



# City of Richmond

## Report to Committee

**To:** Parks, Recreation and Cultural Services Committee  
**Date:** October 15, 2021

**From:** Marie Fenwick  
 Director, Arts, Culture and Heritage Services  
 Todd Gross  
 Director, Parks  
**File:** 11-7141-01/2021-Vol 01

**Re:** **Waterfront Coordinator Position for Britannia Shipyards and Imperial Landing**

### Staff Recommendation

That Option 1, funding for the one-time expense of \$84,871 for a temporary Waterfront Coordinator position, be considered in the 2022 budget process as detailed in the staff report titled "Waterfront Coordinator Position for Britannia Shipyards and Imperial Landing," dated October 15, 2021, from the Director, Arts, Culture and Heritage Services and the Director, Parks.

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Att. 2

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

## Staff Report

### Origin

On September 28, 2021, staff received the following referral from Council:

*That staff:*

(1) *Consider the options to provide a position for a Waterfront Manager at Britannia Shipyards and Imperial Landing; and*

(2) *Report back in six weeks.*

This report supports Council's Strategic Plan 2018-2022 Strategy #1 A Safe and Resilient City:

*Enhance and protect the safety and well-being of Richmond.*

*1.4 Foster a safe, caring and resilient environment.*

This report supports Council's Strategic Plan 2018-2022 Strategy #3 One Community Together:

*Vibrant and diverse arts and cultural activities and opportunities for community engagement and connection.*

*3.2 Enhance arts and cultural programs and activities.*

*3.4 Celebrate Richmond's unique and diverse history and heritage.*

This report supports Council's Strategic Plan 2018-2022 Strategy #7 A Supported Economic Sector:

*Facilitate diversified economic growth through innovative and sustainable policies, practices and partnerships.*

*7.2 Encourage a strong, diversified economic base while preserving agricultural land and maximizing the use of industrial land.*

### Analysis

#### Background

#### **Imperial Landing Dock**

Imperial Landing is a destination on the Pacific West Coast for recreational day boat moorage and other recreational activities in the Steveston Channel. While vessels may moor at the dock overnight, live-aboard moorage is not permitted. The Imperial Landing Floating Dock is a modular 600 ft. long by 20 ft. wide steel and timber float that is accessible by boat from the Steveston Channel and landside from the Imperial Landing Pier by way of two gangways (Attachment 1). Both the Imperial Landing Pier and Dock are publically accessible year-round.

The existing program for Imperial Landing was approved by Council on March 12, 2012. The program is intended to meet multiple objectives and community needs, including transient boat moorage, fishing, non-motorized boat launching, hosting of maritime events, and public sightseeing access to the waterfront. Currently 550 ft. along the outside edge of the main float is designated for transient day moorage, with fishing and public sightseeing activities being designated 25 ft. at each end of the main float. A smaller 33 ft. long by 20 ft. wide floating dock is also accessible from the Imperial Landing Pier via a gated gangway and is used for pedestrian boat launch, rental or lease opportunities. The Blue Cabin floating artist residency will be located on this floating dock for a two-year period starting in the fourth quarter of 2021.

Transient moorage is available on a first come, first served basis for a maximum of three consecutive days within a 14-day period. The moorage rate is \$1.00/ft. per 24 hours and is payable at a meter located on the pier. Vessels under 10 ft. are charged a flat rate of \$10.00 per 24 hours. The dock is visited by over 200 vessels each year and has generated an average of \$8,709 annually over the past three years in moorage revenue.

The floating dock is a popular location for recreational fishing in Richmond. Depending on the season, there can be as many as 50 people at one time casting in the Steveston Channel from the dock. Additionally, the Imperial Landing docks have hosted events, such as the Steveston Dragon Boat Festival, Ships to Shore, and the Richmond Maritime Festival, and is home to community groups like the Steveston Paddle Club and the Steveston Radio Controlled Sailing Club. As a result of the dock's popularity, conflicts between user groups occasionally arise.

Signage along the dock informs users of dock rules and regulations, with contact information available to direct public inquiries to City Staff and Bylaw Officers. There are also eight power kiosks available on the dock for boaters to use and there is limited access to water depending on the season.

Challenges around enforcement measures also exist for derelict, live-aboard or abandoned boats that are tied up to the dock. As marine navigation falls under federal jurisdiction and the dock is located within a Provincial Water Lot that is leased to the City for public recreational use, the City cannot infringe upon certain public rights to access the waterfront. These challenges, which are also faced by other coastal municipalities, make it difficult to vacate live-aboard vessels without a court order.

