



City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services Committee
Date: July 6, 2021

From: Todd Gross
 Director, Park Services
File: 10-6125-30-001/Vol 01

Peter Russell
 Director, Sustainability and District Energy

Re: **Community Environmental Enhancement Grants Program**

Staff Recommendation

That, as described in the report titled ‘Community Environmental Enhancement Grants Program’ dated July 6, 2021 from the Director, Park Services and Director, Sustainability & District Energy:

- a) The purpose, scope and process of Option 1 to support ongoing environmental initiatives be endorsed; and
- b) Council approve the proposed amendments to City Grant Policy 3712.

Peter Russell
 Director, Sustainability and District Energy
 (604-276-4130)

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

Att. 2

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

Staff Report

Origin

This report is in response to the following committee referral endorsed at the February 1, 2021 General Purposes Committee:

That staff review the possibility of a new grant category which is related to the environment and provide options, and report back

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

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

2.4 Increase opportunities that encourage daily access to nature and open spaces and that allow the community to make more sustainable choices.

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

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

8.1 Increased opportunities for public engagement.

Analysis

Current Programs

The City of Richmond established its annual City Grant Program to support the work of community service organizations in Arts and Culture, Child Care, Health, Social and Safety, and Parks, Recreation and Community Events. The Neighbourhood Celebration Grants program supports community organizations or groups of neighbours to plan events that connect residents with local parks, open spaces and streets as well as with each other. While each grant is unique, the goals of the City's Grant Program are to:

- Improve the quality of life of Richmond residents through a wide range of beneficial community programs;
- Assist primarily Richmond-based community groups to provide programs for residents;
- Build community and organizational capacity to deliver programs; and
- Promote partnerships and financial cost sharing among the City, other funders and organizations.

Access to nature and healthy, local ecosystems can improve the quality of life for residents. Emerging ideas, including those from the United Nations, reflect the common understanding that

a healthy environment is integral to individual wellbeing, including physiological and mental health benefits. Although many of the City's existing grants can incorporate environmental initiatives indirectly, residents must rely on alternative City-led initiatives such as the Partners for Beautification Program to seek support and resources for environmental-related activities such as shoreline cleanups, trail maintenance, (minor) invasive species management and boulevard enhancements. The development of a new grant that focuses specifically on environmental initiatives can promote environmental stewardship in Richmond and lead to the growth of community groups supporting the City's environmental objectives. A strong network of environmental organizations can catalyze more local environmental stewardship, a key goal in the Ecological Network Management Strategy.

The City currently offers a broad range of programs, services and funding to support environmental awareness, resident activation and ecological enhancement not included in the City Grant Program. Many of these initiatives, including the Partners for Beautification Program, are typically funded through operational budgets, sponsorship opportunities and staff support (see Attachment 1 for more information). Staff estimate that the level of support within the current operating budget to support these initiatives is approximately \$100,000 annually. In addition to these City-led and coordinated initiatives, staff note that further community support for community-led initiatives would be well-received in Richmond. Staff receive a variety of requests each year from community members that cannot fully be supported due to funding limitations that could be accommodated with additional financial support from the City.

Proposed Community Environmental Enhancement Grants Program

A grant for environmental initiatives that utilizes non-tax revenue funding for proposed environmental initiatives provides an opportunity to complement the City's existing plans and strategies such as the Ecological Network Management Strategy and promote community stewardship. Three potential options for the newly proposed environmental grant are outlined below.

Option 1 (Recommended): Establish an Environmental Grant that complements existing City-led initiatives

A new grant for environmental initiatives led by registered non-profit organizations can complement the City's ongoing environmental initiatives and promote community stewardship. Local, for-profit business are typically not eligible for community grants, but they may assist eligible applicants in organizing events. If endorsed, a new grant would provide targeted funding towards materials needed to enhance Richmond's natural environment. Amongst the many programs listed in Attachment 1, staff note that a common critical need, reflected mainly in requests from the community, relates to a need for funding or access to materials such as soil, trees, plants and small hand equipment. The sole purpose of the proposed Environmental Grant Program would be to support material needs and associated costs for applicants. The funding would not support administration activities of the applicants but would, for instance, support costs for gaining access to materials such as a truck rental to deliver materials. Under this option, a staff team would undertake review of applications and prepare a list of recommended recipients for Council's consideration in a consistent manner as the City Grants Program.

Staff also considered other methods in which staff could address the Council referral, listed as 'Not Recommended' options below.

