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# City of Port Moody Closed Report/Recommendation to Council

Date: July 23, 2024 Submitted by: Engineering and Operations Department – Project Delivery Services Division Shoreline Trail Boardwalk Replacement Project - Update Subject:

### Purpose

To provide a summary update on Phase 1 and 2 of the Shoreline Trail Boardwalk Replacement Project.

Recommended Resolution(s)

THAT the report dated July 23, 2024, from the Engineering and Operations Department – Project Delivery Services Division regarding Shoreline Trail Boardwalk Replacement Project – Update be received for information;

AND THAT the following closed resolutions referenced within the report dated July 23, 2024, be released to the public:

- March 26, 2024: CC24/053-054;
- June 25, 2024: CC24/125c, 126, and 127; and
- July 9, 2024: CC24/130;

AND THAT this report be publicly released in accordance with the communication recommendations outlined in its Communications and Public Engagement Initiatives section, and that it be included in the next Regular Council agenda.

### Rationale for Closed Discussion

This report is confidential as it relates to negotiations and related discussions respecting the proposed provision of a municipal service that are at their preliminary stages and that, in the view of the council, could reasonably be expected to harm the interests of the municipality if they were held in public, and falls under section 90(1)(k) of the Community Charter.

### Release of Resolution(s)

If the recommended resolution is approved by Council, the resolution and the report will be released to the public.

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### Background

The City recognizes the importance of the Shoreline Trail in providing public access to the waterfront view corridor and in the protection and enhancement of this unique environmentally sensitive area. The boardwalks were originally constructed by City crews over thirty years ago as part of a larger trail system connecting Rocky Point Park to Old Orchard Park; as a landmark feature, the boardwalks are a well-used and greatly valued community amenity. These unique wooden structures are now aging and are frequently covered by water during king tides and storm surges. In 2021, an engineering assessment determined that the boardwalks and bridges will need to be replaced and staff began the process of planning for this trail renewal.

The Shoreline Trail Boardwalk Replacement Project is a challenging and complex project that replaces the existing end of life timber boardwalks and a number of bridges at the head of the Burrard inlet. Upgrades are proposed for the 440 metres of boardwalk, bridges, and gravel trail between the stair access at Murray Street and the junction with the paved trail north of the bridge over Noons Creek.

The project objectives are as follows:

- Replace or rehabilitate the aging boardwalks, bridges, and trail,
- Address future sea-level rise and minimize trail closures due to overtopping and flooding,
- Increase accessibility to the boardwalks for all users,
- Protect the environmental sensitive areas, and restrict public access to the mudflats,
- Improve safety by widening the boardwalk where possible, with railings added
- Reduce long-term maintenance requirements,
- Minimize disturbance to the environment and areas of Indigenous cultural importance during construction, and
- Retain the uniqueness and overall character of the trail.

The Shoreline Trail Boardwalk Replacement Project constructs a replacement structure to improve accessibility and user capacity, protect the foreshore, and improve public safety by preventing unauthorized access to the intertidal zone. The project has several key constraints in that it needs to: a) work within several environmental windows; b) satisfy a federal grant program timing requirement; and c) minimize interruption to this very popular and highly used public trail.

Due to cost escalation of construction projects for the past several years and the complexity of this project – particularly the high environmental sensitivities reflecting the important foreshore location – it was recognized at the end of the design phase that the approved capital budget would be insufficient to complete the whole project. For this reason, the project was separated into two Phases for construction to address budget constraints and better accommodate the environmental construction windows and archeological testing requirements:

• Phase 1: Murray Street to the North Suter Brook Creek Crossing – which was estimated to fit within the existing approved budget.

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• Phase 2: The North Suter Brook Creek Crossing to Noons Creek – which required identification of new funding before proceeding.

Once Phase 1 works were underway, staff began exploring options to complete the remaining Phase 2 of the project. This report provides an update on the status of both Phases.

#### Discussion

#### Phase 1 Update

The Phase 1 works accounts for improvements on approximately 1/3 of the Shoreline Trail Boardwalk Trail, starting at Murray Street and terminating to the north of Suter Brook Creek. This and the remaining (Phase 2) area of the Boardwalk Trail are shown in **Figure 1**.