### **Britannia Shipyards Dock**

The dock at Britannia Shipyards is part of the experience of the National Historic Site. As such, it is used to support the heritage interpretation of the site through displays and programming. The floating dock is 660ft (200m) of linear timber frame construction (Attachment 1). It is composed of three modular sections built for other purposes and brought to the site over the years. A small section of the dock is removable to allow for moorage of vessels on the inside of the floats. Limited water and power services are available.

Currently, public moorage at Britannia Shipyards is not permitted and moorage fees are not charged. Occasional temporary moorage is extended at no cost to heritage boats that support interpretive programming. Due to lack of dock security and easy access to Britannia Shipyards building from the docks, this option is only extended to heritage boats with an established

relationship to the site. Vessels that moor long-term do so per the terms of an agreement between boat owners(s) and the City. Stipulations in these agreements specify the rules related to insurance coverage, boat maintenance, and live-aboard activities.

Britannia Shipyards docks are regularly used for public programs and special events. Generally, programming is developed in partnership with the Britannia Shipyard National Historic Site Society. In recent years, dock programming has included the Richmond Maritime Festival, the Ships to Shore event, Wooden Boat Rendezvous, river tours, and water shuttle service. The Society has supported programming the docks for special events by assisting with boat recruitment and providing volunteers to facilitate public interactions with visiting vessels.

There is no formal budget assigned to day-to-day operations of the docks at Britannia Shipyards or Imperial Landing and minimal funding has been allocated to managing moorage. Waterfront programming for festivals and events has been supported by individual event budgets.

Both the float docks at the Britannia Shipyards National Historic Site and Imperial Landing are located within a lot that the City leases from the Province. This water lot lease went into effect January 1, 2017 and expires in 30 years. The terms of this lease dictate the current allowable activities at both these sites. These terms are outlined in the Management Plan for the Britannia Shipyards and Imperial Landing water lot, which states that the City will use these locations year-round for the following purposes only:

- Heritage displays;
- Rental and community events;
- Boat moorage (no live-aboards);
- Boat repairs in Shipyard building (with proper mitigation measures in place to control the spill of hazardous materials); and
- Community recreational use.

Additionally, the City must adhere to the rules outlined in the Crown Land Use Operational Policy: Community and Institutional Land Use, Public Wharves.

A *Wharves Regulation Bylaw* is currently in development and will be the subject of a future report to Council. This Bylaw will formalize specific rules and regulations relating to fishing, moorage and use of public waterfront amenities. As waterfront amenities are part of Richmond's parks and open spaces system, their use falls under the Public Parks and School Grounds Regulation Bylaw No. 8771. A wharves-centric bylaw will provide crucial tools to support an active public moorage program and address the challenges unique to waterfront activities.

### **Request from Society**

The City currently has an operating agreement with the Britannia Shipyards National Historic Site Society (the Society) for the operations of the Britannia Shipyards. This five-year agreement expires April 21, 2022. As per the terms of the agreement, the Society may operate programs at the Britannia Shipyards site, including the docks.

In recent months, the Society has taken a more active interest in the operations of the docks at Britannia Shipyards and Imperial Landing. After discussions, they brought forward a proposal to the City to manage these docks. The objectives of this proposal are to increase use of these public spaces, support waterfront tourism in Steveston, and further support maritime programming at Britannia Shipyards. The proposal to manage the moorage at these sites would be an opportunity for the Society to extend their responsibilities in operating Britannia Shipyards and expand their activities to include Imperial Landing.

In response to this proposal, on May 10, 2021, Council endorsed the Britannia Shipyards National Historic Site Society pilot for the future operations of the docks at Imperial Landing and Britannia Shipyards, as detailed in the staff report titled “Options for Imperial Landing and Britannia Shipyards Dock Operations,” dated April 8, 2021, from the Director, Parks Services and Director, Arts, Culture and Heritage Services.

The details of the Society’s involvement in moorage and programming will be considered with the new terms for the Society’s operating agreement and the subject of a future report to Council.

In considering the implementation of a new moorage program for Britannia Shipyards and Imperial Landing, the Society identified that a full-time staff position is needed and, on September 28, 2021, delegated to the Parks, Recreation, and Cultural Services Committee to request the City create a full-time Waterfront Coordinator position to manage waterfront activities in Steveston. (Attachment 2)

#### Waterfront Coordinator Position

##### Option 1 – Temporary Full-Time Position (One time expense of \$84,871) (**Recommended**)

A temporary full-time position would support activities at the docks, create opportunities for additional heritage and recreational experiences, and allow residents and visitors to better enjoy these spaces. This position would also help to ensure safe and positive experiences at the docks for boaters and residents by supporting the enforcement of waterfront regulations and reducing the incident of vessel violations and non-payment.

