

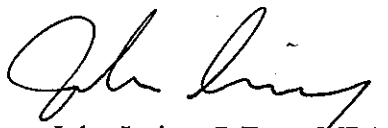


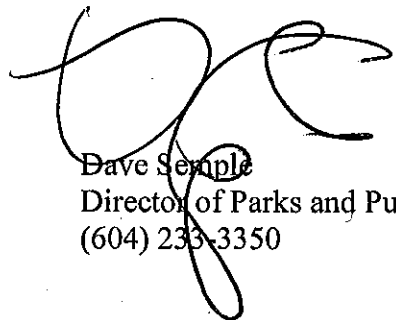
**To:** General Purposes Committee **Date:** April 6, 2009  
**From:** John Irving, P.Eng., MPA **File:** 08-4060-07-01/2009-Vol 01  
 Director Engineering  
**Re:** Steveston Harbour Authority Long Term Development Concept

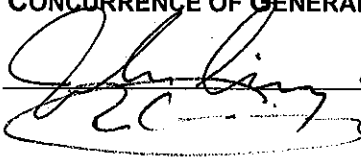
**Staff Recommendation**

That;

1. staff, working in partnership with the Steveston Harbour Authority, be directed to develop implementation options for the intertidal habitat and causeway fronting the London Farm area as presented in the Steveston Harbour Authority Long Term Development Concept drawing L.02, and
2. that the Waterfront Strategy Implementation Plan currently under development for the Steveston Village/Homeport Waterfront Character Area;
  - i) be integrated with the intertidal habitat and causeway concept, and
  - ii) include consideration of the Steveston Harbour Authority Long Term Development Concept.

  
 John Irving, P.Eng., MPA  
 Director, Engineering  
 (604) 276-4140

  
 Dave Semple  
 Director of Parks and Public Works Operations  
 (604) 233-3350

FOR ORIGINATING DEPARTMENT USE ONLY			
<b>ROUTED TO:</b>	<b>CONCURRENCE</b>	<b>CONCURRENCE OF GENERAL MANAGER</b>	
Transportation.....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>	 PER: RG	
Parks .....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Recreation .....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
Policy Planning .....	Y <input checked="" type="checkbox"/> N <input type="checkbox"/>		
<b>REVIEWED BY TAG</b>	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>	<b>REVIEWED BY CAO</b>	YES <input checked="" type="checkbox"/> NO <input type="checkbox"/>

## Staff Report

### Origin

At the General Purposes Committee meeting of September 2, 2008, the Committee made the following motion:

*“That the matter of the Steveston Harbour Authority Long Term Development Concept be referred to staff for analysis and a report back on the issue of FREMP designations and potential land offsets, and the options for City land in the harbour.”*

At the February 9, 2009 Council Meeting, Council adopted the “2009 Waterfront Strategy: Redefining Living on the Edge”. At this meeting Council also directed staff to:

*“...develop a Waterfront Strategy Implementation Plan including a strategic land acquisition plan for each Waterfront Character Area.”*

This staff report is provided in response to the September 2, 2008 motion, within the context of later strategy adoption and direction.

### Findings

The Steveston Harbour Authority Long Term Development Concept identifies two distinct harbour improvement concepts; the West Causeway Concept and the East Causeway and Intertidal Habitat Concept. Both concepts are common in that they are intended to reduce the rate of sedimentation in the harbour while using dredged material for the construction of the causeways.

### General Issues

- It is likely that the cost of undertaking the construction of either concept as presented would be considerable. A business case analysis should be undertaken to determine costs and what additional elements or infrastructure are required to support either causeway and additional docks.
- As with any projects in the Steveston Harbour, the City will play a number of different roles (e.g. as a property owner, regulator, stakeholder, etc.).
- As the land owner of properties adjacent to areas proposed for filling, the implications to the City’s riparian rights need to be reviewed. **(Attachment 1)**
- As the primary representative stakeholder of the community, the City needs to determine what land uses would be involved, and if it has an interest in owning the newly filled areas for community benefit and what the implications are in terms of longer term maintenance, potential for recreational benefits, liability, etc.

- The regulatory requirements, interests and expectations of external agencies (e.g. DFO, Port Metro Vancouver, etc.) need to be determined as these agencies will significantly shape what will be permitted on the waterfront.

