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June 25, 2019

Mr. Patrick Wruck  
Commission Secretary and Manager  
Regulatory Support  
British Columbia Utilities Commission  
Suite 410, 900 Howe Street  
Vancouver, BC V6Z 2N3

Dear Mr. Wruck:

**RE: Project No. 3698854  
British Columbia Utilities Commission (BCUC or Commission)  
British Columbia Hydro and Power Authority (BC Hydro)  
W.A.C. Bennett Riprap Upgrade Project  
Final Completion and Evaluation Report (Report)**

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BC Hydro writes to provide its public Report in compliance with BCUC Order No. G-78-16, directive 3(d).

Commercially sensitive and contractor-specific information has been redacted. A confidential version of the Report is being filed with the BCUC only under separate cover.

For further information, please contact Geoff Higgins at 604-623-4121 or by email at [bchydroregulatorygroup@bchydro.com](mailto:bchydroregulatorygroup@bchydro.com).

Yours sincerely,

Fred James  
Chief Regulatory Officer

cu/ma

Enclosure

**W.A.C. Bennett Dam Riprap Upgrade Project**

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**Final Completion and Evaluation Report**

**June 2019**

**PUBLIC**

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## Table of Contents

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1	Board of Directors Summary Report .....	1
1.1	Executive Summary .....	1
1.2	Background.....	2
1.3	Project Objectives .....	2
1.4	Scope and Scope Variance.....	2
1.5	Procurement Strategy .....	3
1.6	Schedule Variance .....	3
1.7	Cost Variance .....	4
1.8	Deficiencies and Ongoing Commitments .....	5
1.9	Regulatory Approvals.....	6
1.10	Indigenous Relations (IR).....	6
1.11	Environment and Archaeology .....	7
1.12	Stakeholder Engagement.....	7
1.13	Safety.....	7
1.14	Key Lessons Learned .....	7
2	BCUC Application, Decision and Progress Reporting .....	10
3	Procurement Approach and Outcomes .....	11
4	Engineering and Construction Management .....	12
5	Cost Variance Explanations – Actuals Versus the Expected or BCUC Reference Amount .....	13
6	Project Schedule Milestones .....	21
7	Individual Contracts Exceeding \$3 million .....	22
8	Indigenous Relations Engagement Activities .....	28
9	Key Areas of Environmental and Archaeological Management.....	30
9.1	Environmental Monitoring .....	32
9.2	Water Act Approval .....	32
9.3	Archaeological and Heritage Risk .....	32
10	Safety Activities .....	33
10.1	Safety Risk Management .....	33
10.2	Safety Inspections and Orders.....	35
10.2.1	WorkSafeBC Inspection.....	35
10.2.2	Ministry of Energy and Mines Inspections .....	35
11	Risk Management .....	37
12	Photographs .....	1

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## List of Figures

---

Figure 1	WAC Bennett Dam Riprap Project Completion .....	1
Figure 2	Before and after Riprap Placement .....	1
Figure 3	Sandflat Quarry at the end of Quarrying before Reclamation.....	2
Figure 4	Top-Soil Distribution during Reclamation .....	3
Figure 5	Hydro-seeding after Filling and Smoothing of Topsoil.....	3

## List of Tables

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Table 1	Project Cost Variance Summary against the Project Plan Amount [\$M, +/-] .....	4
Table 2	Project Expenditure Summary – Comparison of the Revised Forecast and the Nominal Reference Estimate .....	14
Table 3	Riprap and Rock Quantities by Rock Class (Tonnes) .....	17
Table 4	Project Milestones .....	21
Table 5	Summary of Contracts Exceeding \$3.0 million <sup>1</sup> .....	23
Table 6	PKS Contract Cost Changes .....	25
Table 7	First Nations Sub-Contract Amounts .....	30

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# 1 Board of Directors Summary Report

2 This section (section 1) provides the content that was submitted to the BC Hydro  
3 Board of Directors (**the Board**). The rest of the document (section [2](#) on) provides  
4 more detail consistent with BC Hydro past progress and completion reporting with  
5 the BCUC.

6 As outlined in section [2](#), BC Hydro filed the Project application and statement of  
7 capital expenditures with the BCUC in November 2015. In May 2016, the BCUC  
8 issued Order No. G-78-16 stating that the BCUC concluded that BC Hydro's  
9 consultation with First Nations was adequate and that the part of the Project  
10 expenditure schedule, excluding the part relating to the MES, was in the public  
11 interest.

## 12 1.1 Executive Summary

13 The Project replaced and upgraded existing riprap and underlying dam fill at eroded  
14 areas of the WAC Bennett Dam (**the Dam**). The objective was to repair and prevent  
15 further erosion damage to extend the life of the Dam. In June 2016, BC Hydro's  
16 Board of Directors approved full Implementation Phase funding of \$171.4 million  
17 Authorized, which represents an Expected Amount of \$137.1 million plus Project  
18 Reserve. The Project was placed In-Service in April 2018, 19 months ahead of the  
19 target In-Service-Date of November 2019. The forecast completion cost is  
20 \$119.5 million or 13 per cent less than the Expected Amount. This was achieved  
21 despite the highest cost risk on the Project having materialised; that being the  
22 percentage of usable large size (Class 1) riprap produced out of the volume of rock  
23 blasted for production (the Yield) being lower than expected. The risk was  
24 anticipated and treated with contingency in the Expected Amount. The Project has  
25 met its objectives and is delivering the planned benefits.

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## 1.2 Background

The earthfill embankment Dam was constructed between 1963 and 1967 on the Peace River, upstream of the Peace Canyon Dam and the Site C project. The reservoir provides storage for the GMS Generating Station. Since the Dam was originally constructed, the upstream protective riprap and underlying fill materials progressively eroded on the upper portions<sup>1</sup> across approximately two-thirds of the dam face. The key contributing factors included the following: 1. the exposure of the Dam to harsh conditions and erosional forces such as wind generated waves, ice loading, and freeze-thaw action; 2. design deficiencies with the original riprap system; and 3. the existence of over-steepened slopes on the upper part of the Dam.

## 1.3 Project Objectives

The objective of the Project was to repair the Dam and prevent further damage by designing and installing a more robust riprap protection system for the areas most vulnerable to erosion and by eliminating the over-steepened sections of the Dam. This Project was initiated in 2011. The Project objectives were met and it is estimated that the effective life of the riprap has been extended by approximately 75 to 100 years, with regular maintenance.

## 1.4 Scope and Scope Variance

The Project upgraded the original sandstone riprap across the damaged areas of the Dam with more robust weather-resistant limestone riprap, and added a bedding layer between the riprap and the dam shell. Over-steepened areas of the Dam were also flattened. All rock material was produced and transported from the Sand Flat Quarry which is located on Crown land, approximately 38 kilometers from the Dam by road. No work changes outside of the general scope of the Project or contract were required during the Implementation Phase of the Project.

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<sup>1</sup> BC Hydro engineering did an assessment early in the project to determine where the erosion has taken place. Erosion was found from elevation 2170 feet (661.4 meters) to 2214 feet (674.8 meters).

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## 1.5 Procurement Strategy

1 An Early Contractor Involvement (**ECI**) procurement process was followed. This  
2 process involved more time up front to plan and negotiate clear contractual terms  
3 with the contractor through a collaborative open-book process. This included joint  
4 planning for construction; and for identifying, assigning, planning for, and pricing  
5 Project risks and mitigations. For example, the Yield was identified as the biggest  
6 cost risk on the Project so pre-agreed pricing for lower than expected Yield was  
7 included in the Contract and contingency was included in the Project budget to cover  
8 this risk.  
9

10 Many forms of ECI result in a negotiated contract, with one entity, where market  
11 tension, inherent in public competitions, is lacking. In this instance however, the  
12 proponent was selected through a competition which included proposed contract  
13 pricing. The ECI process occurred after baseline prices were secured competitively.

