



**Public Works and Transportation Committee
Electronic Meeting**

**Council Chambers, City Hall
6911 No. 3 Road**

**Wednesday, December 21, 2022
4:00 p.m.**

Pg. # ITEM

MINUTES

PWT-3 *Motion to adopt the **minutes** of the meeting of the Public Works and Transportation Committee held on November 23, 2022.*



NEXT COMMITTEE MEETING DATE

January 25, 2023, (tentative date) at 4:00 p.m. in the Council Chambers

DELEGATION

Added
PWT-9A A. Les Kiss, Richmond Resident, to speak on the **City Proposed Bike/Pedestrian Pathway** for South Side of Steveston Highway.

PLANNING AND DEVELOPMENT DIVISION

1. **CAPSTAN STATION – CONSTRUCTION UPDATE**
(File Ref. No. 10-6500-01) (REDMS No. 7049567)

PWT-10

See Page PWT-10 for full report

Designated Speaker: Sonali Hingorani

STAFF RECOMMENDATION

That the report titled “Capstan Station – Construction Update” dated November 18, 2022 from the Director, Transportation be received for information.



ENGINEERING AND PUBLIC WORKS DIVISION

2. **BC FLOOD STRATEGY INTENTIONS PAPER**
(File Ref. No. 10-6060-01) (REDMS No. 7057991)

PWT-15

See Page PWT-15 for full report

Designated Speakers: Eric Sparolin and Kevin Roberts

STAFF RECOMMENDATION

That the following be endorsed as the City's position on regional flood protection management and be included in the City's comments to the Province on the BC Flood Strategy Intentions Paper:

- (a) *That flood protection continue to be evaluated and managed at the local government level, currently through the Diking Authority model, with additional support from senior levels of government;*
- (b) *That dedicated funding for flood protection be established at the Provincial and Federal level, to be used by Diking Authorities, which include local governments, for flood management projects;*
- (c) *That the Province require Diking Authorities, which include local governments, to develop and maintain flood risk management plans and strategies for their respective areas so that regional objectives are met; and*
- (d) *That a co-ordinated and fully resourced process be established at the Provincial level to provide a single point of contact for Diking Authorities to seek Provincial and Federal approvals for flood protection projects.*



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Pg. # ITEM

3. MANAGER’S REPORT

ADJOURNMENT





Public Works and Transportation Committee

Date: Wednesday, November 23, 2022

Place: Council Chambers
Richmond City Hall

Present: Councillor Carol Day, Chair
Councillor Michael Wolfe (by teleconference)
Councillor Chak Au
Councillor Kash Heed
Councillor Alexa Loo

Also Present: Councillor Laura Gillanders (by teleconference)
Councillor Andy Hobbs

Call to Order: The Chair called the meeting to order at 4:00 p.m.

MINUTES

It was moved and seconded

That the minutes of the meeting of the Public Works and Transportation Committee held on October 19, 2022, be adopted as circulated.

CARRIED

AGENDA ADDITION

It was moved and seconded

- (1) *That “Traffic Pattern Changes for River Road, Cedarbridge Way to Hollybridge Way” be added to the agenda as Item No. 6A; and*
- (2) *That “Additional Welcome Signs to the City of Richmond” be added to the agenda as Item No. 6B.*

CARRIED

Public Works & Transportation Committee
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PLANNING AND DEVELOPMENT DIVISION

1. APPLICATION TO 2022/23 BC ACTIVE TRANSPORTATION INFRASTRUCTURE GRANT PROGRAM

(File Ref. No. 10-6500-01/2022-Vol 01) (REDMS No. 7018776 v. 6)

Staff outlined the requirements for the grant funding eligibility, noting the project be active transportation related, secured and constructed within a specific window, and that maintenance related for existing infrastructure is not permitted funding.

It was moved and seconded

- (1) That the submission for cost-sharing to the 2022/23 BC Active Transportation Infrastructure Grant Program as described in the staff report titled “Application to 2022/23 BC Active Transportation Infrastructure Grant Program” dated October 31, 2022, from the Director, Transportation be endorsed;*
- (2) That, should the above application be successful, the Chief Administrative Officer and the General Manager, Planning and Development, be authorized on behalf of the City to execute the funding agreement; and*
- (3) That the Consolidated 5 Year Financial Plan (2023-2027) be amended accordingly.*

CARRIED

2. TRANSLINK 2023 COST-SHARE FUNDING APPLICATIONS – TRANSPORTATION CAPITAL PROJECTS

(File Ref. No. 10-6460-01/2022-Vol 01) (REDMS No. 6999951 v. 18)

In response to queries from the Committee, staff reported that a few of the projects are at the conceptual design phase, and that the scope of the work predominantly includes removing channelized right turns to improve road safety for cyclists and motorists.

It was moved and seconded

That as described in the report titled “TransLink 2023 Cost-Share Funding Applications” dated October 24, 2022 from the Director, Transportation:

- (a) the submission of road, pedestrian and bicycle improvement projects as part of the TransLink 2023 cost-share programs be endorsed and the information be considered in the 2023 Capital Budget process; and*
- (b) the Chief Administrative Officer and General Manager, Planning and Development be authorized to execute the successful funding agreements.*

2.

