

**CORPORATION OF THE CITY OF COURTENAY  
COUNCIL MEETING AGENDA  
**AMENDED****

*We respectfully acknowledge that the land on which we gather is the  
unceded traditional territory of the K'ómoks First Nation*

**DATE:** July 02, 2019  
**PLACE:** City Hall Council Chambers  
**TIME:** 4:00 p.m.

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**K'OMOKS FIRST NATION ACKNOWLEDGEMENT**

**1.00 ADOPTION OF MINUTES**

- 1 1. Adopt June 17<sup>th</sup>, 2019 Regular Council meeting minutes  
9 2. Adopt June 24<sup>th</sup> Committee of the Whole meeting minutes

**2.00 INTRODUCTION OF LATE ITEMS**

**3.00 DELEGATIONS**

- 11 1. Cliff Boldt - Local Area Plan for West Courtenay

**4.00 STAFF REPORTS/PRESENTATIONS**

**(a) Development Services**

- 21 1. Development Variance Permit No. 1809 - 2300 Ryan Road  
33 Staff Note: Correlates with *Section 9.00 Unfinished Business* of the July 2<sup>nd</sup>,  
2019 Council agenda: May 6<sup>th</sup>, 2019 Staff Report "Development Variance  
Permit No. 1809 - 2300 Ryan Road" (staff report attached)  
51 2. Zoning Amendment Bylaw No. 2958 - #101 - 576 England Avenue

**(b) Financial Services**

- 73 3. 2020/2021 RCMP Municipal Policing Contract: Approval in Principle

**(c) Engineering Services**

- 97 4. Connecting Courtenay with Presentation by Dan Casey, Urban Systems  
103 • DRAFT Transportation Master Plan  
187 • Cycling Network Plan

**(d) Public Works Services**

- 243 5. DCBIA Event Street Closure and Support Request - Market Day and Summer Street Markets

**5.00 EXTERNAL REPORTS AND CORRESPONDENCE FOR INFORMATION**

- 249 1. Erica and Bill Marler, Vasilli's Bread Shop - Request for Signage and Amendment to Traffic Regulation Bylaw 1926, 1996

**6.00 INTERNAL REPORTS AND CORRESPONDENCE FOR INFORMATION**

- 251 1. Briefing Note - Draft Ministerial Meeting Requests 2019 UBCM Convention  
253 2. Briefing Note: - Draft Ministerial Meeting Request 2019 UBCM Convention: Minister of Finance - Tax Policy Branch Re: Property Transfer Tax Revenues Redistribution

**7.00 REPORTS/UPDATES FROM COUNCIL MEMBERS INCLUDING REPORTS FROM COMMITTEES**

- Councillor Cole-Hamilton
- Councillor Frisch
- Councillor Hillian
- Councillor McCollum
- Councillor Morin
- Councillor Theos
- Mayor Wells

**8.00 RESOLUTIONS OF COUNCIL**

**1. Mayor Wells Resolution - Cancel August 6<sup>th</sup>, 2019 Regular Council Meeting**

That Council cancel the regular Council meeting scheduled Tuesday, August 6<sup>th</sup>, 2019 to accommodate the 2019 summer meeting schedule.

**2. In Camera Meeting**

That notice is hereby given that a Special In-Camera meeting closed to the public will be held July 2<sup>nd</sup>, 2019 at the conclusion of the Regular Council Meeting pursuant to the following sub-sections of the *Community Charter*:

- 90 (1) (c) labour relations or other employee relations.

**9.00 UNFINISHED BUSINESS**

**33 1. Development Variance Permit No. 1809 - 2300 Ryan Road**

Staff Note: At the May 6<sup>th</sup>, 2019 regular Council meeting, Council passed the following resolution:

*“That Council delay consideration of the May 6<sup>th</sup>, 2019 staff report “Development Variance Permit No. 1809 - 2300 Ryan Road” for a period of time to permit staff the opportunity to consult with the Ministry of Transportation and Infrastructure regarding specifics of this particular section of Ryan Road and whether a freestanding electronic message board sign of this nature creates increased traffic risk.”*

**2. Delegation - Breathe Clean Air Comox Valley**

Clean Air Comox Valley is asking local area governments to set goals for community wide reductions in smoke emissions to improve air quality; and, provide incentives to switch to clean heat, educate residents on health and environmental impacts and implement bylaws to regulate the use of wood stoves and prevent outdoor burning.

Staff Note: At the Comox Valley Regional District (CVRD) Board’s strategic planning session in December 2018 and at its January 2019 meeting, air quality was named as a corporate priority with the following specific direction provided:

*“...investigate formation of a Regional Airshed Advisory Group, to consult with staff at The Village of Cumberland, Town of Comox and City of Courtenay and to report back to the Board by spring 2019; and that the mandate of the advisory group would be to provide a report with action items by September 2019.”*

A working group, comprised of municipal and CVRD staff and representatives from Island Health and the Ministry of Environment, is developing options related to a long-term regional approach for improving Comox Valley air quality and will report back to the Board in September, 2019.

**3. Assignment of Terms of Reference (TOR) - Council Select Committee on Alternative Asset Management Funding Sources and Levels of Service Options**

Staff Note: As discussed at the June 24, 2019 Committee of the Whole meeting, Council is requested to appoint 3 members to the Select Committee.

Pursuant to Council’s Procedure Bylaw No. 2730, 2013 the Mayor is automatically a member of all committees:

50 (1) (e) The Mayor is a member of all committees and is entitled to vote at all committee meetings;

Unless Council wishes to amend its Procedure Bylaw (which would require 2 Council meetings and Public Notice), staff recommends that Council appoint 2 Councillors and an alternate to the committee. The Mayor could send the alternate to the committee meetings in his place if he chooses.

**10.00 NOTICE OF MOTION**

**11.00 NEW BUSINESS**

**12.00 BYLAWS**

**For First and Second Reading**

- 255 1. "Zoning Amendment Bylaw No. 2958, 2019"  
(A bylaw to allow storefront cannabis retailer as permitted use - Unit #101-576  
England Avenue)

**13.00 ADJOURNMENT**

**NOTE:** There is a Public Hearing scheduled for 5:00 p.m. in relation to:

Bylaw No. 2955 - Zoning Amendment to allow storefront cannabis retailer as permitted use  
(#103-1025 Cliffe Avenue)

Bylaw No. 2969 - Zoning Amendment to allow for a secondary suite  
(1573 Hurford Avenue)

Minutes of a Regular Council Meeting held in the City Hall Council Chambers, Courtenay, B.C., on Monday, June 17, 2019 at 4:00 p.m.

**Attending:**

**Mayor:** Bob Wells  
**Councillors:** W. Cole-Hamilton  
D. Frisch  
D. Hillian  
M. McCollum  
W. Morin  
M. Theos

**Staff:**

D. Allen, CAO  
J. Ward, Director of Legislative & Corporate Services/Deputy CAO  
W. Sorichta, Manager of Legislative & Corporate Administrative Services  
I. Buck, Director of Development Services  
T. Kushner, Director of Public Works Services/Assistant CAO  
J. Nelson, Director of Financial Services  
D. Snider, Director of Recreation and Cultural Services  
M. Fitzgerald, Manager of Development Planning  
A. Guillo, Manager of Communications

**Presentation and Demonstration**

Mayor Wells, on behalf of Council, presented a Certificate of Achievement to Jacob Walter of the VEX Robotics Team 7842, for earning the Gold Medal in Electronics at the 2019 Skills Canada National Competition in Halifax.

Mayor Wells, on behalf of Council, presented a Certificate of Achievement to Taylor Lafleur, Eony Kim and Gauthier Appaix, of the Independent VEX Robotics Team 7K, for earning third place at the World's Skills Competition.

A demonstration of Jacob's winning robotic entry followed.

**1.00 ADOPTION OF MINUTES**

**.01** Moved by Frisch and seconded by Hillian that the June 10<sup>th</sup>, 2019  
MINUTES Regular Council meeting minutes be adopted.  
**Carried**

**2.00 ADOPTION OF LATE ITEMS**

**.01** Moved by Frisch and seconded by Hillian that Councillor Frisch  
FRISCH BICYCLE Bicycle Network resolution be added to the June 17<sup>th</sup>, 2019 regular  
NETWORK Council agenda under section *11.00 New Business*.  
RESOLUTION **Carried**

**3.00 DELEGATIONS**

Judy Norbury, Comox Valley Accessibility Committee (CVAC), presented information to Council related to accessibility challenges and improvements to infrastructure and City owned facilities; and the consultative process with the Comox Valley Accessibility for future projects, renewal and developments.

The CVAC requested Council’s consideration in developing a regional accessibility strategy in partnership with the Comox Valley Regional District, improving accessible parking on 4<sup>th</sup> Street in the downtown core and providing a staff member to assist with administrative duties such as agendas, minutes and record keeping.

In an effort to promote accessibility awareness and public education, Mayor Wells read aloud a proclamation declaring “Access Awareness Day” in Courtenay, the first Saturday in June, effective June 1<sup>st</sup>, 2019.

Moved by Hillian and seconded by McCollum that Council direct staff to work with the Comox Valley Regional District to develop a regional accessibility strategy.

**Carried**

**The council meeting recessed at 4:44 p.m. to permit delegations to clear Council Chambers  
The meeting reconvened at 4:46 p.m.**

**4.00 STAFF REPORTS/PRESENTATIONS**

**.01** Moved by Frisch and seconded by McCollum that based on the  
ZONING AMENDMENT June 17<sup>th</sup>, 2019 staff report “Zoning Amendment Bylaw No. 2957 - #103-  
BYLAW NO. 2957 2270 Cliffe Avenue” Council approve OPTION 1 and proceed to First  
(#103 - 2270 CLIFFE and Second Readings of Zoning Amendment Bylaw No. 2957, 2019; and  
AVENUE)  
3360-20-1903

THAT Council direct staff to schedule and advertise a statutory public hearing with respect to the above-referenced Bylaw on July 15<sup>th</sup>, 2019 at 5:00 p.m. in City Hall Council Chambers.

**Carried**

**.02**  
11<sup>TH</sup> STREET  
ROAD END  
LAND EXCHANGE  
0940-20

Moved by Cole-Hamilton and seconded by Frisch that based on the June 17<sup>th</sup>, 2019 staff report, “11<sup>th</sup> Street Road End Land Exchange” Council direct staff to work with the City’s solicitor and Mr. Laver to extend the existing agreement for another two years; and

That Mr. Laver be required to obtain an updated land appraisal for the property.

**Amending Motion:**

Moved by Frisch and seconded by McCollum that the main motion be amended to remove the timeline for the extension of the agreement *for another two years* to permit staff to consult with the City’s solicitor and Mr. Laver to negotiate and draft a revised land exchange agreement between the City and Mr. Laver with options for extension.

**Carried**

**The main motion was carried as amended.**

**.03**  
FINANCIAL  
INFORMATION ACT -  
2018 STATEMENT OF  
FINANCIAL  
INFORMATION (SOFI)  
1870-06 [2018]

Moved by McCollum and seconded by Frisch that based on the June 17<sup>th</sup>, 2019 staff report “Financial Information Act - 2018 Statement of Financial Information” Council approve OPTION 1 and approve the City of Courtenay Statement of Financial Information for the year ended December 31, 2018.  
**Carried**

**5.00 EXTERNAL REPORTS AND CORRESPONDENCE FOR INFORMATION**

**.01**  
CVRD - REGIONAL  
ORGANICS COMPOST  
FACILITY EXPANSION  
- REQUEST FOR  
LETTER OF SUPPORT  
0470-20 / 1850-01

The correspondence dated May 8<sup>th</sup>, 2019 from the Comox Valley Regional District (CVRD), requesting Council provide a letter of support for their grant application to the Organics Infrastructure Program, was received for information.

Moved by Morin and seconded by Frisch that Council provide a letter in support of the Comox Valley Regional District (CVRD’s) application for grant funding to the Organics Infrastructure Program for the Regional Organics Compost facility expansion project.  
**Carried**

**.02**  
2019 Union of BC  
Municipalities  
(UBCM) Convention  
September 23 - 27,  
2019  
0400-20

The correspondence from the Union of BC Municipalities (UBCM) regarding the 2019 UBCM Convention provincial appointment book and meeting requests with provincial government staff and ministers was received for information.  
**Carried**

General discussion followed regarding potential submissions for minister meetings at the 2019 UBCM convention; a summary of the June 17<sup>th</sup>, 2019 Council discussion will be brought back at the July 2<sup>nd</sup>, 2019 regular Council meeting for consideration.

**6.00 INTERNAL REPORTS AND CORRESPONDENCE FOR INFORMATION**

**7.00 REPORTS/UPDATES FROM COUNCIL MEMBERS INCLUDING REPORTS FROM COMMITTEES**

COUNCILLOR  
COLE-HAMILTON

Councillor Cole-Hamilton reviewed his attendance at the following events:

- CVRD Water Committee meeting
- CVRD Sewage Commission meeting
- CVRD Committee of the Whole meeting
- Comox Valley Community Drug Strategy Committee meeting
- Meeting with Councillor Hillian and residents of Menzies and 8<sup>th</sup> Street related to neighbourhood concerns
- Long & McQuade Musical Instruments ribbon cutting ceremony and opening of their new location
- CVRD and K’omoks First Nation - Community to Community Forum

**R12/2019 - June 17, 2019**

COUNCILLOR  
FRISCH

Councillor Frisch reviewed his attendance at the following events:

- CVRD Water Committee meeting
- CVRD Sewage Commission meeting
- CVRD Board meeting
- Comox Valley Sports Centre Commission meeting
- K’omoks First Nation Council and CVRD Board meeting re: Liquid Waste Management Plan
- CVRD and K’omoks First Nation - Community to Community Forum and Tour of Archaeological Sites throughout the Valley

COUNCILLOR  
HILLIAN

Councillor Hillian reviewed his attendance at the following events:

- CVRD Water Committee meeting
- CVRD Sewage Commission meeting
- CVRD Committee of the Whole meeting
- Habitat for Humanity Key Ceremony home dedication event, 1330 Lake Trail Road
- Meeting with staff re: cycling infrastructure
- Meeting with Councillor Cole-Hamilton and residents of Menzies and 8<sup>th</sup> Street related to neighbourhood concerns
- Comox Valley Sports Centre Commission meeting
- Long & McQuade Musical Instruments ribbon cutting ceremony and opening of their new location
- CVRD and K’omoks First Nation - Community to Community Forum and Tour of Archaeological Sites throughout the Valley

COUNCILLOR  
MCCOLLUM

Councillor McCollum reviewed her attendance at the following events:

- Meeting with staff, Councillors Hillian and Frisch re: Transportation Master Plan cycling infrastructure

COUNCILLOR  
MORIN

Councillor Morin reviewed her attendance at the following events:

- 5<sup>th</sup> Street Complete Street Project Official Completion and Walking Tour event
- Habitat for Humanity Key Ceremony home dedication event, 1330 Lake Trail Road
- Comox Valley Sports Centre Commission meeting
- CVRD and K’omoks First Nation - Community to Community Forum and Tour of Archaeological Sites throughout the Valley

COUNCILLOR  
THEOS

Councillor Theos reviewed his attendance at the following events:

- ACS Computer Solutions 25<sup>th</sup> Anniversary open house celebration
- 2019 Comox Valley Relay for Life fundraiser event

Councillor Theos congratulated the District of Sooke on the opening of their new library facility



MAYOR  
WELLS

Mayor Wells reviewed his attendance at the following events:

- Meetings with concerned citizens, the RCMP and School District 71 staff in response to recent shooting incidents that transpired days apart in Courtenay
- Habitat for Humanity Key Ceremony home dedication event, 1330 Lake Trail Road
- BC Seafood Festival Buyers VIP reception
- Mountaineer Avian Rescue Society (MARS) Visitor Centre and Wildlife Rehabilitation Centre grand opening
- BC Shellfish Growers Association Gala Dinner
- CVRD Committee of the Whole meeting

## **8.00 RESOLUTIONS OF COUNCIL**

**.01**

IN CAMERA MEETING

Moved by Hillian and seconded by Morin that notice is hereby given that a Special In-Camera meeting closed to the public will be held June 17<sup>th</sup>, 2019 at the conclusion of the Regular Council Meeting pursuant to the following sub-section of the *Community Charter*:

- 90 (1) (b) personal information about an identifiable individual who is being considered for a municipal award or honour, or who has offered to provide a gift to the municipality on condition of anonymity;
- 90(1) (c) labour relations or other employee relations.

**Carried**

## **9.00 UNFINISHED BUSINESS**

## **10.00 NOTICE OF MOTION**

## **11.00 NEW BUSINESS**

**.01**

COUNCILLOR FRISCH  
BICYCLE NETWORK  
RESOLUTION  
5400-15

Moved by Frisch and seconded by McCollum whereas the City of Courtenay's Official Community Plan states, "The City will continue to pursue the development of a continuous, integrated bicycle network in order to promote and encourage cycling as a commuting alternative to the automobile and as a means of active recreation"; and

Whereas the City of Courtenay's 2019 Cycling Network Plan states, "A core network of AAA facilities can encourage more bicycle ridership and increase perceived and actual safety within the City's bicycle network"; and

Whereas increased cycling mode share would have significant positive social, environmental, economic, and health benefits for our community,

Therefore be it resolved that Council direct staff to provide a report outlining cycling facility level of service options, related costs, and related amendments to the Subdivision and Development Servicing (SDS) Bylaw No. 2919, 2018, and

Furthermore that Council direct staff to design an implementation plan that would see the build-out of a core bicycle network over the next 5 years.

**Carried**

**12.00 BYLAWS**

**.01**  
BYLAW NO. 2957,  
2019,  
ZONING AMENDMENT  
TO ALLOW  
STOREFRONT  
CANNABIS AS  
PERMITTED USE  
(#103 - 2270 CLIFFE  
AVENUE)

Moved by McCollum and seconded by Frisch that “Zoning Amendment Bylaw No. 2957, 2019” pass first and second readings.

**Carried**

**.02**  
BYLAW NO. 2922,  
2019, OCP  
AMENDMENT  
CHANGE THE LAND  
USE DESIGNATION  
FROM URBAN TO  
MULTI RESIDENTIAL  
(2048 - 13<sup>TH</sup> STREET)

Moved by Hillian and seconded by Frisch that “Official Community Plan Amendment Bylaw No. 2922, 2019” pass third reading.

**Carried**

**.03**  
BYLAW NO. 2927,  
2019, ZONING  
AMENDMENT - MULTI  
RESIDENTIAL AS  
PERMITTED USE  
(2048 - 13<sup>TH</sup> STREET)

Moved by Hillian and seconded by Frisch that “Zoning Amendment Bylaw No. 2927, 2019” pass third reading.

**Carried**

**.04**  
BYLAW NO. 2962,  
2019 , ZONING  
AMENDMENT ,  
SECONDARY SUITE  
(2100 ARDEN ROAD)

Moved by Theos and seconded by McCollum that “Zoning Amendment Bylaw No. 2962, 2019” pass third reading.

**Carried**

Moved by McCollum and seconded by Morin that “Zoning Amendment Bylaw No. 2962, 2019” be finally adopted.

**Carried**

**.05**  
BYLAW NO. 2970,  
2019,  
CITY OF COURTENAY  
SINGLE USE PLASTICS  
REGULATION

Moved by Morin and seconded by McCollum that “City of Courtenay Single Use Plastics Regulation Bylaw No. 2970, 2019” be finally adopted.

**Carried**

**13.00 ADJOURNMENT**

- .01**                                      Moved by Cole-Hamilton and seconded by Frisch that the meeting now adjourn at 6:07 p.m.  
**Carried**

**CERTIFIED CORRECT**

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**Corporate Officer**

**Adopted this 2<sup>nd</sup> of July, 2019**

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**Mayor**



**Minutes of a Committee of the Whole meeting held Monday, June 24, 2019 at 4:00 p.m. in the City Hall Council Chambers.**

**Attending:**

**Mayor:** B. Wells  
**Councillors:** W. Cole-Hamilton  
D. Frisch  
D. Hillian via Teleconference  
M. McCollum  
W. Morin  
M. Theos

**Staff:**

D. Allen, CAO  
J. Ward, Director of Legislative & Corporate Services/Deputy CAO  
W. Sorichta, Manager of Legislative & Corporate Administrative Services  
T. Kushner, Director of Public Works Services/Assistant CAO  
J. Nelson, Director of Financial Services  
R. O’Grady, Director of Engineering Services  
A. Guillo, Manager of Communications

**1.00 STAFF REPORTS/PRESENTATIONS**

**.01**  
2018 ANNUAL  
MUNICIPAL REPORT  
0645-01

Moved by Frisch and seconded by Cole-Hamilton that Council consider the 2018 Annual Municipal Report and any submissions from the public.  
**Carried**

John Ward, Director of Legislative and Corporate Services/Deputy CAO acknowledged Anne Guillo, Manager of Communications and Lisa Zervakis, Marketing and Communications Specialist and conveyed his appreciation for their efforts in coordinating the production of the 2018 annual report with support from other staff.

The 2018 Annual Municipal Report was received for information.

**.02**  
ASSIGNMENT OF  
TERMS OF  
REFERENCE (TOR) -  
COUNCIL SELECT  
COMMITTEE ON  
ALTERNATIVE ASSET  
MANAGEMENT  
FUNDING SOURCES  
AND LEVELS OF  
SERVICE OPTIONS  
0550-20

Moved by Cole-Hamilton and seconded by McCollum that the June 24<sup>th</sup>, 2019 Draft of Terms of Reference (ToR) for a Council Select Committee on Alternative Asset Management Funding Sources and Levels of Service Options, be received for information.  
**Carried**

Moved by Frisch and seconded by Morin that based on the June 24<sup>th</sup>, 2019 staff report “Draft of Terms of Reference (ToR) - “Council Select Committee on Alternative Asset Management Funding Sources and Levels of Service Options”, Council approve OPTION 1 and hereby create the subject Select Committee;

That the attached Terms of Reference apply to the functioning of the Committee; and,

That committee membership will be assigned by Resolution as per the Terms of Reference at the July 2<sup>nd</sup>, 2019 Council meeting.  
**Carried**

**.03**  
5<sup>TH</sup> STREET BRIDGE  
REHABILITATION  
PROJECT AND  
PRESENTATION,  
5335-20; 5400-02

Moved by Frisch and seconded by Cole-Hamilton that the June 24<sup>th</sup>, 2019 5<sup>th</sup> Street Bridge Rehabilitation Project presentation, be received for information.

**Carried**

Katie Hamilton, Tavola Strategy Group, presented information to Council related to the 5<sup>th</sup> Street Bridge Rehabilitation Project. The presentation provided an overview of the project, including potential levels of service, project scope, development options and grant funding/financing information.

**Councillor Cole-Hamilton left Council Chambers at 5:13 p.m.**

**Councillor Cole-Hamilton returned to Council Chambers and took his seat at 5:15 p.m.**

Moved by Frisch and seconded by McCollum that based on the June 24<sup>th</sup>, 2019 staff report "5<sup>th</sup> Street Bridge Rehabilitation Project" Council approve OPTION 2 that Council direct staff to proceed with the associated next steps to rehabilitate the 5<sup>th</sup> Street Bridge, including the upgrade of adding cantilevered multi-use pathways plus development of detailed traffic management and public engagement plans, and report back to Council no later than September 16, 2019; and

That staff simultaneously prepare a supporting draft Borrowing Bylaw for Council consideration.

**Carried with Councillors Hillian and Theos opposed**

**New motion:**

Moved by Morin and seconded by Frisch that staff bring forward a report providing options for exploring a 6<sup>th</sup> Street multi-use pedestrian-bike bridge at a future Council meeting.

**Carried with Councillor Theos opposed**

## **2.00 ADJOURNMENT**

**.01**

Moved by Frisch and seconded by Cole-Hamilton that the meeting now adjourn at 6:24 p.m.

**Carried**

**CERTIFIED CORRECT**

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**Corporate Officer**

**Adopted this 2<sup>nd</sup> day of July, 2019**

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**Mayor**

**“Fired up!**  
**Ready to go!”**

**A future for West Courtenay**

**West Courtenay needs a Local Area Plan**  
**within the City of Courtenay Official Community Plan**

**Cliff Boldt**  
**2019**

**“Fired up.  
Ready to go!”**  
**A future for West Courtenay**

**What is the future? LAP background and intro**

A local area plan for west Courtenay is desirable to allow for a close review of how growing pressure for development will interface with anthropogenic and natural features of the area. School District 71 is facing enrolment increases in existing west Courtenay communities such as: Lake Trail, Arden, Puntledge Park. A local area plan for west Courtenay would provide valuable development direction for both local governments.

West Courtenay contains the downtown business area and to date, most attention has been paid to encouraging its development – with considerable success. Under the leadership of a dynamic Courtenay Business Improvement Association, working in close co-operation and support from city council, has led to some positive changes to the downtown area.

I submit that the time has come for city council and staff to shift attention to areas beyond Fitzgerald.

Local government has a responsibility to plan for the future, a future beyond a specific terms of office. I believe that the current Courtenay city council is in a position to provide the needed community leadership to plan for west Courtenay.

**What is the future?**

So what needs to happen to help plan the future of west Courtenay? Where to start? In a sense future planning has started. This resulted from the ill-fated decision of SD 71 to close Puntledge Park, a decision the Board of Education eventually reversed. This did start discussion in the community about the relationship between Puntledge Park and Lake Trail, with some exciting options identified by the community.



A LSP will encourage identification of gaps in public services for west Courtenay- Residents of the area will be more than willing and able to identify public service needs in considerably more detail in addition to some already identified such as:

- There is no senior secondary school in west Courtenay
- That is no aquatic centre in west Courtenay
- There is no recreation centre in west Courtenay whether or not tied in with any of the public schools
- Indoor ice facilities are absent
- Current transportation corridors reflect the reality of west Courtenay 30+ years ago
- Many agencies serving children and families in west Courtenay don't have offices in the area.
- Availability of affordable housing, both *fee simple* and rental are required now and into the future.

### Goal and Objectives

#### And what is the Goal:

To develop a Local Area Plan (LAP) as part of the City of Courtenay Official Community Plan (OCP). The LAP will need to be developed by the City of Courtenay working closely with Comox Valley School District 71.

#### Proposed Target area:

West Courtenay is often defined as west from the Courtenay River to the city boundary with Area C of the Comox Valley Regional District (CVRD) and Cumberland village, south from the Puntledge river to the Courtenay connector to Highway 19. Allowance needs to be made in reference to the Arden Corridor Local Area Plan which has provided guidance for that area within the definition of west Courtenay.

#### Objectives of the LAP:

To provide a review within the City of Courtenay's OCP of the future for west Courtenay related to potential residential development, public education services, recreation services and other public amenities and services provided by local and senior governments. Outcomes of a LAP may include:

- a. Increased participation of residents in planning for climate change in their community
- b. Increased participation of residents in planning for government services for their community
- c. Facilitate an increase in community engagement for defining service needs in west Courtenay.
- d. Provide sound policy direction to city planning staff and SD 71 Board of Education for public education.

What principles could guide the local governments involved in this LAP?

- Consistently consider the potential impacts of Climate Change on the City of Courtenay and SD 71.
- Include the perspective of Students, parents, professional staff and the community in identifying service requirements in their community
- Respond to anticipated growth development pressure and public social and educational needs for SD 71.
- Allow for environmentally responsible new development that responds to the community's growth and public social and education needs for SD 71 including enhanced and successful early childhood education
- Ensure that community agencies and organizations have an opportunity to participate with their service insight into the LAP process.

### SD policy support

All the signs suggest that the potential for the city and SD #71 to move ahead is there. A west Courtenay LAP will aid both local governments in planning for change in west Courtenay.

Two SD policies are of note:

The Board of Education for SD 71 in 2017 and 2018, adopted two positive policy directions for its senior administration and all levels of related student and community services policies. They signal to the community that the SD 71 has a commitment to process for change.

<https://24.files.edl.io/WriP7hMorW7DadsDakBD44tklfWEcope0mDWMsW7IGgfvGTW.pdf>

<https://24.files.edl.io/U8GMSBfcfwYtWALAAFbh5jdBH4KrbeFcoNISsnE3L018b11D.pdf>

Probably the most significant is its Community Engagement policy. This policy opens SD 71 to extending a participatory opportunity to the community for the initiation, establishment, review and revision of programs and services for students. With this policy, SD 71 is formally signaling that it wants to establish open and transparent relationships with the community.

Secondly, the Board of Education for SD 71, in 2018, adopted a policy on Community Education which has already led to the creation of two new Community Schools in west Courtenay – Lake Trail Community School and Courtenay Elementary Community School. This policy puts SD 71 in a position to welcome and work in collaboration and co-operation with the city of Courtenay, other levels of governments and various agencies delivering services to students and families in west Courtenay.

The newly elected Courtenay council is demonstrating, in its term priorities, an atmosphere of collegiality, trust and respect – co-operation and collaboration. This is the kind of council that can seek to work in a constructive relationship with the community, other local governments and agencies in the city and valley. This is creating a positive environment for the community.

The potential for change in west Courtenay is significant.

## History

There is a history of community engagement around services and needs of west Courtenay, especially for children and students.

The creation of a community garden at Lake Trail Community School grew out of active neighbourhood resident associations (Lake Trail Neighbourhood Connections). These groups were also the catalyst for Lake Trail receiving community school status in 2018.

A classic example of the community's interest in recognizing their schools as jewels in west Courtenay was the rally of community support to prevent SD 71 from closing Puntledge Park elementary school.

Community neighbourhood and resident groups have been advocating for west Courtenay in the past, and there needs to be recognized community engagement in future planning.

The fact that SD 71 has designated two west Courtenay schools as Community Schools (Lake Trail Community School, Courtenay Elementary Community School) speaks to its commitment and response to neighborhood's and their communities. New Community Schools will recognize the role played by past neighbourhood associations and seek community participation in the future and make the SD 71 schools community hubs.

Perhaps it is no accident that four of the city councilors elected in November live in west Courtenay three of whom have children attending schools in the area. This demonstration of community intent is significant for a community defined LAP.

A democracy fueled participation of community in the creation of a Local Area Plan would help propel west Courtenay into a vibrant part of a healthy Comox Valley. In Appendix A, I have included reference to community participation in local decision making in Portland, Oregon. The entire state has a long history of public involvement in public decision making. These are just some examples.

Ultimately, the responsibility for planning in west Courtenay rests with Courtenay city council. The planning process that would lead to a plan for change in west

Courtenay will most likely be the creation of a Local Area Plan within the city's official community plan.

My ask with this paper: a process to review change in west Courtenay, probably through a Local Area Plan (LAP).

**Recommendations for Council consideration:**

1. That the City of Courtenay establish a Local Area Plan within the current Official Community Plan for the part of the city considered to be West Courtenay.
2. That the City of Courtenay develop formal communication links with the Board of Education, School District #71 to identify areas of mutual concern and delivery of common services.

## Appendix A:

### Courtenay Council Term Priorities

<https://www.courtenay.ca/assets/City~Hall/Council/Documents/2019-22%20Strategic%20Plan%20final.pdf>

### Arden Corridor Local Area plan – 2013

<https://www.courtenay.ca/assets/Departments/Development~Services/Arden%20OLAP%20Dec%202019-%20FINAL%20ADOPTED-web%20reduced.pdf>

### Lake Trail History, a great overview of the community within west Courtenay

<http://laketrailstories.ca/about-us/>

### Morrison Creek in west Courtenay video review of the Conservation Valley Land Trust

<https://vimeo.com/277725536>

### Contact an SD 71 School Trustee, new names:

[https://www.comoxvalleyschools.ca/apps/pages/index.jsp?uREC\\_ID=1064586&type=d&pREC\\_ID=1357799](https://www.comoxvalleyschools.ca/apps/pages/index.jsp?uREC_ID=1064586&type=d&pREC_ID=1357799)

### Contact a member of Courtenay City Council:

<https://www.courtenay.ca/EN/main/city-hall/mayor-council/contact-mayor-council.html>

### Planning department of city with a review of the Official Community Plan:

<http://www.courtenay.ca/EN/main/departments/development-services/planning-division/official-community-plan.html>

**Local area plan for Arden corridor, a review of the 2013 plan:**

[https://www.courtenay.ca/assets/Departments/Development~Services/Arden%20LAP Dec%202019-%20FINAL%20ADOPTED-web%20reduced.pdf](https://www.courtenay.ca/assets/Departments/Development~Services/Arden%20LAP%20Dec%202019-%20FINAL%20ADOPTED-web%20reduced.pdf)

**South Courtenay LAP – a LAP is not a new thing for Courtenay:**

[http://www.courtenay.ca/assets/Departments/Development~Services/LAP\\_SouthCourtenay.pdf](http://www.courtenay.ca/assets/Departments/Development~Services/LAP_SouthCourtenay.pdf)

**School District 71 Community Engagement: here are the marching orders for the Board of Education:**

[https://www.comoxvalleyschools.ca/apps/pages/index.jsp?uREC\\_ID=1064586&type=d&pREC\\_ID=1357805](https://www.comoxvalleyschools.ca/apps/pages/index.jsp?uREC_ID=1064586&type=d&pREC_ID=1357805)

**School District 71 Community Schools: policy marching orders for the Board of Education:**

<https://24.files.edl.io/zi7kZBJrd3eEEgzh2MfoqKCyxojngQNTYbGhNh5WLMtuffDd.pdf>

**North/South, East/West: how does Courtenay compare with Vancouver?**

<https://www.cbc.ca/news/canada/british-columbia/vancouver-density-east-west-north-south-1.4947001>

**BC Healthy Communities – imagine a healthy community**

<https://bchealthycommunities.ca>

**Healthy Schools, BC: what do healthy schools look like in your community**

<https://healthyschoolsbc.ca/about/healthy-schools-bc/>

<https://www2.gov.bc.ca/gov/content/health/keeping-bc-healthy-safe/healthy-communities/healthy-schools>

Neighbourhood Planning in Portland, Oregon

<http://www.neighborhoodplanning.org>

Mark Lakeman, Portland, Oregon on what a community group can achieve

<https://www.youtube.com/watch?v=uxDIgm14DLc>

City Repair Project, Portland, Oregon

[https://drive.google.com/file/d/1iwNxyYuauLm57\\_ZhQ092oQshOlbyWpSb/view?ts=5c0aaa9b](https://drive.google.com/file/d/1iwNxyYuauLm57_ZhQ092oQshOlbyWpSb/view?ts=5c0aaa9b)

**Greening and gentrification – what can a community do for itself**

<https://www.nationalobserver.com/2019/01/23/features/did-green-development-project-drive-rent-montreal-neighbourhood>

**Arden Corridor LAP**

<https://www.courtenay.ca/EN/meta/news/news-archives/2013-archives/public-hearing-for-arden-corridor-local-area-plan.html>

**South Courtenay LAP**

[https://www.courtenay.ca/assets/Departments/Development~Services/LAP\\_SouthCourtenay.pdf](https://www.courtenay.ca/assets/Departments/Development~Services/LAP_SouthCourtenay.pdf)

**Old Orchard LAP**

[https://www.courtenay.ca/assets/Departments/Development~Services/LAP\\_Old%20Orchard.pdf](https://www.courtenay.ca/assets/Departments/Development~Services/LAP_Old%20Orchard.pdf)





THE CORPORATION OF THE CITY OF COURTENAY

## STAFF REPORT

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**To:** Council  
**From:** Chief Administrative Officer  
**Subject:** Development Variance Permit No. 1809 – 2300 Ryan Road

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**File No.:** 3060-20-1809  
**Date:** July 2<sup>nd</sup>, 2019

### PURPOSE:

The purpose of this report is to provide Council with the Ministry of Transportation and Infrastructure's response as per the Council resolution of May 6<sup>th</sup>, 2019.

.04  
DEVELOPMENT  
VARIANCE PERMIT  
NO. 1809 - 2300  
RYAN ROAD  
3060-20-1809

Moved by Hillian and seconded by Morin that Council delay consideration of the May 6<sup>th</sup>, 2019 staff report "Development Variance Permit No. 1809 - 2300 Ryan Road" for a period of time to permit staff the opportunity to consult with the Ministry of Transportation and Infrastructure regarding specifics of this particular section of Ryan Road and whether a freestanding electronic message board sign presents any increased traffic risk.

**Carried**

### CAO RECOMMENDATIONS:

That based on the May 6<sup>th</sup>, 2019 Staff report "Development Variance Permit No. 1809 – 2300 Ryan Road", Council approve OPTION 1 and issue Development Variance Permit No. 1809.

Respectfully submitted,

David Allen, BES, CLGEM, SCLGM  
Chief Administrative Officer

### BACKGROUND:

On May 6<sup>th</sup>, 2019 a staff report from Development Services was presented to Council which recommended that Council issue Development Variance Permit (DVP) No.1809 to permit a new electronic message board sign at 2300 Ryan Road. The application included requests to vary the number of signs on the property, the sign area, the sign height, the size of the electronic message board and the type of display contained within in the electronic message board.

The draft development variance permit has been included as **Attachment No. 1**.

**DISCUSSION:**

At their May 6<sup>th</sup>, 2019 meeting a resolution was passed by Council to delay consideration of the application for a period of time to permit staff to consult with the Ministry of Transportation and Infrastructure about the specifics of this section of Ryan Road and whether a freestanding electronic message board sign presents any increased traffic risk.

Staff attended the Courtenay office of the Ministry of Transportation and Infrastructure on May 24, 2019. Staff met with the Ministry's Senior District Development Technician and presented an overview of the Council resolution that was passed on May 6<sup>th</sup>, 2019.

On June 7, 2019 the Senior District Development Technician provided email correspondence to Development Services Staff outlining the Ministry's response (as seen below).

*"The Ministry has no concerns with the proposal assuming the Ministry's Draft Policy Guidelines for Electronic Signs are adhered to."*

The Ministry of Transportation and Infrastructure's Draft Policy Guidelines for Electronic Signs have been referenced in **Attachment No. 2**.

The applicant has confirmed in writing that the proposed signage meets the Ministry's Draft Policy Guidelines for Electronic Signs and the sales manager of Cirrus Systems has provided confirmation that sign's hardware can be factory pre-set to be brighter or dimmer based on the time of day and that the software has the ability to maintain static image displays required by the City's sign bylaw (as seen in **Attachment No. 3**).

**OPTIONS:**

**OPTION 1:** (Recommended) Approve Development Variance Permit No. 1809.

**OPTION 2:** Defer consideration of Development Variance Permit No. 1809 pending receipt of further information.

**OPTION 3:** Not approve Development Variance Permit No. 1809.

Prepared by:



Dana Beatson, MCIP, RPP  
Planner II

Reviewed by:



Ian Buck, MCIP, RPP  
Director of Development Services

*Attachments:*

*Attachment No. 1: Draft Development Variance Permit and Associated Schedule No. 1*

*Attachment No. 2: Ministry of Transportation Policy on Digital and Projected Advertising Displays*

*Attachment No. 3: Applicant Letter and Letter from Cirrus Systems Inc.*

**THE CORPORATION OF THE CITY OF COURTENAY  
DEVELOPMENT VARIANCE PERMIT**

**Attachment No. 1:**  
*Draft Development  
Variance Permit 1/2*

**Permit No.** 3060-20-1809

**To issue a Development Variance Permit**

**To:** Name: North Island College  
Address: 2300 Ryan Road  
Courtenay BC  
V9N 8N6

**Property to which permit refers:**

**Legal:** Section 78, Comox District, Except Parts in Plans 35641, VIP61717, 2117RW and EPP27453

**Civic:** 2300 Ryan Road

**Conditions of Permit:**

Permit issued to allow one two-sided freestanding electronic message board sign subject with the following variances to the City of Courtenay Zoning Bylaw No. 2760, 2013:

*Section 5.4.2 (a)* To permit a freestanding sign with a maximum sign area of 11.64 m<sup>2</sup>.

*Section 5.4.2 (a)* To permit a freestanding sign with a maximum height of 2.31 m.

*Section 5.4.2 (b)* To permit a second freestanding sign on the property for a total of two freestanding signs.

*Section 5.4.2 (g)(i)* To permit a freestanding sign with an electronic message board 6.14 m<sup>2</sup> in size representing 52.8% of the total sign area.

*Section .5.4.2 (g)(v)* To permit a freestanding sign with an electronic message board that contains a full color display.

Development Variance Permit No. 1809 is subject to the following conditions:

1. Sign graphics and dimensions must be in accordance with the renderings contained in *Schedule No. 1*, which is attached to and forms part of this permit;
2. Sign location must be in accordance with the renderings contained in *Schedule No. 1*, which is attached to and forms part of this permit;
3. Freestanding sign must be located within a landscaped area of at least 5.0 m<sup>2</sup>;
4. The operation of the electronic message board must be in conformance with all regulations within sections and subsections of Sign Bylaw No. 2760 and the Ministry of Transportation and Infrastructure's *Draft Policy Guidelines for Electronic Signs*; and
5. That a formal amendment application is required if the plans change or additional variances are identified after the permit is issued.

**Attachment No. 1:**  
*Draft Development  
Variance Permit 2/2*

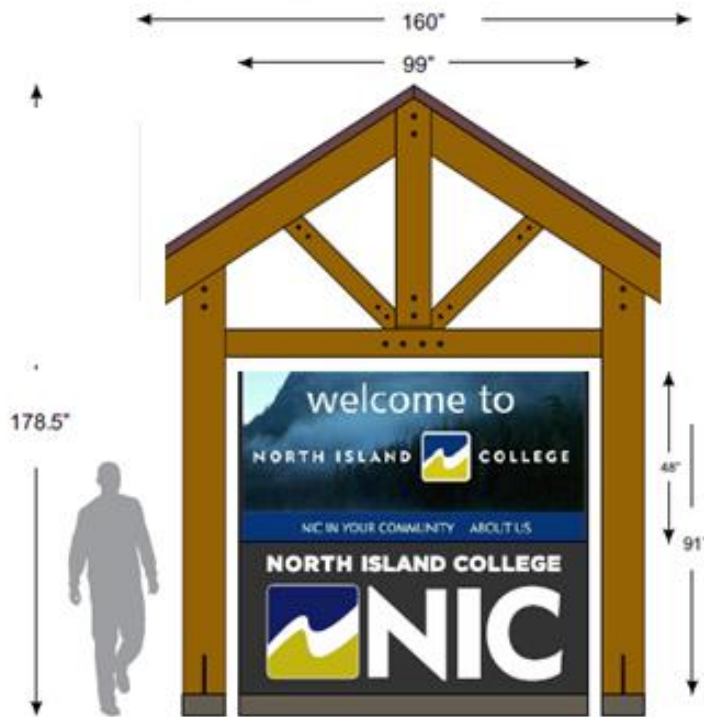
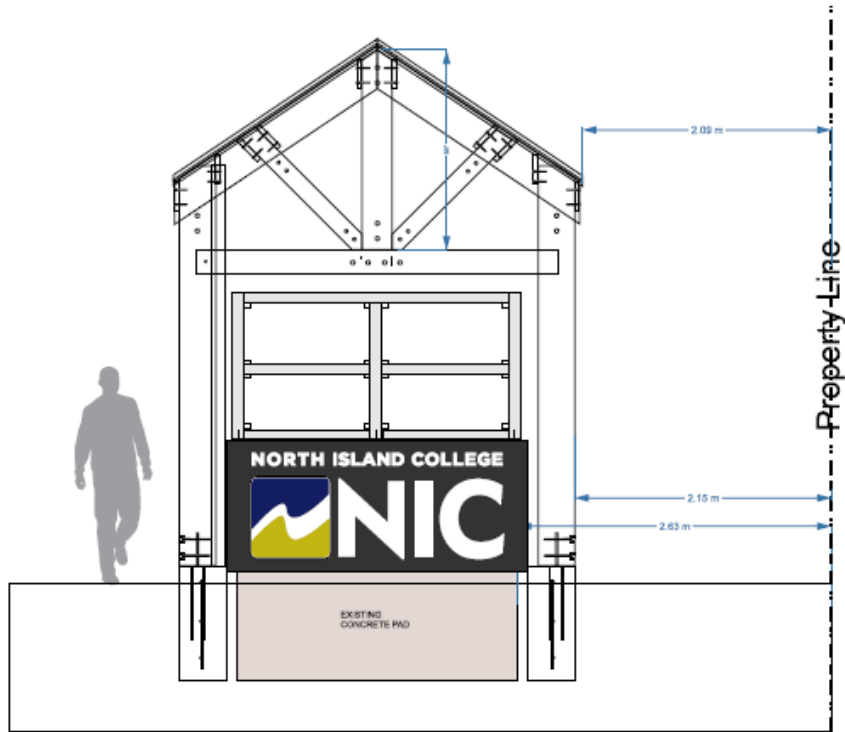
**Time Schedule of Development and Lapse of Permit**

That if the permit holder has not substantially commenced the construction authorized by this permit within (12) months after the date it was issued, the permit lapses.

\_\_\_\_\_  
Date

\_\_\_\_\_  
Director of Legislative Services

Schedule No. 1  
1/2



Schedule No. 1  
2/2



<p>Attachment No. 2 (1 of 2)</p>
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**Please see the following Ministry of Transportation and Infrastructure Policy guidelines regarding electronic signs:**

**Digital and Projected Advertising Displays (DPAD)**

**Policy:**

DPADs shall not be located within any highway right-of-way. A highway right-of-way is the legally defined property dedicated for, or devoted to, the provision of a road or highway.

For all newly installed DPADs outside highway right-of-way and visible to drivers on Provincial highways, the following criteria must be met:

**1. Operation of DPADs and their displays:**

- a. The minimum duration of a display shall be 8 seconds.
- b. Transitions between displays shall appear seamless and instantaneous. The interval between successive displays must last less than 0.25 seconds with no visual effects including, but not limited to: fades, dissolves, or animations.
- c. DPADs shall not use message sequencing or text scrolling. Message sequencing refers to the segmentation of a single message or display that is presented over multiple successive display phases on a single DPAD, along multiple DPADs, or along any combination of DPADs and static billboards.
- d. DPADs shall not display video, animation, flashing, movement, or appearance of movement.
- e. DPADs shall not display targeted advertising content that interacts with or is specific to individual drivers or vehicles through any observed or obtained personal information.
- f. Only DPADs with ambient light sensors which adjust display brightness due to time of day and surrounding conditions shall be permitted. The preferred measurement to determine brightness is illuminance. DPADs' illuminance shall be a maximum of 0.3 foot-candles or 3.2 lux above ambient light levels. Refer to Appendix A: Methodology for Determining DPAD Illuminance Compliance.
- g. If the DPAD malfunctions, the display shall default to a black screen.

**2. Location and spacing of DPADs:**

- a. DPADs shall not be located within any highway right-of-way.
- b. DPADs with structures that, in the event of a failure, may land on a highway right-of-way shall be inspected annually. A record of the inspection indicating its safe operation shall be signed off by the owner's Professional Engineer and provided to the Ministry.
- c. DPADs shall not interfere or overlap with the line of sight of any traffic control devices or signal heads. (Figure-1)
- d. For low-speed corridors (posted speed limit of  $\leq 60$  km/h) DPADs shall have a longitudinal spacing greater than or equal to 150m apart from each other so that only one (1) display surface is visible to approaching vehicles.
- e. For high-speed corridors (posted speed limit of  $\geq 70$  km/h) DPADs shall have a longitudinal spacing greater than or equal to 300m apart from each other so that only one (1) display surface is visible to approaching vehicles. Figure-2 and Figure-3 outline acceptable DPAD spacing for high-speed corridors.
- f. For high-speed corridors (posted speed limit of  $\geq 70$  km/h) DPADs shall not be placed within an outward distance of 300m measured from the centreline or centre of Decision Making Points including, but not limited to:



<p>Attachment No. 3 (2 of 2)</p>
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- Signalized intersections
- Interchanges
- Pedestrian crossings
- At-grade railroad crossings
- Roundabouts

Low speed corridors are exempt from this policy item assuming policy section 2. item c. is fulfilled.

**Appendix A:  
Methodology for Determining DPAD Illuminance Compliance:**

**Illuminance should be measured using a Lux or Illuminance Meter using the following methodology:**

- a. Measure area of the DPAD face.
- b. Determine the Measurement Distance using the following formula:  
Measurement Distance ( ) = Area of Face Display (m<sup>2</sup>) × 100
- c. Securely set up Illuminance Meter, preferably using a tripod, having the receptor pointing to the DPAD face at the calculated Measurement Distance away from the DPAD. (Figure-5)
- d. Measure illuminance readings with DPAD off to determine ambient conditions.
- e. Measure illuminance readings with DPAD on to determine display illuminance.
- f. Subtract the two values. If the difference between the two values is less than or equal to 0.3 foot-candles or 3.2 lux then the DPAD is compliant.”

Provided by:

Brendan Kelly  
Senior District Development Technician  
Ministry of Transportation and Infrastructure  
Vancouver Island District  
250-334-6967

Attachment No. 4 (1 of 2)  
Applicant Letter and Letter from  
Cirrus Systems Inc.



Grant Illuminated Signs Ltd.  
1711-19<sup>th</sup> Ave. Campbell River, BC. V9W4M4  
Phone: 250-287-8558 Fax: 250-286-1522

June 18, 2019

**MOTI Guidelines**

Re: North Island College

Dear Courtenay City Council

I am writing to you about the Ministry of Transportation and Infrastructure guidelines for Digital Advertising Displays. Our application for a variance for a sign that is planned on being installed and used on the North Island College campus in Courtenay, BC will utilize a set of LED message centres that will comply with all requirements described in the MOTI guidelines provided. The system will be very similar to the system we manufactured and installed for the City of Courtenay at the Lewis Centre.

Specifically, our proposal complies with all the requirements outlined, as required.

Attachment No. 4 (1 of 2)  
Applicant Letter and Letter from  
Cirrus Systems Inc.



**Re: Automated brightness control**

To whom this may concern :

As Sales Director of Cirrus LED, I can certify that our hardware can be factory pre-set not to exceed the required brightness and can also be automatically dimmed based on time of day and related events.

Our integrated cloud software can verify the specifications have been met upon display installation. The software also has the ability to maintain a static image for a duration required by the city ordinance.

Please reach out anytime if further dialogue would be helpful to answer any other questions.

Thanks, Dan.

A handwritten signature in black ink, appearing to read 'Dan', written over a white background.

Sales Manager  
415-851-0511  
dkerluke@cirrusled.com





## STAFF REPORT

**To:** Council  
**From:** Chief Administrative Officer  
**Subject:** Development Variance Permit No. 1809 – 2300 Ryan Road

**File No.:** 3060-20-1809  
**Date:** May 6, 2019

### PURPOSE:

The purpose of this report is for Council to consider a Development Variance Permit to vary provisions of the City's Sign Bylaw. The application includes a request to increase the number of signs, sign area, height, the size of the electronic message board and the type of display contained in the message board.

### CAO RECOMMENDATIONS:

That based on the May 6, 2019 Staff report "Development Variance Permit No. 1809 – 2300 Ryan Road", Council approve OPTION 1 and issue Development Variance Permit No. 1809.

Respectfully submitted,

David Allen, BES, CLGEM, SCLGM  
Chief Administrative Officer

### BACKGROUND:

An application has been received to construct a freestanding electronic message board sign on an institutional property legally described as Section 78, Comox District, Except Parts in Plans 35641, VIP61717, 2117RW and EPP27453.

The subject property is located at 2300 Ryan Road and is occupied by North Island College (NIC). The property is zoned PA-3 (Public Institutional 3 Zone) and is approximately 21 ha. in size.

The sign is proposed just east of the intersection of Ryan Road and



Figure 1: Subject Property (approx. location of sign shown in yellow)

College Campus Way. A map showing the location of the subject property is included in **Figure No. 1**.



Figure 2: New Freestanding Sign with Electronic Message Board (EMB outlined in orange)



Figure 3: Existing Freestanding Sign located at the intersection of Ryan Road and College Campus Way

In 2006 NIC received a permit to erect two freestanding signs on the property. Signs were placed at both entrances to the college at the intersection of Ryan Road and College Campus Way and at the intersection of Lerwick Road and the College access road. A street view of the existing sign along Ryan Road is referenced in **Figure No. 3**.

Because the applicant plans to rebuild the sign at the intersection of Ryan Road and College Campus Way, the sign must comply with current Sign Bylaw requirements.

### **Proposal**

The applicant is proposing a two-sided, freestanding, electronic message board (EMB). The sign is 2.31 m high and has an area of 5.82 m<sup>2</sup> (per side). The sign is sited 2.09 m from the property line adjacent to Ryan Road and 16.0 m from the property line adjacent to College Campus Way.

The sign will see the addition of a digital EMB which will replace the existing signage. The existing concrete base will then be painted black and the NIC logo will be anchored to it (see **Figure No. 2**).

Freestanding signs are required to be located in a 5.0 m<sup>2</sup> landscaped area. The proposed sign complies with this section of the Sign Bylaw and is situated in 5.0 m<sup>2</sup> of landscaping that was installed in 2006 when the previous sign permit was issued.

Consistent with the bylaw, the design incorporates the use of natural materials such as timbers which replicate the architectural theme of college buildings. The signage also utilizes a color scheme (blue, white, brown) which is complimentary to the color scheme of the existing buildings onsite (blue, brown and beige).

**Discussion**

The City regulates the number, size, type, form, appearance and location of signs within City boundaries. The bylaw is intended to encourage aesthetically pleasing and harmonious streetscapes and minimize the possibility of signs being erected that are a safety hazard, create traffic hazards or interfere with traffic control devices.

The table below summarizes the Sign Bylaw’s regulations relevant to this application and the variances being applied for.

Bylaw Section Varied		Required	Proposed
Freestanding Signs for Parcels with an Institutional Use  <b>Section 5.4.2</b>	<b>Number of signs</b>	Maximum of one	<b>Variance 1:</b> Two signs
	<b>(A) Sign Area</b>	3.0 m	<b>Variance 2:</b> 5.82 m <sup>2</sup> (per side) Total Sign Area 11.64 m <sup>2</sup>
	<b>(A) Sign Height</b>	2.0 m	<b>Variance 3:</b> 2.31 m
	<b>(G)(i) Sign Area/Electronic Message Board</b>	40%	<b>Variance 4:</b> 52.7%
	<b>(G)(v) Type of Message Display</b>	Monochromatic Display	<b>Variance 5:</b> Full Color Display

Table No. 1: Summary of Sign Regulations and Requested Variances

This application includes five variances to the Sign Bylaw as summarized above and detailed below.

Variance 1: Number of Signs

In 2006, two freestanding signs were erected on the property under a previous bylaw. The new sign bylaw only permits one freestanding sign on institutional properties. Because the sign is considered a new sign, a variance is required to permit the second sign. A second sign would enable the college to better advertise their location, programs and events to the community. Commercial properties in the City are allowed to have two freestanding signs if they have two vehicle entrances or street frontages and are over 2.0 ha in size. **Because this institutional property is 21 ha in size and has two vehicle entrances staff supports a second sign.**

Variance 2, 3, and 4: Sign Area and Height

The new sign has an area of 11.62 m<sup>2</sup> and a height of 2.31 m which is larger than what is permitted in the bylaw. The sign area and height is being increased so that the applicant can incorporate an EMB into the sign. Because the EMB is factory made to a standard size the sign area and height are impacted. The applicant is requesting a two-sided sign so the college can advertise to the travelling public in both eastbound and westbound directions. The applicant also wishes to retain the college logo on the sign beneath the EMB.

Freestanding signs are permitted to have an EMB representing 40% of the total sign area. The applicant's sign has an EMB with an area in size of 3.07 m<sup>2</sup> (per side), representing 52.7% of the total sign area. The EMB's are factory made and come in a standard size, therefore an increase in the allowable size of the EMB is necessary.

Variance 5:

For EMB's in institutional zones, the bylaw only allows a monochromatic display (a black and white display) with automatic dimming features to reduce light intensity in lower ambient light conditions. The applicant's proposal includes a full color LED EMB which is not contemplated by the bylaw.

Assessment

The City of Courtney's Sign Bylaw gives Council the authority to regulate the number, size, type, form, appearance and location of signs for different uses and in different zones.

For properties designated public and institutional the bylaw permits freestanding signs with EMB's and regulates location, height, area and design. For freestanding signs, the bylaw contains specific regulations for electronic message boards.

Staff recognizes that variances are sometimes necessary to achieve the intent of the bylaw which are: to enable businesses, institutions, and community organizations to clearly identify themselves and their products and services; to protect the appearance and visual character of the community and to ensure the safety of pedestrians, cyclists and motorists. Staff also recognizes that sign regulations are put in place to ensure the size, colour, design and placement of signs are consistent with the character of the surrounding area.

The proposed sign is high quality and incorporates a similar design as the other recently approved freestanding signs with digital EMBs approved for the Prime Chophouse in 2017 and the Lewis Centre in 2016.

Regarding the sign's location, the sign respects a 2.0 m wide statutory right-of-way (SROW) on the property for future road widening. Ryan Road is under the jurisdiction of the Ministry of Transportation and Infrastructure (MOTI) who has a separate set of policies on EMBs. The applicant has indicated that the sign complies with MOTI's policies on "Digital and Projected Advertising Displays (DPAD) (**Attachment No. 3**).

The proposed sign will enable the North Island College to more clearly identify themselves and the activities, events and programs they provide to the public. Incorporating a full color display helps maintain the sign's visibility during periods of seasonal darkness and poor weather.

The sign has been coordinated with building architecture and is in keeping with the scale and character of the property. Further, staff believes the sign has an attractive design which utilizes natural materials and compliments the existing landscaped area. **Staff considers the requested variances as minor and supportable.**

**FINANCIAL IMPLICATIONS:**

Should Development Variance Permit No. 1809 be approved, the applicant would be required to apply for a sign permit. Sign permit fees are \$100 for freestanding sign over 2.5 m in height. The



Development Permit Variance application fee paid by the applicant for the sign variance was \$400. There are no other financial implications related to this application.

**ADMINISTRATIVE IMPLICATIONS:**

Processing development variance permits is a statutory component of the work plan. Staff has spent approximately 25 hours processing this application to date. Should the proposed development variance permit be approved, an additional 2 hours of staff time will be required to register the permit and close the file. There is no building permit required for this sign.

**ASSET MANAGEMENT IMPLICATIONS:**

There are no Asset Management Implications associated with this application.

**STRATEGIC PRIORITIES REFERENCE:**

There are no direct references. However, processing development applications is a fundamental corporate and statutory obligation of the City.

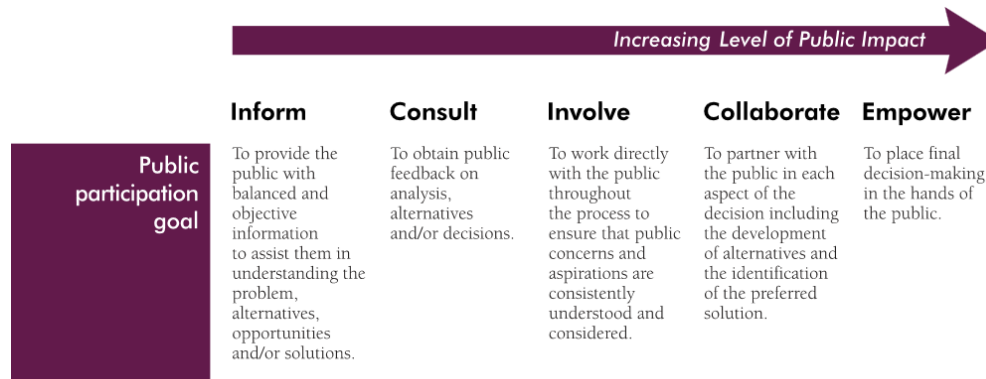
**OFFICIAL COMMUNITY PLAN REFERENCE:**

There are no OCP Policies directly applicable to this application.

**REGIONAL GROWTH STRATEGY REFERENCE:**

There are no Regional Growth management implications related to this application.

**CITIZEN/PUBLIC ENGAGEMENT:**



The applicant distributed invitations to the public information meeting to property owners and occupiers within 30 metres of the property. The meeting was held on December 7, 2018 and there were no attendees. Since the public meeting neither City staff nor the applicant has received any public comments from the meeting.

In accordance with the *Local Government Act*, the City has notified property owners and occupants within 30 metres of the subject property of the requested variances and provided the opportunity to submit written feedback. **To date, staff has received no responses.**

**OPTIONS:**

**OPTION 1:** (Recommended) Approve Development Variance Permit No. 1809.

**OPTION 2:** Defer consideration of Development Variance Permit No. 1809 pending receipt of further information.

**OPTION 3:** Not approve Development Variance Permit No. 1809.

Prepared by:



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Dana Beatson, MCIP, RPP  
Planner II

Reviewed by:



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Ian Buck, MCIP, RPP  
Director of Development Services

*Attachments:*

*Attachment No. 1: Draft Development Variance Permit and Associated Schedule No. 1*

*Attachment No. 2: Ministry of Transportation Policy on Digital and Projected Advertising Displays*

*Attachment No. 3: Public Information Meeting Summary*

*Attachment No 4: Applicant's Letter and Rationale*

**THE CORPORATION OF THE CITY OF COURTENAY  
DEVELOPMENT VARIANCE PERMIT**

**Attachment No. 1:**  
*Draft Development  
Variance Permit*

**Permit No.** 3060-20-1809

May 6, 2019

**To issue a Development Variance Permit**

**To:** Name: North Island College  
Address: 2300 Ryan Road  
Courtenay BC  
V9N 8N6

**Property to which permit refers:**

Legal: Section 78, Comox District, Except Parts in Plans 35641, VIP61717, 2117RW and EPP27453

Civic: 2300 Ryan Road

**Conditions of Permit:**

Permit issued to allow one two-sided freestanding electronic message board sign subject with the following variances to the City of Courtenay Zoning Bylaw No. 2760, 2013:

*Section 5.4.2 (a)* To permit a freestanding sign with a maximum sign area of 11.64 m<sup>2</sup>.

*Section 5.4.2 (a)* To permit a freestanding sign with a maximum height of 2.31 m.

*Section 5.4.2 (b)* To permit a second freestanding sign on the property for a total of two freestanding signs.

*Section 5.4.2 (g)(i)* To permit a freestanding sign with an electronic message board 6.14 m<sup>2</sup> in size representing 52.8% of the total sign area.

*Section .5.4.2 (g)(v)* To permit a freestanding sign with an electronic message board that contains a full color display.

Development Variance Permit No. 1809 is subject to the following conditions:

1. Sign graphics and dimensions must be in accordance with the renderings contained in *Schedule No. 1*, which is attached to and forms part of this permit;
2. Sign location must be in accordance with the renderings contained in *Schedule No. 1*, which is attached to and forms part of this permit;
3. Freestanding sign must be located within a landscaped area of at least 5.0 m<sup>2</sup>;
4. The operation of the electronic message board must be in conformance with all regulations within sections and subsections of the Sign Bylaw No. 2760; and
5. That a formal amendment application is required if the plans change or additional variances are identified after the permit is issued.