14 This process resulted in selection of a highly qualified contractor, Peter Kiewit Sons  
15 ULC (**PKS**), and a collaborative relationship that supported the ability to work  
16 together and to respond to as-found conditions in a timely and efficient way without  
17 disputes.

## 1.6 Schedule Variance

18 There were three contributors to the strong schedule performance. The first was the  
19 inclusion of schedule contingency, along with planning with Generation System  
20 Operations (**GSO**). This was required because a key design component of the  
21 Project was to place the riprap in dry conditions when the reservoir was at low  
22 levels, instead of underwater. The Project team also engaged GSO throughout  
23 Implementation to manage this risk. Given the first two years were low reservoir  
24 level years, along with collaborative reservoir management, the extra placement  
25 year was not required. Another contributor to the positive schedule outcome was the  
26 ECI procurement process. The detailed planning that was completed up front  
27 mitigated the risk of many issues during implementation. This process also set a  
28

1 collaborative working relationship that facilitated nimble responses to issues as they  
2 arose as noted in the section above. Strong contractor performance was the third  
3 contributor.

## 4 **1.7 Cost Variance**

5 The Project plan and actual/revised forecast amounts are summarized below.

6 **Table 1 Project Cost Variance Summary against**  
7 **the Project Plan<sup>2</sup> Amount [\$M, +/-]**

Cost Item	First Full Funding Expected and Authorised Amounts	Actual/ Revised Forecast Amounts	Variance	Notes
PKS Quarry Development; and Supply, Delivery & Placement	62.8	78.2	15.4	1
PKS Road Upgrades and Maintenance	13.7	11.3	(2.4)	2
BC Hydro Direct and Indirect Costs during Implementation	15.2	14.0	(1.2)	3
IDC/OH on Implementation Costs	5.6	4.4	(1.2)	3
Pre-Implementation Costs including IDC	12.8	10.9	(1.9)	3
Maintenance and Emergency Stockpile (MES) including IDC	4.3	0.7	(3.6)	4
Contingency	22.9	-	(22.9)	5
<b>Total</b>	<b>\$137.1</b>	<b>\$119.5M</b>	<b>(17.6)</b>	

8 Note:

- 9 • Addition errors are due to rounding.
- 10 • The table above is in the format provided to the BC Hydro Board as the full funding, including the MES was  
11 approved by the Board. Please refer to [Table 2](#) in section 5 where the cost is presented in a similar format to  
12 prior BCUC Progress Reports with the MES cost broken out at the bottom of the table.

13 The Project was delivered \$17.6 million (13 per cent) under the Expected Amount.

14 Cost variance notes are provided below:

15 Note 1. The PKS Quarry Development and Supply, Delivery and Placement  
16 cost increases were mostly due to lower than expected Yield. This risk  
17 was identified and treated with contractually pre-agreed pricing for  
18 lower Yield points and with contingency. PKS and BC Hydro were also  
19 able to make proactive adjustments to quarrying and construction  
20 methods to mitigate cost impacts from the low Yield. Another

<sup>2</sup> The plan amount refers to the internal First Full Funding amounts, or the BCUC Reference Estimate.



1 contributor to this cost increase was that the final quantities of rock  
2 produced for the Project were 12 per cent higher (for Class 1, Class 2  
3 and bedding) than originally specified.

4 Note 2. The PKS Road Upgrades and Maintenance line item savings were  
5 largely attributable to the early completion of the Project and somewhat  
6 to the fact the work was done in winter when the roads were frozen  
7 which reduced the impact of traffic on the road.

8 Note 3. The lower BC Hydro costs and lower  
9 Implementation-Phase-Interest-During-Construction (**IDC**) on  
10 pre-implementation and implementation costs are largely due to the  
11 Project completing ahead of schedule.

12 Note 4. The Maintenance and Emergency Stockpile (**MES**) cost savings are  
13 due to a decision to reduce the size and the volume of rock to facilitate  
14 ease of placement in the future. This allowed the MES to be produced  
15 from material that would otherwise have been wasted which resulted in  
16 lower cost. There were also IDC savings on the MES costs from the  
17 Project completing ahead of schedule.

18 Note 5. The contingency was \$22.9 million. \$5.3 million was moved to other  
19 line items to cover the net cost increases noted above and the  
20 \$17.6 million remainder was removed from the forecast as the Project  
21 is substantially complete; there is no contingency in the current Project  
22 forecast.

23 No Reserve draws were required on the Project.

## 24 **1.8 Deficiencies and Ongoing Commitments**

25 The Project is now substantially complete. Only minor road repairs and road  
26 signage, access to a new debris boom anchor block, and Project close out activities  
27 remain to be done. In total, these are forecast to cost \$0.4 million.

1 There are no material incremental ongoing costs or savings to Operations from the  
2 Project.

### 3 **1.9 Regulatory Approvals**

4 On November 13, 2015, BC Hydro filed the Project Application and Statement of  
5 Capital Expenditures with the BCUC requesting acceptance that the Project  
6 expenditures are in the public interest.<sup>3</sup>

7 An application to the Comptroller of Water Rights to allow riprap placement was also  
8 obtained in support of the Project. Fisheries Act authorizations and environmental  
9 assessments were not required. There are no material ongoing regulatory  
10 requirements related to the Project.

### 11 **1.10 Indigenous Relations (IR)**

12 The Project is located within the boundaries of Treaty 8, whose BC-based  
13 signatories are: West Moberly First Nations; Saulneau First Nation; McLeod Lake  
14 Indian Band; Halfway River First Nation; Doig River First Nation; Blueberry River  
15 First Nations; Prophet River First Nation; and Fort Nelson First Nation.

16 Collaborative planning during the early stages of the procurement process provided  
17 time for BC Hydro and PKS to work with First Nations to address their  
18 environmental, safety and traditional use concerns. Their concerns were mainly  
19 related to dust management, heavy truck traffic, and road conditions from a safety  
20 perspective. Since most of the quarry work and transport was conducted in the  
21 winter instead of in spring/summer as originally planned, potential impacts to dust  
22 and traditional use activities were significantly reduced, and sediment and erosion at  
23 watercourses were mitigated as the ground was frozen and covered with compact  
24 snow.

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<sup>3</sup> The Project Expected Amount included \$4.3 million for the MES. The BCUC rejected the cost of the MES scope as not being in the public interest, and directed BC Hydro to include an explanation in a future Revenue Requirements Application (**RRA**) whether or not the costs were included in the rate base. BC Hydro believes that the work is in the public interest so proceeded with the work, and provided explanation in the F2020 to F2021 RRA as allowed for in the Order.

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1 First Nations, PKS and BC Hydro also worked together to find contract, services,  
2 and employment opportunities. This resulted in approximately \$21 million in First  
3 Nations contracts, services and employment during Implementation. 3,942 First  
4 Nations direct employment hours were achieved.

### 5 **1.11 Environment and Archaeology**

6 There were no reportable environmental incidents and no Archaeological finds or  
7 issues on the Project. During earlier stages of the Project, First Nations were  
8 involved in Archaeological Impact Assessment of the areas impacted by the Project  
9 with no Archaeological finds.

### 10 **1.12 Stakeholder Engagement**

11 There were no Stakeholder Engagement issues on the Project. Distribution of  
12 semi-annual newsletters began in 2011 and continued to the end of the  
13 Implementation phase. Additional updates and notifications were also provided, such  
14 as those provided for road closures.

### 15 **1.13 Safety**

16 There were no reportable safety incidents and no lost time injuries on the Project.  
17 However, there was one safety incident related to truck-air-brakes, but there was no  
18 injury from the incident and corrective actions were taken. There was also one major  
19 near miss around quarry blasting operations with corrective actions taken.

### 20 **1.14 Key Lessons Learned**

21 For lessons learned, we have identified some valuable activities that had favourable  
22 outcomes that can be leveraged by applying these to future projects, and some  
23 items where we experienced some challenges that other Projects could avoid.