Option 2 (Not Recommended): Incorporate environmental criteria into the City's existing Grant Program with no additional funding

This option would be supported through the City Grant Program and would add environmental criteria that applicants must meet to successfully receive funding. The City's existing grant program currently supports the work of community service organizations in four areas: Arts and Culture, Child Care, Health, Social and Safety, and Parks, Recreation and Community Events. No additional funding would be offered in this option. Applicants would utilize the existing funding pools and allocate (directly or indirectly) a portion of the approved funding to benefit aspects of the environment, which would need to be developed to support the current application process. This Option is not recommended. Additional criteria or requirements to support environmental initiatives may place a strain on funding needed to support other important social and cultural programs. Similarly, this option may not offer enough funding or resources to complete environmental initiatives, which can discourage meaningful results in both areas. Staff also note that criteria suitable for each area in the City Grant Program will be challenging to tailor for each area and monitor after implementation.

Option 3 (Not Recommended): No action, maintain current operation and funding through the City Grants Program

The City's well-established City Grant Program provides support to community service organizations that may indirectly support environmental initiatives through annual funding. In addition, the City offers a variety of City-led programs and initiatives that promote community education, awareness and activation each year (Attachment 1). This option is not recommended. Staff note that the City receives a significant amount of community requests each year for environmental initiatives such as watercourse clean-ups that cannot be supported due to resource and funding limitations. Further, specific funding for environmental initiatives may lead to the establishment of more citizen-led organizations in Richmond, currently lacking in the City. These organizations have been successful in neighboring municipalities at coordinating activities that complement existing City-led initiatives and building awareness related to environmental stewardship.

Implementation

Staff intend to administer the proposed grant through the City's existing 'Partners for Beautification Program' which provides opportunities for Richmond residents of all ages, community groups, and service clubs to get involved in environmental stewardship. Furthermore, staff are in the process of reviewing and updating the program to more strongly reflect sustainability and environmentalism, better supporting the City's environmental objectives. Further information will be provided in a report to Council later this year.

Staff are proposing to amend the City's *Grant Policy 3712* to add the Community Environmental Enhancement Grants Program as a separate grant category (Attachment 2). Applications will follow the defined criteria in the City's *Grant Policy 3712*. Under these guidelines, a maximum

\$2,500 annually will be available to applicants for select projects on City property such as boulevards, channelized watercourses, joint City school properties, parks and open spaces. Applications would first be assessed by a staff team for evidence of financial need and fiscal responsibility; community benefit and inclusiveness; and an evaluation plan to measure project effectiveness.

If endorsed, staff will refine the future evaluation criteria consistent with the City Grant Program and establish an appropriate staff team to evaluate submissions that may be related to environmental enhancement, restoration and/or conservation. Successful projects will be monitored and future results will be communicated to Council at the same time as the launch of the 2022 City Grant Program.

Financial Impact

It is estimated that the additional costs for this program will not exceed \$35,000, which may be funded from gaming revenue or other non-tax revenue sources and will be included in the 2022 grants process for Council consideration.

Conclusion

Richmond relies upon a healthy and diverse landscape to maintain quality of life, biological diversity, and a resilient natural environment. Richmond residents play a key role in shaping the initiatives that contribute to healthy, diverse and functioning ecosystems. Limitations of the City's existing grant program impede environmental initiatives from being highlighted or identified as the primary focus. Utilizing non-tax revenue funding for ongoing environmental initiatives that are already supported by the City presents the best opportunity to support and improve community-led environmental enhancement projects. Staff recommend that the Community Environmental Enhancement Grants Program be endorsed.



Chad Paulin M.Sc., P.Ag.
Manager, Environment
(604-247-4672)



Jason Chan
Manager, Parks Planning, Design and
Construction
(604-233-3341)

- Att. 1: Current Environmental Initiatives Involving Residents
- Att. 2: City Grant Policy 3712 Amendments