Public Works & Transportation Committee
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CARRIED

ENGINEERING AND PUBLIC WORKS DIVISION

3. AWARD OF CONTRACT 8074Q – ON-CALL ELEVATOR CONTRACTOR

(File Ref. No. 02-0775-50-8074/Vol 01) (REDMS No. 6990176 v.3)

In response to queries from the Committee, staff reported West Coast Elevator Services Ltd. advised they are a living wage employer.

It was moved and seconded

- (1) *That Contract 8074Q – On-Call Elevator Contractor be awarded to West Coast Elevator Services Ltd., in the amount of \$408,000.00 for a three-year term as described in the report titled “Award of Contract 8074Q – On-Call Elevator Contractor”, dated October 19, 2022, from the Director, Facilities and Project Development;*
- (2) *That the Chief Administrative Officer and General Manager, Engineering and Public Works be authorized to extend the initial three-year term, up to the maximum total term of five years, for the maximum total amount of \$701,000.00 as described in the report titled “Award of Contract 8074Q – On-Call Elevator Contractor”, dated October 19, 2022, from the Director, Facilities and Project Development; and*
- (3) *That the Chief Administrative Officer and General Manager, Engineering and Public Works be authorized to execute the contract and all related documentation with West Coast Elevator Services Ltd.*

CARRIED

4. AWARD OF CONTRACT 8077P – ON-CALL HVAC SERVICE PROVIDER

(File Ref. No. 10-6000-01/2022-Vol 01) (REDMS No. 6975490 v. 3A)

In response to queries from the Committee, staff reported (i) the Award of Contract is for maintenance and repairs for all City facilities (ii) contractors may also be used for some minor projects, (iii) the contractors advised they are paying a living wage, (iv) the RFP proposal stated the work would be shared between the contractors, which was fully understood and there were no concerns expressed by the contractors with respect to the percentage of work shared, and (v) as the City has many facilities and HVAC assets, the benefit of having external contractors provide HVAC service is that they stay updated with the latest technologies, parts, standards and protocols, to provide best quality maintenance operations for all HVAC equipment.

3.

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It was moved and seconded

- (1) *That Contract 8077P – On-Call HVAC Service Provider be awarded to three contractors, for an aggregate contract value of \$3,750,00.00 for a three-year term, to Entity Mechanical Ltd., Airon Heating and Air Conditioning Ltd. and Kern BSG Management Ltd. (formally Pacific Mechanical Ltd.) as described in the report titled “Award of Contract 8077P – On-Call HVAC Service Provider”, dated October 6, 2022, from the Director, Facilities and Project Development;*
- (2) *That the Chief Administrative Officer and General Manager, Engineering and Public Works be authorized to extend the initial three-year term, up to the maximum total term of five years, for the maximum total amount of \$6,250,000.00, as described in the report titled “Award of Contract 8077P – On-Call HVAC Service Provider”, dated October 6, 2022, from the Director, Facilities and Project Development; and*
- (3) *That the Chief Administrative Officer and General Manager, Engineering and Public Works be authorized to execute the contracts and all related documentation with Entity Mechanical Ltd., Airon Heating and Air Conditioning Ltd. and Kern BSG Management Ltd.*

CARRIED

5. OPTIONS FOR SNOW REMOVAL FROM PRIORITY PEDESTRIAN CORRIDORS — REFERRAL RESPONSE

(File Ref. No. 10-6060-01/2022-Vol 01) (REDMS No. 6905146 v. 12)

It was moved and seconded

That, as outlined in the staff report titled “Options for Snow Removal from Priority Pedestrian Corridors — Referral Response”, dated October 20, 2022, from the Director, Public Works Operations:

- (a) *The operational response practices relating to bus stops, wheelchair let downs and City facilities be endorsed; and.*
- (b) *Staff conduct pilot initiatives during the 2022/2023 winter season to undertake snow clearing from non-delineated bike routes and five kilometres of multi-use pathways along Railway Avenue and Alderbridge Way within 72 hours after the snowfall has ended for each snow event.*

Discussion ensued with respect to the 2022/2023 snow removal pilot initiatives, locations and the challenges in clearing and maintaining sidewalks and pathways. Staff noted that the City’s Traffic Bylaw (Bylaw 5870) is currently being reviewed to strengthen and address some of the concerns raised.

As a result of the discussion, the following amendment motion, to add

4.

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item (c), was introduced:

It was moved and seconded

That the prioritized walk friendly snow removal routes, for \$502,800 as summarized in Attachment 1, be added to provide proper snow removal in City Centre, Steveston Village, Ironwood and the other locations identified in the report.

The question on the amendment motion was not called as further discussion ensued with respect to (i) restricted pedestrian mobility during a snowfall event, (ii) the responsibilities of property owners under Bylaw 5870, (iii) equipment funding requirements, and (iv) implementation, noting the additional snow and ice response could not be in place for the current season.