Figure 1 – Phases 1 and 2 for Shoreline Trail Boardwalk Trail

Foundations for the replacement boardwalk structure are designed to use a helical screw steel pile system installed using a top-down methodology to reduce the construction footprint within this environmentally sensitive and culturally important area. A top-down construction approach refers to the ability to install the structure using equipment operating on top of previously installed planks and beams, which avoids harm to the wetlands. Following the preparation of the project design and after the start of construction, the project completed additional geotechnical pile testing which found actual soil conditions to be different (much softer) from expected conditions. As such, a modified pile design was needed for all areas of the project to ensure that the finished structure will not adversely settle over time. This involved driving more and much longer steel piles (about 50' - 2 times longer than original design) into the soft soils in the project area.

The modified pile design resulted in significant increases in costs for the Phase 1 works, which expended any previously held overall project contingencies. Due to ongoing construction and negotiations with the construction contractor, staff approached Council at the March 26, 2024, Closed Council meeting with a request to use funds from the Asset Reserve to replenish the project contingencies up to a value of \$310,000 for the Phase 1 construction work. At this meeting, the following resolution was passed:

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#### CC24/053-054

THAT \$310,000 be funded from the Asset Reserve – Unallocated to the Shoreline Trail Boardwalk Replacement Project (PK22001) as recommended in the report dated March 26, 2024, from the Engineering and Operations Department – Project Delivery Services Division regarding Shoreline Trail Boardwalk Replacement Project Geotechnical Conditions Update and Cost Impacts;

AND THAT this resolution be released to staff to action the work;

AND THAT the matter be released to the public following the completion of the construction project

Staff recommends the release of closed resolution <u>CC24/053-054</u> as contract negotiations related to the increased pile work in Phase 1 have successfully completed and discussion related to this no longer compromises the City's position.

With the passed resolution, the approved budget for Phase 1 works is \$3,955,000. Construction of Phase 1 works is currently in progress, and work is expected to complete by late summer 2024. This portion of the project received \$495,000 in funding from the Government of Canada through its Pacific Economic Development Agency (PacifiCan).

#### Phase 2 Update

Recognizing the significant costs of this capital project, staff have worked with the Phase 1 construction contractor to develop construction cost estimates for various options that could be adopted in Phase 2.

The Phase 2 area is divided into zones to facilitate discussion within this report and these zones are illustrated in **Figure 2**. Additionally, a brief description of each zone that describes the limits and gives an overview of the main challenges in each zone follows.

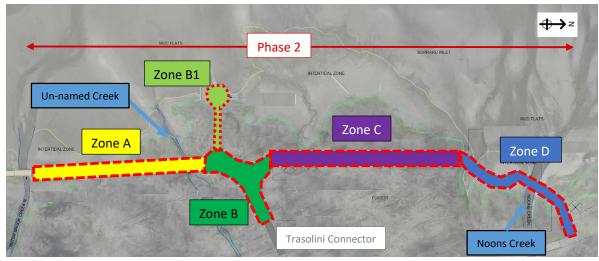


Figure 2 – Zoning within Phase 2

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#### Zone A

Zone A comprises the existing gravel trail between Suter Brook Creek north (end of Phase 1 works) and Un-named Creek. This area of existing gravel trail is low lying and subject to flooding during king tides which results in additional ongoing maintenance to repair the trail. The trail crosses Un-named Creek via an existing bridge and the gravel trail has steep gravel slopes on either approach to the bridge reducing the overall accessibility of this section of the existing trail. The adopted solution in Zone A will need to facilitate a wheelchair accessible connection to the end of the Phase 1 boardwalk (which is approximately 1.5m above existing gravel trail) and address the grades at the ends of the Un-named Creek bridge.

#### Zone B

Zone B comprises the area where the gravel sections of the boardwalk trail and the Trasolini connector trail intersect. This area is wider than the boardwalk trail and slightly higher in elevation resulting in less immediate impacts from sea level rise. The larger footprint of this section of the trail facilitates the potential use of a boulder-supported raised gravel trail that can be constructed with minimal impacts to the surrounding trees and vegetation.

#### Zone B1

Zone B1 comprises the short section of trail that extends from Zone B to the existing inlet viewpoint. This viewpoint is the intended location of House Post #5 for the "In the Presence of the Ancestors" project. The intention at this location is for the house post to be installed on a viewing platform that will be raised to the elevation of the new boardwalk. Funding of up to \$460,000 from the "In the Presence of Ancestors" project was allocated to the viewing platform by Council in November 2022.