Current Environmental Initiatives Involving Residents

Programs	Description	Funding
Bat Friendly Program	Stewardship and educational program to support bat awareness.	\$2,000 annually, support and educational materials.
BC Sustainable Energy Association	Cool it! Climate Change Education for Grade 6 & 7 students.	Approximately \$10,000.
Butterfly Way Rangers (David Suzuki Foundation)	A volunteer-led movement that is growing habitat for bees and pollinator species in neighbourhoods across Canada.	Support from staff and financial support through the Partners for Beautification Program for projects on City owned land.
City Nature Challenge	Free program to encourage environmental education and stewardship.	Support from staff for facilities.
Community Workshops	Free community workshops in various topics; tied to the City's Enhanced Pesticide Management Program.	Approximately \$20,000 annually and staff time to organize.
Green Ambassadors Program	High school students that support event recycling and environmental efforts and projects in their schools or within the City of Richmond.	Approximately \$15,000, support for facilities and City staff mentors.
HUB	Generally supporting cycling education courses and Bike to Work Week Stations.	\$6,000 - \$8,000 annually.
Nectar Trail	Free program to encourage private properties to plant a pollinator friendly garden.	\$2,000 support from staff for facilities.
Partners for Beautification Program	A unique opportunity for Richmond residents of all ages, community groups, service clubs and businesses to get involved with one or more of the adoption programs to help make a difference in the parks, streetscapes and dyke legacy.	\$10,000 - \$30,000 annually, offset with grants, dedicated staff support provided. \$5,000 - \$10,000 for removal of invasive plants funding for Invasive Pulls.
Project Wet	Youth engaged in water conservation initiatives.	Support for facilities and City staff, combined with annual Public Works Open house.

REVA	Youth (via GA program) in Richmond that help promote the adoption and education of electric vehicles.	Support for facilities and City staff.
Richmond Earth Day Summit (REaDY Summit)	A youth-led conference whereby high school students fully organize a half day conference for 300-400 grade school students.	Approximately \$3,000 per year, plus support from staff for facilities (e.g. for meetings) and City staff who mentor students.
Tree Canada Tree Plants	Corporate tree plants coordinated through Tree Canada with operational support from the City.	Native plant costs are covered by the Tree Canada, but the City covers the cost of tools, mulch and staff time.

* Funding for these environmental-related initiatives is facilitated through the City's annual Operating Budget, Capital Budget or through external grant funding sources as determined through Council endorsement.



Page 1 of 1	City Grant Program	Policy 3712
Adopted by Council: July 25, 2011 Amended by Council: July 9, 2012		

POLICY 3712:

Please note that there is a separate Sport Hosting Incentive Grant Policy (3710) and Child Care Development Policy, including Child Care Grants (4017).

It is Council Policy that:

1. The following City Grant Programs be established, to be designed, administered and reported by the respective departments:
 - Health, Social and Safety (Community Social Services)
 - Arts and Culture (Arts, Culture and Heritage)
 - Parks, Recreation and Community Events (Parks and Recreation)
 - **Community Environmental Enhancement Grants Program (Parks and Recreation).**
2. Casino funding ~~will~~ **may** be used to create ~~three~~ **four** separate line items for these City Grant Programs in the annual City operating budget.
3. Each of the ~~three~~ **four** City Grant Programs ~~will~~ **may** receive an annual Cost of Living increase.
4. A City Grant Steering Committee consisting of a representative of Community Social Services, Arts and Culture, ~~and~~ Parks and Recreation, ~~and~~ **Environment** will meet at key points in the grant cycle to ensure a City-wide perspective.
5. Applications will be assessed based on program-specific criteria that reflect the City's Corporate Vision, Council Term Goals and adopted Strategies. Information regarding assessment criteria and the review process will be provided in Program Guidelines.
6. City Grant Programs will consist of two streams of grant requests, (1) \$5,000 or less and (2) over \$5,000, whereby application requirements may be streamlined for requests of \$5,000 or less.
7. Only registered non-profit societies governed by a volunteer Board of Directors requesting funding to serve primarily Richmond residents, are eligible.
8. Applicants may receive only one grant per year.
9. Applicants receiving City Grants for a minimum of the five most recent consecutive years will have the option of applying for a maximum three-year funding cycle.
10. Community Partner documents submitted to fulfill annual funding agreements with the City will be considered as part of grant application requirements.
11. Due to the high number of applications for limited funding, and as applicants may apply the following year, no late applications are accepted and there is no appeal process to Council's decision.



City of Richmond

Report to Committee

To: Parks, Recreation and Cultural Services Committee

Date: July 2, 2021

From: Todd Gross
Director, Parks Services

File: 06-2345-01/2021-Vol 01

Re: **Hollybridge Pier Redesign**

Staff Recommendation

That the conceptual redesign for the Hollybridge Pier as detailed in the staff report titled "Hollybridge Pier Redesign" from the Director, Parks Services, dated July 2, 2021, be endorsed for the purpose of detailed design and permitting application for the construction of a new waterfront amenity along the River Green Waterfront Park.