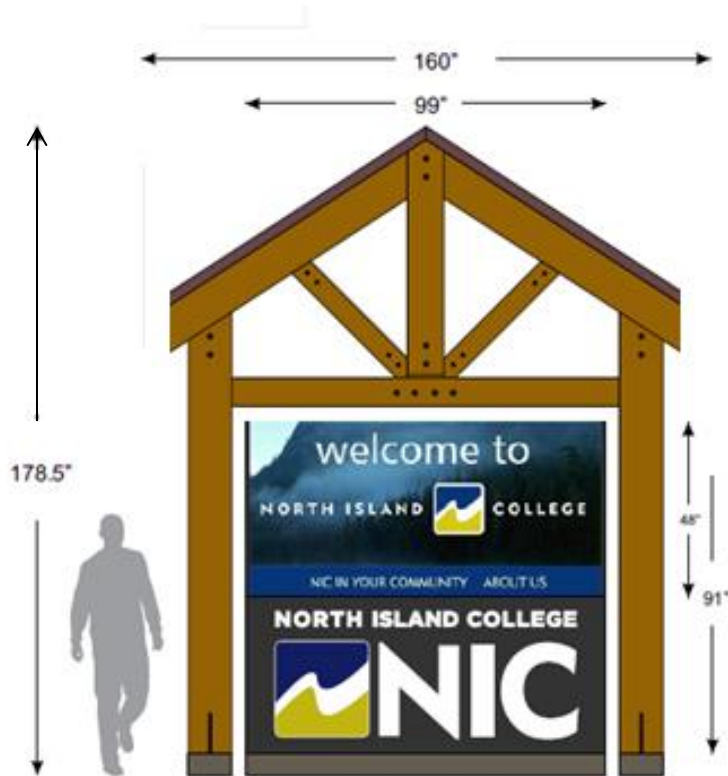
**Time Schedule of Development and Lapse of Permit**

That if the permit holder has not substantially commenced the construction authorized by this permit within (12) months after the date it was issued, the permit lapses.

\_\_\_\_\_  
Date

\_\_\_\_\_  
Director of Legislative Services

Schedule No. 1  
1/2



Schedule No. 1  
2/2



**Please see the following Ministry of Transportation and Infrastructure Policy guidelines regarding electronic signs:  
Digital and Projected Advertising Displays (DPAD)**

**Policy:**

DPADs shall not be located within any highway right-of-way. A highway right-of-way is the legally defined property dedicated for, or devoted to, the provision of a road or highway.

For all newly installed DPADs outside highway right-of-way and visible to drivers on Provincial highways, the following criteria must be met:

**1. Operation of DPADs and their displays:**

- a. The minimum duration of a display shall be 8 seconds.
- b. Transitions between displays shall appear seamless and instantaneous. The interval between successive displays must last less than 0.25 seconds with no visual effects including, but not limited to: fades, dissolves, or animations.
- c. DPADs shall not use message sequencing or text scrolling. Message sequencing refers to the segmentation of a single message or display that is presented over multiple successive display phases on a single DPAD, along multiple DPADs, or along any combination of DPADs and static billboards.
- d. DPADs shall not display video, animation, flashing, movement, or appearance of movement.
- e. DPADs shall not display targeted advertising content that interacts with or is specific to individual drivers or vehicles through any observed or obtained personal information.
- f. Only DPADs with ambient light sensors which adjust display brightness due to time of day and surrounding conditions shall be permitted. The preferred measurement to determine brightness is illuminance. DPADs' illuminance shall be a maximum of 0.3 foot-candles or 3.2 lux above ambient light levels. Refer to Appendix A: Methodology for Determining DPAD Illuminance Compliance.
- g. If the DPAD malfunctions, the display shall default to a black screen.

**2. Location and spacing of DPADs:**

- a. DPADs shall not be located within any highway right-of-way.
- b. DPADs with structures that, in the event of a failure, may land on a highway right-of-way shall be inspected annually. A record of the inspection indicating its safe operation shall be signed off by the owner's Professional Engineer and provided to the Ministry.
- c. DPADs shall not interfere or overlap with the line of sight of any traffic control devices or signal heads. (Figure-1)
- d. For low-speed corridors (posted speed limit of  $\leq 60$  km/h) DPADs shall have a longitudinal spacing greater than or equal to 150m apart from each other so that only one (1) display surface is visible to approaching vehicles.
- e. For high-speed corridors (posted speed limit of  $\geq 70$  km/h) DPADs shall have a longitudinal spacing greater than or equal to 300m apart from each other so that only one (1) display surface is visible to approaching vehicles. Figure-2 and Figure-3 outline acceptable DPAD spacing for high-speed corridors.
- f. For high-speed corridors (posted speed limit of  $\geq 70$  km/h) DPADs shall not be placed within an outward distance of 300m measured from the centreline or centre of Decision Making Points including, but not limited to:

- Signalized intersections
- Interchanges
- Pedestrian crossings
- At-grade railroad crossings
- Roundabouts

Attachment No. 2  
(2 of 2)

Low speed corridors are exempt from this policy item assuming policy section 2. item c. is fulfilled.

**Appendix A:  
Methodology for Determining DPAD Illuminance Compliance:**

**Illuminance should be measured using a Lux or Illuminance Meter using the following methodology:**

- a. Measure area of the DPAD face.
- b. Determine the Measurement Distance using the following formula:  
Measurement Distance ( ) =  $\sqrt{\text{Area of Face Display (m}^2\text{)} \times 100}$
- c. Securely set up Illuminance Meter, preferably using a tripod, having the receptor pointing to the DPAD face at the calculated Measurement Distance away from the DPAD. (Figure-5)
- d. Measure illuminance readings with DPAD off to determine ambient conditions.
- e. Measure illuminance readings with DPAD on to determine display illuminance.
- f. Subtract the two values. If the difference between the two values is less than or equal to 0.3 foot-candles or 3.2 lux then the DPAD is compliant.”

Provided by:

Brendan Kelly  
Senior District Development Technician  
Ministry of Transportation and Infrastructure  
Vancouver Island District  
250-334-6967





Attachment No. 3  
(1 of 2)

## NOTICE OF PUBLIC INFORMATION MEETING

### RE: Upgrade Signage at 2300 Ryan Road to Digital Signage

<b>Date:</b>	Friday, December 7, 2018
<b>Time:</b>	1:00 – 2:00 pm
<b>Location:</b>	2300 Ryan Road, Courtenay, BC
<b>Room:</b>	Boardroom (Room KX-146), Komoux Hall
<b>Parking:</b>	Parking available in student parking (see attached campus map)

#### Proposal / Rational

North Island College (NIC) is seeking City of Courtenay approval to update its exterior signage located at 2300 Ryan Road to digital signage. Research and experience has shown that digital signage is the most efficient and affordable method of marketing current college programs, new programs, college special events, community safety messages, campus closures and other relevant information.

#### Benefits to Courtenay Residents

The proposed digital signage will allow NIC to quickly and easily post Public Service Announcements, which will improve safety for City of Courtenay and Comox Valley residents and visitors. For example, NIC's digital signage will be able to alert residents to various issues, including:

- a) Boil water advisories
- b) Bear sightings and warnings
- c) Cougar and other wildlife sightings and warnings
- d) Earthquake warnings and safety information
- e) Tsunami warnings and safety information
- f) Amber Alerts
- g) Community events
- h) Other safety and relevant information for local residents and community visitors

The signage will also help retain and attract more post-secondary students to the Comox Valley. Research shows that 74% of graduates begin their careers within 100 kilometers of where they finish their post-secondary education. In other words, more NIC students and graduates means more future Courtenay residents.

#### Opportunity to Provide Feedback

Participants will be provided with a comment sheet to submit written feedback.

#### Applicant Contact Information

**Randall Heidt**  
Vice President Strategic Initiatives  
NORTH ISLAND COLLEGE  
2300 Ryan Road  
Courtenay, BC V9N 8N6  
T: 250-334-5247

**Jonathan Calderwood**  
General Manager  
GRANT ILLUMINATED SIGNS LTD.  
1711-19th Street  
Campbell River, BC V9W 4M4  
Tel# 250-287-8558

**Beatson, Dana**

Attachment No. 3  
(2 of 2)

**From:** Jonathan Calderwood <jonathan@grantsigns.ca>  
**Sent:** December-07-18 3:03 PM  
**To:** Blamire, Susan  
**Cc:** Beatson, Dana; Randall Heidt  
**Subject:** Re: Public Info Meeting-30mLabels

Hi Sue,

We've completed our public information session and Randall and I were prepared to field questions but there was no attendance for the meeting. Both Randall and I are able to attend council meetings in January.

Please let us both know when the meeting would be held and we will attend.

Thank you again.

Jonathan Calderwood  
Grant Illuminated Signs Ltd  
250-287-8558





OFFICE OF THE VICE PRESIDENT  
STRATEGIC INITIATIVES

Attachment No. 3:  
*Applicants' Letter of  
Rationale 1/4*

**NIC Digital Signage  
Rationale for Variance  
City of Courtenay  
October 29, 2018**

**PROPOSAL**

North Island College (NIC) is seeking the City of Courtenay approval to update its exterior signage located at 2300 Ryan Road (see page 2).

**RATIONALE**

Research and experience has shown that digital signage is the most efficient and affordable method of marketing current college programs, new programs, college special events, community safety messages, campus closures due to weather and other relevant information.

**Benefits to Courtenay**

The proposed digital signage will allow NIC to quickly and easily post Public Service Announcements, which will improve safety for City of Courtenay and Comox Valley residents and visitors. For example, NIC's digital signage will be able to alert residents to various issues, including:

- a) Boil water advisories
- b) Bear sightings and warnings
- c) Cougar and other wildlife sightings and warnings
- d) Earthquake warnings and safety information
- e) Tsunami warnings and safety information
- f) Amber Alerts
- g) Community events
- h) Other safety and relevant information for local residents and community visitors

The signage will also help retain and attract more post-secondary students to the Comox Valley. Research shows that 74% of graduates begin their careers within 100 kilometers of where they finish their post-secondary education. In other words, more NIC students and graduates means more future Courtenay residents.

**Specifications**

The size of the new digital signage will be similar to the existing signage. The existing foundation and rock structure will be utilized, with the main change being the addition of a digital screen replacing the existing signage above the rock structure. The digital screen will be of similar size to the existing

Attachment No. 3:  
*Applicants' Letter of  
Rationale 2/4*

signage. The rock structure will be painted black and have an NIC logo anchored to it. Total size for the digital message centre is 32 square feet.

**Proposed signage at 2300 Ryan Road**



**Current signage at 2300 Ryan Road**



2300 RYAN ROAD, COURTENAY, BC, V9N 8N6  
TEL: 250.334-5249

WWW.NIC.BC.CA  
RANDALL.HEIDT@NIC.BC.CA



OFFICE OF THE VICE PRESIDENT  
STRATEGIC INITIATIVES

Attachment No. 4:  
*Applicants' Letter of  
Rationale 3/4*

The sign that North Island College is proposing for its main entrance complies with the overall intent for signage in Courtenay as per section:

**“5.4 Institutional (PA-1, PA-2, PA-3, PA-4 Zone)**

Institutional properties such as schools, community centres and churches often host community activities and events. Electronic message boards allow these organizations to communicate information in a timely fashion. As these properties often have large areas available for landscaping, monument style signage can be accompanied by improved landscaping enhancing the overall look of the streetscape.”

NIC is asking the City of Courtenay to approve variances to allow the proposed signage to be used. Variances are under section 5.4.2 Freestanding Sign.

**5.4.2 a: The *sign area* shall not exceed 3.0 m<sup>2</sup> (32.3 sq. ft.).**

The new digital addition to the sign is 32 sq. ft. and therefore within current regulations. NIC is requesting that its logo be allowed to be anchored to the existing rock surface.

**5.4.2 a: the *height* shall not exceed 2.0 m (6.56 ft.).**

NIC's digital sign proposal has an overall sign height of 7'7", which is:

- a) is of similar size to NIC's existing sign;
- b) the same height as the Mark R. Isfeld high school digital sign located in the area;
- c) is considerably lower than The Prime Chophouse digital signage structure recently approved by Courtenay and located just down Ryan Road from NIC

**5.4.2 g(i): the *electronic message board* can be no more than 40% of the *sign area*;**

As recommended in section 5.4 of the bylaw, NIC's sign design is "coordinated with the building architecture and site landscaping. The use of natural materials is encouraged." This is evidenced by the wood structure surrounding the sign, which is similar to the college's existing architecture. If the wood structure is considered as part of the sign, the digital screen portion does not exceed 40% of the total sign area. If the structure is not considered part of the sign, the digital screen will be 51.2% of the sign, but is still of similar size to the existing sign as shown in drawings below.

**5.4.2 g(v.) the *electronic message board* must be a monochromatic display and must include automatic dimming features to reduce light intensity in lower ambient light conditions.**

Attachment No. 4:  
*Applicants' Letter of  
Rationale 4/4*

The NIC logo and digital sign will utilize the latest technology and automatic dimming features to reduce light intensity and lower ambient light conditions. NIC is requesting that it be allowed to use a full colour digital display, similar to the one currently utilized by The Prime Chophouse.

**ACTION/MOTION:** That the City of Courtenay approve NIC's request to update its exterior signage located at 2300 Ryan Road as presented.

Respectfully submitted,

Randall Heidt  
Vice President Strategic Initiatives  
North Island College  
250-334-5249  
Cell 250-650-5725  
randall.heidt@nic.bc.ca

**Beatson, Dana**

---

**From:** Sherri Wilson <Sherri.Wilson@nic.bc.ca>  
**Sent:** February-05-19 3:44 PM  
**To:** Beatson, Dana  
**Cc:** jonathan@grantsigns.ca; Randall Heidt  
**Subject:** RE: Review of DVP Application (Application Review Email)

Hi Dana,

It was nice speaking with you on the phone. In addition to advertising for program and course availability as well as open registration dates, etc, I thought of a few more examples of *possible* events that could be displayed on the electronic message board, such as:

- Apply Now for scholarships and bursaries
- Registration Open for Comox Valley Elder College
- Information sessions for programs and courses (eg. Activity Assistant, Animal Care Aid, etc)
- NIC Career Fair Date (it is located off campus due to space)
- Fundraising events
- NIC School of Fine Arts & Design: Artist Talk Lecture Series
- NIC Film Screenings
- College closed due to weather or statutory holiday

And, as discussed, any public service announcements would only be displayed at the City of Courtenay's request. We are not planning to apply for a variance for content.



## STAFF REPORT

**To:** Council

**File No.:** 3360-20-1904

**From:** Chief Administrative Officer

**Date:** July 2<sup>nd</sup>, 2019

**Subject:** Zoning Amendment Bylaw No. 2958 – #101 - 576 England Avenue

### PURPOSE:

The purpose of this report is for Council to consider a Zoning Amendment application to rezone unit #101-576 England Avenue legally described as That Part of Lot 92, Section 61, Comox District, Plan 311 Lying To The South East of The South Easterly Boundary of Plan 1621-R. The proposed amendment is to allow a storefront cannabis retailer within an existing commercial building.

### CAO RECOMMENDATIONS:

THAT based on the July 2<sup>nd</sup>, 2019 staff report “Zoning Amendment Bylaw No. 2958 – #101-576 England Avenue” Council approve OPTION 1 and proceed to First and Second Readings of Zoning Amendment Bylaw No. 2958, 2019; and

THAT Council direct staff to schedule and advertise a statutory public hearing with respect to the above-referenced Bylaw on August 6<sup>th</sup>, 2019 at 5:00 p.m. in City Hall Council Chambers; and

THAT Council direct staff to prepare a bylaw to remove storefront cannabis retailer as a permitted use at 605/625 Cliffe Avenue.

Respectfully submitted,

David Allen, BES, CLGEM, SCLGM  
Chief Administrative Officer

### BACKGROUND:

The proposed cannabis storefront is located at the northeast corner of the intersection of 6<sup>th</sup> Street and England Avenue. The three storey building is occupied by several different commercial and retail businesses.

The property is zoned Commercial One Zone (C-1) and is designated “Commercial” within the Official



Figure 1: Location Map

Community Plan (OCP). The property is located within the boundaries of the Downtown Courtenay Business Improvement Area (DCBIA).

The applicant proposes to rezone unit #101 on the corner of the ground floor of the complex. This means that the “storefront cannabis retailer” use will only be allowed in unit #101 should this amendment be successful (as seen in **Figures No. 1 and No. 2**).



**Figure 2: Proposed store frontage (source: Google Street view)**

The BC provincial legislation provides local governments with the authority to regulate certain criteria in terms of land use management with respect to non-medical cannabis retailers. Similar to the previous seven storefront applications, this zoning application has evaluated according to the City’s Storefront Cannabis Retailers Policy as well as rules and regulations that apply to all zoning amendment applications.

This application is considered the eighth storefront cannabis rezoning. Table No. 1 below summarizes the current status of applications which have been considered by Council.

*Table 1: Storefront Cannabis Applications Status*

Application Number	Location	Status
#1	#1400 – 2701 Cliffe Ave. (Driftwood Mall)	Final approval March 4, 2019
#2	789 Ryan Rd. (Superstore Shopping Mall)	Final Approval March 18, 2019 (Government Store)
#3	143 - 5 <sup>th</sup> Street	Final Approval April 1, 2019
#4	605/625 Cliffe Ave. (Courtenay Mall)	Final Approval May 6, 2019 <b>The licensing application with the Province has been subsequently terminated on June 4, 2019</b>
#5	379 4 <sup>th</sup> Street	<b>Application Denied on May 21, 2019</b>
#6	#103-1025 Cliffe Avenue	Bylaw No. 2955 Received First and Second Reading June 10, 2019
#7	#103-2070 Cliffe Avenue	Bylaw No. 2957 Received First and Second Reading June 17, 2019
<b>#8</b>	<b>#101 -576 England Avenue</b>	<b>Council consideration of First and Second Reading July 2, 2019</b>

The Planning department has received a total of nine rezoning applications for storefront cannabis retailers within the City and has been processing them on a first come first served basis. A proposal for a storefront cannabis retail storefront located at 379 - 4<sup>th</sup> Street was denied by Council on May 21, 2019 and an application for a retail storefront at 605/625 Cliffe Avenue, although approved by the City, was subsequently withdrawn by the applicant (*see Table No. 1 above*). A map summarizing the approved, denied, pending and future Cannabis Retail proposals has been included in **Attachment No. 1**



**DISCUSSION:**

**Overview of the Proposal**

Beaufort Botanicals is currently leasing retail unit #101 – 576 England Avenue and is proposing to establish a cannabis storefront within the existing commercial building.

The floor area of the proposed store is approximately 143 m<sup>2</sup> (1,536 ft<sup>2</sup>) which includes 93 m<sup>2</sup> (1,000 ft<sup>2</sup>) of retail space that will be visible to customers. The retail unit also includes a bathroom, a secure storage area and office space.

New signage and minor interior renovations are proposed including the installation of new flooring, fixed shelving and cabinetry. The interior of the storefront will also be painted. The applicant has indicated that no exterior work is proposed at this time; however, in the future the owner plans to paint the exterior of the unit. The proposed plans are attached to the report (as seen in **Attachment No. 3**).

The store would be open to the public between 9:00 a.m. and 9:00 p.m. Monday through Sunday with the exception of some statutory holidays. The store will be managed by two staff persons and one manager. All other operational requirements including security requirements are regulated by the provincial licencing regulations.

**Official Community Plan and Zoning Review**

There are no direct references in the Official Community Plan (OCP) with respect to storefront cannabis retailers. The City’s Storefront Cannabis Retailers Policy states that storefront cannabis retailers will only be considered in an established retail location where the zoning permits retail sales. Since the land use designation of the subject property is commercial, the proposed location is consistent with the policy. No building alterations are proposed except for minor interior renovations.

The provision of parking is not required in the C-1 zone. Staff note that there is two hour-street parking adjacent to the commercial building along the east and west side of England Avenue between 5<sup>th</sup> and 6<sup>th</sup> Street and along the north and south side of 6<sup>th</sup> Street between Duncan and England Avenue. Also, because of the storefront’s central downtown location many customers are anticipated to be walk in customers that travel to the store by foot or bicycle.

**Policy Compliance**

The table below compares the policy to the proposed retail location.

*Table 2: Evaluation of Proposal*

<b>Policy Statements</b>	<b>Policy</b>	<b>Proposal</b>	<b>Complies with Policy</b>
General Location	Only be permitted in an established retail location where the current zoning permits retail sales	The property is zoned C-1, where retail sales is permitted	Yes
Distance	A storefront cannabis retailer should be at least 300 meters from public or independent elementary, middle or secondary school.	Outside of the 300-meter buffer from any public or independent elementary, middle or secondary school.	Yes

	At least 400 meters (in a straight line from closest lot line to closest lot line) from another lot where a storefront cannabis retailer is permitted, whether or not a storefront cannabis retailer is active on that lot	Within the 400-meter buffer from another cannabis retailer	<b>No</b>
	At least 300 meters from a City owned playground facility including the spray park and skateboard parks	Outside of the 300-meter buffer from a City owned playground including the spray park and skateboard parks	Yes
Restricted at temporary events	Cannabis sales are not permitted at special events, public markets or farmers markets.	At a permanent location and scheduled to be open between 9 a.m. and 9 p.m. (Monday through Sunday)	Yes
Parking	Satisfactory to the off-street parking requirements outlined in Division 7 of Zoning Bylaw 2500, 2007	Satisfies the off-street parking requirements outlined in Division 7 of Zoning Bylaw 2500, 2007	Yes
One store is permitted per lot	Only one storefront cannabis retailer will be allowed per lot.	No other applications are made at this location	Yes
The Maximum Number of Retailers Permitted in the City	Five (5) private retailers and one (1) Government operated store in the City	<ul style="list-style-type: none"> <li>• This is the 8<sup>th</sup> rezoning application for storefront cannabis retailer made to the City.</li> <li>• Four applications have received final approval; two applications have been denied or withdrawn. There are three additional applications (including this one) being considered in the bylaw adoption process.</li> </ul>	<b>No</b>

**Evaluation**

As summarized in Table 2 above, the proposal is consistent the policies guiding storefront cannabis retailers with the exception of the distance requirement to another cannabis retailer and the maximum number of retailers permitted in the City.

The Cannabis Retailers Policy limits distances between retailers to a minimum of 400 metres (in a straight line from closest lot line to closest lot line) to another lot where a retailer is permitted, whether or not storefront retailer is active on that lot.

The proposed storefront is within 400m of two properties that Council has previously granted approval to permit a cannabis retail store. The property located at 605/625 Cliffe Avenue is located approximately 161m away, however this application has been withdrawn by the applicant, and the property located at 143 5<sup>th</sup> Street is approximately 277m away. More recently, on June 10, 2019 Council granted first and second reading of Zoning Amendment Bylaw No. 2955 to permit a cannabis retail unit at #103-1025 Cliffe

Avenue. If this application is approved this storefront location will be 300 metres away from the proposed retail unit at #101-576 England Avenue.

Policy 7 of the City's Storefront Cannabis Retailers Policy limits the maximum number of storefront retailers to five private and one Government run store. To date, Council has approved four locations for private retailers and one location for a government run store. Staff notes that there are an additional two applications for private retailers located at #103-1025 Cliffe Avenue and #103-2770 Cliffe Avenue where public hearings are scheduled for July 2<sup>nd</sup> and July 15<sup>th</sup>. Should those locations be approved, this application will be considered the sixth private retailer, exceeding the number of private retailers permitted in the policy.

As noted above the applicant for the proposal at 605/625 Cliffe Avenue has withdrawn their application at the Provincial level following the City's approval of the rezoning. As there are other applications still proceeding through the approval process, Council may wish to consider directing staff to prepare a bylaw to rescind the zoning at 605/625 Cliffe. In that case the application on England Avenue under consideration in this report would be considered as the fifth retailer.

It should be noted that the City's Policy on retail cannabis sales is not a regulatory document and is rather a guiding policy document for dealing with individual applications, each of which is to be evaluated on its own merits. The policy does not limit Council from considering variances to the separation distances based on circumstances related to a specific application or to the total number of stores, if Council finds the proposal reasonable.

With past applications Council has shown flexibility in varying the minimum distance requirement between cannabis retailers as per the policy. For example, a proposal for a cannabis retail shop located at 605/625 Cliffe Avenue was approved by Council on May 6<sup>th</sup>, 2019 after Council approved another Cannabis retailer at 143 5<sup>th</sup> Street (Urban Smoke) on April 1, 2019. The distance between those two-retail locations is approximately 132 metres.

It is also noted that during the consultation phase that led to the Storefront Cannabis Retailers Policy the DCBIA supported three stores in the downtown area. If the zoning for 605/625 Cliffe Avenue was rescinded and the proposal at 1025 Cliffe Avenue were approved this application on England Avenue would be the third store downtown.

Staff did not receive any objections for this application during the referral process and no community opposition has been received by staff or the applicant resulting from the public information meeting. Staff recommends the bylaw is given First and Second Reading and proceed to public hearing.

**FINANCIAL IMPLICATIONS:**

The applicant has paid the standard zoning amendment application fee in the amount of \$3,000. The applicant will be required to obtain a building permit, sign permit and an annual business licence. The business licence fee is \$2,500.

**ADMINISTRATIVE IMPLICATIONS:**

Processing zoning bylaw amendments is a statutory component of the corporate work plan. Staff has spent 25 hours processing and reviewing this application. Should the proposed bylaws receive First and Second Readings, staff will spend an additional five hours in preparation for the public hearing, final reading of the bylaw, and updating the bylaws and maps.

**ASSET MANAGEMENT IMPLICATIONS:**

There are no direct asset management implications related to the processing of this rezoning application.

**STRATEGIC PRIORITIES REFERENCE:**

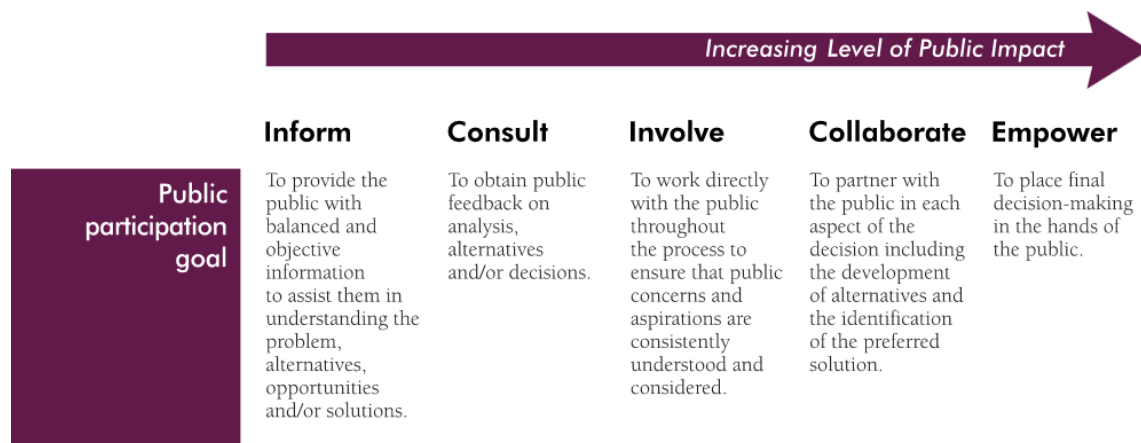
There are no associated references. However, processing development applications is the fundamental corporate and statutory obligations of the City.

**OFFICIAL COMMUNITY PLAN REFERENCE:**

There is no direct reference in the Official Community Plan to storefront cannabis retailers. The use is however, consistent with the commercial land use designation of the property.

**CITIZEN/PUBLIC ENGAGEMENT:**

Staff will consult the public based on the IAP2 Spectrum of Public Participation:



Should Zoning Amendment Bylaw No. 2958 2019 receive First and Second Readings, a statutory public hearing will be held to obtain public opinion in accordance with the *Local Government Act*.

Prior to this application proceeding to Council, the applicant held a public information meeting on March 8, 2019 at Unit #101-576 England Avenue from 1:00 p.m. to 2:00p.m. Property owners and occupiers within 100 metres of the subject property were invited to attend the meeting. A summary of the information distributed at the public information meeting has been included as **Attachment No. 5**.

According to the applicant, two people attended the meeting with two persons signing the sign-in sheet and no attendees filling out comment sheets. Questions raised at the meeting were related to the owner’s business and operational plans such as timelines for opening the store, hours of operation and types of products sold. The public sign in sheet can be seen in **Attachment No. 6**.

**OPTIONS:**

**OPTION 1:** THAT based on the July 2<sup>nd</sup>, 2019 staff report “Zoning Amendment Bylaw No. 2958 – #101-576 England Avenue” Council approve OPTION 1 and proceed to First and Second Readings of Zoning Amendment Bylaw No. 2958, 2019; and

THAT Council direct staff to schedule and advertise a statutory public hearing with respect to the above-referenced Bylaw on August 6<sup>th</sup>, 2019 at 5:00 p.m. in City Hall Council Chambers. (Recommended); and

THAT Council direct staff to prepare a bylaw to remove storefront cannabis retailer as a permitted use at 605/625 Cliffe Avenue.

**OPTION 2:** That Council postpone consideration of Bylaw No. 2958, 2019 with a request for more information.

**OPTION 3:** That Council not proceed with Bylaw No. 2958, 2019.

Prepared by:



---

Dana Beatson, MCIP, RPP  
Planner II

Reviewed by:



---

Ian Buck, MCIP, RPP  
Director of Development Services

*Attachments:*

*Attachment No. 1: Map of Approved, Denied/Withdrawn, Pending and Future Cannabis Retail Proposals*

*Attachment No. 2 Storefront Cannabis Retailers Policy*

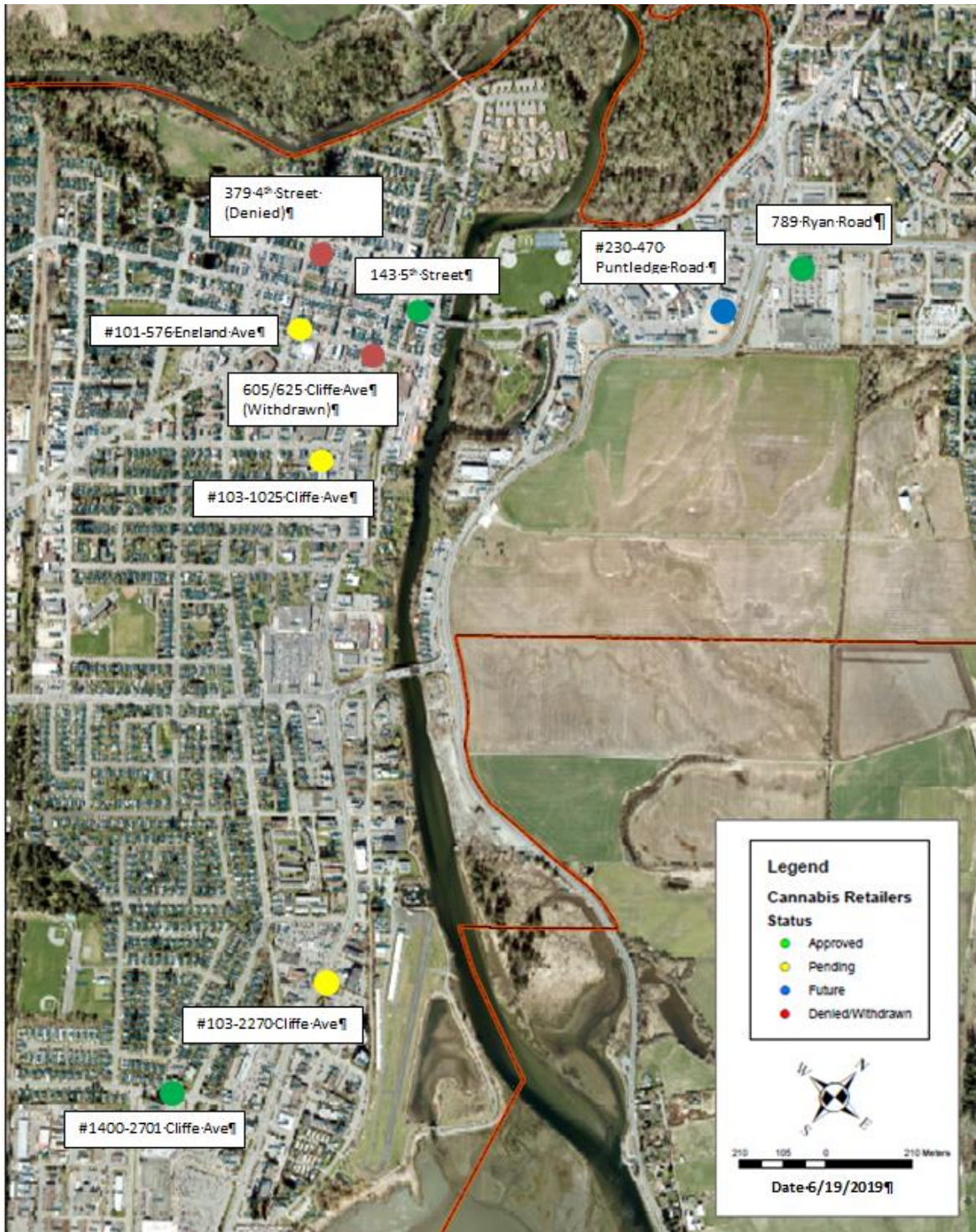
*Attachment No. 3: Floor Plan, Building Elevation and List of Occupants*

*Attachment No. 4: Applicant's Letter*

*Attachment No. 5: Public Information Meeting Summary and Meeting Advertisement*

*Attachment No. 6: Public Sign in Sheet*

ATTACHMENT No. 1 (1/1)  
City Storefront Cannabis Retail Proposals



ATTACHMENT No. 2 (1/2)  
Storefront Cannabis Retailer Policy

**City of Courtenay Policy** Page 1 of 2

<b>Section 13 - Planning and Development</b>	<b>Policy #</b>
<b>Subject: Storefront Cannabis Retailers</b>	<b>Revision # 1</b>

The purpose of this policy is to outline the criteria that may be considered by City Council as part of a rezoning application or temporary use permit application to allow for retail cannabis sales at a particular location. This policy is intended to guide applicants and City staff as part of the application process but it is not intended to fetter Council's discretion when dealing with individual applications, each of which will be evaluated on its own merits.

This policy was established in response to the legalization of cannabis by the federal government and the potential unregulated proliferation of storefront cannabis retailers. It is intended to address potentially adverse community impacts of storefront cannabis retailers, including inappropriate exposure of minors to cannabis and the undesirable concentration of storefront cannabis retailers.

**B. DEFINITIONS**

**Applicant** means an applicant for a rezoning that would allow for a storefront cannabis retailer at a particular location.

**Storefront Cannabis Retailer** means a premises where cannabis is sold or otherwise provided to a person who attends at the premises.

**C. POLICY STATEMENTS**

***Rezoning Considerations***

1. Storefront cannabis retailers will only be considered in an established retail location where the current zoning permits retail sales.
2. A storefront cannabis retailer should be:
  - a. at least 300 m (in a straight line from closest lot line to closest lot line) from a public or independent elementary, middle or secondary school.

<b>AUTHORIZATION:</b>	<b>DATE:</b>
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ATTACHMENT No. 2 (2/2)  
Storefront Cannabis Retailer Policy

**City of Courtenay Policy** Page 2 of 2

<b>Section 13 - Planning and Development</b>	<b>Policy #</b>
<b>Subject: Storefront Cannabis Retailers</b>	<b>Revision # 1</b>

- b. at least 400 m (in a straight line from closest lot line to closest lot line) from another lot where a storefront cannabis retailer is permitted, whether or not a storefront cannabis retailer is active on that lot.
  - c. at least 300m from a City owned playground facility including the spray park and skateboard parks.
3. Cannabis sales are not permitted at special events, public markets or farmers markets.
  4. This Policy does not limit Council from considering variances to the separation distances noted in (2) based on circumstances related to a specific application.
  5. The off-street parking requirements applicable to retail stores as outlined in Division 7 of Zoning Bylaw 2500, 2007 and amendments thereto will apply to storefront cannabis retailers.
  6. Only one storefront cannabis retailer will be allowed per lot.
  7. The maximum number of storefront cannabis retailers in the City is five (5) private retailers and one (1) Government run store.

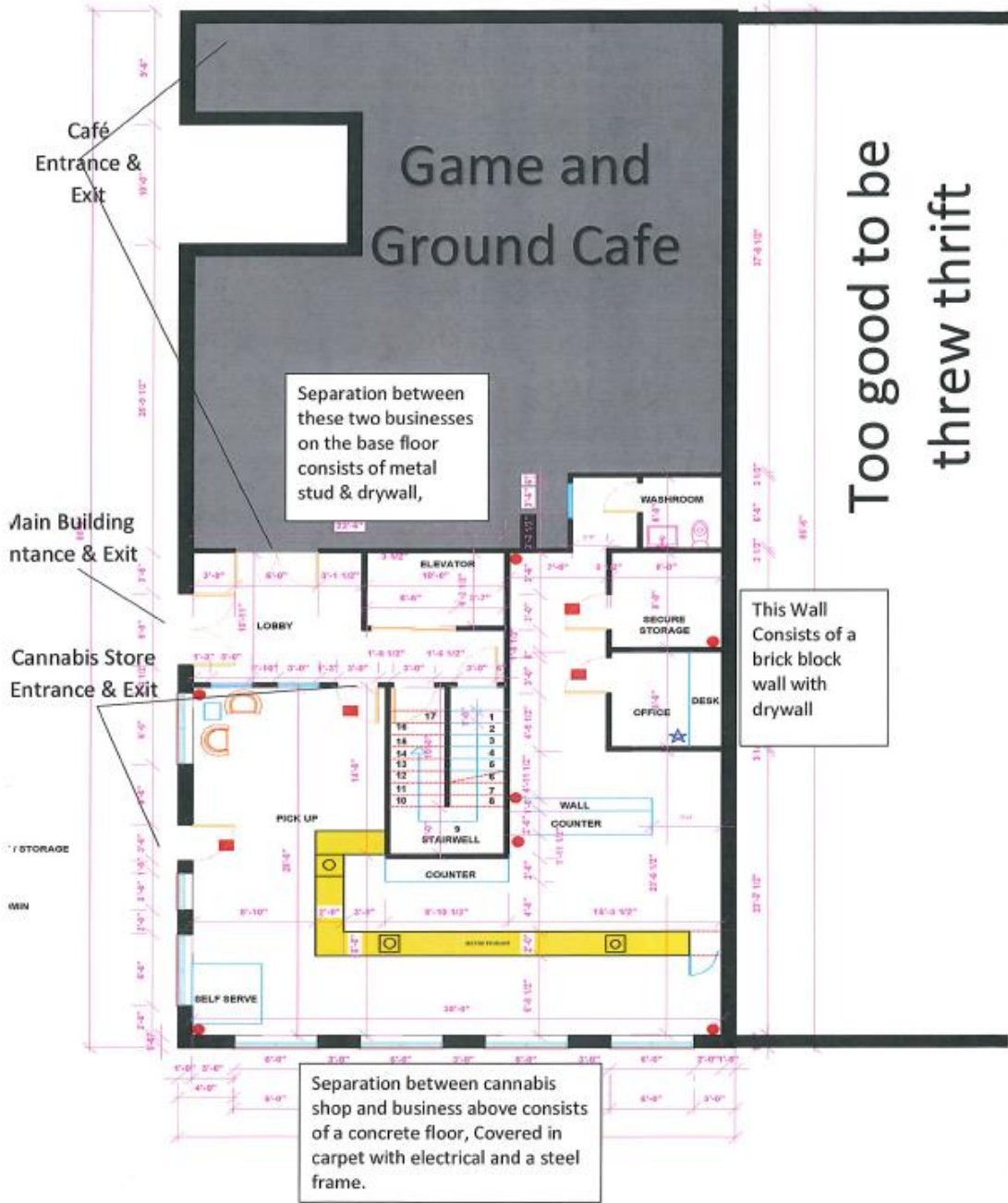
***Application Process***

The applicant must undertake all of the standard processes required for a rezoning application pursuant to Development Application Procedures Bylaw No. 2790, 2014 and amendments thereto.

<b>AUTHORIZATION:</b>	<b>DATE:</b>
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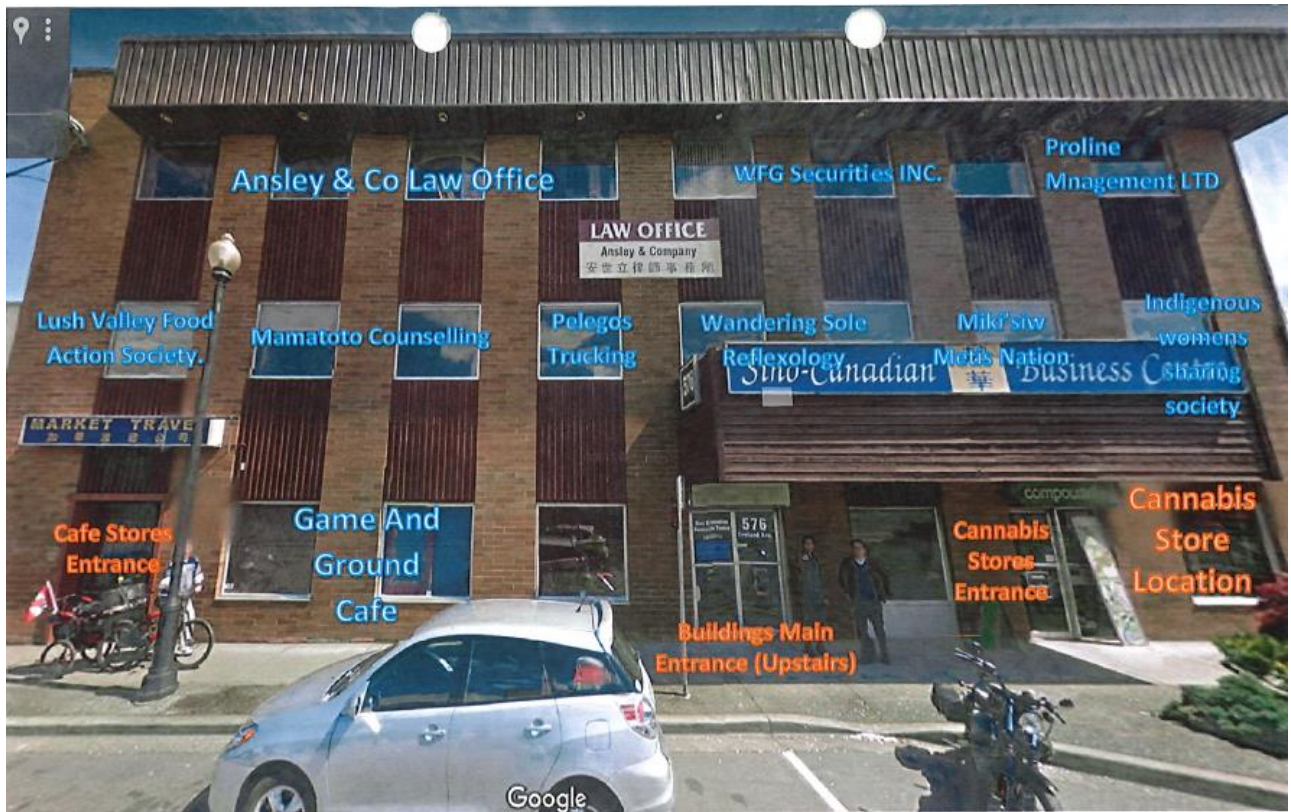


ATTACHMENT No. 3 (1/3)  
Floor Plan, Building Elevation and List of Occupants



Too good to be  
threw thrift

ATTACHMENT No. 3 (2/3)  
Floor Plan, Building Elevation and List of Occupants



ATTACHMENT No. 3 (3/3)  
Floor Plan, Building Elevation and List of Occupants

The proposed building is 3 stories tall. I will list business off for each floor.

Floor One:

**Beaufort Botanicals Recreational Cannabis Retail (Right)**

Our shop will have two entrances. One where it states, "Cannabis Stores Entrance" and one through the "Buildings Main Entrance" Both these entrances lead into the same area and do not give access behind the secure display or staff areas. Please view our floor plan of the store for a bird's eye representation of this.

**Game and Ground Café (Left)**

access to this store is through the "Buildings Main Entrance" Or through the "Café Stores Entrance". This leads into a new café that has just been built there. There is no connection into the cannabis store other than the shared area through the "Buildings Main Entrance" which leads to the elevator and the stairs to reach the above buildings.

Floor Two:

**Lush Valley Food Action Society.** – Charity Company Donates food. – Only Access is through the "Buildings Main Entrance" and up the elevator or stairs.

**Mamatoto Couselling** – Only Access is through the "Buildings Main Entrance" and up the elevator or stairs

**Pelegos Trucking** - Only Access is through the "Buildings Main Entrance" and up the elevator or stairs

**Wandering Sole reflexology** - Only Access is through the "Buildings Main Entrance" and up the elevator or stairs

**Miki'siw Metis Nation** - Only Access is through the "Buildings Main Entrance" and up the elevator or stairs

**Indigenous Women's Sharing Society.** - Only Access is through the "Buildings Main Entrance" and up the elevator or stairs

Floor Three:

**Ansley & Co Law Office (Right)**

Access to this business is through the "Buildings Main Entrance" you can reach it either by elevator or by stairs. It is at the very top of the building.

**WFG Securities INC.**

Only Access is through the "Buildings Main Entrance" and up the elevator or stairs

**Proline Management LTD.**

Only Access is through the "Buildings Main Entrance" and up the elevator or stairs

ATTACHMENT No. 4 (1/5)  
Applicant's Letter

June 12, 2019

**Application for the Retail Sales of Cannabis and Cannabis Related Products**

*Beaufort Botanicals Ltd.* is pleased to submit our application for rezoning for the "Retail Sales of Cannabis and Cannabis Related Products," with the City of Courtenay. We are excited at the prospect of working with the City of Courtenay on this emerging industry and most importantly how it will evolve into a socially responsible enterprise.

**Why Select Beaufort Botanicals Ltd?**

Beaufort Botanicals Ltd is a new company that has been developed to bring excellence in the retailing of cannabis and cannabis products. The family behind Beaufort Botanicals is the same family that brought the successful Blue Moon Estate Winery Ltd. and Ravens Moon Craft Cider to the Comox Valley in 2009 and continues to Nature's Way Farm blueberry farm after purchasing the 38-year-old farm in 2004 and Pressing Matter, a mobile apple press.

Building on a decade of success, the Winery/Cidery has a strong reputation for its first-rate operation, it's outstanding product and professional personnel. Blue Moon's philosophy has always been to engage and support the community we live in and we have a deep commitment of giving back to the people of the Comox Valley in a variety of actions and activities.

Our experienced and professional team are well suited to match the expectations of the citizens of Comox Valley and City Council in this new emerging industry. We will bring you a professional operation and an outstanding package of social participation in the continued growth and development of the Comox Valley and Courtenay.

We are a responsible, credible company who have worked in the alcohol industry for several years and are familiar with a plethora of legal requirements from Federal, Provincial and Local governments. Our experience with liquor regulations and reporting requirements is important in this time of transition of the cannabis industry. Our knowledgeable and proven approach to this critical reporting and monitoring component of the business will illustrate transparency and credibility.

We recognize the path is uncharted and we look forward to working with the City of Courtenay to continue to provide the checks and balances and make the adjustments that may be needed as we go down the road. We will walk with you on this journey.

We look forward to hearing from you and discussing our application in more detail. Please contact me at 250-338-9765 (250-218-2514 Cell) if you have any questions or require further information on this application.

Sincerely,

George Ehrler  
Owner/Operator

ATTACHMENT No. 4 (2/5)  
Applicant’s Letter

BEAUFORT BOTANICALS LTD

**1. OUR UNDERSTANDING OF YOUR REQUIREMENTS**

We realize that the Corporation of the City of Courtenay is considering how best to address the legalization of the use of cannabis and cannabis products for non-medical purposes within the community and moving forward with a program where on a case-by-case basis, consider approving a rezoning application. If the Program is successful, the City of Courtenay may move forward and authorize the retail sale of Cannabis Products for non-medical use within identified locations.

We recognize that the City of Courtenay will require an open dialogue and flexible relationship with the applicant as both entities are navigating uncharted territory. We believe we are that entity, as we have a proven track record of building successful businesses in the Comox Valley systematically and strategically, one step at a time in an industry that is as highly regulated as this one.

As a company that has been involved in assisting the province in the development of liquor regulations in BC, we are aware of all the nuances of the alcohol and cannabis industry and legislation requirements.

Our proven work ethic, business strategy and policies and procedures that have been developed in our existing businesses, can be carried over and create the foundation to minimize risk in piloting this start up industry.

**2. RELEVANT EXPERIENCE**

George Ehrler and Marla Limousin have owned and operated Natures Way Farm since 2004 when they moved to the Comox Valley. From 2004 until 2009, George, a Professional Engineer, worked the farm and also worked in their consulting business, Ehrler Limousin and Associates. Project Management of Infrastructure is his specialty and he managed multi-million-dollar projects such as schools and hospitals in the high Arctic and the Crystal Gardens renovation project in Victoria. His largest project was the Yellowknife hospital at 300 million dollars.

In 2009, after learning all that could be learnt about blueberries and wanting to reduce the business travel for the family, a strategic decision was made for George to focus efforts on the development of the first fruit winery in the Comox Valley and grow sales in order for it to be a self-sufficient business. George reduced his consulting contracts and learnt everything he could about the licensing, the reporting, the making and the retailing of wine and cider. As a result, Blue Moon Estate Winery was born the same year. In the evolution of the winery, Ravens Moon Craft Cider became a really successful product and production focused on the two most economically viable streams; the production of cider and the production and export of blueberry wine products to China.

ATTACHMENT No. 4 (3/5)  
Applicant's Letter

BEAUFORT BOTANICALS LTD

Marla Limousin has had a 40-year career working with the people of Nunavut in Community Planning and Development, Landscape Architecture and Economic Development. She is currently working on contract as a Chief Administrative Officer in a dynamically growing community in Nunavut. The contract will end in July, 2019 after when she will focus her work in the retail component of the winery/cidery and should this proposal be successful, as the CEO of the cannabis retail business.

Quinn Ehrler, the son of George and Marla has worked on the farm since he was in Grade one. At 13, Quinn became involved in the operation of another vertical business initiative, "Pressing Matter", our mobile apple press. The press was sold this year as the production of cider increased significantly and effort used on the press needed to be redirected to the core business. The mobile apple press is the first and only press on the island and helped farmers to use all of their apples. We were also able to help Lush Valley in their gleaning project, saving many apples from the compost pile and from attracting unwanted animals from people's yards.

After completing Grade 12 he worked at Locals Restaurant and was pursuing cooking as a career. When he turned 19, he decided to join his parents in the Winery and Cidery and continues to craft the ciders and sell the products into a variety of distribution channels.

All three members of the family are involved in the business and participate in all aspects of the business.

Our bookkeeper is local, our lawyer and accounting services are local and we pride ourselves in the fact that all of our farm workers and winery workers are local. We will maintain that philosophy in everything we do.

### 3. APPLICATION DETAILS

#### a. Location

Should we be successful in our rezoning application and securing provincial approval, we have arrangements to lease Unit: 101, 576 England Avenue, Courtenay, British Columbia.

#### b. Hours of Operation

Our hours of operation will be 9:00am until 9:00 pm, seven days a week with the exception of respecting the following dates:

New Year's Day  
Easter Sunday  
Remembrance Day  
Christmas Day  
Any other civic mandatory days for closure that the Municipality may request.

ATTACHMENT No. 4 (4/5)  
Applicant's Letter

BEAUFORT BOTANICALS LTD

c. Compliance with Legislation

Because our current business involves adhering to the legal requirements of working in the alcohol industry, we are very familiar with and have assumed all the responsibility for legislative compliance. As an example, we are responsible for compliance in the following areas of legislation:

- Federal legislation under the Canadian Revenue Agency as it relates to Excise Tax and Income Tax, and the approval of label designs;
- Provincial legislation under the Liquor Distribution Branch as it relates to the licensing of a tasting room and patio, security requirements, checking for legal consumers of alcohol with respect to Age, applying policy and procedures for alcohol consumption with respect to intoxication and nuisance; having Serving it Right designation; pricing of product, approval of label, licensing to participate in special events and Farmers Markets and the reporting of sales and remittance of taxes. We are also selling in Alberta which has a different set of provincial requirements as do the international requirements of China.
- Municipal legislation with respect to the Community Plan Bylaws and Amendments, the Zoning Bylaw and Amendments. If we are the successful in our application, we understand that the City of Courtenay will proceed with an amendment to Zoning Bylaw as a permanent use.

In addition to following the legislative requirements of the three levels of government, we also follow the rules and procedures of distribution chains such as transportation security, warehousing and agents, sales to private liquor stores as well as sales at our tasting room, the markets, special events and tastings.

d. Form of Character and Style

We believe that it is important that building form, architectural style, interior design, detailing and materials contribute to the character of an area. We will develop the interior of this space to contribute towards distinctiveness and reflect the charm of the community. We will design with attention to local building traditions, mix of materials, scale and proportion. We will make a positive contribution to our surroundings by creating a positive and distinctive character for this locality with roots in the local character of Courtenay. Our development will combine the concerns for sustainability, security, functionality and local distinctiveness.

Diagram 1 shows a conceptual layout for the building.

ATTACHMENT No. 4 (5/5)  
Applicant's Letter

Diagram 2 is an example of the type of character that we would like to imply in the building. A mixture of wood, function and clean lines giving our store an overall “west coast” feel and look to them.





ATTACHMENT No. 5 (1/2)  
Public Information Meeting Summary and  
Meeting Advertisement



**Public Meeting Report**

**Public Meeting March 8, 1:00 PM @ 576 England Ave**

We hosted a public meeting on March 8, At 1:00-2:00 PM at 576 England Ave in Courtenay, BC. During this meeting we had two individuals show up around 1:15 and 1:30. Please Refer to the attached "Sign in Sheet". During our conversation with these two individuals there was no negative feedback. Questions asked were "When are you planning on opening?", "What will your hours of operation be?", "What will you be allowed to sell?" "Will there be any discounts for medical patients?", "What type of products do you plan to carry?" "What will the sale of cannabis look like?"

After answering all the questions of our visitors, they left happily and in support of our operation.

Sincerely,

George Ehrler

A handwritten signature in black ink, appearing to read "George Ehrler", is written over a solid horizontal line.

ATTACHMENT No. 5 (2/2)  
Public Information Meeting Summary and  
Meeting Advertisement



## A Conversation

You are invited to attend an Open House to discuss our Application for a Temporary Permit for a "Recreational Retail Cannabis Store" at 567 England Ave, Courtenay, BC.


The legalization of recreational cannabis marks an important change in Canadian society. As the industry grows, legalization legitimizes consumption and diminishes the stigma that surround it today.

We need to remember it was not that long ago that Canadians were under prohibition, whereby it was illegal to consume beer, wine and spirits. At the same time prohibition in the US, led to the cutting down of nearly every cider tree in the country! When prohibition was lifted, Canadians demonstrated the maturity to develop strong, thriving industries based on tightly regulated and controlled substances. We believe recreational consumption of cannabis will follow the same path, eventually becoming normalized and mainstream; perhaps like enjoying a glass of wine.

In our plan for the store, we are working with the City Of Courtenay to consider all aspects of community safety; to provide a safe and controlled supply and to keep cannabis out of children's hands.

We would like to discuss the plan for our retail store and seek your comments. Please call, email, or write us at the contact information listed below. Your Involvement is important to us. We invite you to 567 England Ave, Located in Courtenay on March 8<sup>th</sup> 2019 @ 1PM Pacific Standard Time.

Respectfully,

  
George Ehrler

President.  
250-218-2415,  
Quinn@BeaufortBotanicals.ca


4905 Darcy Road, Courtenay, BC, V9J1R5

ATTACHMENT No. 6 (1/1)  
Public Sign in Sheet

**PUBLIC INFORMATION MEETING**  
**DATE OF MTG**

**SIGN IN SHEET**  
**FOR**

**APPLICATION NAME AND ADDRESS**

NAME (Please Print)	ADDRESS
	467 Cumberland Road <sup>MWP.</sup> 308 Fifth St.





THE CORPORATION OF THE CITY OF COURTENAY

## STAFF REPORT

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**To:** Council

**File No.:** 1660-20

**From:** Chief Administrative Officer

**Date:** July 2, 2019

**Subject:** 2020/2021 RCMP Municipal Policing Contract: Approval in Principle

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### **PURPOSE:**

The purpose of this report is to consider and provide “approval in principle” of the RCMP’s Municipal Contract Policing Multi-Year Financial Plan for the 2020/2021 contract year.

### **POLICY ANALYSIS:**

In April 2012, the City of Courtenay renewed its Provincial Municipal Police Unit Agreement for the employment of the Royal Canadian Mounted Police in the provision of policing services within the City. This Agreement has a twenty year term and will provide policing in the City until March 31, 2032. In order to secure the 10% Federal share of the Contract, Council’s “approval in principle” of the contract expenditure cap is required each year.

### **EXECUTIVE SUMMARY:**

For the RCMP 2020/2019 Contract Year, Council has been requested to consider providing “approval in principle” of an RCMP Municipal Policing Expenditure in the amount of \$6,375,449 for a complement of 31.4 members.

During the upcoming 2020 budget deliberations, Council will have the opportunity to revisit this “approval in principle” and provide “final” approval by the end of April 2020 for the 2020/21 policing contract year.

### **CAO RECOMMENDATIONS:**

That based on the July 2, 2019 staff report “2020/2021 RCMP Municipal Policing Contract: Approval in Principle”, Council approve OPTION 1 which provides approval in principle for an expenditure of \$6,375,449 of which Courtenay is responsible for 90% (\$5,737,904).

Respectfully submitted,

David Allen, BES, CLGEM, SCLGM  
Chief Administrative Officer

**BACKGROUND:**

The Comox Valley RCMP detachment is a combined Provincial/Municipal detachment which provides police protection services for the entire Comox valley. Of the 64 members currently staffed in the detachment, 21 are funded by the Province, 31.4 are funded by Courtenay, and 11.6 are funded by Comox.

**DISCUSSION:**

Under the terms of the Municipal Policing Agreement, the letter of “approval in principle” for the 2020/2021 Municipal Policing Expenditure Cap is due by June 14, 2019. The Municipal Contract Policing Multi-Year Financial Plan – (2020/21) was received by the City on May 28, 2019, which did not provide adequate time for analysis, report preparation, review, and approval by Council before June 14, 2019. Staff contacted the RCMP and confirmed that mid-July would be an acceptable time to send the approval in principle documentation.

The following cost drivers impacting the 2020/21 RCMP contract are:

- Division administration costs associated to Green Timbers and Integrated Teams at \$900 per member;
- Severance liquidation costs estimated at \$1,023 per Full-Time Equivalent (FTE) are no longer included and will be budgeted for separately;
- Estimated pay increases of 2.5% for RCMP members;
- Estimated pay increases for Public Service Employees (PSE) is set at 1.25%;
- Increased Training and recruiting costs;
- Increased accommodation costs due to updated proportionate share of rent;
- Higher fuel costs; and,
- Indirect costs such as Member Pension, CPP, EI and Division Administration.

Table 1 identifies the estimated 2020/2021 budget impact for the City including Accommodation, furniture and PSE staff costs.

TABLE 1 – City of Courtenay, RCMP Contract Expenditure Cap: 2020/21 Projections

	Approved 2019/20 CAP	Approved 2019/20 Budget	Estimated 2020/21 CAP	Estimated 2020/21 Budget
<b>Contract Strength</b>	<b>31.4</b>	<b>31.4</b>	<b>31.4</b>	<b>31.4</b>
Funded Strength	31.4	27.4	31.4	27.4
Expenditure Cap (100%)	\$6,315,290	\$5,506,111	\$6,375,449	\$5,563,874
Courtenay Share (90%) of Contract costs	\$5,683,761	\$4,955,500	\$5,737,904	\$5,007,487
Municipal Costs – 100% (Accommodation, furniture, PSE staff)	\$985,135	\$968,501	\$1,093,411	\$1,093,411
<b>Total Municipal Policing Costs</b>	<b>\$6,668,896</b>	<b>\$5,924,001</b>	<b>\$6,831,315</b>	<b>\$6,100,898</b>

**FINANCIAL IMPLICATIONS:**

The City utilizes Gaming Fund revenues (\$405,000), Provincial Traffic Fine/Police Contingency Reserve (\$240,000) funds, Prior Year’s surplus dollars (\$200,000) and general property tax dollars to pay for RCMP policing costs. To more accurately reflect anticipated actual costs, the City also budgets for a projected “position vacancy pattern” to more accurately project anticipated costs and avoid over taxation for this service. For 2019, the budgeted anticipated vacancy pattern of 4 members has been incorporated into the budget. Actual experienced vacancy pattern over the past few years has been 5 to 6 members.

These budgetary estimates are preliminary and necessary for the federal government’s annual budgeting processes. Council has the opportunity to make the final decision on the contract and the funded strength for policing during the 2020 budget deliberations set to occur in the latter part of 2019 and early 2020.

**ADMINISTRATIVE IMPLICATIONS:**

On Council’s decision, Staff will provide the RCMP with the “approval in principle” confirmation letter for the 2020/2021 Municipal Policing Contract year. Annual financial management of the 2020/2021 policing contract requires approximately 20 hours of staff time and includes review of the monthly financial statements, payment of quarterly invoicing, and budget approval reports to Council.

**ASSET MANAGEMENT IMPLICATIONS:**

Not Applicable

**STRATEGIC PRIORITIES REFERENCE:**

The following 2019-2022 Council strategic priorities relate to the 2020/2021 RCMP Municipal Policing Contract:

**We focus on organizational and governance excellence**

- Responsibly provide services at levels which the people we serve are willing to pay
- ▲ Value community safety and support our protective services

- **AREA OF CONTROL:** The policy, works and programming matters that fall within Council's jurisdictional authority to act
- ▲ **AREA OF INFLUENCE:** Matters that fall within shared or agreed jurisdiction between Council and another government or party
- **AREA OF CONCERN:** Matters of interest that are outside Council's jurisdictional authority to act

**OFFICIAL COMMUNITY PLAN REFERENCE:**

4.11.4 Police Protection

Policing services are provided by the RCMP with the detachment located on Ryan Road.