While the viewing platform is still included within each of the proposed options, the costs related to this element will vary depending on the type and extent of work constructed adjacent to the platform. Construction in this area requires more attention due to archaeological testing work.

#### <u>Zone C</u>

Zone C comprises the existing gravel trail between Zone B and the start of the Noons Creek wetland area. This section of the trail is narrow and subject to flooding in certain areas during king tide events which is expected to increase in the future during the life expectancy of the trail.

#### Zone D

Zone D comprises the existing timber boardwalk and bridge over the Noons Creek wetlands and creek channel and terminates at the connection to the newly finished Shoreline Trail Multi-Use Path immediately north of Noons Creek. This area is subject to significant trespass onto the foreshore by the public and their pets at Noons Creek. Noons Creek is an important salmon bearing creek which support environmental education. The intertidal nature of the area also makes this a sensitive area requiring top-down construction.

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The existing Noons Creek bridge on this trail is at the end of its life and requires replacement. Replacement of this structure is challenging given that one end is inaccessible to large machinery due to its location within the environmentally sensitive wetlands and creek. The replacement of this bridge without also replacing the adjacent boardwalk (to provide access) may not be feasible.

#### Phase 2 Options Analysis

The following options were considered by the project team. As the options considered financial implications for the City that may have impacted ongoing contract negotiations with the construction contractor if they were presented in public, staff reported them at the Closed Council meeting on June 25, 2024. Staff summarized each option and provided some advantages and disadvantages, with respect to the overall project goals. A discussion of the financial implications is provided in the Financial Implications section of this report.

#### **Option 1: Do Nothing**

The do-nothing option was included as a baseline option for comparison; however, this option included the construction of the viewing platform for House Post #5 from the "In the Presence of the Ancestors" Project. Constructing the viewing platform in isolation of the rest of the Phase 2 works will likely increase the costs associated with the platform as there will be less sharing of engineering, archeological, and environmental monitoring costs. In addition, a ramp would be needed to facilitate access between the existing gravel trail and the platform. The archeological pre-testing work indicates a need for heightened archaeological monitoring during any construction in this area of the project.

This option involved the construction of the viewing platform, the design and construction of two new permanent wheelchair accessible ramps, one in Zone A and the second in Zone B1. These ramps will be needed to connect the newly constructed boardwalk and viewing platforms down to the level of the existing gravel trail in an accessible way. It should be noted that ramping solutions are robust but are meant to be transitionary in nature and require ongoing maintenance.

Staff estimated the costs to undertake the design modification, environmental and archaeological monitoring as well as construction for this option to be in the order of \$1,060,000 including a 20% contingency. Staff noted that approximately \$810,000 of this would be associated with the construction of the House Post #5 viewing platform.

While option 1 may have presented a convenient way of deferring the costs of constructing one of the other options into the future it is important to note the following:

- The trail will be subject to flooding and closure in Zones A, B1, C and D during current king tide and storm surge events.
- There will be ongoing maintenance costs from such flooding events.
- There is a high probability that the existing end of life boardwalk and bridge in Zone D will need to be closed soon due to useable life.
- This option did not address most of the project goals (as summarized in Table 1 below).

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#### **Option 2: Minimal Improvements**

This option involved the minimal work necessary to ensure that the boardwalk trail can remain fully open and be wheelchair accessible in most but not all areas. The work comprised of:

- Zone A Construct a permanent ramp from the end of the Phase 1 works down to the level of the existing gravel trail.
- Zone B No modifications.
- Zone B1 Construct the viewing platform and a permanent ramp from between the platform and Zone B.
- Zone C Construct a permanent ramp from the existing gravel trail up to the new boardwalk in Zone D.
- Zone D Replace the existing boardwalk and bridge and connect into the Shoreline Trail Paved Trail.

This approach to remove the end-of-life elements of the existing timber boardwalk would have allowed the trail to remain open and partially met the project's accessible goals. Staff noted that the existing gravel trail at Un-named Creek has steep grades on either end of the existing bridge and they would remain which continues to impact accessibility. The following were important considerations for this option:

- The trail will be subject to flooding and closure in Zones A, and C during current and future king tide and storm surge events.
- There will be ongoing maintenance costs from such flooding events.
- Some accessibility improvements will be realised; however, the existing areas of gravel trail will remain narrow with some steep grades at retained bridges.
- This option partially addressed some of the project goals (as summarized in Table 1).

