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| <b>To:</b>   | Parks, Recreation and Cultural Services<br>Committee                 | <b>Date:</b> | June 29, 2026             |
| <b>From:</b> | Elizabeth Ayers<br>General Manager, Parks, Recreation and<br>Culture | <b>File:</b> | 10-6050-01/2025-Vol<br>01 |
|              | Roeland Zwaag<br>General Manager, Engineering and Public<br>Works    |              |                           |
| <b>Re:</b>   | <b>Street Banner Referral Response Update</b>                        |              |                           |

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### Staff Recommendation

That Option 1: “Install Welcome Banners on Four Poles – Cost Sharing”, as described in the report titled “Street Banner Referral Response Update”, from the General Managers of Parks, Recreation and Culture, and Engineering and Public Works, dated June 29, 2026, be approved.

### Executive Summary

In response to the July 23, 2025, referral from the Parks, Recreation and Cultural Services Committee, the installation of banner arms and welcome banners on existing street light poles at key entry points to the “Highway to Heaven” area along No. 5 Road was reviewed.

In line with the City’s Street Banners Sponsorship Policy No. 7707 (the Policy) (Attachment 1), four street light poles were identified that would meet the required criteria. It was confirmed that banner arm retrofits are feasible for installation at four locations: two near Blundell Road and two near Steveston Highway, which act as the north and south gateway locations.

A meeting was held with the Highway to Heaven Association (HTHA) to review the proposed locations and participation requirements. Support for the four proposed gateway locations and acceptance of the participation requirements was confirmed through this process.

It is recommended that the City support and fund the installation of up to eight banner arms on the four identified street light poles and that the HTHA fund the installation of up to eight welcome banners of their own design to highlight this unique cultural location in Richmond.

## Staff Report

### Origin

This report is in response to the following referral from the July 23, 2025, Parks, Recreation and Cultural Services Committee:

*That the staff report titled “Street Banner Referral Response”, dated June 30, 2025, be referred back to the staff to meet with the Highway to Heaven Committee on their request for welcome signs on each end of No. 5 Road and that City staff concurrently assess the condition of the existing poles and report back.*

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

*Vibrant, resilient and active communities supported by a wide variety of opportunities to get involved, build relationships and access resources.*

The area commonly known as the “Highway to Heaven” refers to a section of No. 5 Road, generally between Steveston Highway and Blundell Road, where a number of faith-based institutions and schools are located.

### Analysis

At the July 23, 2025, Committee Meeting, Committee members discussed the placement of street banners at four potential gateway locations. Furthermore, the referral provided to staff identified two key items for investigation and response:

1. Assess the condition of the existing poles; and
2. Meet with the HTHA on their request for welcome banners on each end of No. 5 Road.

The following information responds to each of the two requests.

#### Assessing Condition of Existing Poles

There are 76 existing street light poles along No. 5 Road between Blundell Road and Steveston Highway. Four street light poles were identified along No. 5 Road as the proposed gateway locations for creating a welcoming visual identity to the “Highway to Heaven” corridor (Attachment 2).

To evaluate banner suitability, a technical review of the street light poles and bases at the following locations was completed:

- a. Two street light poles near the intersection of No. 5 Road and Blundell Road; and
- b. Two street light poles near the intersection of No. 5 Road and Steveston Highway.

To support the assessment, a structural analysis was undertaken to determine if the existing street light poles and bases could accommodate the installation of banners on the street light poles utilizing one of the following configurations:

- Configuration 1: installation of two banners per pole, mounted on spring-loaded, wind-spilling support arms perpendicular to the direction of traffic flow;
- Configuration 2: installation of two banners per pole, mounted on spring-loaded, wind-spilling support arms parallel to the direction of traffic flow; or
- Configuration 3: installation of one banner per pole on the sidewalk side, mounted on spring-loaded, wind-spilling support arms perpendicular to the direction of traffic (when site conditions do not permit the installation of two banners).

The structural analysis indicated that the existing street light poles and foundations have sufficient capacity to support any of the above banner mounting configurations. The preferred configuration is Configuration 1, but should conditions on site prevent that, one of the other configurations will be selected.