The responsibilities of a Waterfront Coordinator position would include:

- Managing moorage at Britannia Shipyards and Imperial Landing including processing reservations, overseeing moorage agreements, and collecting moorage payments;
- Ensuring visiting boats are adhering to waterfront regulations;
- Serving as the Marine Facility Security Officer;
- Promoting docks and recruiting unique vessels for programs;
- Supporting logistics of dock use for events and programs;
- Supporting the maintenance and upkeep of the docks;
- Providing input on long-term capital planning for dock infrastructure; and
- Liaising with dock user groups, the Britannia Shipyards Society, and other organizations involved in activities related to Steveston’s waterfront such as the Steveston Harbour

Authority, Royal Canadian Marine Search and Rescue, Coast Guard, Department of Fisheries and Oceans, and Vancouver Fraser Port Authority; and

- Serving as a resource for dock activities across the City.

Over the past few years, the need has grown for staff support to keep the City-owned waterfront assets in Steveston safe and well functioning. A temporary full-time position would support the development of a pilot program to increase waterfront activity and better understand the ongoing requirements and potential revenue of dock usage. However, given the complexity and seasonality of activities on the waterfront, it is anticipated that it may take multiple years to fully implement and measure the success of the program.

It is expected that the revenue received for moorage fees will increase with a more actively managed program. The increase in revenue will partially offset the salary cost of the Waterfront Coordinator position. The Society has requested that revenue sharing for moorage fees be considered as part of the new terms for their operating agreement with the City.

Staff recommend one year funding for this position to allow time to pilot the program. If successful, a request for an on-going position could be brought forward in subsequent years.

#### Option 2 – Regular Full-time Position (On-going expense of \$84,871)

A regular Waterfront Coordinator position would have the same responsibilities detailed above and would provide the ability to develop, implement and evaluate a more active waterfront program at both Britannia Shipyards and Imperial Landing over the long term. A regular position may also attract a stronger pool of candidates with the desired training and experience, than a temporary position would.

#### Option 3 – Status Quo (No financial impact)

Currently, there is no formal operating budget or staff position supporting the on-going activities of the docks at Britannia Shipyards and Imperial Landing. Under this option, operational requirements at Britannia Shipyards and Imperial Landing would continue to be addressed on an as-needed basis through existing budgets and staff resources.

#### **Financial Impact**

A one-time additional level request of \$84,871 will be submitted for consideration as part of the 2022 budget process.

#### **Conclusion**

In response to an identified need for additional support for the operation of the Britannia Shipyards and Imperial Landing docks, staff recommend considering the creation of a temporary full-time Waterfront Coordinator Position in the 2022 budget process.

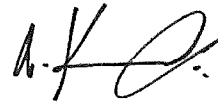
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A full-time position would support activities at the docks, create opportunities for additional heritage and recreational experiences, and allow residents and visitors to better enjoy these spaces. This position would also help to ensure safe and positive experiences at the docks for boaters and residents by supporting the enforcement of waterfront regulations and reducing the incident of vessel violations and non-payment.



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- Att. 1: Imperial Landing and Britannia Shipyards - Dock Locations Map
- 2: Letter from Britannia Shipyards National Historic Site Society





	<h2>Dock Locations</h2>	<p>Original Date: 2021 April 14</p> <p>Not to Scale</p>
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On April 28th, 2021, Council approved a staff recommendation that the Britannia Shipyards National Historic Site Society begin a pilot project including the operations of the docks at Imperial Landing and the Britannia Shipyards. Subsequently, the Society in consultation with staff, has prepared two reports, the Dock Management Pilot Report and the Interim Moorage Agreement, that form the basis of the Society's dock management project.

In the process, it has become apparent to the Society that in order to effectively manage the docks and other waterfront issues, dedicated staff with specialized training is needed. The Society would contribute revenue from the dock operations to support this position.

The variety of waterfront infrastructure and the necessary expertise, or even experience, in dealing with waterfront issues, has resulted in inefficient communication and inconsistencies with the designated use. Further, there can be an increased element of risk and costs including but not limited to legal and environmental. The Society sees a benefit to a more coordinated approach. Having a dedicated waterfront coordinator would assist with more efficient planning and support the effective management of transient boat traffic and all pier and dock operations. Working with the Society and stakeholders, a waterfront coordinator would promote Richmond's waterfront amenities with local, regional, and international boating communities. They could coordinate all functions, activities, maintenance, reporting repairs of dock facilities, management of dock space rentals, responding to emergencies, protecting boats and related property, and coordinating/performing related work as required and ensure adherence to all relevant municipal, provincial and federal regulations, laws and policies regarding working near/over water, as well as standard safety procedures.

The Society requests that the City consider creating a position to support the Society in ongoing waterfront activities and including funding for this position as part of the 2022 budget process. The Society would contribute dock revenue to support this position.

Sincerely,

Britannia Shipyards National Historic Site Society