The costs to undertake the design modification, environmental and archaeological monitoring as well as construction for this option was estimated at \$2,960,000 including a 20% contingency. Staff noted that approximately \$810,000 of this would be associated with the construction of the House Post #5 viewing platform but there may be some savings due to sharing of some consulting and general construction costs for concurrent construction.

#### **Option 3: Partial Improvements**

This option was built from the improvements outlined in Option 2 "Minimal Improvements" but had some cost savings when compared to Option 4 "Full Improvements". The work comprised of the following:

- Zone A Construct of new boardwalk structure tying into the end of the Phase 1 works and extending over Un-named Creek.
- Zone B The trail will be raised to the level of the new boardwalk using a gravel berm retained by boulder walls.
- Zone B1 Construct the viewing platform and boardwalk structure between the platform and the raised berm in Zone B.

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- Zone C Provide a gravel berm ramp between the raised berm in Zone B and the existing gravel trail. Construct a permanent ramp from the existing gravel trail up to the new boardwalk in Zone D.
- Zone D Replace the existing boardwalk and bridge and connect into the Shoreline Trail Paved Trail.

This approach addressed the end-of-life elements of the existing timber boardwalk, the steep grades by Un-named Creek and the flooding and ongoing maintenance issues in Area A. Most of the project's goals were met by this option, however it is important to note for this option:

- The trail will be subject to flooding and closure in Zone C during king tides.
- There will be some ongoing maintenance costs from such flooding events.
- Accessibility improvements will be realised for most of the trail; however, the existing areas of the gravel trail will remain narrow.
- Some additional vegetation and tree loss in Zone B from raised gravel berm and ramped gravel berm in Zone C; this option was expected to require reviews and approvals by senior levels of government, with unknown timeline and budgets impacts.
- This option addressed most of the project goals (as summarized in Table 1).

Staff estimated the costs to undertake the design modification, environmental and archaeological monitoring as well as construction for this option to be in the order of \$5,440,000 including a 20% contingency. Staff noted that approximately \$810,000 of this would be associated with the construction of the House Post #5 viewing platform but there may be some savings due to sharing of some consulting and general construction costs for concurrent construction.

#### **Option 4: Full Improvements**

This option represented the original project scope for improvements along the entire length of the trail. The work comprised of the following:

- Zone A Construct new boardwalk structure tying into the end of the Phase 1 works and extending over Un-named Creek.
- Zone B The trail will be raised to the level of the new boardwalk using a gravel berm retained by boulder walls.
- Zone B1 Construct the viewing platform and boardwalk structure between the platform and the raised berm in Zone B.
- Zone C Construct new boardwalk structure tying into the raised gravel berm in Zone B and the new boardwalk structure in Zone D.
- Zone D Replace the existing boardwalk and bridge and connect into the Shoreline Trail Paved Trail.

This approach addressed all the project goals and would provide an accessible facility that protects the foreshore and mitigates sea level rise and the maintenance associated in trail closure cost. Staff estimated the costs to undertake the design finalization, environmental and archaeological monitoring as well as construction for this option to be in the order of \$6,960,000 including a 20% contingency. Staff noted that approximately \$810,000 of this would be associated with the construction of the House Post #5 viewing platform but there may be some

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savings due to sharing of some consulting and general construction costs for concurrent construction.

Project Goals	Option 1 Do Nothing	Option 2 Minimal Improvements	Option 3 Partial Improvements	Option 4 Full Improvements
Improved Accessibility	×			$\checkmark$
Controlled Public Access to Foreshore	X			$\checkmark$
Addresses Sea Level Rise	×			$\checkmark$
Improved Public Safety	×			$\checkmark$
Protection of Environment	×			$\checkmark$
Reduced Ongoing Maintenance	X			$\checkmark$
Key X Objective not met () Objective p	partially met 🗧	Objective alm	ost met 🗸	Objective met

