THE CORPORATION OF THE CITY OF COURTENAY

NOTICE OF
COMMITTEE OF THE WHOLE MEETING

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

DATE: **Monday, September 30, 2019**
PLACE: City Hall Council Chambers
TIME: 4:00 p.m.

AGENDA

K'OMOKS FIRST NATION ACKNOWLEDGEMENT

Pg #

1.00 STAFF REPORTS/PRESENTATIONS

1 1. Parks and Recreation Master Plan Adoption

161 2. Connecting Courtenay - Transportation Master Plan (Adoption) Cycling Network Plan (Amendments) with Presentation Dan Casey, Urban Systems

2.00 RESOLUTIONS OF COUNCIL

1. In Camera Meeting

That notice is hereby given that a Special In-Camera meeting closed to the public will be held September 30th, 2019 at the conclusion of the Committee of the Whole Meeting pursuant to the following sub-sections of the *Community Charter*:

- 90 (1) (e) the acquisition, disposition or expropriation of land or improvements, if the council considers that disclosure could reasonably be expected to harm the interests of the municipality;
- 90 (1) (i) the receipt of advice that is subject to solicitor-client privilege, including communications necessary for that purpose.

3.00 ADJOURNMENT

THE CORPORATION OF THE CITY OF COURTENAY

STAFF REPORT

To: Council **File No.:** 07710-20 P&R MP

From: Chief Administrative Officer **Date:** September 30, 2019

Subject: Parks and Recreation Master Plan Adoption

PURPOSE:

The purpose of this report is to present the final draft of the parks and recreation master plan to Council for adoption.

CAO RECOMMENDATIONS:

That based on the September 30th, 2019 staff report "Parks and Recreation Master Plan Adoption", Council adopt OPTION 1 and approve the final draft of the master plan as presented.

Respectfully submitted,

David Allen, BES, CLGEM, SCLGM
Chief Administrative Officer

BACKGROUND:

The development of the parks and recreation master plan has been a multi-year process that has involved many key steps. These steps include:

- In 2016 Urban Systems was engaged to develop the master plan.
- The park assets were inventoried and mapped. Thousands of data points were collected along with the condition of trails, parks, furnishings, buildings, sports fields, and playgrounds. This work was then used as a foundation for the next phases.
- The condition of each asset was assessed with a rating based on the National Asset Management Strategy (NAMS) methodology.
- The analysis phase included the identification of trail gaps, the quantity of parks in various classifications, as well as recreation programs and services.
- The compiled information was presented to the public through focus groups, an online survey and public open houses. The results of the analysis and community feedback were tabulated over the winter of 2017/2018, analysed and informed the draft plan.
- A draft plan was released in December of 2018 for public feedback.
- At the April 29, 2019 council meeting, Council reviewed the public feedback received and directed staff to include the requested changes into the master plan text. Staff incorporated the changes into the master plan and now present this final draft for adoption by Council.

DISCUSSION:

The Parks and Recreation master plan was designed to be an aspirational document. Some recommendations are for definitive action such as the construction of trail where gaps exist. Other recommendations are less concrete, calling for further study, community consultation on issues or operational considerations moving forward. It was determined that the implementation plan would be a separate document that would show the cost implications of key recommendations. This document is being drafted.

When adopted, the master plan will inform the following processes:

- Capital planning and the Asset Management Working Group
- Parks and recreation staff decision making
- The preparation of the official community plan
- Overlapping issues in other strategic documents

FINANCIAL IMPLICATIONS:

The master plan is a guiding document that doesn't commit the City to the financial implications of implementation. Initiatives will addressed through one of the following methods:

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

The implementation plan is a separate document that will identify the priority of each recommendation and the relative cost.

ADMINISTRATIVE IMPLICATIONS:

The Recreation and Cultural Services Department has managed the development of this document and will work with Council to implement any approved recommendations. The Parks and Recreation Advisory Commission will also make recommendations on initiatives and will report to council as needed.