### 24 **The ECI Procurement Approach benefitted Geotechnical, Environment and 25 Safety Risk Management, as well as First Nations Procurement, Outcomes –**

26 Use of the ECI approach, which included up-front planning and engagement with

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1 First Nations, was a significant contributor to the Project in the noted areas. As a  
2 result of planning and pre-agreed pricing of reasonably possible yield outcomes, the  
3 Project was still delivered under budget despite this significant materialised  
4 geotechnical risk. The ECI process also included early engagement with First  
5 Nations to address their environmental and safety concerns, which resulted in better  
6 safety, environment, archaeological, and First Nations procurement outcomes.  
7 Consideration of an ECI process, along with the competitive Request for Proposals  
8 (RFP) process is strongly recommended for future large projects.

9 **Competitive Market Pricing** – Many forms of ECI result in a negotiated contract,  
10 with one entity, where market tension, inherent in public competitions, is lacking. In  
11 this instance the proponent was selected through an RFP competition which  
12 included proposed contract pricing. This resulted in a lower contract baseline than  
13 had been forecast in the pre-procurement plan (expected) amounts.

14 **Schedule Risk** – A year of schedule contingency was included on the Project to  
15 treat the risk of an extra placement year being required due to unfavorable reservoir  
16 levels. During the planning phases of this Project, inclusion of schedule contingency  
17 was not part of BC Hydro’s Project and Portfolio Management (PPM) practice.  
18 However, this is now part of the documented scheduling practice.

19 **Reservoir Operation Risk on Dam Safety Projects** – During the planning stages  
20 of the Project, it was assumed that placement would take place underwater.  
21 However, a quality-assurance-driven design change late in the Definition phase  
22 required placement in the dry. Fortunately, the work was implemented during low  
23 reservoir years so only minor modifications to reservoir operations were required to  
24 accommodate the project. Had this not been the case, there could have been  
25 significant Project delays and associated increased costs. On Projects requiring  
26 work on an operating dam, dam safety and quality assurance requirements must be  
27 anticipated in earlier (Identification) Phase, and planning with GSO should occur  
28 even if it is believed that reservoir restrictions may not be required. This way, a plan

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1 is in place and GSO is engaged if it turns out to be required later, as occurred on this  
2 Project.

3 **Indigenous Relations (IR) Distribution of Work** – Through the ECI process, the  
4 Project was able to establish First Nations terms of engagement. However, it would  
5 have been useful to have clearly defined contract weighting criteria for items such as  
6 cost, proximity to the Project, impact from the Project, experience, etc. The Project  
7 was able to achieve the overall targets but our intended distribution across various  
8 First Nations was not achieved. BC Hydro has implemented regular IR/Supply Chain  
9 meetings so that Procurement, IR and the Project Team can work collaboratively  
10 during the early procurement planning stages to determine on a case-by-case basis  
11 the approach to providing subcontracting opportunities, if any, to First Nations’  
12 designated businesses, as appropriate.

13 **Late Requests for Tradition Use Studies (TUSs) Delayed the Application**

14 **Process** – At the time the BCUC Application was filed, BC Hydro considered that  
15 consultation on the Project was adequate. However, during the Application process,  
16 some First Nations raised concerns about the sufficiency of the environmental  
17 mitigation measures. BC Hydro undertook additional consultation to better  
18 understand and address First Nations’ and the BCUC’s concerns. BC Hydro should  
19 have proactively canvassed First Nations’ interests in undertaking TUSs and  
20 followed up to ensure studies were completed prior to the BCUC Application  
21 submission. The IR and Environment groups are currently working together to refine  
22 our traditional use practice, including initiating traditional use studies earlier in the  
23 project lifecycle where possible.

24 **TUS Scope** – If, when the TUSs were done, BC Hydro had known that much of the  
25 First Nations concerns would be addressed by shifting the work to the winter, the  
26 scope of the TUSs could have been reduced. Consideration of these impacts should  
27 be part of the early consultation with First Nations.

1 **Cost Management Process Efficiencies** – The Project experienced inefficiencies  
2 in cost reporting because the system, contract, and BCUC cost breakdown and cost  
3 management processes were not aligned. The Commercial Management team will  
4 be engaging the Project Scheduling and the Construction and Contract Management  
5 teams to find a way to ensure alignment on large contracts going forward and to  
6 embed this as appropriate in PPM Practices.

## 7 **2 BCUC Application, Decision and Progress Reporting**

8 On November 13, 2015, BC Hydro filed the Project application and statement of  
9 capital expenditures with the BCUC under section 44.2(1)(b) of the *Utilities*  
10 *Commission Act (UCA)*, requesting acceptance pursuant to section 44.2(3)(a) of the  
11 UCA (the Application) that the expenditures associated with the Project are in the  
12 public interest. The BCUC also has a duty to determine whether the Crown's  
13 consultation and, if required, accommodation with First Nations has been adequate  
14 up to the point of the BCUC's decision.

15 On November 24, 2015, the BCUC issued Order No. G-182-15 establishing the  
16 preliminary Regulatory Timetable for the review of the Application, and included one  
17 round of written information requests and a procedural conference.

18 The Commercial Energy Consumers Association of British Columbia, the British  
19 Columbia Old Age Pensioners Organization et al., McLeod Lake Indian Band and  
20 Sauteau First Nation registered as interveners and participated in the hearing. The  
21 Association of Major Power Customers of BC also registered as an intervener but  
22 did not actively participate.

23 By Order Nos. G-15-16, G-31-16 and G-54-16, the Regulatory Timetable was  
24 amended to include the following:

- 25 1. a second round of information requests of limited scope;

- 
- 1 2. a submission by the Saulteau First Nation of their Traditional Use Study and a
  - 2 joint First Nations' Independent Technical Report;
  - 3 3. a third round of information requests limited in scope to BC Hydro's Duty to
  - 4 Consult and the First Nations Consultation Process;
  - 5 4. a second procedural conference; and
  - 6 5. a written argument phase.

7 BC Hydro's written final submission was filed on May 6, 2016, Intervener final  
8 submissions were filed by May 16, 2016, and the written hearing concluded with the  
9 filing of BC Hydro's reply submission on May 17, 2016.

10 On May 27, 2016, the BCUC issued Order No. G-78-16 stating that the BCUC  
11 concluded that BC Hydro's consultation with First Nations was adequate and that the  
12 part of the Project expenditure schedule, excluding the part relating to the MES, was  
13 in the public interest. The part of the Expenditure Schedule related to the MES for  
14 potential future maintenance and emergency use was rejected with direction to  
15 include a statement in future revenue requirement applications confirming that no  
16 expenditures relating to the MES were included or to explain otherwise.

17 An updated Project cost estimate and schedule was filed with the BCUC, in  
18 August 2016. This was followed by annual Progress reports that were filed in  
19 February of 2017, 2018 and 2019.

20 This PCER is expected to be the final report to the BCUC on the Project.

### 21 **3 Procurement Approach and Outcomes**

22 The procurement strategy was a staged process. The first stage was to secure a  
23 single highly qualified contractor, and baseline construction pricing, through a  
24 competitive Request for Proposal (**RFP**) process. The second stage was the ECI  
25 process with the successful proponent, PKS. The ECI process enabled BC Hydro  
26 and PKS to identify, analyze, and quantify potential Project risks, to collaboratively

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1 develop mitigation strategies to best manage those risks, and to include  
2 pre-negotiated Provisional Sum prices in the Contract to cover those risks, if they  
3 occurred. This process also allowed BC Hydro and PKS to jointly design and  
4 implement First Nations subcontractor procurement plans, which ultimately achieved  
5 BC Hydro targets for First Nations business and direct employment opportunities for  
6 the Project.

7 The collaborative relationship developed during the ECI process was maintained  
8 throughout construction, which facilitated ongoing reviews and improvements to  
9 construction plans to improve quality, reduce cost, improve safety, and to reduce  
10 environmental impacts.