#### Table 1 – Comparison of Project Goals Achieved by Option

#### Table 2 – Comparison of Project Costs by Option

Costs	<b>Option 1</b> Do Nothing	<b>Option 2</b> Minimal Improvements	<b>Option 3</b> Partial Improvements	<b>Option 4</b> Full Improvements
Boardwalk Phase 2				
Construction Costs	\$150,000	\$1,600,000	\$3,510,000	\$4,750,000
Consulting and Management Costs	\$60,000	\$200,000	\$350,000	\$390,000
Project Contingency (20%)	\$40,000	\$350,000	\$770,000	\$1,010,000
Sub Total	\$250,000	\$2,150,000	\$4,630,000	\$6,150,000
House Post #5 Viewing Platform				
Construction Costs Viewing Platform	\$565,000	\$565,000	\$565,000	\$565,000
Consulting and Management Costs	\$110,000	\$110,000	\$110,000	\$110,000
Project Contingency (20%)	\$135,000	\$135,000	\$135,000	\$135,000
Sub Total	\$810,000	\$810,000	\$810,000	\$810,000
Total Project Costs	\$1,060,000	\$2,960,000	\$5,440,000	\$6,960,000

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#### **Considerations**

**Table 2** above summarizes the financial impact of each proposed option. When considering the preferred approach for construction of the Phase 2 works, staff noted that even undertaking the bare minimum (Option 2) would carry a significant capital outlay of almost \$3 million. The difference between undertaking the bare minimum (Option 2) and all works (Option 4) was \$4 million and that these figures contain a 20% project contingency that would only be expended if absolutely necessary. Staff noted that flooding currently occurs in areas of the trail system during king tide and storm surge events and that this will only be fully addressed through the adoption of Option 4.

The high construction costs are associated with the complications of construction within the foreshore environment including structurally unstable soils of the inlet and the need for an approach that minimizes environmental impact. When considering the construction costs, staff noted that when the work was originally tendered, the City received three bids. The current contractor (CLCS) was selected as the best proponent based on their technical proposal and pricing. In reviewing the spread of bids received, staff noted that industry perceives the overall costs for this work as high and that the City received good value from CLCS in their pricing. When the proposed costs for the Phase 2 work are viewed in this context, while still a high dollar value, they are representative of the costs to complete such a project in the current construction environment.

Options 1 through 3 would have required a future project to address the gaps left in the trail system, the timing of which would likely be dictated by the rate of sea level rise and concern over trail closures and safety. It should be noted that deferring such work will add additional overall project costs when compared to completing the work as part of the current project due to the following:

- Construction cost inflation which has been a significant factor for many years
- A need to review and update the design to future code requirements
- A need to undertake updated environmental reviews and fresh permitting
- Additional costs associated with staff and consultant time in tendering and managing the work
- Additional mobilization costs and impacts to the public
- In addition, there are risks associated with possible future changes to legislation and regulatory requirements

#### **Recommendation**

Needing Council review of all potential project options and direction on the scope and funding for Phase 2 of the project, staff provided a project update with recommended next steps at the June 25, 2024, Closed meeting. Considering the above analysis, staff recommended that Option 4 "Full Improvements" be adopted as the preferred approach to Phase 2 of the Shoreline Trail Boardwalk Replacement Project. All other options were noted as carrying additional overall costs and uncertainty and likely requiring additional construction within the next 15 to 20 years. Council reviewed the options presented by staff, and directed that staff provide further details on specific zones and also consider the implications of restricting access to parts of the trail as a comparator for the other options. Council then passed the following motions:

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#### <u>CC24/125c</u>

THAT the funding model include the Growing Communities Fund.

#### CC24/126-127

THAT this item be brought back to a Closed Council meeting in July 2024 for consideration;

AND THAT staff come back with costing for each zone and understanding the cost for decommissioning for zones C and D.

Subsequently, staff provided Council with additional break-out costing for each option and additional information on alternate solutions and restricting access to parts of the Shoreline Trail Boardwalk Trail. Due to the timing around permits and commercial negotiations with the contractor, the information was provided at the Closed Council meeting on July 9, 2024. Staff highlighted the advantages and disadvantages of these alternate options and confirmed that they did not meet all the project objectives.

After deliberations, Council passed the following resolution:

#### <u>CC24/130</u>

THAT a 2024 capital project be established to complete Zones A, B1, C, and D as raised boardwalks with an approved budget of \$6,150,000;

AND THAT funding be allocated from the balance of the Growing Communities Fund and the remainder split between the Density Bonus Reserve and the Community Amenity Contribution Fund;

AND THAT the \$350,000 for the In the Presence of Ancestors House Post viewing platform be allocated from the Public Art Reserve;

AND THAT this resolution be released to staff to carry out next steps, including providing the public with further information regarding the project scope and budget.

