




City of Richmond

Report to Committee

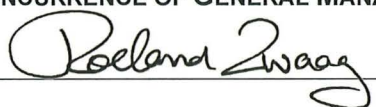


To: General Purposes Committee
From: Lloyd Bie, P.Eng.
Director, Transportation
Date: September 23, 2025
File: 10-6500-01/2025-Vol
01
Re: Steveston Highway Multi-Use Pathway Project – Next Steps

Staff Recommendations

1. That Option 1, to amend the scope and budget of the Steveston Multi-Use Pathway Phase 3 project to include construction of Phase 4 with no additional City funding, as described in the staff report titled “Steveston Highway Multi-Use Pathway Project – Next Steps”, dated September 23, 2025, from the Director, Transportation be approved;
2. That a submission to TransLink for funding as part of the 2026 Cost-Share Program for Steveston Multi-Use Pathway – Phase 3 and Phase 4 be endorsed; and
3. That the Consolidated 5 Year Financial Plan (2025-2029) be amended accordingly.


Lloyd Bie, P.Eng.
Director, Transportation
(604-276-4131)

Att. 1

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

Staff Report

Origin

The Steveston Highway Multi-Use Pathway project provides an off-street cycling and pedestrian facility on Steveston Highway connecting Railway Avenue to the Steveston Interchange. Three phases of the project, extending from Railway Avenue to Shell Road, were approved by Council as part of the 2019, 2020 and 2023 Capital Budgets.

This report provides an update on the project and seeks Council's approval to extend the project to the Steveston Interchange utilizing remaining funding from the previously completed phases and external grants.

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

Strategic and sustainable growth that supports long-term community needs and a well-planned and prosperous City.

2.3 Ensure that both built and natural infrastructure supports sustainable development throughout the City.

2.4 Enhance Richmond's robust transportation network by balancing commercial, public, private and active transportation needs.

This report supports Council's Strategic Plan 2022-2026 Focus Area #4 Responsible Financial Management and Governance:

Responsible financial management and efficient use of public resources to meet the needs of the community.

4.1 Ensure effective financial planning to support a sustainable future for the City.

4.4 Work with all levels of government for grant and funding opportunities.

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.

6.1 Advance a variety of program, services, and community amenities to support diverse needs and interests and activate the community.

Analysis

Background

The Steveston Highway Multi-Use Pathway project (the “Project”) provides east-west connectivity for cyclists and pedestrians in Richmond. The Project forms part of the Regional Cycling Network, connecting the Railway Greenway to the Steveston Interchange and future Fraser River Tunnel Crossing (Figure 1).

Upgrade of the Steveston Interchange at Highway 99 is currently underway by the Transportation Investment Corporation (TI Corp) and is scheduled for completion by the end of 2025. The interchange will include pedestrian and cycling facilities on both sides of Steveston Highway.

Staff are coordinating with the Ministry of Transportation and Transit (MoTT) on the design of the Fraser River Tunnel crossing, which will also include dedicated pedestrian and cycling infrastructure. The project includes a multi-use pathway along Highway 99 connecting the Steveston Interchange to the tunnel. Construction is scheduled for completion in 2030.