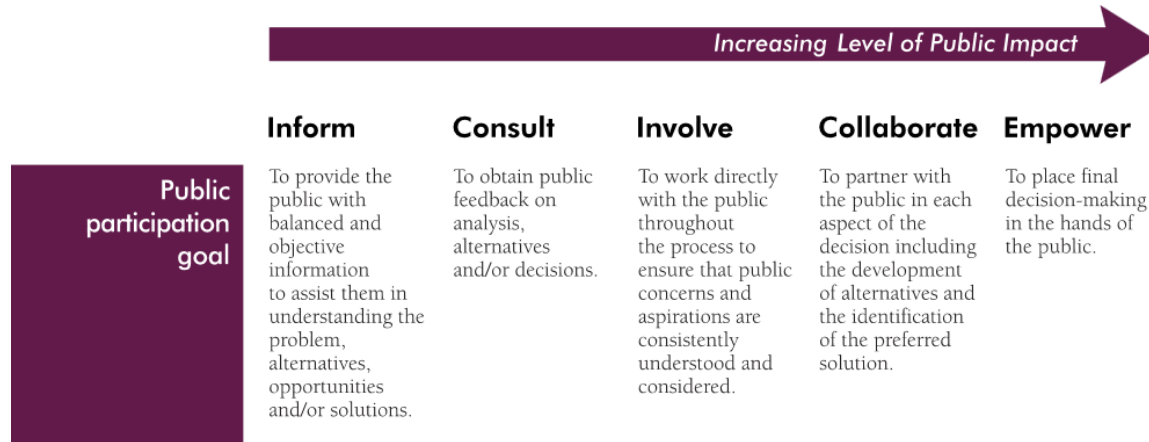
**REGIONAL GROWTH STRATEGY REFERENCE:**

Not Applicable

**CITIZEN/PUBLIC ENGAGEMENT:**

While citizen engagement specific to the policing contract and the annual expenditure cap is not required, the public will have an opportunity to provide comments regarding budgeted police protection during the 2020-2024 Financial Plan budget process.

[http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/imported/IAP2%20Spectrum\\_vertical.pdf](http://c.ymcdn.com/sites/www.iap2.org/resource/resmgr/imported/IAP2%20Spectrum_vertical.pdf)



**OPTIONS:**

OPTION 1: That Council provide “approval in principle” for an expenditure cap of \$6,375,449 for the 2020/21 Municipal Policing Contract of which Courtenay is responsible for 90% (\$5,737,904). [Recommended]

OPTION 2: That Council defers “Approval in Principle” of the 2020/21 Municipal Policing Contract for further discussion.

While Option 2 is presented as an alternative, Council must be aware that, under the terms of the Municipal Policing Agreement, Approval in Principle must be provided to the RCMP as soon as possible.

Prepared by:

Jennifer Nelson, CPA, CGA  
Director of Financial Services

Attachments: 2020/21 RCMP Municipal Contract Policing Multi-Year Financial Plan





Royal  
Canadian  
Mounted  
Police

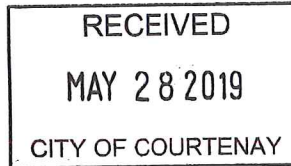
Gendarmerie  
royale  
du  
Canada

Security Classification/Designation  
Classification/désignation sécuritaire

Unclassified

May 22, 2019

David Allen  
Chief Administrative Officer  
Corp. of the City of Courtenay  
830 Cliffe Ave.  
Courtenay, BC V9N 2J7



Your File    Votre

Our File    Notre  
E753-28-1

Dear Mr. Allen:

**Re: Municipal Contract Policing Multi-Year Financial Plan – (2020/21)**

In keeping with the *Municipal Police Service Agreement* of 2012, we are communicating with our Municipal Partners to establish projections of our human and financial resource needs for **2020/21**.

Please confer with your Detachment Commander on the police services needs of the community, and the related human and financial resource requirements.

For this 5-year planning cycle, we have included the cost matrix prepared for local governments per updates from the Contract Management Committee (see Appendix A). It should be noted that this document will be updated annually as changes become known, and is current as of May 9, 2019.

Attached for your information are:

- Our Multi-Year Financial Plan (MYFP) for your RCMP Municipal Policing costs (Schedules 1, 2 and 3). This is a detailed listing of:
  - a. actual costs for fiscal year 2017/18
  - b. pre-final costs for 2018/19
  - c. current year budget for 2019/20, and
  - d. budget estimates for 2020/21 to 2024/25
- Five-year budget estimates for Division Administration Costs (Schedule 4)
- Sample Response Letter (Schedule 5)
- Sample Request Letter to Decrease/Increase Authorized Strength (Schedule 6)

The following items should be considered when reviewing the provided information:

Division Administration costs associated to Green Timbers: While this item is currently still under discussion between the Provincial and Federal government, a provisional amount of \$900 per member has been included in the Division Administration estimate.

Severance Liquidation: As of April 1, 2012, severance no longer accumulates for members who resign or retire, but continues to accrue for lay-offs, deaths, and disabilities. The payment amount and schedule for severance liquidation is currently being discussed between the Provincial and Federal Governments. To better correspond with the independent billing of this item (if applicable), the severance estimate is no longer included within the MYFP projections. Please include a provisional amount for your Municipality for this item within your budget plans (\$1,023 per member, multiplied by your contract strength).

Member Pay: The RCMP's most recent salary agreement expired on December 31, 2016. An estimated pay increase of 2.5% per year has been included in the MYFP for RCMP members, and are reflected from 2017 onwards. Depending on the rates and provisions of the new pay package, the actual per member amount could vary from the included estimate. Although a provision for retroactive pay has not been included in the estimates, we encourage you to carry forward any budget savings to future periods in preparation of when a new package will be finalised and retroactive pay is realized.

Pay for Public Service Employees: Public Service Employees (PSEs) supporting Municipal Policing are mostly represented by Public Service Alliance of Canada (PSAC), and the collective agreement expired on June 20, 2018. An estimated pay increase of 1.25% per year has been reflected from expiry if applicable to your municipality. The included pay raise estimates are not based on final negotiations and do not represent amounts requested or proposed. As with our above suggestion for Member Pay, although a provision for retroactive PSE pay has not been included in the estimates, we encourage you to carry forward any budget savings to future periods in preparation of when a new package will be finalised and retroactive pay is realized.

Integrated Teams: If applicable, these MYFP projections include your municipality's share of costs for the Real Time Intelligence Centre (RTIC), and the Lower Mainland District Integrated Teams. These costs represent proposed budgets based on current information.

Response Letters: Please provide the requested information as detailed below to facilitate the Federal Treasury Board in securing their share of the Municipal contract policing costs within the federal budget cycle timelines.

Please provide us with a letter of "Approval in Principle" ("AIP") by **June 14, 2019**. The letter should address all requirements for fiscal year 2020/21, including:

- Proposed establishment increase/decrease in regular and/or civilian members;
- Municipal Policing budget in principle (at 100% costs)
- If applicable, the budget in principle for Integrated Teams, RTIC, PSEs, and Accommodation (at 100% costs)
- If applicable, approval in principle and basis of payments for any equipment costing \$150,000 or more per item.

We would like to emphasize that this AIP is for planning purposes only to facilitate the Federal Government's Annual Reference Level Update (ARLU) process. It is important to include any anticipated changes in establishment at the AIP stage, as this impacts both recruitment and financial planning at the federal government level. The AIP is not your final commitment for the additional personnel or for the increased financial budget indicated. A copy of a sample response is provided for your reference (Schedule 5).

**First Reply Requested:**

**Approval in Principle Letter for 2020/21**

**Due: June 14, 2019**

A) Please address the letter to:

Ms. Maricar Bains  
**Director of Finance, RCMP Pacific Region**  
Mailstop #908, 14200 Green Timbers Way  
Surrey, BC Canada V3T 6P3

B) Please forward a copy to Police Services addressed to:

Ms. Brenda Butterworth-Carr  
**Assistant Deputy Minister and Director of Police Services**  
Policing and Security Branch  
Ministry of Public Safety and Solicitor General  
P.O. Box 9285 Stn Prov Govt.  
Victoria, BC V8W 9J7

**Second Reply Requested:**

**Final Confirmation Letter for 2020/21**

**Due: April 27, 2020**

By **April 27, 2020**, please forward a confirmation letter for the 2020/21 budget to:

**A) Director of Finance, RCMP Pacific Region**

**B) Assistant Deputy Minister and Director of Police Services**

**Annex "A" Amendment Letter**

**Due on: Authorized Strength Change**

To enact changes in authorized member strength (establishment), you must request an amendment to the Annex "A" of your Municipal Police Unit Agreement through the provincial minister (sample provided as Schedule 6).

A) Please address the letter to:

The Honourable Mike Farnworth  
**Minister of Public Safety and Solicitor General**  
P.O. Box 9010 Stn Prov Gov't.  
Victoria, BC V8W 9L5

B) Please forward a copy of the letter to:

**A) Director of Finance, RCMP Pacific Region**

**B) C/Supt. Sean Sullivan, District Commander, Island District**

**C) Contract Management Unit, BC RCMP Operations Strategy Branch**

If you have any questions regarding your municipal budget or your contractual obligations, please contact Paul Richardson, Financial Manager Municipal Policing at 778-290-2490.

Yours truly,



Max Xiao, MBA, CPA, CMA  
Executive Director, Corporate Management & Comptrollership Branch  
Royal Canadian Mounted Police, Pacific Region  
Mailstop # 906, 14200 Green Timbers Way  
Surrey, BC Canada V3T 6P3

Cc: Mayor Bob Wells, Corp. of the City of Courtenay  
C/Supt. Sean Sullivan, District Commander, Island District  
OIC Comox Valley Detachment  
Maricar Bains, Director of Finance, RCMP Pacific Region

**Canada** 

RCMP E Division  
Finance Section, Mailstop #908  
14200 Green Timbers Way  
Surrey, BC Canada V3T 6P3

**List of Potential RCMP Policing Costs/Savings to RCMP "E" Division Municipalities  
As at May 9, 2019**

Item	Estimated Incremental Cost/Savings per FTE OR per Item @100%	Notes/Status	Included in Multi-Year Financial Plan (MYFP)?
Severance Liquidation	\$0	Status: Ongoing negotiations between Province and Canada. Federal initiative - eff. March 31/12, termination of RCMP Members' entitlement to accumulate Severance Pay for voluntary resignations and retirements; Members were offered payout options for accumulated entitlement up to March 30/12. The latest figure for billing is \$1,023/FTE (slightly less than historical per year cost), under the assumption that total cost can be amortized over 20 years. In other words, Severance savings are not significant in the 1st 20 yrs but will yield approx. \$1K savings per Member after Severance payout is concluded from Year 21 onward.	No. Was in MYFP until FY 2018/19. Excluded starting current year to align with billing. Municipalities are advised to continue to include a provisional amount for this item within their budget plans (\$1,023 per member, multiplied by contract strength).
Green Timbers - Div. Admin.	\$600/FTE for existing FTEs in FY 2013/14; \$900/new FTE after FY 2013/14	Status: Ongoing negotiations between Province and Canada - Div. Admin. financial impact to all RCMP municipalities. Based on the latest RCMP estimate, incremental cost is \$900/FTE less \$300/FTE prior to move = \$600/FTE for existing FTEs in FY 2013/14, and \$900/new FTE after the move.	Yes. In MYFP since FY 2013/14.
Green Timbers - LMD Integrated Teams' Occupancy (only applicable to LMD Integrated Teams' participating agencies)	\$9,400/FTE for existing FTEs in FY 2013/14; \$15,000/new FTE after FY 2013/14	Status: Ongoing negotiation between Province and Canada - financial impact to LMD Integrated Teams for occupying space in Green Timbers. Based on the latest RCMP estimate, incremental cost is \$15,000/FTE less \$5,600/FTE prior to move = \$9,400/FTE for existing FTEs in FY 2013/14, and \$15K/new FTE after the move.	Yes. In MYFP since FY 2013/14.
*Cadet Training/Recruiting	\$3,249/FTE	Status: Ongoing monitoring of costs by CMC's National Programs Standing Committee. 2020/21 projected rates of \$5,231/FTE for Cadet Training and \$1,518/FTE for recruiting are included in the Municipal MYFP. Estimated incremental cost = \$6,749/FTE (\$5,231 + \$1,518) less \$3,500/FTE (rate under the 1992 MPSA & used for the 1st 3 yrs of 2012 MPSA) = \$3,249/FTE.	Yes. Next MYFP will have updated rates.
*Police Dogs Service Training (only applicable to Municipalities with police dogs)	\$32,357/team Member FTE	Status: Ongoing monitoring of costs by CMC's National Programs Standing Committee. Projected rate of \$32,357 per team Member FTE for 2020/21 is included in the Municipal MYFP.	Yes. Next MYFP will have updated rates.
RCMP Members' Pay Increase		Status: Ongoing. Pay package expired Dec. 31/16; MYFP placeholder of 2.5%/year pay raise for periods after expiry. RCMP "E" Division will provide financial impact estimate as soon as a new pay package becomes available. Please note that a provision for retroactive pay has not been included in the estimates.	Yes. Estimate of 2.5% per year included.
RCMP PSEs' Pay Increase (impact mainly through Div. Admin.)		Status: Ongoing. In mid Apr. 2018 Public Service Alliance of Canada (PSAC) served notice to Federal TB to begin collective bargaining negotiations. Majority of RCMP Public Service Employees (PSEs) are PSAC members; last collective agreement expired June 20/18. Impact to majority of RCMP municipalities on Div. Admin., with additional impact to municipalities that have PSEs. MYFP placeholder of 1.25%/year pay raise for periods after expiry. RCMP "E" Division will provide cost impact estimate as soon as the new rates are settled.	Yes. Estimate of 1.25% per year included.
*Shared Services Canada (SSC)		Status: Ongoing monitoring of costs and service delivery. SSC created a dedicated support team for RCMP, to address backlogs and improve service delivery. To date, FY 2011/12 costs of telephones, computer/communication equipment etc continue to be used for the per FTE cost calculation, as CMC demands for cost details such as basket of goods and costs allocation methodology. No incremental costs/savings can be identified at this time.	Yes. \$721 per FTE.
Other Consolidated Services - internal within RCMP (already in place)		Status: Ongoing monitoring of expenses vs Div. Admin. offset, by CMC's Finance & Cost Containment (FCC) Standing Committee. Impact of all of the following 4 programs should be very minimal as contract partners have been paying for these services through Div. Admin. and, in the long run, should generate savings due to efficiencies. 1) <b>Accounting Ops</b> and 2) <b>Members' Compensation Service</b> were centralized in 2012/13 in RCMP NHQ; contract partners were charged within Div. Admin. actual costs of the units when data became available commencing FY 2014/15. Relocation Services for Members has been moved in-house and is no longer included in the National Accounting Services rate; it is non-billable to municipalities. 3) <b>NCO Promotions</b> was centralized in Surrey in 2012/13. 4) Efficiencies realized in <b>Disability Mgmt. Program (DMP)</b> should offset any incremental costs within the current Div. Admin. rate. Should DMP be successful as planned, additional savings on OT will likely be achieved, as Members are expected to return to work sooner.	Yes. Next MYFP will have updated rates.

Item	Estimated Incremental Cost/Savings per FTE OR per Item @100%	Notes/Status	Included in Multi-Year Financial Plan (MYFP)?
Other Consolidated Services - external (already in place)		Status: Ongoing monitoring of expenses vs Div. Admin. offset, by CMC's FCC Standing Committee. 1) PSEs' Compensation Service centralized in Miramichi, NB in Sept./13; have been charged within Div. Admin. based on 2011/12 Actuals until 2014/15. Ongoing monitoring req'd to ensure the potential replacement of the payroll system (Phoenix) does not have financial impact on contract partners. 2) Eff. April 1/13 RCMP's in-house program, <b>Employee Assistance Services</b> , was discontinued; all RCMP Members & PSEs are now supported by Health Canada. 3) Eff. Jan. 1/17, temp. MOU in place with <b>Canada School of Public Service</b> to provide access to TB mandatory training for the next 15 months ( <b>further update not available</b> ), based on common curriculum that's grouped into Foundational, Specialized, Management and Executive Development. Cost will be \$230/member. Long term solution will be developed. Financial impact should be minimal.	Yes. Next MYFP will have updated rates.
*MacNeil Report (Moncton)		Status: Ongoing. 64 recommendations in 5 key areas (Supervision, Training, Technology/Equipment, Communications and Aftercare) were provided through the Jan./15 comprehensive and critical assessment of the tragic events in Moncton NB (June 4, 2014). <b>Nov. 2018 update:</b> Majority implemented; remaining recommendations incl. IT solutions require additional time to be fully implemented. Employees' Health & Safety continues to be RCMP's top priority. See MacNeil Report & RCMP responses on RCMP website for more details.	No
*Auxiliary Program		Status: Pending direction of the program in BC. In Dec./16 RCMP Senior Executive Committee (SEC) renamed the program from RCMP Auxiliary Cst. Program to RCMP Auxiliary Program and implemented a tiered model. <b>Sept. 2018 update:</b> the Auxiliary Program policy was updated and published, the title of "Auxiliary Cst" was officially changed to "Auxiliary", and, all key training deliverables are completed and training materials are now available for Auxiliaries and their supervisors. Procurement of new uniform items is expected to be completed in 6 to 24 mos. Financial impact is unknown at this time.	No
*Investigator Development Program (IDP)		Status: Ongoing in pursuit of national implementation & to build onto Depot's Cadet Training Program. <b>Nov. 2018 update:</b> RCMP NHQ continues to determine the equivalency of the IDP and Investigative Skills Education Program (ISEP), and, will discuss with Divisions re: progress/challenges with IDP implementation and strategies leading to full implementation. Target General Duty Members with up to 5 yrs of service. PRTC continues to offer support to Divisions for training new divisional trainers.	Yes, a factor for the increase in CEG 190 (Training & Seminars).
*RCMP Labour Relations		Status: Consultation Stage, and Ongoing. Fed. Gov't was given, up to May/16, to implement changes to allow Members the right to collective bargaining. Provinces/Territories are to prepare a collective bargaining key considerations submission for the June 2019 CMC meeting, to provide to Fed. TB Secretariat. Canada will provide updates at the CMC meetings, whenever new info. becomes available. Financial impact is unknown at this time.	No
*Cell Signage		Status: Development of Policy Amendment. Due to recent case law, RCMP has conducted a review and consulted with Divisional Criminal Operations. It was determined that while RCMP National Policy was generally in alignment with recent case law, it's necessary to amend its policy on CCVE, to include specific info. for prisoner awareness regarding the use of video and monitoring devices, and, to advise prisoners of their rights to privacy. Financial impact, if any, is unknown at this time.	No. "E" Div. Finance has not been instructed to incl. estimates for this item within MYFP.
*eMCM Renewal - Major Case Mgmt. Software Update		Status: Ongoing. This system replaces the current Evidence and Reporting (E&R) System and interfaces with other RCMP Records Mgmt. Systems; standardizes operations by implementing a centralized solution to better support police operations in managing major cases; facilitates responding to escalating demands for info. sharing with policing and law enforcement partners. This new system may require additional staff for data input. <b>Nov./18 update:</b> Request for Proposal (RFP) evaluations have been completed in Dec./18; Contract will be awarded by June 2019; Project and program funding yet to be secured.	No
*Breaching Equipment	~ \$160/unit	Status: Pending decision if the equip. will be mandatory. Currently no approved breaching equipment for General Duty Members. It is designed to be stored in a marked police vehicle for dealing with Immediate Action Rapid Development (IARD) type incidents. Research of 9 different types of breaching tools have been conducted/evaluated, ranging from \$160 to \$2K per tool. The preferred tool costs \$160. Moved forward to procurement, and, once the tool is selected, policy and training will be finalized.	No
*Extended Range Impact Weapon (ERIW) (40mm; less lethal)	\$3,528/weapon incl. ancillaries	Status: Ongoing procurement and training. These weapons are provided to Members with a less lethal option that can be deployed at a greater distance. The low velocity rounds are accurate and effective up to 35 metres. An increase in distance provides Members with additional time to react to the situation. <b>Nov./18 update:</b> There are currently 107 ERIW instructors trained. The 1-year General Duty pilot project officially launched June 1/18 and will end May 31/19. To date there have been a total of 19 general duty deployments of the weapon. Work is underway for a new standing offer for munitions. Draft policy is currently being reviewed.	No

Item	Estimated Incremental Cost/Savings per FTE OR per Item @100%	Notes/Status	Included in Multi-Year Financial Plan (MYFP)?
*Portable Ballistic Shields (PBS)	\$8K to \$10K/unit	Status: Pending decision if the equip. will be mandatory for every detachment. It is an extra ballistic protection that will supplement soft/hard body armours for General Duty Members in some situations. National Use of Force has reviewed the new standard from National Institute of Justice (NIJ) and will forward to senior mgmt. at Contract & Indigenous Policing (C&IP) for approval. Training on the use of a PBS will cover containment and officer/citizen rescues in exigent circumstances to preserve life.	No. "E" Div. Finance has not been instructed to incl. estimates for this item within MYFP.
*Hard Body Armour (HBA II)	\$632/unit	Status: Ongoing review & development for presentation to RCMP Senior Executive Committee (SEC). RCMP NHQ is exploring the option of issuing HBA to all Members as part of the personal issued kit. With industry advancements, lighter weight HBA plates and plates of different sizes are available, to allow a better fit for different body shapes. Currently 64% of RMs/Reservists in "E" Division already have HBAs, the proposed requirement will be for the remaining 36% of RMs/Reservists across all business lines.	No. "E" Div. Finance has not been instructed to incl. estimates for this item within MYFP.
*Pistol Modernization		Status: Exploratory stage. After a review of the current General Duty pistol, RCMP made a proposal to adopt a modern pistol to ensure Members have the appropriate equip. to perform their job. This proposal is subject to consultation with CMC, SEC approval, implementation plan options, etc. Distribution of new pistols would not begin for at least an additional 24 months after final project approval.	No. "E" Div. Finance has not been instructed to incl. estimates for this item within MYFP.
*New Uniform Proposal		Status: Pilot in "E" Division. Vision 150 is a RCMP initiative to modernize RCMP. The new uniform proposal is part of Vision 150 and one of the recommendations in the MacNeil Report mentioned above. Members selected are to provide feedback on the fit/functionality of new uniform possibilities. There are also proposed uniforms for specialized teams, e.g. ranger green uniform for all Police Dog Handlers, to blend in with surrounding foliage as a significant tactical and officer safety advantage to the responding officers. Incremental financial impact is unknown at this time.	No. Some detachments have requested moderate increases to their Kit & Clothing budgets per the current pilot prgm, but "E" Div. Finance has not been instructed to incl. general estimates for this item within MYFP.
*Accumulated Excess Annual Leave		Status: Ongoing monitoring. Currently, Non-Commissioned Officers (NCOs) and Civilian Members (CMs) are not permitted to accumulate annual leave above 400 hours. RCMP Senior Executive Committee announced a 5-year plan to draw down the excess annual leave balances for NCOs eff. Apr. 1/17, while ensuring leave policies are being enforced. And, CMs' excess leave balances are to be paid out at each fiscal year-end; the financial impact to municipalities should be minimal as there are only approx. 30 CMs under the RCMP municipal business line. "E" Division will prepare a status report on the Plan and its progress.	No. "E" Div. Finance has not been instructed to incl. estimates for this item within MYFP.
<b>Savings:</b>			
Employer's Contribution to Members' Pension (10th Pension Panel Report)	Total Estimated Savings: (\$9.5M) per year @cost share	Status: Implementation of 3.63% rate reduction eff. Apr. 1/18 for 3 Fiscal Years. CMC has endorsed the Pension Panel's recommendation to reduce the employer's contribution to Members' pension from 22.7% of pensionable salaries to 19.07% eff. Apr. 1/18 for 3 Fiscal Years.	Yes. Ongoing savings reflected.

Note: \* = new items or updates added to the previous Matrix

FINANCIAL BUDGET COMPARATIVE 19/20 TO 20/21					
<b>COURTENAY</b> 2019-20 to 2020-21 Fiscal Estimates	19/20 Budget	20/21 Estimates	\$ Change	% Change	Notes
Contract Strength	31.40	31.40	(0)	(0.0%)	
Funded Strength	27.40	31.40	4	14.6%	
<b>COST ELEMENT GROUP (CEG)</b>					
01 - PERSONNEL					
REGULAR PAY	2,463,628	3,045,570	581,942	23.6%	Increase in FTE count plus 2.5% pay increase
OVERTIME - MEMBERS	378,664	345,425	-33,239	(8.8%)	Decrease based on prior yrs expenditures
PAYROLL ALLOWANCES *	194,000	200,428	6,428	3.3%	
OTHER PAYROLL ITEMS **	138,800	160,660	21,860	15.7%	Increase in FTE count plus 2.5% pay increase
<b>01 - PERSONNEL: TOTAL</b>	<b>3,175,092</b>	<b>3,752,083</b>	<b>576,991</b>	<b>18.2%</b>	
02 - TRANSPORT & TELECOM	75,700	87,617	11,917	15.7%	Increase due to training travel
03 - INFORMATION	800	822	22	2.7%	
04 - PROFESSIONAL & SPEC SVCS	155,710	163,649	7,939	5.1%	
05 - RENTALS	15,480	16,021	540	3.5%	
06 - PURCHASE, REPAIR AND MAINT	54,270	55,738	1,468	2.7%	
07 - UTIL, MATERIAL AND SUPP	164,201	188,294	24,093	14.7%	Increase in fuel cost
09 - MACHINERY & EQUIPMENT	190,848	201,857	11,009	5.8%	Increase in firearms/ammo
12 - OTHER SUBSIDIES & PMTS	5,000	5,135	135	2.7%	
<b>TOTAL DIRECT COST</b>	<b>3,837,101</b>	<b>4,471,215</b>	<b>634,114</b>	<b>16.5%</b>	
COST OF RM PENSIONS					
	497,770	609,444	111,674	22.4%	Increase in FTE
COST OF DIVISIONAL ADMINISTRATION					
	790,490	891,664	101,174	12.8%	Increase in FTE
COST OF OTHER INDIRECT COSTS ***					
	380,750	403,126	22,376	5.9%	
<b>TOTAL INDIRECT COST</b>	<b>1,669,010</b>	<b>1,904,235</b>	<b>235,224</b>	<b>14.1%</b>	
<b>TOTAL COSTS (Direct + Indirect)</b>					
	<b>5,506,111</b>	<b>6,375,449</b>	<b>869,338</b>	<b>15.8%</b>	
FEDERAL COST 10 %					
	550,611	637,545	86,934	15.8%	
<b>MUNICIPAL POLICING COSTS 90%</b>					
	<b>4,955,500</b>	<b>5,737,904</b>	<b>782,404</b>	<b>15.8%</b>	
<b>ESTIMATED COST PER RM (90%)</b>					
	<b>180,858</b>	<b>182,755</b>	<b>1,898</b>	<b>1.0%</b>	

## PSE &amp; ACCOMMODATION ESTIMATES @ 100%

PUBLIC SERVICE EMPLOYEES	702,500	725,358
CM Position		73,259
ACCOMMODATION	266,000	294,795
<b>TOTAL PSE &amp; ACCOMMODATION</b>	<b>968,501</b>	<b>1,093,411</b>

\* Payroll Allowances include: Service Pay, Senior Constable, Occupational Clothing, and Shift Differential

\*\* Other Payroll items include: Acting Pay and Reservists

\*\*\* Annual severance of \$1,023 will be excluded for budgeting purposes, however, will still be invoiced on an annual basis if applicable



COURTENAY	17/18 Final	18/19 P14 Pre Final	19/20 Final Budget	20/21 Estimates	21/22 Estimates	22/23 Estimates	23/24 Estimates	24/25 Estimates
2020/21 to 2024/25 Fiscal Estimates								
CONTRACT STRENGTH	30.4	30.4	31.4	31.4	31.4	31.4	31.4	31.4
ACTUAL / FUNDED STRENGTH	23.35	23.59	27.4	31.4	31.4	31.4	31.4	31.4
COST ELEMENT GROUP (CEG)								
<b>STD OBJ. 01 - PERSONNEL</b>								
CEG 30 - PAY - MEMBERS:								
CE 500110 - REGULAR PAY	2,073,629	2,122,988	2,463,628	3,045,570	3,121,710	3,199,752	3,279,746	3,361,740
CE 500112 - RETROACTIVE PAY	19,109							
CE 500113 - ACTING PAY	11,803	10,630	15,800	16,195	16,600	17,015	17,440	17,876
CE 500114 - SERVICE PAY	73,955	70,402	83,100	85,178	87,307	89,490	91,727	94,020
CE 500117 - SHIFT DIFFERENTIAL	25,656	28,648	36,800	37,720	38,663	39,630	40,620	41,636
CE 500119 - PERFORMANCE AWARD								
CE 500164 - SENIOR CST ALLOWANCE	55,501	56,741	63,500	65,080	66,708	68,400	70,100	71,900
CE 501127 - RETRO PAY - PRIOR YEARS	126,057							
CE 501194 - REGULAR TIME RESERVISTS	113,602	172,309	123,000	144,465	148,076	151,778	155,573	159,462
CE 501198 - BILINGUAL BONUS - Current	797	797						
CE 502103 - OPERATIONAL CLOTHING ALLOWANCE	6,892	7,538	10,600	12,450	12,761	13,080	13,407	13,742
MISC. CE's incl. under CEG 30	11,283	23,797						
CEG 30 - PAY - MEMBERS - TOTAL	2,518,284	2,493,850	2,796,428	3,406,658	3,491,824	3,579,145	3,668,613	3,760,376
CEG 31 - OVERTIME - MEMBERS	318,616	314,215	378,664	345,425	354,061	362,912	371,985	381,285
CEG 32 - PAY - MEMBERS (POLICY CENTRE) Credit Item	88,437	48,373						
CEG 33 - RCMP PAY - OTHER								
CEG 40 - ALLOWANCES - INTRA MEMBERS (Credit Item)	36,601	1,220						
CEG 41 - ALLOWANCES - INTER MEMBERS (Credit Item)		86						
CEG 45 - PERSONNEL - OPERATIONAL CONTINGENCY								
<b>TOTAL STD OBJ. 01 - PERSONNEL</b>	<b>2,961,937</b>	<b>2,857,744</b>	<b>3,175,092</b>	<b>3,752,083</b>	<b>3,845,885</b>	<b>3,942,057</b>	<b>4,040,598</b>	<b>4,141,661</b>
<b>STD OBJ. 02 - TRANSPORTATION &amp; TELECOM</b>								
CEG 50 - TRAVEL	20,576	30,059	30,900	31,734	32,591	33,471	34,375	35,303
CEG 51 - TRAVEL ADVANCES								
CEG 52 - TRAINING TRAVEL (DCCEG)	25,068	30,148	23,700	31,052	31,984	32,943	33,932	34,950
CEG 53 - TRAINING TRAVEL (POST)	8,575	14,374	12,200	14,357	14,745	15,143	15,552	15,971
CEG 54 - IPA & FSD TRAVEL								
CEG 55 - CENTRALIZED TRAINING TRAVEL								
CEG's 60-66 - TRANSFER COSTS (Credit Item)	232,465	23,063						
CEG 70 - FREIGHT, POSTAGE, ETC.	8,721	8,917	8,900	10,474	10,756	11,047	11,345	11,651
CEG 100 - TELEPHONE SERVICES (DCCEG)		663						
CEG 101 - TELEPHONE SERVICES (POST)								
CEG 140 - COMPUTER COMM SERVICES								
<b>TOTAL STD OBJ. 02 - TRANSPORT &amp; TELECOM</b>	<b>295,405</b>	<b>107,224</b>	<b>75,700</b>	<b>87,617</b>	<b>90,076</b>	<b>92,604</b>	<b>95,203</b>	<b>97,875</b>
<b>STD OBJ. 03 - INFORMATION</b>								
CEG 120 - ADVERTISING			600	616	633	650	667	685
CEG 130 - PUBLICATIONS SERVICES	86	288	200	205	211	217	222	228
<b>TOTAL STANDARD OBJ. 03 - INFORMATION</b>	<b>86</b>	<b>288</b>	<b>800</b>	<b>822</b>	<b>844</b>	<b>867</b>	<b>890</b>	<b>914</b>
<b>STD OBJ. 04 - PROFESSIONAL &amp; SPEC. SVCS</b>								
CEG 160 - LEGAL SERVICES (Credit Item)	-126	3,499						
CEG 170 - CONTRACTED SERVICES (DCCEG)		0						
CEG 171 - CONTRACTED SERVICES (Post)		0						
CEG 190 - TRAINING & SEMINARS (DCCEG)	45,510	50,017	65,100	62,784	70,180	79,435	90,002	91,802
CEG 191 - TRAINING & SEMINARS (POST)	81	10,549	3,300	3,883	3,988	4,096	4,207	4,320
CEG 192 - OFFICIAL LANGUAGE TRAINING								
CEG 219 - PROFESSIONAL SERVICES	26,122	33,903	37,600	44,248	45,442	46,669	47,929	49,223
CEG 220 - OTHER SERVICES	2,938	1,386	7,000	8,238	8,460	8,688	8,923	9,164
CEG 221 - OTHER SERVICES IM/IT	36,051	38,216	37,730	39,276	40,716	42,216	43,776	44,958
CEG 223 - RADIO COMMUNICATION SYSTEMS	3,086	4,151	4,980	5,220	5,239	5,248	5,267	5,409
CEG 229 - CAD/CALC ALLOCATED	-3,401	-758						
<b>TOTAL STANDARD OBJ. 04 - PROFESSIONAL &amp; SPEC SVCS</b>	<b>110,261</b>	<b>140,964</b>	<b>155,710</b>	<b>163,649</b>	<b>174,026</b>	<b>186,353</b>	<b>200,104</b>	<b>204,876</b>
<b>STD OBJ. 05 - RENTALS</b>								
CEG 240 - RENTAL-LAND, BLDG & WORKS (DCCEG)		0						
CEG 241 - RENTAL-LAND, BLDG & WORKS (POST)	1,448	1,746						
CEG 250 - RENTAL COMMS EQUIP (DCCEG)		53		102	102	105	108	110
CEG 258 - RENTAL MOTORIZED VEHICLES	1,688	1,701						
CEG 265 - LEASED VEHICLES								
CEG 280 - RENTAL COMPUTER EQUIP	5,702	2,335	5,380	5,546	5,546	5,546	5,546	5,546
CEG 290 - RENTAL - OTHERS	3,114	1,023	10,100	10,373	10,653	10,940	11,236	11,539
<b>TOTAL STANDARD OBJ. 05 - RENTALS</b>	<b>11,952</b>	<b>6,858</b>	<b>15,480</b>	<b>16,021</b>	<b>16,301</b>	<b>16,591</b>	<b>16,889</b>	<b>17,195</b>
<b>STD OBJ. 06 - PURCHASE, REPAIR AND MAINT</b>								
CEG 370 - REPAIR OF VEHICLES	34,338	41,901	48,200	49,501	50,838	52,211	53,620	55,068
CEG 380 - REPAIR OF OFFICE & LAB EQUIP	109							
CEG 390 - REPAIR OF MISC. EQUIP	1,743	6,704	5,300	6,237	6,405	6,578	6,756	6,938
CEG 392 - REPAIR OF AFIS EQUIP								
CEG 393 - REPAIR OF EDP EQUIPMENT	595	2,406	770					
<b>TOTAL STANDARD OBJ. 06 - PURCHASE, REPAIR AND MAINT</b>	<b>36,785</b>	<b>51,011</b>	<b>54,270</b>	<b>55,738</b>	<b>57,243</b>	<b>58,789</b>	<b>60,376</b>	<b>62,006</b>
<b>STD OBJ. 07 - UTIL, MATERIAL AND SUPPLIES</b>								
CEG 400 - UTILITIES		0						
CEG 430 - FUEL	60,882	70,019	64,300	70,730	74,267	77,980	81,879	85,973
CEG 470 - PHOTOGRAPHIC GOODS	5,189	3,568	2,601	3,061	3,144	3,228	3,316	3,405
CEG 500 - STATIONERY	12,707	11,069	25,500	30,008	30,819	31,651	32,505	33,383
CEG 510 - CLOTHING & KIT	13,055	10,812	20,800	24,477	25,138	25,817	26,514	27,230
CEG 530 - LAB SUPPLIES								
CEG 540 - POST BUDGET EXPENDITURES	32,046	46,253	51,000	60,017	61,637	63,301	65,011	66,766
<b>TOTAL STD OBJ. 07 - UTIL, MATERIAL AND SUPP</b>	<b>123,878</b>	<b>141,722</b>	<b>164,201</b>	<b>188,294</b>	<b>195,004</b>	<b>201,977</b>	<b>209,224</b>	<b>216,757</b>

COURTENAY	17/18 Final	18/19 P14 Pre Final	19/20 Final Budget	20/21 Estimates	21/22 Estimates	22/23 Estimates	23/24 Estimates	24/25 Estimates
2020/21 to 2024/25 Fiscal Estimates								
CONTRACT STRENGTH	30.4	30.4	31.4	31.4	31.4	31.4	31.4	31.4
ACTUAL / FUNDED STRENGTH	23.35	23.59	27.4	31.4	31.4	31.4	31.4	31.4
COST ELEMENT GROUP (CEG)								
<b>STD OBJ. 09 - MACHINERY &amp; EQUIP ACQ&lt;\$10,000</b>								
CEG 440 - TRANSPORT SUPPLIES	20,837	13,540	5,800	16,000	16,432	16,876	17,331	17,799
CEG 441 - VEHICLE CHANGEOVERS	5,287		24,000	24,000	24,648	25,313	25,997	26,699
CEG 450 - COMNS PARTS & CONSUMABLES	2,448	2,307	1,870	2,201	2,260	2,321	2,384	2,448
CEG 480 - FIREARMS & AMMUNITION	10,074	11,294	20,400	11,745	12,215	12,704	13,212	13,740
CEG 770 - COMMS. SYSTEMS (CAPITAL)	18,017	15,226	16,488	20,199	20,199	20,199	20,199	20,199
CEG 771 - COMMS. EQUIPMENT			400	471	483	496	510	524
CEG 810 - LABORATORY EQUIP.	537	34						
CEG 830 - FURNITURE & FIXTURES								
CEG 840 - COMPUTER EQUIPMENT (CAPITAL)								
CEG 841 - COMPUTER EQUIP.	20,759	15,118	20,790	21,000	21,567	23,820	24,540	25,203
CEG 842 - COMPUTER S/WARE - INFORMATICS	2,097	20,960		1,231	1,268	1,306	1,345	1,381
CEG 845 - SPECIALIZED EQUIPMENT								
CEG 850 - AUDIO VISUAL AIDS								
CEG 860 - INVESTIGATIONAL EQUIP.	14,490		5,500	6,472	6,647	6,827	7,011	7,200
CEG 890 - VEHICLES (CAPITAL)		52,188	70,000	70,000	90,000	90,000	90,000	90,000
CEG 891 - MISC. VEHICLES								
CEG 900 - OTHER EQUIP.	8,544	1,939	4,700	5,531	5,680	5,834	5,991	6,153
CEG 910 - OFFICE MACHINES	5,963	2,535	10,600	10,886	11,180	11,482	11,792	12,110
CEG 920 - SECURITY EQUIP.			10,300	12,121	12,448	12,784	13,130	13,484
<b>TOTAL STD OBJ. 09 - MACHINERY &amp; EQUIPMENT</b>	<b>109,052</b>	<b>135,139</b>	<b>190,848</b>	<b>201,857</b>	<b>225,029</b>	<b>229,962</b>	<b>233,442</b>	<b>236,941</b>
<b>STD OBJ. 12 - OTHER SUBSIDIES &amp; PAYMENTS</b>								
CEG 570 - PRISONER EXPENSES	167							
CEG 580 - SECRET EXPENSES	4,700	6,045	5,000	5,135	5,274	5,416	5,562	5,712
CEG 581 - SPECIAL "I" EXPENDITURES								
CEG 590 - MISC EXPEND	43	-4,646						
CEG 591 - DISCOUNT FOR EARLY PAYMENT								
CEG 592 - PAYMENT IN LIEU OF TAXES		0						
CEG 620 - CLAIMS and COMP.SETTLEMENTS (Credit Item)								
CEG 650 - WRITE-OFF								
<b>TOTAL STD OBJ. 12 - OTHER SUBSIDIES &amp; PMTS</b>	<b>4,909</b>	<b>1,399</b>	<b>5,000</b>	<b>5,135</b>	<b>5,274</b>	<b>5,416</b>	<b>5,562</b>	<b>5,712</b>
<b>TOTAL DIRECT COSTS (Before Credits &amp; Adjustments):</b>	<b>3,654,265</b>	<b>3,442,349</b>	<b>3,837,101</b>	<b>4,471,215</b>	<b>4,609,681</b>	<b>4,734,616</b>	<b>4,862,288</b>	<b>4,983,938</b>
<b>LESS - YEAR TO DATE CREDITS</b>								
SO 01 - CEG 32 - Medical Leave / Suspension > 30 days	88,437	48,373						
SO 01 - CEG 40 & 41 -Transfer Allowances	36,601	1,305						
SO 02 - CEG's 60-66 Transfer Cost	232,465	23,063						
TRAVEL ADVANCES - CEG 051 & SALARY OVERPAYMENTS - CEG 010								
SO 04 - CEG 160 - Legal Services	-126	3,499						
SO 04 - CEG's 200, 201 & 202 - Health Services								
SO12 - CEG 620 - Compensation Claims/Ex-Gratia								
<b>TOTAL CREDITS</b>	<b>357,376</b>	<b>76,241</b>						
<b>INDIRECT COSTS (Summary)</b>								
1) RM Pensions	533,234	429,252	497,770	609,444	624,681	640,302	656,308	672,725
2) RM CPP	60,056	62,101	74,027	89,013	91,238	93,519	95,857	98,253
3) Employer's Contr. to E.I. for R/M's	23,215	23,953	28,616	33,495	34,333	35,191	36,071	36,972
4) Division Administration (per cap x avg.# RM's)	625,095	613,325	790,490	891,664	932,480	976,435	1,023,530	1,073,764
5) Recruitment & Training	118,545	131,747	181,059	211,896	221,535	221,535	221,535	221,535
6) National Programs	33,058	58,624	69,273	46,073	46,157	46,243	46,330	46,419
7) Police Dog Service Training	17,770	19,936	19,824	22,650	21,430	21,430	21,430	21,430
8) Amortization of Equipment > \$150,000 @ 10%								
9) Reservists - CPP & EI	4,947	7,674	7,951					
<b>TOTAL INDIRECT COST</b>	<b>1,415,920</b>	<b>1,346,612</b>	<b>1,669,010</b>	<b>1,904,235</b>	<b>1,971,852</b>	<b>2,034,655</b>	<b>2,101,060</b>	<b>2,171,098</b>
<b>TOTAL COSTS (Direct + Indirect ) @ 100%</b>	<b>4,710,482</b>	<b>4,712,720</b>	<b>5,506,111</b>	<b>6,375,449</b>	<b>6,581,533</b>	<b>6,769,270</b>	<b>6,963,348</b>	<b>7,155,036</b>
FEDERAL COST 10 %	471,048	471,272	550,611	637,545	658,153	676,927	696,335	715,504
<b>MUNICIPAL POLICING COSTS 90%</b>	<b>4,239,434</b>	<b>4,241,448</b>	<b>4,955,500</b>	<b>5,737,904</b>	<b>5,923,380</b>	<b>6,092,343</b>	<b>6,267,013</b>	<b>6,439,532</b>
MUNICIPAL COSTS - 100 % (Schedule 3,3B &3C)	914,726	849,876	968,501	1,093,411	1,107,079	1,120,917	1,134,929	1,149,115
<b>TOTAL MUNICIPAL POLICING COSTS 90% &amp; 100%</b>	<b>5,154,160</b>	<b>5,091,324</b>	<b>5,924,001</b>	<b>6,831,315</b>	<b>7,030,458</b>	<b>7,213,260</b>	<b>7,401,942</b>	<b>7,588,648</b>

COURTENAY									
2020/21 to 2024/25 Fiscal Estimates	17/18 Final	18/19 P14 Pre Final	19/20 Final Budget	20/21 Estimates	21/22 Estimates	22/23 Estimates	23/24 Estimates	24/25 Estimates	
CONTRACT STRENGTH	30.4	30.4	31.4	31.4	31.4	31.4	31.4	31.4	
ACTUAL / FUNDED STRENGTH	23.35	23.59	27.4	31.4	31.4	31.4	31.4	31.4	
COST ELEMENT GROUP (CEG)									
<b>INDIRECT COSTS - REGULAR &amp; CIVILIAN MEMBERS</b>									
1) Pensions (Total Pensionable Earnings)	2,349,049	2,250,928	2,610,228	3,195,828	3,275,724	3,357,642	3,441,573	3,527,660	
Pension Rate	22.70%	19.07%	19.07%	19.07%	19.07%	19.07%	19.07%	19.07%	
Total Cost of RM/CM Pension	533,234	429,252	497,770	609,444	624,681	640,302	656,308	672,725	
2) CPP (Pensionable Earnings) on a Per Capita Cost	2,572	2,633	2,702	2,835	2,906	2,979	3,053	3,129	
Total Cost (Per Capita x FTE Utilization)	60,056	62,101	74,027	89,013	91,238	93,519	95,857	98,253	
3) Employer's Contr. to E.I. on a Per Capita Cost	994	1,015	1,044	1,067	1,094	1,121	1,149	1,178	
Total Cost (Per Capita x FTE Utilization)	23,215	23,953	28,616	33,495	34,333	35,191	36,071	36,972	
4) Division Administration on a Per Capita Cost	26,766	26,000	28,850	28,400	29,700	31,100	32,600	34,200	
Total Cost of Div. Administration	625,095	613,325	790,490	891,664	932,480	976,435	1,023,530	1,073,764	
5) Recruitment & Training									
Per Capita Cost of Recruitment	3,881	4,346	5,092	5,231	5,439	5,439	5,439	5,439	
Per Capita Cost of Training	1,195	1,239	1,516	1,518	1,617	1,617	1,617	1,617	
Total Cost of Recruitment & Trng	118,545	131,747	181,059	211,896	221,535	221,535	221,535	221,535	
6) Other National Indirects Per Capita (Addendum 'A')	1,416	2,485	2,528	1,467	1,470	1,473	1,476	1,478	
Total Cost (Per Capita x FTE Utilization)	33,058	58,624	69,273	46,073	46,157	46,243	46,330	46,419	
7) Police Dog Svc. Trng. as a Per Cap. cost	25,472	28,576	28,320	32,357	30,614	30,614	30,614	30,614	
Total Cost (Per cap X PD Teams) - COURTENAY=70%	17,770	19,936	19,824	22,650	21,430	21,430	21,430	21,430	
<b>TOTAL INDIRECT COSTS - RM's &amp; CM's</b>	<b>1,410,973</b>	<b>1,338,938</b>	<b>1,661,059</b>	<b>1,904,235</b>	<b>1,971,852</b>	<b>2,034,655</b>	<b>2,101,060</b>	<b>2,171,098</b>	
<b>INDIRECT COSTS - RESERVISTS FTE</b>									
a) CPP for Reservist on a Per Capita Cost..	2,572	2,633	2,702	2,835	2,906	2,979	3,053	3,129	
Total Cost (Per Capita x FTE)	3,393	5,268	5,452	-	-	-	-	-	
b) Employer's Contr. to E.I. on a Per Capita Cost..	1,178	1,202	1,238	1,263	1,295	1,327	1,360	1,394	
Total Cost (Per Capita x FTE)	1,555	2,406	2,499	2,792	2,862	2,933	3,007	3,082	
<b>TOTAL INDIRECT COSTS - RESERVISTS</b>	<b>4,947</b>	<b>7,674</b>	<b>7,951</b>	<b>2,792</b>	<b>2,862</b>	<b>2,933</b>	<b>3,007</b>	<b>3,082</b>	
<b>ADDENDUM 'A'</b>									
<b>OTHER INDIRECT COSTS</b>									
Civilian Review & Complaints Committee (CRCC)	449	449	489	449	449	449	449	449	
Legal Advisory Services	172	174	177	180	182	185	188	191	
Enhanced Reporting & Accountability	118	118	118	118	118	118	118	118	
Estimated Annual Severance		1,023	1,023	-					
<b>CONSOLIDATED SERVICES</b>									
Shared Services Canada (SSC)	677	721	721	721	721	721	721	721	
Accounting Operations		-							
Pay & Compensation		-							
<b>TOTAL PER CAPITA COST (Indirects #6)</b>	<b>1,416</b>	<b>2,485</b>	<b>2,528</b>	<b>1,467</b>	<b>1,470</b>	<b>1,473</b>	<b>1,476</b>	<b>1,478</b>	
<b>FISCAL YEAR TO CALENDAR YEAR CONVERSION TABLE</b>									
Calendar Year	2017	2018	2019	2020	2021	2022	2023	2024	
Fiscal Year Total Current	5,154,160	5,091,324	5,924,001	6,831,315	7,030,458	7,213,260	7,401,942	7,588,648	
Fiscal per Qtr Current	1,288,540	1,272,831	1,481,000	1,707,829	1,757,615	1,803,315	1,850,485	1,897,162	
Fiscal Year Total Prior Year	4,972,816	5,154,160	5,091,324	5,924,001	6,831,315	7,030,458	7,213,260	7,401,942	
Fiscal per Qtr Prior Year	1,243,204	1,288,540	1,272,831	1,481,000	1,707,829	1,757,615	1,803,315	1,850,485	
Calendar									
Jan - Mar	1,243,204	1,288,540	1,272,831	1,481,000	1,707,829	1,757,615	1,803,315	1,850,485	
Apr - June	1,288,540	1,272,831	1,481,000	1,707,829	1,757,615	1,803,315	1,850,485	1,897,162	
Jul - Sept	1,288,540	1,272,831	1,481,000	1,707,829	1,757,615	1,803,315	1,850,485	1,897,162	
Oct - Dec	1,288,540	1,272,831	1,481,000	1,707,829	1,757,615	1,803,315	1,850,485	1,897,162	
<b>City Calendar Year Total</b>	<b>5,108,824</b>	<b>5,107,033</b>	<b>5,715,831</b>	<b>6,604,487</b>	<b>6,980,673</b>	<b>7,167,560</b>	<b>7,354,772</b>	<b>7,541,971</b>	

Colour Legend

Red = Post Budget CEG controlled by OIC

Black = Division Controlled CEG (DCCEG)

Blue lettering = Standard Object (SO)

Blue background = CEG credited to Direct Costs

**NOTES & ASSUMPTIONS for 2020/21  
Municipal Police Unit Agreements**

Our terminology for the grouping of General Accounts:

- Cost Element Group (CEG)
- Cost Element (CE)

**DIRECT COSTS**

CEG 30 - RCMP Members Pay (CE 110 - Regular Pay)

- 2.50% estimated salary increase each year starting from January 1, 2017
- The Civilian Member (CM) category of employees within the RCMP are currently scheduled to be converted to Federal Public Service Employees (PSEs) effective May 21, 2020 under Bill C-42. As such, the related pay and pension projections for 2020/21 and onwards has been included at the pertinent PSE rates. Other indirect costs will continue to be charged on a per FTE basis.
- Potential impact of cash outs relating to member excess leave is dependent on policy and management direction and has not been reflected in the MYFPs.

CEG 190 - Training

- A higher level of growth for training is included through to 2023/24. This is to account for growth in various mandatory training requirements, for topics such as Major Case Management, Fair and Impartial Policing, Investigator Development Program, etc. Training requirements are expected to stabilize starting in 2024/25.

CEG 430 - Fuel

- The 2020/21 increase over 2019/20 budget is to account for the significant escalation in recent fuel costs.

**DIRECT COST DEDUCTIONS**

The following are cost categories that are deducted from the Total Direct Cost incurred for each municipality:

- A. Non-billable costs are credited from municipal billings, and paid by the Federal Government:
  - CEGs 40 & 41 - Transfer Allowances
  - CEGs 60 to 66 - Relocation Costs
  - CEG 160 - Legal Services
  - CEG 620 - Claims and Compensation Settlements
- B. Costs that are deducted from Direct Costs and included in Division Administration:
  - CEG 32 - Pay Members (Severance, Maternity and Parental allowances)
  - CEGs 200 to 202 - Health Services

**INDIRECT COSTS**

With the exception of Member Pension, all costs below are charged on a per member FTE basis:

- Member Pension - 19.07% of pensionable cost element items
- Member Canada Pension Plan - \$2,835.10
- Member Employment Insurance - \$1,066.84
- Division Administration - \$28,400 (Please refer to attached schedule 4)
  - Includes an estimate for E Division HQ @ \$900 per FTE
- A separate calculation is listed for EI and CPP with respect to Reservists and PSE's (if applicable)
- Other Indirect Costs\*:
  - Civilian Review and Complaints Commission (formerly PCC) - \$449.03
  - Legal Advisory Services - \$179.76
  - Enhanced Reporting & Accountability - \$117.65
  - Shared Services Canada (SSC) - \$721: SSC provides telecommunication and email services, networks, data centres, and servers to the RCMP. This rate is based on the historical costs for certain covered services. Units requesting additional services will be billed separately for those services
  - Training & Recruiting: Based on rolling average of actual costs effective 2015/16. For 2020/21, the per FTE rates are estimated at \$5,231 for the Cadet Training Program and \$1,518 for Recruiting
  - Police Dog Service (PDS) Training: Based on both the rolling average of actual costs effective 2015/16 and on established PDS teams in each Contract jurisdiction. For 2020/21, the rate is estimated at \$32,357 per PDS team member FTE. For municipalities within the Lower Mainland District, this cost is included in the Integrated Teams budget projections

\* Please note that the estimated Annual Severance amount (based on annual liability of \$1,023) is no longer included in the MYFP projections

**COSTS BILLABLE AT 100%**

The following are some of the items that are billable at 100%:

- Accommodation costs (including occupancy charge) for municipal units in federally owned buildings
- PSEs Support staff costs (including backfills, overtime, pension, CPP, etc.)
- Furniture and fixtures
- House Furnishings
- Prisoner costs (including mattresses and blankets for cells)
- Kit and Clothing for auxiliaries

### Courtenay - 5 Year Salary Forecast

	2019-20	2020-21			2021-22			2022-23			2023-24			2024-25		
Annual Raise		2.50%			2.50%			2.50%			2.50%			2.50%		
Effective Increment for Fiscal Year		2.50%			2.50%			2.50%			2.50%			2.50%		
<i>(April to March: applying 9 months @ current year raise + 3 months following year raise)</i>																
	FTE	FTE	Avg Sal	Cost	FTE	Avg Sal	Cost	FTE	Avg Sal	Cost	FTE	Avg Sal	Cost	FTE	Avg Sal	Cost
<b>Regular Members</b>	<b>26.62</b>	<b>30.70</b>		<b>\$ 3,045,570</b>	<b>30.70</b>		<b>\$ 3,121,710</b>	<b>30.70</b>		<b>\$ 3,199,752</b>	<b>30.70</b>		<b>\$ 3,279,746</b>	<b>30.70</b>		<b>\$ 3,361,740</b>
Spl CST	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
CST	17.62	21.70	95,171	2,065,205	21.70	97,550	2,116,835	21.70	99,989	2,169,756	21.70	102,488	2,224,000	21.70	105,051	2,279,600
CPL	5.00	5.00	104,170	520,851	5.00	106,774	533,872	5.00	109,444	547,219	5.00	112,180	560,899	5.00	114,984	574,922
SGT	3.00	3.00	111,833	335,498	3.00	114,629	343,886	3.00	117,494	352,483	3.00	120,432	361,295	3.00	123,442	370,327
SGT MAJ	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
S/SGT	1.00	1.00	124,437	124,016	1.00	127,548	127,117	1.00	130,737	130,295	1.00	134,005	133,552	1.00	137,355	136,891
S/SGT MAJ	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
INSP	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
SUPT	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
C/SUPT	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Civilian Members</b>	<b>0.78</b>	<b>0.70</b>		<b>\$ 73,259</b>	<b>0.70</b>		<b>\$ 75,090</b>	<b>0.70</b>		<b>\$ 76,968</b>	<b>0.70</b>		<b>\$ 78,892</b>	<b>0.70</b>		<b>\$ 80,864</b>
ESS	0.78	0.70	104,656	73,259	0.70	107,272	75,090	0.70	109,954	76,968	0.70	112,703	78,892	0.70	115,520	80,864
CMP	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
GTE	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
LIN	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
<b>Grand Total</b>	<b>27.40</b>	<b>31.40</b>		<b>\$ 3,118,829</b>	<b>31.40</b>		<b>\$ 3,196,800</b>	<b>31.40</b>		<b>\$ 3,276,720</b>	<b>31.40</b>		<b>\$ 3,358,638</b>	<b>31.40</b>		<b>\$ 3,442,604</b>
% Variance				16.71%			2.50%			2.50%			2.50%			2.50%
<b>Average \$/FTE</b>				<b>\$ 99,336</b>			<b>\$ 101,820</b>			<b>\$ 104,365</b>			<b>\$ 106,975</b>			<b>\$ 109,649</b>

**CITY OF COURTENAY  
COST of PUBLIC SERVICE EMPLOYEES**

	2018/19 Pre Final	2019/20 Budget	2020/21 Estimate
<b>FTEs</b>	<b>8.13</b>	<b>9.0</b>	<b>9.0</b>
<b>DIRECT COSTS:</b>			
CEG 10 - PAY - PUBLIC SERVICE EMPLOYEES			
CE 500100 REGULAR PAY F/T IND. PSE	303,043	369,200	376,600
CE 500107 EMERGENCY SAL ADV	(10,403)		-
CE 500136 REG. PAY P/T IND. PSE	15,649	33,000	33,700
CE 500141 PSE CASUALS	64,463	76,500	78,000
CE 500142 PSE TERM > 6 MONTHS	81,540	30,000	40,000
CE 500143 PSE TERM < 6 MONTHS	9,418		
CE 500173 VAC. PAY PT	(2)		
CE 500180 VACATION PAY TERM/CASUAL	2,793	4,000	4,000
CE 500301 PREMIUM PAY & ALLOWANCES	8,423	5,000	5,000
CE 501154 GOVT EMPL COMPENSATION	1,116		
CE 502202 RETROACTIVE PAY - PRIOR YEAR	(185)		
CEG 11 - OVERTIME - PS	31,338	38,891	39,700
CEG 12 - PSE ALLOWANCES	9,588	30,000	30,000
<b>TOTAL DIRECT COSTS</b>	<b>516,781</b>	<b>616,591</b>	<b>637,000</b>
<b>INDIRECT COSTS:</b>			
A) COST OF PS PENSIONS (CE 100, 136,142)	400,047	432,200	450,300
PENSION RATE	10.07%	10.05%	9.99%
TOTAL COST OF PS PENSIONS	40,285	43,436	44,985
B) COST OF PS CPP			
AS A PER CAPITA COST	2,632.58	2,765.95	2,835.10
X PSE UTILIZATION	8.13	9.0	9.0
TOTAL COST OF PS CPP	21,415	24,894	25,516
C) COST OF EMPLOYERS CONTRIB. to E.I.			
AS A PER CAPITA COST	1,202.21	1,232.27	1,263.07
X PSE UTILIZATION	8.13	9.0	9.0
TOTAL COST OF E.I. CONTRIBUTIONS	9,779	11,090	11,368
D) COST OF SHARED SERVICES			
AS A PER CAPITA COST	721	721	721
X PSE UTILIZATION	8.13	9.0	9.0
TOTAL COST OF SSC	5,865	6,489	6,489
<b>TOTAL INDIRECT COSTS</b>	<b>77,344</b>	<b>85,909</b>	<b>88,358</b>
<b>TOTAL COST OF PUBLIC SERVICE EMPLOYEES</b>	<b>594,124</b>	<b>702,500</b>	<b>725,358</b>

**Municipal Contract Accommodation Estimate 2020-21  
as of March 31, 2019**

**City of Courtenay**

**Direct Operating Costs:**

CEG		2018-19 PRE-FINAL	2019-20 ORG. EST	2020-21 ESTIMATE
700170	Contracted Services - Real Property	63,696	72,100	72,100
700171	Contracted Services - Real Property - Unit Commander Authority	1,355	-	-
700218	Contaminated Sites	-	-	-
700240	Rental of Buildings, Land & Works	60,023	31,450	60,500
700310	Repair of Buildings & Works	2,242	14,000	18,000
700311	Repair of Buildings & Works - Unit Commander Authority	-	-	-
700400	Utilities	18,815	20,000	20,400
700592	Payment in Lieu of Taxes	17,389	27,000	22,351
<b>Total O&amp;M Charge</b>		<b>163,520</b>	<b>164,550</b>	<b>193,351</b>

**Occupancy Charge Calculation:**

RCMP Municipal Contract EST	30.4	39.4	38.0
Municipal Employee EST	2.0	2.0	2.0
<b>Total Municipal EST (RM plus ME)</b>	<b>32.4</b>	<b>41.4</b>	<b>40.0</b>
<b>Total EST in building (RM plus support)</b>	<b>122.5</b>	<b>121.0</b>	<b>137.5</b>
Municipal percentage of total building EST	26.4%	34.2%	29.1%
Building Gross Interior Space (sq. m)	1,687.7	1,687.7	1,687.7
Prorated space charged to Municipal Contract	446.4	491.0	491.0
x Provincial rate per square meter	206.62	206.62	206.62
<b>Occupancy Charge</b>	<b>92,231</b>	<b>101,450</b>	<b>101,444</b>

<b>Total Property Cost Estimates for Municipal Contract:</b>	<b>255,751</b>	<b>266,000</b>	<b>294,795</b>
--	----------------	----------------	----------------

**NOTES:**

(1) 2019-20 original estimate from Municipal Contract Policing Resource Requests - was prepared and sent in May 2018



<b>Division Administration</b>							
<b>Core Administration, Payment in Lieu of Leave, Health Services, Special Leave</b>							
<b>2019-20 5 YEAR FORECAST</b>							
	YR0	YR1	YR2	YR3	YR4	YR5	
Cost Category	2018/19 Pre-Final	2019/20 Forecast	2020/21 Forecast	2021/22 Forecast	2022/23 Forecast	2023/24 Forecast	2024/25 Forecast
Core Administration	8,130	8,914	9,020	9,149	9,296	9,452	9,611
Payment in Lieu of Leave	704	725	747	769	792	816	841
Health Services	4,328	4,761	5,237	5,761	6,337	6,971	7,668
Special Leave	12,226	12,800	13,396	14,020	14,675	15,361	16,080
<b>Total Per Capita Divisional Administration</b>	<b>25,389</b>	<b>27,200</b>	<b>28,400</b>	<b>29,700</b>	<b>31,100</b>	<b>32,600</b>	<b>34,200</b>
<b>Cost Category as a % of Total Divisional Administration</b>							
Core Administration	32%	33%	32%	31%	30%	29%	28%
Payment in Lieu of Leave	3%	3%	3%	3%	3%	3%	2%
Health Services	17%	18%	18%	19%	20%	21%	22%
Special Leave	48%	47%	47%	47%	47%	47%	47%
<b>Total Divisional Administration</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

<b>Reference Information</b>	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Estimated Annual Severance Liability	6,323,766	6,323,766	6,323,766	6,323,766	6,323,766	6,323,766	6,323,766
Estimated Annual Severance Per Capita Rate - Note 3	1,023.00	1,023	1,023	1,023	1,023	1,023	1,023
Previous 5 Year Forecast	27,450	28,850	30,100	31,150	32,250	33,400	NA
Current 5 Year Forecast	25,389	27,200	28,400	29,700	31,100	32,600	34,200
Change in Forecast (= current minus previous forecast)	(2,061)	(1,650)	(1,700)	(1,451)	(1,150)	(800)	

<b>Variables (Growth)</b>	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25
Personnel	1.02	1.02	1.02	1.02	1.02	1.02	1.02
O&M	1.02	1.02	1.02	1.02	1.02	1.02	1.02
Mat/Pat	1.05	1.05	1.05	1.05	1.05	1.05	1.05
Pay in Lieu of Leave	1.05	1.03	1.03	1.03	1.03	1.03	1.03
Medical Leave, Gradual Return to Work, Other LWP	1.05	1.05	1.05	1.05	1.05	1.05	1.05
Health Services Costs	1.08	1.10	1.10	1.10	1.10	1.10	1.10

**Note 1:** Forecast for 14/15 onwards includes E-Division Headquarters Building which is still under discussion.

**Note 2:** Divisional FTEs = Total Members (RM / CM) less Members on Leave (RM / CM) less Div Admin Members (RM / CM).

**Note 3:** Severance - For budgeting purposes, we are continuing to identify an annual estimate of the severance liability.