### **Land Ownership**

- West Causeway Concept - The City owns the water lot extending over Garry Point Park and the remaining lots to the east within the concept area are owned by the Federal and Provincial governments.
- East Causeway Concept – The City owns all waterfront lots in this area. (**Attachment 2**)

### **Steveston Area Plan (SAP)**

The Steveston Waterfront Neighbourhood Vision is as follows:

“In the year 2021, the Steveston Waterfront Neighbourhood will serve as a major home port for the commercial fishing fleet around which will exist a unique community, rich in heritage, in which people will live, work and play, and many others will come to shop and enjoy the recreation, heritage and natural amenities of the area.”

The SAP has various policies and objectives intended to:

- preserve and encourage employment opportunities in Steveston and its business core;
- support the home port for the fishing fleet;
- minimizing potential conflicts between the fishing industry and more public oriented activities;
- encourage a mix of uses to achieve an integrated waterfront;
- provide a variety of opportunities for public access to the foreshore;
- retain the unique character of the buildings and water orient elements along the waterfront;
- where possible, conserve and protect existing riparian habitats.

In this regard, the proposed concepts appear to be supportable in principle by the Steveston Area Plan. The implications of adding additional elements to the concept will necessitate a more thorough assessment once the proposal has been clarified. In either event, amendments to the Area Plan will be required to address changes in land use and other, as yet unidentified, implications become apparent.

### **2009 Waterfront Strategy**

The 2009 Waterfront Strategy identified the current and planned City initiatives related to the waterfront. Those identified initiatives that directly relate to the Steveston waterfront are as follows:

<b>Steveston Waterfront Related Initiatives - In Process and New</b>	2009	2010	2011
Establish an Inter-Agency Waterfront Committee on dredging issues	•		
Seek grants, partnerships, and new funding sources	•	•	•
Work with Steveston Harbour Authority on a long-range plan	•	•	
Maritime Festival and Tall Ships Plan Completion	•		
Potential Tall Ships Infrastructure Construction	•	•	•
Britannia Heritage Shipyard Restoration	•	•	•
Garry Point Park Master Plan Update		•	
2008-2031 Flood Protection Strategy - Implementation	•	•	•
Develop Waterfront Ecological Enhancement Strategy			•

In coordination with these initiatives, and as directed by Council, staff are developing a Waterfront Strategy Implementation Plan for the Steveston Village/Homeport Waterfront Character Area.

**Heritage**

Once the concepts have been sufficiently clarified, implications will need to be reviewed for any possible heritage concerns and opportunities.

**FREMP Designations**

- FREMP/DFO approvals will be required.
- Garry Point Park and the east end foreshore within areas proposed for filling are red coded habitat. DFO has traditionally not allowed destruction of such areas even with compensation. Further analysis, particularly through an environmental impact assessment, would be required to identify possible options and clarify what impacts might be incurred, mitigated or compensated for.
- The FREMP-Richmond Area Designations agreement is an agreement between the City and the partner agencies of FREMP on how foreshore and upland activities will be coordinated for specific areas. The agreement was originally endorsed in July 1991 with several revisions having occurred since then. The proposed East Causeway waterfront is currently designated as “Conservation” while the proposed West Causeway waterfront is currently designated a mix of “Industry”, “Recreation Park” and “Undetermined” (see Attachment 1). The Area Designation agreement will need to be amended for these areas in order to properly reflect the proposed uses. An understanding should be sought with the signatory agencies that these amendments will be supported.

- The East Causeway and Inter-tidal Habitat provides potential opportunities for habitat banking or credits to offset other City projects.

### **Transportation**

More information is required on the range of options for the West Causeway Concept since the implications can vary significantly with each scenario. This is critical in determining the magnitude and extent of traffic impacts. Once the range of options have been clarified it is recommended that a traffic consultant be retained to undertake an analysis of these scenarios and the implications and opportunities they present.

### **Dikes**

The integrity of existing dikes and the ability to maintain, raise and improve dikes in the future needs to be protected. Both causeway concepts do not appear to present significant challenges in this regard.

### **Dredging**

Using dredged materials from the harbour does present cost benefit opportunities. Options for structural improvement and riprap armouring would need to be explored.

### **Analysis**

#### **West Causeway Concept (Attachment 3)**

This concept calls for a new vehicle accessible causeway, floating wharves and reconfigured harbour entrance as illustrated on plan L.01.