The question on the amendment motion was then called, and it was **DEFEATED** with Cllrs. Day, Heed and Wolfe opposed.

It was then requested that staff provide a memorandum on other available multi-use vehicles that could also provide snow removal, and why the Kubota was chosen.

The question on the main motion was then called and **CARRIED**.

6. UPDATE ON 2022/2023 SNOW AND ICE RESPONSE PREPARATIONS

(File Ref. No. 10-6000-00/Vol 01) (REDMS No. 6994877 v. 2)

A brief discussion ensued with respect to the vehicles listed in the report. Staff noted that none of the vehicles are electric vehicles and that the Ford F150 Lightning vehicles on order will not be suitable for brine tanks and snow plows.

It was requested that staff provide all members of Council with the online link to the sensors located at key intersections and the traffic cameras link, to share with the public.

It was moved and seconded

That the staff report titled “Update on 2022/2023 Snow and Ice Response Preparations”, dated October 20, 2022, from the Director, Public Works Operations, be received for information.

CARRIED

Public Works & Transportation Committee
Wednesday, November 23, 2022

6A. TRAFFIC PATTERN CHANGES FOR RIVER ROAD, CEDARBRIDGE WAY TO HOLLYBRIDGE WAY

(File Ref. No. Councillor Heed)

Councillor Heed questioned the need for the dedicated right hand lanes while driving east on River Road, approaching Hollybridge Way, Gilbert Road through to Cedarbridge Way, noting the lanes are seldom utilized and causing significant congestion for the vehicles that are not turning. Staff advised that as the area has developed, it would be a good time to undergo a traffic study to review alignment and lane utilization and report back to the Committee.

6B. ADDITIONAL WELCOME SIGNS TO THE CITY OF RICHMOND

(File Ref. No. Councillor Heed)

Councillor Heed noted the existing welcome signs at particular entrances to Richmond and the need for similar signs elsewhere in the city, and requested that staff review and identify opportunities for additional signs to recognize and welcome entering Richmond, and report back to the Committee.

7. MANAGER'S REPORT

(i) *Transportation Update*

- The Highway 99 tunnel program, transit only connection from Bridgeport Road to Highway 99, opened to buses on November 7, 2022.
- A new traffic signal was activated at the 8100 block of Cooke Road and City centre, mid block on Cooke Road and CityCentre, between No. 3 Road and Buswell Streets (Keltic development site access).

(ii) *Transportation Update*

- The Highway 99 tunnel program, transit only connection from Bridgeport Road to Highway 99, opened to buses on November 7, 2022.
- A new traffic signal was activated at the 8100 block of Cooke Road and City centre, mid block on Cooke Road and CityCentre, between No. 3 Road and Buswell Streets (Keltic development site access).

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(ii) Public Works Operations Update

Staff advised that Council will be receiving a memorandum as a result of the significant 2021 atmospheric river event, noting that a communication for residents, “Getting Ready for Rain”, was put together and that staff will be sending out a letter to those residents in areas that where it may not be built to current flood protection levels and may have experienced flooding in the prior year. The communication will also include tips for some of the things residents can do to protect their properties, as well as highlight the work that the City has done. Staff further noted that if there should be a significant event again, that in addition to the Works Yard, four additional locations have been identified where residents of low lying areas could get sandbags made up (i) Hugh Boyd soccer field parking lot, (ii) South Arm Community Centre parking lot, (iii) King George Park parking lot, and (iv) the Hamilton Community Centre parking lot.

ADJOURNMENT

It was moved and seconded

That the meeting adjourn (4:41 p.m.).

CARRIED

Certified a true and correct copy of the Minutes of the meeting of the Public Works and Transportation Committee of the Council of the City of Richmond held on Wednesday, November 23, 2022.

Councillor Chak Au
Chair

Lorraine Anderson
Legislative Services Associate

Open Letter to Richmond City Council

Re: Steveston Highway Bike/Pedestrian Pathway Proposal

A December 1st Richmond News article notes the city is planning a three-metre-wide cycling and pedestrian pathway for Steveston Highway between Railway Avenue and No. 2 Road to the tune of \$5.7 million. The long-term plan is to have this pathway eventually go from Railway Avenue to Shell Road on the South side of Steveston Hwy. Based on the proposed cost of this short section, the entire route to Shell Road could cost Richmond taxpayers a staggering \$40 million.

City Council must ask the city planners **“What are you thinking?”** The location of bike lanes is not something to take lightly as it can change the dynamics of traffic, for both cars and bikes and requires plenty of planning and knowledge to ensure the outcome safely mixes bikes, cars and trucks leaving cyclists less vulnerable to accidents.

On the knowledge front I hope the planners are aware that:

- pedestrian sidewalks already exist on both sides of Steveston Hwy between Railway and No. 2 Road with marked crosswalks at Railway, Lassam and No. 2 Road,
- Railway Avenue has bike lanes on both sides running North-South from Moncton Street to Granville Avenue as well as the greenway which runs from the South Dyke to the North Dyke,
- Williams Road has marked bike lanes both sides running East-West from West Dyke to No. 5 Road,
- the South side of Steveston Hwy East of No. 2 Road to Shell Road is mostly dominated by sparsely populated low-density residential development and farmland,
- the South Dyke from Steveston Town to No. 5 Road provides a low stress and high level of comfort route for cyclists.