Todd Gross
Director, Parks Services

Att. 1

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

Staff Report

Origin

At the January 29, 2013, Parks, Recreation and Cultural Services Committee meeting, the following referral was carried:

“That the conceptual designs for the River Green Village’s waterfront park, Gilbert Greenway and public mews as detailed in the staff report titled River Green Village Parks and Open Space Plan from the Senior Manager, Parks, dated January 9, 2013, be endorsed.”

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

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

4.3 Encourage wellness and connection to nature through a network of open spaces.

Analysis

Background

As part of the River Green Village Parks and Open Space Plan approved by Council in 2013, a new waterfront pier was proposed to be located at the corner of River Road and Hollybridge Way (just east of the Richmond Olympic Oval) and reaching out and over the Middle Arm (Figure 1).

Figure 1 – Original Concept of the Hollybridge Pier and Floating Docks



The Hollybridge Pier was considered an integral part of the design to complement the development of the River Green Waterfront Park completed in 2019. The City also received an amenity contribution of \$1 million from ASPAC Development in 2013 towards the construction of the future pier and the additional funding of \$1 million for the project was approved by Council during the 2015 capital budget process.

The City's application for the project's permitting review and construction approval process was submitted on January, 25, 2017, to Ministry of Forests, Lands, Natural Resource Operations and Rural Development (FLNRORD). This permitting application process involved extensive evaluation reviews and requests for approvals from multiple agencies including:

- The former Ministry of Municipal Affairs and Housing's Land Act (for the tenure lease of the water lot where the pier was to be situated);
- FLNRORD's Water Sustainability Act in conjunction with First Nations consultation;
- Environment and Climate Change Canada for the environmental and sustainability review;
- Province of BC's Dike Management Act (DMA);
- Department of Fisheries and Oceans (DFO); and
- Transport Canada.

On February 22, 2017, staff consulted with FLNRORD Ministry staff and received a suggested permit approval timeline of October 2017. This timeline was not met due to backlog of applications they were experiencing.

On July 10, 2019, after nearly two and a half years of permitting delays with the application reviews and ongoing consultations, FLNRORD'S senior licenced authorization officer suggested that the application was being finalized and permitting approvals were to be completed shortly thereafter; however, once again their commitment to complete the evaluation was delayed.

As a result of a number of ongoing staff changes, changing regulations and continued delays within the permitting review process at FLNRORD, a meeting between members of Council and The Honourable Doug Donaldson, Minister of Forests, Lands, Natural Resource Operations and Rural Development occurred on September 18, 2020, during the UBCM convention where the City sought assistance with advancing the application.

On March 2, 2021, staff received a final decision letter from the Ministry stating that the City's application to construct a public pier situated on Crown Province's water lot has been disallowed for the following primary reason (Attachment 1):