This concept triggers almost all of the issues identified in the previous section and would have significant impacts on the current operation of the harbour. As such it is recommended that this concept be given consideration and assessed under the Waterfront Strategy Implementation Plan currently under development for the Steveston Village/Homeport Waterfront Character Area.

#### **East Causeway and Inter-tidal Habitat Concept (Attachment 4)**

This concept calls for a new pedestrian/cyclist accessible causeway and tidal marsh fronting the London Farm area as illustrated on plan L.02 and some opening of the east harbour entrance. The City controls the waterfront land in this area and there are minimal transportation and planning issues associated with this concept. Apparent benefits that would be created with this concept include:

- Lower operational maintenance costs for the harbour authority for dredging and improved water quality due to decreased sedimentation.

- A new amenity and lookout/destination along the Steveston Greenway.
- Opportunities for habitat banking or credits to offset other City projects.

It is feasible for staff to move forward in partnership with the Steveston Harbour Authority and develop implementation options for the East Causeway within the context of existing strategies and plans. The development of implementation options would include local area public consultation and preliminary engineering feasibility work and cost estimating.


### **Financial Impact**

Minor costs may be incurred for public consultation, consulting, investigation and analysis. It is anticipated that these costs will be funded from existing budgets.

### **Conclusion**

The West Causeway concept triggers many planning, transportation and engineering issues and would have significant impacts on the current operation of the harbour. As such it is recommended that this concept be given consideration and assessed under the Waterfront Strategy Implementation Plan currently under development for the Steveston Village/Homeport Waterfront Character Area.

It is feasible for staff to move forward in partnership with the Steveston Harbour Authority and develop implementation options for the East Causeway within the context of existing strategies and plans.