On the safety front I’ve never seen bike lane and pedestrian design choices so divorced from reality. Steveston Hwy is an arterial highway with incredibly increasing traffic volumes. Despite the posted speed limit being 50 kmph, motorists tend to travel at 60 kmph to 70kmph, if not faster on a regular basis. It is questionable whether planners have considered what impact reducing the road width of Steveston Hwy by 3 metres (10 feet) will have on vehicular traffic flow?

I read somewhere that when the speed differential between automobiles and cyclists exceeds 20mph without some sort of separating barrier, bike lanes go from being useful infrastructure to something dangerous, especially in this case what is basically a highway. I would strongly suggest the proposed Steveston Hwy bike lane will violate public safety and will be dangerous for cyclists and automobile drivers alike. This proposed bike lane premised on the belief that cyclists behave like automobiles is not only foolish but could also be deadly.

Full disclosure that I am an avid cyclist biking between 20 and 25 kilometers daily and as such not against bike lanes. Personally, I ride routes in Richmond that are not congested with heavy traffic leaving me less vulnerable to potential vehicular accidents.

I respectfully request City Council to direct their planners to terminate this ill-considered bike lane proposal. Not every road in Richmond needs a bike lane – and high-speed arterials such as Steveston Highway especially don’t need unprotected bike lanes. Please stop this foolhardy plan before we read about more cyclists and drivers getting killed because someone thought it was a good idea to mix bikes and cars in heavy highway traffic.

Sincerely,

A handwritten signature in black ink, appearing to be 'Les Kiss', with a stylized, cursive-like script.

Les Kiss

5251 Hummingbird Drive

December 8, 2022

From: Bie, Lloyd <LBie@richmond.ca>

Sent: December 13, 2022 1:29 PM

To: les@leskiss.ca

Cc: MayorandCouncillors <MayorandCouncillors@richmond.ca>

Subject: FW: Proposed Bike/Pedestrian Pathway for South Side of Steveston Highway

Hi Les,

From your letter I can see that you don't support the Steveston Multi Use Pathway. While I respect your opinion, I believe I can provide some information that you may not be aware of.

This project has is included in TransLink's Regional Cycling Plan, the City's 2041 Official Community Plan, as well as the City's recent Cycling Network Plan Update that was endorsed by Council last summer. The Cycling Network Plan Update is the most recent work and is based on a comprehensive exercise that is data driven and included extensive public consultation.

The plan does not reduce the roadway by 3 meters as you have indicated. The project will reduce the lane widths by 20 cm to 30 cm to be 3.0 m wide. The Province of British Columbia's Road Safety Toolkit Guide indicates reducing urban vehicle lane widths to between 2.75 m to 3.0 m has safety benefits and has been found to reduce overall vehicle speed. This is also consistent with the recommendations in the National Association of Transportation Officials. The planned lane widths also meet all North American safety standards.

The planned multi use path will be separated from traffic by a raised curb and a 1 m wide boulevard. This separation and raised curb is considered a high level of protection for cyclists.

If you would like to discuss the project further, please contact me directly.

Regards

Lloyd Bie, P.Eng.
Director, Transportation
City of Richmond

(604)276-4131
lbie@richmond.ca
www.richmond.ca

City of Richmond
6911 No. 3 Road
Richmond, BC V6Y 2C1 Canada

From: mayorea <mayorea@richmond.ca>
Date: Tuesday, December 13, 2022 at 11:29 AM
To: "'les@leskiss.ca'" <les@leskiss.ca>
Cc: "Bie,Lloyd" <LBie@richmond.ca>, Jo Anne Powell <JPowell@richmond.ca>
Subject: re: Proposed Bike/Pedestrian Pathway for South Side of Steveston Highway

From the desk of Mayor Malcolm D. Brodie:

Thank you for your email and letter of December 8th, in which you write about your concerns regarding the proposed bicycle/pedestrian pathway for the South-side of Steveston Highway.

A copy of your email has been referred to Lloyd Bie, Director of Transportation, for his review and response to you. Should you wish to contact him directly, he can be reached at 604-276-4131 or LBie@richmond.ca.

I appreciate the time you have taken to write and make your views known.

Yours truly,

Malcolm D. Brodie
Mayor, City of Richmond



From: Les Kiss <les@leskiss.ca>
Sent: December 8, 2022 10:53 AM
To: MayorandCouncillors <MayorandCouncillors@richmond.ca>
Subject: Proposed Bike/Pedestrian Pathway for South Side of Steveston Highway

Please find attached letter requesting City Council to terminate Planning Departments proposal for a bike/pedestrian pathway along Steveston Highway.