Schedule 5

City of XXXXXXX  
XXXXX Ave  
XXXXXX, BC

**Municipality Over 15,000  
Sample Response**

June 14, 2019

Ms. Maricar Bains  
Director of Finance, RCMP Pacific Region  
Mailstop #908, 14200 Green Timbers Way  
Surrey, BC  
V3T 6P3

Dear Ms. Bains:

Re: [Municipality Name] MPUA – Budget Approval in Principle (AIP) Letter – 2020/21

This “approval in principle” letter is being forwarded to confirm to the Federal Treasury Board our anticipated Municipal Policing requirements, enabling the Federal Government to set aside sufficient financial resources for their proportionate share of Municipal RCMP contract costs.

The City of XXXXXXX anticipates that we will require the addition of ### (#) members to our detachment strength of ## to bring the total detachment strength to ## for the 2020/21 fiscal year. The budget estimate that is approved in principle is \$##.# million at 100% (90% of which our municipality is responsible for). It includes \$### of capital equipment costing (>\$150K).

This letter provides an “approval in principle” and is issued for planning purposes only. It should not be taken as approval to add the anticipated ## of members to the detachment. City Council will be meeting on XXX, 2019 to confirm the 2020/21 budget and the number of additional human resources, if any. We will inform you of that decision once it is made.

If you have any questions, please give me a call at ###-###-####.

Sincerely,

John Doe  
Treasurer/Deputy Administrator

cc: XXXXXXX RCMP Detachment  
Contract Management Unit, BC RCMP Operations Strategy Branch  
Ms. Brenda Butterworth-Carr, Assistant Deputy Minister and Director of Police Services,  
Policing and Security Branch, Ministry of Public Safety and Solicitor General

## Schedule 6

City of XXXXXX  
XXXXX Ave  
XXXXXX, BC

Month, Date Year

The Honourable Mike Farnworth  
Solicitor General & Minister of Public Safety  
P.O. Box 9010 Prov. Govt.  
Victoria, British Columbia V8W 9L5

Dear Minister Farnworth:

**RE: Request for Decrease/Increase in Member(s) to [Municipality Name] RCMP  
Municipal Police Unit**

The Council of the [Municipality Name] has authorized and is requesting a decrease/increase of \_\_\_ (#) regular member(s) assigned to its RCMP Municipal Police Unit for the 20##/20## fiscal year, effective [Date]. The current [Municipality Name] authorized strength is \_\_\_ (#) members. With the increase/decrease of \_\_\_ position(s), the authorized establishment to be recorded in Annex "A" of the [Municipality Name] Municipal Police Unit Agreement will be \_\_\_ (#).

I confirm our incremental financial commitment for the costs of the requested increase.

Since establishment increases/decreases require amendments to Annex "A" of the Federal/Provincial Agreement, please take the necessary steps to amend the Annex "A" by contacting the Federal Minister of Public Safety and Emergency Preparedness.

Thank you for your attention to this matter.

[name/signature]

Cc:

Member in Charge, Local RCMP Detachment  
Establishment Coordinator, Establishment Unit, RCMP "E" Division Headquarters  
Contract Management Unit, BC RCMP Operations Strategy Branch  
Regional Director, Financial Management, RCMP "E" Division Headquarters





## STAFF REPORT

**To:** Council

**File No.:** 8620-21; 5335-20

**From:** Chief Administrative Officer

**Date:** July 2, 2019

**Subject:** Connecting Courtenay – DRAFT Transportation Master Plan

### PURPOSE:

The purpose of this staff report is to introduce the draft Connecting Courtenay - Transportation Master Plan, and get direction from Council on releasing the draft TMP for final comments from the community. This staff report is also intended to revise an obsolete reference in the Connecting Courtenay - Cycling Network Plan adopted by Council on February 4, 2019.

### CAO RECOMMENDATIONS:

That based on the July 2, 2019 staff report “Connecting Courtenay – DRAFT Transportation Master Plan,” Council approve Option 1 and release the draft master plan for final feedback; and

That Council approve the text revision on Page A40 of the Connecting Courtenay – Cycling Network Plan.

Respectfully submitted,

David Allen, BES, CLGEM, SCLGM  
Chief Administrative Officer

### BACKGROUND:

In 2017 the City engaged Urban Systems to assist in the development of the Connecting Courtenay – Transportation Master Plan (TMP). The first phases of the project were carried out in 2017 and included data collection, data review, and analysis of existing conditions. Work continued in 2018 with a focus on public and stakeholder consultation, forecasting and assessment of future conditions, and development of medium- and long-term plans for each mode of transportation. In 2019 the final stages of the project have included detailed review and revision of the plan, and additional stakeholder consultation.

The delivery of the Connecting Courtenay – Cycling Network Plan (CNP), a component of the larger TMP, was accelerated in early 2019 in order to meet eligibility scheduling requirements for a provincial cycling infrastructure grant opportunity through the BikeBC program. The CNP was adopted by Council on February 4, 2019, and applications for two cycling infrastructure projects were submitted to BikeBC on February 18, 2019. On May 29, 2019 the Province of British Columbia announced the successful award of 50% funding for both of the projects put forward by the City. Detailed design work on these projects is underway.

During the detailed review process of the draft TMP in the spring of 2019, an error was noted in Appendix A of the CNP. Appendix A of the CNP discusses the development of the cycling network, including rationale behind route selection. On page A40 there is a bullet point that recommends multi-use pathways along both sides of the recommended 17<sup>th</sup> Street Extension, however the reference to the 17<sup>th</sup> Street Extension is an obsolete reference from a previous version of the report. Staff recommend that this text is removed in order to ensure accuracy and consistency of the CNP.

The development of the TMP has been a multi-year effort, made possible by extensive input from community stakeholders and the public, and contributions from the Ministry of Transportation and Infrastructure (MoTI). These in-kind contributions have made possible feasibility studies of certain projects outlined in the TMP. These include a potential pedestrian crossing at Ryan Road and Cowichan Avenue, the widening of the 19A bypass, and adding a multi-use path to Ryan Road. These will be discussed in further detail at a future presentation to Council by MoTI.

Upon Council approval, the intent is to issue the draft TMP and adopted CNP for a 30-day public comment period. Council and public comments will be integrated into the final TMP document, which will be presented to Council for final adoption. Changes to the CNP will also be considered and presented to Council as part of the TMP.

## **DISCUSSION:**

The draft TMP is separated into eight sections:

- **Shaping Influences** – highlights the factors that currently influence travel demands and choices within the City (demographics, land use, travel patterns).
- **Overall Directions** – details the foundational themes and direction that guide the TMP, including the vision for the City’s transportation system, and guiding principles to shape travel choices and support a land use vision.
- **Streets Plan** – provides the key issues and concerns with the existing road network and outlines a long-term plan that includes improvements at major intersections and corridors, new connections, and major road widenings.
- **Walking Plan** – addresses issues and opportunities associated with the pedestrian infrastructure within the City, and provides a long-term plan aimed at providing a safer and more convenient pedestrian network.
- **Cycling Plan** – highlights current cycling infrastructure design standards, identifies issues and concerns with the existing cycling infrastructure, and recommends a future cycling network and support facilities aimed at supporting all ages and abilities.
- **Transit Infrastructure Plan** – provides a long-term transit plan detailing how the City can support improvements to transit access, efficiency, and convenience, and highlights opportunities for the City to work with partners to accomplish future goals.
- **Emerging Technologies & New Mobility** – explores new and future transportation modes anticipated to emerge during the life of the TMP, and how the City can consider implementation of these modes.

- **Financial Planning & Implementation Priorities** – summarizes priorities for walking, cycling, and streets investment during the first 10 years of the plan based on community input and alignment with the TMP vision.

The draft TMP document, including the CNP, can be found at the following hyperlink:

[www.courtenay.ca/connectingcourtenay](http://www.courtenay.ca/connectingcourtenay)

#### **FINANCIAL IMPLICATIONS:**

The TMP is a guiding document that doesn't commit the City to the financial implications of implementation. Projects and costs presented within the TMP do not represent a financial plan, and are for consideration only. Future projects and initiatives will be addressed through one of the following methods:

- Established by Council as a strategic priority.
- Risk, asset or infrastructure issues evaluated by the Asset Management Working Group and proposed to the CAO and then Council with other similar initiatives.
- New items or service level changes proposed to Council through the budget process.

#### **ADMINISTRATIVE IMPLICATIONS:**

The Engineering Services Department has overseen the development of the TMP and will work with Council to implement any approved recommendations.

#### **ASSET MANAGEMENT IMPLICATIONS:**

Master plans provide guidance to Council and inform the City's Asset Management Program. They are used to identify synergies between current issues and future plans in order to execute projects with maximum efficiency.

The TMP identifies short, medium, and long-term priorities related to transportation infrastructure, programs, and policies, that will work towards the overall goal of asset management – achieving sustainable service delivery. The priorities identified in the TMP will help to ensure that future transportation related services and initiatives are delivered in a socially, economically, and environmentally responsible manner that does not compromise the ability of future generations to meet their own needs.

Future projects will be vetted through the Asset Management Working Group as part of the ongoing annual budget process.

#### **STRATEGIC PRIORITIES REFERENCE:**

The City of Courtenay's 2019 – 2022 Strategic Priorities include six themes and 28 priorities. The development of the TMP aligns with eight of these priorities as outlined below.

- Responsibly provide services at levels which the people we serve are willing to pay
- ▲ Value community safety and support our protective services

- Focus on asset management for sustainable service delivery
- ▲ Look for regional infrastructure solutions for shared services
- Move forward with implementing the City's Transportation Master Plan
- ▲■ Collaborate with regional and senior government partners to provide cost-effective transportation solutions
- ▲ Explore opportunities for Electric Vehicle Charging Stations
- ▲ Support improving accessibility to all City services

- **AREA OF CONTROL:** The policy, works and programming matters that fall within Council's jurisdictional authority to act
- ▲ **AREA OF INFLUENCE:** Matters that fall within shared or agreed jurisdiction between Council and another government or party
- **AREA OF CONCERN:** Matters of interest that are outside Council's jurisdictional authority to act

#### **OFFICIAL COMMUNITY PLAN REFERENCE:**

The development of the TMP is aligned with the goals included in Section 5.2 of the Official Community Plan:

#### 5.2 Goals

1. integrate land use changes with transportation planning to coordinate changes and increases to traffic patterns.
2. development of a transportation system that provides choices for different modes of travel including vehicle, transit, pedestrian, cycling and people with mobility impairments.
3. protect the integrity of the road classification system to facilitate the purpose and function of the specific road types.
4. support an integrated transportation system that works towards reducing travel distances and congestion.
5. support a transportation system that recognizes the importance of the character and overall appearance of the City.
6. provide an effective transportation system that facilitates the movement of vehicles throughout the community and the Comox Valley to major regional services such as the Little River Ferry System and the Comox Valley Airport.

#### **REGIONAL GROWTH STRATEGY REFERENCE:**

The development of the TMP is aligned with the transportation goal from the Regional Growth Strategy.

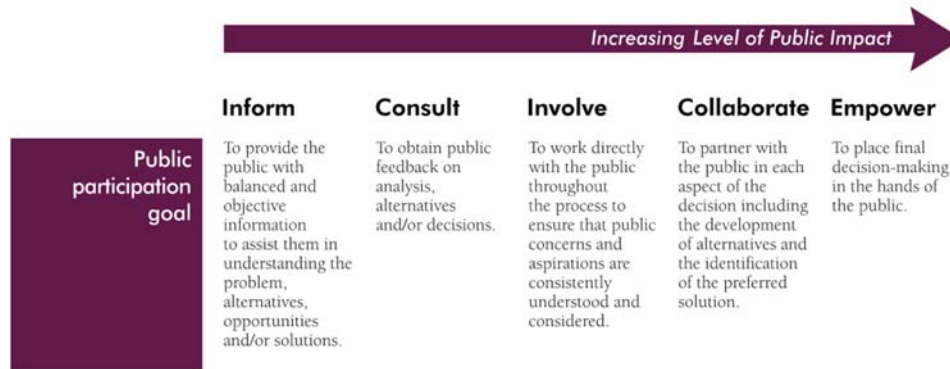
#### Goal 4: Transportation:

Develop an accessible, efficient and affordable multi-modal transportation network that connects Core Settlement Areas and designated Town Centres, and links the Comox Valley to neighbouring communities and regions.



**CITIZEN/PUBLIC ENGAGEMENT:**

Staff have informed and consulted with the community throughout the engagement processes mentioned above based on the IAP2 Spectrum of Public Participation:



© International Association for Public Participation [www.iap2.org](http://www.iap2.org)

**OPTIONS:**

- Option 1: That Council release the draft Connecting Courtenay - Transportation Master Plan to the community for final feedback.
- Option 2: That Council refer the draft Connecting Courtenay - Transportation Master Plan back to staff for further consideration or consultation.
- Option 3: That Council refer the draft Connecting Courtenay - Transportation Master Plan to a future meeting for further discussion.

Prepared by:

Ryan O'Grady, P.Ag, P.Eng.  
Director of Engineering Services

Lisa Butler, P.Eng  
Manager of Engineering Strategy





# Connecting Courtenay

## TRANSPORTATION MASTER PLAN

July 2019

Report for

**City of Courtenay**

830 Cliffe Avenue  
Courtenay, BC V9N 2J7

Prepared by

**Urban Systems Ltd.**

550 – 1090 Homer Street  
Vancouver, BC V6B 2W9

In association with

**Kathleen Hamilton**

Tavola Strategy Group

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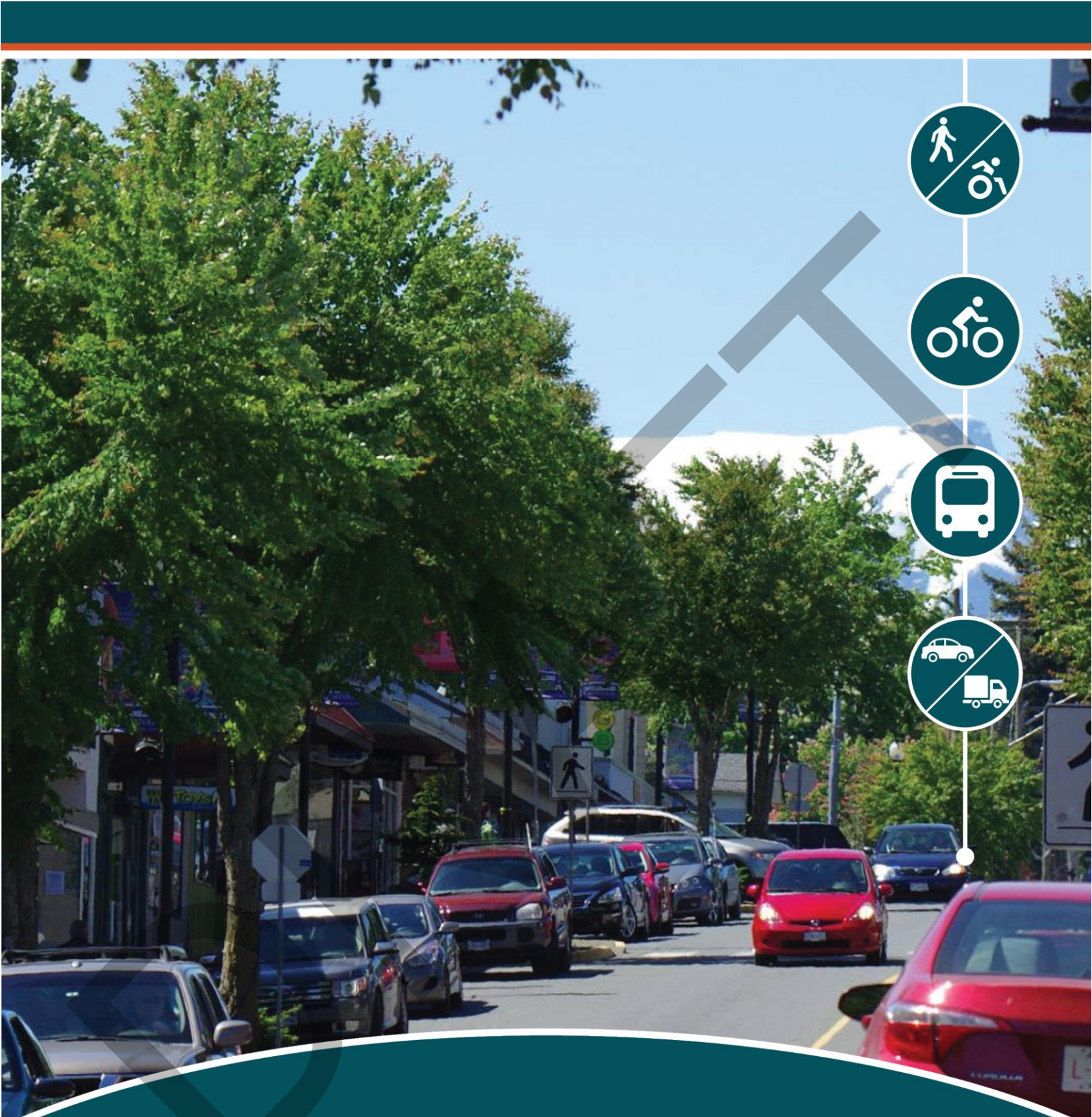
**July 2019**

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# 1. SETTING THE STAGE

## 1.1 OVERVIEW

The City of Courtenay (City) is a growing municipality on the east coast of Vancouver Island on the traditional land of the K'ómoks First Nation. With a vibrant and walkable Downtown area, it is the urban and cultural hub of the Comox Valley. The City is also home to a number of regional institutions, including the North Island Hospital Comox Valley and the Comox Valley campus of North Island College. The municipality is also located at the centre of the regional transportation network, providing important connections to the Town of Comox, the Village of Cumberland, the Comox Valley Airport, and Canadian Forces Base (CFB) Comox.

Connecting Courtenay imagines a future in 2038 with a population of 41,000 people in the City. How will the transportation challenges that exist now evolve over time? How can the City best respond to those challenges and meet the needs of residents of all ages and abilities and with diverse needs and goals?

***Connecting Courtenay is the Transportation Master Plan for the City.*** It highlights demands and needs for transportation within the community; creates a vision, goals and objectives for transportation; and identifies strategies and initiatives to move the community towards those goals over the medium- and long-terms. Overall, public and agency stakeholders expressed a desire to create a balanced, safe, and efficient transportation system that is sensitive to the local culture and the environment.





## 1.2 STUDY PROCESS

Connecting Courtenay was developed through a six-phase process between Fall 2017 and Spring 2019 that included both technical work and public and stakeholder consultation, as outlined below.

### PHASE 1

**Project start-up** provided the foundation for Connecting Courtenay by ensuring integration with regional and local aspirations and plans and utilizing information on existing travel patterns and transportation conditions.

### PHASE 4

**Priority improvements** were developed that are achievable in the medium-term, address existing issues and have the greatest impact in working towards achieving overall goals.

### PHASE 2

**Existing conditions assessment** included a review and summary of present-day conditions - local and regional policy, travel patterns, mobility conditions, collision history, and issues and challenges communicated by the public and stakeholders.

### PHASE 5

**Development of long-term strategies (20+ years)** captured the possibilities to explore a long-term direction for walking, cycling, transit and the road network. Large scale options for the road network were explored in addition to key corridors for walking and cycling infrastructure.

Beyond large scale initiatives, improvements to address safety and operational issues for all modes of transportation were explored.

### PHASE 3

**Future base conditions assessment** addressed the question of "what impact would growth and development have on a transportation network that hasn't changed?" This information was used to engage the community in discussions about the transportation vision, goals, and objectives.

### PHASE 6

**Plan documentation** provided a guide for why, what and how Courtenay should invest in transportation infrastructure.

## 1.3 CONSULTATION WITH THE PUBLIC + STAKEHOLDERS

Public and agency stakeholder engagement was essential to Connecting Courtenay. Two rounds of engagement were completed – the first focused on issues, challenges, and ‘Big Moves’ (i.e., significant transportation changes) and the second focused on long-term strategies and priorities. The results of the consultation which influenced the plan and central messages are incorporated throughout Connecting Courtenay. More information about the public consultation events, stakeholders, and the results of consultation are documented in separate reports.

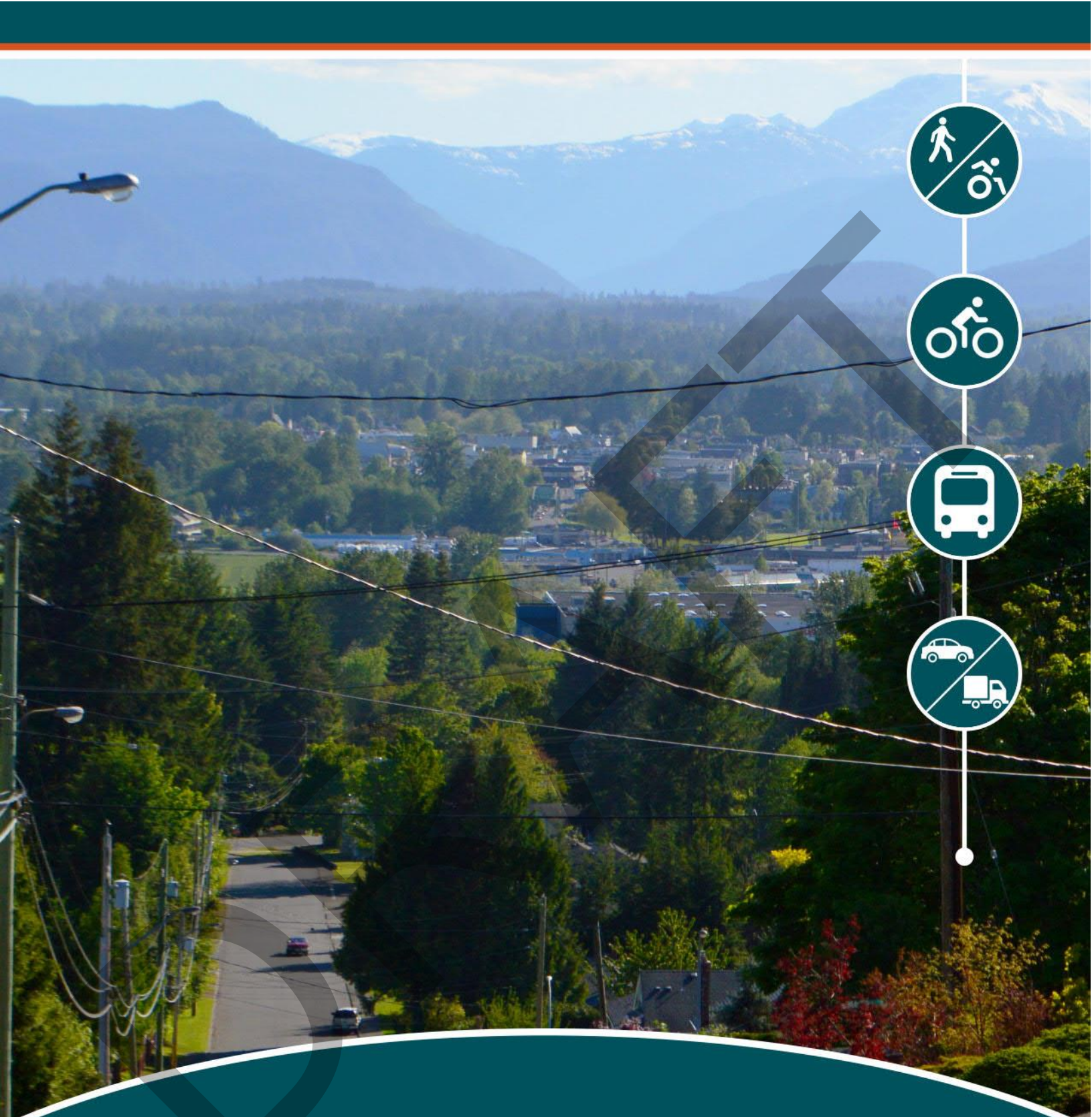
## 1.4 APPLYING THE PLAN

Connecting Courtenay is a guide for the development and implementation of transportation infrastructure, policies, programs, and activities. It will require funding and partnerships to be successful. Further, it looks both to the long-term – i.e. what issues should the City be prepared to address and what are the most promising solutions – as well as to the actions that should be implemented in the next ten years. This is a living document, and the actions recommended here within must be reaffirmed through funding, Council resolutions, and effective partnership action on an annual basis. This is particularly important for major infrastructure, which may be deferred if investments in non-automobile modes of transportation and changes in land use patterns are successful in limiting vehicle volume growth.

## 1.5 PLAN FRAMEWORK

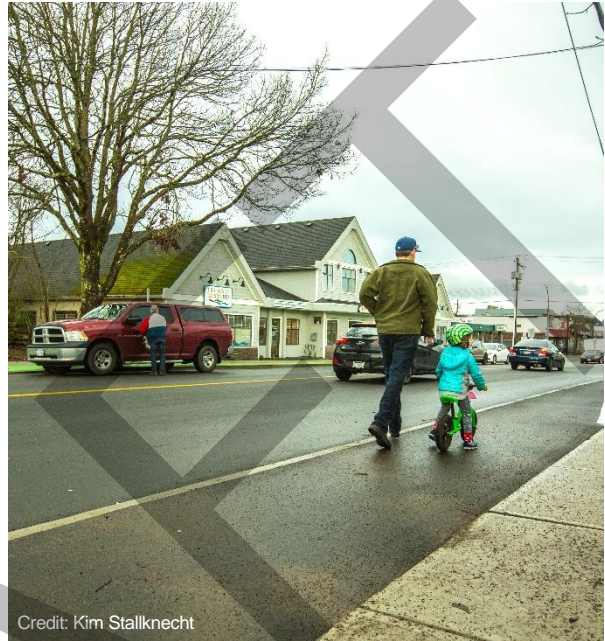
Connecting Courtenay is separated into eight sections as highlighted below:

1. **Shaping Influences** highlight those factors that currently influence travel demands and choices within the City.
2. **Overall Directions** are based on community input and guidance when considering existing and future base conditions.
3. **Streets Plan Themes** provide a strategic approach for managed investments in the current and future road network within Courtenay that include municipal, regional and provincial interests.
4. **Walking Plan Themes** include infrastructure and programs to encourage walking or getting around Courtenay with mobility devices.
5. **Cycling Plan Themes** highlight current design standards and identify a future cycling network and support facilities.
6. **Transit Infrastructure Themes** provide guidance on the City’s responsibilities for making transit universally accessible.
7. **New Mobility Themes** address new and future transportation modes anticipated to emerge during the life of this plan.
8. **Implementation & Phasing** summarizes priorities for investment during the first 10-years of the plan based on community input and alignment with the Vision.



## 2. SHAPING INFLUENCES

Courtenay’s geographic location in the region, land use patterns and demographics shape daily travel to, from, within and through the City. The City is located at the centre of the Comox Valley Regional District (CVRD), and serves as the centre for commercial, employment, educational and recreational activities. The City is also surrounded and served by several key regional gateways, such as the Comox Valley Airport, as well as the Provincial highway system. This section of Connecting Courtenay explores those factors that most influence today’s travel needs and choices within Courtenay – specifically demographic and land use patterns.

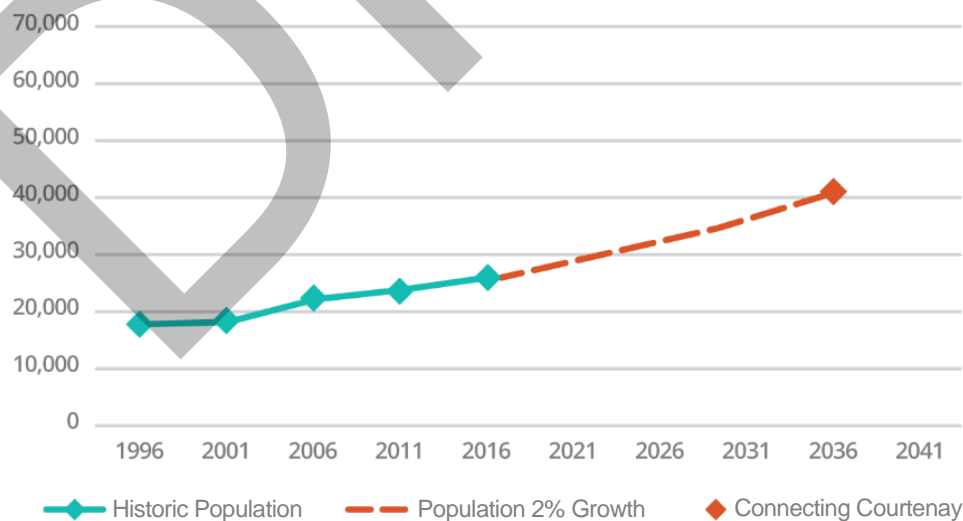


Credit: Kim Stalknecht

## 2.1 DEMOGRAPHIC CONTEXT

Courtenay is attractive for people of all ages – youth, families and seniors. In 1996, the City’s population was approximately 18,000 people. As of the 2016 census, the City’s population has increased by 1.9% per year to approximately 25,600 people (or almost 40% of the Comox Valley Regional District) as illustrated in **Figure 2-1** below. Much of this growth occurred in the eastern areas of the City in the form of greenfield development in addition to some infill within the established areas.

**Figure 2-1: Courtenay's Historical & Projected Population**



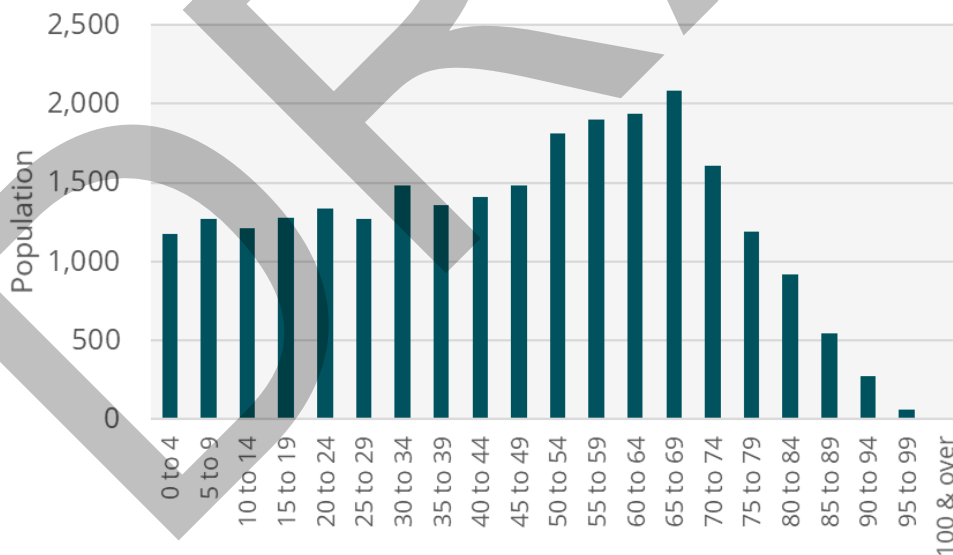
Over the next 20 years or so, the regional population is expected to grow substantially, much of which is planned for the Town of Comox and the Village of Cumberland. The City's Official Community Plan (OCP) identified a population projection range for Courtenay of between 1.5% and 3.5% compounded annual growth.

Courtenay's population is projected to grow at a rate of approximately 2% annually over the next 25 years if land use plans are achieved as predicted. The City will monitor population growth to confirm the 2% annual growth projection, as the schedule for delivery of transportation projects may need to be adjusted to align with the observed rate of growth.

Consistent with other infrastructure plans, faster rates of growth will mean that the investments included in the TMP will need to be accelerated. Conversely, slower growth rates reduce pressure on travel demands and subsequently allow for deferred investment in capital infrastructure such as walking, cycling, transit and roadway infrastructure.

Beyond the overall population growth in the City and region-wide, the age profile of Courtenay residents influences transportation choices. **Figure 2-2** illustrates the age profile of residents in 2016. The largest age cohort includes adults between 65 and 69 years. This is followed by the cohorts between 50 and 64 years, confirming Courtenay's attractiveness as a destination for retirees and active seniors. Looking ahead, it will be especially important to provide high quality, accessible, multi-modal transportation choices for residents of Courtenay to get around.

**Figure 2-2: Courtenay Age Demographic Profile (2016)**



## 2.2 LAND USE CONTEXT

Land use and transportation are fundamentally interrelated. The type, scale, mixture and form of land uses impact how much, where and how people choose to travel. Low density, single use residential or commercial land use patterns typically mean fewer trips generated to these areas during specific times of day, and longer travel distances that are not as walkable or cyclable. Providing attractive transit services can be difficult with fewer trips being generated to different areas of the City.

Today, Courtenay is comprised of established mixed-use areas within the urban core in addition to suburban scale and form of land use patterns.

**Figure 2-3** illustrates the key generators of travel in the City. The general land use patterns and key destinations include:

- 1. Commercial Areas.** Downtown Courtenay is an important destination for employment, shopping, and recreation. Proximity of residential areas surrounding the urban core make walking, cycling and transit possible. More suburban character commercial uses exist around Ryan Road and Lerwick Road, and these areas are generally less accessible by walking and cycling due to their location and design.
- 2. Community Facilities.** Many of Courtenay's important cultural, civic and recreational facilities are located downtown, including City Hall, the library, Florence Filberg Centre and Native Sons Hall. The North Island Hospital Comox Valley and North Island College are both located north of Ryan Road and west of Lerwick Road. A number of other facilities such as, Courtenay & District Memorial Outdoor Pool, Lewis Centre, Lewis Park and LINK Youth Centre are located off of Old Island Highway.










- 3. Regional Destinations.** The Comox Valley Airport is located east of the City and is primarily accessed through the City via Ryan Road, as is CFB Comox. The Comox and Cumberland communities are also both important regional destinations.

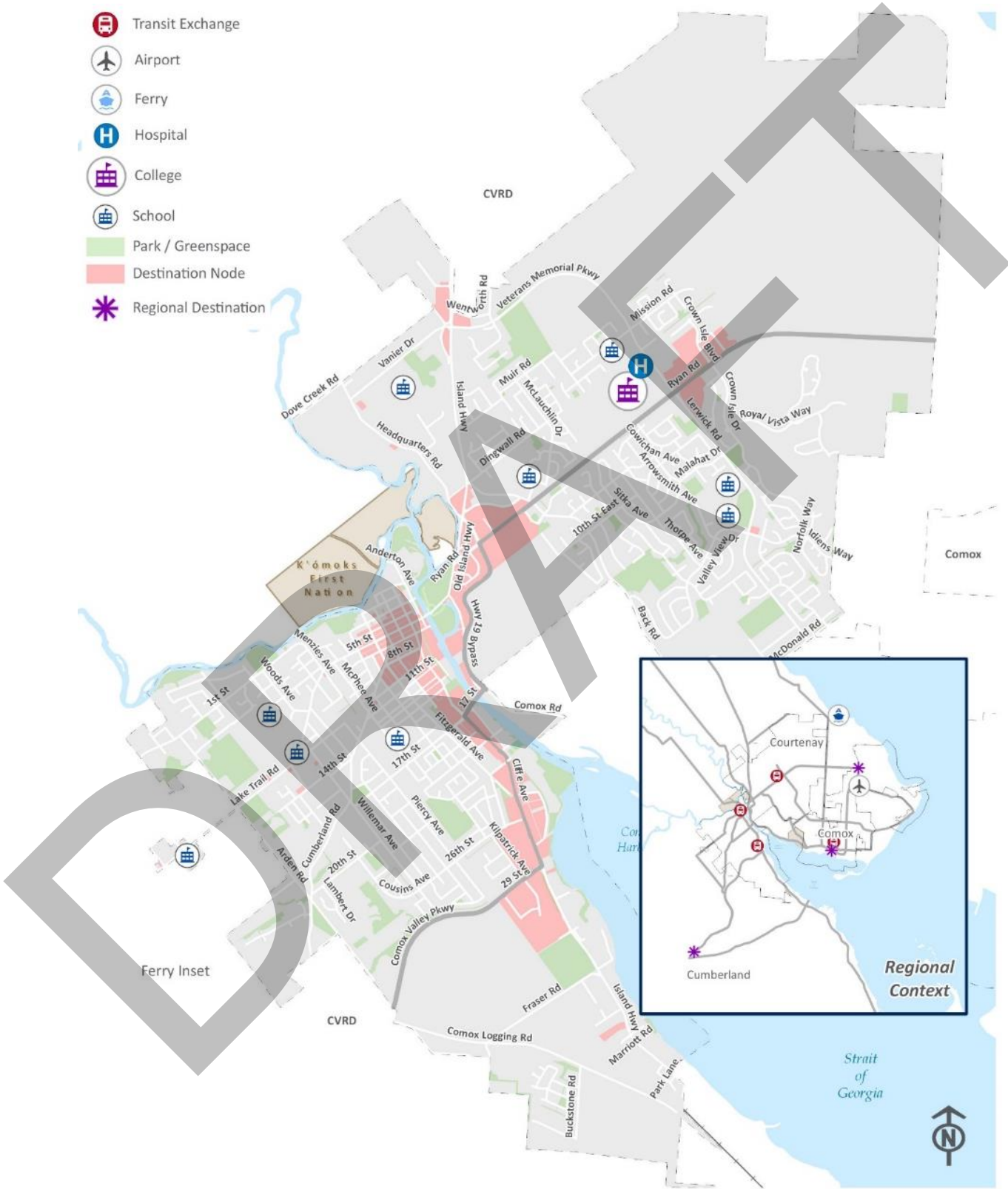
- 4. Schools.** There are nine schools in Courtenay: five elementary schools, one middle school and three secondary schools. The City is also home to one of four North Island College campuses.

The existing land use designations and the City's OCP provide guidance on future growth. Over the next 20 years, the City's transportation system will need to support and accommodate more residents, jobs and services.

Additional retail growth is planned along Ryan Road east of Lerwick Road, as well as in the downtown and around Cliffe Avenue. It is also important to note that neighbouring municipalities and K'ómoks First Nation are also expected to experience population growth, and an increase in residential population in these communities is anticipated to rely on the commercial and institutional uses in Courtenay.

Figure 2-3: Community Destinations in Courtenay

-  Transit Exchange
-  Airport
-  Ferry
-  Hospital
-  College
-  School
-  Park / Greenspace
-  Destination Node
-  Regional Destination

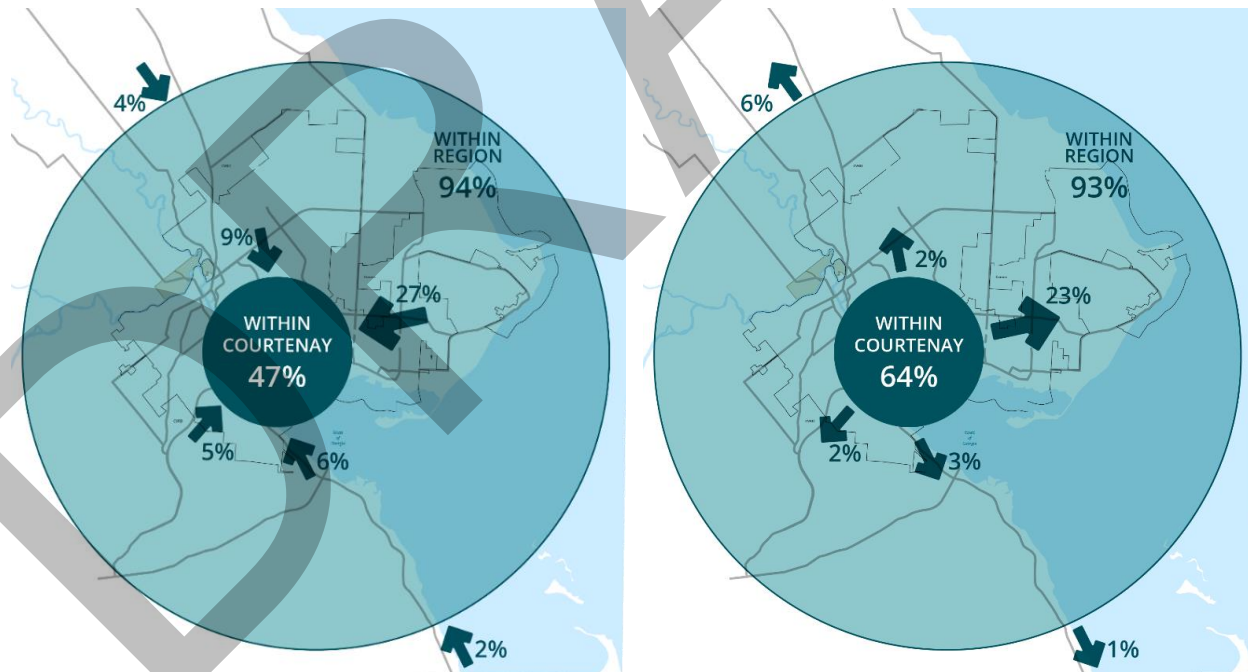


## 2.3 TRAVEL PATTERNS

Where and when people travel and the transportation options available to them impacts how they choose to travel. Today, Courtenay is part of an integrated region, with 93% of Courtenay residents working within the region and 94% of people who work in Courtenay living within the region. Approximately 64% of residents both live and work in Courtenay. These relationships are illustrated in **Figure 2-4**.

Today, approximately 83% of commute trips to work or school are made by private vehicle (car, van, truck) including both drivers (77%) and passengers (6%). The use of public transit (3%), walking (8%) and cycling (4%) makes up most other commute trips, with the remainder taking some other mode (taxi, motorcycle, boat, etc.).

**Figure 2-4: Where Courtenay Residents & Workers Travel**



*Place of Work, Courtenay Residents (2016)*

*Place of Residence, Courtenay Workers (2016)*

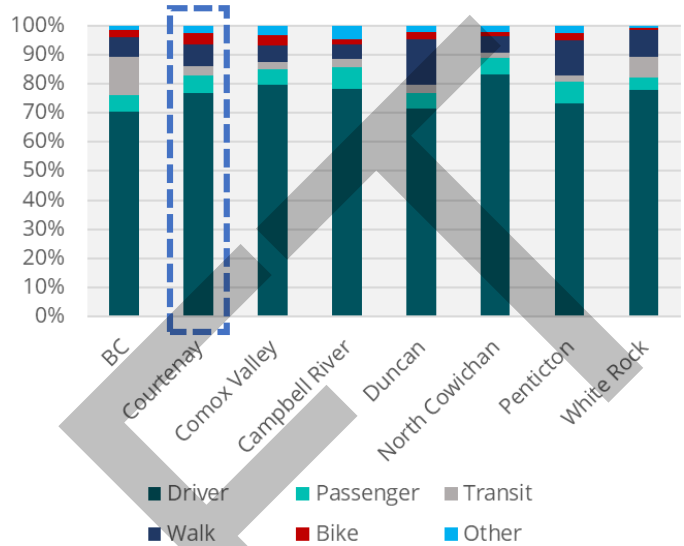


**Figure 2-5** illustrates how residents of Courtenay choose to travel each day – or “mode split” – in comparison to other communities. Across British Columbia, approximately 75% use their car for work travel in comparison to 85% in Courtenay.

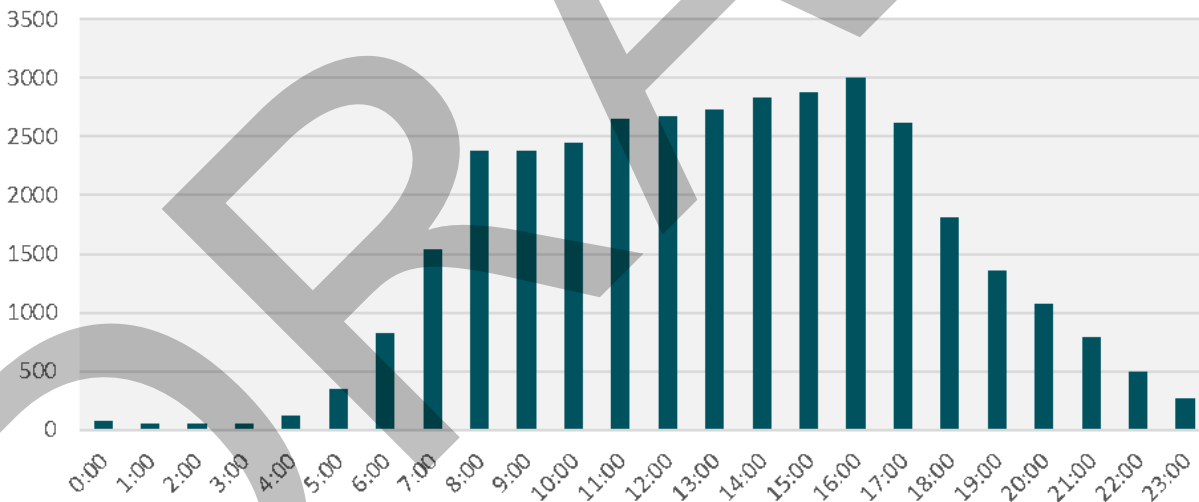
The time of day that people travel also influences how they choose to travel and provides insights on the worst-case periods of the day. In many cities, morning and afternoon peak period travel makes up a significant portion of daily trips by car and transit, while goods movement is more prominent during the midday period.

Although travel data and surveys are limited in Courtenay, traffic patterns on Highway 19A provide insight on the overall profile of travel demands in Courtenay’s core areas, as illustrated in **Figure 2-6**.

**Figure 2-5: Mode Split to Work (2016)**



**Figure 2-6: Weekday Hourly Traffic Distribution, Highway 19A at the 17<sup>th</sup> Street Bridge**

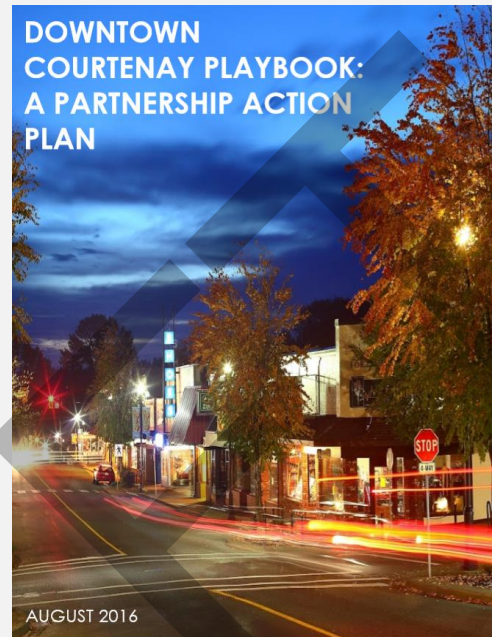


Consistent with an older demographic community, these patterns clearly indicate that travel demands are relatively consistent throughout the day. This means that the most effective travel options for people to shift modes in future must be available during daytime and peak periods. Further, these patterns also mean that any congestion levels within the core area and across bridges are also evident during morning, afternoon, as well as midday periods.

Recognizing the scale and patterns of growth in the City and region-wide, travel demand is expected to increase along major corridors and across key screenlines between areas within the City (a screenline is a point on a key corridor across which traffic volumes are measured).

**Figure 2-7** illustrates the expected growth in afternoon peak period travel across screenlines over the next 20 years assuming no significant changes in walking, cycling and transit facilities and services.

As illustrated, peak vehicle travel demands are projected to increase substantially across key screenlines such as the river and major corridors without significant investments in transit, walking and cycling. Demands for crossing the river between the eastern and western areas of the City are expected to increase by approximately 20%, contributing to increased congestion and reduced mobility for car and truck travel.



## **DOWNTOWN COURTENAY PLAYBOOK: A Partnership Action Plan**

August 2016

The Playbook is a product of the 2015 Downtown Forum and the 2016 Design Charrette. It summarizes the community vision for Downtown Courtenay created through the engagement process and the planning directions and actions for downtown revitalization.

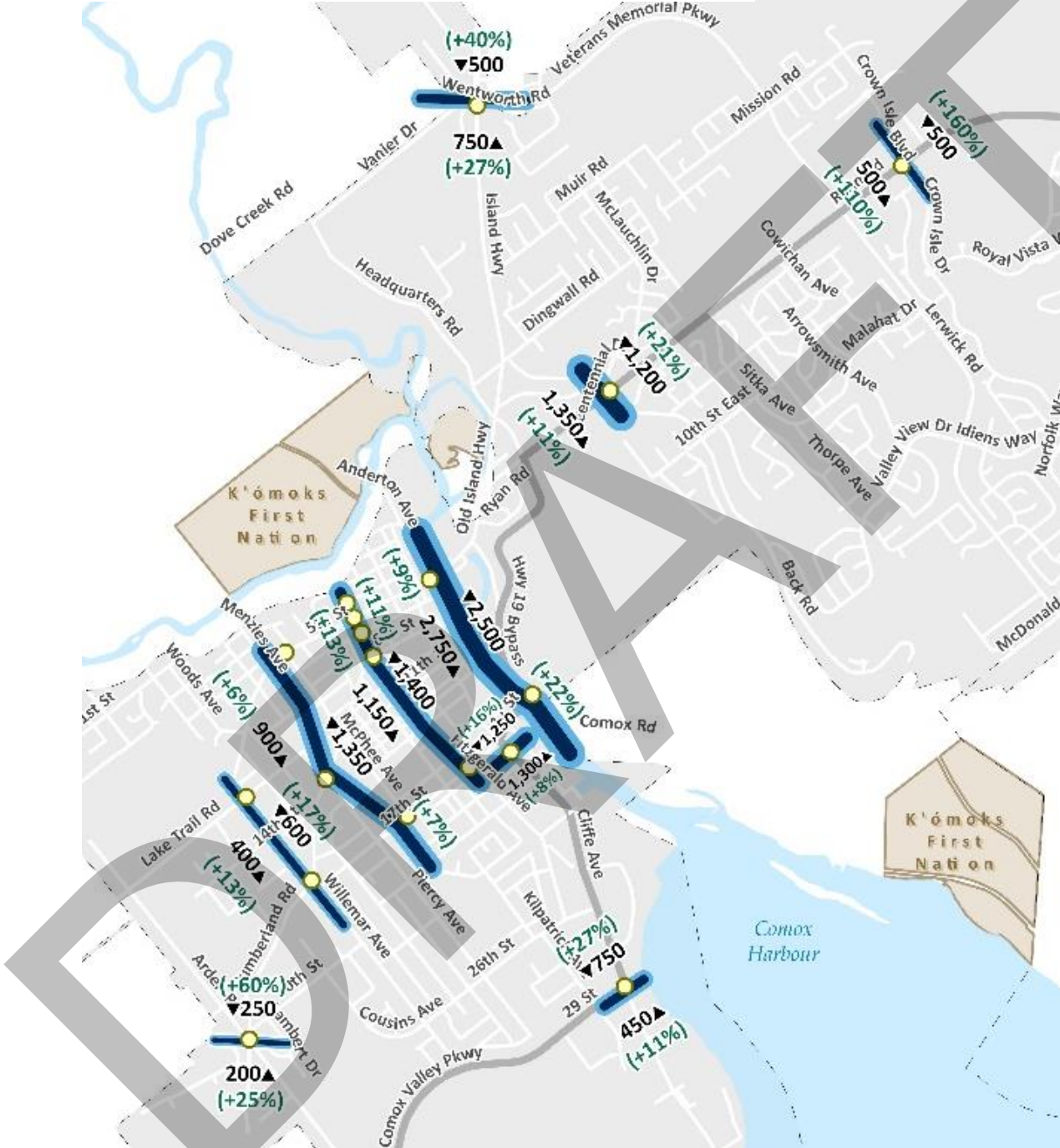
The Playbook contains five strategic planning goals, one of which is specific to transportation:

*Make It Easier to Get to and Be Downtown*

*All modes of transportation are conveniently able to access, circulate, and park within downtown.*

Connecting Courtenay's overall directions have been developed to align with the strategic planning goals of the Playbook.

Figure 2-7: Existing & Forecast Afternoon Peak Hour Traffic



- Count Location
- Screenline
- 123▲** Existing PM Peak Hour Volume By Direction
- (xxx)** Projected % PM Peak Hour Volume Growth (20 year)



### 3. OVERALL DIRECTIONS

Connecting Courtenay presents a long-term vision for how people and goods get around based on input and guidance from the community. This section of Connecting Courtenay provides the foundational themes and direction that guide this document, including the vision for the City's transportation system and guiding principles to shape travel choices and support a land use vision.

## 3.1 VISION & VALUES

The City has worked with the community on various aspects of the transportation system over the past five years. Connecting Courtenay gave residents the opportunity to confirm their vision for the City's transportation systems, identified at right. The vision is supported by six shared values (or objectives) that further guide the direction of Connecting Courtenay and the priorities and levels of investment.

### VISION

***"The City of Courtenay supports a transportation network that prioritizes connectivity and access to daily destinations and, through a balanced approach to transportation planning, provides all road users safe choices in their mode of transportation."***

#### 1. Sustainability, Livability & Health

The transportation system is balanced and environmental impacts and GHG emissions are minimized. There is high quality cycling infrastructure, walking is convenient for users of all abilities, and transit is attractive and accessible, while vehicle trips are managed.

#### 2. Safety + Efficiency

Transportation infrastructure is designed and built to be safe for users of all ages and abilities, and especially for the most vulnerable users. At the same time, traffic movements are efficient and reliable, and congestion is minimized. This is achieved first through optimization of existing infrastructure and then through the development of additional capacity, where warranted.

#### 3. Economic Prosperity

Transportation attracts businesses and investment through efficient and reliable mobility for employees, goods, and services. Downtown Courtenay is a vibrant destination.

#### 4. Connectivity

The transportation network has a high degree of connectivity for all modes of transportation. The modes of transportation are integrated to facilitate trips using multiple modes. This multi-modal network is also integrated at a regional level, supporting seamless transportation throughout the Comox Valley.

#### 5. Affordability

The transportation system is affordable and financially sustainable. Individuals and families of all income levels can access transportation. At the same time, infrastructure budgets allow the City to continue to fund other programs and services. Investment in alternative modes has been prioritized, allowing the City to defer some major infrastructure projects.

#### 6. Sustainable Land Use

Development patterns have become more compact and urban, resulting in a more livable community supporting varied travel modes.

## City of Courtenay STRATEGIC PRIORITIES 2019 -2022

Council's Strategic Priorities, 2019-2022 were confirmed in early 2019 and consist of priorities organized into six broad topic areas that include organizational excellence, economic development, land use, and partnerships. One of the six focus areas is multi-modal transportation, which clarifies that **"we [the City] plan & invest in methods of multi-modal transportation"**.

The document clarifies Council's intent to pursue the following specifically related to multi-modal transportation:

1. Move forward with implementing the City's Transportation Master Plan (i.e., Connecting Courtenay)
2. Collaborate with regional and senior government partners to provide cost-effective transportation solutions
3. Explore opportunities for electric vehicle charging stations

The intent to implement Connecting Courtenay and partner with other levels of government to enhance multi-modal transportation, as well as to support new mobility options such as electric vehicles, are reflected throughout this document and help determine where priority investments are made in the medium- and long-term as part of the implementation of this Plan.



## 3.2 GUIDING PRINCIPLES

Beyond the Vision and Values described above, the recommendations of Connecting Courtenay are shaped by guiding principles and supporting technical assessments of issues and opportunities. The guiding principles were presented to the public and stakeholders during consultation and received a high level of support, **with almost 75% of survey respondents agreeing or somewhat agreeing with the principles.**

The following guiding principles were used to shape Connecting Courtenay:

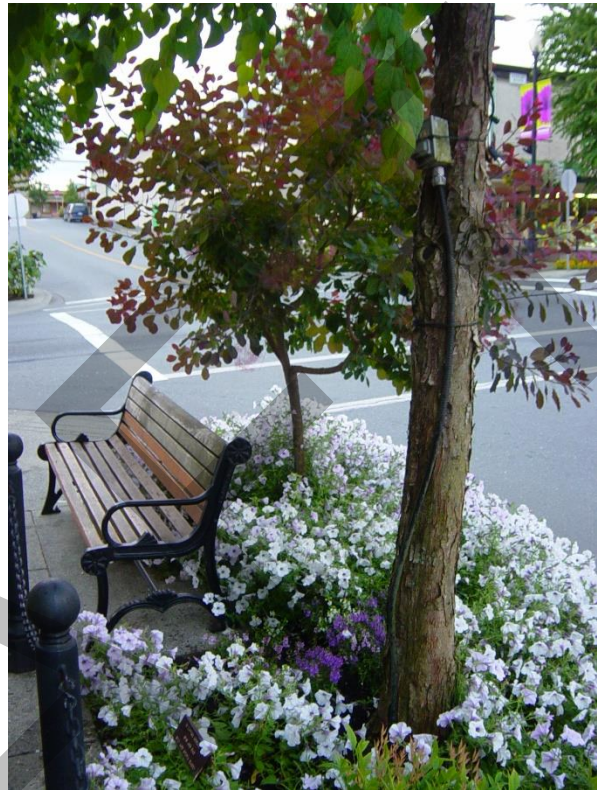
- 1. Design streets to be complete & support all modes.** This includes new roadways built as a part of development, as well as new connections and improvements to existing roadways.
- 2. Make walking, cycling & transit safer and more attractive.** Recommendations should focus on infrastructure, policies, and programs that will make walking, cycling, and transit safer and more attractive and accessible for people of all ages and abilities.
- 3. Increase accessibility for people of all ages & abilities.** This includes more accessible walking infrastructure and support programs for people with mobility and vision challenges and cycling infrastructure for all ages and abilities.
- 4. Support planned growth & increasing travel demands.** Community livability and a strong economy both rely on the ability for people and goods to travel safely, efficiently, and reliably by their chosen mode of transportation.
- 5. Recognize safety, mobility, accessibility & affordability in identifying transportation improvements & evaluating alternatives.** Connecting Courtenay takes a balanced approach to improving safety and mobility in a way that is affordable for individuals, families, and the municipality as a whole.
- 6. Defer the need for major infrastructure through land use, investment in non-automobile modes of transportation, & maximization of existing infrastructure.** The demands for major investments can be deferred through maximizing the effectiveness of existing assets and managing growth through strong land use planning and investments in sustainable modes.
- 7. Ensure that the transportation system is planned and designed to support other community goals including, but not limited to, land use, recreation, social, environment, & economy.** Much like other communities, Courtenay's transportation goals are interdependent with the land use, social, environmental, and economic contexts all influencing – and being influenced by – transportation choices. Connecting Courtenay will support these other community goals.

### 3.3 MODE SHARE TARGET

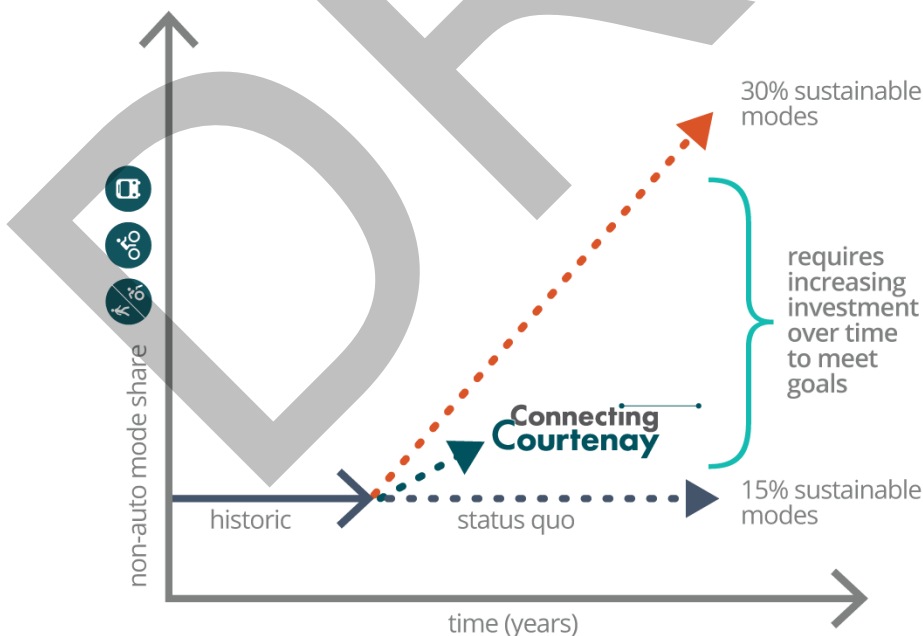
Today, approximately 85% of all trips made by Courtenay residents are by car (as driver or passenger). Sustainable travel modes – walking, cycling and transit – account for approximately 15% of all weekday trips. Without significant investments in walking, cycling and transit infrastructure and services, these patterns have not significantly changed over the last 20 years.

With population expected to grow by approximately 60% over the next 20 years, Courtenay residents want to shift travel choices toward more sustainable modes through land use plans and investments in non-automobile travel modes.