11 The PKS contract was the only contract greater than \$3 million on the Project.

## 12 **4 Engineering and Construction Management**

13 Engineering and construction means and methods were adapted throughout  
14 construction to minimize cost and/or to improve safety and quality outcomes on the  
15 Project. Some key examples are listed below.

- 16 1. Design specifications required riprap to be placed in dry conditions at low  
17 reservoir periods instead of underwater in order to ensure quality placement of  
18 the bedding and riprap layers and to protect the dam during construction.
- 19 2. Limestone was chosen instead of the pre-existing sandstone because of its  
20 lower porosity and higher durability. The new riprap was also designed much  
21 larger and more narrowly graded than the original riprap. Bedding material was  
22 added between the riprap and underlying dam fill materials to prevent erosion  
23 of the finer dam fill materials.
- 24 3. The key cost risk on the Project was that the Yield would be less than plan,  
25 resulting in significant cost overruns and increased potential for disputes and  
26 delays. To treat this risk, pre-agreed pricing for lower-than-expected Yield



1 points was developed during the ECI process and Project contingency was  
2 included in the Project budget. This risk materialised and led to cost increases  
3 of over \$15 million. If this was not anticipated and if PKS and BC Hydro had not  
4 proactively adjusted construction methods, these cost increases would have  
5 been even higher.

6 An optimisation example was a decision to strip and waste layers of  
7 non-productive rock instead of sorting this rock to extract very limited useful  
8 riprap. Another example was that quarry blasting plans were continuously  
9 discussed with blasting experts and adjusted to optimize the Yield.

10 4. A decision was made during the first season of construction to build a mid-slope  
11 berm above the waterline to improve access. The ability to use this berm to  
12 improve placement logistics meant smaller equipment could be used for  
13 placement. This resulted in cost reductions to BC Hydro.

14 5. A decision was made to reduce the size and volume of the MES rock to  
15 facilitate placement in future post-Project maintenance or emergency situations  
16 using smaller and more readily accessible equipment. This also meant that the  
17 MES could be produced using the 'waste' material from the production of the  
18 larger riprap, resulting in significant cost savings.

## 19 **5 Cost Variance Explanations – Actuals Versus the** 20 **Expected or BCUC Reference Amount**

21 As noted in the Executive Summary, the Project was completed ahead of schedule  
22 and under budget.

23 [Table 2](#) below shows the BCUC approved Reference Estimate Amounts in row 27.  
24 Row 28 shows the BC Hydro Expected Amount, and row 29 shows the BC Hydro  
25 Authorized Amount which includes Project Reserve. The plan amounts (the BCUC  
26 Reference Price and BC Hydro's Expected and Authorized breakdown and  
27 Amounts) are shown in column A, the current Project cost forecast is shown in

1 column B, and the actuals to-date and the remaining forecast amounts are shown in  
2 columns H and J respectively. Notes 1 and 2 referenced in to top left and right  
3 corners, and Notes 3 to 17 in column G, are explained below the table.

4 **Table 2 Project Expenditure Summary –**  
5 **Comparison of the Revised Forecast and**  
6 **the Nominal Reference Estimate**

Row # (See Note 1)	SM (Nominal \$ unless specified otherwise)	A	B	C	D	E	F	G	H	I	J
	Description	Nominal \$ Reference Estimate Amount (BC Hydro Expected and Authorised Amounts)	PKS Amount following Contract Signing	Change from Reference Price [Column B - Column A]	Revised Forecast Amount	Change from Reference Estimate [Column D - Column A]	% Variance [Column E / Column A]	See Notes 3 - 17	Actual Cost to-End-Mar-2019	% of Revised Cost Forecast [Column H / Column D]	Remaining Forecast Amount [Column D - Column H] Row # as Provided in the BCUC Aug. 2016 Update
1	Direct Construction Costs										1
25	BCUC Reference Amount	132.9			118.8	(14.1)	-11%		118.4	100%	0.4
26	MES (includes BC Hydro IDC, work is part of the PKS contract)	4.3			0.7	(3.6)	-84%	16	0.7	100%	- 24
27	BC Hydro Expected Amount	137.1			119.5	(17.6)	-13%	16	119.1	100%	0.4
28	Project Reserve	34.3			-	(34.3)	-100%	17			
29	BC Hydro Authorised Amount	171.4			119.5	(51.9)	-30%	17			

7 Minor addition errors are due to rounding.

1 The MES cost in columns D and H has not been put in service pending a  
2 determination on the MES cost in the next revenue requirements proceeding.

3 Note 1. The rows numbers that are referenced in this report are shown down  
4 the left side of the table above. This numbering is consistent with the  
5 numbering in BCUC Progress Reports on the Project.

6 Note 2. The row numbers as they were ordered in the August 2016 BCUC  
7 update are shown down the right side of the table. The current  
8 numbers on the left hand side (as referenced in Note 1) are different  
9 because a change was made in BCUC Progress Report No. 1 in order  
10 to group the PKS Contract costs together.

11 Notes 3 to 17 below explain the variances between the revised forecast amount in  
12 column D and the Reference (Plan) Estimates in column A.

13 **PKS Cost Changes:**

14 [Redacted]

15 [Redacted]

16 [Redacted]

17 [Redacted]

18 [Redacted]

19 [Redacted]

20 [Redacted]

21 [Redacted]

22 [Redacted]

23 [Redacted]

24 [Redacted]

25 [Redacted]

26 [Redacted]

1 (c) The final quantities of rock produced for the Project were higher  
2 than plan (as reported in BC Hydro's responses to BCUC  
3 Staff IR 1.4.1 in July 2018) due primarily to uncertainties around  
4 freeze-thaw splitting and placement densities, and due to the  
5 addition of a small transition section. The estimated amounts that  
6 were included in the plan and the quantities produced are  
7 tabulated in columns A and B below. BC Hydro had to produce  
8 enough to cover the possible range of the final placement density  
9 and total breakage losses during transport and handling. The final  
10 amounts placed have been provided in column D. Note that the  
11 Class 2 amount placed is greater than that produced for the  
12 Project. This is because some of the Class 1 produced broke and  
13 was used as Class 2. Similarly, some of the Class 2 broke and  
14 became bedding. The leftover amounts at the MSA after  
15 placement and losses are shown in column H. Having some  
16 material left over is a normal part of civil projects like this one to  
17 mitigate cost risk of not having sufficient material in a timely way  
18 for the project. In this case, if contingent rock had not been  
19 quarried to cover the possible outcomes and if there was not  
20 enough rock for placement, the quarry would have had to be  
21 reopened, the contractor would have had to remobilise, and the  
22 schedule would have been extended by at least one more year. If  
23 there were not favourable reservoir levels, the schedule delay  
24 could have been a few years. The incremental cost of these  
25 possible outcomes would have been substantially higher than the  
26 cost of quarrying enough rock up front.

27 As shown in Column I, the leftover Class 1 and 2 riprap was only  
28 2 per cent and 1 per cent of the total respectively.