Thank you,



Les Kiss
5251 Hummingbird Drive



City of Richmond

Report to Committee

To: Public Works and Transportation Committee
From: Lloyd Bie, P.Eng.
Director, Transportation
Re: Capstan Station – Construction Update

Date: November 18, 2022
File: 10-6500-01/2022-Vol
01

Staff Recommendation

That the report titled “Capstan Station – Construction Update” dated November 18, 2022 from the Director, Transportation be received for information.

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

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
Arts, Culture & Heritage	<input checked="" type="checkbox"/>	
Parks Services	<input checked="" type="checkbox"/>	
Engineering	<input checked="" type="checkbox"/>	
SENIOR STAFF REPORT REVIEW	INITIALS:	APPROVED BY CAO

Staff Report

Origin

This report provides an update on the progress of the Capstan Station project.

This report supports Council's Strategic Plan 2018-2022 Strategy #5 Sound Financial Management:

5.4 Work cooperatively and respectfully with all levels of government and stakeholders while advocating for the best interests of Richmond.

This report supports Council's Strategic Plan 2018-2022 Strategy #6 Strategic and Well-Planned Growth:

6.3 Build on transportation and active mobility networks.

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

7.1 Demonstrate leadership through strategic partnerships, collaborations and exploring innovative and emerging economic practices and technical advancements.

Analysis

Capstan Station will be a new Canada Line station in Richmond, built along No. 3 Road at Capstan Way. It will be located between the existing Bridgeport and Aberdeen stations. Construction of the new station is underway with substantial completion anticipated in summer 2023.

The station is being built to support the growing development in the area and to provide residents and workers with convenient access to the Sky Train network. This project will deliver a safe, efficient, and environmentally sustainable transportation option for the Capstan Village area.

A unique funding strategy developed by the City permits developers of projects within the Capstan Station Bonus Area to be entitled to bonus density in return for making voluntary contributions to the Capstan Station. Through voluntary developer contributions to date, the City has raised approximately \$38 million in the Capstan Station Reserve Fund. Of this amount, \$32.2 million was transferred to TransLink in 2019 to initiate design and construction of the station.

Capstan Station Construction Activities

Construction Progress and Schedule

Station construction commenced in summer 2021 starting with site preparation and utility services work.

The construction of the structural steel at the concourse level of the future station is complete. The current phase of construction involves installing large pieces of steel for framing of the platform level (Figure 1).



Figure 1: Capstan Station Construction

Ongoing construction works include installation of structural steel, platform decking, roofing structure and aluminum cladding for the station. Substantial completion of the station is anticipated in summer 2023. Following construction, TransLink will require an additional four to six months of system line testing. A fully operational station is on schedule to open to the public in early winter of 2023.

Artwork During Construction

TransLink has commissioned artwork incorporated into wraps designed by Richmond-based artists. The art wraps are installed on the construction hoarding fence around Capstan Station (Figure 2).



Figure 2: Artistic Construction Fence Wrap

Construction Activity Impacts

Noise Considerations

The current construction activities include installation of heavy pieces of steel for the station platform requiring use of large cranes. For the safety of the public and workers, the provincial regulator, Technical Safety BC, will not allow trains to operate while large cranes are being used above the Canada Line track.

TransLink's preference is to minimize disruption to Canada Line service by using the large cranes over the guideway at night. To facilitate this schedule, Staff granted TransLink a noise variance permit that commenced for one month in October 2022. During this period, the City received seven complaints from residents about construction noise during the night.

To address the noise related concerns, Staff have required TransLink to implement an improved community outreach and response plan for future night work on the station, including a live 24/7 contact and the ability to address nighttime noise complaints immediately. No additional complaints from residents have been received since these measures were implemented. Additional noise bylaw exemption permits have been issued for November 21 to December 23, 2022. Staff are working closely with TransLink to maximize daytime construction activities to ensure night works are minimized. TransLink has notified nearby residents of this phase of the night works.

Canada Line Impacts

During night work, service on the Canada Line ends early. A bus bridge (extra buses) operates between Bridgeport Station and Richmond–Brighouse Station to provide customers with an alternative service. TransLink is using many forms of communication to advise of service impacts and the City is amplifying their messaging on our social media platforms.

No. 3 Road Traffic Pattern Changes

To support construction, the City is permitting use of the east side of No. 3 Road between Capstan Way and McMyn Way. The traffic management plan for construction work impacts the northbound bike lane, east side sidewalk and the northbound vehicle travel lanes on No. 3 Road. Detours for pedestrians and cyclists have been established and bus service adjusted to accommodate the closures of these facilities on No. 3 Road. Staff have not received any concerns related to the temporary road changes during construction that have been in effect for over a year.

Capstan Station Integration Strategy

In December 2021, the City awarded a contract to Dialog Design for the development of conceptual designs and activation programs for the public space around the future Capstan Station. The project is currently in the site review and data inventory stage.

Staff anticipate bringing forward a report to Council in the first quarter of 2023 with conceptual design options for the integration strategy and details of a public and stakeholder engagement plan to seek feedback.