In addition, these street light poles meet the conditions outlined in the Policy for banner displays outside of the locations in use by the existing City of Richmond Street Banner Program (the Banner Program).

#### Meeting with the HTHA

The various faith-based organizations located along No. 5 Road meet on a semi-regular basis and refer to themselves as the HTHA, though they are not officially a registered association. Staff engaged with the HTHA and discussed the following:

1. Council's support to have the "Highway to Heaven" area recognized with welcome banners;
2. Banner arm installations are being considered at the four proposed gateway locations (at the above-mentioned street light poles);
3. The welcome banners should be designed with the input and consensus of all member organizations of the HTHA; and
4. An overview of the Policy, including the costs the HTHA would be responsible for and the Policy's clause regarding the use of secular language.

Following broader HTHA discussions, they confirmed support for proceeding with the four proposed gateway locations and indicated their desire to explore additional locations along the corridor, though no specific number was determined. Should the HTHA request to have the City consider more than the four proposed gateway locations, additional banner arms would need to be installed on existing street light poles. They also confirmed their understanding that the welcome banner design would be in consultation with the City and secular in nature.

#### Street Banner Options for Consideration

The HTHA understands the parameters of the Policy and would like to proceed with the installation of banner arms and welcome banners (up to two per pole respectively) on the four proposed gateway locations on No. 5 Road, for a total of up to eight banner arms and welcome banners. There are several installation and funding options for Council consideration:

*Option 1: Install Welcome Banners on Four Poles – Cost Sharing (Recommended)*

In this option, the City would fund the installation of up to eight banner arms and the HTHA would fund the cost of up to eight welcome banners at the four proposed gateway locations.

The estimated cost to supply and install up to eight banner arms is \$9,000 and could be funded from existing Operating Budgets.

The estimated cost to supply and install up to eight welcome banners is \$1,800. The Policy states that where banner arms are not currently installed, it is the sponsoring organization's responsibility to supply and install them. Sponsorship of the welcome banner installation is consistent with other organizations who have installed banners to promote a specific interest (e.g., The United Way) and community organizations (e.g., West Richmond Community Association). The HTHA has indicated their capacity to support this cost.

Consistent with the Banner Program, banners are replaced annually, and the HTHA would be responsible for this annual cost.

Staff recommend this option as it supports the HTHA's request to highlight their community through a cost-sharing partnership.

*Option 2: Install Welcome Banners on Four Poles – Per Policy*

In this option, the HTHA would wholly fund both the installation of up to eight banner arms and welcome banners at the four proposed gateway locations in alignment with the Policy.

The total estimated cost to supply and install up to eight banner arms and welcome banners would be approximately \$10,800.

Consistent with the Banner Program, banners are replaced annually, and the HTHA would be responsible for this annual cost.

Staff do not recommend this option because, while it is consistent with past practice, the HTHA has indicated that the estimated cost is in excess of their allotted budget and the banner arms are viewed as a cost which should be borne by the City.

*Option 3: Install Welcome Banners on Four Poles – Per Banner Program*

In this option, the City would wholly fund both the installation of up to eight banner arms and welcome banners at the four proposed gateway locations and incorporate them into the overall Banner Program. The City could choose to add a new theme to the Banner Program or use one of the existing themes.

The total estimated cost to supply and install up to eight banner arms and welcome banners would be approximately \$10,800 and could be funded from existing Operating Budgets.

Consistent with the Banner Program, banners are replaced annually, and the City would be responsible for this annual cost.

Staff do not recommend this option because it does not respond to the HTHA's request to have HTHA-specific welcome banners erected nor is it consistent with other organizations who have installed banners in support of their organizations through the Policy's process.

Should Council approve one of the above Options, staff would work with the HTHA on next steps related to the initiative and, if necessary, broader public consultation with other stakeholders in the immediate area, with the aim to have banners installed within the first half of 2027.

### **Budgetary Implications**

For the recommended Option 1, the estimated cost to supply and install up to eight banner arms on the four proposed gateway locations is \$9,000 and would be funded from existing Operating Budgets.

For Option 3, the total estimated cost to supply and install up to eight banner arms and welcome banners would be approximately \$10,800 and would be funded from existing Operating Budgets. Annual costs to replace the welcome banners would be covered through the Banner Program.