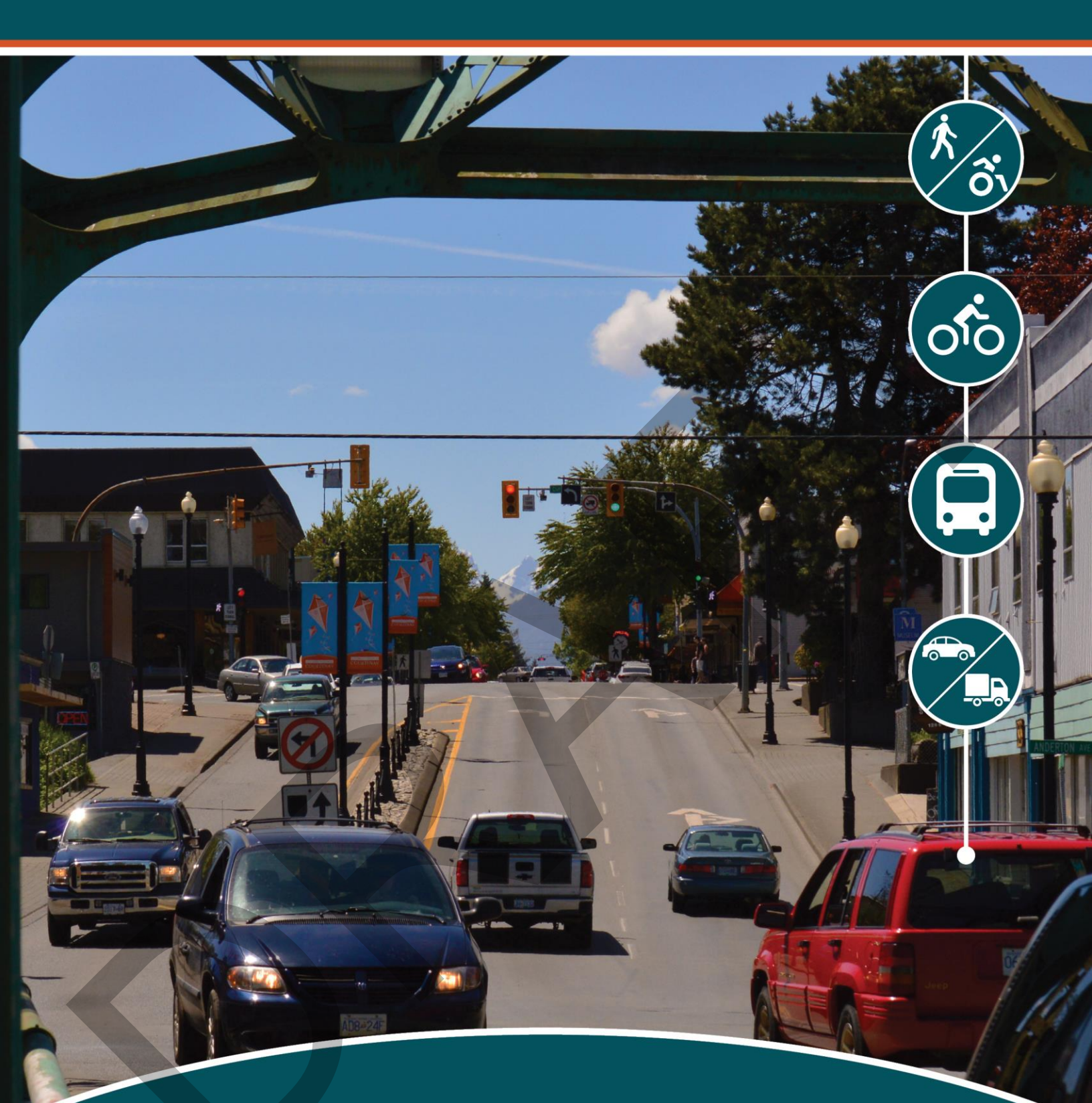
The City's OCP provides targets to double the percentage of trips by walking, cycling and transit. That means transportation investments must be directed toward sustainable modes of travel to support an increase from 15% today – *transit (3%), walking (8%) and cycling (4%)* – to 30% of all trips in the City. See **Figure 3-1**. In broad terms, achieving these targets requires integrated land use and transportation decisions in addition to prioritizing investments in sustainable modes of travel.



**Figure 3-1: Sustainable Mode Share Target**







# 4. STREETS PLAN

Streets are the “conduits” of the transportation network. They facilitate the movement of goods and services between provincial, regional and local destinations, and provide access to local properties. Streets are designed to support vehicular, walking, cycling and transit trips.

The historical challenge that remains in Courtenay (and many other communities) is that vehicles are often given preferential treatment in the allocation of space and roadway operations. Planning, designing, and building roads with consideration for walking, cycling and transit has the potential to positively impact the urban character on major corridors.

The Streets Plan highlights the key issues and concerns with the road network and outlines a long-term plan that includes improvements at major intersections and corridors, new connections and major road widenings.

## 4.1 ISSUES & OPPORTUNITIES

The existing street system in Courtenay serves local, regional and provincial travel demand for walking, cycling, transit, driving and goods movement. Because of this, the key issues and opportunities for streets – concerning connectivity, mobility, safety, access – typically impact conditions across modes.

Through the technical review and engagement with the community and agency stakeholders, key issues for streets in Courtenay were identified as follows:

- **The network for all modes is constrained** by natural barriers such as Comox Harbour, the Courtenay River, and the Tsolum River.
- **Congestion on key routes that serve provincial regional, and local travel**, including river crossings, Ryan Road and the Highway 19A bypass. **Figure 4-1** illustrates the long-term levels of service or congestion hotspots in the City projected with planned growth and without network improvements.
- **Most traffic uses roads in the core area and the lack of a bypass limits resiliency to incidents and construction.** The North Courtenay Connector opened in 2017 and provides a level of network resiliency and improved river crossing capacity.
- **Planned local and regional growth will put pressure on existing corridors**, including on river crossings, the Highway 19A Bypass, Ryan Road and major intersections. **Figure 2-7** indicated that forecast demand across core area bridges could increase by up to 25% without significant investment in alternative modes and/or new routes across the City.
- **Collision hot spots at high volume intersections on corridors with multiple accesses and high left turn volumes.** Collision frequency for the top ten collision locations are illustrated in **Figure 4-2**. High collision locations include Lerwick Road and Ryan Road; Old Island Highway and Ryan Road; 17th Street and Cliffe Avenue; and Island Highway and Ryan Road.

Figure 4-1: Forecast Base (2038) PM Peak Hour Intersection Level of Service (LOS)

**PM LOS**

- A or B
  - C
  - D
  - E
  - F
- } Minimal Delay  
} Moderate to Significant Delay

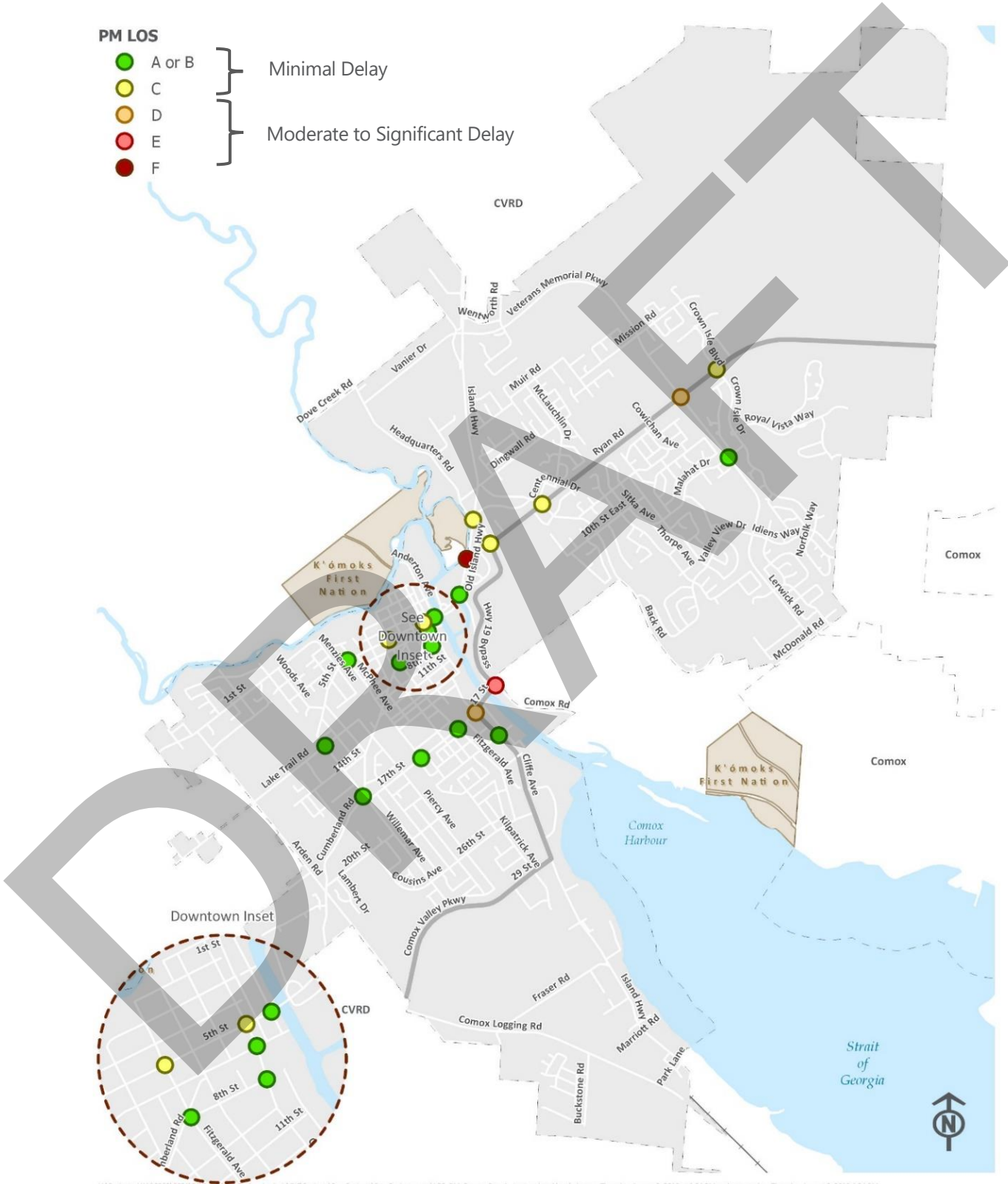
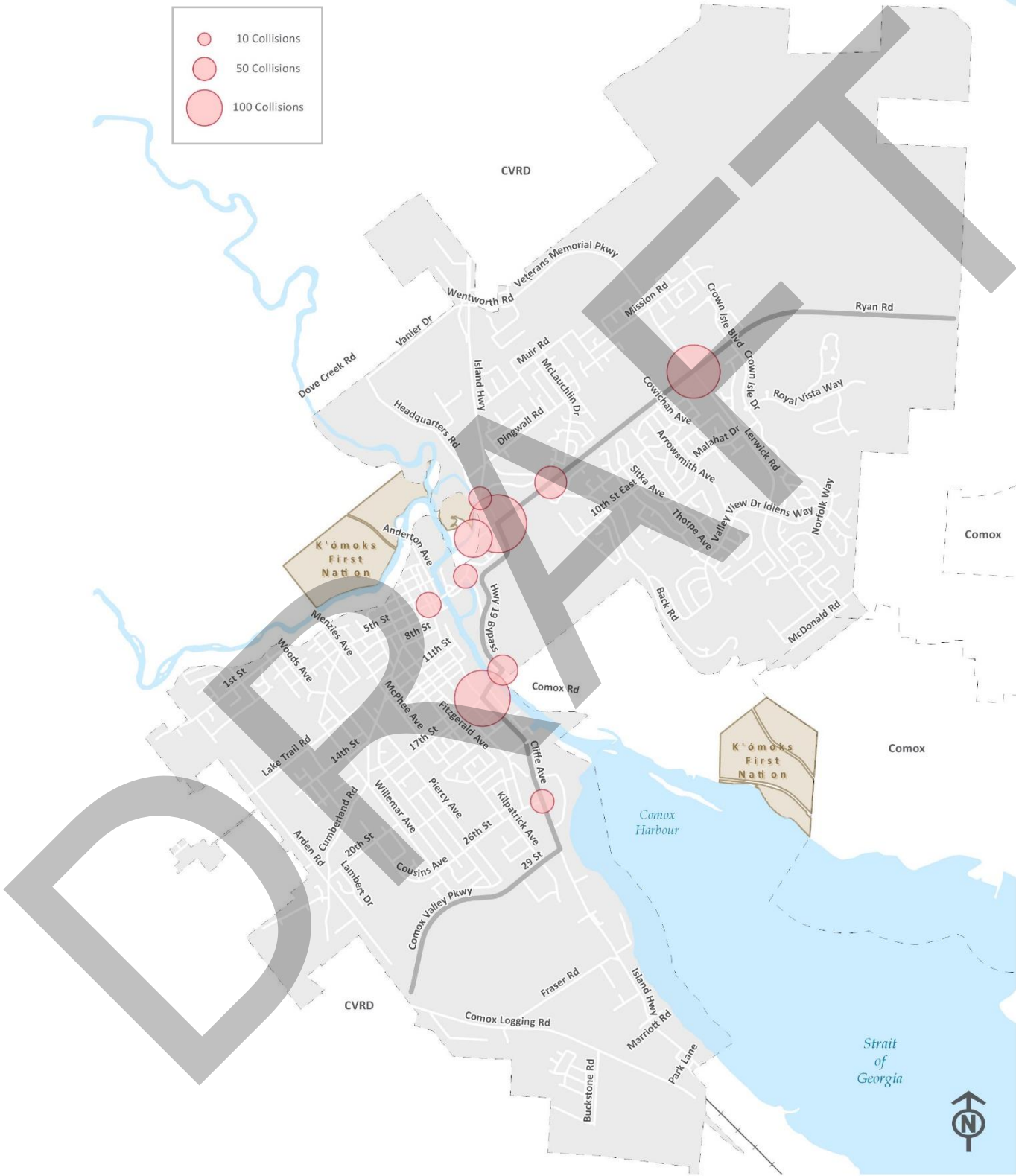


Figure 4-2: Top-10 Collision Locations (2011 to 2015)

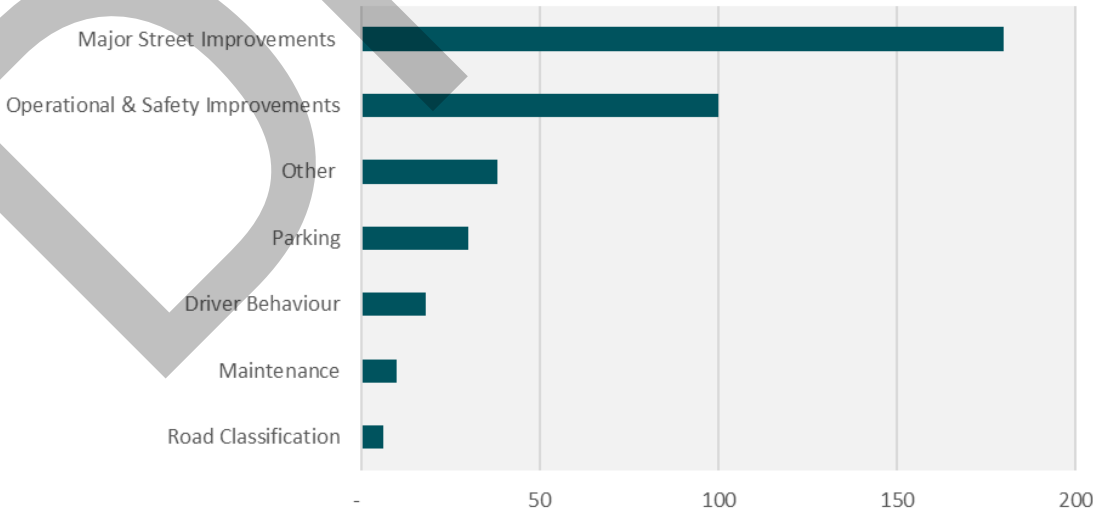


There are several opportunities to address the key issues and to enhance the mobility, safety, and operation of streets for all modes of transportation.

- Connect land use and transportation planning, invest in all modes of transportation, and support emerging technologies and new mobility to improve mode choice and reduce reliance on driving as the primary mode of transportation.
- Ensure all new streets and major widenings accommodate all modes of transportation.
- Manage existing infrastructure to ensure it is operating as safely and efficiently as possible.
- Consider long-term opportunities for east-west connections across Courtenay to increase network resiliency and reliability, reduce conflict on existing routes that are serving multiple roles, and accommodate growth.
- Maximize use of existing arterial roads by planning for widening in the long-term and beyond and monitoring operations to determine if and when widening is required.
- Seek opportunities for street trees in new roadway projects, consistent with the City's Urban Forest Strategy.
- Continue to enhance Downtown Courtenay streets as a livable and vibrant destination with streets that accommodate all modes, understanding that this may result in lower speeds and increased travel times for vehicular traffic.

When asked what ideas should be explored as part of the TMP process, residents provided a range of answers from the provision of new and widened major streets to operational and safety improvements. **Figure 4-3** below summarizes the possibilities identified by residents that were used to guide the development of the TMP.

**Figure 4-3: Community "Ideas"**  
(What could we do to make it easier to drive or carpool in Courtenay?)



## 4.2 LONG-TERM STREETS PLAN

The long-term Streets Plan provides the foundation for the City’s transportation system, and captures directions for walking, cycling and transit in Courtenay. Consistent with the vision to increase sustainable travel in Courtenay, the Streets Plan supports a philosophy on managing existing infrastructure before investing in major road network improvements. As illustrated in **Figure 4-4** this approach is designed to both manage investments in the City’s road network and allow for increased walking, cycling and transit facilities.

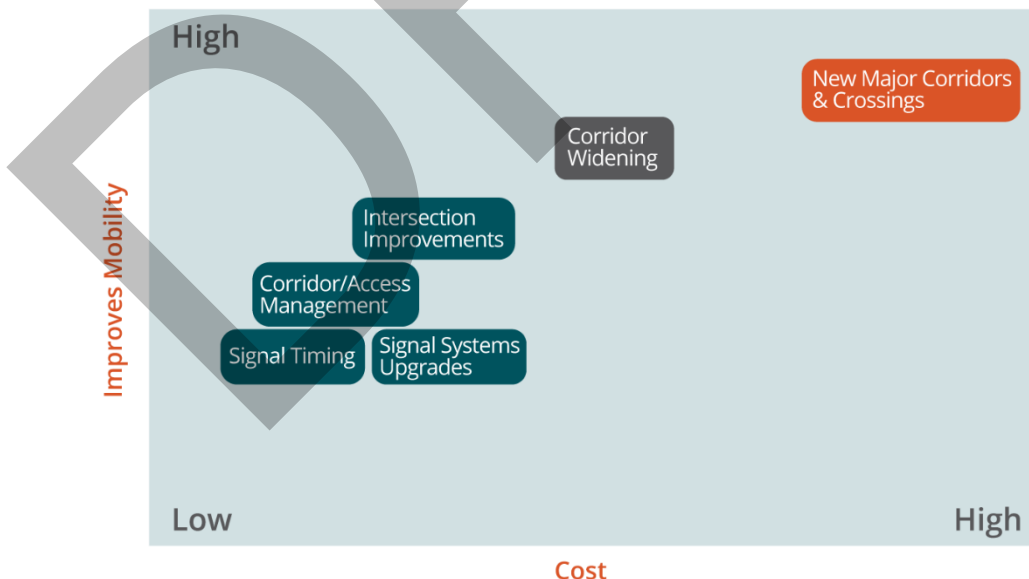
Within all urban areas, major intersections are often the primary source of congestion. The long-term plan begins with strategies to manage the existing road network – **Safety and Operational Improvements** - through enhancements to signal systems and intersections. In this regard, corridor and access changes along major roadways also help to increase performance and address safety issues.

The next level of improvements highlighted in the Streets Plan include **Corridor Widening** where intersection and corridor management improvements should be considered to extend the life of the asset or where a road may be redesigned to better address multi-modal needs.

The final aspect of the long-term Streets Plan includes **New Corridors and Crossings** of the City. In some expanding areas of the City’s built environment, new communities need to be served by major roadways that connect with the existing road network. In some cases, alternative east-west corridors have been explored as a means of addressing growing regional and City travel demands. Although some of these improvements are not considered a high priority in the next 10 to 15 years of planned growth within the Comox Valley, improvements being made in the medium-term should be planning for possibilities beyond the next 20 to 25 years.

The following sections describe the recommendations in more detail for each of these themes contained in the Streets Plan.

**Figure 4-4: Types of Street Improvements**



## 4.2.1 Safety & Operational Improvements

Major intersection and corridor safety and operational improvements include moderate-scale projects that are part of managing and investing in existing infrastructure. They can mitigate existing and anticipated future issues and extend the life of infrastructure, helping to delay larger, more expensive improvements.

In addition to addressing mobility and safety, these investments improve efficiency and performance for transit through the provision of priority lanes, as well as reduce conflicts with pedestrians and cyclists.

Specific safety and operational improvements are identified on **Figure 4-5** and include:

- a. **Ryan Road and Lerwick Road** protected left-turn movements and changes in signal phasing.
- b. **Old Island Highway corridor improvements** (Comox Road to Ryan Road) focus on maximizing effectiveness of existing lanes and improving safety. The recommended improvements include a centre median with dedicated left turn lanes, improving access, and new pedestrian and cyclist crossings.
- c. **Ryan Road corridor management** (MoTI, Old Island Highway to Highway 19A Bypass) to address safety and mobility issues. This includes strategies to better manage the corridor such as: a centre median island to direct turning vehicles to key intersections and alter site access to right-in/right-out; extension of the northbound right-turn lane from Old Island Highway to Ryan Road to beyond the northbound through queue; and eastbound transit bypass lane to reduce transit delays.
- d. **Ryan Road corridor management** (MoTI, Sandwick Road to Back Road). Convert the two-way left turn lane to a median island along the corridor to reduce delays and exposure to collisions.
- e. **17th Street Bridge (Highway 19A) area network and intersections** (MoTI Jurisdiction). Intersection improvements on both sides of the bridge will serve to maximize capacity of the existing crossing and approaches.
- f. **Old Island Hwy / Fraser Road / Millard Road** intersection geometry improvements to address off-set configuration and possible signalization.
- g. **Signal timing updates at City-owned intersections.** Update existing signal timings and clearances to be the most efficient possible.
- h. **Signal replacement program.** Signal system upgrades to support improved signal coordination and bicycle crossing objectives. Changes to accommodate bicycle push buttons are documented in the Long-Term Cycling Plan.
- i. **Traffic control upgrades, including new signals and / or roundabouts.** In the long-term, it is recommended that the City monitor traffic growth and operations at unsignalized intersections to determine where and when new signals or roundabouts are needed.

Figure 4-5: Safety and Operational Improvements

Legend

- Access Control
- Intersection Improvements
- City Street
- Provincial Highway

- i. City-wide Intersection Traffic Controls**  
(signals / roundabouts)
- 11th & Cliffe
  - Back & 6th
  - Ryan & Cowichan
  - Cumberland & Arden
  - Island Hwy & Muir Rd
  - 19th & Hwy 19A

- d. Ryan Rd Corridor Management (Sandwich to Back)**
- Convert 2-way left-turn lane to centre median

- c. Ryan Rd Corridor Management (Old Island to Hwy 19A)**
- Convert 2-way left-turn lane to centre median
  - NB right turn lane extension

- b. Old Island Hwy (Comox to Ryan)**
- Centre median
  - Dedicated left-turn lanes
  - improvements for ped and bike crossings

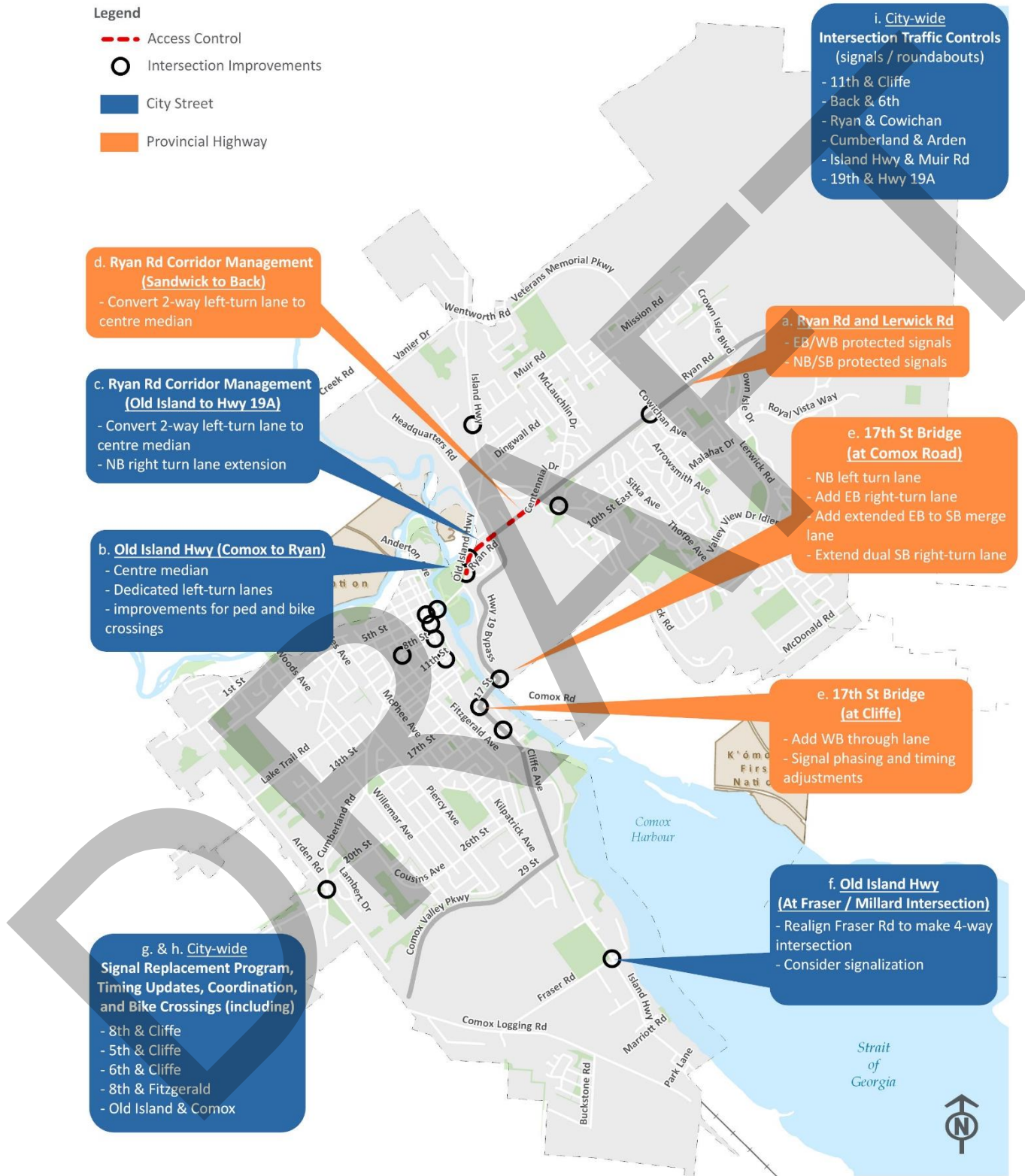
- a. Ryan Rd and Lerwick Rd**
- EB/WB protected signals
  - NB/SB protected signals

- e. 17th St Bridge (at Comox Road)**
- NB left turn lane
  - Add EB right-turn lane
  - Add extended EB to SB merge lane
  - Extend dual SB right-turn lane

- e. 17th St Bridge (at Cliffe)**
- Add WB through lane
  - Signal phasing and timing adjustments

- f. Old Island Hwy (At Fraser / Millard Intersection)**
- Realign Fraser Rd to make 4-way intersection
  - Consider signalization

- g. & h. City-wide Signal Replacement Program, Timing Updates, Coordination, and Bike Crossings (including)**
- 8th & Cliffe
  - 5th & Cliffe
  - 6th & Cliffe
  - 8th & Fitzgerald
  - Old Island & Comox





## 4.2.2 New & Widened Major Corridors & Connections

Intersection safety and capacity improvements will maximize Courtenay's existing infrastructure and allow for opportunities to increase investments in other modes. Over the next 20 years however, further investments in widening existing corridors and creating new major roadways in growth areas is required to support planned growth and development.

Community input through the Connecting Courtenay process confirmed that existing traffic delay is a significant issue and many expressed interest in major road improvements. When asked, major street improvements were among the most common themes identified in the public survey. At the same time, public input called for investment in walking, cycling, and transit – as well as innovative solutions – to reduce traffic demand.

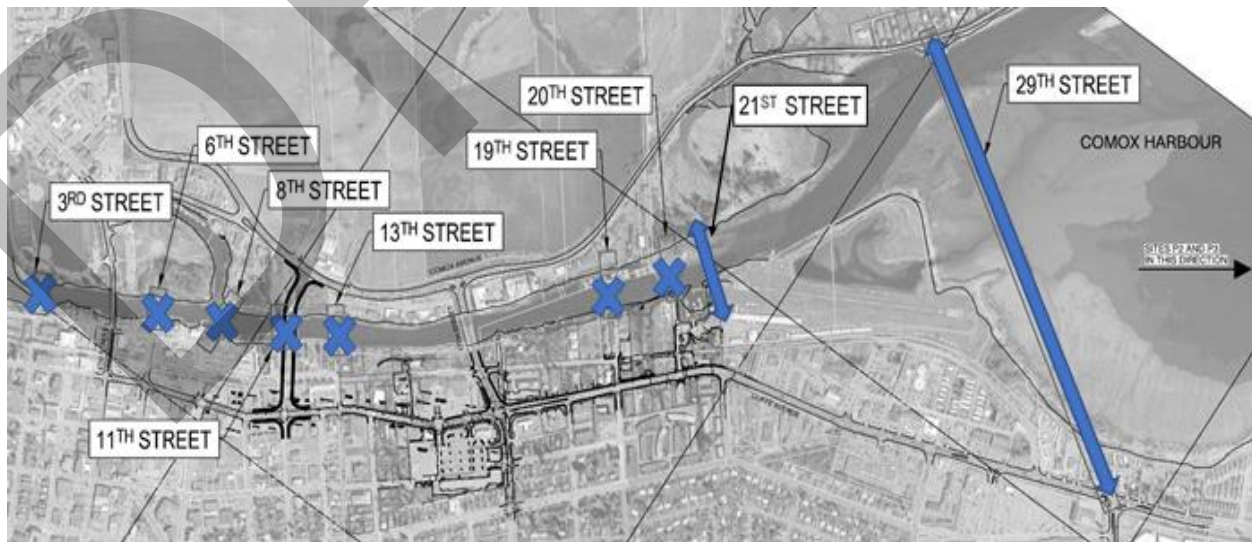
Using background plans and additional input from the community, the Connecting Courtenay process explored a wide variety of potential major roadway widenings and new connections, as well as improving existing or creating new river crossings.

In some cases, select widenings were considered as a means of maximizing use of existing rights-of-way, and new connections provided access to growing areas of the City and redundancy to the City's major roadways.

As part of the process, improvements to existing river crossings and new river crossings were considered as part of the long-term plan. Beyond the intersection improvements previously described for the 17<sup>th</sup> Street Bridge, historical crossing options illustrated in **Figure 4-6** were all considered in the process with input and feedback from the community and Council.

In general, the rights-of-way for each of the historical crossing options are no longer available. In most cases, buildings have been constructed along or near the alignment and right-of-way that would be required. In a few cases – such as 21<sup>st</sup> Street – existing active uses prevent advancing any planning and design, and in other cases – such as 29<sup>th</sup> Street – cost would be prohibitive in addition to other significant impacts.

**Figure 4-6: Historical Crossing Options**



For the 21<sup>st</sup> Street and 29<sup>th</sup> Street crossing options, bridges and connections for either alignment would be complex, costly and potentially impact existing uses and environments. As such, Council passed a motion in mid-2018 to 'abandon' further investigation of the 21<sup>st</sup> Street crossing during the Connecting Courtenay process.

Rather than focus on planning for the potential of a new crossing on the south side of Courtenay, Connecting Courtenay highlights other roadway widenings and new connections that will help with local area network redundancy as well as enhance mobility and connectivity across the City and region. The proposed improvements described below include both municipal roadways and provincial highways and are illustrated on **Figure 4-7**.

- a. Hwy 19A Widening (MoTI, 17th St to Ryan Rd).** Traffic volumes on this roadway are projected to increase by 20% over the next 20 years. Widening to four lanes will increase capacity and serve as an important connection for vehicles and transit. At the same time, the widening can also preserve for walking and cycling connections along the east side of the Courtenay River.
- b. Ryan Rd Widening (MoTI, Back Rd to Cowichan Rd).** With traffic volumes expected to grow by 10% to 20%, the volumes on this three-lane section of Ryan Road will exceed capacity within 20 years. The widening will support growth in this area of the City as well as mobility for transit. Improvements to the corridor will also recognize the need for safe and attractive cycling and walking facilities.
- c. Ryan Rd Widening (MoTI, Crown Isle Dr to Anderton Rd).** The future volumes on this roadway will depend on the scale, density, and internal road networks of the planned development area on the north side of Ryan Road. It is recommended that consideration be given to eventually widening this corridor over the next 20 years.
- d. Lerwick Road Widening (Malahat Dr to Valley View Dr / Idiens Way and from Blue Jay Place to McDonald Rd).** Although growth along this corridor will depend on development in Courtenay and externally, the Connecting Courtenay process identified the potential need for an eventual widening from two to four lanes.
- e. Back Road Widening (Ryan Rd to 10th St East).** Current volumes and forecast growth in this area of the City suggest that the widening of Back Road from two to four-lanes should be preserved as a long-term improvement.  
  
Beyond widening of existing roadways, two key new roadway connections are recommended to provide redundancy in the City's overall major road network and to enhance overall access and circulation for all modes of travel.

**f. Northern Corridor (Piercy, Vanier, Veterans Connection to Anderton).** Today, the majority of east-west regional travel through the City is across the 5<sup>th</sup> Street or 17<sup>th</sup> Street bridges. In 2017, the Ministry invested in a new Piercy Road crossing of the river to improve overall east-west connectivity between Highway 19 and the Comox Airport and ferry terminal. In a further effort to improve east-west connectivity, it is recommended the City work with other regional and provincial partners on a northern corridor that includes an extension of the Veterans Memorial Parkway through to Anderton Road. The specific alignment of this corridor should be designed to support inter-municipal travel for all modes and be planned with developments anticipated for the area. As traffic increases in the very long-term, the City and other regional partners will want to explore other improvements that may be required to Piercy Road to provide attractive connections to Highway 19. Highway signage notifying drivers of a northern corridor to access the ferry and airport would also potentially increase use of a northern corridor.

**g. Tunner Dr Extension (Back Road to Hwy 19A).** A very limited network of continuous east-west roadways in Courtenay means that Ryan Road is concurrently serving provincial, regional, City-wide and local functions. Although a northern route as previously described would help, local area network redundancy would also support improved mobility along Ryan Road and for local residential areas. The extension of Tunner Drive to connect with Highway 19A is recommended to provide an alternative route for local area travel for residents between Back Road and Lerwick Road, south of Ryan Road. It will also form the spine of the pedestrian and cycling route between this area and downtown.

**h. Arden Road Extension (continuous connection between Embleton Crescent & Comox Valley Parkway).** Arden Road presents an opportunity for a continuous collector connection across the western edge of Courtenay to enhance north-south connectivity and provide an alternative to Piercy Avenue and Cliffe Avenue. This improvement requires extending Arden Road at the south to connect with the Comox Valley Parkway and upgrade of Arden Road between Lake Trail Road and Embleton Crescent at the north, including a crossing of Morrison Creek. Consideration may also be given to providing dedicated pedestrian and cycling facilities along the length of Arden Road.

Major connection or corridor work completed in this area will require consideration of the Arden Corridor Local Area Plan (2013) and the Action Plan for the Western Brook Lamprey – Morrison Creek Population. Detailed study will be required to determine the alignment at the southern-most end of Arden Road.

**i. Comox Logging Road Upgrades & Re-alignment.**

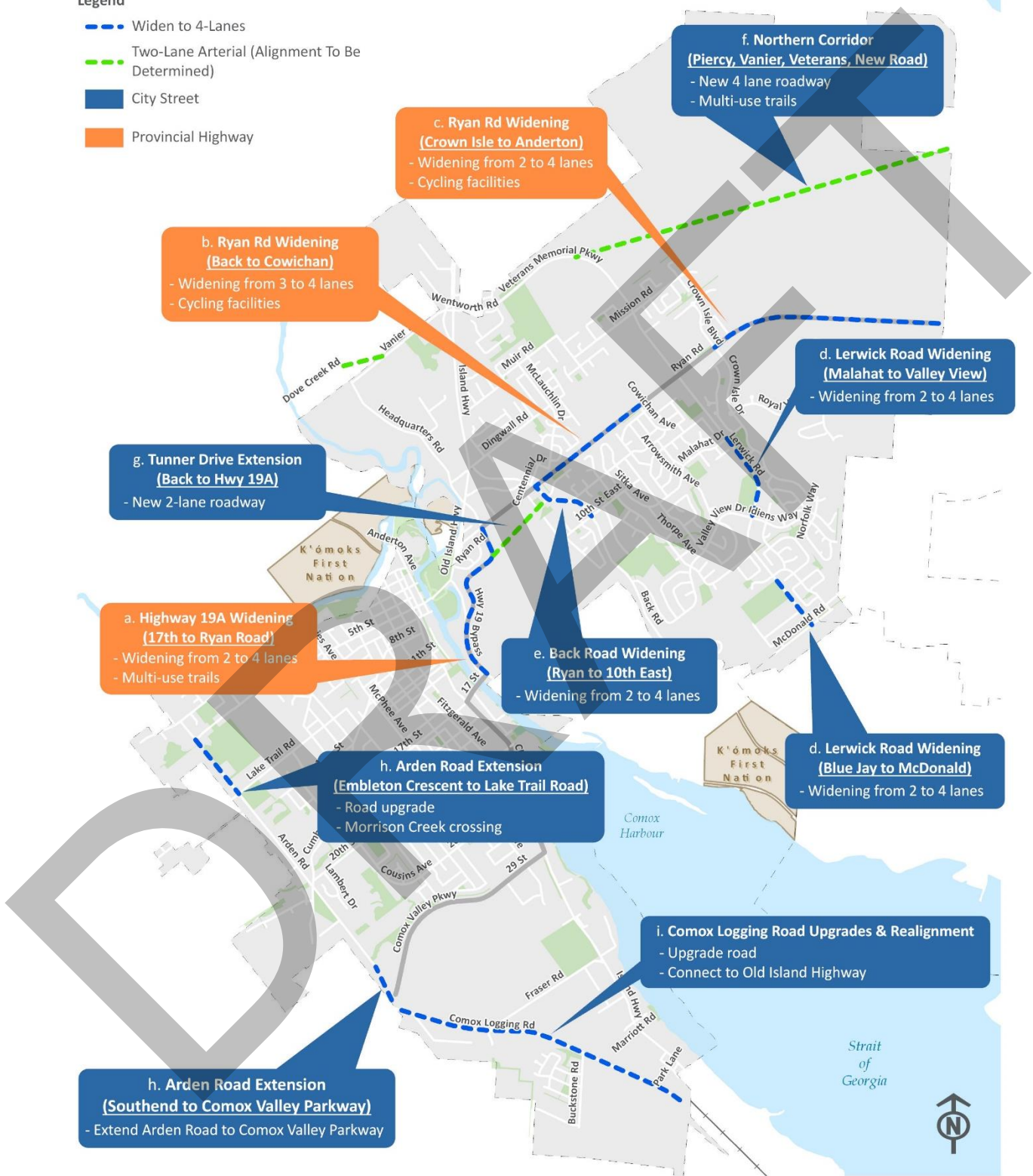
The Comox Logging Road between the Comox Valley Parkway and Old Island Highway represents a new connection to address planned growth in South Courtenay and an alternative to north-south travel on the Old Island Highway. Upgrades are required along the entire length of Comox Valley Logging Road between Comox Valley Parkway and Old Island Highway to bring it up to collector standard, with specific consideration for the ultimate alignment and intersection configuration at the north and south ends.

This corridor could ultimately connect to Arden Road to provide a continuous north-south corridor at the west edge of the City.

Figure 4-7: New & Widened Major Corridors

Legend

- Widen to 4-Lanes
- Two-Lane Arterial (Alignment To Be Determined)
- █ City Street
- █ Provincial Highway



## 4.2.3 Roadway Classification

The City's street classification system guides everything from specific design standards and features through to interaction with surrounding uses. In 2018, the City updated the Subdivision & Development Servicing Bylaw (SDS) to balance the needs of all modes of transportation. The SDS identifies the minimum recommended widths for each roadway element for different classifications of roadways. Wider roads can be designed depending on the context, available property, and other factors.

The existing SDS road classifications have been updated here to simplify the approach to classifying existing roadways and to capture the planned network changes of Connecting Courtenay.

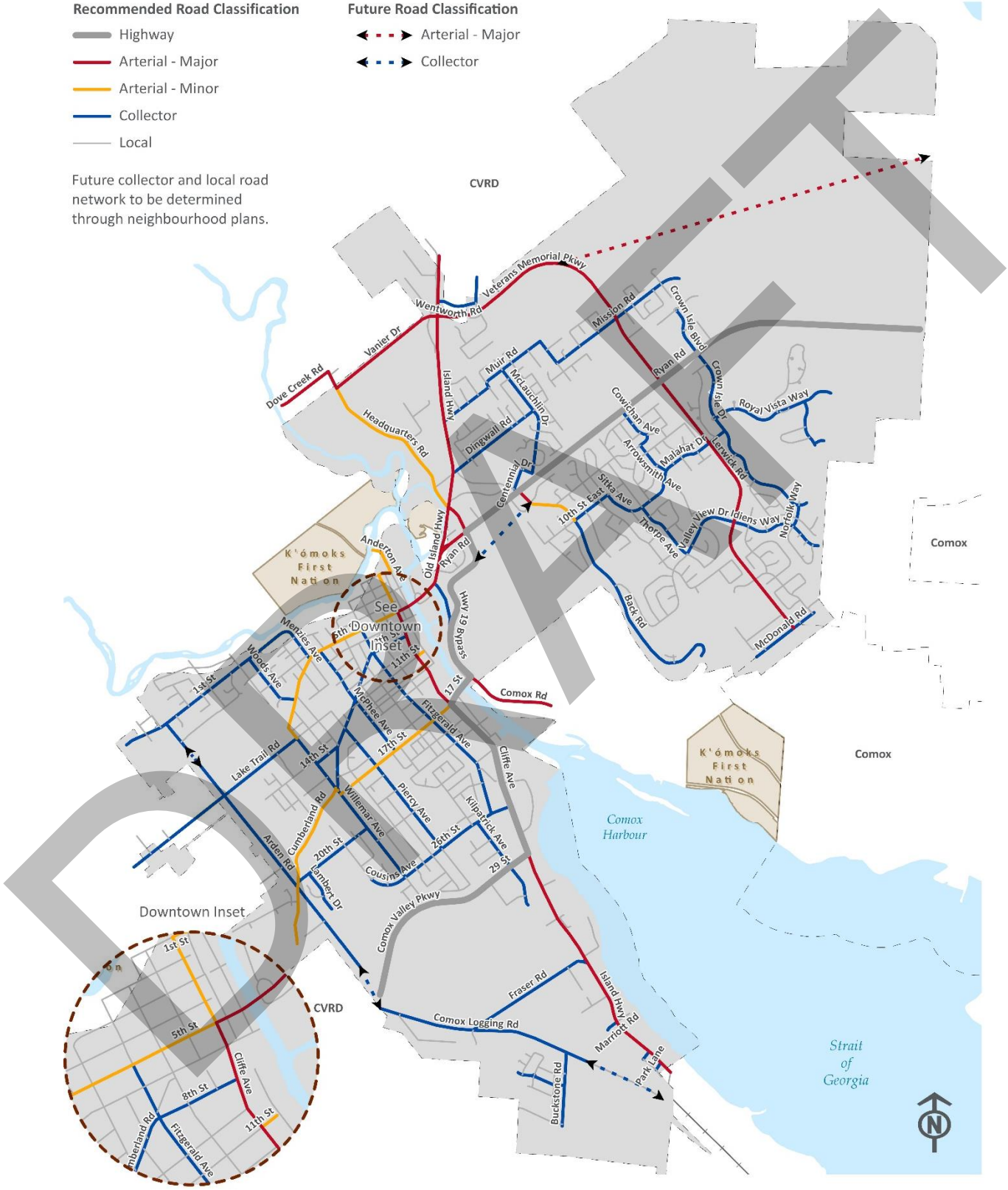
The updated classification system presented in **Figure 4-8** illustrates the proposed network classification map for the City.



Figure 4-8: Recommended Road Classification Scheme

- | Recommended Road Classification | Future Road Classification |
|---------------------------------|----------------------------|
| Highway                         | Arterial - Major           |
| Arterial - Major                | Collector                  |
| Arterial - Minor                |                            |
| Collector                       |                            |
| Local                           |                            |

Future collector and local road network to be determined through neighbourhood plans.



## 4.2.4 Beyond the Next 20 Years & City Boundaries

The City and the surrounding region will continue to grow and expand beyond the next 20 years. In addition to those network improvements and new or widened roadways already recommended, the City will want to preserve or even acquire other rights-of-way for possible new connections. At this time, these new connections and further widenings are largely intended to support and provide a grid system of streets in the long-term where there are many opportunities to get around Courtenay.

**Figure 4-9** illustrates those roadway connections that are recommended for long-term planning within City boundaries. They include:

1. **Willemar Avenue Extension (between 26th St & Comox Valley Parkway).** As infill growth and development occur in the established areas of the City, adding to the grid of north-south streets can serve to address mobility challenges along existing corridor such as Cliffe Avenue and will provide connectivity for all modes of travel. As development occurs in the area, the City may wish to consider extending and connecting Willemar Avenue south of 26th Street through to Comox Valley Parkway.
2. **Old Island Highway Widening from 2 to 4 lanes to accommodate growth in South Courtenay.** As growth occurs in South Courtenay and in areas south of Courtenay, consideration should be given to protecting future opportunities to widen the Old Island Highway beyond the Connecting Courtenay planning horizon.
3. **Crown Isle Collector Roadways.** Although the Local Area Plan will be used to identify the local collector and arterial road system, the City will want to ensure a grid street network that provides multiple connections to Ryan Road and Lerwick Road, as well as support the extension of Veterans Memorial Parkway.



Figure 4-9: Protecting Possibilities Beyond the TMP

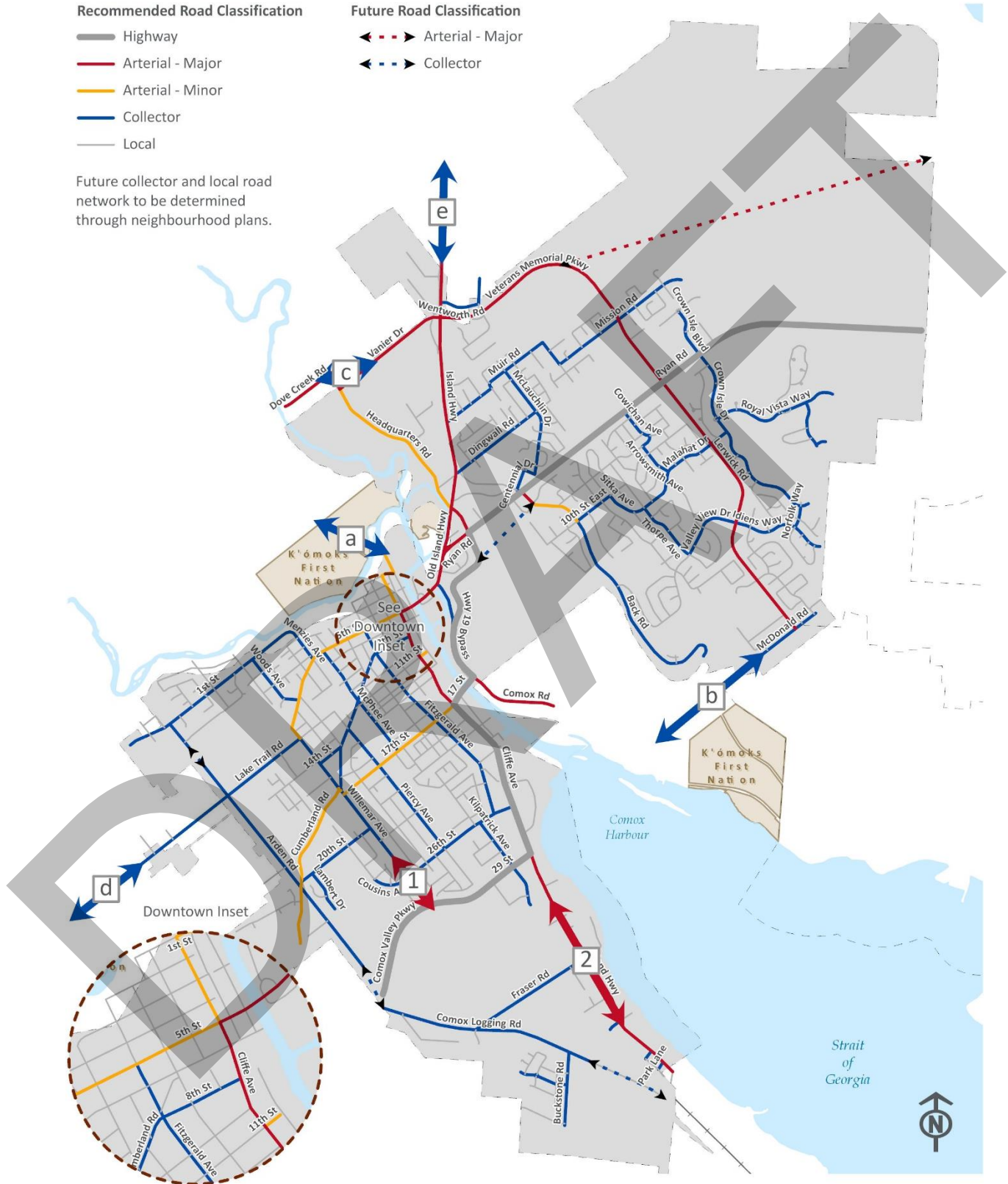
**Recommended Road Classification**

- Highway
- Arterial - Major
- Arterial - Minor
- Collector
- Local

**Future Road Classification**

- ◄ - - - ► Arterial - Major
- ◄ - · - · ► Collector

Future collector and local road network to be determined through neighbourhood plans.





Outside City boundaries, there are new and improved connections that should be preserved for the long-term in order to enhance overall regional connectivity and planned growth. Some improved connections may be examined within the planning horizon of the TMP to identify alignments and preserve rights-of-way, and others may be considered and preserved beyond the next 20 years. These external improvements would require collaborative partnerships and discussions between the province, region and area municipalities in the Comox Valley as well as local First Nations. **Figure 4-9** illustrates those possible long-term external network connections and improvements.

**a. Condensory Road Improvements (north of Puntledge River)**

On the north end of the downtown area, Condensory Road bridge crosses the Puntledge River, providing alternative connections to Piercy Road and then west to Highway 19 or east to Highway 19A. It is recommended that Courtenay work with K'ómoks First Nation as well as the province and regional agencies on the possibility of providing enhanced alternatives to support improved connectivity that may support growth and connectivity north of the City and outside the region. Improvements to Condensory Road could include replacement of the bridge over the Puntledge River and upgrades to the two lane cross-section and alignment with shoulders.

**b. McDonald Road Extension between Back Road & Comox Road**

As noted in Section 4.2.2, the east-west network of roadways is limited on the east side of the City. It is recommended that the City work with K'ómoks First Nation, the Regional District (and/or Electoral Areas) and neighbouring municipalities on the potential to extend McDonald Road to Comox Road. This connection enhances access for transit and cycling as well as supports long-term mobility.

**c. Headquarters Road Reconfiguration & Realignment (between Vanier Dr & the North Courtenay Connector)**

As part of efforts to provide an east-west route across the northern end of the City, it is recommended that consideration is given to reconfiguring the connection between Vanier Drive and the new northern crossing along Piercy Road.

**d. Lake Trail Road Grade-Separated Interchange with Highway 19**

The existing connections to Highway 19 are at Piercy Road in the north and Comox Valley Parkway in the south, over 9-km apart from one another. In the long-term, it is recommended that the City work with the province, region and local municipalities to support a connection to Highway 19 at Lake Trail Road.

**e. Highway 19A (north of Veterans Memorial Parkway)**

Although it is not anticipated that travel demand over the next 20 years will require further upgrades to Highway 19A north of the Veterans Memorial Parkway, it is recommended that the City work with the province and region to monitor plans for growth and preserve for longer-term improvements beyond the planning horizon.

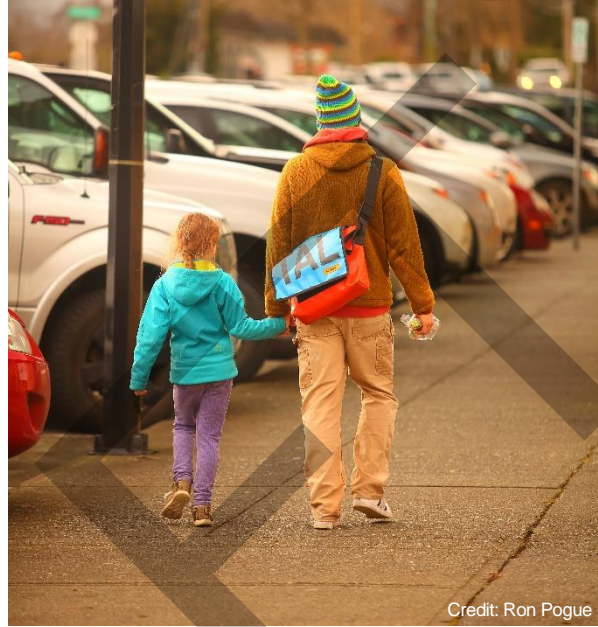


## 5. WALKING PLAN

Walking, including using a mobility device, is the most fundamental form of transportation. Walking is a part of every trip, whether made by car, transit or bicycle. If suitable conditions exist – such as having a complete, connected sidewalk network and destinations nearby where residents live – walking can also be a convenient alternative to vehicles for almost all short trips. Promoting walking can help reduce vehicle dependence and GHG emissions, improve public health outcomes and help to create a more liveable and vibrant community.

Walking accounts for 8% of all commute trips within Courtenay. Based on feedback received from residents and stakeholders, Courtenay residents are walking for a variety of trip purposes, including to school and work, and to access shopping, groceries and restaurants. Approximately 72% of survey respondents indicated they walk at least once per week and 41% walk at least once per day.

The City has an extensive walking network, which includes sidewalks on many streets as well as off-street trails and pathways, traffic signals, and crosswalks. Still, there are existing barriers to walking, including gaps in the sidewalk network and major roadway crossings that are difficult for people of different abilities. Continued investment in walking is important as Courtenay continues to grow and evolve. Because of changing demographics, the needs of a wide variety of users must be considered when providing for walking in Courtenay. Providing connected and comfortable walking encourages more people to walk across all demographics.



Credit: Ron Pogue



Credit: Craig Carson

## 5.1 ISSUES & OPPORTUNITIES

Courtenay’s OCP highlights importance of walking as a desirable mode of transportation, particularly within the downtown area. The OCP also notes that the City will pursue the development of a continuous pedestrian system and will ensure that walkways and pedestrian linkages are provided in all new developments, particularly for major destination points.

Today, there are approximately 173 km of sidewalks in Courtenay and approximately 65% of all streets have sidewalks on at least one side.

**Table 5-1** outlines the sidewalk requirements for new development areas based on roadway classifications in the City’s 2018 SDS Bylaw. Sidewalks are currently required on both sides of arterials and collectors in urban and residential areas and one side of local roads (but are not required on collector roads in rural areas). The Bylaw also provides guidance on sidewalk width dependent on road classification and land use context.

Although sidewalk coverage in established areas of the community are not expected to meet the same requirements of new neighbourhoods, a large portion of major roadways in the City do not have sidewalks on both sides as summarized in **Table 5-2**.

**Table 5-1: Sidewalk Requirements for New Development by Road Classification**

Road Class	Sidewalk Requirements	Width (m)
Arterial	2 sides	2.0
Collector Urban	2 sides	1.8
Collector Residential	2 sides	1.5
Collector Road Rural	N/A	-
Local Road	1 side	1.5
Cul-de-sac	1 side	Unspecified

**Table 5-2: Existing Sidewalk Coverage**

Road Class	No Sidewalk	One Side	Two Side
Arterial	48%	16%	36%
Collector	26%	26%	48%
Local	32%	39%	29%
Provincial	45%	23%	32%

Through the consultation process, the community showed strong support for investments in making walking more attractive in Courtenay. Some of the more significant issues highlighted include:

- **Gaps in the sidewalk network make walking unsafe and uncomfortable.** This challenge is highlighted on major roads where traffic speeds and volumes are high, and along transit routes where passengers rely on sidewalks or other walkways to access bus stops.
- **Lack of safe crossings of some major roads can be barriers to walking.** These conditions can be particularly challenging when combined with low light or low visibility and for pedestrians with slower travel speeds.
- **Accessibility challenges along existing sidewalks and crossings making those with mobility aids travel longer distances to cross or not travel at all.** Contributing factors include sidewalks in disrepair, landscaping encroaching on sidewalk, poorly located push-buttons, and poorly designed curb let-downs.

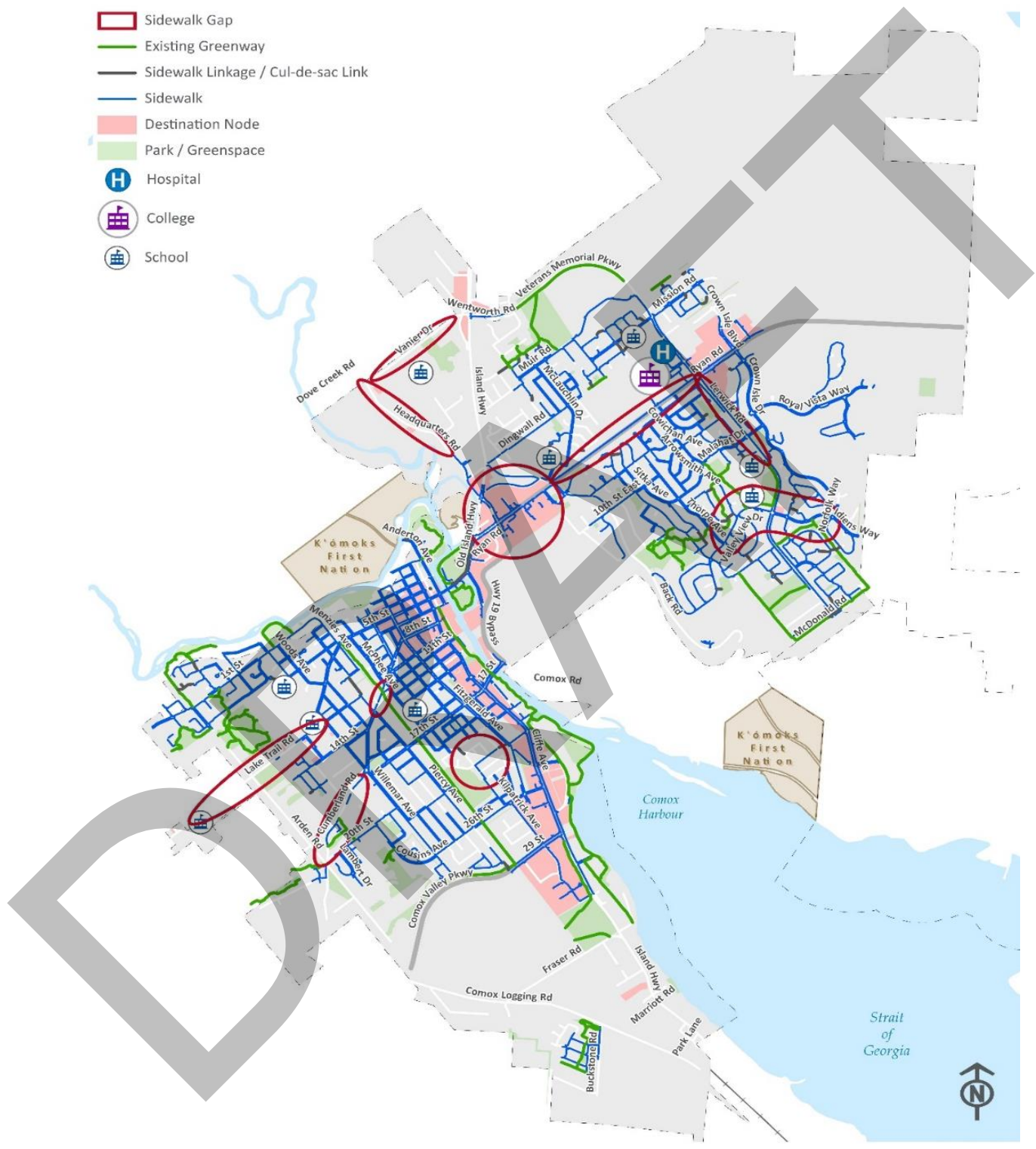
**Figure 5-1** highlights some of the more notable gaps identified by the community.

Addressing these issues in the City's walking network through infrastructure improvements, policies and programs will enhance the walking environment and encourage more people to walk. When the community was asked about ideas to make walking more attractive in Courtenay, there were several key themes as summarized in **Figure 5-2** that have been captured in this plan.



Figure 5-1: Sidewalk Inventory and Key Gaps

- Sidewalk Gap
- Existing Greenway
- Sidewalk Linkage / Cul-de-sac Link
- Sidewalk
- Destination Node
- Park / Greenspace
- H Hospital
- 🏫 College
- 🎓 School

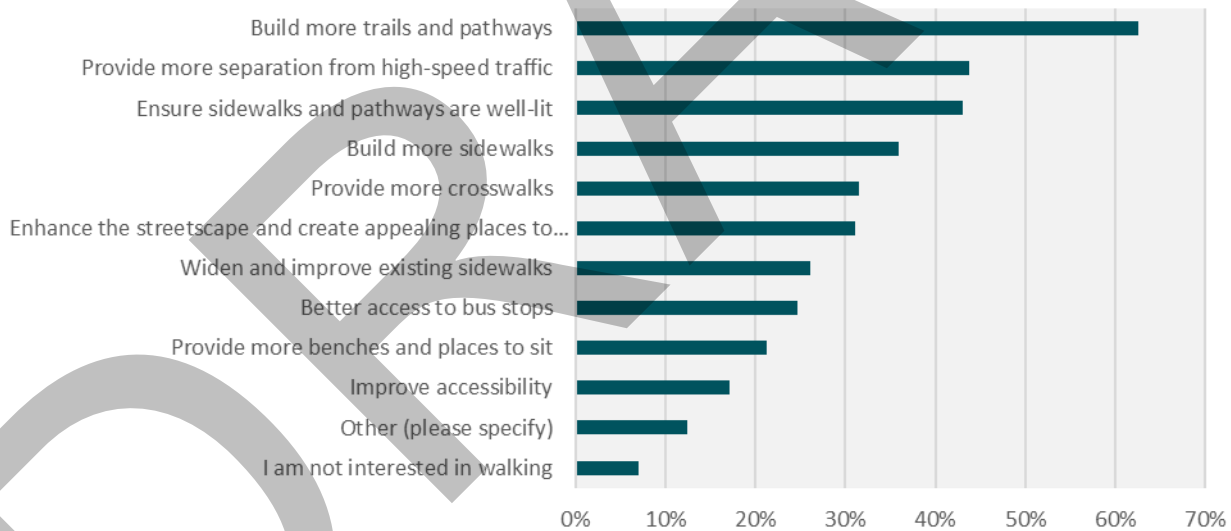


## 5.2 LONG-TERM WALKING PLAN

The long-term Walking Plan addresses barriers and gaps to provide more safe, convenient and comfortable walking areas in Courtenay. Within the four strategy areas, actions have been identified to support the goal of increasing walking trips to key pedestrian areas in the City and supporting connections to transit.