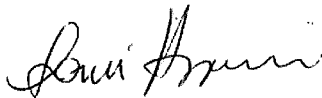
Financial Impact

None.

Conclusion

Construction work for the Capstan Canada Line Station is progressing and TransLink anticipates the station will be open to the public in fall 2023. Staff are working with TransLink to mitigate noise impact concerns to residents to ensure works are maintained as much as possible during regular construction hours. Staff will continue to meet regularly with TransLink and its contractors throughout the process to coordinate activities and minimize impacts to the public.

Once the station construction is completed, TransLink will restore any impacts to existing infrastructure on No. 3 Rd. Complementary work on conceptual designs and activation strategies are also under development to integrate the station and plaza areas with the surrounding Capstan Village neighborhood.



Sonali Hingorani, P.Eng.
Senior Transportation Engineer
(604-276-4049)

SH:sh



City of Richmond

Report to Committee

To: Public Works and Transportation Committee

Date: November 25, 2022

From: Milton Chan, P.Eng.
Director, Engineering


File: 10-6060-01/2022-Vol
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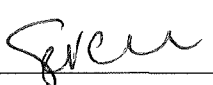
Re: BC Flood Strategy Intentions Paper

Staff Recommendation

That the following be endorsed as the City's position on regional flood protection management and be included in the City's comments to the Province on the BC Flood Strategy Intentions Paper:

- a. That flood protection continue to be evaluated and managed at the local government level, currently through the Diking Authority model, with additional support from senior levels of government;
- b. That dedicated funding for flood protection be established at the Provincial and Federal level, to be used by Diking Authorities, which include local governments, for flood management projects;
- c. That the Province require Diking Authorities, which include local governments, to develop and maintain flood risk management plans and strategies for their respective areas so that regional objectives are met; and
- d. That a co-ordinated and fully resourced process be established at the Provincial level to provide a single point of contact for Diking Authorities to seek Provincial and Federal approvals for flood protection projects.


Milton Chan, P.Eng.
Director, Engineering
(604-276-4377)

REPORT CONCURRENCE		
ROUTED TO:	CONCURRENCE	CONCURRENCE OF GENERAL MANAGER
N/A		
SENIOR STAFF REPORT REVIEW	INITIALS:	APPROVED BY CAO
		

Staff Report

Origin

The Province of British Columbia has proposed a Flood Strategy to manage flood safety risks in BC by providing guidelines to enhance flood resilience, which will inform future implementation. The strategy proposes to shift the provincial focus to a more proactive, holistic, and integrated approach to flood management. The Province is currently in the process of collecting feedback from local governments, First Nations, non-government organizations, and businesses, among other stakeholders through an Intentions Paper developed for this strategy.

The Intentions Paper is an update to the Discussion Paper that was circulated by the Province in 2021 to collect stakeholder feedback on the BC Flood Strategy. At the time, the Province had requested that the Discussion Paper remain confidential, therefore, a confidential memorandum titled, 'BC Flood Strategy', dated July 21, 2021, from the Manager, Engineering Planning, was provided to update Council of the initiative. This initiative is now public.

This report provides an overview of the Intentions Paper and City of Richmond staff engagement and recommendations.

This report supports the following strategies within Council's Strategic Plan 2018-2022:

Strategy #1 A Safe and Resilient City:

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

1.2 Future-proof and maintain city infrastructure to keep the community safe.

1.3 Ensure Richmond is prepared for emergencies, both human-made and natural disasters.

Strategy #5 Sound Financial Management:

Accountable, transparent, and responsible financial management that supports the needs of the community into the future.

5.4 Work cooperatively and respectfully with all levels of government and stakeholders while advocating for the best interests of Richmond.

Analysis

Background

Richmond's perimeter dike was originally upgraded and maintained by the Province after the major flood event of 1948, which brought about the implementation of the Dike Maintenance Act. The ownership of the dike and the responsibility to maintain it remained with the Province until the early 2000's. The legislative changes made in 2004 significantly altered the provincial role with regards to flood protection and management, and the responsibility to fund, build, maintain, and operate the flood protection infrastructure was shifted to the local governments with limited financial assistance from senior government through competitive grant programs.

Under the Dike Maintenance Act, general supervision over dikes lies with the office of the Provincial Inspector of Dikes. The Inspector of Dikes provides technical recommendations and permitting related to dike construction. Local governments are defined as Diking Authorities and are responsible for local flood protection planning, management, construction, maintenance and operations.

Under the existing governance structure, the City of Richmond has established one of the most advanced flood protection programs in the region. City Council endorsed the Drainage and Diking Utility, now referred to as the Flood Protection Utility, to fund flood protection projects which has progressively increased in capital funding levels throughout the years. Additionally, as outlined in the staff report titled, “Accelerated Flood Protection Program Update”, dated March 4, 2022, from the Director, Engineering, a target annual revenue level of \$30 million by 2031 was endorsed for the Flood Protection Utility, in order to support a 50 year implementation period, improving the City’s diking infrastructure well in advance of the current anticipated climate change impacts.