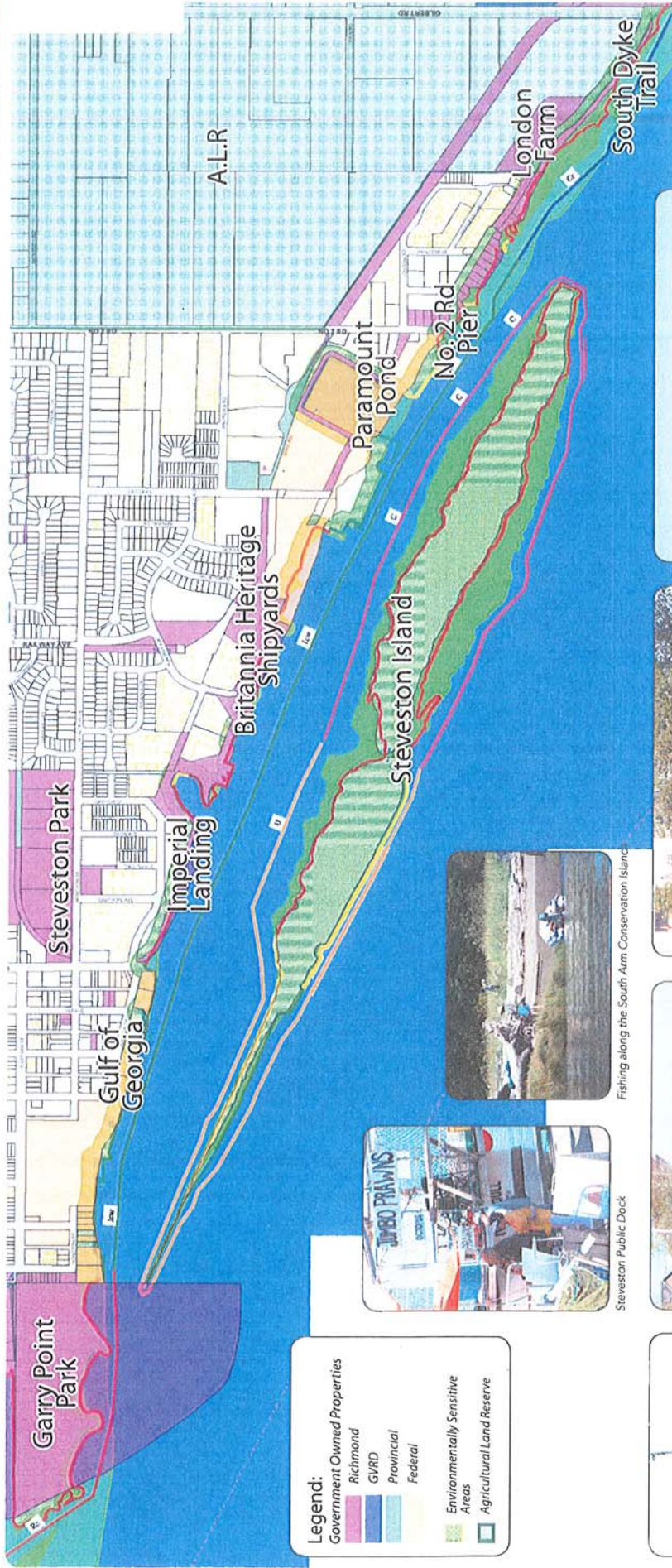


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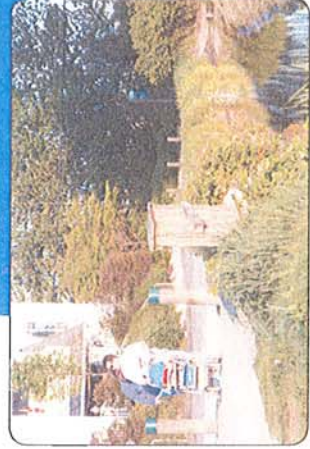
Att. 4



character areas



View of marsh along the South Dyke Trail and Fraser River South Arm



Residential development with trail connections along South Dyke



Fishing along the South Arm Conservation Island



Britannia Heritage Shipyard



Steveston Public Dock



No. 2 Road Pier: fish float and dock





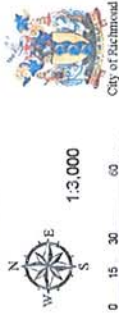
# Steveston Harbour East End



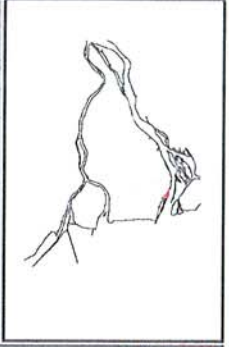
**Legend**  
 City Property

Date Snapshot Date: April 3, 2009  
 Map Created By: spang  
 Print Date: April 3, 2009  
 Printed By: spang

