela Shen, family physician in Richmond, spoke to the family doctor shortage, referencing their presentation (Copy on File, City Clerk's Office).



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In response to queries from Council, the delegation advised that (i) it is estimated that approximately 44,000 people in Richmond do not have a family doctor, (ii) Richmond is in competition with neighbouring communities for family doctors, and (iii) east Richmond is less represented and has difficulty attracting general practitioners.

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

It was moved and seconded

That the Richmond Division of Family Practice presentation be referred to staff to examine and report back on the implications.

CARRIED

In response to queries from Council, staff advised that there are many different types of medical facilities in terms of zoning descriptions depending on the services offered.

- R23/21-12 18. It was moved and seconded
That Committee rise and report (8:38 p.m.).

CARRIED

ADJOURNMENT

- R23/21-13 It was moved and seconded
That the meeting adjourn (8:39 p.m.).

CARRIED

Certified a true and correct copy of the Minutes of the Regular meeting of the Council of the City of Richmond held on Monday, December 11, 2023.

Mayor (Malcolm D. Brodie)

Corporate Officer (Claudia Jesson)



City of Richmond

Report to Council

To: Richmond City Council
From: Jerry Chong, CPA, CA
General Manager, Finance and Corporate Services
Date: December 12, 2023
File: 03-0970-25-2024-01/2023-Vol 01
Re: Consolidated 5 Year Financial Plan (2024-2028) Bylaw No. 10515

Staff Recommendation

1. That the Consolidated 5 Year Financial Plan (2024-2028) Bylaw No. 10515 be introduced and given first, second, and third readings.
2. That staff undertake a process of public consultation in accordance with Section 166 of the *Community Charter*.

Jerry Chong, CPA, CA
General Manager, Finance and Corporate Services
(604-276-4064)

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Law	<input checked="" type="checkbox"/>	
REVIEWED BY SMT	INITIALS:	APPROVED BY CAO

Staff Report

Origin

Section 165 of the *Community Charter* requires the City to adopt a 5 Year Financial Plan (5YFP) Bylaw. Section 173 of the *Community Charter* states that a municipality must not make an expenditure other than one authorized in its annual financial plan. The 5YFP Bylaw provides the City with the authority to proceed with spending to the limits as outlined in the bylaw. The City is required under section 166 of the *Community Charter* to undertake a process of public consultation prior to adoption of the 5YFP.

The 5YFP Bylaw No. 10515 consolidates the budgets for Utility, Operating, Capital budgets and One-Time Expenditures. The key components of 5YFP Bylaw No. 10515 are as follows:

Table 1: Summary of Approval of the 2024 Budgets

Budget Report	Approval Date	Council Resolution
2024 Utility Budgets and Rates	November 14, 2023	Approved as presented
2024 Operating and Capital Budgets for Richmond Public Library	December 11, 2023	Approved as presented
2024 Proposed Operating Budget	December 11, 2023	Approved as presented
2024 One-Time Expenditures	December 11, 2023	Approved as presented
2024 Proposed Capital Budget	December 11, 2023	Approved as amended by Council

The 2024 Utility rates were approved by Council on November 14, 2023 and the following bylaws were adopted on November 27, 2023:

- Flood Protection Bylaw No. 10426, Amendment Bylaw No. 10499
- Sanitary Sewer Bylaw No. 10427, Amendment Bylaw No. 10500
- Solid Waste & Recycling Regulation Bylaw No. 6803, Amendment Bylaw No. 10501
- Waterworks and Water Rates Bylaw No. 5637, Amendment Bylaw No. 10502

The Consolidated 5YFP includes the preliminary draft budget for the City's wholly owned subsidiary Richmond Olympic Oval Corporation.

The Consolidated 5YFP does not include the budget for Lulu Island Energy Company (LIEC) since LIEC has been classified as a Government Business Enterprise and is required to apply International Financial Reporting Standards while the City is required to report under Public Sector Accounting Standards.

The Consolidated 5YFP Bylaw includes estimates for 2025-2028 based on information currently available and will be revised with the financial plan for each respective year. Inclusion in the financial plan for 2025 and beyond does not represent final approval.

Analysis

This report combines the Council approved 2024 budgets and additional items into a consolidated financial plan to provide expenditure authorization, allowing the City to formally proceed with delivering programs and services to the community. In addition, the 5YFP includes operating and capital carryforward amounts that have been approved in prior years, however, projects and programs are expected to be completed in 2024 and future years.

Adjustments with No Impact on Rates

Included in the One-Time Expenditures approved by Council is an amount to fund the Public Safety Mobile Command and Communication Centre Vehicle. This Community Safety vehicle will be included as part of the 2024 Capital Budget within the 5YFP bylaw as presented in Attachment 1. Attachments 2 and 3 present the Approved 5 Year Capital Plan (2024-2028) Summary and Funding Sources.

Additional Amounts Funded by Reserves

In order to obtain expenditure authorization through the 5YFP, an estimate of \$2,260,000 will be added to the 2024 Affordable Housing program with funding of \$2,210,000 from the Affordable Housing City-Wide reserve and \$50,000 from the Affordable Housing Operating Reserve. Disbursements for these additional amounts are subject to Council authorization.

Additional Amounts Funded by Rate Stabilization Account

In order to obtain expenditure authorization through the 5YFP, an additional amount of \$604,000 is added to the Community Social Development operating budget funded by the Rate Stabilization Account. Programs will be delivered as approved by Council.

Prior Year Capital Carryforwards

The 5YFP includes amounts from previously approved and funded projects that are still in progress as capital projects may take several years to complete after Council approval. There is no tax impact as a result of including these amounts in the financial plan.

Prior Year Operating Carryforwards

The 5YFP includes amounts from previously approved and funded projects that are still in progress, including one-time expenditures and operating programs funded by previous budgets, which may take several years to complete after Council approval. There is no tax impact as a result of including these amounts in the financial plan.

Developer Contributed Assets

The 5YFP also includes an estimate for the value of negotiated developer contributed assets that the City will take ownership of as a result of rezoning approvals. This includes dedicated land under new road, infrastructure and building facilities contributed by developers. There is no cost to the City for building the initial infrastructure; however, it becomes part of the City's inventory

of assets to maintain and eventually replace. There are also Operating Budget Impacts (OBI) associated with developer contributed assets and the OBI's will be included in the budget process for consideration when the assets are in service.

Operating Budget Impacts (OBI)

The 5YFP includes OBI estimates for approved capital projects where applicable. The approved 2024 Capital Budget includes OBI for water infrastructure and flood protection projects. Since the approval occurred subsequent to the setting of the utility rates, this additional operating cost is not factored into the 2024 utility rates. This additional impact will be funded by the water levy stabilization account and flood protection provision account and will be incorporated into the 2025 utility rates.

Attachment 4 presents the breakdown of the 2024 Municipal Tax Dollar with approved OBI and Additional Levels.

Public Consultation

Section 166 of the *Community Charter* requires a process of public consultation prior to adoption of the 5YFP. In order to comply with this requirement, the following communication initiatives will include:

- preparing an information bulletin on the City website with a link to the budget and 5YFP reports;
- engaging a public forum on Let's Talk Richmond scheduled to launch on January 8, 2024;
- utilizing social media to raise awareness of the public consultation period through Facebook and X (formerly known as Twitter) accounts; and
- advertising in the *Vancouver Sun/Province* as a reminder of the ongoing public consultation.

Table 2 summarizes the results from the last public consultation for the Consolidated 5YFP (2023 – 2027).

Table 2: Results from Public Consultation for the Consolidated 5YFP (2023 – 2027)

Public Consultation Statistics	Consolidated 5YFP (2023 - 2027)
Number of Engagements	310
Number of Comments Received	29

In order to ensure that the 5YFP consultation is effective and efficient, staff will continue to conduct the process through Let's Talk Richmond and social media.

The public consultation period will run until January 21, 2024 and staff will report the results to Council in advance of the meeting scheduled to give final reading to the 5YFP bylaw.

Financial Impact

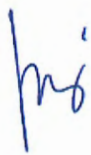
The Consolidated 5YFP (2024-2028) has been prepared in accordance with Section 165 of the *Community Charter* and includes the proposed expenditures and funding sources which have been approved by Council. Table 3 summarizes the proposed 2024 tax increase of 5.62%, and estimates for 2025 through 2028. The estimated tax increase for the 5YFP includes a 1.00% increase for investment in community infrastructure each year in accordance with Council's Long Term Financial Management Strategy.

Table 3 – Proposed 5YFP 2024-2028 Summary

Proposed 5 Year Financial Plan	2024 Budget	2025 Plan	2026 Plan	2027 Plan	2028 Plan
Same Level of Service Increase Before Storm Reallocation to Utility Budget	3.12%	3.42%	2.82%	2.10%	2.38%
Less: Storm Reallocation to Utility Budget	(0.63%)	0.00%	0.00%	0.00%	0.00%
Rate Stabilization - Prior Year	0.61%	0.53%	0.37%	0.23%	0.11%
Same Level of Service Increase	3.10%	3.95%	3.19%	2.33%	2.49%
Investment in Community Infrastructure	1.00%	1.00%	1.00%	1.00%	1.00%
External Senior Government Related Increases	1.22%	0.77%	0.73%	0.65%	0.62%
Emerging Organizational Additional Levels	0.52%	0.33%	0.30%	0.29%	0.27%
Operating Budget Impact from Capital Budget	0.34%	0.39%	0.37%	0.17%	0.17%
Rate Stabilization	(0.56%)	(0.39)%	(0.25)%	(0.12)%	0.00%
Proposed Operating Budget Increase	5.62%	6.05%	5.34%	4.32%	4.55%

Conclusion

Staff recommend that the Consolidated 5 Year Financial Plan Bylaw (2024-2028) No. 10515 be given first through third readings and undertake the public consultation process.



Mike Ching, CPA, CMA
Director, Finance
(604-276-4137)

MS:yc

- Att. 1: 5 Year Capital Plan by Program (2024-2028)
 2: 5 Year Capital Plan Summary (2024-2028)
 3: 5 Year Capital Plan Funding Sources (2024-2028)
 4: 2024 Municipal Tax Dollar (With OBI and Additional Levels)
 5: Consolidated 5 Year Financial Plan (2024-2028) Bylaw No. 10515

CITY OF RICHMOND
5 YEAR CAPITAL PLAN BY PROGRAM (2024-2028)
(in \$000s)

	2024	2025	2026	2027	2028
Infrastructure Program					
Roads					
Active Transportation Improvement Program	1,000	750	750	750	750
Annual Asphalt Re-Paving Program - MRN	3,370	3,403	1,737	1,772	1,808
Annual Asphalt Re-Paving Program - Non-MRN	3,940	4,137	4,344	4,561	4,788
Arterial Roadway Improvement Program	1,000	800	800	800	800
Bridge Rehabilitation Program	300	-	300	-	-
Capstan Station Integration Capital Works	-	2,000	-	-	-
Citywide Connector Walkways Rehabilitation Program	250	250	250	-	-
Citywide Sidewalk and Street Light Replacement Program	500	500	500	-	-
Gilbert Road Off-road Cycling Facility, Granville Avenue to Elmbridge Way	4,150	-	-	-	-
LED Street Name Sign Program	200	200	200	200	200
Neighbourhood Walkway Program	500	500	500	500	500
Shell Road Multi-Use Pathway, Highway 99 to River Road	-	-	8,400	-	-
Special Crosswalk Program	350	350	350	350	350
Steveston Highway Multi-Use Pathway, Shell Road to Hwy 99 Overpass	-	5,700	-	-	-
Street Light LED Upgrades	490	490	490	-	-
Supplementary Asphalt Re-Paving Program - Non-MRN	1,000	-	-	-	-
Top 20 Collision Prone Intersections - Implementation of Medium-/Long-term Improvements	600	2,000	2,000	2,000	2,000
Traffic Calming Program	300	300	300	300	300
Traffic Signal Power Backup System (UPS)	200	200	200	200	200
Traffic Signal Program	600	500	500	500	500
Traffic Video and Communication Program	400	400	400	400	400
Transit-Related Amenity Improvement Program	100	100	100	100	100
Transit-Related Roadway Improvement Program	200	200	200	200	200
Transportation Planning, Functional and Preliminary Design	600	400	400	400	400
Total Roads	\$20,050	\$23,180	\$22,721	\$13,033	\$13,296
Flood Protection					
Box Culvert Repair	-	1,500	500	250	250
Burkeville Utility Improvements	4,005	3,104	2,900	500	3,000
Canal Stabilization and Drainage and Irrigation Upgrades	3,000	4,300	1,955	940	250
Development Coordinated Works - Flood Protection	250	250	250	250	250

	2024	2025	2026	2027	2028
Disaster Mitigation and Adaptation Fund Infrastructure Upgrades	10,000	9,234	-	-	-
Drainage Network Ecological Enhancement	-	150	-	150	-
Drainage Pump Station Rehabilitation and Generator Upgrade	200	500	250	150	250
Flood Protection and Dike Improvements	1,084	4,502	11,366	16,200	15,116
Habitat Offsetting	-	-	1,500	-	-
Invasive Species Management	200	200	200	200	200
Laneway Drainage Upgrade	1,272	1,766	1,158	2,211	1,250
No. 3 Road South Pump Station Upgrade	-	11,000	-	-	-
SCADA System Improvements	350	300	300	300	300
Watercourse Rehabilitation and Replacement	200	150	150	150	150
Total Flood Protection	\$20,561	\$36,956	\$20,529	\$21,301	\$21,016
Water					
Development Coordinated Works - Water	250	250	250	250	250
Fire Hydrant Upgrades	400	-	-	-	-
Pressure Reducing Valve Upgrades	-	2,250	-	-	-
Water Metering Program	2,000	3,000	3,000	3,000	3,000
Watermain Replacement Upgrades Program	6,668	4,406	7,517	9,536	7,865
Watermain Tie-in and Restoration	300	330	343	360	375
Total Water	\$9,618	\$10,236	\$11,110	\$13,146	\$11,490
Sanitary Sewer					
8333 Cooney Road Development Coordinated Works - Sanitary System Upgrade	2,300	-	-	-	-
9800 Van Horne Way Development Coordinated Works	2,800	-	-	-	-
Cabot Sanitary Pump Station Upgrade	-	-	1,714	-	-
Chevoit Sanitary Pump Station Upgrade	-	-	-	-	2,000
Danube Sanitary Pump Station Upgrade	-	-	-	1,791	-
Development Coordinated Works - Sanitary	250	250	250	250	250
Richmond Park Sanitary Pump Station Upgrade	-	2,767	-	-	-
Sanitary Pump Station and Forcemain Upgrades and Rehabilitation	700	550	600	600	600
Sanitary Sewer Gravity System Assessment and Rehabilitation	1,050	700	700	750	800
Sanitary Sewer Tie-in and Restoration	150	150	150	150	150
Steveston Sanitary Sewer Rehabilitation	900	2,000	2,200	2,000	2,000
Total Sanitary Sewer	\$8,150	\$6,417	\$5,614	\$5,541	\$5,800
Infrastructure Advanced Design and Minor Public Works					
Public Works Infrastructure Advanced Design	2,970	2,170	2,453	1,755	2,115
Public Works Minor Capital - Dikes	400	400	400	400	400
Public Works Minor Capital - Drainage	455	400	400	400	400
Public Works Minor Capital - Roads	250	250	350	-	-
Public Works Minor Capital - Sanitary	455	400	400	400	400
Public Works Minor Capital - Sanitation and Recycling	600	300	300	300	300

	2024	2025	2026	2027	2028
Public Works Minor Capital - Water	450	400	400	400	400
Total Infrastructure Advanced Design and Minor Public Works	\$5,580	\$4,320	\$4,703	\$3,655	\$4,015
Total Infrastructure Program	\$63,959	\$81,109	\$64,677	\$56,676	\$55,617
Building Program					
Building					
Annual Infrastructure Replacements and Building Improvements	3,460	4,000	4,000	4,000	4,000
Capital Buildings Project Development Advanced Design	1,500	500	500	500	500
Childcare Facility Infrastructure Renewals	-	-	-	-	1,000
City Hall Annex Infrastructure Replacements	600	-	-	-	-
City Hall Mechanical and Interior Finish Renewals	-	6,800	-	-	-
Community Safety Building - Roof Replacement and Mechanical Renewals	-	-	-	7,000	-
Community Safety Building Mechanical System Renewals	-	1,400	-	-	-
Community Safety Building Security Enhancements and Infrastructure Replacement	1,788	-	-	-	-
East Richmond Hall Envelope and HVAC Renewals	-	-	250	-	-
Fire Hall No. 7 System Renewals	1,900	-	-	-	-
Garden City Lands - Community Hub	-	-	-	20,000	-
Hugh Boyd Community Facility and Fieldhouse	-	17,000	-	-	-
Library Cultural Centre Envelope System Renewals	-	2,400	-	-	-
Richmond Curling Club Priority 2 Repairs - Phase 2	3,100	-	-	-	-
Richmond Curling Club Priority 2 Repairs - Phase 3	-	2,400	-	-	-
Richmond Curling Club Priority 3 Repairs	-	-	900	-	-
Richmond Ice Centre System and Interior Renewals	-	-	1,700	-	-
Steveston and South Arm Outdoor Pool Renewals	4,300	-	-	-	-
Steveston Martial Arts Envelope and Interior Renewals	-	-	550	-	-
Steveston Martial Arts Roof Beam Remediation and Fascia Board Replacement	1,000	-	-	-	-
Works Yard Replacement - Phase 1	70,000	-	-	-	-
Works Yard Replacement - Phase 2	-	-	50,000	-	-
Works Yard Replacement - Phase 3	-	-	-	-	30,000
Total Building	\$87,648	\$34,500	\$57,900	\$31,500	\$35,500
Heritage					
Britannia Shipyards - Britannia Shipyard Building Envelope and Structural Renewals	7,000	-	-	-	-
Britannia Shipyards - Seine Net Loft Envelope and Structural Renewals	-	10,000	-	-	-
First Nations Bunkhouse Reconstruction and Exhibit Development	6,500	-	-	-	-
Japanese Duplex Restoration and Fit Out	-	5,800	-	-	-