The Walking Plan themes begin with the provision of new pedestrian network connections to fill notable gaps identified by the community. Beyond that, provisions are made for improved crossing treatments to enhance access for people of all ages and abilities.

**Figure 5-2: Community “Ideas”**  
(What could we do to make it easier to be a pedestrian in Courtenay?)



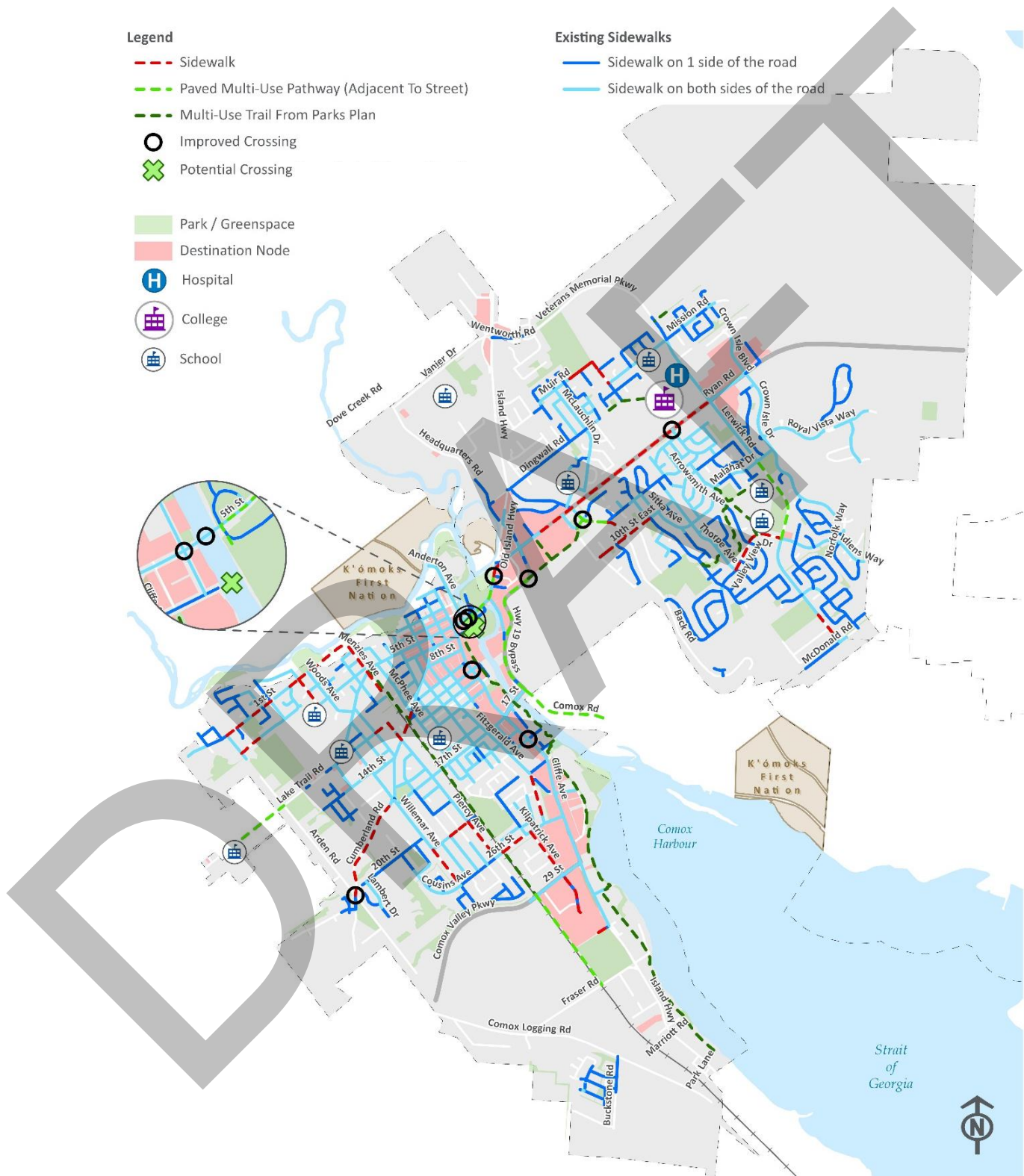
## 5.2.1 Long-Term Pedestrian Network

Pedestrian network improvements were identified on highways, arterial roads, and collector roads, focusing on areas around schools, commercial areas, and connections to transit. Recommended network improvements are illustrated in **Figure 5-3** and include:

- **New Sidewalks.** New sidewalks are recommended on urban area highways, arterial roads, and collector roads that currently have one or no sidewalks and are in areas around schools, in commercial areas, and along transit routes. Pedestrian facilities along highways will need to be coordinated and implemented in partnership with MoTI.
- **New Multi-use Pathways.** In some cases, it is more effective to provide for both bicycles and pedestrians in a multi-use pathway running alongside the roadway. Recommended multi-use pathways reflect parallel recommendations from the Long-Term Cycling Plan.
- **Improvements to Multi-use Trails.** The Parks and Recreation Master Plan recommends improvements to multi-use trails that also support walking for transportation. These are reflected in Connecting Courtenay.
- **New Trails & Connections.** Beyond what is shown on the network map, it is recommended that the City seek opportunities to provide trails that connect to transit routes and key destinations to shorten trip distances and improve access to transit. These should be considered as development and property acquisition opportunities arise and in conjunction with parks planning activities.
- **Pedestrian Crossings.** New pedestrian crossings of Cliffe Avenue, Back Road, and Ryan Road are recommended. Each identified location should be studied in detail to ensure they meet basic crossing warrants and can be designed to facilitate safe pedestrian crossing with appropriate sightlines.
- **New & Improved River Crossings.** Widening the sidewalks on both the north and south sides of the 5<sup>th</sup> Street Bridge in conjunction with other maintenance and rehabilitation work would better accommodate all active transportation modes. In the long-term, the Parks and Recreation Master Plan recommends a pedestrian crossing on the 6<sup>th</sup> Street alignment, which will provide a more direct recreational connection between downtown and Simms Millennium Park.
- **Enhanced Intersections & Improved Accessibility.** Intersections and crossings are barriers to walking for many people of all ages and abilities. Improvements to intersections can include new and improved crossings in locations where there are existing gaps, geometric improvements for universal access (particularly in high demand areas), standards for intersections with new roadways, and improvements that can be implemented during on-going maintenance and rehabilitation projects.



Figure 5-3: Recommended Pedestrian Network Plan



Beyond the provision of new crossings, it is recommended that all crossings in Courtenay are examined for accessibility treatments during signal replacement programs, on-going road rehabilitation and new construction. A “toolbox” of accessibility treatments that are recommended for consideration include, but are not limited to, the following:

- **Pedestrian countdown timers** indicate to people walking how much time they have to cross the street at a signalized intersection.
- **Lighting** ensures people walking are clearly visible at night to drivers.
- **Pedestrian activated pushbuttons** must be located where they can be accessed by people using various mobility aids and of differing heights.
- **Marked crossings** with enhanced visibility and safety.
- **Reduced crossing distances through minimum radius curbs, curb-extensions, and median islands** can help reduce pedestrian crossing distances while providing additional space for pedestrian amenities.
- **Audible pedestrian signals** are used to communicate when to walk in non-visual formats, including audible tones, speech messages, or vibrating surfaces.
- **Accessible curb letdowns** should be aligned with the crosswalk and should include directional guidance for those with visual impairments. Tactile surfaces can also be installed at curb letdowns to provide indicators to pedestrians who are visually impaired that they are approaching the intersection.
- **Pedestrian crossing time and clearance intervals** can be lengthened to allow people more time to safely cross the street.



## 5.2.2 Theme

A comfortable and pleasant pedestrian realm on streets is an essential component of a vibrant and livable community, especially in commercial cores. Enhanced street treatments can help create destinations in and of themselves and produce lively, vibrant, pedestrian-oriented streetscapes.

In Courtenay, the most significant key destination is the downtown. Other high pedestrian generators include the areas around schools, parks and recreation facilities, and commercial and community centres that may emerge in new neighbourhoods.

Potential enhancements include, but are not limited to, the following treatments:

- **Wider sidewalks** than the minimum standard, particularly in high activity areas and on commercial streets. Wider sidewalks create more space for individuals with mobility aids, buggies, or carts. They also provide more room for additional pedestrian amenities.
- **Boulevards and curb extensions** are buffers that separate people walking from vehicle traffic. These spaces create a more comfortable walking experience and provide space for street trees and other amenities.
- **Street trees** play an important role in increasing the comfort and safety of people walking and – consistent with the City's Urban Forest Strategy – should be incorporated into boulevards wherever possible. Street trees also help to provide shade in the summer, improve air quality, create wildlife habitat, reduce the urban heat island effect, and act as carbon sinks, absorbing and storing greenhouse gases.
- **Pedestrian amenities** such as planters, litter and recycling bins, water fountains, and benches help to improve the attractiveness and comfort of the pedestrian environment.
- **Public art**, including artistic benches, community art projects, and community-based design initiatives can also help to improve spaces for people walking. There may be opportunities to partner with local artists or with K'omoks First Nation on public art initiatives.
- **Weather protection** can create more inviting and useable outdoor spaces year-round.
- **Wayfinding** creates a navigable pedestrian environment by identifying pedestrian routes, key destinations, and access to public transit.

## 5.2.3 Pedestrian Support Programs

Education and social marketing initiatives encourage and educate people on the benefits of walking. In many cases, coordination with non-profit organizations, community groups, and other agencies (e.g. ICBC, Island Health, police, school districts) can help improve the effectiveness of these programs, and should be encouraged and supported by the City. Support programs to encourage walking include:

- **Safe Routes to School program** historically operated by School District 71 could be restarted as a partnership with the City. These programs promote walking and cycling among school-aged children.
- **Walking clubs** can help get people active while encouraging social interaction (i.e. Seniors Walking Group).
- **Neighbourhood walking maps (digital and hard copies)** provide information about local walking routes for transportation and recreation.
- **Pedestrian wayfinding** information can support pedestrian-friendly design for people using the City's sidewalks, trails, and multi-use pathways. Kiosks for pedestrians can display key information such as transit routes, community facilities, and businesses. Maps that show "you are here" information, and a five-minute walking distance can also help give people a sense of scale. Wayfinding signage and kiosks are especially important at the intersection of major pedestrian routes, such as two different multi-use trails.

Beyond education and awareness programs, it is recommended that the City engage with partner agencies and stakeholder groups on a regular basis to confirm directions and priorities and to seek to understand new issues as they arise. These groups should also be consulted in the development of projects from planning through to detailed design.



## 6. CYCLING PLAN

Cycling can be an attractive transportation option as it is convenient, relatively low cost and for shorter trips can be a practical alternative to vehicle travel. The benefits of cycling to individuals, the community and the environment are vast – it is enjoyable, efficient, affordable, healthy, sociable and a sustainable form of transportation.

Cycling is already a popular recreational activity in Courtenay, due to the City’s natural beauty and great climate. Cycling accounts for 4% of all trips to/from work and school within Courtenay. Residents and stakeholders are cycling in Courtenay for a variety of trip purposes including cycling to school and work but also when they are going shopping, to restaurants, for groceries and other daily needs. The most common trips are to work and for daily errands.

Developing a safe and comprehensive bicycle network along with supporting education and promotional programs is important to encourage cycling as a viable and attractive mode of transportation. With appropriate facilities, cycling can be time-competitive with both automobiles and transit, particularly over short-to-moderate distances during peak travel periods. A variety of factors influence an individual’s decision to bicycle, such as network connectivity, quality of facilities, and the distance between destinations.



## 6.1 ISSUES & OPPORTUNITIES

Courtenay’s OCP outlines the importance of cycling as a form of transportation with a target that by 2020 10% of trips in Courtenay will be made by bicycle. The OCP also states that the City will continue to pursue the development of a continuous, integrated bicycle network to promote and encourage cycling as a commuting alternative to personal vehicles and as a means of active recreation.

The SDS Bylaw identifies the recommended bicycle facility types by street network classification and land use context for new developments in the City of Courtenay.

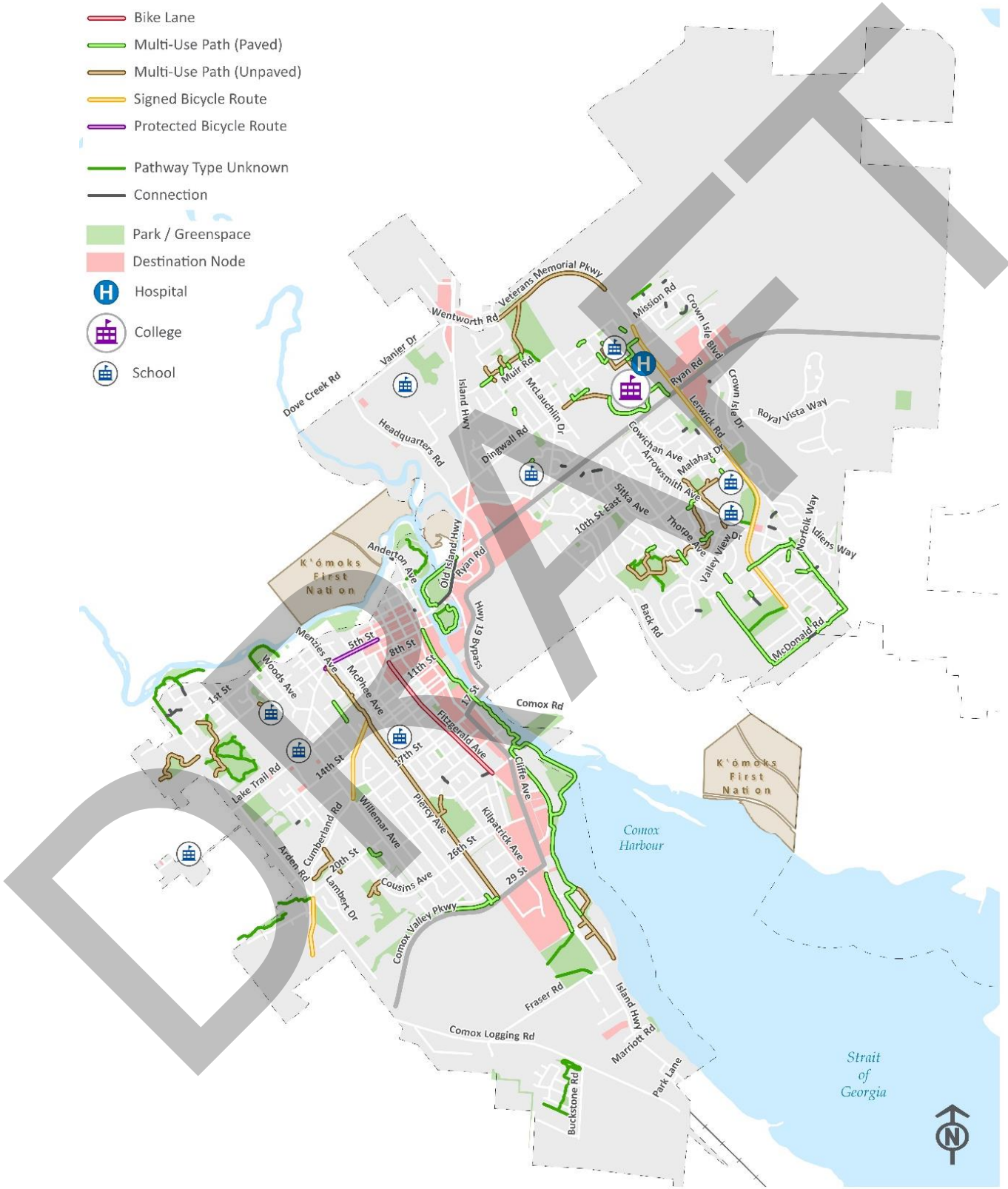
As summarized in **Table 6-1** below, the City has approximately 30km of existing bicycle facilities, as well as bicycle parking and other support infrastructure. Courtenay’s existing bicycle network is limited and largely on-street. Multi-use pathways, such as the Courtenay Riverway, the Rotary Trail, and other connections provide key connectivity, but face special challenges due to narrow widths, popularity with a wide variety of trail users, and uncontrolled intersection crossings.

Existing cycling facilities are illustrated in **Figure 6-1**.

**Table 6-1: Length of Existing Bicycle Facilities**

Bicycle Facility	Km	%
Off Street Pathway (Paved)	12.7 km	44%
Off Street Pathway (Unpaved)	11.5 km	40%
Protected Bicycle Lanes	500m	0.5%
Bicycle Lane	1.3 km	4%
Signed Bicycle Route	3.5 km	11.5%
<b>Total</b>	<b>29.5 km</b>	<b>100%</b>

Figure 6-1: Existing Cycling Facilities



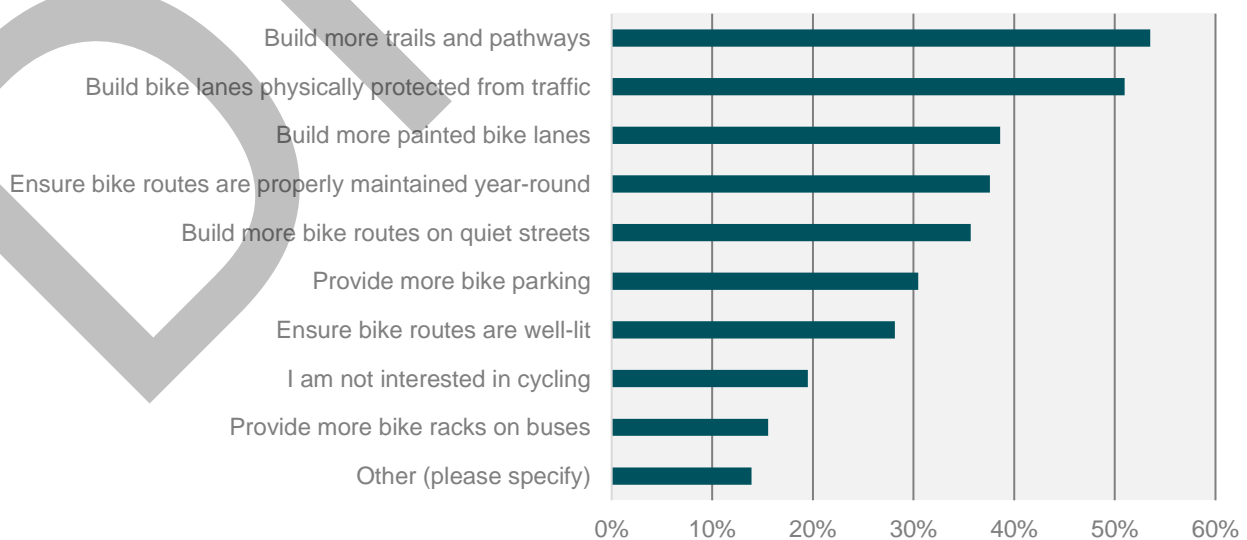
The community engagement process identified strong resident interest in improved cycling facilities for trips across the City and in key areas. Some of the more significant issues to be addressed include:

- Limited network of designated routes.** Courtenay has very few protected and off-street cycling routes that connect to key destinations and 54% of survey respondents indicated that they do not feel safe riding in traffic.
- Without a more cycling-friendly river crossing option, cycling is less likely to be an attractive option for trips that involve crossing the river.** Although popular off-street pathway facilities act as the spine to the current network, there are inherent barriers in some locations. When the pathway is busy, cycling can be a challenge and intersections can be difficult to safely navigate.
- Many neighbourhood routes that are comfortable to ride on are unsigned.** Cyclists currently use local roads to make many trips, however, they can be hard to locate and are not communicated with potential cyclists and drivers.

- Lack of secure bicycle parking** results in many cyclists not having a safe and secure place to store their bicycles at the end of their trip. Almost 30% of survey respondents indicated that having no safe place to park their bicycle discouraged them from cycling more often.

Addressing these issues through infrastructure improvements, policies, and programs will enhance the cycling in Courtenay and encourage more people to bike for all trip purposes. When asked about what the City should consider in Connecting Courtenay to improve cycling, most respondents requested more trails and pathways in addition to on-street bike lanes protected from traffic as summarized in **Figure 6-2** below.

**Figure 6-2: Community “Ideas”**  
(What could we do to make it easier to be a cyclist in Courtenay?)





## 6.2 LONG-TERM CYCLING PLAN

The Long-Term Cycling Plan addresses key issues by identifying where, when, and how the City can invest in the development of a comfortable cycling network, support programs, and facilities. Like the other long-term plans, the recommendations are intended to be advanced by the City and its partners over a number of years. The City will also need to work with partners and stakeholders to refine and further develop the recommendations outlined in the Plan.

The Long-term Cycling Plan begins with a toolbox of **bicycle facilities and intersection treatments** that are recommended for use to guide planning and design as Connecting Courtenay is implemented. The Plan also includes a recommended **cycling network** that encourages all ages and abilities to maximize potential for cycling in Courtenay. In an effort to further bolster the Plan, **supporting bicycle facilities and programs** are also outlined.



## 6.2.1 Cycling Facility Treatments

To develop a more comfortable and effective network of bicycle facilities across a wide range of conditions, the City can apply a toolbox of cycling facility types. Refer to **Figure 6-3**. This toolbox is recommended based on the recently updated Transportation Association of Canada *Design Guide for Canadian Roads*.

The facilities identified have varying levels of appeal for different users and respond to different contexts and constraints. Bicycle facilities that are physically separated from motor vehicle traffic, such as off-street pathways and cycle tracks, are generally the most comfortable for the widest range of users. Facility types are divided into two overall categories:

1. **All Ages and Abilities (AAA) facilities** to encourage more bicycle ridership and increase perceived and actual safety within the City's bicycle network.
2. **Supporting facilities** which are typically less expensive and are useful for expanding and connecting the overall bicycle network and can often provide interim solutions when long-term facilities require greater investment than is currently available.

The Cycling Network Plan approved by Council in February 2019 provides details on the facility treatments, including intersections.

## 6.2.2 Long-Term Cycling Network

The Long-term Cycling Network was developed to address the gaps noted in the inventory and assessment and the issues summarized earlier. The Plan focuses on a spine network of comfortable facilities that builds on recent improvements and connects to key destinations. This spine is supplemented with a network that uses bicycle boulevards and existing and planned multi-use trails, which are recommended in the Draft Courtenay Parks and Recreation Master Plan.

The recommended Cycling Network is illustrated in **Figure 6-4**, the long-term cycling network map.

*Figure 6-3: Cycling Facility Types*

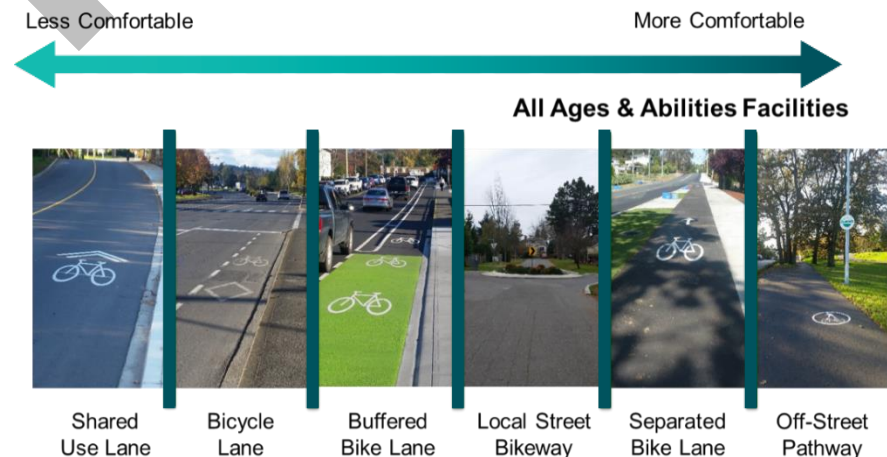






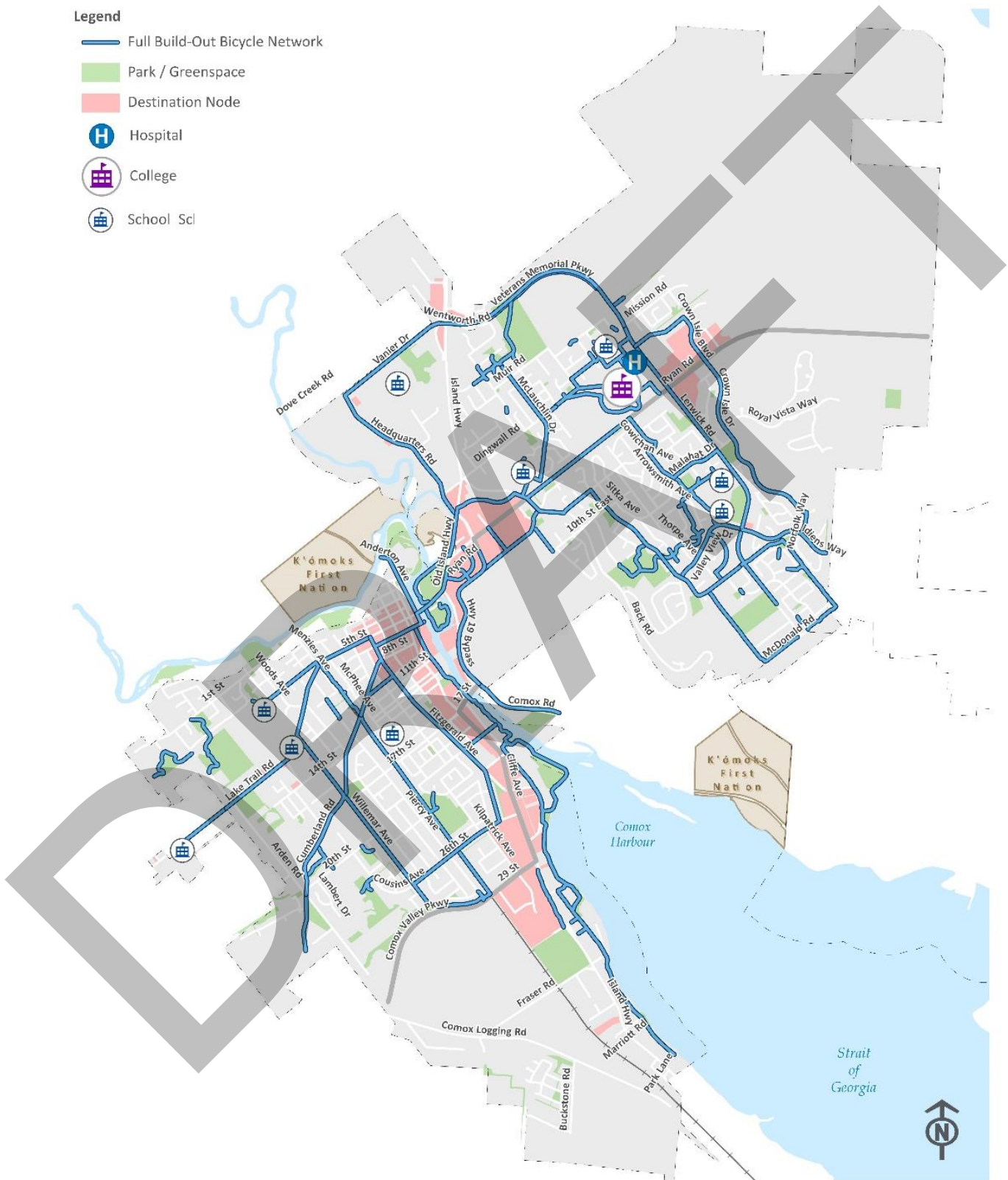


Figure 6-4: Long-Term Cycling Network

Legend

-  Full Build-Out Bicycle Network
-  Park / Greenspace
-  Destination Node
-  Hospital
-  College
-  School



## 6.2.3 Cycling Support Facilities

In addition to on-street and off-street network connections, there are other bicycle infrastructure improvements that make cycling a more attractive and convenient transportation choice. The key support facilities include:

### Bicycle Parking

Safe, secure parking deters bicycle theft and addresses a common barrier to cycling. There are many types of bicycle parking that can be tailored to specific situations, and is typically categorized as either short- or long-term. Consideration may also be given to access to an electrical outlet to facilitate electric bicycle charging.

Recommendations to improve bicycle parking in Courtenay include:

#### 1. End-of-Trip Facilities

End-of-trip facilities such as showers and clothing lockers should be included where possible at workplaces to make cycling more practical, particularly for commuting. Many bicycle commuters make have long commutes and require a place to shower / change.

#### 2. Bicycle-Transit Integration

Transit integration allows cyclists to make trips that make farther trips and transit riders to reach destinations that are not within comfortable walking distance of transit. The City can work with BC Transit to ensure that buses have bicycle racks and that bicycle parking is available at transit exchanges and major transit stops.

#### 3. Facility Maintenance

Once installed, it is important that bicycle infrastructure is regularly maintained year-round.

#### 4. Cycling Amenities

It is also recommended that the City identify opportunities to provide cycling amenities throughout the City. Cycling amenities include drinking fountains with bottle fill stations and bicycle maintenance stations at key locations.

### Wayfinding

While most residents know how to travel through the City by car, it may not be obvious which routes are the best by bicycle. Bicycle route signage and pavement markings can also highlight for drivers and other road users where they should expect to see greater concentrations of cyclists, which can help to educate drivers and cyclists and to improve cycling safety.



## 6.2.4 Cycling Support Programs

Education, awareness campaigns, events and other incentive and information programs can help bolster cycling activity in addition to infrastructure improvements. There are a number of non-profits, agencies, and other organizations within the City and the Comox Valley that already work to provide some of these programs and events, and it is recommended that the City partner with these organizations and with other nearby communities to gain support for those programs described below to help make them more effective.

### Cycling Education Programs

It is recommended that the City work with partner agencies to provide cycling skills and information to residents. Examples of programs include Share the Road safety campaigns, School Travel Planning programs, and bike skills courses for both adults and school-aged children.

### Promotional Events

Promotional events help to raise awareness and showcase the benefits of cycling as a healthy sustainable transportation option. These events can be mixed in with other active transportation events such as Bike to Work Week.

### Bicycle Network Maps

Bike maps enable users to identify designated cycling routes that match their cycling ability and comfort level. The City could build on the regional base map to develop updated maps as new infrastructure is delivered. Digital and hard-copy bike maps should identify bicycle facility types and include important local destinations and amenities.





## 7. TRANSIT INFRASTRUCTURE PLAN

Public transit is the primary alternative to driving for longer trips and can often be the only option for people who do not drive. An accessible and equitable public transit system supports overall community health and connectivity for all residents. Frequent, accessible and direct public transit can attract riders, reduce the negative environmental impacts of transportation and delay investment in new and widened roadways. At the same time, public transit trips by bus are subject to the same delays and congestion as vehicle traffic.

The CVRD partners with BC Transit and Watson and Ash Transportation to plan and deliver transit service in the Comox Valley. Service types include conventional bus service and HandyDART for people with mobility challenges. Public transit accounts for approximately 3% of commute trips in Courtenay.

Because of the regional nature of the transit system, the central document that details existing conditions and future plans for transit services in the Comox Region is the *Comox Valley Transit Future Plan* (2014). This plan assesses existing service levels and outlines the vision, goals, targets, network, and implementation strategy for conventional and custom transit for the next 25 years.

Connecting Courtenay is designed to support the Transit Future Plan with the build-out of a transportation system that includes everything from improved access to transit stops and exchanges through to transit priority treatments to reduce impacts of delays to transit customers and operations. These improvements must be aligned with current and planned transit services in the City as presented in the Transit Future Plan.

## 7.1 ISSUES & OPPORTUNITIES

The Comox Valley transit system has 14 routes providing service to the City of Courtenay, Town of Comox, Village of Cumberland, and smaller communities in the Comox Valley, including Royston, Oyster River, and Merville. Refer to **Figure 7-1**. The City is at the centre of many routes, with exchanges located in Downtown Courtenay, at Driftwood Mall, at North Island College and the Comox Valley Aquatics Centre. Service is provided on all routes Monday through Friday, with most routes beginning operation between 6:00 a.m. and 8:00 a.m. and ending between 6:00 p.m. and 10:00 p.m. All routes, with the exception of the VMP connector, offer Saturday service. Select routes operate infrequent Sunday service (1, 2, 4, 6, 8, 10) with between 2 and 8 trips over the day.

Results of the community survey for Connecting Courtenay identified transit as the least attractive travel mode, with almost 60% of respondents reporting that it was not effective. Today, only 3% of commute trips occur on transit in the City and more than 75% of respondents to the public survey had never used transit in the Comox Valley.



Credit: Comox Valley Transit

Figure 7-1: Existing Transit Services

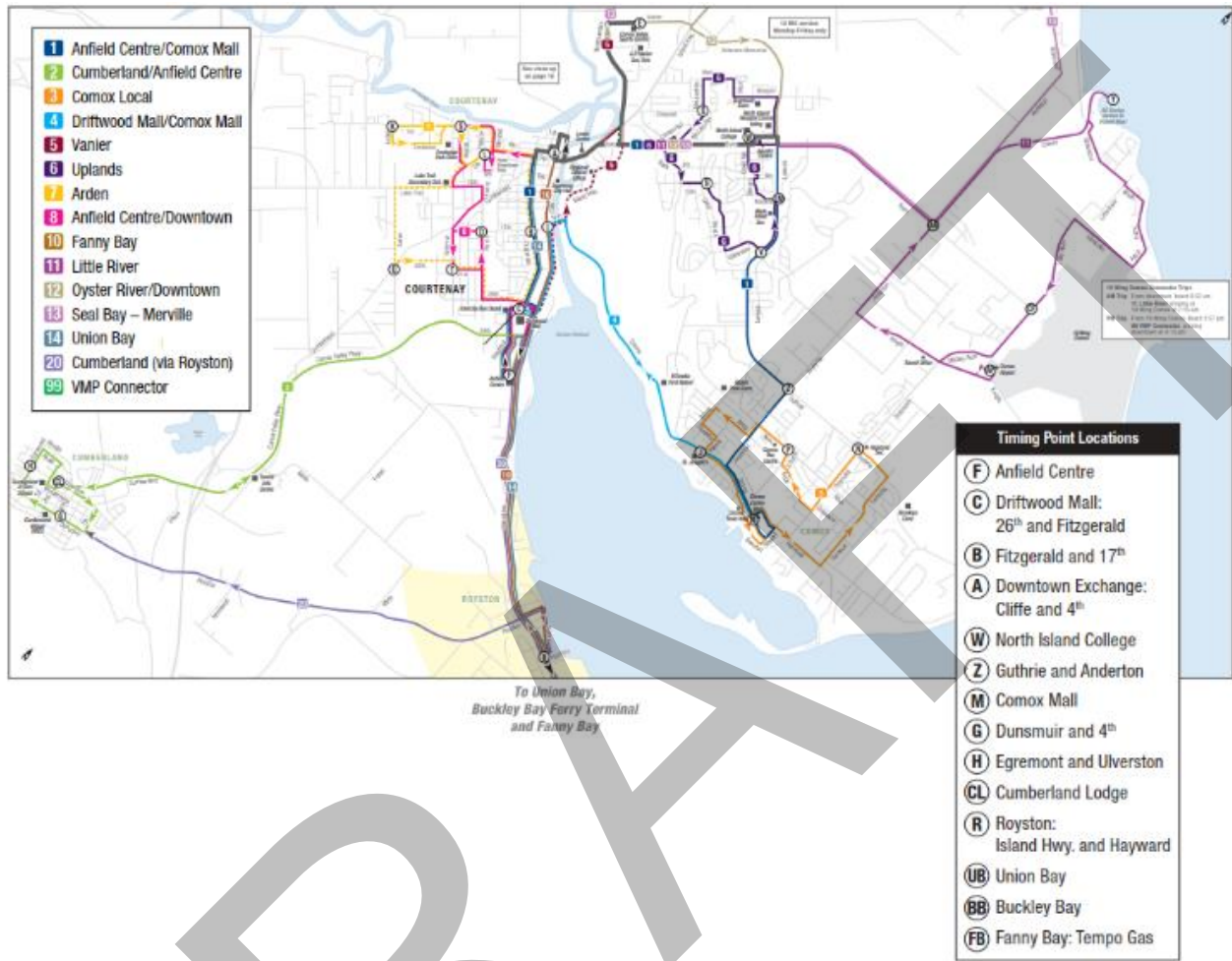
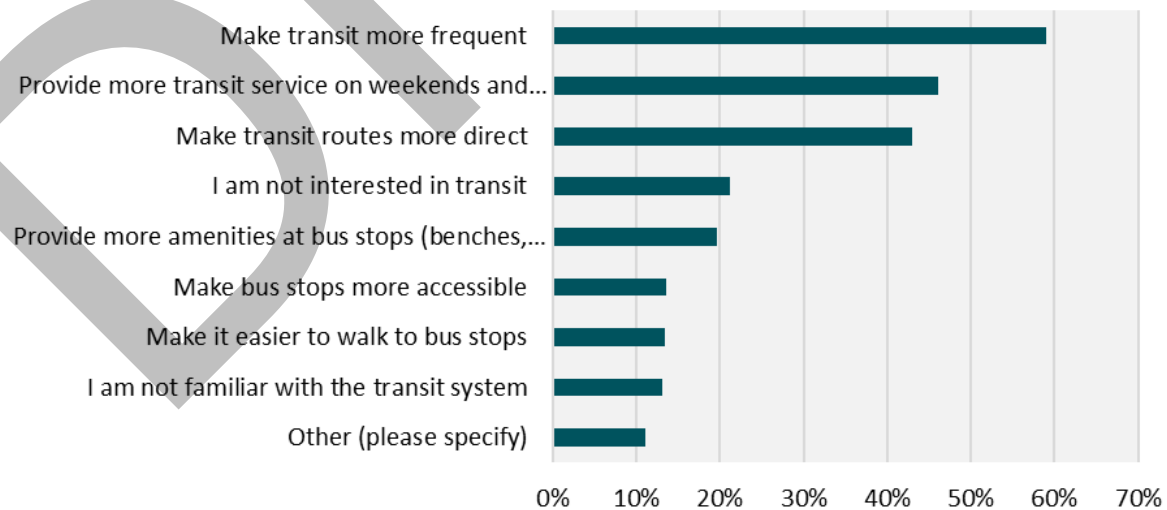


Figure 7-2: Community "Ideas"  
(What could be done to make it easier to take transit in Courtenay?)





Although transit service improvements are generally being addressed in the Transit Future Plan, residents provided input on key issues and challenges associated with current day service (before changes in Fall 2018). The key themes relating to service are summarized in **Figure 7-2** (above) and include the following:

- **Transit service is infrequent.** Before Fall 2018, most routes in Courtenay operated with one-hour frequencies, even during peak hours. Starting in Fall of 2018, BC Transit introduced a Frequent Transit Network (FTN) and Route 1 now has 20-minute frequency in the peak hours and 30- to 60-minute frequency off-peak. This improvement makes transit more convenient for people with origins and destinations in downtown Courtenay, along Ryan Road and Lerwick Road, and in central Comox. However, 20-minute frequency leaves room for future investment in shorter frequency over time. Beyond this route, service through the rest of the system is infrequent.
- **Limited weekend and evening service.** Peak hour service supports travel to work and school for people with a standard '9-to-5' schedule. People who must travel outside of those times or would use transit for other (non-work) trips are left with a more limited schedule, making transit less appealing and may leave those who do not drive with limited options.
- **Routes are indirect and the system is complex.** The Transit Future Plan identified network efficiency as a challenge. Indirect routes create longer travel times and reduce the attractiveness of the system. Over half the survey responses indicated that they did not take transit more often because it takes longer than other modes.

Transit infrastructure concerns identified by community stakeholders are summarized below:

- **Access to transit can be difficult, especially for people with mobility challenges.** Although transit vehicles have become more accessible, some transit stops are not connected to sidewalks, making it difficult to safely reach the stop. A lack of accessible waiting and boarding areas can make it difficult or impossible for people using mobility aids to access transit. This is especially important along the emerging Frequent Transit Network, which is expected to attract the highest ridership.
- **Limited customer amenities through much of the system.** Safe, comfortable, and convenient customer amenities at stops and exchanges can increase the attractiveness of transit and make it easier to use. Many existing transit stops in Courtenay do not meet BC Transit's standard guidelines. Future planned transit exchanges in Downtown Courtenay, at North Island College, and at Driftwood Mall / Anfield Centre create an opportunity to provide a range of customer amenities.
- **Buses are subject to the same delays and reliability issues as other traffic.** Throughout Courtenay, buses travel in lanes with other traffic and are subject to the same queues and delays. This can reduce the reliability and efficiency of the transit network, especially during peak hours. As congestion grows, delays and variability in travel times can be expected to increase, worsening existing issues.

When surveyed about making transit more effective in Courtenay, responses included comments about the service and facilities as illustrated in **Figure 7-1**.

## 7.2 LONG-TERM TRANSIT-SUPPORTIVE INFRASTRUCTURE

Because of the extensive work completed by BC Transit, and the regional nature of the transit system, the Transit Plan within Connecting Courtenay focuses on specific strategies and actions the City can implement to support access to transit, as well as transit efficiency, and passenger comfort and convenience.

Beyond the transit supportive infrastructure themes described below, increasing transit mode share will require continued support for increasing service frequencies and longer service hours as outlined in the Transit Future Plan. This, in turn, calls for on-going increases in the financial support provided by the City over time. It is recommended that this is completed in consultation with BC Transit and is discussed further in the implementation priorities section of the plan.



Credit: Comox Valley Transit

### 7.2.1 Improved Connections to Transit

Connections to transit are strongly tied to improvements in the walking and cycling network. The completeness and accessibility of the walking network adjacent to transit stops and exchanges, in particular, can support access to transit for people of all ages and abilities. Beyond these connections, improving accessibility and safety at transit stops and future exchanges will improve the comfort and usability of these connections.

- **Close sidewalk gaps on the transit network.** As noted in the Walking Plan, prioritize investment in improving the sidewalk network around transit routes, with a focus on the FTN. This included addressing gaps on Ryan Road, Fitzgerald Avenue, Kilpatrick Avenue, and Lerwick Road.
- **Invest in accessible transit stops.** The street leading up to the stop should be well-maintained and should include the necessary pedestrian accessibility treatments to allow those with differing mobility to safely reach the transit stop. Treatments can include sidewalks, crosswalks near bus stops, and accessible curb letdowns (see Walking section).
- **Enhance safety around transit stops.** Safety measures can include providing adequate lighting and locating the stop in a location with good visibility of the surrounding street in accordance with Crime Prevention through Environmental Design (CPTED) principles.

## 7.2.2 Transit Priority Treatments

Treatments that offer transit vehicles priority over other vehicles and minimize delays can improve transit service delivery and result in more transit use, reduced GHG emissions, and support a more balanced and sustainable transportation system.

As noted earlier, BC Transit and CVRD have identified intersections where transit priority would support operations on the FTN. Key improvements have been reflected in the road plan and are described in more detail below:

- **Cliffe Avenue & 5<sup>th</sup> Street.** There is an existing southbound queue jump lane for buses at the intersection of Cliffe Avenue & 5<sup>th</sup> Street. Recommended signal upgrades at this location include transit signal priority to further reduce transit delay.
- **Old Island Highway & Ryan Road.** Recommended improvements at this intersection include a westbound queue jump lane and transit signal priority.
- **Cowichan Drive & Ryan Road.** Information provided by BC Transit indicates that buses turning in and out of North Island College from Ryan Road are subject to delays due to cross street traffic volumes. With the provision of a pedestrian activated crossing, the City will explore on-bus signal communications with BC Transit.

## 7.2.3 Transit Passenger Amenities

Increasing transit usage is dependent on more than the transit services themselves, as passenger facilities provided at transit exchanges and bus stops contribute greatly to the transit experience. Amenities that make bus stops and transit exchanges more comfortable can also have a significant impact on passenger safety and satisfaction, in addition to attracting new customers.

- **Benches & Shelters.** Shelters provide weather protection, making waits significantly more pleasant. Benches allow people to rest after their walk to the transit stop and are especially important for seniors and people with physical disabilities.
- **Customer information, including safety information, transit system maps & schedules, & wayfinding.** Safety information should be provided on buses and at transit stops. Adequate customer information and wayfinding should be provided to assist users in navigating the transit system. For example, people with cognitive difficulties, language barriers, and tourists may need extra assistance using transit. Information on fares, accessing transit, and safety, with contact information for the transit agency can also improve the customer experience.
- **Litter/Recycling Bins.** Providing litter and recycling bins help to keep the area clean and provide a service to customers.
- **Public Art.** Art can beautify and add interest to a transit ride and stop.
- **Bicycle parking near transit exchanges and / or major transit stops.** Bicycle parking at major stops and transit exchanges facilitates multi-modal trips by bicycle and transit. This can allow people to choose non-automobile modes for longer distance trips, especially where their homes are not well served by transit.



## 8. EMERGING TECHNOLOGIES & NEW MOBILITY

Transportation technology is changing rapidly, leading to new ways of thinking about providing transportation to communities. Advances in telecommunications and socio-behavioural shifts have already led to the exponential growth of new mobility services such as carsharing, ride-hailing (i.e., Uber, Lyft), and bikesharing in larger cities, the impacts of which are only now beginning to be understood. Electric vehicles are changing the environmental impact of private transportation. Further, autonomous vehicle technology is rapidly emerging and changing how safety and capacity may be enhanced without making changes to the established road network.

These technologies will have wide-ranging implications on the way we live and move-about communities, both large and small, and will influence the way we plan for Courtenay's future. Community discussions indicated that there is strong interest in supporting emerging technologies and new mobility, and in enhancing the potential benefits of these advances while limiting any potential negative impacts.

## 8.1 ISSUES & OPPORTUNITIES

Exploring the existing context for emerging technologies and new mobility allows for understanding of how these new modes are already impacting transportation in Courtenay.

**Electric Vehicles.** Electric, hybrid, and alternative energy vehicles are becoming more common and affordable in today's fast changing automobile market. Although the technology is steadily advancing, allowing vehicles to travel further on a single charge, wide scale proliferation of electric cars has not yet occurred, which may in part be limited by a lack of conveniently located and readily accessible charging stations.

Plug-in electric vehicles are recharged by plugging into the electricity grid via a charging station. Three charging station types are available:

- Level 1 (one hour of charge – 8 km of range)
- Level 2 (one hour of charge – 30 km of range)
- Level 3 (one hour of charge – 250 km of range)

A Level 3 charging station (also known as a DC Fast charge station) can fully charge most EVs in under one hour.

There are currently five public electric vehicle charging stations in Courtenay (per [chargehub.com](http://chargehub.com)), located at the following businesses:

- Wayward Distillation House (Level 2)
- Best Western Westerly Inn (Level 2)
- Real Canadian Superstore (Level 3)
- Comox Valley Nissan (Level 2)
- Comox Valley Volkswagen (Level 1)

Expanding the local electric vehicle charging network is a priority of Council as identified in the Strategic Priorities 2019-2022 and the City is actively pursuing grant opportunities to help fund new charging stations.

**Electric Bicycles.** E-Bikes are electric bicycles with an electric motor of 500 watts or less and functioning pedals limited to a top speed of 32 km/h without pedalling. The level of assistance provided by the motor depends on the size of the motor - smaller motors work to only assist the rider's pedaling and larger, more powerful, motors can propel the bike forward without the rider needing to pedal.

Three distinct e-bike types exist, as follows:

1. Pedal assist (or "pedelecs") automatically provide assistance when the user encounters conditions where increased physical effort is required.
2. Power-on-demand systems provide assistance when initiated by the user, typically using a throttle integrated into the handgrip.
3. Hybrid systems combine both the automated pedal-assist sensor and the option to manually engage the motor utilizing the throttle.

The improved cycling infrastructure laid out in Connecting Courtenay will facilitate e-bike use, in addition to conventional bicycles. The high cost of e-bikes (typically \$2,000 to \$5,000 or more) and related security / theft concerns are the key barriers to e-bike uptake and may be addressed through high-quality bicycle parking facilities.

**New Mobility / Mobility as a Service.** Advances in information technology have provided travel consumers with the ability to access, plan, reserve, and pay for travel options at the push of a button. Powered by real time information, travel consumers can now choose the optimal mode for each trip or trip segment from a suite of options.

In a fully developed mobility system, these options can consist of walking, public transit, bike-share, car share or ride-sharing (ride-hailing). A traveller may choose to take public transit for one trip and may later choose to use carshare to run errands. This way of interacting with the transportation system is a shift from viewing one's mobility options as relatively unchanging to relating to mobility as a service.

**Autonomous Vehicles (AV)** technology is rapidly emerging. Currently most major auto manufacturers and large technology companies (such as Google and Uber) are rapidly advancing research and development to fine-tune the technology with vehicles already being trialed to varying degrees on city streets. Over the next several years, fully autonomous vehicles are expected to be available for purchase with market adoption occurring over the next 30 years.

Amongst other implications, autonomous vehicles could extend the freedom of personal mobility to those who cannot or are unwilling to drive, such as the visually impaired and youth under the age of 16. As 90% of vehicle collisions are a result of human error, it is anticipated that autonomous vehicles will significantly reduce collision rates. Further, autonomous vehicles are projected to improve roadway operations.

## 8.2 LONG-TERM NEW MOBILITY PLAN

The Long-Term New Mobility Plan guides City actions toward addressing concerns and facilitating up-take of new and emerging travel options, specifically **Electric Vehicles** and **New Mobility Services**. Given the uncertain timeline associated with these new mobility services, the recommendations contained in this section are flexible and are intended to be pursued only once new mobility options emerge.

### 8.2.1 Electric Vehicles

The B.C. government is introducing new legislation to phase out gas-powered vehicles over the coming decades. The legislation will require the sale of all new light-duty cars and trucks to be zero-emissions vehicles by 2040, with requirements for automakers to reach a zero-emission sales target of 10% by 2025 and 30% by 2030.

New infrastructure is required to facilitate greater uptake of electric vehicles and meet the forthcoming demand for charging, including public charging stations and designated parking. Transportation policy and business / tax incentives may also be considered in promoting these types of vehicles.

The City should consider the following to encourage the use of electric vehicles:

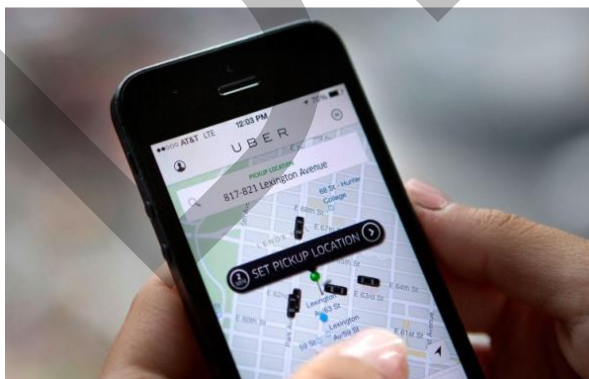
- Work with businesses and community partners to identify and incentivize locations for public charging stations, including candidate locations for Level 3 charging stations.
- Develop policies to locate charging stations in desirable and visible parking spots to incentivize local residents to purchase an electric vehicle.
- Change parking regulations to require a portion of parking spaces to be “electric vehicle-ready” and/or require charging stations at new multi-family residential or commercial developments.
- Identify opportunities to partner to provide Level 2 and Level 3 charging stations at public facilities, either by leveraging development funding to introduce a charging station to an on-street parking stall or through grants or cost-sharing at new City-owned buildings.
- As the City’s light-duty fleet vehicles require replacement, consider electric and alternative fuel vehicles.



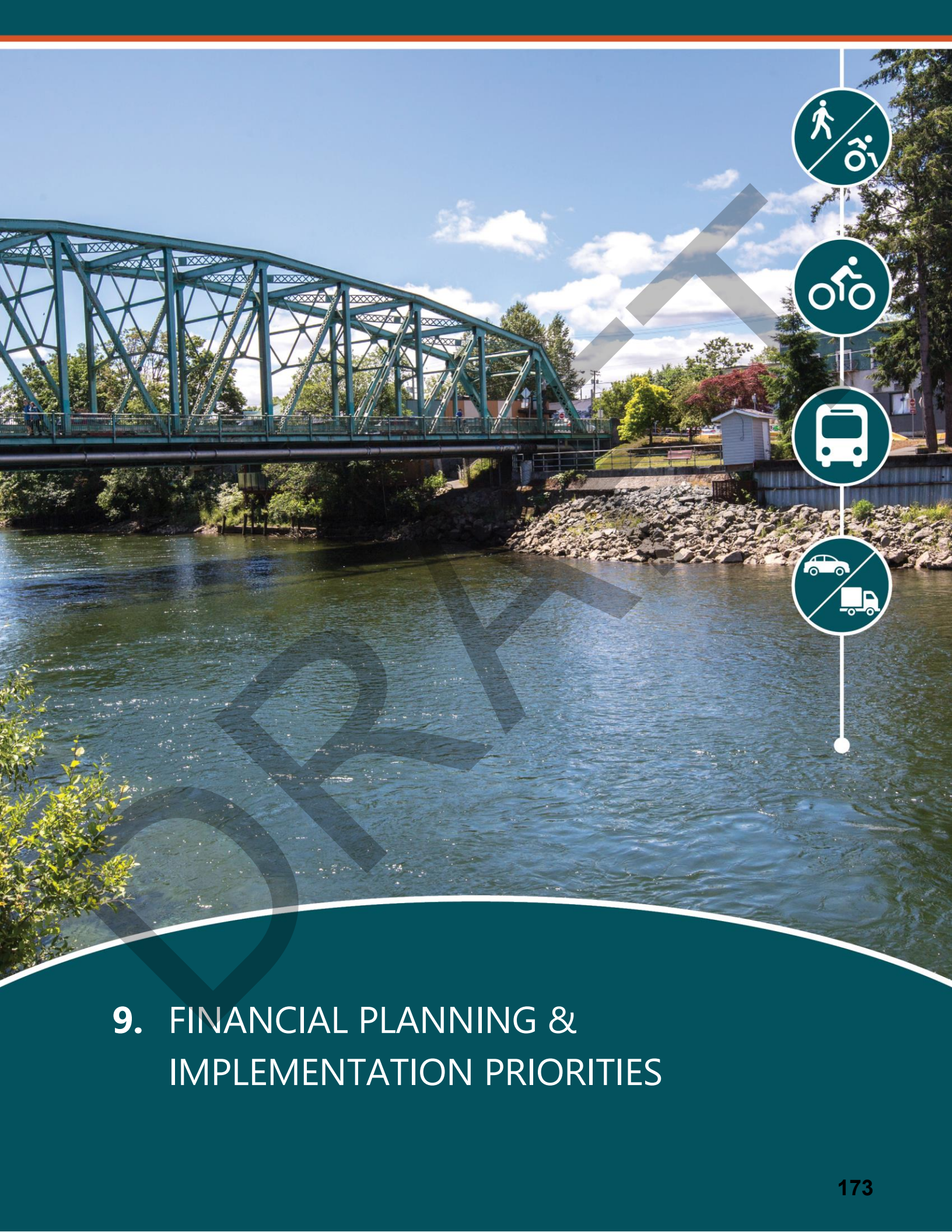
## 8.2.2 New Mobility Services

While growth in new mobility services have mainly occurred to this point in larger cities, these services could have benefits to small cities in the future. Courtenay should put strategies in place to encourage the adoption of new mobility / mobility as a service.

- Explore the suitability and viability of bike sharing in Courtenay including a range of technology options for the provision of bike share services, focusing on areas around the Long-Term Cycling Network (refer to **Figure 6-4**).
- Work closely with business and community partners to identify opportunities for partnerships for bike-sharing and carsharing, including major employers and destinations, such as North Island College and Island Health.
- Develop an approach to on-street and off-street public parking that includes incentives for carshare vehicles (i.e. priority parking, free parking at parking meters). This includes identifying street parking spaces in Downtown Courtenay that could be reserved for carshare in the future.
- Investigate the potential for parking variances if developers provide and support carshare services. This provision is based on research that carshare vehicles can significantly reduce the need for private vehicle ownership.
- While Provincial legislation is required to enable Transportation Network Companies to legally operate and will likely regulate aspects such as customer safety, pricing, accessibility requirements, licensing, insurance, and operations, the City of Courtenay should consider the following once ride-hailing is legalized:
  - Study the impacts of ride hailing in Courtenay. To accomplish this task, the City should seek to acquire data from Transportation Network Companies on a periodic basis, such as length of trips, time of day, customer wait times, trip distributions (origins and destinations), and accessible versus non-accessible vehicle statistics. This data will allow the City to effectively assess the impacts of ride hailing in Courtenay, as well as identify areas for improvement.
  - Explore the need for support infrastructure including designated pick-up / drop-off zones at key locations and the relationship to established taxi infrastructure such as taxi stands.
  - Work with BC Transit and the CVRD to explore whether ride-hailing could be used to expand basic transit provision to zones outside the current service area.







## 9. FINANCIAL PLANNING & IMPLEMENTATION PRIORITIES

The implementation of long-term improvements for streets, walking, cycling, and transit supportive infrastructure and programs will take many years. The City will not only require new and additional sources of funding through local, provincial and federal partnerships, but will also need to substantially increase funding for sustainable travel modes at the municipal level. Investments in sustainable modes will contribute towards the mode shifts envisioned in Connecting Courtenay, as well as at the regional level, and defer the need for other investments in major transportation infrastructure.

This section of Connecting Courtenay highlights the overall costs estimated to implement the long-term plans for walking, cycling, streets and transit supportive infrastructure.

Recognizing that Connecting Courtenay will take 25 years or more to implement, guidance is also provided on a phasing and implementation strategy. This phasing strategy reflects a combination of community input and feedback, technical assessment of conditions and needs, alignment with the goals and objectives of the plan as well as elements of affordability.

It should be noted that the cost estimates presented here should not be used for budgeting purposes. They are developed based on unit costs for conceptual level designs of possible configurations. Each infrastructure project will require a functional design to identify exact project scope, impacts and mitigation requirements before the cost estimate can be confirmed. It is also best practice to engage the community that may be impacted by specific projects in the process of design.

As is, the costs do not include other major items such as property, utility and environmental, as well as staff resources and stakeholder engagement for each improvement. It should also be noted that the long-term improvements for each mode and phasing strategy over the next 10 years do not imply a financial commitment.

Pending available resources, financial commitments are confirmed through the City's annual budget and capital plans. Beyond the City's budgets, the specific timing for recommended projects will be influenced by the pace of growth and development - slower rates of growth will mean deferred need and resources for spending on transportation infrastructure. Conversely, faster rates of growth mean that projects can likely be advanced.

The timing to implement the long-term plan and short- to medium-term improvements can also be impacted by partnerships. For some infrastructure, partnerships with the provincial and federal governments will be required to support significant investments. Additionally, the City will want to leverage opportunities for development related infrastructure improvements as well as partnerships with local agencies and volunteer groups for support programs.

## 9.1 LONG-TERM PLAN COSTS

Conceptual order-of magnitude cost estimates were developed for each of the capital investments identified in the Long-Term Plan sections for each mode. Refer to **Figure 9-1**. This provides a sense of the potential overall future levels of transportation investment for the City and its partners in current (2018) dollars. These costs can be escalated to the year of implementation for planning purposes, but they should be refined to establish project budgets. Actual costs for implementation could vary significantly for each initiative as project scope gets confirmed through subsequent stages of design and costs are clearer.

The level of investment required to implement improvements and programs recommended in Connecting Courtenay that are within municipal or shared jurisdiction is approximately \$145.7-million as summarized in the following sections.

**Table 9-1: Long-term Implementation Order-of Magnitude Cost (Class D, 2018 \$)<sup>1</sup>**

Plan Theme	Class D Cost (2018 \$)
<b>Walking Plan</b>	<b>\$10 M</b>
Pedestrian Network Improvements	\$6 M
Enhanced Intersections and Improved Accessibility Allowance	\$2 M
Enhanced Street Treatments for Major Destinations	\$1 M
Pedestrian Support Programs	\$1 M
<b>Cycling Facilities</b>	<b>\$23.3 M</b>
Cycling Facility Standards	\$0.3 M
Cycling Network Improvements	\$21 M
Support Facilities Allowance	\$1 M
Support Programs Allowance	\$1 M
<b>Transit Plan<sup>2</sup></b>	<b>\$4 M</b>
Improved Connections to Transit Allowance	\$2 M
Improve Intersections & Consider Transit Priority (included in Streets Plan)	n/a
Transit Passenger Amenities	\$4 M
<b>Streets Plan<sup>3</sup></b>	<b>\$107.5 M</b>
Major Intersection and Corridor Safety & Operational Improvements	\$13.3 M
New / Widened Major Corridors & Connections	\$94.2 M
Roadway Classification	n/a
<b>Emerging Technologies &amp; New Mobility Plan (first 5 years only)</b>	<b>\$0.9 M</b>
Electric Vehicles Allowance	\$0.3 M
New Mobility / Mobility as a Service Allowance	\$0.3 M
Autonomous Vehicles Allowance	\$0.3 M
<b>TOTAL</b>	<b>\$145.7 M</b>

## 9.2 PHASING & IMPLEMENTATION

This phasing and implementation section of the Plan provides guidance on priority walking, cycling, street and transit supportive infrastructure projects to be implemented over the next 5 to 10 years. The priorities are identified based on the guiding principles outlined below:

- Priority street improvements should target the most congested areas and maximize the efficiency and safety of existing infrastructure.
- High priority walking improvements should focus on enhancing connectivity on major roads, around schools, access to transit, and improving accessibility.
- Priority cycling improvements should form the spine of the cycling network, connect existing infrastructure and focus on easily achievable successes in neighbourhoods.
- Transit infrastructure investments should be centred on supporting the accessibility, comfort, and reliability of the FTN.

<sup>1</sup> Class D (2018 \$) cost estimates are based on concept level information using unit rates for linear works and intersection improvements. Cost estimates include 25% engineering and communications as well as 40% contingency. Cost do not include property and other significant impacts. Class D cost estimates should not be used for budgeting purposes.

<sup>2</sup> Does not include financial contributions to operations or shared investment in rolling stock.

<sup>3</sup> Excludes projects that fall entirely within MoTI jurisdiction.

### 9.2.1 Street Network

The total long-term cost for street network capital improvements recommended in this plan is approximately \$107.5-million<sup>4</sup>. This includes the new major roadways and connections, which should be advanced along with partner agencies.

Over the next 10 years, the City and its partners will continue to invest in improving existing major roadways. This approach will maximize effectiveness and efficiencies of existing infrastructure before investing in upgrades or new major roadways. This approach also focuses on improving safety for all modes by addressing the locations with the most significant safety challenges first. Many of the projects identified in this section are integrated with walking, cycling, and transit priorities to maximize investment and ensure a multi-modal approach that supports the efficiency and safety of all road users.

The total cost of projects and programs recommended for the medium-term is approximately \$53.9-million (2018 dollars), as summarized in **Table 9-2**.

As previously noted, improvements centre around maximizing use of existing infrastructure as well as addressing hotspots for delays and collisions. Many of the intersection investments also centre around improving safety and mobility at intersections for pedestrians with improved controls and laning.