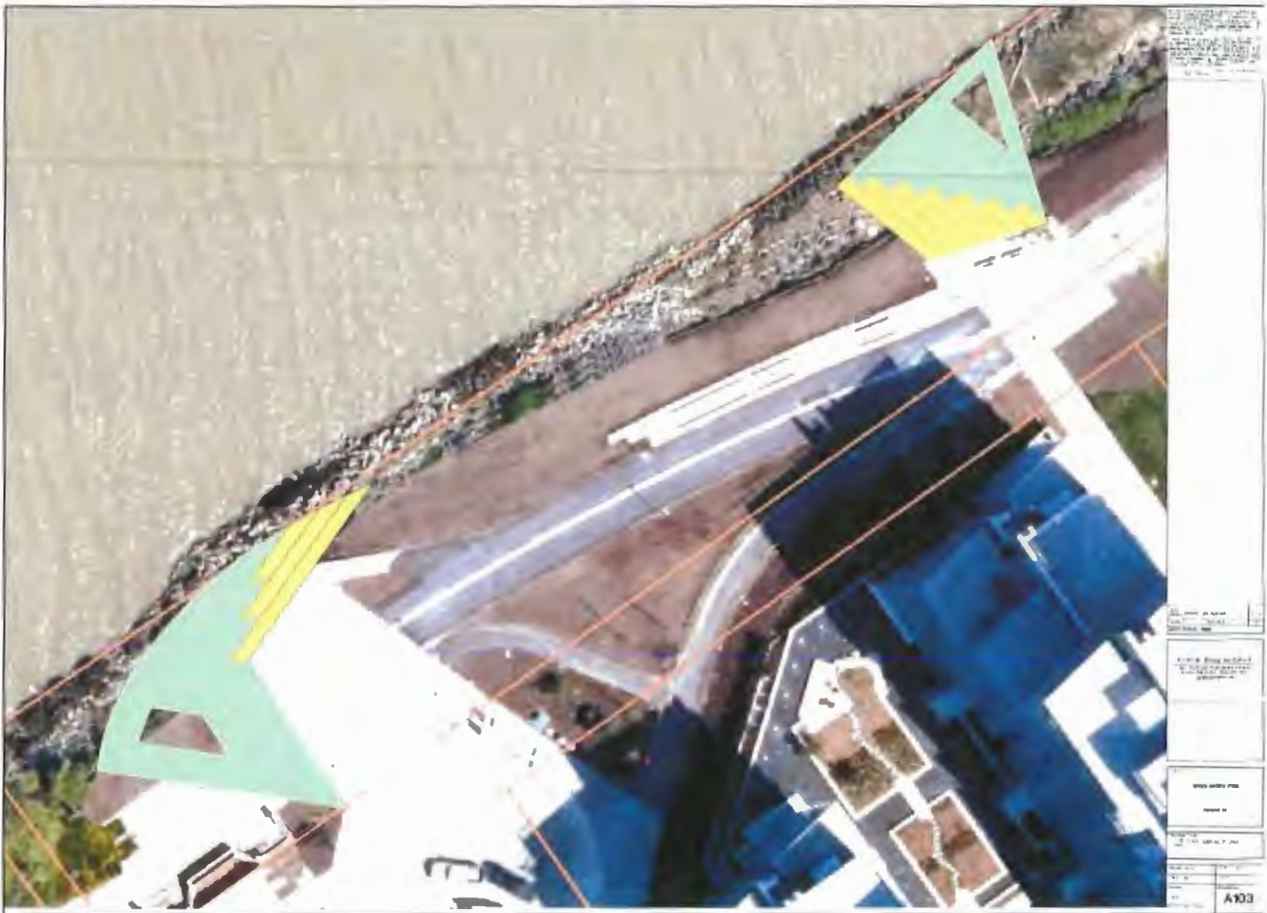
"The primary consideration that led to the disallowance of your application is that the mitigation measures proposed by the City of Richmond do not adequately accommodate the potential impacts on Musqueam Indian Band's (hereafter referred to as Musqueam) Aboriginal rights and title, specifically Musqueam's right to fish, at this site."

Based on this final decision from the Ministry and the fact that an appeal process is not available for the application to construct a pier and floating dock, staff reviewed options for a new revised design that meets the goals of the approved Parks and Open Space Plan; however, will not require a tenure lease with the Ministry of Lands, Parks and Housing Act (formally Ministry of

Municipal Affairs an Housing Land Act) and will also mitigate the issues identified in the previous approvals process.

The revised concept design below (Figure 2) presents two observation staging platforms overlooking the Middle Arm waterfront while keeping some of the design intent from the original pier concept. These proposed waterfront observation staging platforms could be constructed using steel (shown as green) and timber (shown as yellow) components with open grate sections to allow for sunlight to pass thru the decking for habitat considerations to address environmental review concerns and protecting the foreshore's vegetation. The proposed structures would then connect to the existing concrete abutments that were constructed to accommodate the original pier designed connections. This concept design would also complement the existing adjacent River Green Waterfront Park's features that includes a waterfront promenade pathway, gathering and seating areas, and landscapes connecting to the Middle Arm trail system.

Figure 2 – Revised Concept of two Observation Staging Platforms



Staff has consulted with ASPAC Development's team and they have provided their endorsement to move forward with this revised concept design.

If this redesign is approved, the City would still need to submit applications for the project's permitting review and evaluation process to FLNRORD which includes:

- Environment and Climate Change Canada for the environmental and sustainability review;
- Province of BC's Dike Management Act (DMA) for the diking considerations; and
- Potentially the Department of Fisheries and Oceans (DFO) with habitat shoreline considerations.