	2024	2025	2026	2027	2028
Phoenix Net Loft Program Implementation	-	-	16,000	-	-
Steveston Post Office and Museum Infrastructure Renewals	-	-	450	-	-
Total Heritage	\$13,500	\$15,800	\$16,450	\$ -	\$ -
Total Building Program	\$101,148	\$50,300	\$74,350	\$31,500	\$35,500
Parks Program					
Parks					
Bowling Green Lighting LED Replacement	450	-	-	-	-
Burkeville Neighbourhood Park Redevelopment	600	-	-	-	-
City-Wide Community Gardens	300	-	-	-	-
Hugh Boyd Community Park Playground Renewal	300	-	-	-	-
Lulu Island Park - Detailed Design Phase	-	2,000	750	-	-
Lulu Island Park - Phase 1 Construction	-	-	-	4,750	-
Lulu Island Park - Phase 2 Construction	-	-	-	-	5,500
Minoru Lakes Renewal: Phase 2	2,500	-	-	-	-
Minoru Park Central Amenity Space Concept Design	385	-	-	-	-
Minoru Park Playground Renewal Detailed Design	-	350	-	-	-
Parks Advance Planning and Design	800	400	400	400	400
Parks Ageing Infrastructure Replacement Program	730	500	500	-	-
Parks General Development	500	500	500	500	500
Parks Identity and Wayfinding Signage Program	-	120	-	120	-
Parks Interpretive Signage Program - Phase 2	120	-	-	-	-
Parks Sustainable Stormwater Management Program	-	500	-	-	-
Playground Replacement Program	600	500	500	500	-
Waterfront Infrastructure Renewals	120	-	-	-	-
Total Parks	\$7,405	\$4,870	\$2,650	\$6,270	\$6,400
Parkland					
Parkland Acquisition	4,000	4,000	4,000	4,000	4,000
Total Parkland	\$4,000	\$4,000	\$4,000	\$4,000	\$4,000
Total Parks Program	\$11,405	\$8,870	\$6,650	\$10,270	\$10,400
Land Program					
Land					
Strategic Real Estate Acquisition	11,186	10,000	10,000	10,000	10,000
Total Land Program	\$11,186	\$10,000	\$10,000	\$10,000	\$10,000

	2024	2025	2026	2027	2028
Equipment Program					
Vehicle Replacement					
Automatic Vehicle Location/Global Positioning System Expansion	190	-	-	-	-
Vehicle and Equipment Reserve Purchases (PW and Corporate Fleet)	3,685	3,983	4,013	3,416	3,455
Total Vehicle Replacement	\$3,875	\$3,983	\$4,013	\$3,416	\$3,455
Fire Vehicle					
Fire Vehicle Replacement Reserve Purchases	1,476	220	1,916	2,290	336
Total Fire Vehicle	\$1,476	\$220	\$1,916	\$2,290	\$336
Equipment					
Capstan Community Centre - Furniture, Fixtures and Equipment (FF&E)	-	-	800	-	-
Fire Equipment Replacement from Reserve	-	232	365	105	-
GHG and Energy Management Projects	550	550	550	550	550
Total Equipment	\$550	\$782	\$1,715	\$655	\$550
Total Equipment Program	\$5,901	\$4,985	\$7,644	\$6,361	\$4,341
Information Technology Program					
Information Technology					
Annual Hardware Refresh	448	921	1,301	543	671
Automated Plan Review AI Software	717	-	-	-	-
Commvault City Hall Storage Refresh	132	-	-	-	-
CRM Public Works Expansion	400	-	-	-	-
Database Encryption Project	355	-	-	-	-
MyPermits	2,176	-	-	-	-
Roads Network Phase 2: Model/Inventory/Manage	-	700	-	-	-
VXRail Host Expansion and Refresh	738	-	-	-	-
Total Information Technology Program	\$4,966	\$1,621	\$1,301	\$543	\$671
Contingent External Contributions					
Contingent External Contributions					
Contingent External Contributions	10,000	10,000	10,000	10,000	10,000
Total Contingent External Contributions	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Total 2024 Capital Program as presented in the 2024 Proposed Capital Budget	\$208,565	\$166,885	\$174,622	\$125,350	\$126,529
Community Safety Vehicle					
Public Safety Mobile Command and Communication Centre Vehicle	1,815	-	-	-	-
Total Community Safety Vehicle	\$1,815	-	-	-	-

	2024	2025	2026	2027	2028
Parks					
Brighthouse Park Baseball Diamond Infield Upgrade	520	-	-	-	-
Total Parks	\$520	-	-	-	-
Total 2024 Capital Program as Approved by Council on December 11, 2023	\$210,900	\$166,885	\$174,622	\$125,350	\$126,529

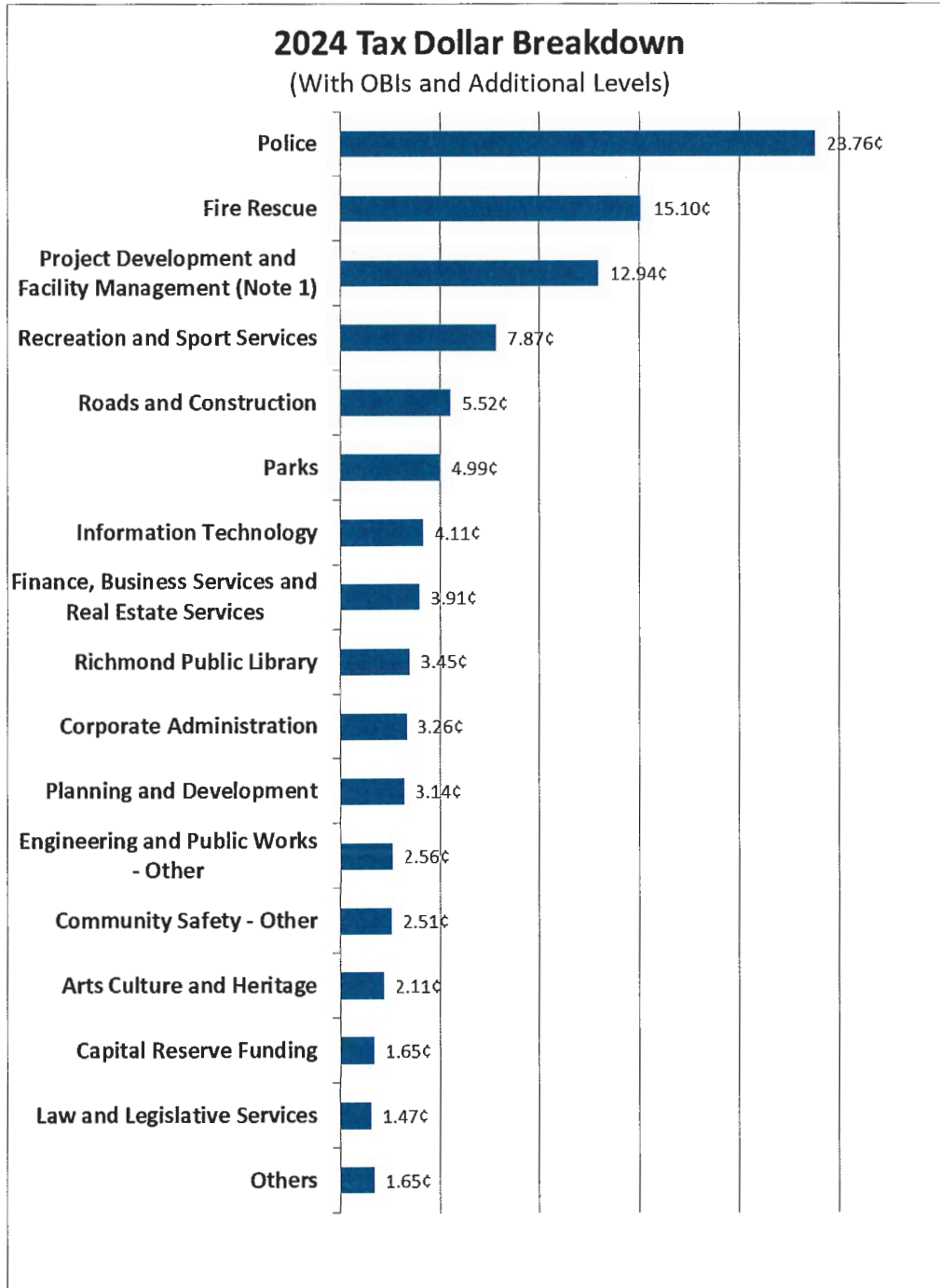
CITY OF RICHMOND
5 YEAR CAPITAL PLAN SUMMARY (2024 - 2028)
(in \$000s)

	2024	2025	2026	2027	2028
Infrastructure Program					
Roads	20,050	23,180	22,721	13,033	13,296
Flood Protection	20,561	36,956	20,529	21,301	21,016
Water	9,618	10,236	11,110	13,146	11,490
Sanitary Sewer	8,150	6,417	5,614	5,541	5,800
Infrastructure Advanced Design and Minor Public Works	5,580	4,320	4,703	3,655	4,015
Total Infrastructure Program	\$63,959	\$81,109	\$64,677	\$56,676	\$55,617
Building Program					
Building	87,648	34,500	57,900	31,500	35,500
Heritage	13,500	15,800	16,450	-	-
Total Building Program	\$101,148	\$50,300	\$74,350	\$31,500	\$35,500
Parks					
Parks	7,925	4,870	2,650	6,270	6,400
Parkland	4,000	4,000	4,000	4,000	4,000
Total Parks Program	\$11,925	\$8,870	\$6,650	\$10,270	\$10,400
Land Program	\$11,186	\$10,000	\$10,000	\$10,000	\$10,000
Equipment Program					
Vehicle	3,875	3,983	4,013	3,416	3,455
Community Safety Vehicle	1,815	-	-	-	-
Fire Vehicle	1,476	220	1,916	2,290	336
Equipment	550	782	1,715	655	550
Total Equipment Program	\$7,716	\$4,985	\$7,644	\$6,361	\$4,341
Information Technology Program	\$4,966	\$1,621	\$1,301	\$543	\$671
Contingent External Contributions	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Total 2024 Capital Program as Approved by Council on December 11, 2023	\$210,900	\$166,885	\$174,622	\$125,350	\$126,529

CITY OF RICHMOND
5 YEAR CAPITAL PLAN FUNDING SOURCES (2024-2028)
(In \$000's)

DCC Reserves	2024	2025	2026	2027	2028
Drainage DCC	1,139	2,723	3,906	1,609	328
Parks Acquisition DCC	4,703	3,762	3,762	3,762	3,762
Parks Development DCC	1,947	1,288	846	959	846
Roads DCC	7,277	8,559	9,828	5,878	5,878
Sanitary DCC	104	509	79	-	-
Water DCC	1,437	1,304	1,696	1,447	-
Total DCC	\$16,607	\$18,145	\$20,117	\$13,655	\$10,814
Statutory Reserves					
Capital Building and Infrastructure	56,734	29,300	45,800	27,500	15,500
Capital Reserve	30,881	15,851	22,553	15,921	21,163
Capstan Station	-	2,000	-	-	-
Drainage Improvement	12,746	-	-	-	-
Equipment Replacement	5,026	4,225	5,705	5,467	3,108
Flood Protection BL10403	3,238	23,456	17,440	20,715	22,203
Growing Communities Reserve Fund	3,354	17,000	-	-	-
Sanitary Sewer	8,464	6,912	6,321	3,823	550
Sanitary Sewer BL10401	8,443	-	6,675	2,800	10,789
Water Supply BL10402	11,807	-	9,325	2,324	17,465
Watermain Replacement	9,646	9,396	10,178	8,939	-
Total Statutory Reserves	\$150,339	\$108,140	\$123,997	\$87,489	\$90,778
Other Sources					
Enterprise Fund	490	-	-	-	-
Grant and Developer Contribution	22,478	25,094	15,155	11,400	11,400
Other Sources	15,775	13,010	12,627	10,875	11,268
Sewer Levy	350	513	215	65	221
Solid Waste and Recycling	600	300	300	300	300
Steveston Community Amenity Fund	2,600	-	550	-	-
Water Levy	1,661	1,683	1,661	1,566	1,748
Total Other Sources	\$43,954	\$40,600	\$30,508	\$24,206	\$24,937
Total Capital Program	\$210,900	\$166,885	\$174,622	\$125,350	\$126,529

2024 MUNICIPAL TAX DOLLAR



Note 1: Includes Investment in Community Facilities Infrastructure Replacement needs.



City of Richmond

Bylaw 10515

Consolidated 5 Year Financial Plan (2024-2028) Bylaw No. 10515

The Council of the City of Richmond enacts as follows:

1. Schedule "A", Schedule "B" and Schedule "C" which are attached and form part of this bylaw, are adopted as the Consolidated 5 Year Financial Plan (2024-2028).
2. Consolidated 5 Year Financial Plan (2023-2027) Bylaw No. 10429 and all associated amendments are repealed.
3. This Bylaw is cited as **"Consolidated 5 Year Financial Plan (2024-2028) Bylaw No. 10515"**.

FIRST READING

SECOND READING

THIRD READING

ADOPTED

MAYOR

CORPORATE OFFICER

CITY OF RICHMOND
APPROVED for content by originating dept. <i>lu</i>
APPROVED for legality by Solicitor <i>ACI</i>

SCHEDULE A:

**CITY OF RICHMOND
CONSOLIDATED 5 YEAR FINANCIAL PLAN (2024-2028)
REVENUE AND EXPENSES
(In \$000's)**

	2024 Budget	2025 Plan	2026 Plan	2027 Plan	2028 Plan
Revenue:					
Taxation and Levies	306,676	329,002	350,202	369,190	389,906
Utility Fees	148,459	161,525	174,620	188,412	203,477
Sales of Services	54,556	56,408	57,787	58,975	60,140
Provincial and Federal Grants	26,637	29,244	30,261	30,808	31,366
Investment Income	25,635	23,356	21,174	19,180	17,300
Other Revenue	15,537	13,442	13,645	13,884	14,129
Payments In Lieu of Taxes	14,650	15,095	15,547	16,016	16,499
Licenses and Permits	12,832	13,087	13,341	13,603	13,870
Gaming Revenue	12,500	12,500	12,500	12,500	12,500
Developer Contributed Assets	45,640	45,640	45,640	71,421	45,640
Development Cost Charges	16,607	18,145	20,117	13,655	10,814
Other Capital Funding Sources	22,478	25,094	15,155	11,400	11,400
	\$702,207	\$742,538	\$769,989	\$819,044	\$827,041
Expenses:					
Community Safety	155,060	160,705	167,567	173,528	179,691
Community Services	79,733	77,212	79,959	81,888	83,859
Engineering and Public Works	73,430	72,528	74,588	75,956	77,345
Planning and Development Services	45,183	42,251	43,389	44,377	46,615
Finance and Corporate Services	31,917	31,021	32,381	33,233	34,108
Corporate Administration	11,306	11,100	11,521	11,863	12,215
Law and Legislative Services	5,367	4,890	5,091	5,252	5,417
Fiscal	33,719	33,372	35,955	39,019	42,244
Debt Interest	4,769	3,926	3,926	3,926	3,926
Utility Budget					
Water Utility	53,276	57,997	63,033	68,419	74,415
Sanitary Sewer Utility	48,362	53,412	58,531	64,081	70,281
Sanitation and Recycling	25,517	25,681	26,338	26,962	27,601
Flood Protection	20,225	20,429	20,682	20,892	21,103
Richmond Olympic Oval Corporation	20,274	20,816	21,251	21,696	22,151
Richmond Public Library	12,496	12,762	13,144	13,459	13,783
	\$620,634	\$628,102	\$657,356	\$684,551	\$714,754
Annual Surplus	\$81,573	\$114,436	\$112,633	\$134,493	\$112,287

SCHEDULE A (CONT'D):

CITY OF RICHMOND
CONSOLIDATED 5 YEAR FINANCIAL PLAN (2024-2028)
TRANSFERS
(In \$000's)

	2024 Budget	2025 Plan	2026 Plan	2027 Plan	2028 Plan
Transfers:					
Debt Principal	9,612	3,649	3,764	3,895	4,032
Transfer To Reserves	97,079	102,127	107,374	112,831	118,473
Transfer from Reserves to fund Operating Reserve Programs:					
Bylaw 8206	(450)	(400)	(400)	(400)	(400)
Bylaw 8877	(210)	(210)	(210)	(210)	(210)
Bylaw 7812 S.1.1.1 (a)	(2,735)	(525)	(525)	(525)	(525)
Bylaw 7812 S.1.1.1 (d)	(50)	(50)	(50)	(50)	(50)
Bylaw 7812 S.1.1.1 (j)	(396)	(158)	(158)	(158)	(158)
Operating Reserves - Prior Years	(4,093)	-	-	-	-
Transfer To (From) Surplus	(13,137)	14,723	15,520	16,229	16,869
Capital Expenditures - Current Year	210,900	166,885	174,622	125,350	126,529
Capital Expenditures - Prior Years	231,528	290,271	310,273	318,715	307,435
Capital Expenditures - Developer Contributed Assets	45,640	45,640	45,640	71,421	45,640
Capital Expenditures - Richmond Public Library	610	610	610	610	610
Capital Funding	(492,725)	(508,126)	(543,827)	(513,215)	(505,958)
Transfers/Amortization offset:	\$81,573	\$114,436	\$112,633	\$134,493	\$112,287
Balanced Budget	\$-	\$-	\$-	\$-	\$-
Tax Increase	5.62%	6.05%	5.34%	4.32%	4.55%

SCHEDULE B:

CITY OF RICHMOND

5 YEAR FINANCIAL PLAN

CAPITAL FUNDING SOURCES (2024-2028)

(In \$000's)

DCC Reserves	2024	2025	2026	2027	2028
Drainage DCC	1,139	2,723	3,906	1,609	328
Parks Acquisition DCC	4,703	3,762	3,762	3,762	3,762
Parks Development DCC	1,947	1,288	846	959	846
Roads DCC	7,277	8,559	9,828	5,878	5,878
Sanitary DCC	104	509	79	-	-
Water DCC	1,437	1,304	1,696	1,447	-
Total DCC	\$16,607	\$18,145	\$20,117	\$13,655	\$10,814
Statutory Reserves					
Capital Building and Infrastructure	56,734	29,300	45,800	27,500	15,500
Capital Reserve	30,881	15,851	22,553	15,921	21,163
Capstan Station	-	2,000	-	-	-
Drainage Improvement	12,746	-	-	-	-
Equipment Replacement	5,026	4,225	5,705	5,467	3,108
Flood Protection BL10403	3,238	23,456	17,440	20,715	22,203
Growing Communities Reserve Fund	3,354	17,000	-	-	-
Sanitary Sewer	8,464	6,912	6,321	3,823	550
Sanitary Sewer BL10401	8,443	-	6,675	2,800	10,789
Water Supply BL10402	11,807	-	9,325	2,324	17,465
Watermain Replacement	9,646	9,396	10,178	8,939	-
Total Statutory Reserves	\$150,339	\$108,140	\$123,997	\$87,489	\$90,778
Other Sources					
Enterprise Fund	490	-	-	-	-
Grant and Developer Contribution	22,478	25,094	15,155	11,400	11,400
Other Sources	15,775	13,010	12,627	10,875	11,268
Sewer Levy	350	513	215	65	221
Solid Waste and Recycling	600	300	300	300	300
Steveston Community Amenity Fund	2,600	-	550	-	-
Water Levy	1,661	1,683	1,661	1,566	1,748
Total Other Sources	\$43,954	\$40,600	\$30,508	\$24,206	\$24,937
Total Capital Program	\$210,900	\$166,885	\$174,622	\$125,350	\$126,529

SCHEDULE C:

**CITY OF RICHMOND
CONSOLIDATED 5 YEAR FINANCIAL PLAN (2024-2028)
STATEMENT OF POLICIES AND OBJECTIVES**

Revenue Proportions By Funding Source

Property taxes are the largest portion of revenue for any municipality. Taxes provide a stable and consistent source of revenue for many services that are difficult or undesirable to fund on a user-pay basis. These include services such as community safety, general government, libraries and park maintenance.