Richmond is actively upgrading its flood protection infrastructure through in alignment with the Food Protection Management Strategy and the Dike Master Plan. The City has also been very successful in addressing and resolving land use issues, related to dike upgrades and maintenance, at a local level.

BC Flood Strategy

The Ministry of Forests, supported by Emergency Management BC, is currently leading the development of a BC Flood Strategy in collaboration with stakeholders with an aim to reduce flood risks while enhancing the Province’s resilience to more frequent extreme flood events in the future. The Province identified the need for a modern BC Flood Strategy to address their ongoing flood management challenges, increase partnerships with First Nations and local governments, and improve public safety.

Stakeholder and public engagement is now underway. Future steps include BC Flood Resilience Planning and Implementation, which are expected to ensue from 2023 to 2030.

Intentions Paper

The Intentions Paper is a high level proposed strategic framework that includes a vision, outcomes, and principles for flood resilience in BC. Through it, the Province highlights the need for collective leadership in innovative and collaborative flood risk management and emergency response. The framework sets four strategic program areas and associated potential actions for future implementation. Its goal is to engage the various stakeholders and gather their feedback on the proposed strategy.

The Vision identified in the Intentions Paper is as follows:

“Together, we are leaders in innovative, holistic flood risk management, enhancing BC’s flood resilience for the 21st century”

It focuses on the following as they relate to flood management:

- Enhanced public safety – building communities to allow “safe flooding”;
- Economic stability – proactive flood resilience investments to avoid greater future costs associated with flood damage and recovery; and
- Environmental sustainability – protecting natural and green infrastructure to support ecosystems and wildlife habitat.

The Intentions Paper highlights four priority programs listed below which are in alignment with the Sendai Framework for Disaster Risk Reduction 2015-2030 endorsed by the United Nations:

1. Understanding Flood Risks;
2. Strengthening Flood Risk Governance;
3. Enhancing Flood Preparedness, Response and Recovery; and
4. Investing for Flood Resilience.

Further details on the program areas and their associated action items is provided in Attachment 1.

Stakeholder Engagement

In September 2022, the Province invited stakeholders, including the City of Richmond, to participate and provide feedback at any of the six engagement workshops (three in-person and three virtual) held from October to December. Staff attended one of the virtual workshops in October 2022 to participate in the discussion with the Province, other local governments, First Nations, and other stakeholders. Staff will also attend the virtual workshop being held in December 2022. Additionally, staff will provide their comments and input through an online survey by January 6, 2023.

Staff Recommendations

The City continues to hold its position on regional flood protection management, which was endorsed by Council at the January 27, 2020 Council Meeting, including the following:

- That flood protection continue to be evaluated and managed at the local government level, currently through the Diking Authority model, with additional support from senior levels of government;
- That dedicated funding for flood protection be established at the Provincial and Federal level, to be used by Diking Authorities, which include local governments, for flood management projects; and
- That the Province require Diking Authorities, which include local governments, to develop and maintain flood risk management plans and strategies for their respective areas so that regional objectives are met.

As the evolution of climate change science has advanced since the 1980s, the federal and provincial environmental regulations have been updated to prioritize key environmental initiatives including habitat compensation. While an important step to preventing the loss of habitat, these updates have generally increased the complexity of permitting requirements for applicants, added to the confusion of provincial and federal authority and have resulted in extensive wait times to secure environmental permits.

In addition to the aforementioned recommendations, staff recommend that a co-ordinated and fully resourced process be established at the Provincial level to provide a single point of contact for Diking Authorities to seek expedited Provincial and Federal approvals for flood protection projects. Some of the objectives of this process include consolidating environmental requirements, developing guidelines, sorting out conflicts, addressing First Nation concerns, and providing a framework for intergovernmental cooperation on flood protection projects.

In the past, some of this co-ordination was done through the Fraser Estuary Management Program (FREMP), which was an intergovernmental partnership among federal, provincial, and regional governments and port authorities to coordinate planning and decision-making in the Fraser River estuary. When FREMP folded in 2013 due to budget cuts, it resulted in the current process where project approvals require separate applications to different agencies. Approving agencies and permits required for recent dike upgrade projects include the following:

- Provincial Ministry of Forests – Water Sustainability Act Permit
- Provincial Inspector of Dikes – Dike Maintenance Act Approval
- Federal Department of Fisheries and Oceans – Authorizations Concerning Fish and Fish Habitat Protection Regulations

In addition to formal approvals, co-ordination with agencies such as the Steveston Harbour Authority, Port of Vancouver, external utilities, and First Nations are also required.

Establishing a new co-ordinated process would allow the City and other Diking Authorities to streamline the application process by interacting with one agency, contrary to the current process of coordinating with each regulatory entity individually, providing consistency and resulting in better compliance with the regulatory requirements. It would also provide a forum for the approving agencies to discuss and harmonize their regulatory requirements. An example of this is Transport Canada's proposed provisions to the federally managed Airport Zoning Regulations that include restricting potential wildlife hazards. This proposal could impact the City's ability to create bird friendly environmental mitigation measures over a significant portion of Richmond.