Beyond these priorities, the City should work with MoTI to advance priority improvements that are under MoTI jurisdiction.

**Table 9-2: Medium-term (10 Year) Street Improvement Cost Estimates & Allocations (Class D, 2018 \$)<sup>5</sup>**

Street Improvements	Class D Cost (2018 \$)
Major Intersection and Corridor Safety & Operational Improvements	\$5.7 M
Ryan Road (Old Island Highway to Highway 19A Bypass / Island Highway) Access Management and Intersection Improvements	\$2.4 M
Old Island Highway (Comox Road to Ryan Road) Access Management, Multi-Use Pathway, and Intersection Improvements	\$1.2 M
Signal replacement & improvement program	\$1.9 M
Intersection control & upgrades program	\$3.0 M
Old Island Highway & Fraser Road / Millard Road Intersection Improvement	\$1.0 M
Tunner Drive Extension	\$10.0 M
Arden Road Extension (both south and north end)	\$8.9 M
Comox Logging Road Upgrade + Connection	\$19.8 M
<b>Total</b>	<b>\$53.9 M</b>

<sup>4</sup> Excludes projects entirely within the jurisdiction of MoTI.

<sup>5</sup> Class D (2018 \$) cost estimates are based on concept level information using unit rates for linear works and intersection improvements. Cost estimates include 25% engineering and communications as well as 40% contingency. Cost do not include property and other significant impacts. Class D cost estimates should not be used for budgeting purposes.



## 9.2.2 Pedestrian Network

The total long-term cost for the walking projects recommended in this plan is approximately \$10-million. This focus is on sidewalk improvements. Costs for intersection improvements that facilitate pedestrian crossings are included in the total cost for streets and costs for multi-use pathways are included in the total cost for cycling.

The total cost of the pedestrian projects and programs recommended for the medium-term is approximately \$3.9-million (2018 dollars) as summarized in **Table 9-3**.

In addition to the provision of sidewalks and addressing key crossing barriers, support facilities and programs should be planned and implemented within the medium-term as described in the Plan.

The recommended pedestrian network projects are illustrated in **Figure 9-2**. The medium-term projects address sidewalk gaps along major roads, connections to transit and access to schools.

**Table 9-3: Medium-term (10 Year) Walking Improvement Cost Estimates & Allocations (Class D, 2018 \$)<sup>6</sup>**

Improvement / Program	Class D Cost (2018 \$)
1st Street from Embleton Crescent to Menzies Avenue	\$590K
Cumberland Road from Piercy Avenue to McPhee Avenue	\$120K
Cumberland Road from Burgess Road to Willemar Avenue	\$290K
Back Road from Tunner Drive to 10 Street East	\$410K
10th Street from Back Road to Hobson Avenue	\$120K
Kilpatrick Avenue from 26th Street to 29th Street	\$180K
Fitzgerald Avenue from 21st Street to north of 26th Street	\$190K
Valley View Drive from Thorpe Avenue to Lerwick Road	\$280K
Lerwick Road from Lerwick Nature Park to McDonald Road	\$220K
Enhanced Intersections and Improved Accessibility Allowance	\$50K / yr
Enhanced Street Treatments for Major Destinations	\$50K / yr
Pedestrian Support Programs	\$50K / year
<b>Total</b>	<b>\$3,900K</b>

<sup>6</sup> Class D (2018 \$) cost estimates are based on concept level information using unit rates for linear works and intersection improvements. Cost estimates include 25% engineering and communications as well as 40% contingency. Cost do not include property and other significant impacts. Class D cost estimates should not be used for budgeting purposes.

Figure 9-2: Medium-Term (10 Year) Pedestrian Improvement Priorities

Legend

- Sidewalk
- Multi-Use Path (Adjacent To Street)
- Improved Crossing



### 9.2.3 Cycling Network

The long-term capital cost for the cycling projects recommended in this plan is approximately \$23.3-million. This includes linear facilities and improvements to intersections, some of which should be undertaken in collaboration with partner agencies.

Historically, the City has not invested significantly in cycling infrastructure. Consultation with the public and stakeholders indicates that there is a desire to increase funding for cycling, especially for projects that separate bicycles from vehicles. Still, some cycling projects should be prioritized for medium-term investment to allow for an increase in cycling funding over time. Funding from other sources, including grants, will allow the City to maximize investment and advance projects more quickly. Key destinations and connections that were considered in project prioritization are Core Commercial Areas (especially Downtown Courtenay), Lewis Centre, North Island College, schools, and connections from the spine cycling network to existing paved trails (including the Courtenay Riverway and trails in east Courtenay that connect to the Town of Comox). In addition to providing on- and off-street cycling facilities to get around the community, support facilities and programs should be planned and implemented within the medium-term.

The total cost of projects and programs recommended for the medium-term is \$5.6-million (2018 dollars). Costs do not include property, environmental impacts, utility relocations, staff time, or operations and maintenance. The recommended medium-term priority projects are summarized in **Table 9-4** and shown on **Figure 9-3**.

Expansion of pedestrian and cycling facilities on the 5<sup>th</sup> Street Bridge was not included in the capital cost estimate for medium-term priorities as it is being addressed through a parallel process. This project is recommended for the medium-term as part of overall bridge rehabilitation and maintenance work.

**Table 9-4: Medium-term (10 Year) Cycling Improvement Cost Estimates & Allocations (Class D, 2018 \$)<sup>7</sup>**

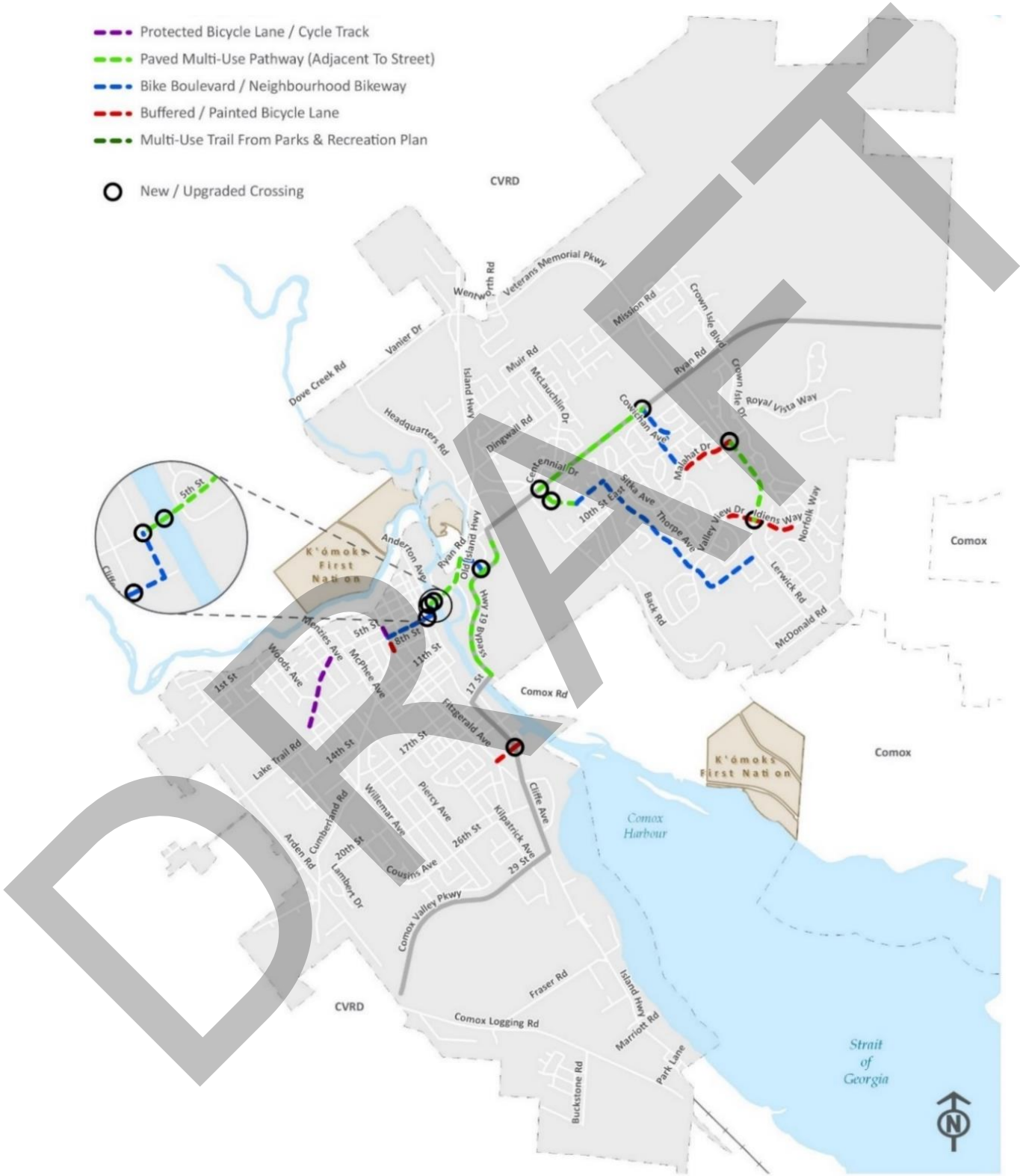
Improvement / Program	Class D Cost (2018 \$)
Fitzgerald Avenue from 5th Street to 6th Street	\$28K
Fitzgerald Avenue from 6th Street to 8th Street / Cumberland Road	\$42K
6th Street from Fitzgerald Avenue to Anderton Avenue	\$68.4K
Anderton Avenue Intersection from 5th Street to 8 <sup>th</sup> Street	\$310K
5th Street from Menzies Avenue to Lake Trail Road	\$2,267K
21st Street from Fitzgerald Avenue to Courtenay Riverway	\$70K
5th Street / Old Island Highway from 5th Street Bridge to Lewis Centre	\$223.2K
Back Road from Ryan Road to 6th Street	\$349K
Tunner Drive from Williams Road to Back Road	\$114K
6th Street from Back Road to Hobson Avenue	\$11.2K
Hobson Avenue from 10 Street to Hawk Drive	\$48K
Hawk Drive from Hobson Avenue to Swallow Crescent	\$18K
Puntledge Road from Old Island Highway to Highway 19A	\$7.4K
Valley View Drive/Idiens Way from Mallard Drive to Trail Connection	\$209.9K
Lerwick Road from Malahat Drive to Valley View Drive	\$440K
Malahat Drive from Arrowsmith Avenue to Lerwick Road	\$153.9K
Cowichan Avenue/Arrowsmith Avenue from Ryan Road to Malahat Drive	\$30K
Support Facilities Allowance	\$50K/yr
Support Programs Allowance	\$50K/ yr
<b>Total</b>	<b>\$5,600K</b>

<sup>7</sup> Class D (2018 \$) cost estimates are based on concept level information using unit rates for linear works and intersection improvements. Cost estimates include 25% engineering and communications as well as 40% contingency. Cost do not include property and other significant impacts. Class D cost estimates should not be used for budgeting purposes.



Figure 9-3: Medium-Term Cycling Improvement Priorities

- Protected Bicycle Lane / Cycle Track
- Paved Multi-Use Pathway (Adjacent To Street)
- Bike Boulevard / Neighbourhood Bikeway
- Buffered / Painted Bicycle Lane
- Multi-Use Trail From Parks & Recreation Plan
- New / Upgraded Crossing



## 9.2.4 Transit Supportive Infrastructure

The City of Courtenay supports transit operations through annual contributions that help fund the transit system. Beyond this, Connecting Courtenay includes infrastructure projects to support transit customers and operators in the case of transit priority treatments. Transit support priority projects recommended for the medium-term include:

- Sidewalk and pathway connections to the FTN. High priority connections to the FTN are included in the pedestrian and cycling priority sections.
- Transit priority treatments at key intersections.
- Transit customer amenities along the FTN on an annual basis.
- Transit exchanges that support intermodal travel and provide a high level of customer safety and comfort.

The total cost allocation for these recommended priorities is \$3-million, excluding items that are covered within priority projects for other modes. Refer to **Table 9-5**. This amount is an allocation and not derived from cost estimates. It does not include staff time, operations and maintenance, or shared investment in rolling stock.

**Table 9-5: Medium-term Transit Improvement Cost Estimates & Allowances (Class D, 2018 \$)**

Improvement / Program	Class D Cost (2018 \$)
Improved Connections to Transit Allowance	\$1.0M
Improve Intersections and Consider Transit Priority (price included in Street Plan)	n/a
Transit Passenger Amenities	\$2.0M
<b>Total</b>	<b>\$3.0M</b>

## 9.2.5 New Mobility

Connecting Courtenay prepares the City for the changing landscape of transportation. The City should look to leverage emerging technologies and new mobility while mitigating possible negative impacts. In the next ten years, this calls for programs that allow the City to show leadership and to understand and respond to key changes.

The total cost allocation in the next ten years for these recommended priorities is \$800,000, as identified in **Table 9-6**.

**Table 9-6: Medium-term (10 Year) New Mobility Improvement Cost Estimates & Allowances (Class D, 2018 \$)**

Improvement / Program	Class D Cost (2018 \$)
Electric Vehicle Allowance	\$250K
New Mobility / Mobility as a Service Allowance	\$300K
Autonomous Vehicles / Preparing for the Future Allowance	\$250K
<b>Total</b>	<b>\$800K</b>

## 9.3 PARTNERSHIPS & FUNDING STRATEGIES

Connecting Courtenay has been a community-based initiative to create a long-term plan with implementation priorities for transportation infrastructure, programs and policies. Over 1,000 residents were engaged in the development of the Plan and identification of priorities. Further, several partners and community groups were engaged. These included the Accessibility Committee, the Comox Valley Cycling Coalition, School District #71, K'omoks First Nation, and regional government partners. Implementation of the plan will also require the guidance and participation of many community groups and individuals.

The City typically plans and funds transportation facilities and programs through various revenue streams, as well as cost sharing opportunities. As part of the City's on-going capital planning, consideration may be given toward utilizing alternative funding sources for the delivery of key street, walking, cycling, and transit facilities and programs as briefly outlined below.

### General Revenues

The City should incorporate the recommendations from Connecting Courtenay into its short-, medium-, and long-term budgeting plans to ensure that the projects are accounted for in the City's capital planning process. To accommodate this, the City may seek changes to its capital budget to fund the implementation of this Plan over the medium- and long-term. The City should also seek to integrate transportation improvements with other capital projects, such as utility projects.

### Developers

The City should leverage transportation investments during the planning of new development projects such as through: public realm improvements; community amenity contributions; density bonusing contributions; and high-quality bicycle parking facilities.

### Development Cost Charges (DCC)

The City has a DCC bylaw that should be updated to include projects identified through Connecting Courtenay.

### Provincial Programs and Initiatives

Key infrastructure may be funded in partnership with the province.

### Federal Funding

There are several programs that provide funding for environmental and local transportation infrastructure projects in municipalities across Canada. Typically, the federal government contributes one third of the cost of municipal infrastructure projects.

### Green Municipal Fund

The Federation of Canadian Municipalities manages the Green Municipal Fund, with a total allocation of \$550 million. This fund is intended to support municipal government efforts to reduce pollution, reduce greenhouse gas emissions, and improve quality of life.

### Carbon Tax Rebate

Each municipality that has signed the Climate Action Charter receives an annual rebate based on completion to support sustainable transportation projects

### ICBC

ICBC's road improvement program provides funding for road improvements, including pedestrian and bicycle infrastructure, particularly where these have the potential to reduce crashes, improve safety, and reduce claims costs to ICBC.

### Private Sector

Many corporations wish to be good corporate neighbours— to be active in the community and to promote environmentally-beneficial causes.

## 9.4 SUMMARY

Connecting Courtenay is a guide for the development and implementation of transportation infrastructure, policies, programs, and activities in Courtenay. It will require funding and partnerships to be successful. Further, it looks both to the long-term – i.e. what issues should the City be prepared to address and what are the most promising solutions – as well as to the actions that should be implemented in the next ten years. This is a living document, and the actions recommended here within must be reaffirmed through funding, Council resolutions, and effective partnership action on an annual basis. This is particularly important for major infrastructure, which may be deferred if investments in non-automobile modes of transportation and changes in land use patterns are successful in limiting vehicle volume growth.



DRAFT





# Connecting Courtenay

Cycling Network Plan

February 4<sup>th</sup>, 2019

**URBAN**  
systems

## REPORT FOR:

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# 1 INTRODUCTION

Cycling can be an attractive transportation option, as it is convenient, relatively low cost, and for shorter trips can be a practical alternative to vehicle travel. Cycling has several benefits to individuals, the community, and the environment. Cycling is enjoyable, efficient, affordable, healthy, sociable, and a sustainable form of transportation.

Cycling is already a popular recreational activity in Courtenay, due to the City's natural beauty and great climate. Cycling accounts for 4% of all trips to/from work and school within Courtenay.<sup>1</sup> Based on the feedback received from residents and stakeholders people are cycling in Courtenay for a variety of trip purposes including cycling to school and work but also for shopping, to restaurants, for groceries and for their other daily needs. The most common trips are to work and for daily errands. Approximately 32% of survey respondents cycle or are cycling at least once a week with approximately 57% cycling at least once a month.

Developing a safe and comprehensive bicycle network along with supporting education and promotional programs is an important way to encourage cycling as a viable and attractive mode of transportation. With appropriate facilities, cycling can be time-competitive with both automobiles and transit, particularly over short-to-moderate distances during peak travel periods. A variety of factors influence an individuals' decision to bicycle, such as network connectivity, quality of facilities, and the distance between destinations.

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<sup>1</sup> Source: Statistics Canada, Census Profile, 2016

## 2 POLICY CONTEXT

Courtenay's OCP outlines the importance of cycling as a form of transportation. The OCP sets a target that by 2020 10% of trips in Courtenay will be made by bicycle. Additionally, one of the goals identified in the Transportation chapter recognizes the importance of developing a transportation system that provides choice for different modes of travel including pedestrians and people with mobility challenges. The OCP also states that the City will continue to pursue the development of a continuous, integrated bicycle network to promote and encourage cycling as a commuting alternative to the automobile and as a means of active recreation.

The Subdivision and Development Servicing (SDS) Bylaw identifies the recommended bicycle facility types by street network classification and land use context for new developments in the City of Courtenay. **Table 1** outlines the City's bicycle facility design recommendations based on the street network classification. Bicycle facilities are identified on arterial and collector streets, the facility type is either a buffered or unbuffered bicycle lane. The bicycle lane is 1.5 metres and where applicable the buffer is 0.5 metres. Design guidance and width are also provided for gravel and asphalt multi-use pathways which should be 3.0 metres in width.

*Table 1: Bicycle Facility Requirements for New Developments by Road Classification*

Road Classification	Bicycle Facility	Width (m)
Arterial	Buffered Bicycle Lane	1.5 (lane) 0.5 (buffer)
Collector - Urban	Buffered Bicycle Lane	1.5 (lane) 0.5 (buffer)
Collector - Residential	Buffered Bicycle Lane	1.5 (lane) 0.5 (buffer)
Collector - Road Rural	Bicycle Lane	1.5
Local Road	NA	-

Per the City's Strategic Plan, the Cycling Plan and future cycling projects should apply what was learned on the Complete Street Pilot Project.

One objective of the Comox Valley Regional Growth Strategy is to improve bicycle and pedestrian infrastructure to increase the use of active transportation options.

The supporting policies outlined in the RGS proposed to meet these goals by supporting local efforts to improve cycling connections to, through, and between Town Centres, improving connections and amenities through development, identifying and addressing gaps, developing

and implementing consistent regional street standards that improve cycling safety, and promoting healthy lifestyles.

Another policy with overlapping implications for walking and cycling, the Comox Valley Sustainability Strategy, includes a goal of reducing the need for single occupant vehicles.

In 2007, the Comox Valley Cycling Plan was developed. The purpose of the plan was to compile and synthesize existing information, policies and guidelines from the provincial level to the local area (neighbourhood) level that pertain to safe cycling and bicycle ways within the Comox Valley. It included infrastructure recommendations and a discussion on preferred facility types.

### 3 BICYCLE INVENTORY & ASSESSMENT

The bicycle inventory considers both physical infrastructure and existing programs that support cycling as a mode of transportation in the City of Courtenay. The inventory is followed by an assessment of existing cycling patterns and gaps.

#### **Bicycle Inventory**

The City has existing bicycle facilities, as well as bicycle parking and other support infrastructure. There is also support for integration between cycling and transit, as well as some historic programs that have encouraged cycling in Courtenay.

Courtenay's existing bicycle network is limited and largely on-street. Multi-use trails, such as the Courtenay Riverway, the Rotary Trail, and other connections provide key connectivity, but face special challenges due to narrow widths, popularity with a wide variety of trail users, and uncontrolled intersection crossings. The majority of recommended improvements to the multi-use pathway network are addressed in the City's Draft Parks and Recreation Master Plan. The City has some existing designated bicycle facilities. on-street bicycle lanes and signed bicycle routes, as described below and shown in **Figure 1** and **Table 2**. Existing bicycle facilities include:

- **Painted Bicycle Lanes** are located on both directions of Fitzgerald Avenue between Cumberland Road and 21<sup>st</sup> Street.
- **Paved shoulders** have been signed as bicycle routes on some streets in Courtenay including Lerwick Road and Cumberland Road.
- **Paved and Unpaved Off-Street Pathways.** There are several kilometres of paved and unpaved pathways throughout the City which are used by both people walking and cycling. There are approximately 13 km of paved pathways, 11 km of unpaved pathways and nearly 30 km of pathways within the City where the surface type is unknown.
- **Protected Bicycle Lanes.** In parallel with the first phases of development of Connecting Courtenay, the City of Courtenay constructed its first protected bicycle lanes as part of the 5<sup>th</sup> Street Complete Street Pilot Project. The lanes connect Menzies Avenue to Fitzgerald Avenue along 5<sup>th</sup> Street for a total of approximately 500m.

Figure 1: Existing Bicycle Network



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\*Unpaved multi-use pathways as identified may not be suitable facilities for all cyclists due to their varying condition. Lerwick Road offers inconsistent cycling facilities.

Table 2: Distance of Existing Bicycle Facilities by Type

Bicycle Facility	Km	Percentage
Off Street Pathway (Paved)	12.7 km	44%
Off Street Pathway (Unpaved)	11.5 km	40%
Protected Bicycle Lanes	500m	0.5%
Bicycle Lane	1.3 km	4%
Signed Bicycle Route	3.5 km	11.5%
<b>Total</b>	<b>29.5 km</b>	<b>100%</b>

Beyond the linear facilities described above, cycling in Courtenay is also supported by the following infrastructure and programs:

- Transit Integration.** By integrating cycling with transit, the utility of both the transit and the cycling networks can be improved for longer distance trips and trips where transit does not directly serve a trip origin or destination. Bicycle racks are available on all buses, allowing two bicycles to be transported. Some buses, usually the smaller community shuttle style buses, do not carry bikes after dark as the bikes block the front lights.
- Bike Parking and End of Trip Facilities.** Support infrastructure allows more people to choose cycling, knowing that their bicycle is stored safely and that there is an opportunity to store their belongings and shower at their destination if needed.

There is some short term and longer-term parking throughout Courtenay at various locations, this includes bicycle racks located throughout Downtown within the public right of way as well as in front of City buildings such as City Hall. A lack of bicycle parking was noted by some as a barrier to cycling in the public survey.

There are currently no short or long-term bicycle parking requirements or end-of-trip facility requirements in the City's Zoning Bylaw. Many communities provide bicycle parking requirements based on dwelling unit for residential dwellings and floor space for commercial land uses.

- Support Programs.** The City supports cycling related initiatives such as Bike to Work and School Week which focuses on encouraging people that live and/or work in the Comox Valley to try cycling rather than driving for at least one trip during the week. Bike to Work and School Week is held in late May annually.



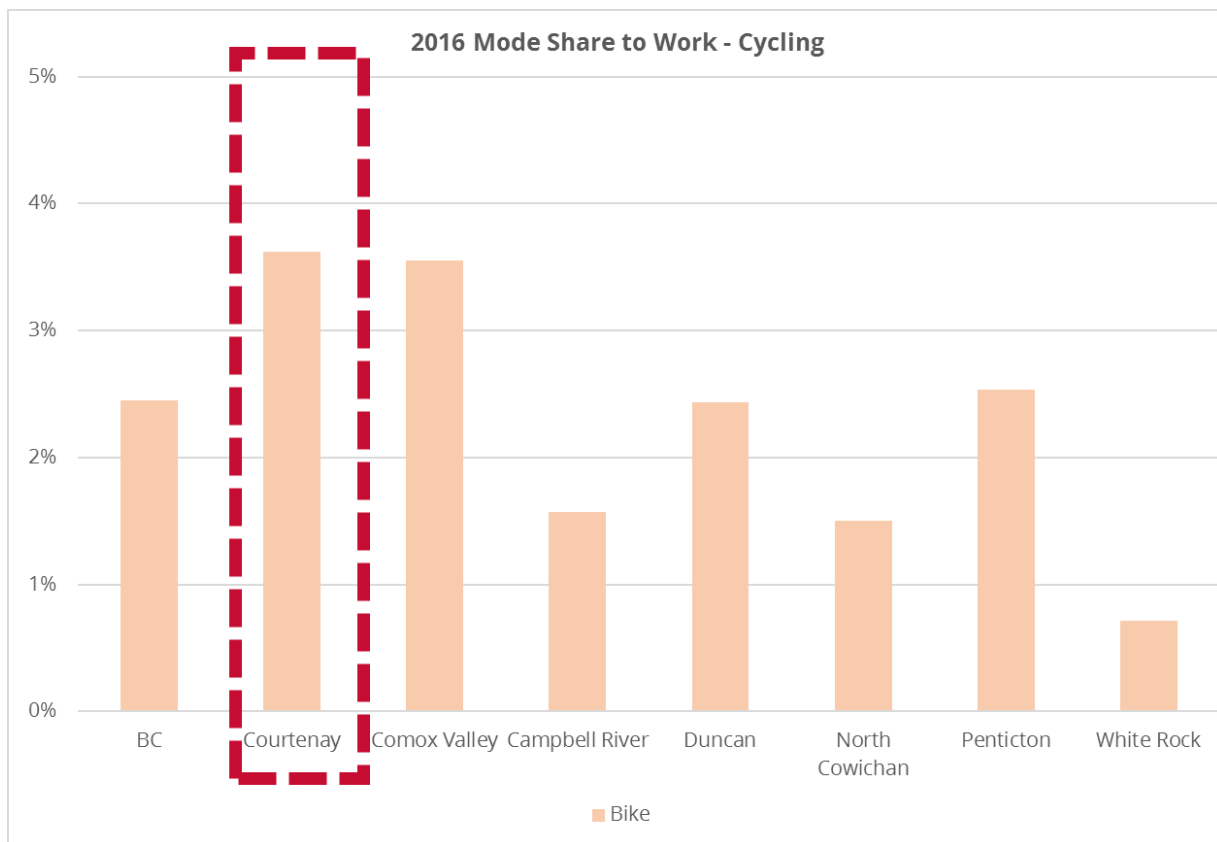
## Existing Conditions Assessment

The existing conditions assessment evaluated cycling mode share and connectivity for cycling in Courtenay. This assessment is summarized below.

### Cycling Mode Share Assessment

Cycling is already a popular recreational activity in Courtenay, due to the City's natural beauty and great climate. According to Statistics Canada, cycling accounts for 4% of all trips to/from work and school within Courtenay. This is less than half of the target of 10% set by the OCP. As illustrated in **Figure 2**, Courtenay's commuting mode share for cycling is the highest among comparable communities in BC.

Figure 2: 2016 Mode Share to Work - Cycling



Based on the feedback received from residents and stakeholders, people are cycling in Courtenay for a variety of trip purposes including cycling to school and work but also when they are going shopping, to restaurants, for groceries and for their other daily needs. The most common trips are to work and school and for daily errands. Approximately, 32% of survey respondents are cycling at least once a week with approximately 57% cycling at least once a month.

## Gap Analysis

The cycling gap analysis focused on three geographic areas: river crossings, west of the Courtenay River, and east of the Courtenay River. These are described below:

- **River Crossings.** Courtenay is bisected by the Courtenay River, which results in a barrier for cyclists. There are three existing river crossings, two of which are within the City of Courtenay, at 5<sup>th</sup> Street and 17<sup>th</sup> Street. At the 5<sup>th</sup> Street crossing, signage indicates that cyclists and vehicles should traverse the bridge single file. Cyclists can also dismount and push their bicycles along the separated pedestrian walkways on either side of the bridge. At 17<sup>th</sup> Street, the metal grate surface of the lift bridge is difficult and uncomfortable for most cyclists to ride. Cyclists also must dismount to use the sidewalks on the bridge as they are not designated as multi-use facilities. Both bridges have poor connections to the surrounding area.
- **West Courtenay.** West of the Courtenay River the grid system provides cyclists who are comfortable riding in traffic with route choice and connectivity to destinations. The Courtenay Riverway provides a protected, off-street connection through much of the commercial areas of West Courtenay; however, it can be challenging to ride because of its popularity with a wide variety of users. There are no protected connections from the Riverway to the commercial areas or to the existing Fitzgerald Avenue bike lanes. Similarly, the protected bicycle lanes that are part of the 5<sup>th</sup> Street Complete Street Pilot Project are not connected to any other complete cycling facility. The 5<sup>th</sup> Street Complete Street Pilot Project does connect to the Rotary Trail; however, the uncontrolled intersections along this trail can be difficult for cyclists to navigate. The schools in west Courtenay are not connected to comfortable cycling facilities.
- **East Courtenay.** East of the Courtenay river cycling facilities are limited to trails and shoulder bikeways. Ryan Road is a barrier for cycling – both as a major roadway that is difficult to cross, and because it is a major east-west connection with no provision for cycling. According to stakeholders, cyclists currently use local roads to cycle south of Ryan Road. There are informal and formal paved and unpaved trails connecting to schools, the North Island College, and the North Island Hospital which provide a mix of user experience. Some of these trails are not currently suitable for all cyclists.

### 3.1 KEY ISSUES AND OPPORTUNITIES

There is strong interest in cycling in Courtenay, and the existing mode split for commuter cycling is higher than in some other communities with similar – or even more – infrastructure. The existing cycling system in Courtenay is discontinuous, with a limited number of cycling facilities, most of which are not comfortable for cyclists of all ages and abilities. There is an opportunity to invest in cycling, expand the cycling mode share for all trip purposes, and improve the health and vibrancy of the community. To embrace the opportunities for cycling, the City and its partners should address some key issues.

This section summarizes key issues and opportunities surrounding cycling in Courtenay. It was developed based on input received through Connecting Courtenay public surveys, public engagement events, discussions with stakeholders and City staff, and through the inventory and assessment summarized above. Key issues include:

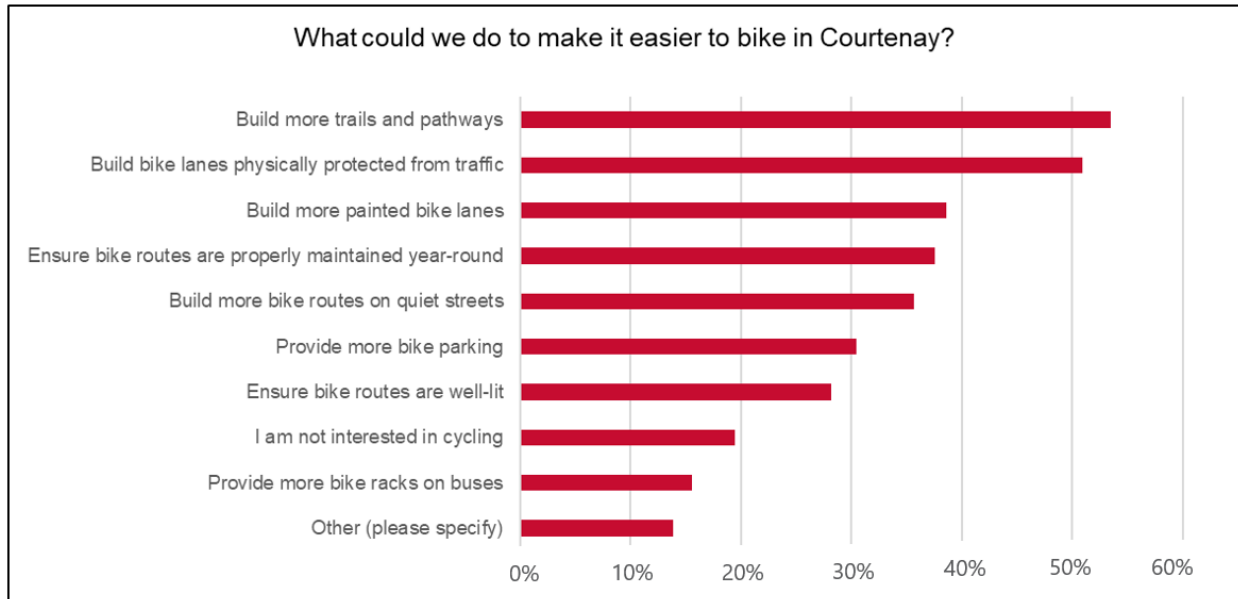
- **Limited network of designated routes.** Courtenay has very few protected and off-street cycling routes that connect to key destinations and 54% of survey respondents indicated that they do not feel safe riding in traffic. Routes do not connect to key commercial areas or to other key destinations, like schools – 29% of survey respondents indicated that bike routes do not go to destinations.
- **No comfortable river crossing.** Because Courtenay is bisected by the Courtenay River, many trips must cross this natural barrier. With no comfortable river crossing, cycling is not an attractive option for these trips.
- **Although popular off-street pathway facilities act as the spine to the current network, there are inherent barriers in some locations.** The Courtenay Riverway is popular with many different trail users – including people walking with children and dogs on leash. When the pathway is busy, cycling can be difficult. Intersections along the Rotary Trail can be difficult for cyclists to safely navigate.
- **Many neighbourhood routes that are comfortable to ride on are unsigned.** Cyclists currently use local roads to make many trips. Some local roads are very comfortable to ride on; however, they can be hard to locate and are not communicated with potential cyclists and drivers. Most of these routes do not offer traffic calming to ensure vehicles travel at speeds more appropriate for shared facilities.

- **Existing highways as well as major and minor arterials do not have comfortable cycling facilities, and most do not have parallel routes.** None of the highways or the City's major arterials have cycling facilities that are protected or buffered from vehicle traffic. There are limited parallel routes to allow cyclists to reach the same destinations as drivers.
- **Lack of secure bicycle parking at the end of a trip.** Currently many potential cyclists do not have a safe and secure place to store their bicycles at the end of their trip. Almost 30% of survey respondents indicated that having no safe place to park their bicycle discouraged them from cycling more for their day-to-day needs. An update to the Zoning Bylaw could be beneficial to support the provision of secure bicycle parking.

Because the existing infrastructure, support facilities and programmatic support for cycling is limited in Courtenay, there are many opportunities for enhancement. This can be expected to lead to a larger cycling mode share and can contribute to the City and Region's overall transportation, environment, and health goals.

The top survey responses for what might encourage people to cycle more focus on providing more on-street and off-street cycling facilities. This includes, more trails and pathways, which was also the top response for encouraging walking. It was also noted that, many of the popular off-street pathway facilities which act as a spine to the cycling network are unpaved, and all are shared with pedestrians. The second most common response was build bicycle lanes that are physically separated from motor vehicle traffic. Some of the other top opportunities for making it easier to bike around Courtenay include, more painted bicycle lanes, ensuring routes are properly maintained year-round and more cycling routes on quiet streets. Overwhelmingly, the top opportunities focus on providing higher quality bicycle facilities that will make biking in the city more comfortable for all cyclists (**Figure 3**).

Figure 3: Biking Opportunities (Connecting Courtenay Survey, 2018)



Through the survey and public engagement process residents and stakeholders were asked about future funding and investment in the various modes of transportation. Approximately 58% of respondents said they would like to see more or much more investment in the cycling network when compared to current levels, this was second only to transit.

## 4 CYCLING NETWORK

The Long-Term Cycling Plan addresses key issues by identifying where, when, and how the City can invest in the development of a comfortable cycling network, support programs, and facilities. Like the other long-term plans, the recommendations are intended to be advanced by the City and its partners over a number of years. The City is beginning with limited cycling infrastructure and it will take time to fully develop a network that connects residential areas to major destinations throughout the City. Further, the City will need to work with partners and stakeholders to refine and further develop the recommendations outlined in the Long-Term Cycling Plan.

To encourage cycling in the City of Courtenay, the City and its partners should invest in making cycling a safe and comfortable transportation option. Investment focused on creating infrastructure and support facilities and programs that foster safe and comfortable cycling to important destinations will have the greatest likelihood of increasing the percentage of all trips that are made by bicycles. Guiding principles for cycling were developed based on this overarching approach, as well as industry best practices, and input from stakeholders and the public survey. They outline the approach to the development of the network and application of facility types in different areas, while focusing higher investment facilities where they are likely to have the highest use from across the population. The guiding principles are:

- **Build on existing momentum.** The City has recently completed the construction of a separated bicycle facility on 5th Street from Fitzgerald Avenue to Menzies Avenue. The City also has an existing network of well-used multi-use trails<sup>2</sup> and local roads that are already used by local cyclists. Understanding that cycling infrastructure is most effective where it is connected, the City should focus on creating a network that connects outwards from existing infrastructure to maximize the value of investment.
- **Create network ‘spines’ that connect key destinations and focus on safety and comfort for all ages and abilities (AAA).** Public input was clear; there is a desire for more separated bicycling infrastructure – both trails and protected bicycle lanes – in Courtenay. Acknowledging the size and capital limitations of the community, focus on creating a spine network that builds from existing assets and connects key destinations, including commercial areas and schools.
- **Supplement the spine routes with a network that uses local street bikeways and existing and planned trails to access a broader area.** Stakeholders identified that there are local roads that are commonly used by the cycling community and

<sup>2</sup> As defined in the Draft Parks and Recreation Master Plan.

provide important access to destinations, as well as connections between communities. Formalize these routes as bicycle boulevards with signage, pavement markings, wayfinding, and localized traffic calming/diversion treatments. Where existing and future off-street multi-use trails can connect bicycle routes or provide access to destinations, work towards improving crossings and providing additional width where required. Consider paving these pathways so they can be used by all cyclists, as well as pedestrians using mobility devices.

- **Ensure new roadways provide for all modes.** New major roadway projects proposed in the long-term plan and built by the City and / or Province should be corridors for all modes of transportation. Neighbourhood plans for new neighbourhoods should identify safe connections for cyclists, prioritizing protected lanes or multi-use pathways along arterial and collector roads.

These guiding principles were well supported by the public – more than 80% of survey respondents agreed with the principles outlined above. They were used to inform the development of the Long-Term Cycling Plan.

Connecting Courtenay and therefore this Cycling Network Plan, was developed in tandem with the Draft Parks and Recreation Master Plan and acknowledges that recreational trails can also act as important transportation connections for bicycles and pedestrians. The Cycling Plan was developed to align with the outcomes of the Draft Parks and Recreation Master Plan.

## 4.1 CYCLING FACILITY STANDARDS

Creating a safe, comfortable, and enjoyable cycling network for people of all ages and abilities relies on planning, designing, and implementing cycling facilities along corridors and at intersections. Before recommending a long-term cycling network, the Long-Term Cycling Plan provides a toolbox of bicycle facilities and intersection treatments that should be applied as the cycling network in Courtenay evolves. This toolbox is described in more detail below (**Table 3**).

## **Bicycle Facility Toolbox**

The SDS bylaw has already integrated cycling facilities with minimum widths into typical cross-sections for new roadways in the City. This is a Complete Street approach that assigns space in the cross-section to all modes of transportation. Beyond the minimums specified in the SDS, there are a range of cycling facility types that can be applied to different circumstances to achieve a cycling network that focuses on safety and comfort for all.




To develop a more comfortable and effective network of bicycle facilities across a wide range of conditions, the City can apply a toolbox of cycling facility types. This toolbox, based on the recently updated Transportation Association of Canada Design Guide for Canadian Roads, is described in **Table 3**. The facilities identified have varying levels of appeal for different users and respond to different contexts and constraints. Bicycle facilities that are physically separated from motor vehicle traffic, such as off-street pathways and cycle tracks, are generally the most comfortable for the widest range of users. Different facilities perform better in different situations, and can have different impacts on property requirements, parking restrictions, and other cross-section elements. The broad toolbox presented in this section allows for the right-sizing of bicycle facilities based on the desired characteristics and local constraints.




Facility types can be divided into two overall categories:

- **All Ages and Abilities (AAA) Facilities.** AAA facilities include bicycle facilities that are physically separated from motor vehicles, including multi-use pathways and trails and protected bicycle lanes or cycle tracks. AAA facilities also include neighbourhood greenways or bicycle boulevards, which are routes along local streets with low vehicle speeds and volumes in which people cycling share the same space with vehicles. A core network of AAA facilities can encourage more bicycle ridership and increase perceived and actual safety within the City's bicycle network.
- **Supporting Facilities.** These facilities include buffered bicycle lanes, painted bicycle lanes, shared use lanes, and paved shoulders. These facilities are less comfortable to ride on because they do not include physical separation from motor vehicle traffic where vehicle volumes and/or speed tend to be high. Supporting bicycle facilities are typically less expensive and are useful for expanding and connecting the overall bicycle network and can often provide interim solutions when long-term facilities require greater investment than is currently available. They are sometimes preferred by high speed cyclists.



Table 3: Toolbox of Bicycle Facilities

ALL AGES AND ABILITIES FACILITIES		<p><b>Bicycle Boulevards and Neighbourhood Greenways</b> are local streets with low vehicle speeds and volumes in which cyclists share the same space with vehicles. They often include traffic calming measures to keep speeds low and improvements at major road crossings to help cyclists cross safely.</p>
		<p><b>Protected Bicycle Lanes / Cycle Tracks</b> are bicycle only facilities that are physically separated from vehicle travel lanes. They can be roadside or on-street, raised or at grade, one- or two-way, and combine the experience of an off-street path with the on-street infrastructure of a conventional bicycle lane.</p> <p>Ideal width: 1.8 m with 0.3 to 1.0 m buffer  Minimum width: 1.5 m with 0.3 m buffer  (minimum 0.6 m buffer adjacent to parking)</p>
		<p><b>Multi-use Pathways</b> are physically separated from streets and designed to support cyclists, pedestrians, and other non-motorized road users. In the busiest areas, a wider pathway with paint indicating separate areas for bicycles and other users may be warranted.</p> <p>Ideal width: 3.0 – 6.0 m depending on the expected volumes of users.  Minimum width: 2.7 m</p>

<p style="writing-mode: vertical-rl; transform: rotate(180deg);">ALL AGES CONT.</p>		<p><b>Multi-use Trails</b> are trails outside of the roadway network that are designed to support cyclists, pedestrians, and other non-motorized road-users. They are part of the recreational trail system, but can also provide important linkages for cyclists between other facilities on and adjacent to streets.</p> <p><i>These trails are being recommended through the Courtenay Draft Parks and Recreation Master Plan.</i></p>
	<p style="writing-mode: vertical-rl; transform: rotate(180deg);">SUPPORTING FACILITIES</p>	
		<p><b>Bicycle Lanes</b> are separate travel lanes designed exclusively for bicycles. The lane is defined by white pavement markings and signage.</p> <p>Ideal width: 1.8 m              Minimum width: 1.5 m</p>



**Shared Use Lanes / Wide Shared Use Lanes** indicate that cyclists and vehicles should share the roadway through signage and painted 'sharrows'. Wide shared use lanes provide additional width for cyclists and vehicles to share the outer lane of a roadway.




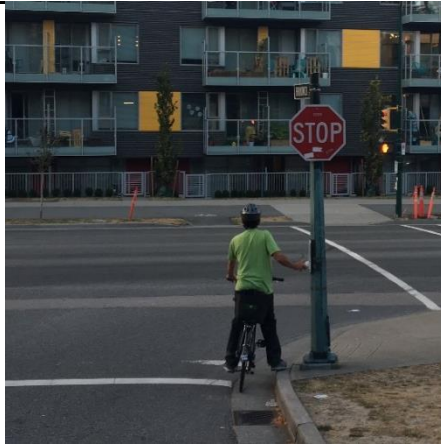
**Shoulder Bikeways** are paved shoulders that are typically found on streets without curb and gutter and where shoulders are wide enough for shared bicycle / pedestrian travel. Shoulder bikeways are typically indicated with the white painted bicycle symbol and with signage alerting motorists to expect bicycle travel along the roadway. Ideal width: 2.0 m to 3.0 m on higher speed roadways. As low as 1.8 m on roadways with speeds of 50 km/h or less. Minimum width: 1.5 m

### **Intersection Treatment Toolbox**

Beyond the bicycle facility toolbox for corridors described above, intersections need to be carefully addressed, as these are common locations for cycling collisions. Properly designed intersection treatments can increase cyclist convenience and reduce conflicts with motorists helping to improve the overall comfort and safety of a city's bicycle network. Cycling safety improvements also serve to remove barriers and can help make cycling more attractive to people of all ages and abilities. A brief description of some intersection treatments is provided in **Table 4**.

Table 4: Intersection Treatment Toolbox

INTERSECTIONS		<p><b>Coloured conflict zone markings</b> can be used at conflict zones, including intersections and driveways, areas where vehicles are merging across a bicycle lane. Often denoted by the colour green, these markings increase the visibility of cyclists and highlight areas where potential conflict can occur.</p>
		<p><b>Dashed bicycle lane markings</b> through intersections provide direction for where cyclists should be positioned as they travel through an intersection. They also alert vehicle drivers that cyclists may be travelling in these lanes.</p>
		<p><b>Bike boxes</b> can be used at signalized intersections to provide cyclists with an opportunity to position themselves ahead of queued vehicles, and to proceed through the intersection when the signals turn green in advance of vehicles.</p>



**Enhanced bicycle signal crossings** can include full signals or pedestrian and bicycle activated signals which can be activated by a cyclist through a range of technologies, such as bicycle loop detectors, bicycle pushbuttons, or video detection at traffic signals.



**Crossbikes and elephant's feet** are pavement markings that indicate a crossing zone in which a cyclist does not need to dismount. They may be combined with a pedestrian crosswalk or may be used to indicate a separate bicycle crossing.



**Protected intersections** utilize a combination of bicycle signal phases and design elements as well as space allocation to help protect people cycling from turning vehicles. The design of protected intersections include a combination of corner refuge islands, a forward stop bar for bicyclists, a setback bicycle and pedestrian crossing and protected bicycle phasing help protect bicycle users in intersections as they are riding along protected bikeways.

## 4.2 LONG-TERM CYCLING NETWORK

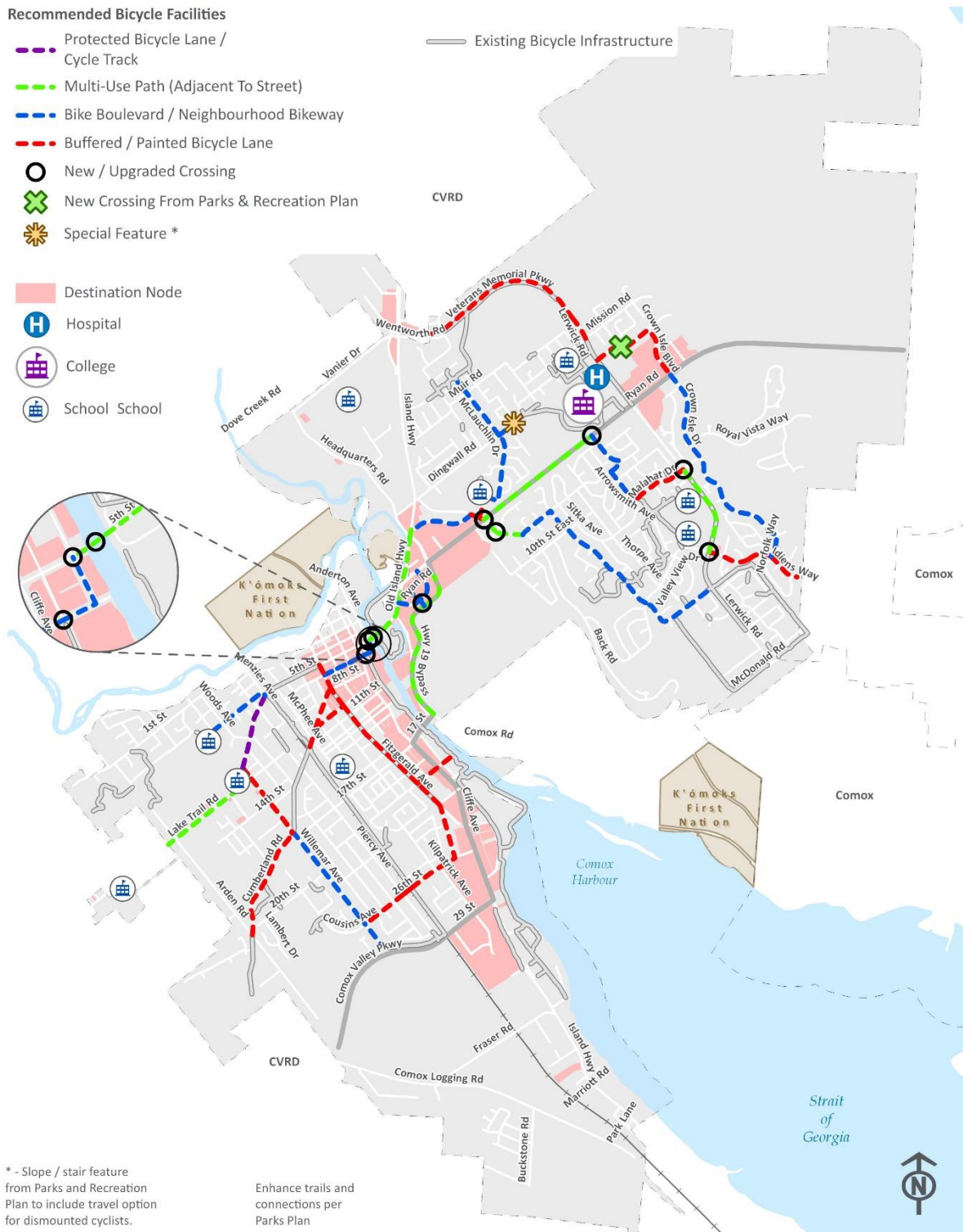
The Long-term Cycling Network was developed to address the gaps noted in the inventory and assessment and the issues summarized earlier. In accordance with the guiding principles, the recommendations focus on a spine network of comfortable facilities that builds on recent improvements and connects to key destinations. This spine is supplemented with a network that uses bicycle boulevards and existing and planned multi-use trails, which are recommended in the Courtenay Draft Parks and Recreation Master Plan. Facility types were chosen from the bicycle facility toolbox, although the final facility types and design of the network are subject to further study and consultation. The recommended Cycling Network is illustrated in **Figure 4**, the cycling network connectivity map. The implementation of the overall Cycling Network is also demonstrated through medium-term (which includes short-term improvements) and long-term network maps in **Figure 5** and **Figure 6**. More detail about the options considered for each route and period of implementation are provided in **Appendix A**.

Figure 4: Recommended Long Term Cycling Network, Connectivity Map



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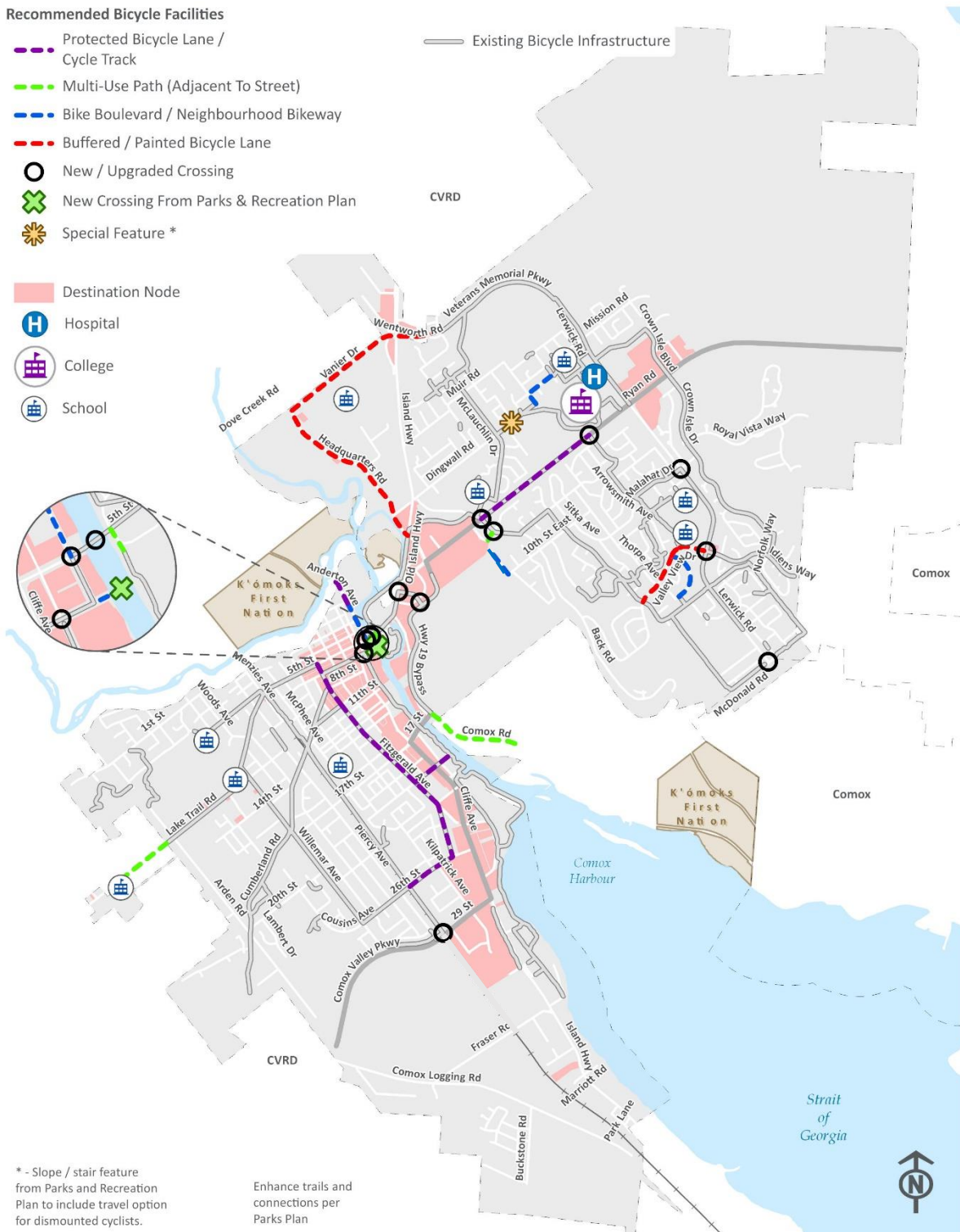
Figure 5: Recommended Short- and Medium-Term Cycling Facilities



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Figure 6: Recommended Long-Term Cycling Facilities



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### 4.3 SUPPORT FACILITIES

In addition to on-street and off-street network connections, there are other bicycle infrastructure improvements that can make cycling a more attractive and convenient transportation choice. The draft Transportation Master Plan, Connecting Courtenay, recommends that the City look for opportunities to enhance wayfinding, increase bicycle parking supply, improve end-of-trip facilities, improve bicycle-transit integration and partner on cycling amenities.

- **Wayfinding.** While most residents know how to travel through the city by car, it may not be obvious which routes are the best by bicycle. For both experienced and inexperienced cyclists, signage and pavement markings can help riders to find the best routes that match their cycling abilities and comfort levels and to find new routes as they become more confident. Bicycle route signage and pavement markings can also highlight for drivers and other road users where they should expect to see greater concentrations of cyclists, which can help to educate drivers and cyclists and to improve cycling safety.
- **Bicycle parking.** Providing safe, secure parking for bicycles is an important part of improving cycling conditions. It is important to recognize that the fear of bicycle theft or vandalism is a significant deterrent to cycling. There are many different types of bicycle parking that can be tailored to specific situations. One of the key considerations in providing bicycle parking is to locate the 'right' bicycle parking facility in the 'right' place. The best type of bicycle parking facility for a specific location is driven by user needs (such as the purpose of the trip, length of the trip, and length of stay); and other factors (such as adjacent land uses, available space, and safety). Bicycle parking is typically categorized as either short-term or long-term. Recommendations to improve bicycle parking in Courtenay include:
  - Ensure there is sufficient long- and short- term bicycle parking at all City-owned buildings and that the location and type of parking is clearly communicated to staff and guests through a variety of measures.
  - Work with the Downtown Business Association and with individual local businesses to provide regularly spaced and sheltered on-street bicycle parking in the public right-of-way on all commercial streets and other commercial areas.
  - Work with School Division 71 to ensure that bicycle parking is provided at schools.

- Consider revising the Zoning Bylaw to require long-term and short-term bicycle parking in all developments. Bicycle parking should be addressed as part of development site traffic impact and / or parking studies.
- Work with community groups to provide temporary event parking. Temporary parking typically consists of portable racks that meet the demand for an event. Racks are clustered together, providing a higher level of security than if people were to park the bicycles on their own. Event staff can monitor the area, providing people with peace of mind while they are away from their bicycle.
- **End-of-trip facilities.** End-of-trip facilities such as showers and clothing lockers at workplaces are critical components of making cycling more convenient for employees. Many bicycle commuters have long commutes or are required to wear professional clothing attire and need a place to change before coming into the office.
  - Investigate opportunities to provide end-of-trip facilities at City-owned workplaces.
  - Consider requirements for end of trip facilities as part of a Zoning Bylaw requirement.
- **Bicycle-transit integration.** Transit integration allows people cycling to make trips that are farther than they may be able to ride and allowing transit riders to reach destinations that are not adjacent to transit routes. Currently, bicycles are supported on all BC Transit buses through carrying racks on the front of each bus. The City can work with BC Transit to continue to ensure transit and cycling are seamlessly integrated by continuing to ensure that all BC Transit buses have bicycle racks and by providing bicycle parking at transit exchanges and major transit stops.
- **Facility maintenance.** Once bicycle facilities are installed, it is important to ensure that bicycle infrastructure is well maintained on a regular basis, all year-round. Riding surfaces should be kept smooth and free of debris, while pavement markings and signage should be visible for all road users. This includes prioritizing road maintenance on bicycle routes and ensuring that durable pavement markings are used to identify bicycle routes. The City should consider developing and implementing maintenance and cleaning guidelines for bicycle routes, prioritizing routes with high ridership.

- **Cycling amenities.** The City should also identify opportunities to provide cycling amenities throughout the City. Cycling amenities include drinking fountains with bottle fill stations and bicycle maintenance stations placed at key locations. The City should also consider opportunities to provide a “bike traffic garden” education park with demonstration infrastructure, display boards/kiosks, bike racks, and repair stands. Possible partners for this bike traffic garden could include the Comox Valley Cycling Coalition, ICBC and School District 71.

#### 4.4 SUPPORT PROGRAMS

Education, awareness campaigns, events and other incentive and information programs can help bolster cycling activity in addition to infrastructure improvements. While it is understood that the installation of a well-connected network of comfortable cycling facilities is likely to help promote cycling within the city, it has also been found that infrastructure alone is often not enough to see higher levels of ridership. A number of support initiatives are recommended for Courtenay, as described below. The City should partner with other organizations, agencies, non-profits, and other nearby communities to gain support for these programs and to help make them more effective.

- **Cycling education programs.** Courtenay should work with partner agencies to provide cycling skills and information to residents. Examples of programs include Share the Road safety campaigns, School Travel Planning programs, and bike skills courses for both adults and school-aged children. These programs help to instill confidence in new riders, support existing riders, and educate both people cycling and people driving about the rules of the road.
- **Promotional events.** Promotional events help to raise awareness and showcase the benefits of cycling as healthy sustainable transportation options. These events can be mixed in with other active transportation events. Bike to Work Week is an example of an enjoyable community event that simultaneously promotes cycling and provides cycling education. Bike to School week could also be provided to schools currently participating in the School Travel Planning process.

- **Bike maps.** Bike maps enable users to identify designated cycling routes that match their cycling ability and comfort level. The Comox Valley Cycling Coalition has developed a bicycle map with existing facilities. The City should build on this base to develop updated maps for the City of Courtenay as new infrastructure is delivered. Bike maps should identify bicycle facility types and include important local destinations and amenities. The map should be available in both hard copy and digital formats.

Beyond education and awareness programs, the City should also engage with partner agencies and stakeholder groups on a regular basis to confirm directions and priorities and to seek to understand new issues as they arise. These groups should also be consulted in the development of projects from planning through to detailed design.

**Bicycle Parking near transit exchanges and / or major transit stops.** Bicycle parking at major stops and transit exchanges facilitates multi-modal trips by bicycle and transit. This can allow people to choose non-auto modes for longer distance trips, especially where their homes are not well served by transit.

## 5 IMPLEMENTATION PLAN

The implementation of the cycling network and establishment of supportive programs will take many years. The Draft Transportation Master Plan, Connecting Courtenay, and this associated Cycling Network Plan recognizes that the City of Courtenay will not only require new and additional sources of funding through local, provincial and federal partnerships, but will also need to substantially increase funding for sustainable modes of transportation at the municipal level. This not only responds to input and feedback from the community and stakeholders but will contribute towards the mode shifts envisioned throughout the City and Region's guiding strategies and defer the need for other investments in major infrastructure.

The Cycling Network Plan identifies short, medium and long-term projects. This section highlights *medium-term* priorities for infrastructure, programs, and policies to be implemented over the next ten or so years as funding and resources become available. Medium-term priorities for cycling have been developed to a concept level and documented in the respective appendices to this plan. It should be noted that the City will want to work with the community and Council to advance these priorities during annual capital and financial planning. Concept costs for City-based infrastructure have been developed and are included for reference and planning purposes. This section also identifies existing and potential funding sources to implement the medium- and long-term priorities.

### 5.1 THE APPROXIMATE COST OF THE LONG-TERM PLAN

As part of the development of the Cycling Network Plan conceptual order-of-magnitude cost estimates were developed for each of the capital investments identified for the networks long-term implementation. This provides a sense of the potential overall future levels of investment for the City and its partners in current (2019) dollars. The order of magnitude costs are for comparative purposes and are based on a conceptual level of design; they should be refined to establish project budgets. Actual costs for implementation could vary significantly for each initiative as project scope gets confirmed through subsequent stages of design and costs are clearer. The preliminary estimates provided within this report are 'Class D' type estimate (order of magnitude) which uses simplified methods of estimate preparation, consistent with methods used for the Draft Transportation Master Plan.

Possible contributions from other agencies and the private sector are not possible to estimate and have not been included to offset the overall costs.

The level of investment required to implement improvements and programs recommended within this Cycling Network Plan that are within municipal or shared jurisdiction is approximately 21 Million (2019 dollars) as summarized in **Appendix A**. Projects are identified as short term (five years), medium term (10 years) and long term (up to twenty years) within **Appendix A**. The

implementation map provided in **Figure 5** shows both short- and medium-term improvements. **Figure 6** shows the long-term improvements. It should be noted that these cost estimates do not include items such as property costs, environmental mitigation costs, and utility relocations, staff time, or operations and maintenance and include costs for both interim measures and long-term improvements. These interim measures include critical corridors for the network's connectivity such as Fitzgerald Avenue and Ryan Road.