Objective:

- Maintain revenue proportion from property taxes at current level or lower

Policies:

- Tax increases will be at CPI + 1% for transfers to reserves
- Annually, review and increase user fee levels by consumer price index (CPI).
- Any increase in alternative revenues and economic development beyond all financial strategy targets can be utilized for increased levels of service or to reduce the tax rate.

Table 1 shows the proportion of total revenue proposed to be raised from each funding source in 2024.

Table 1:

Funding Source	% of Total Revenue
Taxation and Levies	49.7%
Utility Fees	24.0%
Sales of Services	8.8%
Provincial and Federal Grants	4.3%
Investment Income	4.2%
Payments In Lieu of Taxes	2.4%
Licenses and Permits	2.1%
Gaming Revenue	2.0%
Other	2.5%
Total Operating and Utility Funding Sources	100.0%

SCHEDULE C (CONT'D):

**CITY OF RICHMOND
CONSOLIDATED 5 YEAR FINANCIAL PLAN (2024-2028)
STATEMENT OF POLICIES AND OBJECTIVES**

Distribution of Property Taxes

Table 2 provides the 2023 distribution of property tax revenue among the property classes. 2024 Revised Roll figures will be received in late March 2024.

Objective:

- Maintain the City's business to residential tax ratio in the middle in comparison to other municipalities. This will ensure that the City will remain competitive with other municipalities in attracting and retaining businesses.

Policies:

- Regularly review and compare the City's tax ratio between residential property owners and business property owners relative to other municipalities in Metro Vancouver.

Table 2: (Based on the 2023 Revised Roll figures)

Property Class	% of Tax Burden
Residential (1)	57.08%
Business (6)	32.65%
Light Industry (5)	8.22%
Others (2, 3, 4, 8 & 9)	2.05%
Total	100.0%

Permissive Tax Exemptions**Objective:**

- Council passes the annual permissive exemption bylaw to exempt certain properties from property tax in accordance with guidelines set out by Council Policy and the Community Charter. There is no legal obligation to grant exemptions.
- Permissive exemptions are evaluated with consideration to minimizing the tax burden to be shifted to the general taxpayer.

Policy:

- Exemptions are reviewed on an annual basis and are granted to those organizations meeting the requirements as set out under Council Policy 3561 and Sections 220 and 224 of the *Community Charter*.



Public Notice Bylaw No. 10520

PREAMBLE

WHEREAS the Council of the City of Richmond has considered the principles prescribed by regulation before adopting the Public Notice Bylaw No. 10520 in accordance with subsection 94.2(6)(a) of the Community Charter, SBC 2003, Chapter 26, as amended,

NOW THEREFORE, the Council of the City of Richmond enacts as follows:

PART ONE: CITATION

1.1 This Bylaw is cited as "Public Notice Bylaw No. 10520".

PART TWO: INTERPRETATION

2.1 In this bylaw, unless the context otherwise requires:

Bylaw	means this bylaw.
City	means the City of Richmond.
City's Website	means the official website of the City of Richmond, www.richmond.ca .
City's Facebook Page	means the official Facebook page of the City of Richmond, www.facebook.com/cityofrichmondbc

PART THREE: INTERPRETATION

3.1 Any notice required to be given or published in accordance with section 94 of the *Community Charter* must be published by the following methods:

- a. Electronically by publishing the notice on the **City's Website**; and
- b. Electronically by publishing the notice on the **City's Facebook Page**.

PART FOUR: SEVERABILITY

- 4.1 If any part, section, sub-section, clause or sub-clause of this **Bylaw** is, for any reason, held to be invalid by the decision of a Court of competent jurisdiction, such decision does not affect the validity of the remaining portions of this bylaw.

FIRST READING

DEC 11 2023

SECOND READING

DEC 11 2023

THIRD READING

DEC 11 2023

ADOPTED

CITY OF RICHMOND
APPROVED for content by originating dept. <i>JB</i>
APPROVED for legality by Solicitor <i>ACI</i>

MAYOR

CORPORATE OFFICER



Richmond Zoning Bylaw 8500
Amendment Bylaw 10435 (RZ 21-938262)
8420 Heather Street

The Council of the City of Richmond, in open meeting assembled, enacts as follows:

1. The Zoning Map of the City of Richmond, which accompanies and forms part of Richmond Zoning Bylaw 8500, is amended by repealing the existing zoning designation of the following area and by designating it "SINGLE DETACHED (RS2/A)".

P.I.D 005-375-479

Lot 157 Section 22 Block 4 North Range 6 West New Westminster District Plan 40639

2. This Bylaw may be cited as "Richmond Zoning Bylaw 8500, Amendment Bylaw 10435".

FIRST READING

JAN 16 2023

PUBLIC HEARING

FEB 21 2023

SECOND READING

FEB 21 2023

THIRD READING

FEB 21 2023

OTHER CONDITIONS SATISFIED

DEC 11 2023

ADOPTED



MAYOR

CORPORATE OFFICER



**Development Permit Panel
Wednesday, December 13, 2023**

Time: 3:30 p.m.

Place: Remote (Zoom) Meeting

Present: Joe Erceg, General Manager, Planning and Development, Chair
Cecilia Achiam, General Manager, Community Safety
Peter Russell, Director, Sustainability and District Energy

The meeting was called to order at 3:30 p.m.

MINUTES

It was moved and seconded

That the minutes of the meeting of the Development Permit Panel held on November 29, 2023 be adopted.

CARRIED

1. DEVELOPMENT PERMIT 23-025993
(REDMS No. 7412868)

APPLICANT: Anthony Boni (Boni Maddison Architects)

PROPERTY LOCATION: 4831 Steveston Highway

INTENT OF PERMIT:

1. Permit the construction of a three-storey 25-unit affordable rental housing building at 4831 Steveston Highway on a site zoned "Low Rise Rental Apartment (ZLR48) – Steveston Highway (Steveston)"; and
2. Vary the provisions of Richmond Zoning Bylaw No 8500 to allow 37 per cent of the required vehicle parking spaces to be small car spaces.

Development Permit Panel

Wednesday, December 13, 2023

Applicant's Comments

Anthony Boni, Boni Maddison Architects, with the aid of a visual presentation (attached to and forming part of these minutes as Schedule 1), provided background information on the proposed development, highlighting the following:

- the proposed supportive housing project includes 25 affordable rental apartment units with 10 two-bedroom units and 15 studio units;
- the building's form and character is consistent with its intended use and residential neighbourhood context;
- the proposed building is sited and designed to provide an appropriate interface with the neighbouring townhouse development to the west and the Railway Greenway to the east and takes into consideration the existing Right-of-Way for the sanitary force main along the east edge of the subject site;
- the subject site grade will be raised above existing grade to comply with the City's Flood Construction Level requirement for the building; the southern portion of the site will require retaining walls to be installed along portions of the west property line and adjacent to the sanitary sewer Right-of-way along the east property line;
- semi-transparent fencing is proposed along the perimeter of the subject site and in order to provide screening to outdoor amenity areas;
- the project includes 14 Basic Universal Housing (BUH) units, two of which are fully accessible;
- common indoor and outdoor amenity areas are proposed to provide opportunities for covered and outdoor seating, relaxing, dining, urban agriculture gardening, and children's play, among others;
- vehicle access is located as far west as possible from the corner of Steveston Highway and Railway Avenue;
- the project includes indoor and outdoor bicycle parking; and
- office, programming amenity spaces will be provided to support the tenants that will be housed in the proposed building.

Kristin Defer, ETA Landscape Architecture, with the aid of the same visual presentation, briefed the Panel on the proposed landscaping for the project, noting that (i) the proposed common amenity spaces are distributed in different areas, (ii) the outdoor amenity deck is located adjacent to the indoor amenity space, (iii) a row of trees will be installed on the west side to provide privacy from neighbours, (iv) a flowering feature tree is proposed at the front of the building entrance, (v) flowering trees are also proposed at the south edge to provide a welcoming experience for people entering the subject site, and (vi) native and low-maintenance species are proposed for planting on-site.

Development Permit Panel

Wednesday, December 13, 2023

Panel Discussion

In reply to queries from the Panel, the applicant noted that (i) there is no retaining wall along the east property line of the development, (ii) the retaining wall along a portion of the west property line has a four-foot fence on top and the height of the retaining wall decreases downward to the south, and (iii) there are two existing trees along the east property line that will be relocated to the adjacent Railway Greenway to provide protection.

Staff Comments

Wayne Craig, Director, Development, noted that (i) the proposed variance associated with the project is a technical variance based on the overall number of required parking stalls provided, (ii) the project is required to provide, i.e. 11 parking stalls, which does not meet the Zoning Bylaw provision that allows small car parking stalls if more than 31 parking stalls are provided, (iii) the proposed variance will allow the project to provide the maximum number of parking stalls and is consistent with the approach of larger developments providing small car parking stalls, (iv) all parking stalls, including the visitor parking stalls, will be provided with Level 2 electric vehicle (EV) charging stations, (v) the building has been designed to achieve Level 4 of the BC Energy Step Code, and (vi) the Servicing Agreement associated with the project includes frontage works and site services.

In reply to a query from the Panel, Mr. Craig noted that the project's target for Energy Step Code Level 4 compliance exceeds the required energy efficiency for the proposed building.

Gallery Comments

None.

Correspondence

None.

Panel Discussion

The Panel expressed support for the project, noting that (i) the project is modest and functional, (ii) attention has been given to the project's interface with the neighbouring townhouse development to the west and the adjacent greenway to the east, and (iii) the project will provide additional housing needed in the City.

Development Permit Panel
Wednesday, December 13, 2023

Panel Decision

It was moved and seconded

That a Development Permit be issued which would:

1. *permit the construction of a three-storey 25-unit affordable rental housing building at 4831 Steveston Highway on a site zoned "Low Rise Rental Apartment (ZLR48) – Steveston Highway (Steveston)"; and*
2. *vary the provisions of Richmond Zoning Bylaw No 8500 to allow 37 per cent of the required vehicle parking spaces to be small car spaces.*

CARRIED

2. New Business

None.

3. Date of Next Meeting: January 17, 2024

ADJOURNMENT

It was moved and seconded

That the meeting adjourn (3:58 p.m.).

CARRIED

Certified a true and correct copy of the Minutes of the meeting of the Development Permit Panel of the Council of the City of Richmond held on Wednesday, December 13, 2023.