### **Conclusion**

The condition assessment confirms that the four street light poles at the proposed gateway locations along No. 5 Road have sufficient structural capacity to be retrofitted to support the installation of banner arms. In addition, City staff met with the HTHA and received support for the concept of installing welcome banners at these locations to acknowledge the unique cultural identity of the "Highway to Heaven" corridor.

Should Council approve Option 1 and support the funding of the banner arms, staff will continue to work with the HTHA on next steps related to banner arm installation, welcome banner design, and program requirements.

Respectfully submitted,

Todd Gross, Director, Parks Services  
Milton Chan, Director, Engineering

### **Report Contributors**

This report was prepared by Alex Kurnicki, Manager, Parks Programs, and Jessie Rehwald, Project Manager, Design and Construction, and reviewed by Public Works.

Endorsed by Serena Lusk, CAO

Att. 1: City of Richmond Street Banners Sponsorship Policy No. 7707  
2: Street Light Pole Location Plan



## POLICY 7707:

It is Council policy that the following shall be considered the City's policy on sponsorship of Street Banners, and such policy shall be reviewed on an annual basis:

### 1. Who May Apply

Any interested party may apply to sponsor street banners although the City reserves the right to refuse any application.

Application for street banner sponsorship must fall into one of four categories:

1. Sponsorship by Corporations (Corporate Sponsorship)
2. Sponsorship by Non-Profit Organizations (Non-Profit Sponsorship)
3. Sponsorship by Special Event Organizers (Event Sponsorship)
4. Other

Non-profit organizations must be registered as not-for-profit societies in British Columbia. Sponsorship by corporations may include an application made by a licensed Richmond business or a business improvement association (B.I.A.). Sponsorship by special event organizers may be by any event organizer of an event approved by the City's REACT (Richmond Events Approval Coordination Team) Committee. Other applications will be considered on an individual basis.

### 2. Application Process

For all sponsorship categories, applicants must apply to the City with their proposal indicating the locations of the banners they wish to install. This proposal is to include banner designs. Staff will review submissions and approve based on consistency with this street banner policy. Council will receive an annual update on street banner sponsorship applications.

In the event that there are conflicting applications for street banner sponsorship, the City will review the application on a first-come, first-served basis notwithstanding the following:

- The winning entries from the annual City of Richmond Street Banner Contest will have priority over all sponsorship applications
- Sponsorship applications from non-profit organizations will have priority over applications from events and corporations
- Sponsorship applications from events will have priority over applications from corporations



3. Sponsored Banner Restrictions

The City reserves the right to limit the number of banners an applicant may sponsor at one time and the length of time a promotional banner can be displayed.

There will be no sponsored banners by any organization, other than the, “Look of the Games,” as authorized by the City of Richmond, permitted in the period Dec. 1 2009 through March 31 2010 in the City.

The City reserves the right to restrict any other periods of the year to sponsored banners.

4. Sponsor Recognition

Any corporate recognition or commercial content on any banner will not exceed 20% of the total area of the banner. This may be located on the banner itself or on a separate sponsorship flag affixed to the bottom of the street banner.

5. Banner Location

For banner displays outside of the locations in use by the existing City of Richmond Street Banner Program, consideration will be based on:

- a) how banners will contribute to and enhance the distinct character of the area
- b) the structural integrity of the street lighting fixtures in the proposed locations

Corporate sponsorship of street banners will be limited to the immediate proximity of the sponsoring business or business improvement association (B.I.A.).

Non-profit sponsorship of street banners will be limited to the immediate proximity of the not-for-profit society's business office.

Event sponsorship of street banners will be limited to the immediate proximity of the event and will be installed for a period of time agreed upon by the City.

6. Design

The production of street banners must conform to the standards established by the City in regards to colour, content, material, and dimensions. The banner content must be secular, non-partisan, and non-political.