In summary, the "Full Improvements" option will meet all the project goals and provide the ongoing long-term use of this important asset, with these additional considerations:

- The Shoreline Trail Boardwalk will continue to be a landmark feature and a legacy asset to the City for generations to come.
- The Boardwalk will have an extended life with a substructure designed for 75 years.
- The Boardwalk will be accessible along the full length and support the City's accessibility goals.
- The Boardwalk solution follows low impact design and best practices to minimize disturbance to the environment and areas of Indigenous cultural importance during construction and operation.
- Construction pricing is competitive, and cost is likely to increase in the future.

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The timelines of the ongoing Phase 1 work and future upcoming Phase 2 work including the viewing platform will be reviewed against approved permits, seasonal/weather restrictions, environmental work windows timing, and procurement of materials. The complete project is expected to be completed by Spring/Summer 2025.

### Other Option(s)

The purpose of this report is to provide for release of Council motions related to this project; therefore, no other options are being provided.

### **Financial Implications**

To complete the "Full Improvements" option will require \$6,150,000 of funding per **Table 2** above. The viewing platform has separate approved funding of \$460,000 for the "In the Presence of the Ancestors" project; as such, the funding request to complete this scope is \$350,000 (\$810,000 less \$460,000).

The Boardwalk project qualifies as an amenity under the Provincial Growing Communities Fund (GCF) grant provided to Port Moody that "provides funding for the delivery of infrastructure and amenity projects necessary to enable community growth". The current unallocated balance of \$3,049,000 of the GCF grant has been allocated to the Phase 2 work, with the balance funded evenly between the Density Bonus Reserve and the Community Amenity Contribution Reserve. In addition, the budget for the incremental funding for the viewing platform will be drawn from the Public Art Reserve.

**Table 3** below summarizes the financial impact of funding the Boardwalk scope of Phase 2 and the viewing platform. It should be noted that the intended purpose of these reserves is to fund investments in public amenities without impacting taxation, and the funding approach fits this purpose. Staff will continue to investigate all additional grant opportunities in support of this project, including those related to climate adaptation.

Grant/Reserve	Unallocated Balance	Project Funding Drawn (Boardwalk)	Project Funding Drawn (Viewing Platform)	Closing Balance
Grant				
Growing Communities Fund	\$3,049,000	\$3,049,000	\$0	\$0
Reserve				
Density Bonus Reserve	\$3,985,000	\$1,550,500	\$0	\$2,434,500
Community Amenity Contribution Reserve	\$5,171,000	\$1,550,500	\$0	\$3,620,500
Public Art Reserve	\$646,000	\$0	\$350,000	\$296,000
Total		\$6,150,000	\$350,000	

Table 3 – Financial Implications of E	Boardwalk Project Phase 2 to Reserves
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### **Communications and Public Engagement Initiatives**

Per Council resolution <u>CC24/130</u>, staff will now provide information to stakeholders, trail users, and the public about Phase 2, including next steps. Information will be shared through typical communications channels such as media release, project web page updates, social media, email, and on-site signage.

### **Council Strategic Plan Goals**

The project aligns with the following objectives from the Council Strategic Plan:

- Resilient Natural Environment
  - Strategic Goal 2.1 Protect, integrate, and enhance our natural assets;
  - Strategic Goal 2.2 Advance climate change mitigation and adaptation; and
  - Strategic Goal 2.3 Enhance and expand parkland and open spaces; and
- Healthy Community Development
  - Strategic Goal 3.3 Enhance community wellbeing.

Report Author Kim Law, P.Eng. Manager of Project Delivery Services

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#### **Report Approval Details**

Document Title:	Shoreline Trail Boardwalk Replacement Project – Update.docx
Attachments:	
Final Approval Date:	Jul 19, 2024

This report and all of its attachments were approved and signed as outlined below:

Jeff Moi, General Manager of Engineering and Operations - Jul 18, 2024

Julie Pavey-Tomlinson, General Manager of Community Services - Jul 18, 2024

Angie Parnell, General Manager of Corporate Services - Jul 18, 2024

Natasha Vander Wal, Communications Specialist, for Lindsay Todd, Manager of Communications and Engagement - Jul 18, 2024

Paul Rockwood, General Manager of Finance and Technology - Jul 18, 2024

Anna Mathewson, City Manager - Jul 19, 2024