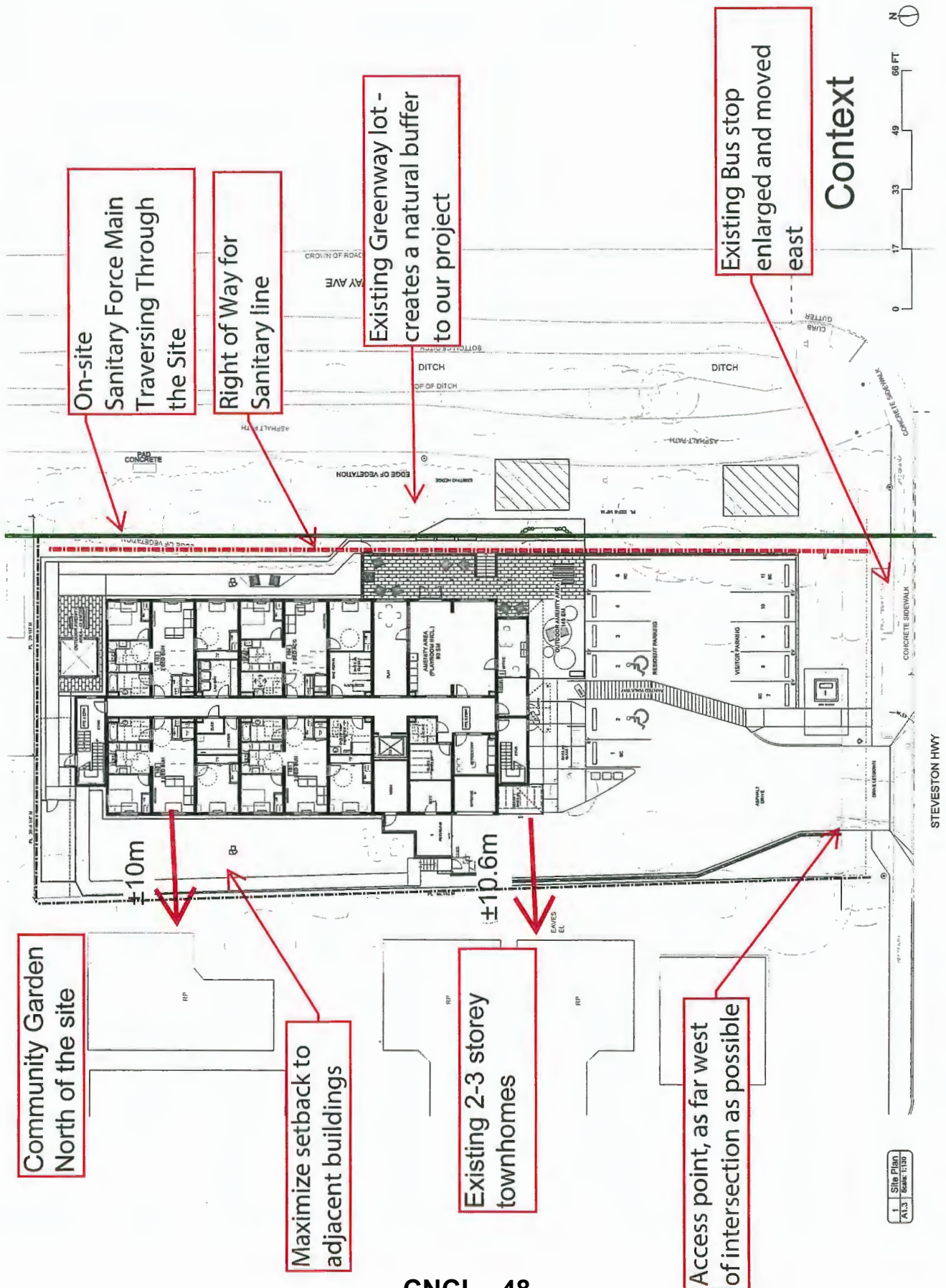
Joe Erceg
Chair

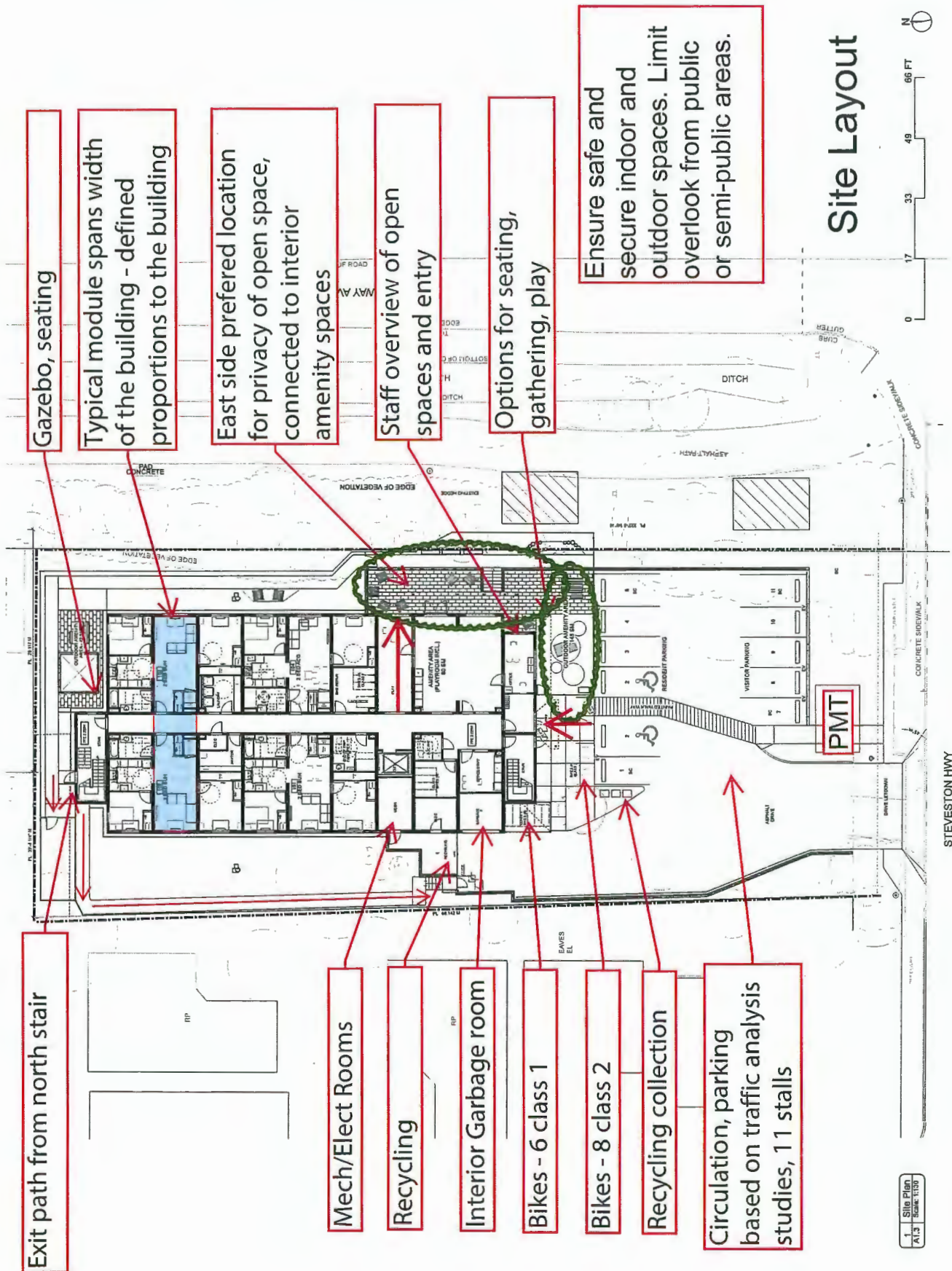
Rustico Agawin
Committee Clerk

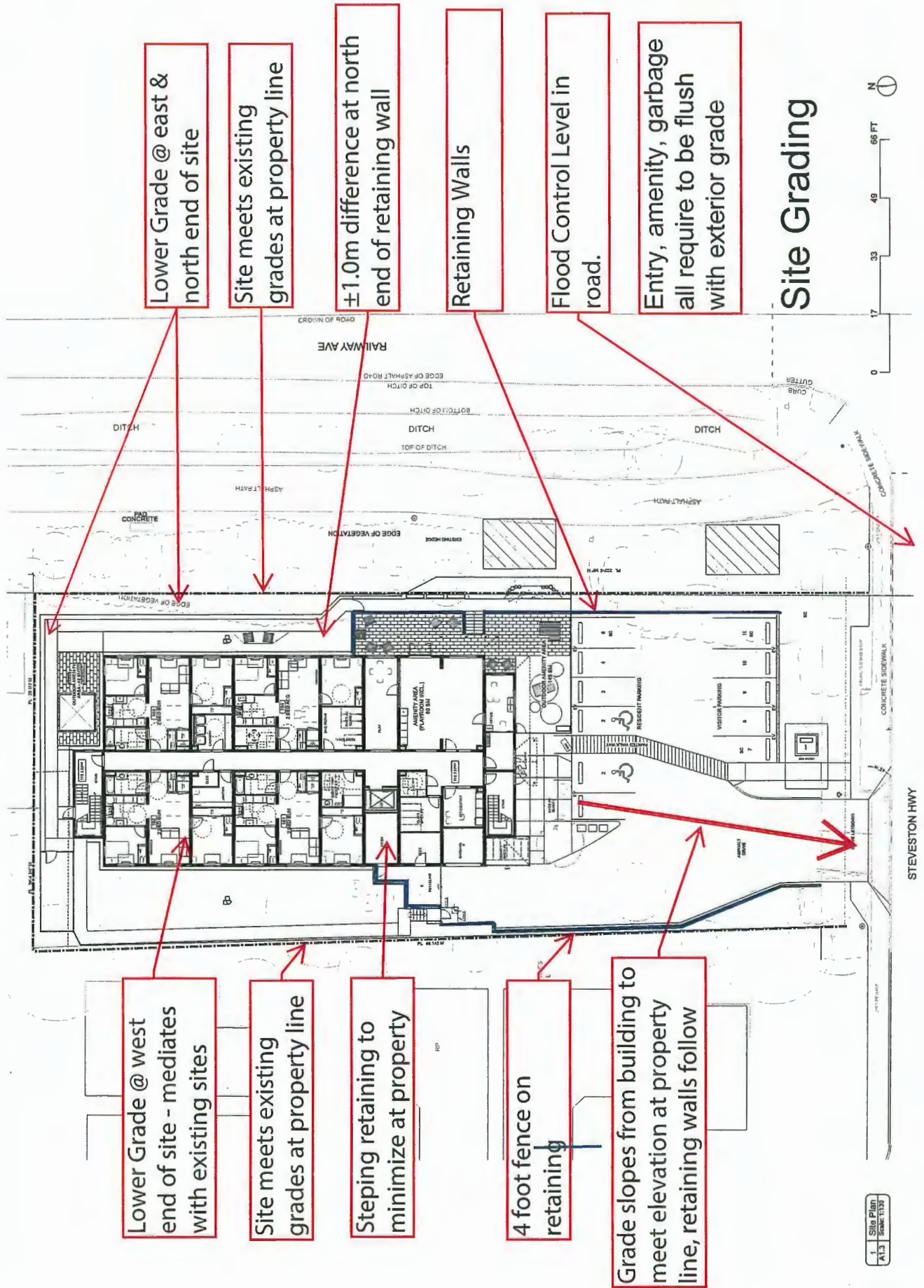
Schedule 1 to the Minutes of the
Development Permit Panel
meeting held on Wednesday,
December 13, 2023

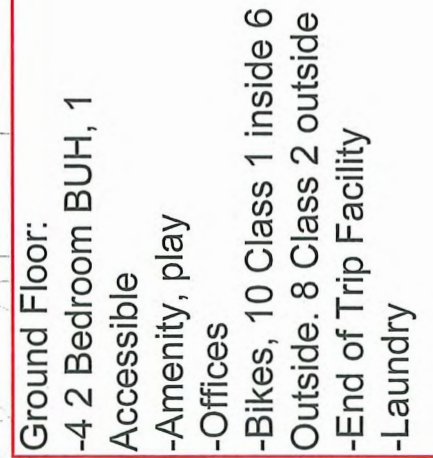


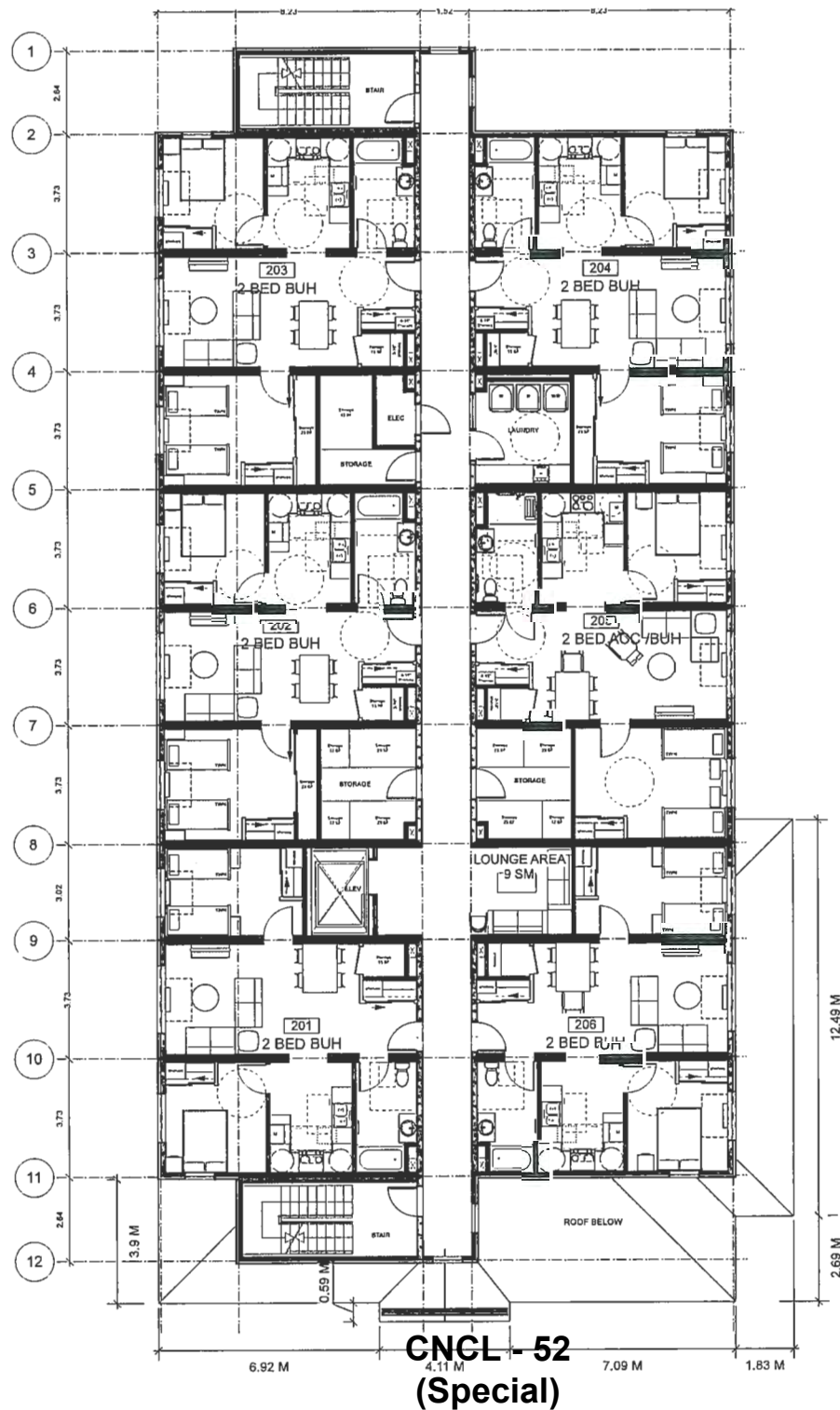
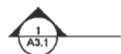
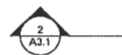
CNCL - 47
(Special)







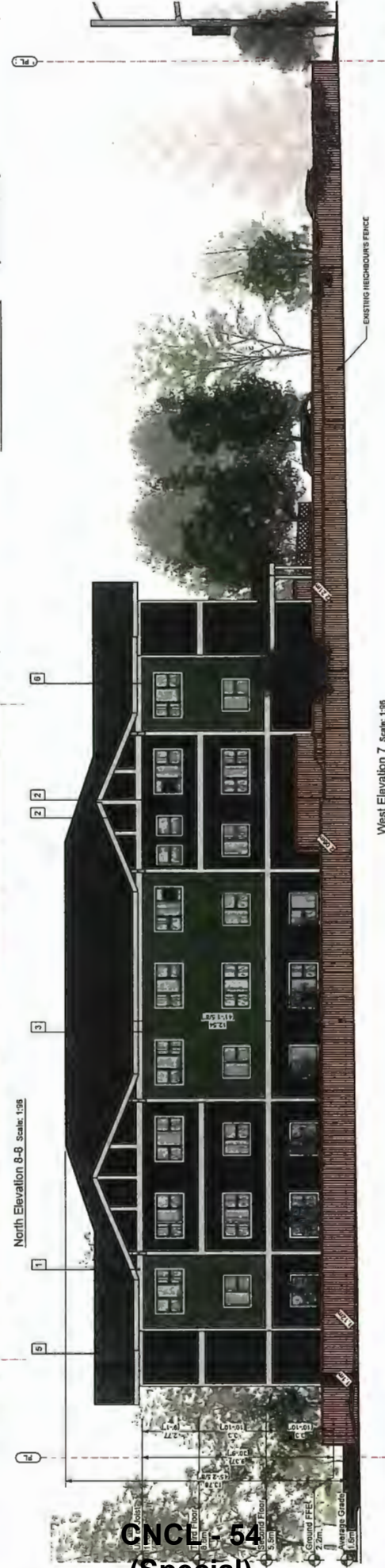
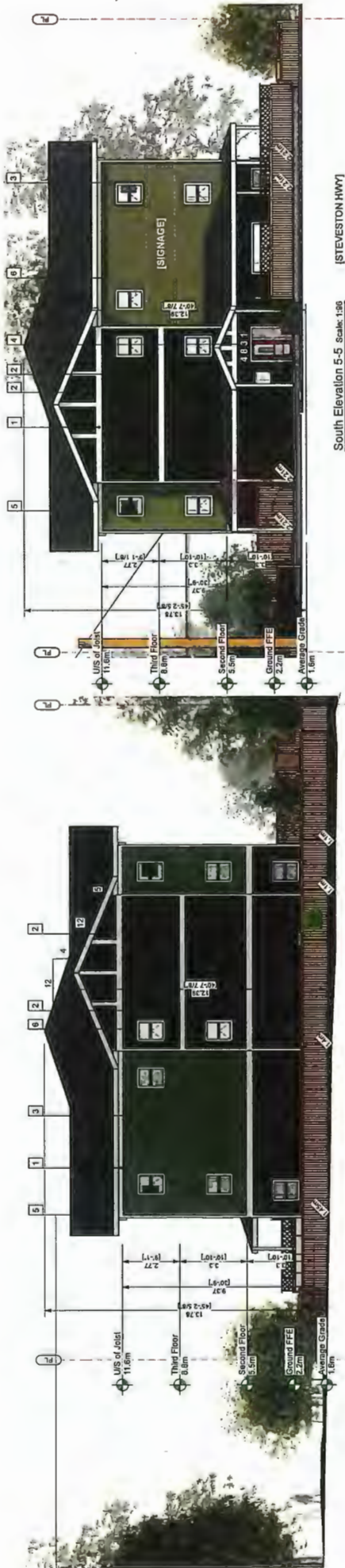




CNCL - 52
(Special)

Second Floor:
-6 2 Bedroom BUH, 1
Accessible
-Laundry
-Storage
-Lounge





West Elevation 7 Scale: 1:50



1. TRIM AT FASCIA, DOORS & WINDOWS

Hardie® Trim

HardieTrim®boards come finished with either the PrimePlus® factory primer and sealer or with ColorPlus® Technology. The ColorPlus® coating is a factory-applied, oven-baked finish available on a variety of James Hardie® siding and trim products. See your local dealer for details and availability of products, colors, and accessories.

5/4, 4/4 HardieTrim® board is a decorative non-load bearing trim product. 5/4 HardieTrim board is 25mm (1 in) thick, 4/4 HardieTrim board is 19mm (3/4 in) thick, and both can be purchased in 3,038mm (10 ft) and 3,658mm (12 ft) lengths, based on local availability. In addition to frieze, rake, window, door, and corner details, 5/4, 4/4 HardieTrim boards may be used to construct light blocks, column wraps and decorative scroll work. Available in commonly-used nominal widths from 101mm (4 in) to 304mm (12 in).



COBBLE STONE

CNCL - 55
(Special)

2. SHINGLE CLADDING & BOARD AND BATTEN CLADDING

Hardie® Shingle

Hardie Shingle® siding is fiber-cement shingle siding for sidewall applications. HardieShingle siding is available as straight-edge panels or staggered-edge panels 1.2m (48 in) long by 406mm (16 in) high. HardieShingle panels also come as decorative half-round shingles. For smaller coverage areas, individual shingles are also available in 152mm (6 in), 203mm (8 in), and 305mm (12 in) widths. Please see your James Hardie dealer for local availability of these products.

Hardie Shingle® siding is available as a prefinished James Hardie product with ColorPlus® Technology. The ColorPlus coating is a factory applied, oven-baked finish available on a variety of James Hardie siding and trim products.

Hardie® Panel

HardiePanel® vertical siding is factory-primed fiber-cement vertical siding available in a variety of sizes and textures. HardiePanel vertical siding is 7.5mm (5/16 in) thick and is available in 4 ft x 8 ft, 4 ft x 9ft and 4 ft x 10 ft sizes. Hardie Panel vertical siding is available as a prefinished James Hardie® product with ColorPlus®Technology. The ColorPlus coating is a factory applied, oven baked finish available on a variety of James Hardie siding and trim products.

HardieTrim® Batten Boards are a decorative non-load bearing trim product. HardieTrim® Batten Boards are 19mm(3/4 in) thick, 64mm (2½ in) wide, and come on 3,658mm (12 ft) lengths.



MOUNTAIN SAGE

NOTE: METAL FLASHING TO MATCH CLADDING

3. HORIZONTAL SIDING

Hardie® Plank

Hardie Plank® lap siding is factory-primed fiber-cement lap siding available in a variety of styles and textures. Please see your local James Hardie® product dealer for product availability. HardiePlank® lap siding comes in 12 ft. lengths. Nominal widths from 5¼ in. to 12 in. create a range of exposures from 4 in. to 10¾ in.



HEATHERED MOSS

NOTE: METAL FLASHING TO MATCH CLADDING

FENCE STAIN



BEHR PREMIUM
TRANSPARENT
WATERPROOFING
STAIN & SEALER
6 1/2 qt. 8 1/2 gal.