1 **Table 3 Riprap and Rock Quantities by Rock Class (Tonnes)**

	A	B	C	D	E	F	G	H	I
Description	Original Estimated Amount for the Project	Final Quantities of Rock Delivered to the Main Stockpile Area (MSA)	Percent Change [(B-A)/A]  (%)	Final Quantities of Rock Placed on the Dam	Percent Change [(D-A)/A]  (%)	Bedding used for Road Works <sup>1</sup>	Losses net of Additions from Breakage of Larger Rock Classes	Remaining Amounts of Rock that was Produced for Placement that is Left Over at the MSA (after Placement and Losses)	Percentage of Total [H/B]  (%)
Class 1 riprap	140,000	163,231	17	147,777	6		11,766	3,688	2
Class 2 riprap	45,000	48,366	7	52,220	16		(4,558)	704	1
Bedding	80,000	85,133	6	75,595	-6	1,051	4,665	3,822	4
<b>TOTAL</b>	<b>265,000</b>	<b>296,730</b>	<b>12</b>	<b>275,592</b>	<b>4</b>	<b>1,051</b>	<b>11,873</b>	<b>8,214</b>	<b>3</b>

2 Note 1: Bedding was used to shore up the shoulder of the Dam Crest Road.

---

1	[REDACTED]
2	[REDACTED]
3	[REDACTED]
4	[REDACTED]
5	[REDACTED]
6	[REDACTED]
7	[REDACTED]
8	[REDACTED]
9	[REDACTED]
10	[REDACTED]
11	[REDACTED]
12	[REDACTED]
13	[REDACTED]
14	[REDACTED]
15	[REDACTED]
16	[REDACTED]

17 **Changes in BC Hydro Costs:**

- 18 Note 7. Pit royalty savings are largely due to the rate being lower than  
19 anticipated in the plan.
- 20 Note 8. BC Hydro construction management costs were lower than plan  
21 primarily due to early completion.
- 22 Note 9. Project management costs include BCUC Application and Reporting  
23 costs, Procurement, and Quality Assurance costs. Actual costs were  
24 higher than expected due to greater effort and time taken to complete  
25 the ECI and procurement process, including developing risk allocations  
26 between parties, and arranging First Nations subcontracts.

- 
- 1 Note 10. Costs for engagement and capacity funding were higher than initially  
2 budgeted for due to the addition of TUS's late in the process and  
3 extended consultation through the ECI process as discussed in  
4 section [1](#).
- 5 Note 11. The Regulatory, Environment, Stakeholders and Properties budget  
6 was decreased because the planned amount for pit royalties was  
7 previously accidentally double counted in this budget and also due to  
8 the reduced schedule.
- 9 Note 12. The contingency included in the Expected Amount was \$22.9 million.  
10 \$5.3 million was used to cover the net cost increases noted above and  
11 the \$17.6million remainder was unused and removed from the cost  
12 forecast since the Project is now substantially complete.
- 13 Note 13. Capital Overhead was higher than plan due to increased corporate  
14 rates.
- 15 Note 14. IDC costs were lower than plan due to the Project completing early.
- 16 Note 15. The reduction from the original Definition phase cost forecast is due to  
17 the fact that the Definition phase costs were put in-service in  
18 June 2017 instead of at the end of the Project as originally assumed.  
19 This reduced the final interest during construction on this portion of the  
20 cost.
- 21 Note 16. BC Hydro is reporting on the MES cost and is seeking to recover this  
22 cost in the Fiscal 2020 to Fiscal 2021 Revenue Requirements  
23 Application, as allowed for in Order No. G-78-16.
- 24 The MES estimate of \$4.3 million in row 26 includes BC Hydro IDC.  
25 The final MES cost was \$0.7 million. The MES costs were significantly  
26 lower than plan due to a decision to reduce the size and the volume of  
27 rock following the learnings from the first placement season, and due

1 to MES IDC savings which resulted from the Project completing ahead  
2 of schedule. The change in size had a significant cost impact because  
3 it meant that the rock could be obtained from waste rock on the  
4 Project. Therefore only sorting and transporting costs were incurred.

5 The final volume of the MES was 4,050 cubic meters (7,695 tonnes) of  
6 smaller rock as discussed in our response to BCUC Staff IR 1.4.4  
7 submitted July 25, 2018. The original plan was for approximately  
8 8,000 cubic meters (15,000 tonnes) of the larger riprap which was  
9 quarried on the Project for placement.

10 In BCUC correspondence to BC Hydro received on  
11 September 25, 2018, BCUC staff requested that additional detail  
12 regarding the MES be included in the Progress Report No. 3 in  
13 February 2019 as follows:

- 14 (a) A breakdown in table form of all shared costs (indirect  
15 construction costs) for the MES and whether or not the costs  
16 have been allocated to the MES; and
- 17 (b) For each shared cost identified in the table, an explanation as to  
18 why the costs have not been allocated to the MES.

19 The Project's indirect costs are BC Hydro Project Management;  
20 Engineering; Indigenous Relations; and Regulatory, Environment,  
21 Stakeholder and Properties staff time and costs. As explained in our  
22 response to BCUC Staff IR 1.4.5, the sorting and transportation of the  
23 MES was done in parallel with the production and transportation of  
24 rock for placement on the dam. This was therefore not a critical path  
25 activity and did not extend the Project schedule. Therefore, there was  
26 no measurable MES indirect cost. For this reason, BC Hydro has not  
27 allocated any indirect costs to the MES as noted in BC Hydro's  
28 response to BCUC Staff IR 1.4.7.



1 Note 17. No reserve draws were required on the Project.

2 **6 Project Schedule Milestones**

3 The table below shows the plan and actual dates for key Milestones on the Project.

4 **Table 4 Project Milestones**

No.	Description/ Status	Original Plan Date	Actual (A) or Forecast Date	Status and Comments
1.	Signing of the Interim Agreement with PKS to complete early construction work.	NA	Jul 2016 (A)	More time was taken with up-front planning through the ECI process in order to plan for future risks, and to work closely with the contractor on development of a good construction methodology. This supported the Project being delivered efficiently, early, and under budget.
2.	Completion of ECI process ahead of the main civil contract	Apr 2016	Aug 2016 (A)	
3.	Mobilization and Start of Construction Activities	Jun 2016	Sep 2016 (A)	
4.	Award of Main Civil Contract	Jun 2016	Aug 2016 (A)	
5.	Finalisation of Contract Terms and Contract Signing	NA	Sep 2016 (A)	
6.	Start of Quarry Operations	Jun 2016	Sep 2016 (A)	
7.	Completion of Quarry Access Road Upgrades	Aug 2016	Dec 2016 (A)	
8.	Start of Riprap Placement on Dam	Mar 2017	Mar 2017 (A)	
9.	Final-Placement-In-Service-Date	Nov 2019	Apr 2018 (A)	Completed 1.5 years early due to favourable water levels to support dry placement and no delays due to materialised risks
10.	Substantial Completion of Quarry Reclamation	Sep 2020	Sep 2018 (A)	Early
11.	Completion of deficiencies and remaining road work on Dam Crest Road	N/A	Jun 2019	N/A
12.	Project Completion	Jul 2021	July / August 2019	Expected Early

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## 7 Individual Contracts Exceeding \$3 million

1 The only individual contract exceeding \$3 million on the Project is the contract with  
2 PKS for quarry development; supply, delivery and placement of riprap, access road  
3 upgrades and maintenance, and provision of the MES.  
4

5 From March through August 2016, BC Hydro and PKS worked on and completed the  
6 Open Book ECI process as referenced in the Application. This was a longer process  
7 than planned (refer to the milestone summary in section 6). The final contract terms  
8 were substantially complete in July. At that time, schedule-critical early site works  
9 also needed to be advanced to support the first year's riprap placement in  
10 spring 2017. In order to mitigate this schedule risk, BC Hydro and PKS entered into  
11 an interim agreement in July 2016 covering these early works. These included  
12 contractor mobilization to site, access road upgrades and quarry site preparations.  
13 The value of the interim agreement was [REDACTED].

14 On August 31, 2016, BC Hydro filed an updated cost schedule with the BCUC which  
15 included a total contract estimate of [REDACTED]<sup>4</sup> including  
16 the early works in the interim agreement and quarry reclamation work. This was the  
17 same as had been provided to the BCUC during the Application process because  
18 the procurement process was not yet complete. The MES amount was not included  
19 in the reported amount as the related expenditure was not approved by the BCUC.  
20 The estimate for the MES at that time was [REDACTED] bringing the total estimated  
21 amount for the contract to [REDACTED].

22 The estimate included an initial estimate of [REDACTED] for the Quarry Reclamation  
23 work.

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<sup>4</sup> This is the amount included in the internal Expected and Authorized Amounts, which is referred to as the Reference Amount in BCUC documentation.