## 5.2 IMPLEMENTATION CONSIDERATIONS

The long-term plan will require significant financial investment over the next 20 years and beyond. The implementation strategy identifies priorities for investment, as well as to guide the City's ongoing transportation planning and design work in service of achieving long-term goals. The implementation plan was developed based on the following considerations:

- **All transportation future planning and design work should consider the needs of all modes of transportation.** The priority improvements integrate the recommendations for all modes of transportation within the improvement area. Further, as projects progress through design, consideration should be given to the needs of all road users.
- **Cycling improvements in the first ten years should focus on the spine of the cycling network, connecting existing infrastructure and 'quick wins' in neighbourhoods.** The guiding principles included in the Cycling Plan prioritize building on existing momentum and developing a spine cycling network. The implementation plan for the first 10 years connects key destinations – like the Lewis Centre, North Island College, commercial areas, and schools. It also focuses on cycling facilities that are relatively easy to implement, such as bicycle boulevards that can provide key connections and serve important destinations. In some cases, a lower-cost facility can be implemented in the medium-term and then upgraded over time as demands increase or resources allow.

### 5.3 CYCLING NETWORK PRIORITY PROJECTS AND PROGRAMS

The total long-term cost for the cycling projects recommended in this plan is approximately \$21M. This includes linear facilities and improvements to intersections, some of which should be undertaken in collaboration with partner agencies.

Historically, the City has not invested significantly in cycling infrastructure. Consultation with the public and stakeholders indicates that there is a desire to increase funding for cycling, especially for projects that separate bicycles from other vehicles. Still, some cycling projects should be prioritized for medium-term investment to allow for an increase in cycling funding over time. Funding from other sources, including partners and grants will allow the City to maximize investment and advance projects as quickly as possible. The guiding principles from the Cycling Plan provide a basis for the prioritization of cycling projects. This includes the prioritization of projects that build on existing momentum and that complete a spine network of routes that are comfortable for cyclists of all ages and ability to access key destinations. Key destinations and connections that were considered in project prioritization are:

- Core commercial areas, especially Downtown Courtenay.
- Lewis Centre
- North Island College
- Schools
- Connections from the spine cycling network to existing paved trails, including the Courtenay Riverway and trails in east Courtenay that connect to the Town of Comox.

In addition to the provision of on-street and off-street cycling facilities to get around the community, support facilities and programs should be planned and implemented within the medium-term. They may include, but not be limited to:

- Wayfinding signage to connect to key areas of the city;
- Bicycle parking for short- and long-term parking either as part of new development within the city or potentially within public rights-of-way.
- End of trip facilities to make cycling more convenient for commuters that ride longer distances and/or simply need a place to change after arriving at work.
- Cycling support initiatives such as educational programs, school travel planning, promotional events and bike maps.



The total cost of projects and programs recommended for the medium-term (five to ten years) are approximately \$6 million (2019 dollars). Short term projects (up to five years) total approximately \$2 Million. Costs do not include property, environmental impacts, utility relocations, staff time, or operations and maintenance. The recommended medium-term priority projects for cycling are outlined in **Appendix B**.

Expansion of pedestrian and cycling facilities on the 5<sup>th</sup> Street Bridge was not included in the capital cost estimate for medium-term priorities because it is being addressed through a parallel process. This project is recommended to continue in the near-term as part of overall bridge rehabilitation and maintenance work.

**Appendix A** provides key information for each of the recommended priority projects. All projects require further development, confirmation of all features, discussion with stakeholders, and collaboration with partner agencies (where applicable). Improvements may be eligible for grants and funding from other agencies.

# APPENDIX A

## CYCLING FACILITY PLAN DEVELOPMENT

The existing cycling network in Courtenay is made up of a network of off-street pathways, supported by signed neighbourhood bicycle routes, bicycle lanes on Fitzgerald Avenue, and a protected cycle lane on 5<sup>th</sup> Street between Fitzgerald Avenue and Menzies Avenue. The Recommended Long-Term Cycling Network developed as part of Connecting Courtenay will guide the City's capital investments over the next 20 years. This recommended implementation process has been separated into short (5 year), medium (ten year), and long-term capital projects.

The Recommended Long-Term Cycling Network is shaped by the assessment of existing conditions and future demands that are informed by input from the public and key stakeholders, as well as through the application of best practices and an assessment of the physical characteristics of potential routes.

This appendix summarizes the identification and evaluation of routes to create a network over the long-term. Key trade-offs and constraints for each corridor are identified for future consideration by the City as these recommendations move from planning to design. It will be important to continue to work with partner agencies and stakeholders, including the Comox Valley Cycling Coalition and adjacent property owners as these concepts are advanced.

## A.1. RIVER CROSSINGS

### Options Evaluation

There is a need to provide a safe, comfortable cycling connection between Downtown Courtenay and east Courtenay, and especially to the Lewis Centre. Stakeholders and the public expressed a need for this connection and the Courtenay River is a barrier to cycling in Courtenay. Historically, two options have been explored:

- Widening of the existing pedestrian facilities on the 5<sup>th</sup> Street crossing
- Development of a new crossing between Anderton Avenue and Simms Millennium Park on the 6<sup>th</sup> Street alignment.

Previous work has investigated options for widening the existing pedestrian facilities on the 5<sup>th</sup> Street crossing to 3.0 m multi-use pathways that would be suitable for shared use by cyclists and pedestrians. Previous work confirmed the feasibility of this approach and ongoing work is confirming the expected cost. From a network perspective, both approaches to the bridge are constrained and improvements would be required to connect the proposed crossing to a broader network – this is discussed further in the evaluation of networks on the west and east sides. This concept is available to the City in the near-term since the planning for rehabilitation of the bridge is currently underway. For this reason, Connecting Courtenay includes widening of pedestrian and cycling crossings of the 5<sup>th</sup> Street crossing in the Long-Term Cycling Network Plan. Pursuing this option in combination with planned maintenance and rehabilitation work

maximizes investment by the City and allows for a connection in the near-term, making cycling and walking safer. This option requires some changes to the surrounding network that are discussed in the 'West Courtenay' and 'East Courtenay' section below.

In 2012, City Council directed staff to pursue development of a new pedestrian and cycling crossing on the 6<sup>th</sup> Street alignment between Anderton Avenue and Simms Millennium Park. This crossing had been proposed by members of the public and was supported by architectural and engineering work. The crossing would connect to the existing trails network in the Park, providing indirect access to the Lewis Park and the Lewis Centre. The staff report submitted on March 15, 2012 indicated an estimated cost of \$2,000,000 with maintenance and repair costs of around \$5,000 per year and \$25,000 every ten years. This option provides more direct connectivity with existing off-street pathways on the east side; however, the off-street pathways do not connect to a broader network. This option is included in the Draft Parks and Recreation Master Plan because of its role connecting Downtown Courtenay to Simms Millennium Park and Lewis Park. It has generated substantial public interest and was found through previous work to be technically feasible. Connecting Courtenay includes a 6<sup>th</sup> Street pedestrian and cycling crossing in the long-term plan. Connections developed for the 5<sup>th</sup> Street crossing can be utilized for a future 6<sup>th</sup> Street crossing. Because of the cost of this structure and the coverage provided by the 5<sup>th</sup> Street crossing, it is anticipated that this may be a low priority, long-term improvement from a transportation lens relative to some of the other network needs and the City should explore potential future funding opportunities.

## A.2. WEST COURTENAY

The assessment of existing facilities and core destinations, including review of input from stakeholders and the public, identified a number of core gaps and challenges with the existing network. These include:

- The 5<sup>th</sup> Street protected bicycle lanes do not connect with the existing bicycle lanes on Fitzgerald Avenue.
- The existing Fitzgerald Avenue bicycle lanes end before connecting to Driftwood Mall, an important regional destination.
- There is no all ages and abilities east-west connection between the end of the 5<sup>th</sup> Street protected bicycle lanes and the 5<sup>th</sup> Street Crossing. Cyclists are expected to share the road with vehicles.
- Ecole Puntledge Park Elementary, Lake Trail Middle School, and Arden Elementary are not served by any cycling facilities.
- The bicycle lanes on Fitzgerald Avenue are good for more confident cyclists but are not suitable for all ages and abilities.

- The Rotary Trail provides a separated connection; however, intersections do not have any measures for cycling, trail is unpaved.

Based on the guiding principles, the proposed long-term network for 20 years focuses on:

- Building on recent work at 5<sup>th</sup> Street and the existing bike lanes on Fitzgerald Avenue to create a more complete network.
- Protected connections to and through commercial areas and schools where traffic volumes are too high for neighbourhood bikeways.
- Providing alternatives to the Riverway Trail, which is heavily used by pedestrians and can be difficult to cycle.

Routes were chosen that identify the gaps summarized above and then assessed to determine the facility type that is most likely to provide the highest quality connection, while being sensitive to the local context, physical and cross-section constraints, overall network affordability and other issues. The key considerations for each recommended corridor are summarized in the bullets below:

- **Fitzgerald** provides a north-south connection with access to commercial areas west of the Courtenay River. The existing bicycle lanes from 8<sup>th</sup> to 21<sup>st</sup> provide a north-south spine. It does not currently connect to the 5<sup>th</sup> Street protected bike lanes to the north or to Driftwood Mall or the trail network to the south and east (Riverway Trail). Fitzgerald is part of BC Transit's proposed Frequent Transit Network – providing good bicycle connections to transit can encourage multi-modal trips, but bike lanes can conflict with bus stops. There is an opportunity to connect bike facilities on north Fitzgerald Avenue to the Complete Street Pilot Project on 5<sup>th</sup> Street and to the Riverway Trail. Because this is a central spine of the cycling network and connects many important destinations, the recommended configuration for this facility in the long-term is a protected bicycle lane or cycle track. Improving and expanding this corridor would be a valuable piece of the network's overall implementation. Key considerations:
  - The existing curb is old and in need of repair in some areas. Some signal configurations have been identified as requiring improvement in previous studies.
  - This will require reconstruction from property-line to property line in some areas, with a need to eliminate parking at approaches to some intersections to maintain turn lanes.
  - The Intersection of 8<sup>th</sup> Street / Fitzgerald Avenue / Cumberland Road requires additional study.

- Parking could be maintained for most of Fitzgerald with exception of the blocks around 11th Street where the right-of-way is narrow. South of 14th Street the parking could be maintained with a reduced boulevard or parking could be alternated on each side of the road to maintain ideal boulevard width.
- Need to reconfigure the intersection and reduce turning lanes at 26<sup>th</sup> Street to accommodate protected intersection.
- Additional property should be acquired where available through development to provide enhanced treatments, including wider lanes and passenger amenity areas for transit stops along the cycle track.
- This cross-section can be implemented over time as the opportunity arises – either from development or through other works. The highest priority components are the extensions of the current bicycle lane to connect to other infrastructure and destinations.
- The existing facility from 8<sup>th</sup> to 21<sup>st</sup> could be improved with spot improvements such as updated pavement markings near intersections and signage along the route, this could be done simultaneously to extending the network outwards from this north-south spine.
- **6<sup>th</sup> Street** is a local road in the Downtown that connects Fitzgerald Avenue to the Courtenay River. It provides access to the commercial core of Downtown Courtenay, including the Courtenay branch of the Vancouver Island Regional Library. A bike boulevard / neighbourhood greenway is recommended for this route as a comfortable cycling connection. Key considerations include:
  - 5<sup>th</sup> Street between Fitzgerald Avenue and the 5<sup>th</sup> Street Bridge was considered as an alternate east-west connection. It was eliminated from further review for a number of reasons. 5<sup>th</sup> Street is heavily used by vehicles and pedestrians and supports the movement of goods and services. The narrow right-of-way and angled parking would make protect bike lanes difficult on 5<sup>th</sup> Street in this area.
  - Requires a crossing of Cliffe Avenue, which can be accommodated at the existing signal with the addition of bicycle pushbuttons and paint treatments. May require minor curb modifications.
  - Traffic calming may be required to reduce traffic volumes and speeds.
  - Drive-in angle parking on 6<sup>th</sup> Street between Fitzgerald and England Avenue should be modified to be reverse-in angle parking or parallel parking, which are safer when combined with cycling routes.

- Bicycle parking opportunities and partnerships with local businesses and the BIA should be pursued along 6<sup>th</sup> Street as the 'bicycle gateway' to Downtown.
- **Anderton Avenue** between 6<sup>th</sup> Street and the City boundary connects the recommended bike boulevard on 6<sup>th</sup> Street to the 5<sup>th</sup> Street Bridge and on to planned development on the K'omoks First Nation land north of the Puntledge River. A bike boulevard / neighbourhood greenway is recommended from 6<sup>th</sup> Street until 1<sup>st</sup> Street. North of 1<sup>st</sup> Street a protected cycle track is recommended due to Anderton's classification as a collector roadway and the potential for increased traffic volumes accessing the planned development. Key considerations include:
  - A new bicycle / pedestrian crossing of 5<sup>th</sup> Street is recommended. The type of connection is to be determined, but it will require changes to the curbs and existing concrete median. Design will need to give special consideration of the visibility of any flashing lights or signals from the bridge deck and how this crossing will operate in conjunction with the nearby signal at 5<sup>th</sup> Street & Cliffe Avenue. Amalgamating the crossing with the existing signal at 5<sup>th</sup> Street was considered; however, connecting the crossing to the 5<sup>th</sup> Street Bridge would be complex and require additional property.
  - Traffic calming may be required to slow traffic speeds south of 1<sup>st</sup> Street.
  - Transition to no parking or parking pockets north of 1st Street.
- **5<sup>th</sup> Street** from Menzies to Lake Trail Road (via Willemar Avenue) connects the protected bicycle lanes that have recently been constructed on 5<sup>th</sup> Street at Menzies to Lake Trail Middle School. Protected bicycle lanes or cycle tracks are recommended for this corridor. Key considerations include:
  - North of 9<sup>th</sup> Street, ideal cross-section widths can be maintained in narrow sections by alternating parking. Alternatively, parking could be maintained with reduced widths for all cross-section elements – this would also require reconstruction from property line to property line.
  - More detailed assessment and discussions with stakeholders are required to finalize the facility type and configuration on Willemar Avenue adjacent to the school. This includes consideration of pick-up and drop-off patterns and use of existing turn lanes. There may be an opportunity to partner with the school to locate a cycle track or multi-use pathway on school property.
- **Lake Trail Road** connects Lake Trail Middle School to Arden Elementary. A multi-use pathway is recommended to provide separation for traffic and a connection for both cyclists and pedestrians. This is the subject of a concurrent study.

- **19<sup>th</sup> Street** connects the Courtenay Riverway to the existing Fitzgerald Avenue bike lane. In the long-term, protected bicycle lanes are recommended because of this short connection's central role between two planned facilities that are fully protected. Key considerations include:
  - Although protected bicycle lanes are recommended in the long-term, they will require additional property. Buffered bicycle lanes are recommended for a more immediate connection but require elimination of existing parking. This requires more discussion with property owners and stakeholders. A bike boulevard can be considered as an alternative to removing parking.
  - Changes will be required at 19<sup>th</sup> Street and Cliffe Avenue 19<sup>th</sup> to the existing signalized intersection
- **26<sup>th</sup> Street** connects the proposed Fitzgerald Avenue protected bicycle lanes and Driftwood Mall to the planned future extension of the Rotary Trail and on to the existing multi-use pathway along Comox Valley Parkway. Protected bicycle lanes are recommended for this connection. Key considerations:
  - The existing curbs can be maintained along with the addition of protected bicycle lanes by implementing alternating parking. Full parking can be accommodated by acquiring additional right-of-way or reducing all cross-section elements to recommended minimums and reconstructing the roadway from property line to property line.
- **Cumberland Road** currently offers a discontinuous signed route and painted shoulder. It is recommended that this route be improved to provide a consistent bicycle route to connect to the Fitzgerald Corridor.
- **Willemar Avenue** has been identified as a corridor for improvement and will provide an alternate north-south connection to the recommended improvements along Lake Trail Road. This route is proposed as a neighborhood greenway requiring signs and paint treatment from Cumberland Road to 26<sup>th</sup> Street. North of Cumberland Road to 5<sup>th</sup> Street, painted/buffered lanes are the recommended treatment. Key considerations:
  - Improvements at the intersection of Lake Trail Road could be required. Parking could be impacted along the route and requires further study.

The Courtenay Draft Parks and Recreation Plan is expected to include recommendations for extension of, and improvements to, key multi-use trails that also provide transportation connections. These include the Courtenay Riverway and the Rotary Trail. For the Rotary Trail, improvements will be required at intersections to maximize the safety and efficiency of the trail



for cyclists. Although recommendations to improve and extend the Rotary Trail will be provided within the Draft Parks and Recreation Plan, Connecting Courtenay includes a recommendation (and associated costs) for improved crossings along the length of the trail.

### A.3. EAST COURTENAY

The assessment of existing facilities and core destinations, including review of input from stakeholders and the public, identified a number of core gaps and challenges with the existing network. These include:

- No east-west connection on Ryan Road or parallel roads to provide cycling access to commercial areas, the 5<sup>th</sup> Street Bridge, North Island College, North Island Hospital, residential areas, or to regional destinations.
- No current connection from commercial areas around Ryan Road south to the 17<sup>th</sup> Street bridge or on to the Town of Comox.
- No connection from Courtenay east to Comox.
- No all ages and abilities connections to Mark R Isfeld Secondary and Valley View Elementary school from the east. Trails connecting from the west are not suitable for all cyclists.
- No all ages and abilities connections to Queneesh Elementary School, North Island College, and North Island Hospital.

Based on the guiding principles, the proposed long-term network for 20 years focuses on:

- Creating a spine network that connects key destinations and focuses on safety and comfort for all ages and abilities (AAA).
- Creating a network of neighbourhood bikeways that connect to existing trails and schools and by formalizing and improving routes already used by cyclists.

Routes were chosen based on the gaps summarized above and then assessed to determine the facility type that is most likely to provide the highest quality connection, while being sensitive to the local context, physical and cross-section constraints, overall network affordability and other issues. The evaluation for each recommended corridor is summarized in the bullets below:

- **Major road widenings and new major roads** are recommended to include facilities for all modes of transportation. On the east side of the Courtenay River, this would include the following facilities:
  - Cycling facilities – either multi-use pathways or protected cycling lanes along with sidewalks – on both sides of the community
  - Multi-use pathway along one side of the potential, widened Highway 19A Bypass. (under jurisdiction of MoTI, not included in cost estimates)
  - Multi-use pathways along both sides of the recommended 17<sup>th</sup> Street Extension.
  - Protected bicycle lanes along Ryan Road in the long-term when widening occurs. Alternative facilities are recommended along Ryan Road in the medium-term before full widening occurs (under jurisdiction of MOTI, not included in cost estimates)
- **Old Island Highway / 5<sup>th</sup> Street** from 5<sup>th</sup> Street Bridge to Puntledge Road connects the recommended improvements to the 5<sup>th</sup> Street Bridge crossing to the Lewis Centre. A multi-use pathway is recommended. Key considerations include:
  - Preliminary investigation suggests that the north side would be more suitable because of access to Lewis Park and property constraints on the southeast side of Old Island Highway.
  - The pathway may be through the park property at some points to manage impacts to trees. Grades and driveway crossings require careful consideration.
  - The portion of the pathway in front of the Lewis Centre should be delivered along with recommended road network improvements to access control along Old Island Highway.

- The crossing of Old Island Highway at Puntledge Road is already a controlled crossing; updated paint markings and a bicycle push button are recommended.
- **Puntledge Road** provides an alternate to Old Island Highway and Ryan Road where there is no space available for a multi-use pathway or other cycling facilities comfortable for all ages and abilities. A bicycle boulevard is recommended with the length to be determined following further study of potential crossing locations of the Highway 19A Bypass. A crossing of the Highway 19A Bypass would connect the Puntledge Road bike boulevard to the multi-use pathway along Highway 19A and a multi-use trail recommended in the Draft Parks and Recreation Plan. Key considerations:
  - Traffic calming may be required to reduce vehicle volumes and speeds. Any traffic calming applied in this area should be suitable for navigation by large trucks, since this is an industrial area.
  - The location and type of crossing of Highway 19A should be determined through further planning and design work and be responsive to the final design for the potential widening of Highway 19A.
- **Tunner Drive** connects a future multi-use trail to Back Road. A multi-use pathway is recommended for this corridor. Key considerations:
  - Preliminary investigation indicates that the pathway should be located on the north side of Tunner Drive because of property constraints, although alternate configurations should be considered during design.
  - The connection with the recommended multi-use trail and the intersection with Hunt Road will need to be carefully signed and marked to indicate which movements have the right of way.
- **Back Road** connects future protected bicycle lanes on Ryan Road and Tunner Drive to a network of bicycle boulevards in this neighbourhood. A multi-use pathway is recommended for this corridor. Key considerations:
  - In the long-term widening Back Road is recommended to accommodate traffic growth. To accommodate widening and a multi-use pathway requires additional property.
  - In the interim – before widening is required and property is available – preliminary investigations suggest a multi-use pathway can be accommodated on the southwest side of the roadway. Between 6<sup>th</sup> Street and Tunner Drive the pathway can be accommodated beyond the limits of the existing asphalt. North of Tunner Drive, implementing a full multi-use

pathway may require removing the existing curb and narrowing the southbound lane. Further consideration is required in the design stage.

- Connecting the network requires an improved crossing of Back Road, with the type to be determined. Locating the crossing at Tunner Drive would provide a direct path for the most cycling trips because it does not require 'back-tracking' to reach Ryan Road or 6<sup>th</sup> Street. It also responds to other community requests for a controlled pedestrian crossing; however, Tunner Drive is within 150 m of the nearest controlled crossing at Ryan Road. A crossing at 6<sup>th</sup> Street could be considered as an alternative. More detailed study is required to confirm the crossing location.
- Connecting the network also requires an improved crossing of Ryan Road at Back Road to facilitate bicycle connections. Bicycle push-buttons and paint are recommended. Changes to existing curbs could further enhance crossing comfort. This intersection is under MoTI jurisdiction.
- **A network of bicycle boulevards** south of Ryan Road and east of Back Road is recommended to facilitate travel through the neighbourhood and to key destinations. Proposed roadways are:
  - 6<sup>th</sup> Street East from Back Road to Hobson Avenue.
  - Hobson Avenue from 6<sup>th</sup> Street East to Hawk Drive.
  - Hawk Drive from Hobson Avenue / Valley View Drive to Swallow Crescent.
  - Mallard Drive from the trail connecting to Hawk Drive to Valley View Drive.
  - Cowichan Avenue / 6<sup>th</sup> Street East / Arrowsmith Avenue from Ryan Road to Malahat Drive.
  - Williams Road from Hunt Road to 10<sup>th</sup> Street.
  - Crown Isle Drive from Ryan Road connecting to Norfolk Way to Idiens Way.
- Key considerations include:
  - Traffic calming may be required to reduce traffic speed and volume on these roadways.
  - A continuous connection on 6<sup>th</sup> Street was considered and not included in the recommendations due to the extreme grade of 15%.
- **A network of bicycle boulevards** is also recommended north of Ryan Road along Braidwood Rd, connecting to recommended painted facilities on Back Rd to Centennial Drive, along Centennial Drive to McLaughlin Drive connecting through the cul-de-sac at the north of to McLaughlin and onwards to the recreational trails.

This connection would also follow follow Dingwall Road. This connection should align with the proposed dismantled bicycle feature at the extreme slope at the northeast corner of Dingwall Road where it meets Cruikshank Avenue (this feature is being explored through the Draft Parks and Recreation Master Plan process. This connection is dependant on that feature's development.

- **Tamarack Drive and Muir Road** from North Island College to Queneesh Elementary School are recommended to be bicycle boulevards. Key considerations:
  - The corridors provide a local connection to the elementary school via an existing trail.
  - A bicycle boulevard along Muir Road connects to a potential future multi-use trail that has been identified through the Courtenay Draft Parks and Recreation Plan. The exact configurations of these trails are subject to further investigation due to grade and right-of-way considerations.
- **Malahat Drive** connects the proposed network of bicycle boulevards to Lerwick Road and the Crown Isle neighbourhood. Buffered or painted bicycle lanes are recommended for this connection. Key considerations:
  - Narrowing of existing lanes and / or modification of the existing painted median will be required.
  - Improvements to the intersection of Lerwick Road and Malahat Drive may be required to provide safe crossing to the Crown Isle neighbourhood.
  - Buffered bicycle lanes with flexible delineators are preferred in sections where volume is higher and where more detailed work indicates there is sufficient width.
- **Valley View Drive / Idiens Way** connects the proposed network of bicycle boulevards to an existing multi-use pathway. Buffered or painted bicycle lanes are recommended for this connection.
  - Improvements to the intersection of Lerwick Road and Valley View Drive / Idiens Way are required to facilitate crossing. Paint and bicycle push-buttons are recommended.
  - Buffered bicycle lanes with flexible delineators are preferred in sections where volume is higher and where more detailed work indicates there is sufficient width.
  - Some modifications to existing lane configurations may be required to accommodate the bicycle lanes. More detailed study is required to determine trade-offs.

- Parking restrictions on Idiens Way will be required to accommodate bicycle lanes.
- **Lerwick Road** provides the most direct north-south connection across Courtenay east of the Courtenay River. Much of this roadway has been built out, making continuous protected bicycle lanes or multi-use pathways infeasible within the existing right-of-way. Discontinuous bicycle facilities are not desirable. There are some segments of Lerwick Road where a multi-use pathway remains feasible and can provide a connection between other facilities or adjacent to important destinations, such as schools. For this reason, multi-use pathways are recommended on Lerwick Road between Valley View Drive / Idiens Way and Malahat Drive and between Waters Place and the existing unpaved multi-use pathway on Veterans Memorial Parkway. Key considerations include:
  - Because future widening may be required for Lerwick Road in the long-term, consider locating the multi-use pathway adjacent to the school outside of the future widening area. This will require working with School Division 71 for property dedication.
  - Changes to the cross-section or narrowing of ideal cross-section element widths may be required at the intersection with Valley View Drive / Idiens Way.

- **Other crossing improvements** are recommended to connect infrastructure. These include:
  - **Ryan Road at Cowichan Avenue**
  - **McDonald Road at Lerwick Road / Guthrie Road.** At this location, multi-use pathways along McDonald Road should connect to on-street bicycle lanes on Guthrie Road in the Town of Comox. Bicycle boxes, push buttons, and conflict paint are recommended to improve the crossing.

The Courtenay Draft Parks and Recreation Plan includes recommendations for improvements to trails that also provide transportation connections. On the east side of the Courtenay River, these improvements are focused around an east-west connection between Highway 19A and Tunner Road, as well as existing unimproved trails that can provide access to schools. Existing dirt and unpaved trails should be paved and widened to connect bicycle boulevards to schools and to provide north-south and east-west connections. Some of these trails are on property owned by School Division 71, a key partner in improving these connections.

The city typically plans and funds transportation facilities and programs through various programs, as well as cost sharing opportunities. As part of the city's ongoing 5 and 10 year capital planning, consideration may be given toward utilizing alternative funding sources for the delivery of key street, walking, cycling, and transit facilities and programs as briefly outlined below.

- **General Revenues.** The City should incorporate the recommendations from the cycling network plan into its short-, medium-, and long-term budgeting plans to ensure that the projects are accounted for in the City's capital planning process. To accommodate this, the City may seek changes to its capital budget to fund the implementation of this network plan over the medium- and long-term. The City should also seek to integrate transportation improvements with other capital projects, such as utility projects.
- **Developers.** The City should leverage transportation investments during the planning of new development projects. Other ways in which transportation investments can be leveraged through developers include:
  - Voluntary public realm improvements
  - Community amenity contributions
  - Density bonusing contributions
  - Require high quality bicycle parking facilities through Zoning Bylaw update
- **Development Cost Charges (DCC).** The City has a DCC bylaw that should be updated to include projects identified through Connecting Courtenay. DCC projects should

include projects from across all modes of transportation that benefit new growth in the community.

- **Provincial Programs and Initiatives.** Key infrastructure may be funded in partnership with the Ministry of Transportation. Beyond this, the Provincial Government administers the BikeBC program, which promotes new, safe, and high-quality cycling infrastructure through cost-sharing with local governments. Some possible projects include new bicycle trails and bicycle lanes, improvements to existing cycling infrastructure, and providing for bicycle lockers and other equipment that makes cycling a safer and more convenient option for travellers. The BikeBC program provides funding for infrastructure which forms part of a bicycle network plan adopted by a BC local government. To ensure maximum success at obtaining grant funding, the City should have grant-ready concepts pre-developed for application.
- **Federal Funding.** There are several programs that provide funding for environmental and local transportation infrastructure projects in municipalities across Canada. Typically, the federal government contributes one third of the cost of municipal infrastructure projects. Provincial and municipal governments contribute the remaining funds, and in some instances, there may be private sector investment as well.
- **Green Municipal Funds.** The Federation of Canadian Municipalities manages the Green Municipal Fund, with a total allocation of \$550 million. This fund is intended to support municipal government efforts to reduce pollution, reduce greenhouse gas emissions, and improve quality of life. The expectation is that knowledge and experience gained in best practices and innovative environmental projects will be applied to national infrastructure projects.
- **Carbon Tax Rebate.** Each municipality that has signed the Climate Action Charter receives an annual rebased based on completion of the CARIP form. The City could choose to direct this funding towards sustainable transportation projects, such as funding bicycle, pedestrian, and transit infrastructure.
- **ICBC:** ICBC provides funding for road improvements, including pedestrian and bicycle infrastructure, particularly where these have the potential to reduce crashes, improve safety, and reduce claims costs to ICBC. Funding is available through ICBC's Road Improvement Program, and other ICBC programs include the Speed Watch Program (through the Community Policing Centres), Speed and Intersection Safety Program, Counter Attack, Operation Red Nose, and Road Sense Speaker Program for Schools.
- **Private Sector.** Many corporations wish to be good corporate neighbours—to be active in the community and to promote environmentally-beneficial causes. Bicycle



and pedestrian routes and facilities in particular are well suited to corporate sponsorship and have attracted significant sponsorship both at the local level and throughout North America. Examples in BC include Construction Aggregates in Sechelt, which constructed an overpass over a gravel conveyor to provide a link for pedestrians and cyclists, and 7-Eleven and Molson Breweries, which have sponsored multi-use pathways in Metro Vancouver

# APPENDIX B

## CYCLING IMPROVEMENT SUMMARY

**SHORT TERM CYCLING IMPROVEMENTS AND COST ESTIMATES (Class D) \***

Facility Name	Start	End	Horizon	Length (m)	Sides	Facility Type	Cost/m	Additional LS Work	Total Cost
Facility Name	Start	End	Horizon	Length (m)	Sides	Facility Type	Cost/m	Additional LS Work	Total Cost
Fitzgerald Avenue	5th Street	8th Street / Cumberland Road	Short	250	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 70,000
Fitzgerald Avenue	Cumberland Road	21st Street	Short	1300	2	Spot improvements along existing route			\$ 30,000
Fitzgerald Avenue	21st Street	26th Street	Short	500	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 140,000
19th Street	Fitzgerald Avenue	Riverway Trail	Short	250	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 70,000
Back Road	Ryan Road	6th Street	Short	350	1	MUP - Convert Rural to Urban (1 side)	\$ 940	\$ 20,000	\$ 349,000
6th Street	Back Road	Hobson Avenue	Short	280	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 11,200
Hobson Avenue	6th Street E	Hawk Drive	Short	1300	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 52,000
Tunner Road	Williams Road	Back Road	Short	100	4	MUP - Convert Rural to Urban (1 side)	\$ 940	\$ 20,000	\$ 114,000
6th Street	Fitzgerald Avenue	Anderton Avenue	Short	460	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40	\$ 50,000	\$ 68,400
Anderton Avenue	5th Street	6th Street	Short	90	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 3,600
Anderton Avenue Intersection	5th Street		Short					\$ 310,000	\$ 310,000
5th Street / Old Island Highway	5th Street Bridge	Lewis Centre	Short	360	1	MUP on Existing Urban	\$ 620		\$ 223,200
Lerwick Road	Malahat Drive	Valley View Drive	Short	800	1	MUP on Rural Road Flat	\$ 550		\$ 440,000
Malahat Drive	Arrowsmith Avenue	Lerwick Road	Short	500	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140	\$ 13,900	\$ 153,900
Cowichan Avenue/Arrowsmith Avenue	Ryan Road	Malahat Drive	Short	750	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 30,000
			<b>5-year Total</b>						<b>\$ 2,065,300</b>

\* This preliminary estimate is a 'Class D' type estimate (order of magnitude) which uses simplified methods of estimate preparation, consistent with methods used for the Transportation Master Plan, is developed for discussion purposes only for the City of Courtenay.

**MEDIUM TERM CYCLING IMPROVEMENTS AND COST ESTIMATES (Class D) \***

Facility Name	Start	End	Horizon	Length (m)	Sides	Facility Type	Cost/m	Additional LS Work	Total Cost
5th Street	Menzies Avenue	Lake Trail Road	Medium	800	2	Raised Cycle Track w/ Landscaping	\$ 1,370	\$ 75,000	\$ 2,267,000
Hawk Drive	Hobson Avenue	Swallow Crescent	Medium	450	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 18,000
Puntledge Road	Old Island Highway	Highway 19A	Medium	185	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 7,400
Idiens Way	Lerwick Road	Trail Connection	Medium	350	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140	\$ 25,000	\$ 123,000
Willemar Avenue	5th Street	Cumberland Road	Medium	700	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 196,000
Lake Trail Road	Willemar Avenue	Webdon Road	Medium	910	1	MUP on Rural Road Flat	\$ 550	\$ 310,000	\$ 810,500
26th Street	Willemar Avenue	Fitzgerald Avenue	Medium	950	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 266,000
Willemar Avenue	Cumberland Road	S end of Willemar at Trail	Medium	1200	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 48,000
Cumberland Road	Willemar Avenue	Arden Road	Medium	950	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 266,000
Cumberland Road	Piercy Avenue	Fitzgerald Avenue	Medium	720	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 201,600
Veterans Memorial Parkway	Caledon Crescent	N of Poje Way	Medium	1100	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 308,000
Veterans Memorial Parkway	N of Poje Way	Mission Road	Medium	400	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 112,000
Crown Isle Dr	Ryan Road	Idiens Way	Medium	2000	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 80,000
Crown Isle Blvd /Water Pl	Lerwick Road	Ryan Road	Medium	1000	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 280,000
4th Street	Willemar Avenue	Menzies Avenue / 5th Street	Medium	530	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 21,200
Back Road	Ryan Road	Braidwood Rd	Medium	120	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 33,600
Centennial Drive	Back Road	McLauchlin Dr	Medium	300	1	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 42,000
McLauchlin Drive	Centennial Drive	Cul-De-Sac	Medium	1100	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 44,000
Braidwood Road	Back Road	Old Island Highway	Medium	550	1	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 77,000
Old Island Hwy	Ryan Rd	Braidwood Rd	Medium	420	1	MUP on Rural Road Flat	\$ 550		\$ 231,000
Tsolum Road	Old Island Highway	Puntledge Road	Medium	200	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 8,000
N Island Hwy	17th Street Bridge	Ryan Road	Medium	1500	1	MUP on Rural Road Flat	\$ 550		\$ 825,000
<b>10-year Total</b>									<b>\$ 6,265,300</b>

\* This preliminary estimate is a 'Class D' type estimate (order of magnitude) which uses simplified methods of estimate preparation, consistent with methods used for the Transportation Master Plan, is developed for discussion purposes only for the City of Courtenay.

**LONG TERM CYCLING IMPROVEMENTS AND COST ESTIMATES (Class D)\***

Facility Name	Start	End	Horizon	Length (m)	Sides	Facility Type	Cost/m	Additional LS Work	Total Cost
Rotary Trail - Street crossing improvements	5th Street	26th Street	Long	2050				\$ 225,000	\$ 225,000
Fitzgerald Avenue	5th Street	26th Street	Long	2050	2	Raised Cycle Track w/ Landscaping	\$ 1,370	\$ 582,500	\$ 6,199,500
Lake Trail Road	Webdon Road	Salisbury Road	Long	550	1	MUP on Rural Road Flat	\$ 550	\$ -	\$ 302,500
26th Street	Rotary Trail	Fitzgerald Avenue	Long	460	2	Raised Cycle Track w/ Landscaping	\$ 1,370	\$ 15,000	\$ 1,275,400
19th Street	Fitzgerald Avenue	Courtenay Riverway	Long	300	2	Raised Cycle Track w/ Landscaping	\$ 1,370		\$ 822,000
Mallard Drive	Trail Connection	Valley View Drive	Long	450	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 18,000
Anderton Avenue	1st Street	Puntledge River	Long	230	2	Raised Cycle Track w/ Landscaping	\$ 1,370		\$ 630,200
Anderton Avenue	5th Street	1st Street	Long	350	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 14,000
6th Street Pedestrian / Bicycle Bridge	Anderton Avenue	Simms Millenium Park	Long					\$ 2,750,000.00	\$ 2,750,000
Headquarters Road	Old Island Highway	Vanier Drive	Long	1500	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 420,000
Muir Road/Mission Road	Cul-de-sac	Trail Connection	Long	350	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 14,000
Carmanah Drive / Tamarack Drive	Cruickshank Park	Tamarack Drive	Long	450	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 18,000
Valley View Drive	Hobson Avenue	Lerwick Road	Long	800	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 224,000
Williams Road	Hunt Road	10 Street	Long	230	1	Neighbourhood Greenway - Signs and Paint Only	\$ 40		\$ 9,200
Comox Road	17 Street Bridge	South	Long	800	1	MUP on Rural Road Flat	\$ 550	\$ -	\$ 440,000
McDonald Road Intersection	Lerwick Road		Long						\$ 96,400
Vanier Drive	Headquarters Rd	Veteran Memorials Pkwy	Long	1500	2	Buffered Bike Lanes with Delineators - Curb to Curb	\$ 140		\$ 420,000
Trail Extension at Simms Millenium Park	Ex. Trail	5th Street Bridge	Long	40	1	MUP on Rural Road Flat	\$ 550	\$ -	\$ 22,000
				<b>20-year Total</b>					<b>\$ 13,900,200</b>
				<b>Grand Total</b>					<b>\$ 21,394,600</b>

\* This preliminary estimate is a 'Class D' type estimate (order of magnitude) which uses simplified methods of estimate preparation, consistent with methods used for the Transportation Master Plan, is developed for discussion purposes only for the City of Courtenay.





THE CORPORATION OF THE CITY OF COURTENAY

## STAFF REPORT

**To:** Council

**File No.:** 0250-20/5400-04

**From:** Chief Administrative Officer

**Date:** July 2, 2019

**Subject:** DCBIA Event Street Closure and Support Request - Market Day and Summer Street Markets

### PURPOSE:

The purpose of this report is for Council to consider the Downtown Courtenay Business Improvement Association's (DCBIA) request for the City to provide traffic control operations for Market Day and Summer Street Market Special Events.

### CAO RECOMMENDATIONS:

THAT based on the July 2<sup>nd</sup>, 2019 Staff Report, "DCBIA Event Street Closure and Support Request" Council approves OPTION 1 and supports the request from the Downtown Courtenay Business Improvement Association for the City's Public Works Services department to arrange traffic control operations for both Downtown Courtenay Market Days and the Summer Street Market events; and

THAT Council utilize \$15,000 of the 2019 Gaming Funds to supplement Public Works Service's 2019 Operational Budget.

Respectfully submitted,

David Allen, BES, CLGEM, SCLGM  
Chief Administrative Officer

### BACKGROUND:

At the May 21<sup>st</sup> 2019 council meeting Council reviewed a request from the DCBIA for additional City support for street closure and traffic management for a series of summer events in the downtown. A copy of this letter is attached to this staff report for information.

The DCBIA hosts a wide range of events annually in the downtown core that require varying levels of traffic control and/or complete road closures. DCBIA members are well organized and perform the actual road closures by physically setting up barricades and signage that are loaned out by Public Works Services.

Traffic control consists of two (2) main activities.

1. The creation and review of a traffic control plan (administrative).
2. The physical setup and takedown of traffic control devices (operations).

Previously, in order to support DCBIA events, the City has contributed to these special events by absorbing the administrative costs of staff time to create the temporary traffic control plan, as well as coordinating pick-up all barricades and signage necessary to close the road(s) at no charge to the applicant (DCBIA).

City Staff have an excellent working relationship with the DCBIA and meet often to discuss concerns or challenges with a wide range of issues from signage to capital projects to special events organization. A recurring concern from the DCBIA is in regards to the safety of their members with respect to traffic control.

Due to this safety concern, in 2018, the DCBIA requested additional support from Public Works through Council for traffic control operations for two (2) large events; Halloween and Christmas. Council agreed to this level of service increase and it has resulted in a much safer traffic control operations for these events.

The financial impact to the Public Works Services operational budget was approximately \$3000 for 2018, which has consumed the majority of the budget for special events traffic control. Currently, the operational budget for 2019 reflects this level of service but has no capacity to increase this level of service without supplementation.

#### **DISCUSSION:**

Meeting the legislative requirements of traffic control for special events can be challenging and can cause financial pressure for event organizers. Both the Motor Vehicle Act and City's Traffic Regulation Bylaw require that either certified traffic control personnel or designated certified City staff set up and take down all road closures. To keep event costs reasonable, DCBIA members perform this work. Recognizing this is challenging and non-compliant for untrained volunteers, the DCBIA has reached out to the City with a request to further assist in providing traffic control for summer events downtown. These events include the DCBIA's Market Day on Saturday July 20, 2019, and eleven Summer Street Markets taking place on Wednesday evenings from June 19 to August 28, 2019.

Under the Motor Vehicle Act a traffic control person is any person who is a member of a class of persons designated or assigned, in accordance with the regulations or a bylaw or resolution of the council of a municipality, to direct traffic. This means personnel must be certified in traffic control, or be assigned by the Municipality to traffic control.

The City of Courtenay's "Traffic Regulation Bylaw No. 1926, 1996" supports the Motor Vehicle Act by defining a Traffic Officer as "any official, employee or contractor of the City whose designated duties include the control of traffic or parking within the City, and includes peace officers and Bylaw Enforcement Officers, and every officer and member of the Fire Department of the City while attending upon any fire or emergency in the course of their duty."



Furthermore, WorkSafeBC's Occupational Health and Safety Regulation Standards for Traffic Control states: Traffic control equipment, arrangements and procedures must meet the requirements of the latest edition of the Traffic Control Manual for Work on Roadways (the "Traffic Control Manual") issued by the Ministry of Transportation. This document clearly states traffic control personnel must be certified.

#### **FINANCIAL IMPLICATIONS:**

Based on historical Market Day events, the cost for the administrative portion of traffic control (traffic control plan and equipment rentals) would have been estimated at \$800. Similarly, the 2018 Summer Street Markets' cost would have been \$800 for the first event, and an additional \$300 for each of the following ten (10) street markets through the summer, for a total cost of \$4500. The City has been absorbing these administrative costs within Public Works operational budget since 2013.

In order to accommodate the DCBIA's request for assistance in the physical operation of traffic control / road closures, contracted traffic control costs are estimated at:

- Market Day at an estimated cost of \$1000.
- Summer Street Markets at an estimated cost of \$1000 each for ten (10) street markets through the summer.
- Total new level of service cost increase of approximately \$12,500.\*

\*Until actual Traffic control operations are performed, a reasonable budget of \$15,000 to support the DCBIA request is recommended.

#### **ADMINISTRATIVE IMPLICATIONS:**

Temporary traffic control plans for DCBIA events are already being created by City staff. Each plan takes approximately 2 hours of staff time. Approximately 1 hour of administrative time is spent processing event permits and creating an "Items on Loan" document for each event.

#### **ASSET MANAGEMENT IMPLICATIONS:**

N/A

#### **STRATEGIC PRIORITIES REFERENCE:**

##### **We focus on organizational and governance excellence**

- Recognize staff capacity is a finite resource and support staff training and development
- Responsibly provide services at levels which the people we serve are willing to pay
- ▲ Value community safety and support our protective services

##### **We actively pursue vibrant economic development**

- ▲ Engage with businesses and the public to continue revitalizing our downtown

- ▲ Continue to support Arts and Culture

**We continually invest in our key relationships**

- Consider effective ways to engage with and partner for the health and safety of the community

- **AREA OF CONTROL:** The policy, works and programming matters that fall within Council's jurisdictional authority to act
- ▲ **AREA OF INFLUENCE:** Matters that fall within shared or agreed jurisdiction between Council and another government or party
- **AREA OF CONCERN:** Matters of interest that are outside Council's jurisdictional authority to act

**OFFICIAL COMMUNITY PLAN REFERENCE:**

Section 2.1.16 COMMUNITY PARTICIPATION

Develop a strong sense of community through social programming and through physical design and planning.

Bolster community spirit and volunteerism.

*Strategy*

- Encourage cultural, recreational and art related events.

Section 4.1.3 Policies

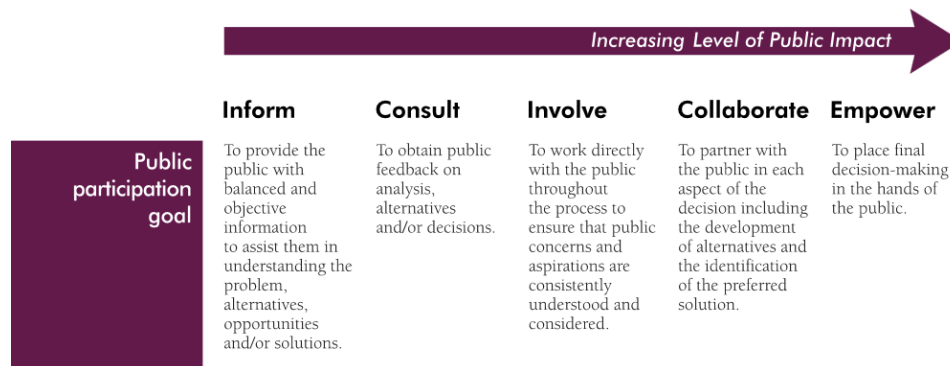
6. That Council support market uses and special events to continue the tradition of the downtown as a place for the community to gather, meet and enjoy.

**REGIONAL GROWTH STRATEGY REFERENCE:**

N/A

**CITIZEN/PUBLIC ENGAGEMENT:**

Staff would inform the public based on the IAP2 Spectrum of Public Participation:



**OPTIONS:**

**Option 1: (Recommended)**

THAT based on the July 2<sup>nd</sup>, 2019 Staff Report, "DCBIA Event Street Closure and Support Request" Council approves OPTION 1 and supports the request from the Downtown Courtenay Business Improvement Association for Public Works Services to arrange traffic control operations for both Downtown Courtenay Market Days and the Summer Street Market events; and

THAT Council utilize \$15,000 of the 2019 Gaming Funds to supplement Public Works Service's 2019 Operational Budget.

**Option 2:** That Council denies the DCBIA request for support.

Prepared by:



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Trevor Kushner, BA, DLGM, CLGA, PCAMP  
Director of Public Works Services/Assistant CAO

**Attachments:**

1. Letter to Mayor and Council from the DCBIA dated April 29<sup>th</sup> 2019



**PRESIDENT**  
Jenny Deters  
Design Therapy Inc  
250-338-0211

**VICE-PRESIDENT**  
Grant Powers  
Bank of Montreal  
250-334-3181

**TREASURER**  
Laurel Koorn  
MNP  
250-338-5464

**RECORDING SECRETARY**  
Lorna Hughes  
Cardero Coffee & Tea  
250-338-2519

**DIRECTORS**  
Allison Bligh  
Nootka Marine Adventures  
1-877-337-5464

Deana Simkin  
High Tide Public House  
250-334-8811

Jorden Marshall  
Hot Chocolates and  
Cakebread Bakery  
250-338-8211

Mackenzie Gartside  
Select Mortgage  
250-331-0800

Margaret McKenzie  
Hitec Brazen Sportswear  
250-334-3656

Sandra Viney  
Atlas Café  
250-338-9838

Steve Stewart  
Edible Island Whole Foods  
250-334-3116

Tamara Carter  
Private Wealth Group  
Coastal Community  
250-331-1363

Will Cole-Hamilton  
Aldinger Law  
778-992-0102

**EXECUTIVE DIRECTOR**  
Haeley Dewhirst  
250-650-2015

info@downtowncourtenay.com

April 29, 2019

Mayor Wells & Councillors  
City of Courtenay  
830 Cliffe Avenue  
Courtenay, BC V9N 2J7

Dear Mayor Wells and Councillors,  
Re: Event Street Closure Support from the City of Courtenay – Market Day and Summer Street Markets

The Downtown Courtenay Business Improvement Association is asking for assistance from the City of Courtenay to help with physically closing the streets for our main summer events. With our limited staff of one position at 20 hours per week, our reliance on un-trained traffic volunteers has been challenging and dangerous.

Throughout the year, the DCBIA hosts and supports many events Downtown Courtenay and most require street closures and they are becoming more and more challenging to manage. We are asking for support for Downtown Courtenay Market Day (a large closure at 7am on Saturday July 20<sup>th</sup>, 2019) and at the Summer Street Market (a smaller closure but at peak traffic times at 2:00pm every Wednesday starting June 19<sup>th</sup> to August 28<sup>th</sup>). In the past both events have been managed by volunteers and have proven to be daunting and unsafe.

We are officially asking the City of Courtenay to provide professional support from Public Works to have trained staff personal to implement these closures.

Thank you so much for considering our request and helping us with our winter event street closures. Please contact Haeley Dewhirst if you have any questions or concerns regarding this request at info@downtowncourtenay.com or by phone at 250 650 2015.

Sincerely,

Jenny Deters, President  
Downtown Courtenay Business Improvement Association

**From:** erica marler

**Sent:** Sunday, June 23, 2019 9:08 PM

**Subject:** Request for 2 x15 minute parking spots at 556 5th Street, Vassili's Bread Shop - JULY 2ND

Dear Mayor and Council,

We, the owners of Vassili's Bread Shop, 556 5<sup>th</sup> St Courtenay, request your consideration of an amendment to Traffic Regulation Bylaw 1926 in order to provide our business and its customers with improved street parking accessibility.

As background, we have been in business for more than 25 years, including the past seven years at our current location. We rely as much on our retail trade as much as our substantial commercial business. As we have no rear access to our premises, we depend entirely upon our 5<sup>th</sup> St storefront to facilitate our daily deliveries and flow of supplies; retail customers must use this entrance as well.

Currently, the weekday parking situation on our block of 5<sup>th</sup> St; between Fitzgerald Ave. and Harmston Ave, is usually very congested, particularly on our (south) side of the street. We shall suggest probable reasons later, but this undesirable situation is certainly exacerbated by the removal mid -block of the former maximum 2 hour parking signs located where the new bicycle lanes now exist. There are now only two (2) parking restriction signs within this block: westbound near the corner of Harmston Ave and eastbound near the intersection of Fitzgerald Ave. Neither of these signs offer much notice or deterrent to the vast majority of vehicles parked elsewhere on the block.

Road construction on 5<sup>th</sup> St during the bulk of 2018 was not only frustrating, but financially damaging to our business. Retail business declined 40-50% per day from norm for more than six months (and has not recovered fully). The continuance of our commercial business proved difficult as we often were forced to use the rear parking lot or the adjacent church parking lot for incoming and outgoing deliveries. Retail customers accustomed to being able to park within short walking distance (we are not a primarily a pedestrian neighborhood) often bypassed us and shopped elsewhere due to inconvenience. Additionally, we seldom knew from one day to the next whether the block would be accessible to vehicular traffic or not. Copcan engineers advised us that the major disruption to our block would occur the second and third week of September 2018. Accordingly, we opted to close for that duration, inconveniencing our customers and staff. The conclusion of that two-week period saw roadworks in our immediate vicinity nowhere near ended.

In our estimation, daytime parking congestion on our block arises from two main sources: visitors to the House of Now facility located adjacent to our business, and visitors to the newly opened medical clinic (four doctors) across the street towards Fitzgerald Ave. These two facilities generate a steady flow of visitors; since there are no nearby parking options and, as previously stated, little in the way of parking restriction information, it is common to witness many vehicles per day parked for close to or beyond the two-hour limit proscribed, but not enforced by the City of Courtenay.

We therefore request the advent of two (2) 15-Minute maximum parking spots immediately in front of 556 5<sup>th</sup>. We realize this too would be somewhat disruptive to others, but we believe some relief in accessibility to our business is fair in light of the enforced hardships and circumstances of the past 18 months. We draw your notice that True Grain on 10th St. is allowed 15-minute parking only concessions immediately in front of its premises - comprising an area large enough for four parked vehicles. We realize that this was a bylaw consideration 'grandfathered' from a previous council, but may we point out that True Grain possesses a rear entrance in the laneway, whereas we do not.

Alternatively, the inclusion of a well-marked Loading Zone Only space in our immediate front would, though not the optimal solution in our belief, bring some relief to our plight.

Thank you for your time and attention, and we await your consideration.

Respectfully,

Erica and Bill Marler  
Owners, Vassili's Bread Shop, Courtenay



## BRIEFING NOTE

**To:** Council

**File No.:** 0410-20

**From:** Chief Administrative Officer

**Date:** June 26, 2019

**Subject:** Draft Ministerial Meeting Requests 2019 UBCM Convention

### ISSUE:

To identify Council preferences and suggestions for ministerial meetings at the 2019 UBCM Convention. Once discussion is complete, the resulting choices will be entered by staff in the provincial appointment book. A separate previously researched Briefing Note on the Property Transfer Tax has been written and will be distributed simultaneously with this Briefing Note.

Note: while selection of these topics for ministerial meetings are not due until July 17<sup>th</sup>, the time for submitting Resolutions for the 2019 Convention has passed. However, if a member chooses, it is possible to submit an Off-The-Floor Resolution by following the applicable procedures of the UBCM Bylaws.

### BACKGROUND:

At the Regular Council Meeting of June 17<sup>th</sup>, council members had a general conversation about prospective topics for Ministerial Meetings. See below for details.

UBCM and its regional subsidiary AVICC are the professional support organizations for local government elected officials. Council members may at any time review past UBCM Resolutions and the provincial government responses and all past AVICC Resolutions by searching/scrolling by year at their respective Resolutions Databases at: <https://www.ubcm.ca/resolutions/default.aspx> and <https://avicc.ca/2018-convention-april-13-15/>

### COUNCIL SUGGESTIONS FOR CONSIDERATION:

1. **Minister of Finance:** Property Transfer Tax as per BN CAO 2019-06-26 referred to above.
2. **Minister of Public Safety and Solicitor General** (Policing and Security Branch): policing costs; Liquor tax

From staff: the UBCM Resolutions database contains more than 80 references to policing costs over the past three decades.

3. **Minister of Transportation and Infrastructure** (Major Projects, Infrastructure and Properties Department) **and MLA:** 19A Bypass, Ryan Road multi-use path, more funds for 5<sup>th</sup> St Bridge, BikeBC grants.

From staff following meetings with MoTI:

19A Bypass widening: MoTI is approaching 50% design and is incorporating flood mitigation measures suggested by Courtenay. Continued support from the City will be important as the project advances to a multi-year process requiring provincial evaluation, detailed design and construction. Considered a strong topic for ministerial meeting to express thanks and continued support.

Ryan Road: MoTI paid a consultant to evaluate multi-use path resulting in an estimate of \$6.6M, not including land acquisition costs. Unlikely MoTI will provide significant funding for multiple projects within

the same jurisdiction in a short period of time, particularly in view of the recent expenditure by MoTI for road rehabilitation in Courtenay in the past year. Not a strong contender for funding.

5<sup>th</sup> St Bridge additional funding: as presented in a staff report to June 24<sup>th</sup> CoW, staff have engaged multiple times with senior government granting authorities and there will be no further support considered.

**4. BikeBC funding:**

From staff: With Minister Trevana's release last week of the new BC Active Transportation Strategy, this funding program is in flux because the Strategy is unfunded until the 2020 provincial budget, subsequent to public consultation and submissions. See the Strategy at: <https://cleanbc.gov.bc.ca/active/>

**5. Minister of Municipal Affairs and Housing:** a) exemption from Employer Health Tax; b) will province provide framework for co-op housing initiatives?

From staff: this was a topic of a 2018 UBCM Resolution (A1). Subsequently, the MSP premiums will be eliminated starting in 2020, however in 2019 municipalities had to pay for both. Even with the elimination of the of the MSP premium, it will not eliminate the full impact of the EHT. It is estimated that overall Courtenay will still be paying twice as much as we would on MSP premiums in the past.

From staff: the province provides the Co-op Share Purchase Supplement to families receiving income assistance or disability assistance to purchase membership shares in a co-operative housing corporation. The lead organization in BC on this topic is the Co-operative Housing Federation of BC which benefits from various provincial government support. See their website: <https://www.chf.bc.ca/>

**6. Minister of Mental Health and Addictions:** a) opioid crisis; b) expanding/rejuvenating the drug strategy initiative.

From staff: The Community Action Initiative (CAI) is a provincially-funded, non-profit organization that provides grant funding and training opportunities designed to strengthen the role and capacity of community partners to improve mental health and address substance use for British Columbians. The CAI Leadership Council represents a coalition of non-government organizations (NGO), First Nations Health Authority, Metis Nation British Columbia and BC Association of Aboriginal Friendship Centres, provincial government bodies and other key stakeholders. See: <https://communityactioninitiative.ca/>

From staff: the Ministry of Mental Health and Addictions Service Plan 2019/20-2021/22 was published in February 2019. It was founded upon "A Pathway to Hope: A roadmap for making mental health and addictions care better for people in British Columbia" and may be found at: [https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/initiatives-plans-strategies/mental-health-and-addictions-strategy/bcmentalhealthroadmap\\_2019web-5.pdf](https://www2.gov.bc.ca/assets/gov/british-columbians-our-governments/initiatives-plans-strategies/mental-health-and-addictions-strategy/bcmentalhealthroadmap_2019web-5.pdf) The consequential Service Plan contains a link to the Minister's Mandate Letter from the Premier and is located at: <https://www.bcbudget.gov.bc.ca/2019/sp/pdf/ministry/mh.pdf>

**7. Premier and Minister of Municipal Affairs and Housing:** Provincial Tent City Strategy (Mayor)

Respectfully submitted,



David Allen, BES, CLGEM, SCLGM  
Chief Administrative Officer





## BRIEFING NOTE

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**To:** Council **File No.:** 0410-20  
**From:** Chief Administrative Officer **Date:** June 26, 2019  
**Subject:** Draft Ministerial Meeting Request 2019 UBCM Convention: Minister of Finance - Tax Policy  
Branch re: Property Transfer Tax Revenues Redistribution

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### ISSUE:

To suggest a topic for Council discussion with provincial minister(s) at the 2019 UBCM Convention and possibly be submitted as an Off-The-Floor resolution for consideration by the membership.

### BACKGROUND:

Since 1987 the BC provincial government has been charging a Property Transfer Tax (PTT). In recent years the tax has generated over \$1.5B in annual revenue province-wide and is increasing with recent additional revenues from foreign nationals and corporations in certain specified areas. These funds are deposited in the provincial consolidated revenue fund, so they are not allocated to any specific programming.

The property transfer tax rate is calculated as follows:

- 1% on the first \$200,000,
- 2% on the portion of the fair market value greater than \$200,000 and up to and including \$2,000,000,
- 3% on the portion of the fair market value greater than \$2,000,000, and
- If the property is residential, a further 2% on the portion of the fair market value greater than \$3,000,000 (effective February 21, 2018).

\*If the property is classified as residential and farm, or is residential mixed class (such as residential and commercial), you pay the further 2% tax on only the residential portion of the property.

For example, PTT payable in Courtenay on a \$350K house would be \$5K<sup>1</sup>. In 2016 there were 237<sup>2</sup> new housing starts. So, with all other residential and commercial sales aside, \$1,185,000 in PTT would have been removed from the local economy with no means of identifying any returned benefit to the City from provincial program spending. For clarity, and similar to realtors' fees, the PTT is paid each time a property is sold, but the difference is that typically the realtors' fees would remain in the local economy.

### KEY CONSIDERATIONS:

The UBCM Resolutions Database<sup>3</sup> shows nine Resolutions between 2004 and 2017 (three not endorsed) with the PTT as their title. There is a predominant theme amongst most Resolutions: that a portion of PPT be shared with local governments to support local affordable housing initiatives and reduce homelessness. All were rejected for various reasons such as the provincial government of the day was not willing to redistribute revenue while in budgetary deficit (no longer the case) and responses consistently deflected the assertion to share by listing all the provincial government programs offered at that time to reduce housing costs and homelessness.

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<sup>1</sup> BC Property Transfer Tax Calculator at: <https://forms.gov.bc.ca/taxes/estimate-your-property-transfer-taxes/>

<sup>2</sup> British Columbia Housing Starts for Urban Areas and Communities at:  
<https://www2.gov.bc.ca/gov/content/data/statistics/economy/building-permits-housing-starts-sales>

<sup>3</sup> <https://www.ubcm.ca/resolutions/default.aspx>

Given this unsuccessful history, perhaps new justification for the request for sharing PTT revenue would be useful. For example, the role of local government is to provide services to property owners. Two of the most long-lived, asset intensive and expensive services to private property are the water and sewer utilities. If the province argues that its social programs are directed at affordable housing and reducing homelessness, a local government contribution to the same policy aims could be to reduce the impact of the infrastructure deficit on water and sewer rates. So, instead of the entirety of the PTT revenues leaving the local economy, returning some to local governments to exclusively reinvest in their water and sewer capital (renewal, not upgrade or new) would be a reasonable and complimentary path to follow.

Respectfully submitted,



David Allen, BES, CLGEM, SCLGM  
Chief Administrative Officer

**THE CORPORATION OF THE CITY OF COURTENAY**

**BYLAW NO. 2958**

**A bylaw to amend Zoning Bylaw No. 2500, 2007**

The Council of the Corporation of the City of Courtenay in open meeting assembled enacts as follows:

1. This bylaw may be cited for all purposes as **“Zoning Amendment Bylaw No. 2958, 2019”**.
2. That “Zoning Bylaw No. 2500, 2007” be hereby amended as follows:
  - (a) Amending Section 8.18.1 by adding “notwithstanding any provision of this bylaw, a storefront cannabis retailer is a permitted use on That Part of Lot 92, Section 61, Comox District, Plan 311 Lying to the South East of the South Easterly Boundary of Plan 1621-R (Unit #101-576 England Avenue).”

3. This bylaw shall come into effect upon final adoption hereof.

Read a first time this	day of	, 2019
Read a second time this	day of	, 2019
Considered at a Public Hearing this	day of	, 2019
Read a third time this	day of	, 2019
Finally passed and adopted this	day of	, 2019

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Mayor

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Corporate Officer