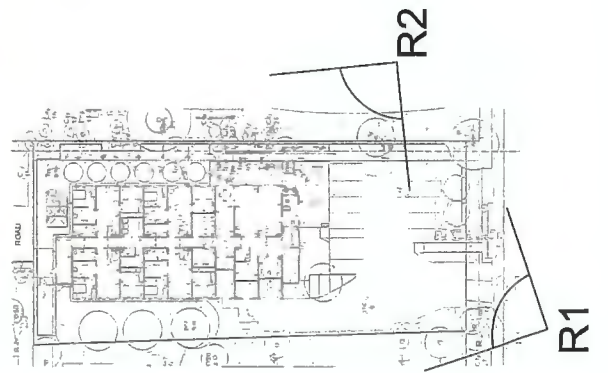


VIEW FROM ENTRY DRIVEWAY

CNCL - 56
(Special)



R2: BUILDING AMENITY AREA

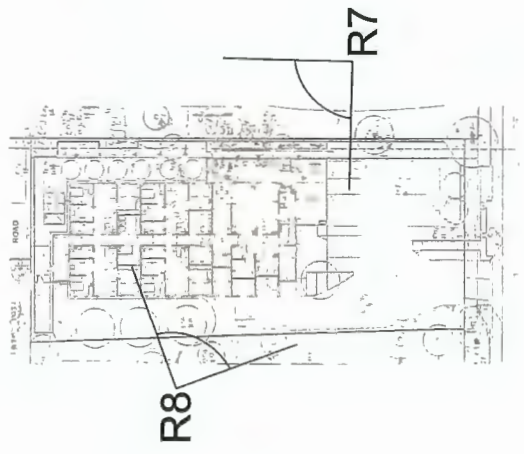


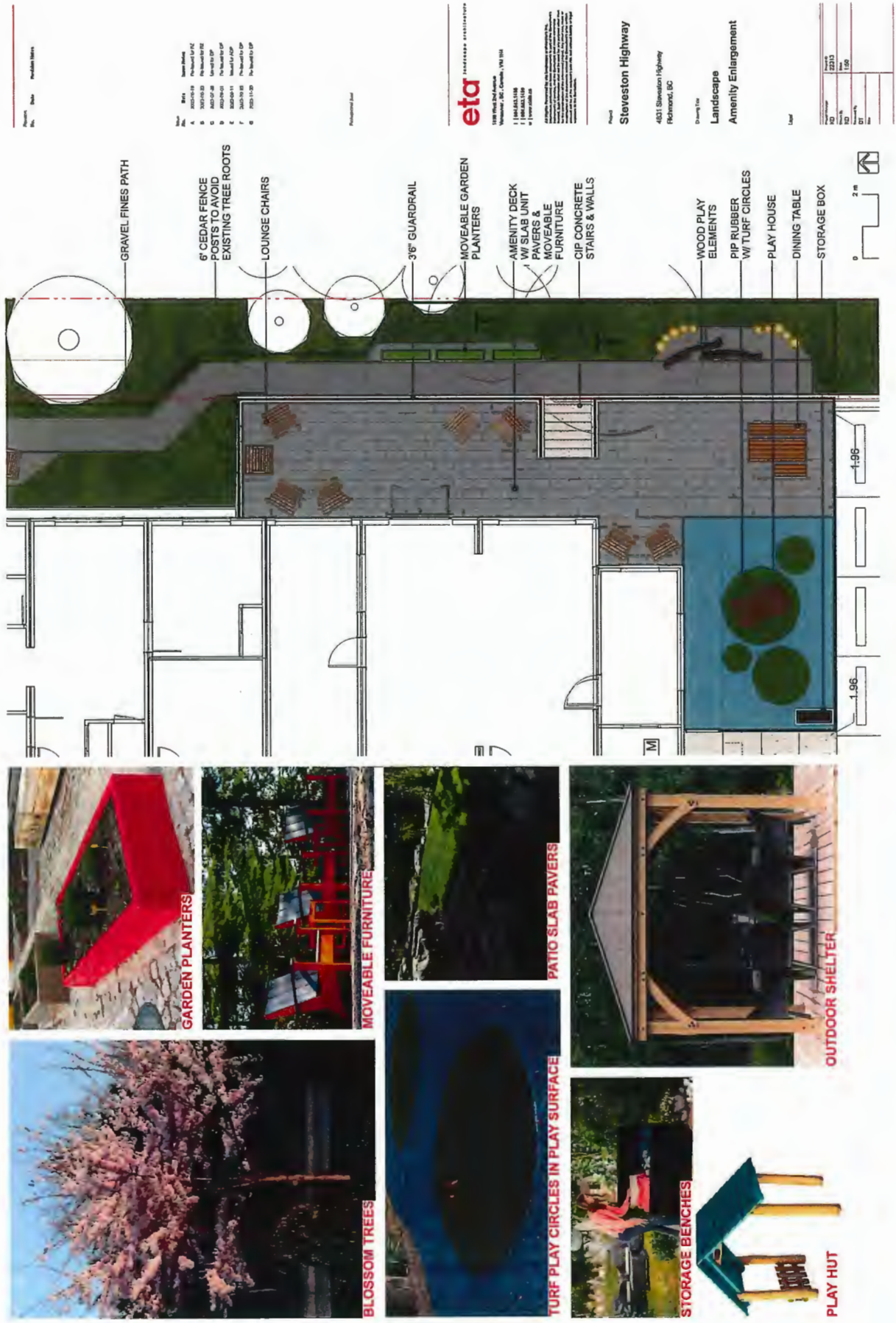


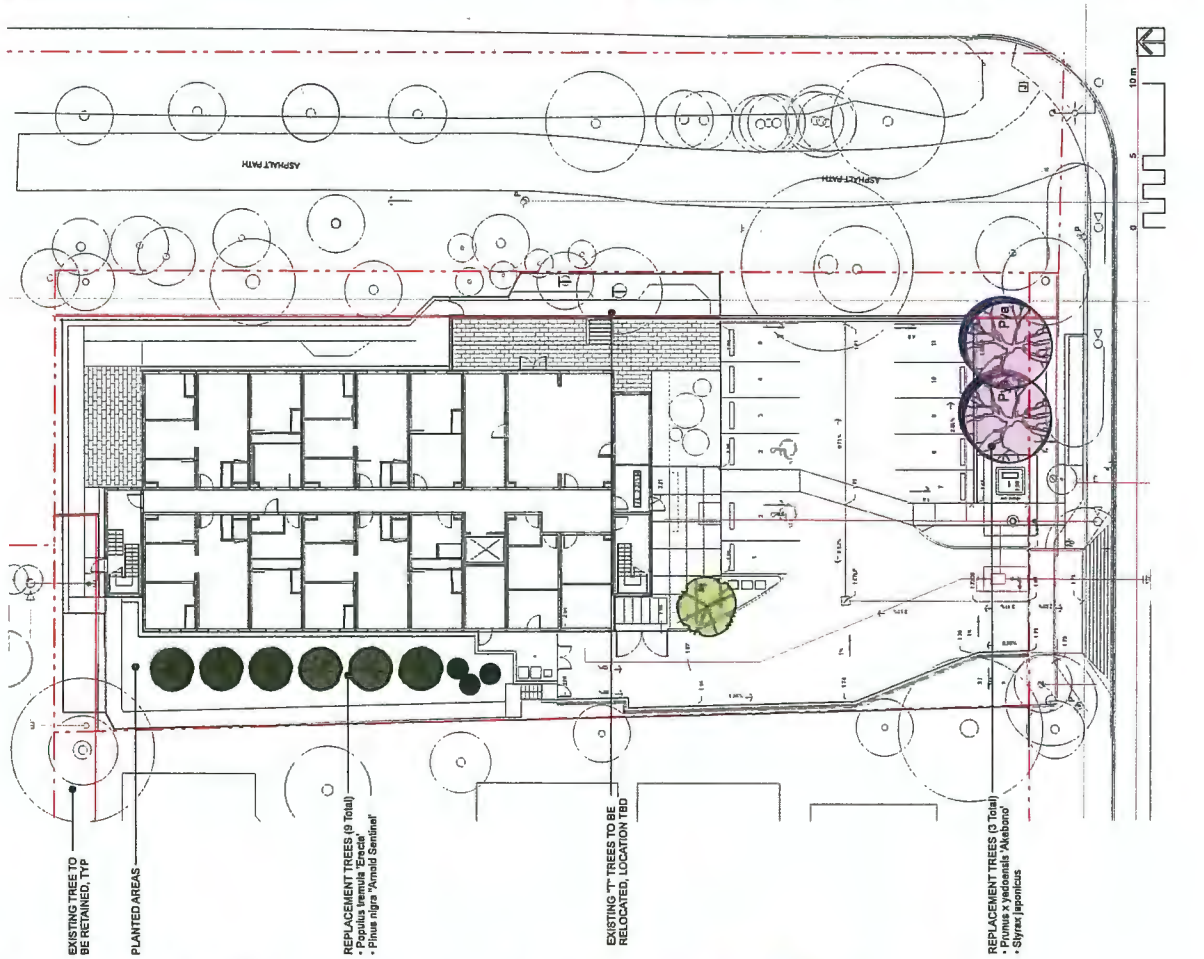
77: EAST FACADE FROM GREENWAY



88: REAR BUILDING FROM RAILWAY GREENWAY







Project	Site	Revision	Notes
1	1	1	1
2	2	2	2
3	3	3	3
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TREES	Plant Name	Notes
1	Pinus nigra 'Arnold Seminal'	Arnold Seminal Austrian pine
2	Populus tremula 'Ercia'	Swedish columnar aspen
3	Prunus x yedoensis 'Akebano'	Akebano cherry
4	Syrinx japonicus	Japanese snowbell
SHRUBS / GROUNDCOVERS / PERENNIALS	Plant Name	Notes
1	Achillea millefolium	Yarrow
2	Arctostaphylos uva-ursi	Kinnikinnick
3	Dicentra formosa	Pacific bleeding heart
4	Geranium macrorrhizum 'Bevan's Variety'	Bigroot geranium
5	Gaultheria shallon	Sallal
6	Liriodendron tulipifera	Blue lily turf
7	Lonicera japonica	Box leaf honeysuckle
8	Polypodium munitum	Creeping Oregon fern
9	Pachysandra terminalis	Sword fern
10	Rudbeckia hirta 'Goldsturm'	Japanese spurge
11	Sarcococca hookeriana	Black-eyed Susan
12	Vaccinium ovatum	Sweet box
13	Thunbergia alata	Thunderbird evergreen huckle



City of Richmond

Report to Council

To: Richmond City Council

Date: December 15, 2023

From: Joe Erceg
Chair, Development Permit Panel

File: DP 23-025993

Re: Development Permit Panel Meeting Held on December 13, 2023

Staff Recommendation

That the recommendation of the Panel to authorize the issuance of Development Permit (DP 23-025993) for the property located at 4831 Steveston Highway, be endorsed and the Permit so issued.

Joe Erceg
Chair, Development Permit Panel
(604-276-4083)

Panel Report

The Development Permit Panel considered the following item at its meeting held on December 13, 2023.

DP 23-025993 – ANTHONY BONI (BONI MADDISON ARCHITECTS) – 4831 STEVESTON HIGHWAY
(December 13, 2023)

The Panel considered a Development Permit (DP) application to permit to the construction of a three-storey 25-unit affordable rental housing building at 4831 Steveston Highway on a site zoned “Low Rise Rental Apartment (ZLR48) – Steveston Highway (Steveston)”. A variance is included in the proposal to allow 37 per cent of the required vehicle parking spaces to be small car spaces.

The applicant and architect, Anthony Boni, of Boni Maddison Architects and the applicants Landscape Architect, Kristin Defer, of ETA Landscape Architecture provided a brief visual presentation highlighting:

- The proposed supportive housing project includes 25 affordable rental apartment units with 10 two-bedroom units and 15 studio units.
- The building’s form and character is consistent with its intended use and residential neighbourhood context.
- The proposed building is sited and designed to provide an appropriate interface with the neighbouring townhouse development to the west and the Railway Greenway to the east and takes into consideration the existing Right-of-Way for the sanitary force main along the east edge of the subject site.
- The subject site grade will be raised above existing grade to comply with the City’s Flood Construction Level requirement for the building; the southern portion of the site will require retaining walls to be installed along portions of the west property line and adjacent to the sanitary sewer Right-of-Way along the east property line.
- Semi-transparent fencing is proposed along the perimeter of the subject site and in order to provide screening to outdoor amenity areas.
- The project includes 14 Basic Universal Housing (BUH) units and two fully accessible units.
- Common indoor and outdoor amenity areas are proposed to provide opportunities for covered outdoor seating, relaxing, dining, urban agriculture gardening and children’s play, among others.
- Vehicle access is located as far west as possible from the corner of Steveston Highway and Railway Avenue.
- The proposed common amenity spaces are distributed in different areas.
- The outdoor amenity deck is located adjacent to the indoor amenity space.
- A row of trees will be installed on the west side to provide privacy from neighbours.
- A flowering feature tree is proposed at the front of the building entrance.
- Flowering trees are also proposed at the south edge to provide a welcoming experience for people entering the subject site.
- Native and low-maintenance species are proposed for planting on-site.

In reply to queries from the Panel, the applicant noted that (i) there is no retaining wall along the east property line of the development, (ii) the retaining wall along a portion of the west property line has a four-foot fence on top and the height of the retaining wall decreases downward to the south and (iii) there are two existing trees along the east property line that will be relocated to the adjacent Railway Greenway.

Staff noted that (i) the proposed variance associated with the project is a technical variance based on the overall number of required parking stalls provided, (ii) the proposed variance will allow the project to provide the maximum number of parking stalls and is consistent with the approach of larger developments providing small car parking stalls, (iii) all parking stalls, including the visitor parking stalls, will be provided with Level 2 electric vehicle (EV) charging stations, (iv) the building has been designed to achieve Level 4 of the BC Energy Step Code and (v) the Servicing Agreement associated with the project includes frontage works and site services.

In reply to a query from the Panel, Staff noted that the project's target for Energy Step Code Level 4 compliance exceeds the required energy efficiency for the proposed building.

The Panel expressed support for the project, noting that (i) the project is modest and functional, (ii) attention has been given to the project's interface with the neighbouring townhouse development to the west and the adjacent greenway to the east and (iii) the project will provide additional housing needed in the City.

The Panel recommends the Permit be issued.



City of Richmond

Report to Committee

To: City Council
From: Kim Somerville
Director, Community Social Development

Mark Corrado
Director, Community Bylaws and Licencing
Re: Homelessness in Richmond

Date: December 19, 2023
File: 08-4057-11-01/2023-Vol 01

Staff Recommendation

That the staff report titled, "Homelessness in Richmond" dated December 19, 2023 from the Director, Community Social Development and Director, Community Bylaws and Licencing be received for information.

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

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

Att. 3

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Finance	<input checked="" type="checkbox"/>	
Parks	<input checked="" type="checkbox"/>	
Recreation and Sport Services	<input checked="" type="checkbox"/>	
Facility Services and Project Development	<input checked="" type="checkbox"/>	
Public Works	<input checked="" type="checkbox"/>	
Communications	<input checked="" type="checkbox"/>	
Richmond Fire-Rescue	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS: 	APPROVED BY CAO

Staff Report

Origin

At the open General Purposes meeting held on October 16, 2023, City Council made the following referral:

- 1) *That Staff research, analyse, and recommend to the Committee a process to immediately implement action plans to mitigate the homeless crisis;*
- 2) *That Staff review and recommend a formal position to be considered by this Committee on secure care for the acute drug addicted and/or persons with critical mental illness that are homeless;*
- 3) *That other levels of Government and the Health Authority are apprised of this examination and to work collaboratively with Staff;*
- 4) *That Staff report back to the Committee with recommendations within 45 days;*
- 5) *That, in order to determine further steps for local government to take further action to immediately address homelessness, the following be invited to present on the issue:*
 - a) *The Minister of Mental Health and Addictions;*
 - b) *The Minister of Housing; and*
 - c) *The Minister of Social Development; and*
- 6) *That staff review what groups are involved in the Richmond Community Homelessness Table and report back.*

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

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

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

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

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

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

This report supports the City's Affordable Housing Strategy (2017–2027) Strategic Direction #3: Build Capacity with Non-Profit Housing and Service Providers:

3.2: Facilitating Stakeholder Partnerships

This report supports the City's Affordable Housing Strategy (2017–2027) Strategic Direction #5 Increase Advocacy, Awareness and Education Roles:

5.1: Building Awareness and Information Sharing

This report also supports the Homelessness Strategy (2019–2029) Strategic Directions #1 and #2:

1.2 Facilitate the creation of a collaborative homeless prevention program in Richmond.

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

2.9 Continue to refine the City's approach to responding to individuals experiencing homelessness on City-owned property.

Analysis

Homelessness in Richmond

The City and its partners are committed to preventing and reducing poverty and homelessness in Richmond, increasing affordable housing options, and fostering the mental health and well-being of its residents. This approach aligns with the focus areas in the Council Strategic Plan 2022–2026 related to both community safety and a vibrant, active and resilient community that supports the diverse needs of residents and vulnerable populations. As affordable housing is a critical factor in circumstances surrounding homelessness, addressing homelessness directly aligns with the City's Affordable Housing Strategy, which was adopted in 2018. The City's Homelessness Strategy, adopted by Council in 2019 and the City's 2021–2031 Collaborative Action Plan to Reduce and Prevent Poverty in Richmond, adopted by Council in 2021, further complement the Affordable Housing Strategy and advance the City's actions aimed at reducing and preventing poverty and homelessness while also increasing affordable housing options along the housing continuum in Richmond.

The increasing complexity of factors contributing to poverty and homelessness, combined with the multifaceted needs of individuals experiencing homelessness and lack of appropriate affordable housing options, are affecting the ability of the City and its partners to respond. This response includes the City's commitment to upholding bylaw violations associated with homeless encampments, recreation vehicles (RVs) and vessels.

Demographics and Complexity of Individuals Experiencing Homelessness

Residents experiencing or at-risk of sheltered and unsheltered homelessness in Richmond have significantly increased. Information collected during the 2023 Homeless Count on March 7 and 8, 2023 aligns with this. There were a total of 162 people experiencing homelessness in Richmond identified in the 2023 count, compared to 85 individuals in 2020. Of these 162 individuals, half were sheltered and half were unsheltered. The homeless count is considered to be an undercount of the homeless population in the community and individuals who access services and shelters are more likely to be included. In addition to the increased numbers of people needing support, contributing social issues, such as mental health concerns, drug addiction or substance use and the toxic drug supply, are also increasing the complexity of the challenges needing to be addressed in the community.

These challenges, including the increase in homelessness have a direct connection to the housing continuum and the need for appropriate types of affordable housing. For example, the need for supportive housing to move individuals out of shelters or off the street is outpacing access to available units and non-market housing. These are needed to transition individuals in supportive housing, who may be ready to transition more independent housing, but are not available in the community. This lack of affordable housing prevents movement along the housing continuum and creates a significant barrier for individuals seeking to transition out of homelessness.