1 The final details of the contract were completed and the contract was signed on  
2 September 30, 2016. The final contract amount was [REDACTED] including the  
3 interim agreement amount plus [REDACTED] for the Quarry Reclamation work, plus  
4 [REDACTED] for the MES portion of the contracted work. The main reason that this  
5 price was lower than the PKS estimate included in the Application was that it was  
6 based on a target Yield of [REDACTED] whereas the Application estimate was based  
7 on a base Yield assumption of [REDACTED].

8 Subsequent to Award of the contract, the Quarry Reclamation work was removed  
9 from the contract and awarded to a First Nations contractor and the size and the  
10 volume of the MES rock was reduced. The revised forecast PKS contract amount is  
11 now [REDACTED] as shown in the table below.

12 **Table 5 Summary of Contracts Exceeding**  
13 **\$3.0 million<sup>1</sup>**

	A	B	C	D
Description Supplier and Scope of Supply <sup>1</sup>	Reference Expected (Plan) Amount (\$ million)	Initial Contract Value <sup>2</sup> (\$ million)	Forecast Contract Cost <sup>3</sup> (\$ million)	Actuals to March 31, 2019 <sup>3</sup> (\$ million)
PKS excluding the MES and the quarry reclamation work	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
quarry reclamation (estimated or contracted) amount removed from the contract	[REDACTED]	[REDACTED]	Removed from the contract	Removed from the contract
<b>Subtotal</b>	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
MES (excluding IDC)	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]
<b>PKS including the MES &amp; quarry reclamation work</b>	[REDACTED]	[REDACTED]	[REDACTED]	[REDACTED]

14 1 Addition errors may occur due to rounding.  
15 2 Estimated value at the time the contract was signed, after removing the Quarry Reclamation amount  
16 and excluding the MES amount.  
17 3 The forecast cost includes \$54,000 in forecast remaining road works which is not included in the  
18 actuals. The first and third row numbers in the last two columns appear the same only due to rounding.

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1 The table below shows a breakdown of the key cost variances from the original PKS  
2 base contract amount of [REDACTED] (excluding the MES work and including the  
3 quarry reclamation contracted amount) to the actual contract cost of [REDACTED].  
4 The cost changes are grouped by the PKS cost categories shown in [Table 2](#). The  
5 cost categories are: Quarry Reclamation; Quarry Development; Supply, Delivery and  
6 Placement; and Road Access Upgrades and Maintenance.

7 Note that the variance amounts and explanations in the table below are different  
8 from those provided for the PKS costs in [Table 2](#); the table below compares the final  
9 costs to the signed contract value which was finalised in September 2017, and  
10 [Table 2](#) compares the actuals to the First Full Funding (or the Expected Amount or  
11 the Reference Estimate) which was included in the BCUC Application. [Table 6](#) below  
12 is based on the table filed with the BCUC in BCUC Staff Confidential IR 1.2.1 in  
13 July 2018.

1

**Table 6      PKS Contract Cost Changes**

	Description	July 2018 IR Response Forecast	Revised Actuals/ Forecast	Change	Reason for Change from the Base Contract [Change from July 2018 Forecast (2018F) BCUC IR Response in brackets.]

	Description	July 2018 IR Response Forecast	Revised Actuals/ Forecast	Change	Reason for Change from the Base Contract [Change from July 2018 Forecast (2018F) BCUC IR Response in brackets.]

	Description	July 2018 IR Response Forecast	Revised Actuals/ Forecast	Change	Reason for Change from the Base Contract [Change from July 2018 Forecast (2018F) BCUC IR Response in brackets.]

- 1 In addition to the changes below, there was a change in the MES volume and size which reduced the cost. The direct
- 2 estimate included in the signed contract was [REDACTED]. The final cost was [REDACTED].

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## 8 Indigenous Relations Engagement Activities

A summary of the consultation and engagement activities that occurred up to the date of the filing of the BCUC Application for the Project is contained in the Application. On May 27, 2016, the BCUC issued Order No. G-78-16 stating that the BCUC concluded that BC Hydro's consultation with First Nations was adequate. A high level summary of consultation and engagement activities, including activities which took place after the BCUC issued Order No. G-78-16, is as follows:

1. BC Hydro notified Treaty 8 First Nations with initiation of the Project in December 2011. Engagement continued through the submission for a Temporary Use Permit (**TUP**) for the proposed the Quarry to the Ministry of Forests, Lands and Natural Resources Organisation. Site visits to the proposed Quarry and the Dam were arranged for Treaty 8 First Nations as part of the TUP application process.
2. All Treaty 8 First Nations were informed of the Archaeological Impact Assessment (**AIA**) at the Quarry, and individual members of the First Nations participated in the AIA.
3. During the Identification and Definition Phases of the Project, further site visits and regular engagement meetings occurred with Treaty 8 First Nations to provide updates on the Project's progression, answer questions about the Project, and address concerns regarding environmental impacts.
4. Treaty 8 First Nations were consulted during the process of submission of Licence of Occupation Permit applications for the Quarry and access to the Quarry. As well, two options for transporting riprap from the Quarry to the Dam (a land option and a marine option) were discussed with the Nations.
5. Capacity funding was provided to several of the Treaty 8 First Nations to undertake Traditional Use Studies (**TUS's**) and other studies to inform the Project and assist in Project planning.



- 
- 1 6. During the ECI process, contract submission documents were sent to Treaty 8  
2 First Nations for review and comment, and many of their concerns were  
3 addressed either prior to or during construction. The following improvements  
4 were made to the Project plan as a result of consultation and engagement with  
5 First Nations:
- 6 (a) Construction work occurred primarily during winter which mitigated the  
7 impact of dust on areas that are adjacent to the Quarry and the roads;
- 8 (b) The Project plan was modified so that water was sourced from  
9 Williston Lake rather than creeks located near the Quarry; and
- 10 (c) The density of seeding and tree planting was increased above what  
11 was prescribed in the Project's original Quarry Reclamation Plan.
- 12 7. Where mitigation measures suggested by First Nations were not incorporated  
13 into the final construction plans, BC Hydro further consulted with First Nations  
14 and communicated the rationale for not doing so.
- 15 8. BC Hydro's independent environmental monitor hired environmental monitors  
16 from the First Nations. These monitors were hosted by BC Hydro's independent  
17 environmental monitor for on-site visits, and BC Hydro provided monthly  
18 updates on the construction and environmental activities to First Nations on an  
19 extranet website. Site visits were also scheduled with interested First Nations.
- 20 9. Construction and environmental updates were provided to First Nations monthly  
21 from the start of construction in summer 2016 to the completion of construction  
22 in fall 2018.
- 23 10. PKS, BC Hydro and First Nations worked together to identify contract, services  
24 and employment opportunities on the Project. As a result, five First Nations  
25 were contracted to work on the Project. The values of these items during the  
26 Implementation Phase are tabulated below.

1 **Table 7 First Nations Sub-Contract Amounts**

Items	Amounts (\$ million)
FN Implementation Subcontracts	█
FN Quarry Reclamation Contract	█
FN Services	█
FN Direct Employment (█ Hours Worked)	█
Final Total:	█

2 **9 Key Areas of Environmental and Archaeological**  
3 **Management**

4 Key areas of environmental management included dust management and  
5 monitoring, water quality measures including sediment and erosion control  
6 measures at watercourses, oil spill prevention measures, and wildlife management  
7 plans including migratory bird surveys. Archaeology assessments were also  
8 completed.

9 Environmental risks were managed through BC Hydro’s Environment Management  
10 Plan (**EMP**) with support of the PKS Environmental Protection Plan (**EPP**). Key  
11 objectives of the BC Hydro’s EMP were:

- 12 1. To identify any elements of the Project work that could present a risk to the  
13 environment;
- 14 2. Description of work procedures to be undertaken to minimize and mitigate  
15 adverse impacts to the environment; and,
- 16 3. Description of work procedures to be undertaken in the event of an incident to  
17 contain and limit impacts to the environment.