As climate change impacts and risks become more imminent, it is essential that the Province take an active role in flood management and mitigation. Flood protection and dike upgrade projects are complex in nature and can take years to plan and implement. To get ahead of the projected flood risks, it is essential that the action occurs now. There is an immediate need for dedicated funding streams to support the flood protection initiatives of the Diking Authorities. Staff recommend that the Province follow the City's example to take action in advance of the anticipated climate change impacts and expedite the implementation of the BC Flood Strategy, once complete.

The BC Flood Strategy is one of the most significant provincial undertakings related to flood protection since the legislative shift in the early 2000's. It will guide the Province's flood protection and management initiatives for the next decade, which will have an impact on all local municipalities, including the City of Richmond. The proposed strategy is in alignment with the City's Flood Protection Management Strategy and the City staff will continue to coordinate with the Province and provide input as the development of the strategy advances.

Financial Impact

None.

Conclusion

The Province is developing the BC Flood Strategy in collaboration with First Nations, local governments, and other stakeholders to enhance BC's flood resilience. The Intentions Paper provides the Province's strategic framework for the strategy and has been developed to gather stakeholder feedback to advance the BC Flood Strategy. Staff are actively participating in the engagement workshops organized by the Province to be able to provide their input and to ensure that the strategy aligns well with the City's long-term flood protection outlook.

The next step for the Province is to compile the feedback gathered through the various stakeholder engagement events to inform the BC Flood Strategy. Staff will provide an update to Council as any significant changes or advancements are made on this front.



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Att. 1: BC Flood Strategy—Priority Program Areas

BC Flood Strategy—Priority Program Areas

Program Area 1: Understanding Flood Risks

Action 1.1: Work with other levels of government to advance flood maps to better inform flood construction levels and development decisions

Coordinating a provincial flood mapping program (including First Nations) to apply consistent standards and quality control processes. This will inform decisions on infrastructure investment and emergency management.

Action 1.2: Conduct a province-wide flood risk assessment

Creating an assessment based on available province-wide data would fill a gap in understanding and provide a more consistent provincial picture of flood risk.

Action 1.3: Strengthen dike regulatory programs

Developing a publicly accessible, central repository of up-to-date dike information will support:

- Regulatory and compliance
- Emergency planning, response and recovery
- Risk assessments
- Increased awareness

Action 1.4: Increase public and business awareness of flood risks

Ensuring that flood risk information is transparent, easily accessible and understandable will increase public safety and empower informed decision making.

Action 1.5: Support applied research and training

Complementing applied research, training and education with Indigenous ways of knowing will support increased awareness and capacity in flood resilience.

Program Area 2: Strengthening Flood Risk Governance

Action 2.1: Improve First Nations' involvement in flood resilience decision-making

Strengthening disaster risk governance is a crucial part of reconciliation between Indigenous peoples and other governments and needs to prioritise Indigenous self-determination and the interests of First Nations.

Action 2.2: Review and modernise provincial legislation, regulations, and policies to address flood risks

Modernising legislation requires careful work to better address the growing risks, liabilities, and changing public values.

Action 2.3: Review and modernise provincial technical guidance

Ongoing improvements to technical guidance and standards are critical to enabling innovative and resilient flood infrastructure planning, design, and construction practices.

Program Area 3: Enhancing Flood Preparedness, Response, and Recovery

Action 3.1: Enhance flood forecasting capabilities and early warning systems

Continuous improvements in flood modelling and forecasting services across B.C. ensures accurate, up to date flood advisories for the public and emergency responders to enable flood resilience.

Action 3.2: Enhance flood preparedness by developing and exercising flood emergency response plans at multiple scales

Business continuity planning (planning, testing, and validating plans) enables critical services to remain functional despite a disaster or disruption and enhances overall preparedness.

Action 3.3: Enhance emergency response activities

Ensuring an immediate and well-coordinated emergency response requires local governments, First Nations, and the Province to co-develop strategies for future resilience.

Action 3.4: Enhance pre-disaster recovery planning and post-disaster recovery, including “Build Back Better”

Defining community-based flood recovery blueprints before a flood disaster occurs is critical to improve the balance between reactive and proactive approaches.

Program Area 4: Investing for Flood Resilience

Action 4.1: Enhance investments in flood avoidance

Designing future funding programs to support flood avoidance concepts, pilots, and approaches to enhance resilience while promoting environmental stewardship and deterring new flood exposure.

Action 4.2: Enhance investments in flood accommodation

Enhancing investment programs to reflect modern priorities including measures around tsunamis, communities with no means to relocate, flood proofing, and flood insurance coverage.

Action 4.3: Enhance investments in flood protection

Enhancing investments to reflect modern priorities include seeking co-benefits for flood protection, emphasising green infrastructure, ensuring archaeological resources and sites of Indigenous cultural significance are identified and protected, to name a few.

Action 4.4: Enhance investment in community-led retreat

Purposeful and proactive movement of people and infrastructure out of known high-risk floodplains requires collaboration between all levels of government, affected communities, and First Nations.