As detailed in the City's Flood Protection Management Strategy, Richmond is situated approximately 1.0 m above sea level and flood protection is integral to protecting the health, safety, and economic viability of the City. Richmond is protected from flooding by infrastructure that includes 49 km of dikes. The City's Flood Protection Management Strategy and Dike Master Plans are the guiding framework for continual upgrades and improvements to address climate change induced sea level rise. The dike in this section has already been raised to the target elevation of 4.7 m identified in the Flood Protection Management Strategy. Maintaining flood protection integrity as well as alignment with the City's Dike Master Plan and Flood Protection Management Strategy will continue to be ensured through the detailed design process of the proposed observation staging platforms.

Financial Impact

Staff received a proposal from the consultant, Wood Environment and Infrastructure Solutions (formerly Amec Foster Wheeler) for the redesign of these new observation staging platforms and to assist the City with permitting requirements. The estimated cost of \$91,000 will include providing detail design, structural engineering, environmental considerations and permitting consultation with the various external agencies. Their team provided these services for the original pier design from 2016 to 2019.

Staff is recommending funding the design from existing approved capital funding for advance planning and design. Upon completion of a detail design, an estimate for construction can be established and a capital amendment to the existing project account would be required.

Conclusion

After four years of extended delays with permitting reviews, studies, and consultation requested from the Ministry, and then receiving their final decision to disallow the City's application to construct the Hollybridge Pier on Crown Province's water lot, the City now has an opportunity to move forward with a redesign process. The redesign process does not require a tenure lease of the Ministry's water lot and still meets some of the design intent and objectives of the River Green Village Parks and Open Space Plan. This revised concept has also received endorsement from ASPAC Development to move forward with their amenity contribution.



Marcus Liu
Parks Project Technologist
(604-233-3313)

Att. 1: Letter from FLNRORD, dated March 2, 2021



March 2, 2021

File: 2411944

REGISTERED MAIL

City of Richmond
6911 No 3 Rd
Richmond, BC V6Y 2C1

Dear City of Richmond:

Re: Crown Land Tenure Application for the Purpose of a Public Pier at the North End of
Hollybridge Way, Richmond (the “Hollybridge Pier Project”)

The purpose of this letter is to inform you that a decision has been made regarding your Crown Land tenure application for the purpose of a public pier at the north end of Hollybridge Way, Richmond. Your community-institutional tenure application under File 2411944 has been disallowed.

The primary consideration that led to the disallowance of your application is that the mitigation measures proposed by the City of Richmond do not adequately accommodate the potential impacts on Musqueam Indian Band’s (hereafter referred to as Musqueam) Aboriginal rights and title, specifically Musqueam’s right to fish, at this site.

In making this decision, I have reviewed all relevant and available information and considered all concerns raised, including information provided by the City of Richmond, referral agency responses, First Nations, the public and the Land Status report. I was also guided by relevant Strategic and Operational Land Use Policies (e.g. [the Community and Institutional Land Use Operational Policy](#) and [the Strategic Policy – Crown Land Allocation Principles](#)) in this decision, including the following Crown Land Allocation Principles:

1. Crown land values are managed for the benefit of the public.
2. Economic, environmental and social needs and opportunities are identified and supported.
3. The interests of First Nations’ communities are recognized.
4. Decisions are timely, well-considered and transparent.
5. Public accountability is maintained during the allocation of Crown land.

.../2

These principles require me to consider and balance multiple and often competing interests. Economic benefits to the province are a consideration, as is the need to achieve greater reconciliation with First Nations. The interests of local governments, as partners with the province in governance of the land for the benefits of all British Columbians, is also a consideration. I note that the intent of the application was to construct a new public pier as a community recreational amenity. I also note that the city has endeavoured to address and minimize the potential environmental impacts of the project.

Musqueam shared substantive and specific information with the province regarding the importance of this particular site to their ongoing fishing practices for food, social and cultural purposes. Having reviewed extensive consultation with Musqueam by the province, I am convinced that this site is crucial for Musqueam and their cultural practices. Further, given the other commercial and industrial pressures on this part of the Fraser River, I understand that any constraint on this area would limit ongoing practices undertaken by Musqueam. Therefore, the project is not compatible with Musqueam's Aboriginal interests in this part of the Fraser River.

Having reviewed and considered all the available information, I recognize that the project's use of this particular site would have a serious impact on Musqueam's Aboriginal interests in this area. While there have been significant efforts to mitigate these impacts by the city, it is my view that the proposed mitigation measures do not adequately accommodate those impacts. For this reason, the application is disallowed.

Sincerely,



Kevin Haberl
Director, Authorization
South Coast Region

Attachment: Reasons for Decision