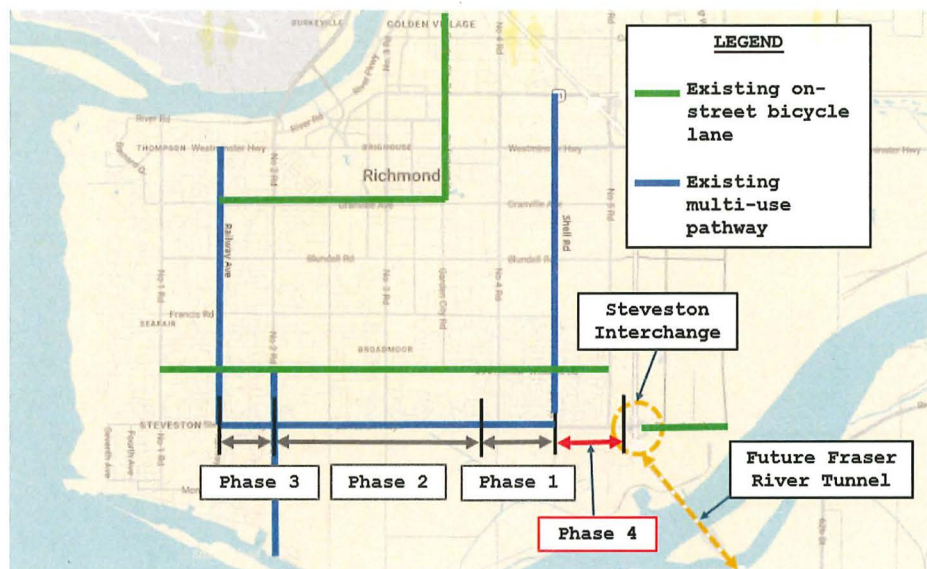


Figure 1: Steveston Highway Multi-Use Pathway Connectivity

Three phases of the Project were approved by Council as part of the 2019, 2020 and 2023 Capital Budgets as follows:

- Phase 1 (2019): From Shell Road to Mortfield Gate
- Phase 2 (2020): From Mortfield Gate to No. 2 Road
- Phase 3 (2023): From No. 2 Road to Railway Avenue

These phases are substantially complete and open to the public.

Counters have been installed on the new pathway near Steveston Highway and Shell Road to monitor utilization. Over the summer of 2025, an average of 200 users per day use the pathway comprising approximately 66% cyclists, 27% pedestrians and 7% scooters.

Financial Update

A total budget of \$17.2 million was approved for phases 1, 2 and 3. The project were jointly funded by the City and through external sources, including TransLink's Cost Share Program, the Government of British Columbia's B.C. Active Transportation Grant Program, and the ICBC Roadway Improvement Program (Table 1).

Table 1: Approved Funding - Steveston Multi-Use Pathway Phases 1 to 3

	Approved Budget	Allocated City Funding	External Funding Awarded
Steveston Highway MUP (Phase 1)	\$2,410,000	\$984,000	\$1,426,000
Steveston Highway MUP (Phase 2)	\$9,090,000	\$4,990,000	\$4,100,000
Steveston Highway MUP (Phase 3)	\$5,700,000*	\$2,850,000	\$4,275,500*
TOTAL	\$17,200,000	\$8,840,000	\$9,785,500

*Subsequent to Council's approval of the Phase 3 project, TransLink awarded the City an additional \$1.426 million in grant funding. As a result, the total of the allocated City funding and awarded external grants exceeds the approved project budget by \$1.426 million. This funding could either be used to reduce the City funding or increase the project's budget and extend staff's spending authority for the project with Council approval.

The actual construction cost for phases 1, 2 and 3 is \$12.4 million which is \$4.8 million under the approved budget (Table 2). Cost savings were realized through working with the contractors to adjust construction methodologies and eliminate the need to replace an existing concrete underground utility corridor, competitive contractor pricing, and effective project management.

Table 2: Steveston MUP Phases 1 to 3 - Actual Costs and Remaining Project Budget

	Approved Budget	Actual Cost	Remaining Budget
Steveston Highway MUP (Phase 1)	\$2,410,000	\$2,410,000	\$0
Steveston Highway MUP (Phase 2)	\$9,090,000	\$7,790,000	\$1,300,000
Steveston Highway MUP (Phase 3)	\$5,700,000	\$2,200,000	\$3,500,000
Total	\$17,200,000	\$12,400,000	\$4,800,000*

*Remaining budget of \$4.8 million consists of \$3.6 million City funding and \$1.2 million external funding. This does not include \$1.426 million of additionally awarded grants.

This presents an opportunity for the City to complete Phase 4 of the Project, connecting Shell Road to the Steveston Interchange, and close the gap in the Regional Cycling Network using previously allocated funding.