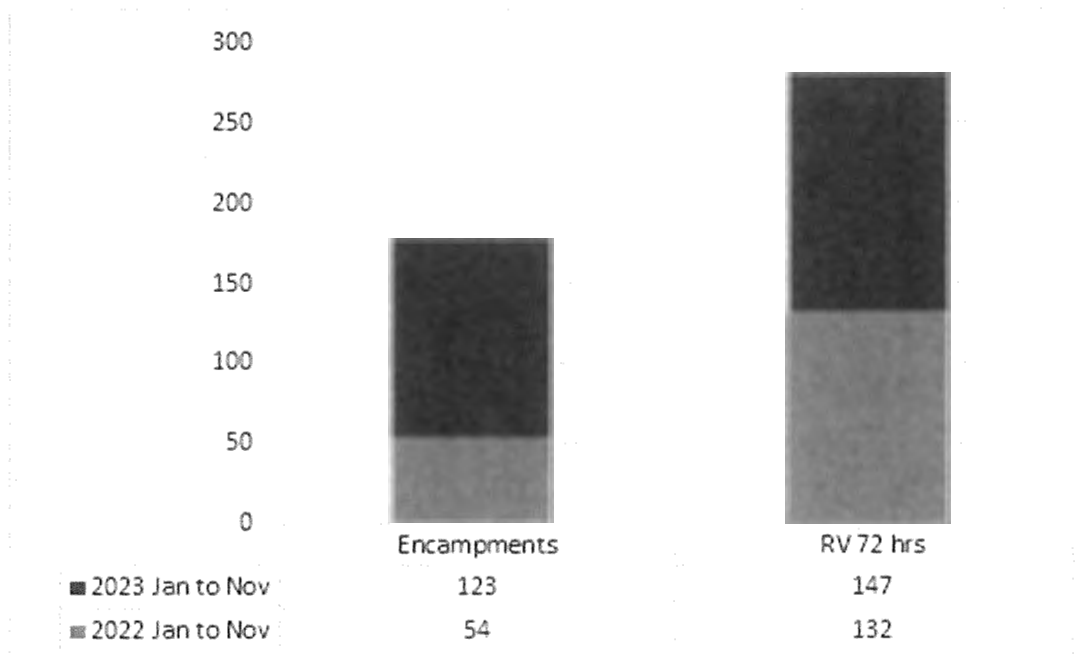
Impacts on City Services

Situations relating to unsheltered homelessness are impacting City services and budgets across departments including Community Bylaws; Community Social Development; Parks; Recreation and Sport; Arts, Culture and Heritage; Library Services; Public Works; Facility Services; and Richmond Fire-Rescue (RFR). Increasing complexity, issues of staff safety and operational responsibility all require significant resources and proactive, and intentional communication and cross-departmental cooperation are required. Attachment 1 outlines City positions with responsibilities directly related to homelessness and those who intersect with homelessness or related programs.

From January 1, 2023 to November 29, 2023 Bylaws opened 123 files involving calls for service related to homelessness. These calls were responded to either by Bylaws staff alone or by Bylaws staff in conjunction with other members of the Joint Operations Team. As of November 30, 2023, 109 of these files have been closed and 14 remain open. The open files are followed up during weekly coordinated outreach by Bylaws, RCMP Vulnerable Persons Unit, Ministry of Social Development and Poverty Reduction and, as needed, Richmond Fire-Rescue (RFR) or other City departments. This coordinated approach has proven successful for many individuals who were previously experiencing homelessness and narrative data on this success is available in Attachment 2.

Year-to-date, as shown in Figure 1 below, there has been a significant increase in Bylaw calls for service in relation to locations of homeless individuals who are camping over this same period in 2022. In 2023, there was a slight increase in calls for service in regards to RVs with a nexus to homelessness.

Figure 1: Bylaw Calls for Service with a Nexus to Persons Experiencing Homelessness



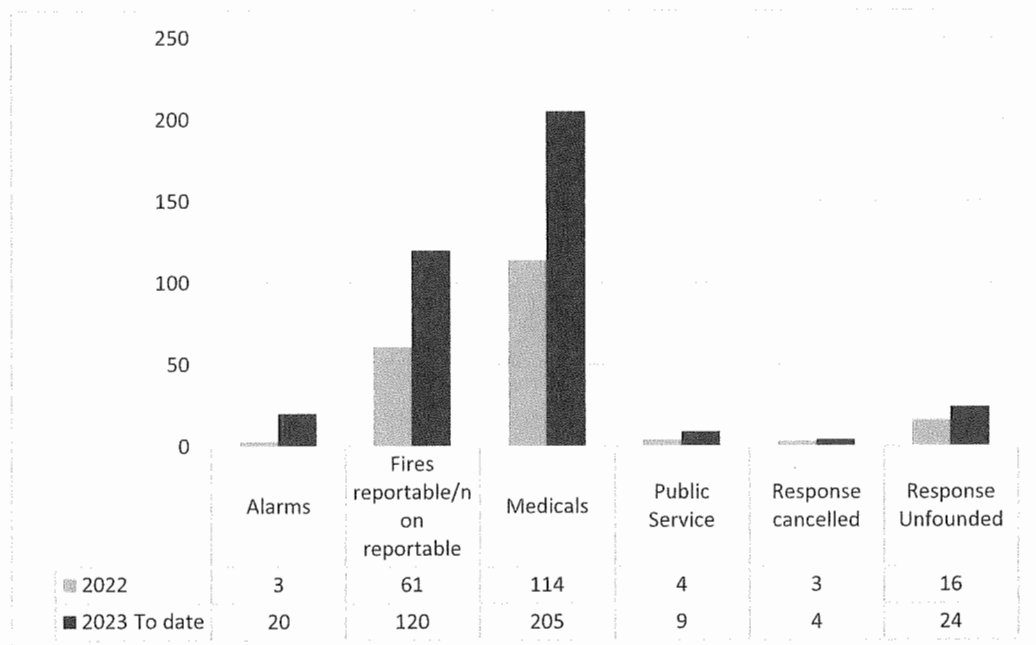
It should be noted that the chart above represents individual files only and does not capture the total number of staff and patrols (often daily) required to respond to these files. For example, the recent Brighthouse Park encampment has involved ongoing patrols of two or more Bylaws staff members on a daily basis since October when the site was first identified. In addition to monitoring bylaw violations and health and safety concerns, Bylaws staff must also respond to public complaints regarding these encampments. In the case of Brighthouse Park, staff have responded to over 24 public complaints of which each individual complaint was responded to in less than 24 hours of reception.

Similar to encampment files, RV files involving persons experiencing homelessness are complex and resource consuming. For example, one file involved more than 21 RVs parked on Vulcan Way, took months to resolve and required 80 Bylaw proactive patrols as well as numerous outreach efforts. Ultimately, this file was resolved in an effective and compassionate manner. However, staff resources and proactive patrols in other areas of the city were negatively impacted.

In 2022 and year-to-date, RFR response records show an increase to incidents where there has been a call for services which included a nexus for persons experiencing homelessness (Figure 2). In some cases, RFR have had significant increases for calls for service for fire and medical incidents. The increased calls for these type of incidents has created a need for RFR to consider both issues of staff safety and operational responsibility.

It is noteworthy that the call volumes outlined here do not include proactive work by RFR personnel including Joint Operational Team (JOT) inspections and site visits, post-incident follow-up, building code and fire code inspections, and general calls for wellness checks, all of which RFR staff conducted either in-concert with other City business units or stand-alone.

Figure 2: Richmond Fire-Rescue Calls for Service with a Nexus to Homelessness



The impact of the increased number of individuals experiencing unsheltered homelessness in Richmond is also evident in parks and open spaces. In the past five years, there has been a steady and noticeable increase of homeless camping sites in Richmond parks, with 2022 and 2023 seeing the most significant impacts. Prior to 2022, camping sites occurred perennially at the same locations and were relatively small in nature. Today, individuals experiencing homelessness are appearing in park locations where there was no previous history of such activity. Not only are the numbers of homeless camps growing, the size and impact from these camps are increasing as well. Compounding the issue of individuals camping is the increased risk of fire that camps present as the summers are becoming hotter and drier. In 2022, there were two fires in Richmond Nature Park that resulted from individuals experiencing homelessness who had been camping.

The Richmond RCMP Detachment has a dedicated Vulnerable Persons Unit (VPU) whose mandate includes outreach to homeless persons. From January to November 2023, this unit conducted 46 joint operations with Ministry of Social Development and Poverty Reduction staff, representing more than a 150 per cent increase over the number of joint-operations (18) in 2022.

The VPU frequently partners with the dedicated RCMP/Vancouver Coastal Health (VCH) mental health team, Fox-80, when responding to calls for service involving persons who are suspected to be homeless who are also displaying signs of complex mental health issues. Fox-80 has the capability and expertise to make on-site determinations of acute mental health episodes which is critical to apprehending persons under the Mental Health Act. RCMP general duty officers also supplement the work of the VPU by conducting regular patrols of homeless encampments.

Joint Operations Team (JOT)

The JOT, convened by the City, meets monthly to coordinate multi-jurisdictional responses to Bylaw and other complaints. The JOT has a broad mandate beyond homelessness including vacant properties, buildings disorder management, emerging public safety issues, complex property use locations, and chronic/nuisance first responder issues. However, the JOT's operational focus, post-pandemic, has been heavily involved in responding to and addressing issues related to Bylaw infractions, unauthorized camping, illegal parking and community complaints where there is a potential or assumed connection to homelessness.

The JOT currently serves as the primary group to coordinate and respond to concerns, complaints or issues that have an intersection with homelessness. This team consists of representatives from Community Bylaws, Building Approvals, Community Social Development, Community Safety Administration, Parks Operations, RFR, RCMP Operations, RCMP VPU, BC Emergency Health Services, Ministry of Social Development and Poverty Reduction (MSDPR) and VCH. From January to the end of November 2023, the JOT provided an integrated response to 24 complex homeless files. Eighteen of these files were successfully closed and six remain open.

The above City departments and partner agencies responsible for various aspects of responding to homelessness are stretched beyond capacity. Poverty, homelessness and housing service providers are experiencing unprecedented demand for their services as more residents are accessing community supports. Ongoing outreach supports are essential to identify, engage and support individuals experiencing homelessness. Affordable and supportive housing and shelter access remain a critical issue, as individuals experiencing homelessness currently struggle to secure temporary, supportive and, ultimately, permanent housing.

One-Time Provincial Grant Funding

By working together, the City and its partners have implemented a number of significant initiatives to provide support to individuals experiencing deep poverty and complex situations that have resulted in homelessness. Included in these are initiatives that have been funded with provincial one-time funding through the UBCM Strengthening Communities' Services Grant. This \$3.35 million grant, which was received in September 2021, has assisted the City and its partners in developing several new initiatives to help connect vulnerable community members to services and supports. The City and a number of partners have directly benefitted from the one-time provincial funding, which must be utilized by March 31, 2024.

The critical importance of this funding for initiatives is well-documented. Statistics collected at the Brighthouse Drop-in Centre provide clear evidence of the increasing levels of need in Richmond. Tables 1 to 3 below illustrate the need in the community in 2022 and 2023.

Table 1: Drop-in Centre Visits by Month in 2022 and 2023

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
2023	454	490	547	398	562	531	552	680	568	887	902	-	6,571
2022	42	50	128	100	187	111	208	278	232	318	431	522	2,607

Table 2: Lunches Served at the Drop-in Centre by Month in 2022 and 2023

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Total
2023	983	941	841	631	900	968	770	1,018	755	640	920	-	9,367
2022	600	525	762	700	686	781	685	873	710	840	829	868	8,859

Table 3: Showers Provided at the Drop-in Centre by Month in 2022 and 2023

	Jan	Feb	Mar	Apr	May	Jun	July	Aug	Sep	Oct	Nov	Dec	Total
2023	118	93	108	137	169	173	105	173	142	138	142	-	1,498
2022	26	26	18	41	108	51	75	108	69	76	115	127	840

In addition to the initiatives above which utilized provincial funding from the UBCM Strengthening Communities' Services Grant, the City used the grant funding for two Warming Centres that operated in Richmond during the 2022/2023 winter season. These services were well-utilized as outlined in Table 4.

Table 4: Warming Centre Usage 2022/2023

Location	Dates	Average Individuals Per Night	Total Visits
Brighthouse Pavilion	Mid-December 2022 to March 31, 2023	13	433
South Arm Outdoor Pool	November 1, 2022 to March 31, 2023	12	513
Total Visits			946

For the 2023/2024 winter season, funding from the UBCM grant was allocated to provide two Warming Centres at Brighthouse Pavilion (15 shelter spaces), open from 8:00 pm to 8:00 am starting November 15, 2023, and South Arm Outdoor Pool (15 spaces), open from 7:00 pm to 7:00 am starting on November 28, 2023. Initially, both sites were to be activated on nights of extreme weather only. However, on November 27, 2023 at a closed meeting, Council approved the allocation of additional funding from the Rate Stabilization Fund to operate the Brighthouse Warming Centre every night until April 15, 2024. Information collected up to December 7, 2023 indicates both sites have been well attended with 337 visits and an average of 15 individuals per night at Brighthouse Pavilion Warming Centre and five individuals per night accessing South Arm Outdoor Pool Warming Centre.

Municipal Scan Related to Homelessness

In order to inform further actions that could be taken by the City to respond to homelessness in Richmond, information was reviewed for 11 different municipalities within and outside the Lower Mainland. This information provided an overview of the structures, services and supports available.

Of the municipalities, all had at least one - and often several - staff positions focusing on and responding to situations related to homelessness in the community. These staff have frequently received specialized training and many communities have a leadership position with

responsibility for coordination of outreach and referral as well as enforcement responses to homelessness. In addition to operational roles related to coordination, outreach and Bylaws enforcement, several have additional strategic roles related to policy planning and research. For example, one municipality recently developed an innovative two-year pilot program to respond to the three crises of homelessness, mental health and substance use. This pilot project includes new positions to support outreach and referral, situation specific response and coordination, and policy planning and research. Other municipalities are in the process of developing new roles and many include an outreach component.

Most of the municipalities responded to homelessness in their community through a coordinated approach across departments. The departments typically involved in this response were Social Planning, Bylaws, Parks, RCMP/Police and Fire. In addition, all of the municipalities participated in interdepartmental or external committees or tables relating to addressing homelessness. The purpose of these internal tables was often to coordinate the municipality's response to homelessness and/or encampments. External committees were often made up of local non-profit service providers, the MSDPR and the local health authority. Leadership and dedicated capacity for coordination and collaboration have been identified as key factors in the success of these multi-organizational teams.

Richmond's Current Approach in Response to the Homelessness Crisis

The City is committed to taking a leadership role to respond to the needs of unsheltered people in Richmond. However, the intersections between homelessness, mental health, substance use and extreme poverty continue to evolve, resulting in the need for greater resources and increased time and expertise of staff to respond. The following outlines the existing approach to responding to homelessness and the resources currently available.

Many individuals experiencing homelessness in Richmond are not able to access affordable housing options and may require emergency or short-term shelter. The City of Richmond works with BC Housing and community non-profit organizations to provide a range of shelter options in the community as outlined in Table 5.

Table 5: Shelter and Warming Centre Options

Program or Service	Additional Details
Richmond House Emergency Shelter & Extreme Weather Response Spaces	Increased capacity from 30 to 45 permanent beds. Access to 10 mats providing new overnight, warm space on nights of extreme weather until April 15, 2024.
Nova Transition House	Access to safe housing (10 beds) for women and children seeking refuge from violence.
South Arm Outdoor Pool Warming Centre	Access to 15 mats providing overnight, warm space on nights of extreme weather until April 15, 2024.
Brighthouse Pavilion Warming Centre	Expanded access to 15 mats on a nightly basis until April 15, 2024.
Brighthouse Pavilion Drop-in Centre	Expanded access to daily warm space, 7 days per week, 12 hours per day until April 15, 2024.

In addition to the options outlined above, there is currently work underway to expand these options. The City is working with VCH and The Salvation Army to provide two 'respite' beds at Richmond House Emergency Shelter to support individuals being discharged from the hospital. Discussions are also underway with BC Housing and The Salvation Army regarding the expansion of Richmond House Shelter to the full capacity of 60 beds. This, however, will require further expansion of the building and a capital cost to BC Housing. For the 2024/2025 winter season, the City has begun discussions with BC Housing regarding funding for the operation of Extreme Weather Response Shelters in Richmond.

Increasing access to affordable housing is an important component of the City's work to respond to the needs of individuals who are at risk of or are experiencing homelessness. In the past four years, the following non-market projects on City-owned land have been developed or are currently in the planning and development process as outlined in Table 6.

Table 6: Affordable Housing Options in Richmond (and in Development)

Program or Service	Recent Initiatives
Alderbridge Supportive Housing	40 units – occupied Council endorsed a 3.5 year extension to enable a seamless transition into a permanent location for supportive housing.
Aster Place Supportive Housing	40 units – occupied Ensures that supportive housing units continue to be available while a permanent site, which is in development, is constructed.
Pathways Non-Market Housing	80 units Construction will commence in January 2024. Anticipated occupancy is December 2025.
Rapid Housing Initiative Affordable Housing Project	25 units Construction will commence in early 2024. Anticipated occupancy is October 2024.
Permanent Supportive Housing	60 units Funding has been secured by the province and planning is underway. Anticipated occupancy is December 2027.
Affordable Housing Development	The City is in conversation with BC Housing about a comprehensive affordable housing development.

In addition to the above non-market projects, the City secures Low-End-Market-Rental (LEMR) units in exchange for a density bonus as established in applicable zoning areas. To date, 474 units have achieved occupancy and 456 have been secured with a Housing Agreement. Despite the City's ongoing efforts to expand shelter options and increase the supply of affordable housing, there continues to be an unmet demand that results in individuals who may be experiencing homelessness camping in public places, on private property, or sheltering in vehicles.

To further assist individuals experiencing homelessness, the City is involved in the development of resources to support access to information and referrals. Through collaboration with other government agencies and community service providers, the City provides funding for the Brighthouse Drop-in Centre, Shower and Laundry Program, Homelessness Resource Guide and Community Services Pop Ups. Through regular weekly coordinated outreach conducted by members of the Joint Operations Team, vulnerable individuals receive information and referrals to a range of programs to address housing, physical or mental health issues, substance use treatment and harm reduction supports.

Proposed Process to Mitigate the Homelessness Crisis

Staff were directed to recommend a process to immediately implement action plans to mitigate the homeless crisis. Currently, there is an integrated and proactive corporate strategy to respond to the prevention and management of homelessness in the community. A further coordinated process of resource allocation, implementation, research and evaluation involving the City, related government agencies and community service providers has been identified as the optimal approach to mitigate homelessness in Richmond. Recent enhancements to service levels and staffing expansion are steps to further the coordinated process.

Recently Council-approved resources, as outlined in Table 7, will increase the City's capacity and complement actions the City and its partners currently take to respond to homelessness. For example, the new Outreach Workers will ensure proactive and timely outreach to people experiencing unsheltered homelessness in order to build relationships, provide referrals and connect people to services in the community. This will also mitigate risk and reduce the need for more complex intervention from law enforcement or first responders, and reduce service delivery impacts on other City departments. Expanded Bylaws staff will identify, monitor and enforce bylaw violations that have a nexus to social disorder under the Parks and Unsightly Bylaw and Traffic and Parking Bylaws through regular proactive patrols of public property with a focus on parks and publicly accessible crown land, and proactive patrols of streets as well as periodic bike patrols of parks.