## 7. Cost to Sponsor

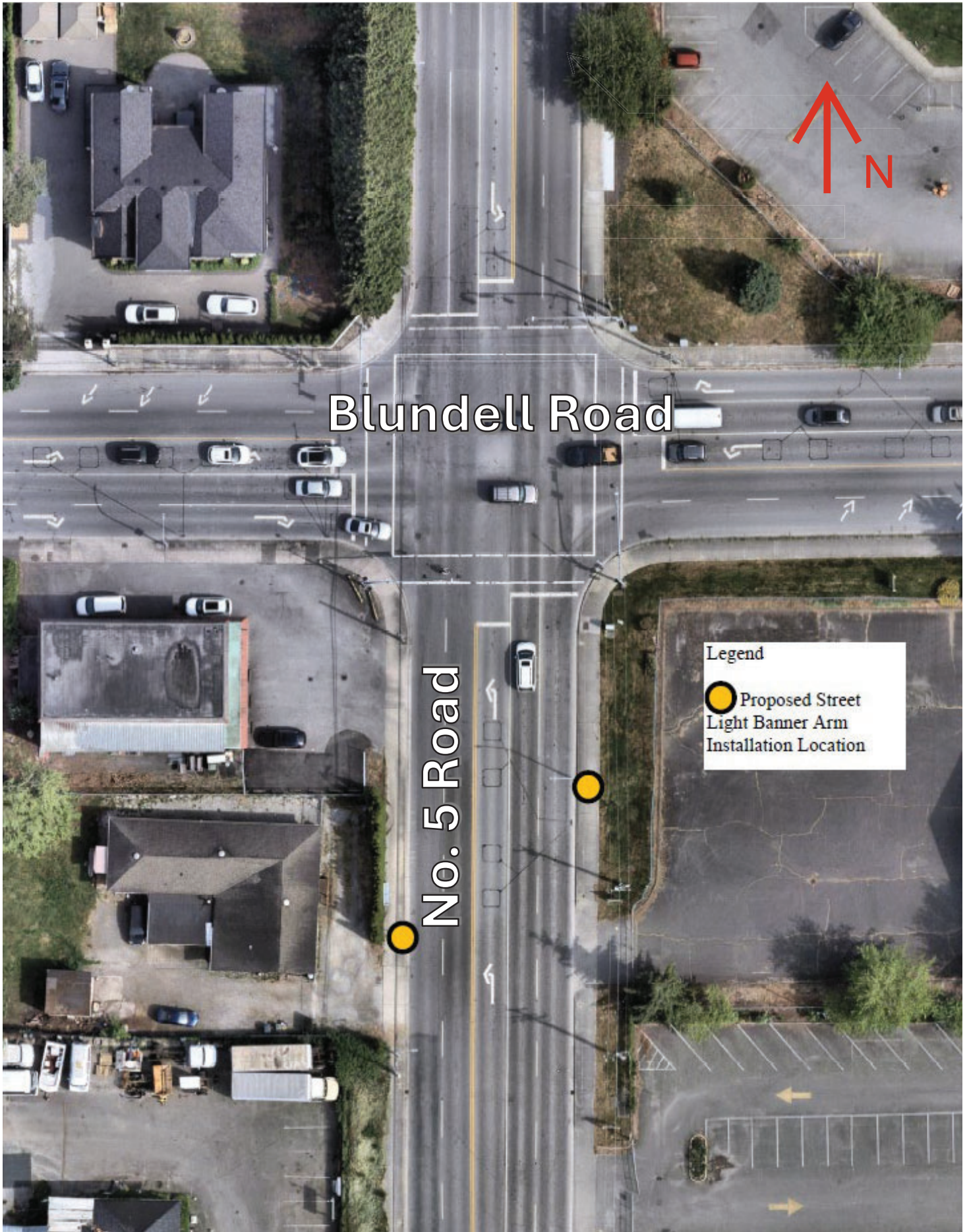
Sponsors are responsible for all costs associated with the manufacturing, installation, and removal of banners, including hardware costs if it is not already in place.

Installation of street banners on City street lighting fixtures may only be performed by City staff. The sponsor is required to provide the City with the total number of banners approved for installation as well as a 10% contingency for replacement due to damage or loss due to winds. The City is not responsible for lost or damaged street banners.

Corporately sponsored banners that contain commercial content and/or logos or slogans will be charged a monthly rental fee of \$20 per banner pole.

Payment for installation and removal must be received 14 days prior to installation.









Legend

 Proposed Street Light Banner Arm Installation Location

Steveston Highway

No. 5 Road