Steveston Highway Multi-Use Pathway Phase 4 ("Phase 4")

Extension of the Steveston Highway Multi-Use Pathway east of Shell Road to the Steveston Interchange through Phase 4 of the Project will close the existing gap, complete east-west connectivity along Steveston Highway and facilitate connection to the future tunnel crossing. This will also connect users to the Ironwood Plaza commercial centre and the Riverport Entertainment District through existing on-street bicycle lanes on Steveston Highway east of Highway 99.

Phase 4 includes construction of a protected pedestrian and cycling facility on the south side of Steveston Highway, similar to the completed sections of the multi-use pathway. The project will require completion of detailed design and stakeholder engagement, including with the Ironwood Plaza commercial centre. Construction of Phase 4 will include removing some existing boulevard trees and introducing sections of new treed boulevards. Based on the preliminary design completed to date, staff anticipates that a net increase in the total number of trees in the corridor can be achieved.

The estimated cost for Phase 4 is \$6.226 million (2025 dollars). There is an estimated annual Operating Budget Impact of \$3,794 associated with the maintenance of the new boulevard and street trees.

2026 External Funding Opportunities

TransLink has confirmed that the annual TransLink Cost Share Program will again be available in 2026 with a maximum allocated funding of \$3.7 million for roadway and bicycle infrastructure upgrade projects within the City of Richmond. Additional grant funding may be secured for the Steveston Multi-Use Pathway Phase 4 through this program.

Options to Proceed

Option 1: Amend Steveston Highway Multi-Use Pathway Phase 3 Scope and Budget to Include Construction of Phase 4 (Recommended)

This option includes amending the scope, title and budget of the project Steveston Highway Multi-Use Pathway, No. 2 Road to Railway Avenue project (Phase 3) to include construction of both Phase 3 and Phase 4. The project will be renamed to Steveston Highway Multi-Use Pathway – Phase 3 and Phase 4. Proposed changes to the project scope is outlined in Attachment 1.

The estimated cost to complete Phase 4 is \$6.226 million. The first three phases of the Steveston Highway Multi-Use Pathway were completed at a cost that is \$4.8 million below the approved budget. Additionally, Phase 3 of the project has been awarded \$1.426 million in additional grant funding from TransLink since the original approval of the project.

Through this option, the project budget for Steveston Highway Multi-Use Pathway – Phase 3 and Phase 4 will be amended from \$5.7 million to \$8.425 million utilizing remaining funding from Phase 2 and awarded TransLink grants, with no additional City funds required.

This project will also be eligible to seek \$2.0 million in additional TransLink funding as part of the 2026 TransLink Cost Share Program. Should the application be successful, this will be used to reduce previously approved City funding. The entirety of Phase 3 and Phase 4, extending from Railway Avenue to No. 2 Road and from Shell Road to the Steveston Interchange, can be completed using \$2.2 million in previously approved City funding and \$6.3 million in external funding.

Staff recommend this option as it allows the City to fully utilize secured grant funding and reduces risk with respect to escalating construction costs associated with deferring the Project. This options allows the City to complete Phase 4 of the project at no additional cost to the City. With the Steveston Interchange anticipated to be complete by the end of 2025, this allows the City to best align implementation of pedestrian and cycling connectivity to the interchange with its completion.

Option 2: New Capital Project for Steveston Highway Multi-Use Pathway Phase 4 be included in the Proposed 2026 Capital Budget (Not Recommended)

This options involves including a capital project for Steveston Highway Multi-Use Pathway Phase 4 with a budget of \$6.2 million in the proposed 2026 Capital Budget for Council's consideration. The project will also be included in the proposed 2026 TransLink Cost-Share Application to seek up to \$3.7 million in external funding from TransLink.

Funding that was not utilized from Phase 2 and Phase 3 of the project, including \$3.6 million in City funding and \$2.6 million of external funding, will be returned to their original sources.