The expanded winter supports and ongoing availability of the Drop-in Centre and Shower Program will have a direct and critical benefit to individuals who are unsheltered in the community by providing access to shower, washroom and laundry facilities, healthy meals and access to referrals and community supports.

Combined, the current approach and recently approved initiatives will enable enhancements to the prior interventions in the realm of homelessness. As many of these resources have not yet been implemented, staff anticipate that once actioned, it would result in increased capacity to address homelessness in Richmond.

Table 7: Recently Council Approved Resources to Respond to Homelessness

Project Name	Department	Ongoing Additional Cost	One-Time Cost (Funded by RSA)
Expansion of Brighthouse Warming Centre to nightly activation until April 15, 2024	Community Social Development	-	\$449,000
Expansion of Brighthouse Drop-in Centre to daily operations from 8:00 am to 8:00 pm, 7 days per week, until April 15, 2024	Community Social Development		
Ongoing operation of the Brighthouse Drop-in Centre and Shower Program for Individuals Experiencing Homelessness from 8:00 am to 4:00 pm, Monday to Friday	Community Social Development	\$270,000	-
Homelessness Outreach Workers (2 RFT)	Community Social Development	\$226,102	\$60,000
Public Property Use Unit (2 RFT Bylaw Officer II)	Community Bylaws and Licencing	\$234,157	\$61,300
Public Property Use Unit (2 RFT Bylaw Officer I)	Community Bylaws and Licencing	\$192,304	\$62,100
Homelessness-related Clean Up (including staff time)	Facility Services, Parks and Public Works	\$179,500	-
Total		\$1,102,063	\$632,400

These new resources will continue to reinforce and support the existing cross-departmental and interagency approach that is currently in place and recognizes the need for enhanced integration of supports and response to homeless situations as they arise in the community. Staff are currently in discussions with BC Housing for funding to support this year's expanded Extreme Weather Response to Homelessness.

Simultaneously, ongoing collaboration and advocacy is critical. Staff will continue to liaise with BC Housing, VCH, MSDPR and RCMP. Collaboration on the ongoing provision of existing services, combined with advocacy for enhanced services, are key. Focus areas include the expansion of services related to substance use, including exploration of the provision of a safe consumption site (with VCH); expansion of the Community Integration roles to ensure additional coverage (with MSDPR); expansion of Fox-80 coverage (with VCH and RCMP); and the expansion of Yankee 30 coverage beyond the current pilot program (with VCH and RCMP).

Continued advocacy to senior levels of government for additional funding to expand housing, mental health and substance use supports in Richmond is critically important. Ultimately, these areas are primarily the responsibility of the senior levels of government however, municipalities, including the City of Richmond, continue to direct resources to respond to the impacts of these underfunded areas. Enhanced supports needed for the community include additional shelter and supportive housing options, enhanced outreach from other government entities, and increased access to mental health and substance use support including detox and treatment options.

Potential Options to Further Expand the City's Response to Homelessness

Should Council wish to further expand the City's response to the increasing homelessness situation in Richmond, additional resources beyond the scope of existing and recently Council approved service levels could be implemented. These further enhancements would help respond to the growing complexity of increased homelessness in Richmond. Table 8 outlines a number of proposed items for Council's consideration including an enhanced organizational structure to include new dedicated staff to support the Homelessness response.

Table 8: Potential Additional Resources to Respond to Homelessness

Item	Description	Rationale	Cost
1	Homelessness Outreach Coordinator (1 RFT position)	This new role would act as the coordinating lead field staff person for outreach activities, responsible for the clinical support and supervision of the Homelessness Outreach Workers.	\$150,000
2	Planner 1, Homelessness (1 RFT position)	This new role would provide essential research and policy support to Program Lead, Homelessness and Acting Manager, Community Social Development.	\$130,000
3	Homelessness Outreach Workers (2 RPT positions)	These two new regular part-time staff would expand the outreach capacity to 7 days per week when combined with the two regular full time workers approved in the 2024 Operating Budget.	\$126,000
4	Expansion of Drop-in Centre for Fall 2024	Expansion of operations to 7 days per week 8:00 am - 8:00 pm from October 15–December 31, 2024 would supplement overnight Warming Centres and Extreme Weather Response Spaces. This would provide daily, indoor warm space for individuals to spend time.	\$155,000
Total			\$561,000

These enhanced services and supports, when combined with the recently Council-adopted resources noted above and other current City initiatives such as increasing options along the housing continuum, and further advocacy to senior levels of government, will further support a comprehensive strategy to identify, respond to and mitigate situations related to homelessness in Richmond.

Secure Care for Acute Drug Addicted and/or Persons Experiencing Homelessness with Critical Mental Illness

Staff contacted Vancouver Coastal Health - Richmond (VCH) in response to Council's request to recommend a formal position regarding involuntary care (secure care) for the acute drug addicted and/or persons with critical mental illness that are homeless. As this area falls outside of municipal jurisdiction and the scope of staff expertise, VCH prepared a briefing paper related to current Richmond-based services to support individuals experiencing homelessness with mental health and substance use issues; the Mental Health Act and how it relates to the concept of secure care; and potential next steps to consider to address the current homelessness and substance use issues in the community.

As an addendum to the briefing paper, VCH provided a literature review to support their position paper in relation to involuntary care (Attachment 3).

In the paper, VCH has outlined three areas for further action with an emphasis on the importance of a continuum of housing that supports more effective recovery and health-care service delivery. This is based on the premise that stable housing provides a number of benefits including a foundation for better health outcomes and a consistent environment for care, monitoring, follow up and continuity of treatment. It can also shift the focus from daily access to basic necessities to taking steps towards recovery or treatment options. Increased health care services for unhoused individuals and harm and stigma reduction are the other two priority areas outlined.

Should Council wish to discuss the matter regarding involuntary care further, VCH has offered to present to Council at a later date.

In the time available for this referral, staff have provided some background sourced from Vancouver Coastal Health regarding secure care. Staff continue to seek a suitable consultant, expert in this field, in the event that Council wishes to obtain a second opinion, independent of Vancouver Coastal Health, on this matter.

Meeting with Minister of Mental Health and Addictions, Minister of Housing and Minister of Social Development and Poverty Reduction

On December 6, 2023, Council and senior staff met with the Honourable Jennifer Whiteside, Minister of Mental Health and Addictions; the Honourable Ravi Kahlon, Minister of Housing, and the Honourable Sheila Malcolmson, Minister of Social Development and Poverty Reduction and their ministerial staff. A briefing paper was also provided to the ministers in advance, which outlined the City's request for the Province's leadership to assist in responding to the homelessness situation in Richmond.

Staff will continue to work with provincial staff to respond to the items identified in the paper and advance actions to respond to the homelessness crisis. Further advocacy to senior levels of government to take greater responsibility for the impacts of social issues related to the increase in homelessness, mental health and substance use, and the lack of affordable housing options will also be critically important.

Richmond Community Homelessness Table

To enable effective collaboration between key organizations involved in addressing homelessness, the City developed the Richmond Community Homelessness Table in 2020 to monitor and guide the implementation of the City's Homelessness Strategy.

Membership is currently comprised of government agencies as well as leaders from local organizations which directly deliver housing or shelter programs to individuals experiencing homelessness in Richmond. Representatives include the City, BC Housing, MSDPR, VCH, The Salvation Army, Community Builders, RainCity Housing and Turning Point Recovery Society.

The original Terms of Reference for this Homelessness Table were developed in late 2019. Due to the complexity and confidentiality regarding sharing of information related to the sheltering and housing of vulnerable individuals, an intentional decision was made to shift the composition and not expand the table to include other agencies as outlined in the original Terms of Reference. Staff recommend that this important table continues to operate in its current state.

In addition to the main table, a sub-committee including individuals with lived experience was brought together prior to the COVID-19 pandemic to provide advice and support to the main table. After further analysis, staff are exploring the creation of a sub-committee related directly to outreach initiatives and supports in the community. This group would include organizations which conduct outreach activities, including the provision of community or other meals to individuals experiencing homelessness. This sub-committee would report to the main Homelessness Table on a semi-annual basis to inform, explore specific interconnected issues and foster additional collaboration and understanding of the roles and services available in the community.

Further information related to the creation of this new subcommittee and its membership, including a revised Terms of Reference to reflect the current composition of the main table and the expansion of the sub-committee, will be presented to Council in the first quarter of 2024.

Financial Impact

Should Council decide to expand the City's response to homelessness as outlined in this report, the financial impact will be up to \$561,000 for the 2024 fiscal year.

Any of the options presented can be funded one-time by the Rate Stabilization Account (RSA) for the 2024 fiscal year and the approved amount will be included in the Consolidated 5 Year Financial Plan (2024–2028) amendment. The ongoing additional cost will be brought forward as part of the 2025 budget process for consideration.

Conclusion

An integrated, cross departmental and interagency response to addressing the needs of individuals experiencing homelessness in Richmond requires dedicated resources and an intentional and coordinated approach. The pace with which homelessness has increased in the community has exceeded the City's ability to respond. Insufficient resources, both in staffing and in funding, to effectively support this important function, have compounded this situation. The recent identified resources will complement existing roles, and expand and enhance the ability of the City to identify, support and respond to the complex needs of vulnerable members of the Richmond community more efficiently and effectively. Further advocacy to senior levels of government, which are primarily responsible for the areas of homelessness, housing, and mental health and substance use, will also be critically important to support the City's significant investment towards these areas.



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- Att. 1: Staff With Direct Responsibility For Responding To Homelessness
2: Joint Operations Team, Bylaws, Ministry of Social Development and Poverty Reduction (MSDPR) and RCMP Vulnerable Persons Unit (VPU) Statistics and Data
3: Involuntary Care for Substance Use – A Rapid Evidence Review

Staff With Direct Responsibility For Responding To Homelessness

Planning & Development

Director, Community Social Development
Acting Manager, Community Social Development
Program Lead, Homelessness
Departmental Associates

Community Safety

Director, Community Bylaws and Licencing
Manager, Community Bylaws Operations
Supervisor, Parking and Traffic Enforcement
Bylaw Liaison Officer II's
Bylaw Liaison Officer I's
Captain, Fire Prevention
Fire Prevention Officers
Departmental Associates

Joint Operations Team Members

Chief Fire Prevention Officer
Manager, Parks Operations
Manager, Inspections
Manager, Community Safety Policy and Programs
Acting Manager, Community Social Development
Program Manager, Community Bylaws Policy Program
Program Lead, Homelessness
GIS Analyst
Executive Assistant, General Manager of Community Safety
Richmond RCMP Operations
Richmond RCMP Vulnerable Persons Unit

Staff Positions That Intersect with Homelessness or Related Programs

Law & Legislative Services

General Manager, Law and Legislative Services
Staff Solicitors

Finance & Corporate Services

Manager, Customer Service
Customer Service Associates
Customer Service Specialists

Planning & Development

Director, Corporate Communications and Marketing

Community Services

Director, Recreation and Sport Services
Director, Parks Services
Director, Arts, Culture and Heritage Services
Manager, Sport and Community Events
Manager, Community Recreation Services
Manager, Aquatics and Community Wellness
Community Facilities Coordinators
Aquatic Maintenance Supervisor
Parks Operations staff
Park Caretakers
Community Facility Attendants
Youth Outreach Workers

Engineering & Public Works

Director, Facility Services and Project Development
Director, Public Works Operations (plus staff)
Manager, Facility Services
Manager, Recycling and Waste Recovery
Building Maintenance Coordinators
Coordinator, Building Inspections

Joint Operations Team, Bylaws, Ministry of Social Development and Poverty
Reduction (MSDPR) and RCMP Vulnerable Persons Unit (VPU)
Statistics and Data

Coordinated Outreach Data

Through coordinated outreach visits, additional information has been collected and summarized on the success of this approach. All individual names and personal data have been redacted from this information and have been listed as numbers to protect confidential information.

Patrols to locations where individuals experiencing homelessness may be camping or seeking outdoor shelter are not tracked; however, Vulnerable Persons Unit (VPU) has conducted outreach with Ministry of Social Development and Poverty Reduction (MSDPR) staff on **46** occasions from January 1, 2023 to November 21, 2023, which is more than double the number conducted in 2022 (during which there were 18).

In addition to outreach specific to individuals experiencing homelessness, the Yankee 30 program which was launched in January 2023 to respond to RCMP calls involving youth has been an important support to youth who may be at risk. The team has conducted **63** curfew checks with Youth Probation and **156** wellness checks (up to September 30, 2023)

Homeless Success Stories

Richmond RCMP VPU and partners Richmond Assertive Community Treatment Team (ACT Team) and MSDPR, as well as Alderbridge Supportive Housing (Alderbridge), Aster Place Supportive Housing (Aster Place), and Anne Vogel Clinic staff, worked in collaboration to advocate and bring forward these clients for housing consideration as many of them have represented repeated contact by police through interactions during homeless outreach or negative behaviours.

All the individuals whose stories are shared below came from very different backgrounds, and the reasons for their situations are varied and come with their unique complexities. However, what remains the same is that stable long-term housing has provided these individuals with a level of stability they had not known for a long time or may have never known. This has, from a policing perspective, clearly resulted in less negative contact with police and also provided them with a more streamlined opportunity to seek treatment for the varying issues they are dealing with. Now that they are appropriately housed, this can further help them re-integrate themselves into society at a level likely not possible without the benefit and security of housing.

- Client #1 – A middle-aged male who had been living in the River Road area, under the Oak Street Bridge, for more than two years. His shack burned down in August 2022, and from then on, he had made a makeshift shelter next to the hydro box. Before that long-time residency, the area had grown extensively with scrap metal and garbage. During his time out in the elements, it could be observed he had deteriorated physically due to the inconstancies of food and poor shelter. VPU and MSDPR strongly advocated for supportive housing, and shortly after, he was housed. Once he obtained housing, he improved dramatically, and his mood was greatly improved and healthier, as observed by police during a check-in. The area where he camped was also cleaned by City Bylaws and fenced. There have been no further calls for police service or reports of unsightly area.
- Client #2, who had extensive police contacts, has been housed for approximately six months after VPU, MSDPR, and Anne Vogel Clinic staff strongly advocated for this high-risk, unhoused female. There have been no new files since being housed. Police had regular contact with Client #2 previously during homeless outreach. She voiced frustration at the inability to obtain housing and at one time remarked she had been on the BC Housing list for eight years, was from Richmond and had been homeless for at least eight years, and her mental well-being was declining, as well as being at higher risk due to being a female on the streets. Since being housed, police have had minimal contact with her and learned she is even distancing herself from people she would normally associate with when on the street. She has even voiced wanting to get back into previous work she had trained for now that she has a stable home. Police, MSDPR, Bylaws and Richmond Fire-Rescue often had to tell Client #2 to dismantle her camp and move, creating regular dismantling, relocating and enforcement to continue throughout the city. Since being housed, there have been no structures built by Client #2.
- Client #3 had been a chronic offender in Richmond, often being unhoused, particularly after his mother died, and he had no connection, resulting in more calls for service for unwanted person at businesses as Client #3 had nowhere else to go. Since being housed, police have had very little negative interaction with him. VPU and MSDPR advocated with Richmond ACT Team to take Client #3 on as an ACT client and for supportive housing.
- Client #4 generated numerous check well-being files due to public intoxication and panhandling. Client #4 became unstable and lost his rental space, then deteriorated further. Since securing a unit, there has been a noticeable drop in police activity, and now that stable housing has been obtained, this would allow for addiction supports to offer a more stable program.
- Client #5 would frequent back alleys of businesses and drink to excess, which would often lead to police interactions. During great moments of mental distress, Client #5 expressed wanting to end his life. Fox-80 engaged with Client #5 on a daily basis, and these connections greatly assisted him in stabilizing himself and calls for service involving him reduced dramatically. While Client #5 was homeless, Fox-80 provided stability by checking on him daily. Fox-80 then referred Client #5 to the Transitions

program. Client #5 is now housed, and police have since had very few interactions with him.

- Client #6 was a regular contact during homeless outreach and has generated a large number of check well-being files and unwanted person files as a result of being homeless. VPU continued to advocate for housing for Client #6 via the Richmond ACT Team. Since obtaining housing in early October, police have had almost no interaction with him.
- Client #7's needs were quite complex as he struggles with mental illness and delusions, which resulted in extensive police contact. Through the collaboration of VPU and Richmond ACT team, as well as his physician, Client #7 was housed and provided with intensive medical intervention to help stabilize his thoughts and to help try and normalize his life. Since this intervention, police have had very little interaction with him.
- Client #8 was regularly checked on during VPU's Homeless Outreach or reported because of unwanted persons or complaints from the public via City Council. VPU, Turning Point Recovery Society and MSDPR advocated strongly for housing for Client #8, and since receiving long-term housing, Client #8 has been more stable and has had reduced interaction with police and no complaints from the public or the City of Richmond.
- Client #9 had extensive police contact and often suffered from drug-related/domestic issues. When she lost her basement suite, she was able to obtain a unit. Since that time, with the support of the Richmond ACT Team, she appears to have completely turned her life around and was observed to have a brighter, more positive appearance and outlook on life. Police have not had any interaction with this individual in over three years.
- Client #10 was unhoused in the city for quite some time. Police, Bylaws and RFR had to repeatedly speak with him regarding his large structures and open fire pits at his camps under the Moray Bridge, which posed a fire risk, as well as many calls for service from the public and nearby businesses. Although his contact with police was not usually negative, he expressed a strong desire to obtain housing and get back into detox. Through collaboration between MSDPR, VPU and Bylaws, this individual was supported enough to obtain housing and has dramatically improved in mood and appearance. This is a significant step forward for him as, at one time, he was so overtaken with drugs and physically unwell that he had to be transported to hospital for medical observation.
- Client #11 lived on the north side of River Road, near the river, in a shack for at least eight years. He had very paranoid behaviour concurrent with drug use. VPU, MSDPR, Bylaws, RFR, and Turning Point Recovery Society attended several times to check well-being and ensure no fire risks. In early 2023, Client #11's structure burned down. He then sought shelter under the Knight Street Bridge. Through advocating and support, Client #11 has been housed, and his mental and physical health has improved dramatically, as well as his reduction of substance use.