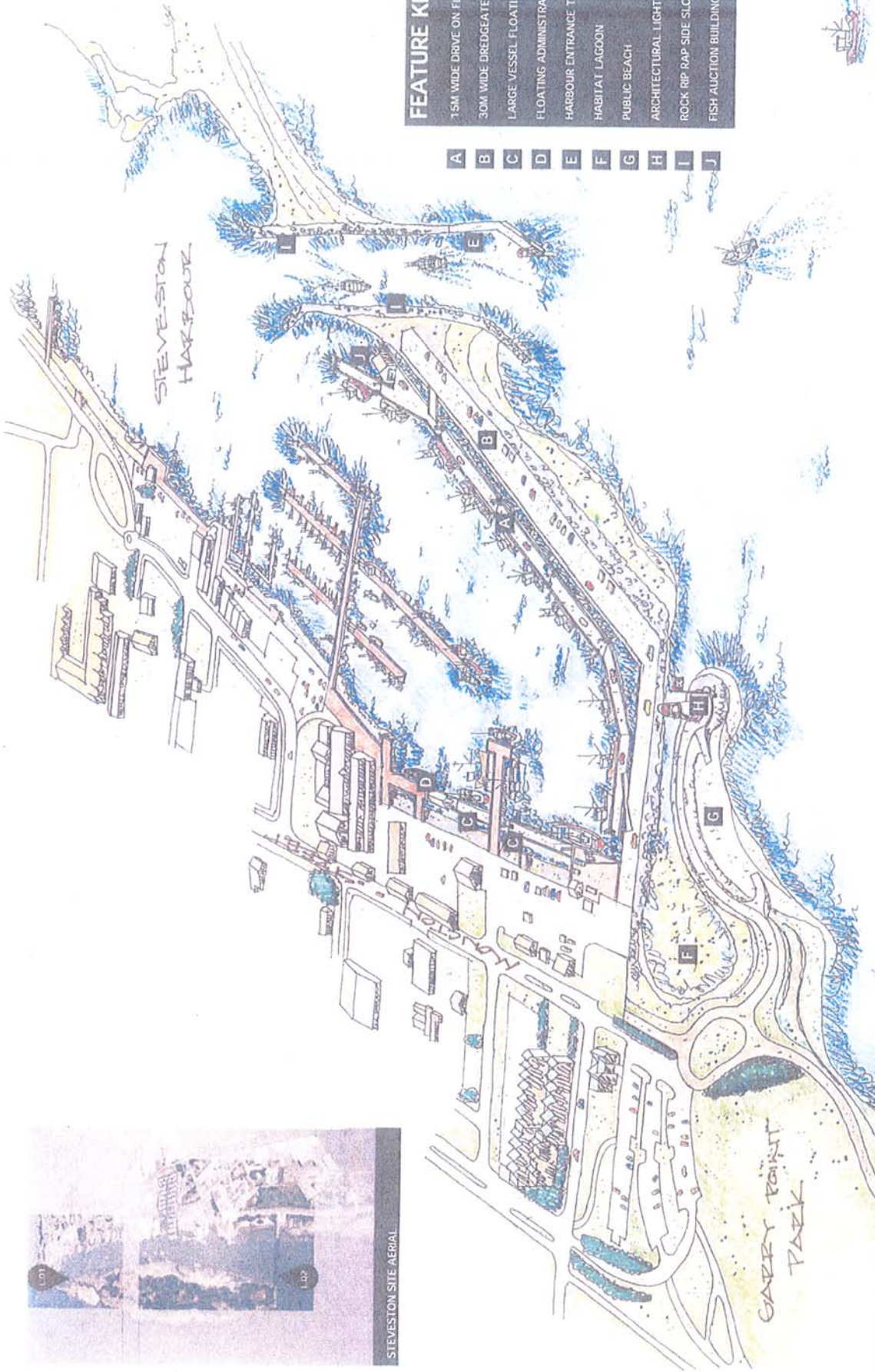
Note:  
 The information shown on this map is compiled from various sources and is not guaranteed to be accurate, complete, current, or up-to-date. Users are reminded that for uses and legal descriptions must be confirmed at the Land Title office in New Westminster.  
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 City of Richmond

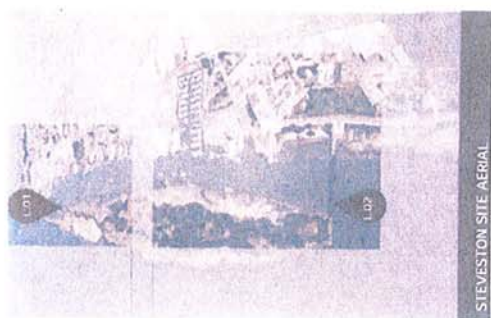






FEATURE KEY	
A	15M WIDE DRIVE ON FLOATING WHARF
B	30M WIDE DREDGEGATE PLACED MATERIAL
C	LARGE VESSEL FLOATING WHARF
D	FLOATING ADMINISTRATION BUILDING
E	HARBOUR ENTRANCE TRAINING WALL
F	HABITAT LAGOON
G	PUBLIC BEACH
H	ARCHITECTURAL LIGHT HOUSE
I	ROCK RIP RAP SIDE SLOPE ENTRANCE
J	FISH AUCTION BUILDING

A B C D E F G H I J



STEVESTON SITE AERIAL

STEVESTON COMMUNITY FISHING HARBOUR -  
LONG TERM DEVELOPMENT PLAN

# L.01



**FEATURE KEY**

- A TIDAL FLAT MARSH
- B ROCK TRAINING WALL
- C TIDAL FISH PASSAGE
- D SHEAR BOOM REPLACEMENT PROMENADE
- E BENEFICIAL USE OF COARSE SAND
- F DREDGE/ATE LOCATION
- G TIDAL ACCESS
- G EXISTING DEBRIS SHEAR BOOM

A B C D E F G



STEVESTON SITE AERIAL

STEVESTON COMMUNITY FISHING HARBOUR -  
LONG TERM DEVELOPMENT PLAN

L.02

<b>DATE</b>	
<b>SCALE</b>	
<b>PROJECT NO.</b>	
<b>CLIENT</b>	
<b>DESIGNER</b>	
<b>DATE</b>	