18 PKS’ EPP described how they would meet the requirements of the EMP. The EPP  
19 identified PKS’ approach to ensuring compliance with the regulatory obligation and  
20 BC Hydro’s requirements for all activities conducted by PKS and their  
21 subcontractors. Key sections of the EPP included the following plans:

- 1 1. Air Quality and Dust Control;
- 2 2. Archaeological and Fossil Management;
- 3 3. Blast Management;
- 4 4. Contaminated Sites Management;
- 5 5. Environmental Training and Awareness;
- 6 6. Hazardous Waste Management;
- 7 7. Erosion and Sediment Control (including road access, quarry, stockpile, and
- 8 dam face site plans);
- 9 8. Noise Management;
- 10 9. Spill Prevention and Emergency Response;
- 11 10. Waste Management (including a specific dam face water quality monitoring
- 12 plan);
- 13 11. Water Quality Management;
- 14 12. Wildlife Management (including a Caribou Management Plan); and
- 15 13. Hazardous Materials.

16 Most of the quarry work and transport was conducted in the winter months which  
17 mitigated dust and watercourse sediment and erosion impacts as the ground was  
18 frozen and covered with compact snow.

19 Pre-construction wildlife features surveys were conducted at the Quarry and the  
20 MSA prior to construction. A caribou overview was completed prior to the start of the  
21 critical caribou timing window. No caribou were noted immediately south of the  
22 project and none were encountered during the Project.

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## 1    **9.1            Environmental Monitoring**

2    Environmental monitoring was undertaken throughout the Implementation Phase.  
3    PKS provided a full-time Environmental Monitor on-site for the majority of the  
4    Project. PKS produced monthly environmental monitoring reports as required by the  
5    BC Hydro EMP. BC Hydro conducted Environmental Auditing of the project with  
6    assistance of First Nations representatives. BC Hydro environmental observations  
7    were discussed with the PKS Environmental Monitor at the time of each audit visit,  
8    and this was followed by an audit report from PKS to BC Hydro.

## 9    **9.2            Water Act Approval**

10   BC Hydro obtained a Water Sustainability Act (**WSA**) Approval on June 8, 2015 for  
11   the placement of the riprap within the wetted portion of the Williston Reservoir. The  
12   WSA Approval included a number of conditions and a requirement that BC Hydro  
13   submit a post-construction completion report within 60 days of work completion as  
14   per Condition #16 of the WSA Approval. The WSA Approval completion report was  
15   submitted February 12, 2019. It detailed the sequence of work activities, work  
16   completed, and environmental monitoring reports.

## 17   **9.3            Archaeological and Heritage Risk**

18   An archaeological and fossil management plan was developed at the start of the  
19   Project that provided chance-find procedures for heritage or archaeological sites and  
20   fossil deposits. An Archaeological Impact Assessment indicated the Project area  
21   was low risk. No chance-finds were made during the execution of the Project.

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## 10 Safety Activities

### 10.1 Safety Risk Management

Most of the safety measures for this project targeted completing the riprap replacement safely and without having any dam safety incidents. Another safety target was improving the safety of the dam crest road.

A Hazard Log was initially developed for the project in February 2014. The hazards were identified and addressed in the design of new riprap including engineering field investigations, material collection, transport and construction. A list of key safety hazards addressed in the preliminary design of the project is as follows:

1. **Slope instability near the crest of the dam.** Existing steep slopes on the upstream face of the dam were identified as a safety hazard for the vehicles on the dam crest roadway, as loading (e.g., traffic) could cause slope failure near the crest. The riprap upgrade has significantly reduced the risk of slope failure and consequent damage by improving slope stability of the upstream face of the dam.
2. **Inadequate barrier beside the dam crest roadway.** The existing dam crest roadway had undersized barriers on both sides to prevent vehicles driving-off the roadway. In order to improve safety for dam crest traffic, new standard road barriers were installed which meet the design requirements of the BC Ministry of Transportation.
3. **Subsidence of area near sinkhole #1.** Sinkhole #1 is a weak spot located on the dam crest. Any subsidence of the sinkhole area was identified as a severe safety hazard for the construction workers and for the public. During construction a bridge was installed over Sinkhole #1 which mitigated the risk of ground subsidence.
4. **Inadequate load capacity of the spillway bridge.** The existing spillway bridge was not designed to support the loading from haul trucks required for riprap

1 upgrade construction. Therefore, inadequate load capacity of the existing  
2 spillway bridge was identified as a safety hazard for construction traffic. During  
3 construction, a temporary upgrade of the spillway bridge was completed to  
4 reduce the risk of bridge failure.

5 **5. Collision of construction vehicle with public vehicle.** Collision of trucks  
6 carrying material for the riprap project with public vehicles on the road,  
7 especially on the steep and uneven roads to/from the quarry site, was identified  
8 as a safety hazard. Risk of collision on the road was mitigated through upgrade  
9 of the roads with adequate pull-outs and signage, and requirements for the  
10 contractor to use appropriate vehicles and radio communication. In addition the  
11 road across the dam was closed to the public during placement of the riprap on  
12 the dam.

13 **6. Theft of explosives from the quarry site.** A lot of explosives were stored near  
14 the quarry site during construction. It was identified that theft of explosives can  
15 pose a serious risk for public safety. During Construction unauthorized access  
16 to the quarry site was prohibited and mining acts and regulations governing  
17 explosives were strictly followed.

18 **7. Access to spillway log boom anchor.** The existing spillway log boom anchor  
19 block is located on a steep slope of the upstream face of the dam. Operations  
20 personnel periodically inspect the anchor block and disconnect the boom a  
21 number of times each year. It was identified that there was risk of slip and fall in  
22 the existing condition. Improved access by way of stairs and a ladder will be  
23 implemented as part of the Project.

---

## 1 10.2 Safety Inspections and Orders

### 2 10.2.1 WorkSafeBC Inspection

3 One WorkSafeBC (**WSBC**) Inspection was conducted for the Project. This occurred  
4 on May 12, 2017 during dam site activities for the debris boom anchor and  
5 equipment maintenance at the spillway laydown area. No orders resulted from this  
6 inspection.

### 7 10.2.2 Ministry of Energy and Mines Inspections

8 There were three inspections at the Sand Flats Quarry conducted by the Ministry of  
9 Energy and Mines and seven orders resulted from those inspections. Remedial  
10 actions were taken and all orders have been closed.

- 11 1. The first inspection was completed on November 6, 2016. The inspection  
12 consisted of a review of the traffic plan, Joint Occupational Health & Safety  
13 Committee (**JOHSC**) requirements, review of equipment logbooks, and  
14 discussions on emergency response requirements and access control. One  
15 order resulted in relation to use of electronic daily vehicle inspections as an  
16 equipment logbook system. PKS trained their workers on how to look up  
17 previous electronic daily vehicle inspections and submitted notification back to  
18 the Ministry.
- 19 2. The second inspection was completed on May 10, 2017. The areas inspected  
20 included the general pit, access, and the breaker screen deck (Lippmann  
21 Processing Plant). Two Orders resulted from the inspection. The first order  
22 related to deficient screen and breaker guarding on the head pulley. All  
23 accessible pulleys were to be guarded immediately and all other pulleys were to  
24 be guarded past the nip point. The second order was for a fire extinguisher that  
25 was not secured.
- 26 3. The final inspection was completed on September 12, 2017 at the Quarry.  
27 Four orders resulted from this inspection. The first order related to the access to

1 the lower Cougar Dump and dump procedures. The Cougar Dump lacked  
2 effective berms around the perimeter and the trucks were approaching the  
3 dumps on their blindside making it difficult to tell the distance to the berm. The  
4 second order related to deficient emergency lighting in the maintenance shop  
5 which was built at the quarry to maintain the large equipment. The third order  
6 related to the accessibility of the eyewash station in the shop. The eyewash  
7 station was located in a separate room from the shop which was deemed to  
8 possibly be difficult to find in an emergency. The fourth and final order related to  
9 the ventilation at the hose cutting station. The cutting area had an exhaust fan  
10 mounted in it about two meters from the cutter and did not provide effective  
11 ventilation for dust and gases.