- Client #12 was homeless in Richmond and highly addicted for several years, and police responded to several calls for service of unwanted person and check well-being. Client #12 connected with Turning Point Recovery Society, who worked toward housing for Client #12. Client #12 is now stable and no longer uses any substances.

Involuntary Care for Substance Use – A Rapid Evidence Review*

Vancouver Coastal Health, Healthy Public Policy Unit (HPPU)

In the context of BC's ongoing drug poisoning emergency, there has been a call from community members and leaders for changes to the BC's Mental Health Act to facilitate involuntary apprehension, detention and treatment of people who use substances. These compulsory measures, sometimes characterized as "secure care" or "stabilization care," have been proposed for adults and youth who are at high risk of illegal drug poisoning, including through chemical, electronic, mechanical or physical restraint. However, **peer-reviewed research findings and provincial agency reports raise serious concerns that coercive treatment for substance use is not effective, can cause additional harm to people who use drugs (including death), is discriminatorily applied to vulnerable groups, and can cause people to disconnect from health services due to fear and lack of trust.**

A survey of two dozen recent research papers and government health agency statements on involuntary care – most of which are based on research and analysis in BC – indicates that secure care for substance use is not recommended. As highlighted in some excerpted passages below,[†] nearly all of this literature finds that **the risks of harm outweigh the possible benefits of coercive practices in the context of substance use.** Researchers, government agencies, and public health advocates frequently emphasize that **British Columbia should significantly improve access to voluntary supports for people who use drugs – before considering lower efficacy options of involuntary care.**

[Trends in Involuntary Psychiatric Hospitalization in British Columbia: Descriptive Analysis of Population-Based Linked Administrative Data from 2008 to 2018](#), Loyal, et al. *Canadian Journal of Psychiatry*, 2023

- Involuntary hospitalizations among British Columbians ages 15 and older rose from 14,195 to 23,531 (65.7%) between 2008/2009 and 2017/2018. Apprehensions involving police increased from 3,502 to 8,009 (128.7%). Meanwhile, voluntary admissions remained relatively stable, with a minimal increase from 17,651 in 2008/2009 to 17,751 in 2017/2018 (0.5%).
- Increasing involuntary hospitalizations are concerning because previous involuntary hospitalization is associated with readmission, potentially because people delay or avoid seeking treatment due to fear of coercive treatment.
- Findings highlight the need to strengthen the voluntary care system for mental health and substance use, especially for younger adults, and people who use substances. They also signal a need for closer examination of the use of involuntary treatment for substance use disorders, as well as further research exploring forces driving police involvement and its implications.

[Detention-based Services for People Who Use Drugs](#), BC Centre for Disease Control, 2021

- There is little to no evidence to support compulsory treatment for SUD [substance use disorders] in general, and for youth in particular. Reviews of the evidence of compulsory treatment for PWUD

* This evidence review was undertaken to support City of Richmond staff, in response to a referral made by Richmond City Council on the "Homeless Crisis." in which staff were asked to recommend a position on "secure care." This rapid review utilized the AI platform [ResearchRabbit](#) to identify highly referenced sources on the theme "involuntary care." Inclusion preference was given to academic articles and government agency analyses in which the subject matter was BC-based. That survey was then augmented with research collated and shared by the Vancouver-based organization [Health Justice](#). VCH Library Services also supported the collection of research studies.

[†] All excerpts from the literature are direct quotes, except where text is bracketed.

[people who use drugs] demonstrate the lack of efficacy of these services, potential for human rights violations through the use of these policies, and ethical practice implications.

- Among adults, compulsory treatment is associated with relapse, higher levels of mental duress, homelessness, and overdose.
- Involuntary hospitalization may reduce the likelihood that PWUD will seek healthcare.
- Detention-based services are contrary to best practices in BC.
- Compulsory treatment, and involuntary hospitalization in particular, imposes health care practices that reinforce experiences of colonization among Indigenous peoples.

Involuntary Stabilization Care of Youth Who Overdose: A Call for Evidence- and Ethics-informed Substance Use Policy, Goodyear, et al. *Canadian Journal of Public Health*, 2021

- If implemented in BC, we are highly concerned that the potential harms associated with stabilization and/or secure care may outweigh its benefits. It is well documented that rapid-withdrawal and abstinence-focused treatments among adults lower one's opioid tolerance, which, given the high incidence of post-treatment relapse among people who use drugs, poses significant risk for (re)experiencing an overdose.
- Of further concern, stabilization care risks jeopardizing access to healthcare. Within our own programs of research and clinical practice, youth frequently tell us that they actively avoid services, care providers, and/or peer and family supports that they experience as or perceive to be coercive. Taking this into account, stabilization care risks undermining clinician-client and family-child relationships, along with the linkages to supports that youth may benefit from most, including harm reduction and voluntary substance use treatment and care.
- Moreover, fear of and/or experiences with stabilization care may deter youth from future engagement with the health care system, including calling 911 in the event of an overdose, due to concerns over potential (re)apprehension.

Coercion into Addiction Treatment and Subsequent Substance Use Patterns among People Who Use Illicit Drugs in Vancouver, Canada, Pilarinos, et al. *Addiction*, 2020

- Among PWUD [people who use drugs] in Vancouver, Canada, there appear to be no statistically significant improvements in substance use outcomes among those reporting coerced addiction treatment, those voluntarily accessing treatment, and those not attending treatment.

Secure Care: More Harm than Good, Pilarinos, et al. *Canadian Medical Association Journal*, 2018

- Existing evidence suggests that mandatory addiction treatment does not lead to significant improvements in substance use outcomes and can be destabilizing, increasing the risk of subsequent overdose.
- Coercive approaches to substance use risks undermining trust and our ability to connect youth who live with intergenerational, childhood or institutional trauma with the health and social services they need most.
- Given the historical and ongoing effects of colonization, the use of a secure care approach with Indigenous youth raises further concern. The legacy of colonization has resulted in an overrepresentation of Indigenous youth within the child welfare and criminal justice systems, suggesting that Indigenous youth may be particularly vulnerable to secure care measures.

An Ethical Perspective on the Use of Secure Care for Youth with Severe Substance Use, Clark, et al. *Canadian Medical Association Journal*, 2019 [response to Pilarinos, et al., above]

- Mandating secure treatment may be ethically justifiable given the duty to protect youth from harm; for example, when a youth has overdosed multiple times over a short period and is likely to

experience severe harms or die. However, this duty is not licence for involuntary treatment for all youth who use substances. A range of potential harms related to secure care must be considered, including risks in overriding autonomy (e.g., distrust in providers and “the system”), destabilizing effects and increased risk of overdose after treatment.

- [T]he state has a special duty to care for and protect minor youth. For youth with severe substance use disorders, decisional capacity regarding substance use may be compromised or absent. Involuntary treatment for this population may be justifiable if the demonstrated benefits outweigh the potential harms and if issues of autonomy and justice are fully taken into account... Approaches such as secure care have potential to cause harm, but that reality cannot lead to inaction.

[The Authors Respond to Comments on the Use of Secure Care in Youth](#), DeBeck, et al. *Canadian Medical Association Journal*, 2019 [response to Clark, et al., above]

- We equally agree that inaction on the overdose crisis is unacceptable and that swift action and adequate funding are needed... it is our assessment that the priority must be to improve access to voluntary interventions, address the social determinants of health and consider how to build trusting relationships with youth who use drugs in order to meaningfully engage them in treatment and critical support services, including harm reduction interventions.

[Statement of Bernard Richard, Representative for Children and Youth](#) (RCY), 2017

- [B]efore secure care is implemented, a significant weakness that has been identified in several RCY reports must be addressed – that is, the current lack of a well-integrated and robust cross-ministerial network of supports and services for children and youth in B.C.
- Secure care must be one component of a comprehensive system that includes culturally safe and competent voluntary, community-based and residential services that are well integrated and coordinated, and established networks of services and supports both locally and throughout the province focused on best practices and sound research.

[The Effectiveness of Compulsory Drug Treatment: A Systematic Review](#), Werb, et al. *International Journal of Drug Policy*, 2016

- There is limited scientific literature evaluating compulsory drug treatment. Evidence does not, on the whole, suggest improved outcomes related to compulsory treatment approaches, with some studies suggesting potential harms. Given the potential for human rights abuses within compulsory treatment settings, non-compulsory treatment modalities should be prioritized by policymakers seeking to reduce drug-related harms.

[Improved Drug-use Patterns at 6 Months Post-discharge from Inpatient Substance Use Disorder Treatment: Results from Compulsorily and Voluntarily Admitted Patients](#), Pasareanu, et al. *BMC Health Services Research*, 2016

- Voluntary treatment for SUD [substance use disorder] generally yielded better outcomes; nevertheless, we also found improved outcomes for CA [compulsorily admitted] patients. It is important to keep in mind that in reality, the alternative to CA treatment is no treatment at all and instead a continuation of life-threatening drug use behaviours. Our observed outcomes for CA patients support the continuation of CA treatment.

[The Use of Legal Coercion in the Treatment of Substance Abusers: An Overview and Critical Analysis of Thirty Years of Research](#), Klag, et al. *Substance Use and Misuse*, 2005

- Although compulsory/legally mandated treatment is appealing, it has been one of the most fiercely debated topics in the addiction field, raising a number of issues including ethical concerns and

motivational considerations. In this context, the most important question to be answered is whether or not compulsory treatment is effective in the rehabilitation of addicted offenders. Regrettably, three decades of research into the effectiveness of compulsory treatment have yielded a mixed, inconsistent, and inconclusive pattern of results, calling into question the evidence-based claims made by numerous researchers that compulsory treatment is effective in the rehabilitation of substance users.

HEALTH GUIDANCE: Supporting individuals experiencing mental illness and/or substance use disorder while homeless

This guidance document includes information about:

- Vancouver Coastal Health's current Richmond-based services to support individuals experiencing homelessness and complexities of mental health and substance use issues;
- The British Columbia *Mental Health Act* and how this intersects with individuals who use substances and experience homelessness, and the concept of involuntary care ("secure care");
- Considerations about next steps to address the substance use and homelessness crises;

British Columbia's toxic, unregulated drug supply was declared a Public Health emergency in 2016; it's now the leading cause of death in B.C. for people aged 10 to 59, accounting for more deaths than homicides, suicides, accidents and natural disease combined. This crisis brings unprecedented challenges, but as Richmond health-care providers we embrace our responsibility in collective work to address the needs of community members experiencing mental illness or using substances while unhoused.

It is imperative that we adopt a multi-faceted, compassionate and inclusive approach in supporting these clients, and protecting their health and lives in the context of this drug poisoning emergency. This necessitates seamless collaboration and open communication among diverse agencies, stakeholders, people with lived and living experience, health services, housing programs, law enforcement, and community organizations. As we endeavor to enhance the well-being of our community members, we must identify areas for improvement in our services; streamline existing resources; explore innovative solutions.

We value ongoing work and look forward to future collaborative work with the City of Richmond — Vancouver Coastal Health is committed to work that prioritizes the welfare of those most in need and endeavors to build a stronger, more resilient community for all.

Existing VCH Richmond Mental Health and Substance Use Outreach Services

Residents of Richmond can access mental health and substance use (MHSU) outreach services through these resources and locations:

1. **Call Central Intake at 604-204-1111. Fax 604-244-5487. Suite 600 8100 Granville Ave**
 - Receives all referrals for Mental Health and Substance Use programs. Referrals may be received from physicians, community partners, families and by self-referral.
 - People can call or walk-in M-F 9:30-3:30



2. **Fox 80 accessed via 911, RCMP non-emergency line or Chimo Crisis Line.**
 - Program is staffed by an RCMP member and a psychiatric nurse who provide de-escalation situations, crisis intervention and connection with services
 - Operates Monday to Sunday 11am to 10pm.
 - Anyone may call via the routes above
3. **Anne Vogel Clinic - 2nd floor, 210-7671 Alderbridge Way**
 - Support for people who use opioids, including Methadone, Suboxone and Kadian maintenance
 - Includes outreach and peer supports
 - People may call the clinic directly or walk in. Central Intake will support connection to the clinic as well
4. **Assertive Community Treatment (ACT Team)**
 - Referrals must go through Central Intake.
 - Provides client-centered and recovery-oriented mental health and substance-use services for people with serious mental health concerns and complex substance-use disorders
 - Care is wraparound and includes outreach in community
5. **Transitions Outreach**
 - Harm reduction care for people 55 years+ using substances
 - Supports include outreach-based services, connection and counseling

Pathways to Mental Health and Substance Use Care

Most people access mental health and substance use care because they recognize a need for extra support and health care in these areas. Under specific circumstances, due to safety risks, healthcare providers must intervene and force a person experiencing mental illness into care. These two paths to treatment are generally described as voluntary and involuntary ("secure care"). While the [Mental Health Act](#) serves as a framework for supporting clients with mental health and substance use needs, it is imperative to note that treatment under this Act is typically of a short-term nature and is not applicable to substance use. It is not an appropriate tool for intervening in the complex care needs of many individuals experiencing homelessness in Richmond and won't serve to overcome the societal and systemic concerns that contribute to homelessness.

Voluntary treatment - A person accepts and/or seeks out mental health and/or substance use services

- Referrals by can be made through Richmond Central Intake at 604-204-1111 by a person's care team, their families or themselves.

Involuntary treatment - A person is certified under the Mental Health Act against their will and provided with psychiatric treatment. This is a last resort.

- This takes place under the *Mental Health Act*.

- Section 28 of the *Mental Health Act* allows police to bring an individual to hospital to be assessed by a doctor.
- A person can only be certified under the *Mental Health Act* by a doctor.

Forcing a person to stay in hospital and to accept treatment takes away their freedom and their ability to make care-related choices, and due to the drastic nature of this option, the *Mental Health Act* is very specific about situations where a person's autonomy can be taken away.

How does the BC *Mental Health Act* work for involuntary care?

To be certified involuntarily, a person must meet all FOUR of the requirements:

1. Have a mental health disorder that seriously impairs their ability to live in the community.
2. Require psychiatric treatment in or through a designated facility.
3. Require care, supervision, and control to prevent deterioration or protect themselves or others.
4. Cannot safely or adequately be treated as a voluntary patient.

Involuntary treatment is typically short-term and reassessed on an ongoing basis. A person must continue to meet all requirements to remain under involuntary treatment.

How does the BC *Mental Health Act* and involuntary care apply to people who use substances?

The *Mental Health Act* **does not** apply to substance use alone and it demands that we respect an individual's right to live at risk unless all four of the above outlined requirements are met, therefore involuntary care is **not** included as an option within the current standard of care for individuals with substance-use disorder.

- Please find attached, results of a rapid evidence review of published research and provincial agency reports indicating coercive treatment for substance use is ineffective, can cause additional harm to people who use drugs (including death), is discriminatorily applied to vulnerable groups, and can cause people to disconnect from health services due to fear and lack of trust.
- The literature summary indicates the risks of harm outweigh the possible benefits of coercive practices in the context of substance use. Researchers, government agencies, and health advocates emphasize that British Columbia should significantly improve access to *voluntary* supports for people who use drugs – before considering lower efficacy options of *involuntary* care.

Further actions for improvement and change

1. Affordable and Supportive Housing Continuum Options that support more effective recovery and health-care service delivery:

Homelessness has increased in Richmond by at least 91 per cent since 2020 (Homeless Count). It is difficult to deliver ongoing and effective health-care services to people without a stable home. People experiencing homelessness generally have higher rates of illness, injury and death, making housing one of the most significant determinants of health.

Stable housing provides a foundation for better health outcomes; a consistent environment to deliver care, monitor chronic conditions, allow for follow up, and continuity in treatment. Stable housing also contributes to the prevention of health crises, reducing the need for emergency health care.

Where we recognize that housing is a concern beyond the City of Richmond, we hope that City Council, will take every opportunity to create positive change along the housing continuum as it contributes to more effective delivery of health care services and supports.

- Critical need for additional low barrier shelter beds and transitional housing
 - Allows for people using substances to get off the street and is often the first step to making meaningful engagements with health-care staff and resources
 - Shifts the focus from hunger, staying dry/warm, feeling unsafe or having to stay awake for safety to taking first steps in recovery journey
 - While the current Richmond shelter plays an integral role to the continuum, people can be refused services due to their substance use. This means many unhoused Richmond residents have no access to shelter beds
 - Centralized locations optimize access support resources
- Increased affordable and supportive housing options across the continuum of housing, including transitional housing, temporary modular housing units, and permanent supportive housing
 - Supporting individuals to transition out of homelessness requires a variety of housing options that meet diverse community needs, including ones that are affordable and enable ongoing and flexible provision of support for individuals with mental illness and substance use disorder
 - Having an address is critical to obtaining employment and community reintegration, which are important for health and wellbeing

Responsible partners: Ministry of Housing and Ministry of Health, City of Richmond, BC Housing, VCH to deliver healthcare services

2. Health-care services for Unhoused Residents:

- Increased outreach-based services
 - VCH Richmond has prioritized a shift toward additional Outreach-based services since 2021. We continue to advocate for additional outreach services.
- Increased drop-in centre options and longer hours
 - People who are homeless need a consistent area to access meals, hygiene practices (e.g. laundry and showering) and have positive interactions with health care
 - This builds capacity to continue to deliver health-care services in the event all shelter beds are full
 - Centralized location is critical
- Development of a Richmond-based Community of Practice of stakeholders, services and agencies that support unhoused residents may help with effective collaboration, coordination, gaps identification and ensuring that residents' needs are being met.

Responsible partners: VCH, community partners (non profits, substance use services), City of Richmond

3. Harm and Stigma Reduction and Community Education:

Living outside with mental health and/or substance use challenges is extraordinarily stressful and stigmatizing for those experiencing it. Being met by fear and judgement in community increases risk of escalation or conflict. Being met with stigma in health-care services drastically reduces the chance that an individual will seek out follow-up or new services in the future.

- Provide training to recognize and respond with compassion to individuals experiencing mental health crises or substance use disorders.
 - Both within community and health-care settings
 - VCH has trained over 200 Richmond VCH staff via peer led harm reduction education sessions since 2021
- Increase access to harm reduction and safer use services across Richmond Community
- Increasing access to community conversations and education to reduce discrimination and to foster a more compassionate community for all Richmond residents.

Responsible partners: VCH, community partners (non profits, substance use services)