Option 3: Defer Project (Not Recommended)

Completion of Steveston Highway Multi-Use Pathway (Phase 4) to connect to the Steveston Interchange will be deferred until completion of the Fraser River Tunnel Project. An updated project budget to reflect cost escalation and funding options will be presented to Council for consideration at that time. \$3.7 million of allocated funding from TransLink through the 2026 TransLink Cost Share program may not be fully utilized by the City due to a lack of eligible projects.

Funding that was not utilized from Phase 2 and Phase 3 of the project, including \$3.6 million in City funding and \$2.6 million of external funding, will be returned to their original sources.

Financial Impact

Should Council approve staff's recommendation of Option 1, the Consolidated 5 Year Financial Plan (2025-2029) will be amended to reflect an increase to the budget for Steveston Highway Multi-Use Pathway – Phase 3 and Phase 4 as outlined in Table 3.

This Project will result in an estimated annual operating budget impact (OBI) of \$3,794 for the maintenance of the trees and boulevards. This will be put forward as part of the future budget processes for Council's consideration.

Table 3: Budget Amendment for Steveston Highway Multi-Use Pathway (Phase 3 and 4)
**Proposed Budget Increase for
 Steveston Highway Multi-Use Pathway – Phase 3 and 4**

Approved Budget	\$5,700,000
Proposed budget transfer from Steveston Highway Multi-Use Pathway, Mortfield Gate to No. 2 Road	\$1,300,000
Additional grant funding awarded as part of previous TransLink Cost Share Agreement	\$1,425,500
Proposed Amended Budget	\$8,425,500

Conclusion

The Steveston Highway Multi-Use Pathway project provides east-west connectivity for pedestrians and cyclists in Richmond.

Three phases of the Project, extending from Railway Avenue to Shell Road, have been approved by Council as part of prior year capital budgets. Construction of these phases were complete at a cost that is \$4.8 million below the approved budget. Combining these remaining funds with \$1.425 million in additionally awarded grants results in a total of \$6.225 million available to complete Phase 4 of the Project.

Extension of the multi-use pathway between Shell Road and the Steveston Interchange through Phase 4 will complete the intended network connection, bridging users of the existing Shell Road Multi-Use Pathway and Steveston Highway Multi-Use Pathway to the Steveston Interchange.

Staff recommend that the project title, scope and budget for the Steveston Highway Multi-Use Pathway, No. 2 Road to Railway Avenue, be amended to include completion of Phase 4. This will allow the project to be extended to the Steveston Interchange utilizing existing funding, while providing an opportunity for additional grant funding through the 2026 TransLink Cost Share program to further offset City costs. Alternative options will result in a loss in awarded and unspent external funding.



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BN:ck

Att. 1: Amendment Project Description – Steveston Highway Multi-Use Pathway, No. 2 Road to Railway Avenue

**Amendment Project Description – Steveston Highway Multi-Use Pathway, No. 2
Road to Railway Avenue**

Project Title: *Steveston Highway Multi-Use Pathway – Phase 3 and Phase 4*

Project Budget: \$8,425,500

Project Scope: *This project involves construction of a paved and protected cycling facility on the south side of Steveston Highway from No. 2 Road to Railway Avenue and from Shell Road to Steveston Interchange. Upon completion, this facility will connect existing multi-use pathways to complete a continuous 5.5 km stretch of separated cycling and pedestrian infrastructure along Steveston Highway from No. 2 Road to Steveston Interchange.*

The scope of work may include re-allocation of road space (lane narrowing, removal of right-turn bays), re-alignment of curb and gutter, construction of multi-use pathways and bicycle lanes, pavement markings and signage, implementation of pedestrian crossing enhancements, relocation of above-grade infrastructure (e.g. streetlight poles, hydrants, power poles, traffic signals), relocation or upgrade of bus stops, removal and replacement of trees and hedges as required, property acquisition as required, and modifications to private property (e.g. re-grading of driveways, reinstatement of impacted areas, construction of retaining walls and landscaping).