1 **11 Risk Management**

 2 The key risks on the Project and their treatments are tabulated below. There were  
 3 no known incremental risks that occurred during the Project implementation.

Risk Item #	Risk Event	Treatments	Residual Probability and Impact that had been reported during the Project	Outcome
Cost and Schedule Risk				
1.	Productivity or Yield at the quarry is less than expected	<ul style="list-style-type: none"> <li>Exploratory geological and blasting investigations of quarry prior to construction</li> <li>Third party review of quarry Yield</li> <li>Contingency added in approved budget</li> <li>Rigorous RFP process for contractor selection ECI process to develop construction plans and competitive pricing for possible materialised risk</li> <li>Specialist oversight used to optimize quarry operations</li> <li>Transport route repair and potential upgrade</li> <li>ECI process Contingency in estimate</li> </ul>	<ul style="list-style-type: none"> <li>Probability – low</li> <li>Impact – medium to high</li> </ul>	Materialised risk. The Yield was lower than plan. Because this risk was anticipated, it was covered in contingency.
2.	MES Cost not recoverable in rates	<ul style="list-style-type: none"> <li>Explanation included in the 2020/21 RRA as allowed for in the BCUC Order.</li> </ul>	<ul style="list-style-type: none"> <li>Active</li> </ul>	BC Hydro is reporting on the MES cost and is seeking to recover this cost in the Fiscal 2020 to Fiscal 2021 Revenue Requirements Application, as allowed for in Order No. G-78-16.

Risk Item #	Risk Event	Treatments	Residual Probability and Impact that had been reported during the Project	Outcome
3.	Breakage of rock during transport more than expected (This name has been revised to clarify the risk.)	<ul style="list-style-type: none"> <li>• Contingency in estimate</li> <li>• Rigorous RFP process for contractor selection</li> <li>• Access road repairs &amp; upgrades</li> <li>• ECI process</li> <li>• Construction period maintenance of upgraded access roads</li> <li>• Construction management oversight Transfer risk (to the contractor) of losses during transport from the quarry to the MSA               <ul style="list-style-type: none"> <li>– Risk of losses during transport from the MSA to the dam retained</li> </ul> </li> <li>• Contingent rock quarried to account for anticipated losses and to avoid reactivating quarry operations</li> </ul>	<ul style="list-style-type: none"> <li>• Probability – low</li> <li>• Impact – low</li> </ul>	During implementation, BC Hydro and PKS realised it was very difficult to ascertain whether splitting was due to transport, weather, or rock quality. Therefore, the payment to PKS under the contract, for the transfer of this risk to PKS, was paid back to BC Hydro and BC Hydro took back this risk. The Yield % referenced in row 1 above includes losses during transport.
4.	Breakage of rock during placement more than expected	<ul style="list-style-type: none"> <li>• Geotechnical investigations</li> <li>• Riprap placement test sections completed in definition</li> <li>• Contingency added in approved budget</li> <li>• RFP process</li> <li>• ECI process</li> <li>• Riprap placement test panel completed at the MSA</li> <li>• Material stockpile near Dam</li> <li>• Third party constructability review</li> <li>• Construction management oversight</li> <li>• Contingent rock quarried to account for anticipated losses and to avoid reactivating quarry operations</li> </ul>	<ul style="list-style-type: none"> <li>• Probability – low</li> <li>• Impact – low to medium</li> </ul>	The methodology for loading and unloading of Class 1 riprap was finalized during the ECI process which determined that each Class 1 stone would be individually loaded / unloaded during transporting and placement on the dam to minimize breakage. Final breakage due to handling was insignificant (<1%).

Risk Item #	Risk Event	Treatments	Residual Probability and Impact that had been reported during the Project	Outcome
5.	Construction delays due to reservoir elevation	<ul style="list-style-type: none"> <li>• Third party constructability review</li> <li>• ECI process</li> <li>• Contingency in estimate</li> <li>• Weekly updates of reservoir elevation forecasts</li> <li>• Construction management oversight</li> </ul>	<ul style="list-style-type: none"> <li>• Probability – very low</li> <li>• Impact – medium</li> </ul>	<p>No delays due to reservoir elevation.</p> <p>A treatment plan that was followed and should have been noted in the business case was early and ongoing regular engagement of Generation System Operations.</p>
Construction Risk				
6.	Quality materials placement cannot be achieved at dam site	<ul style="list-style-type: none"> <li>• Riprap placement test sections completed in definition</li> <li>• Test panel completed at MSA in implementation</li> <li>• Third party constructability review</li> <li>• Project Quality Plan</li> <li>• ECI process</li> <li>• Erosion zone placement in dry reservoir</li> <li>• Construction management oversight</li> </ul>	<ul style="list-style-type: none"> <li>• Probability – low</li> <li>• Impact – low to medium</li> </ul>	Same as 4 above
7.	Construction activities impact dam slope or sinkhole stability	<ul style="list-style-type: none"> <li>• ECI process - jointly developed response plans</li> <li>• Instrumentation and monitoring</li> <li>• Temporary bridge or bypass</li> <li>• Construction management oversight</li> </ul>	<ul style="list-style-type: none"> <li>• Probability – low</li> <li>• Impact – low to medium</li> </ul>	During Construction a bridge was installed over Sinkhole #1 and monitoring was conducted along the upstream edge of the dam crest road and at Sinkhole #2, which mitigated these risks.

Risk Item #	Risk Event	Treatments	Residual Probability and Impact that had been reported during the Project	Outcome
Safety				
8.	Worker construction hazards	<ul style="list-style-type: none"> <li>• Safety Management Plan</li> <li>• Emergency response plans</li> <li>• Adherence to Mines Act</li> <li>• Construction management oversight</li> </ul>	<ul style="list-style-type: none"> <li>• Probability – low</li> <li>• Impact – low to medium</li> </ul>	<p>There were no reportable safety incidents on the Project and no lost time injuries.</p> <p>There was one WorkSafeBC inspection in May 2017 with no Orders written.</p> <p>There were also three inspections by the Ministry of Energy, Mines and Petroleum Resources with seven Orders written. Corrective actions were completed within the timelines specified in the Orders and the seven Orders are closed.</p>
9.	Public and Worker vehicle traffic safety hazards	<ul style="list-style-type: none"> <li>• Communication plan</li> <li>• Traffic management plan</li> <li>• Traffic signals and speed control on transport route</li> <li>• Trained and experienced truck drivers</li> <li>• Construction management oversight</li> </ul>	<ul style="list-style-type: none"> <li>• Probability - low</li> <li>• Impact – low to medium</li> </ul>	<p>No significant issues. See also #8 above.</p>

Risk Item #	Risk Event	Treatments	Residual Probability and Impact that had been reported during the Project	Outcome
Environmental				
10.	Contractor unable to meet conditions of the Environmental Management Plan	<ul style="list-style-type: none"> <li>• Transferred to PKS through the Project Agreement</li> <li>• Measurement of turbidity levels in the fish bearing streams along Table Road in summer 2015 for baselining purposes</li> <li>• PKS's Environmental Protection Plan (<b>EPP</b>) which was based on BC Hydro's Environmental Management Plan requirements</li> <li>• Contractor-provision of an environmental monitor on site.</li> <li>• BC Hydro's environmental monitor at site regularly audited the site together with the First Nations environmental monitor.</li> </ul>	<ul style="list-style-type: none"> <li>• Probability – low</li> <li>• Impact – low to medium</li> </ul>	No significant issues.

1 **12 Photographs**

2 **Figure 1 WAC Bennett Dam Riprap Project**  
3 **Completion**



4 **Figure 2 Before and after Riprap Placement**



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**Figure 3 Sandflat Quarry at the end of Quarrying before Reclamation**



1

**Figure 4 Top-Soil Distribution during Reclamation**



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**Figure 5 Hydro-seeding after Filling and Smoothing of Topsoil**