ASSET MANAGEMENT IMPLICATIONS:

Master plans provide guidance to Council and recommendations to the CAO through the Asset Management Working Group. First, they outline existing services at a point in time. Then through public interactions, identify future Level of Service aspirations and the implications of meeting any Level of Service changes Council may choose to adopt. These decisions can then be used to inform alterations to organization-wide long-term financial plans necessary to meet the full lifecycle costs of new or upgraded capital assets needed to meet these changes (such lifecycle costs include: capital planning, design, construction, acquisition plus the operation, maintenance, renewal and disposal of the assets).

STRATEGIC PRIORITIES REFERENCE:

The following strategic priorities will apply:

We focus on organizational and governance excellence

● Support and encourage initiatives to improve efficiencies

● Recognize staff capacity is a finite resource and support staff training and development

● Communicate appropriately with our community in all decisions we make

● Responsibly provide services at levels which the people we serve are willing to pay

We proactively plan and invest in our natural and built environment

● Focus on asset management for sustainable service delivery

▲ Look for regional infrastructure solutions for shared services

●▲ Continue to support Arts and Culture

We continually invest in our key relationships

● Value and recognize the importance of our volunteers

●■ Consider effective ways to engage with and partner for the health and safety of the community

●▲ 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 OCP identifies the following vision:

The vision for the City of Courtenay is for a City that is unique and different from other communities. It is to become the most liveable community in the province. It can be expressed as having:

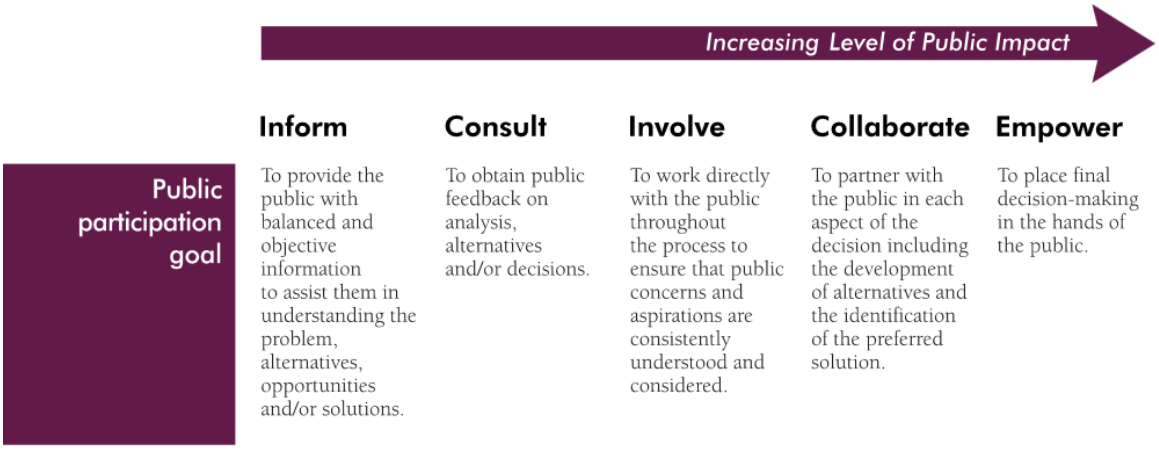
- *an inclusive, open and caring community*
- *commitment to continued excellence*
- *a strong downtown*
- *the ability to ensure a high level of aesthetic and architectural design*
- *a reputation as the premier regional centre for arts and culture*
- *balance and ability to lead growth and the provision of services*
- *a role to be the centre of commerce for the Comox Valley*
- *an expanding parks, natural areas and greenways system*
- *a strategy to lead in environmental protection*
- *commitment to serve youth and seniors*
- *support for a viable agricultural economy and ensure the protection of agricultural Lands*

REGIONAL GROWTH STRATEGY REFERENCE:

No specific reference

CITIZEN/PUBLIC ENGAGEMENT:

Staff have **consulted** with the community through the engagement processes identified above as identified in the *IAP2 Spectrum of Public Participation.*



OPTIONS:

1. Council approve the final draft of the Parks and Recreation Master Plan as presented.
2. Council refer the Parks and Recreation Master Plan back to staff for further consideration or consultation.
3. Council refer this matter to the Parks and Recreation Advisory Commission for advice.

Prepared by:

Dave Snider *MBCSLA*
Director of Recreation and Cultural Services

Attachments:

1. Parks and Recreation Master Plan

PARKS AND RECREATION

MASTER PLAN

CITY OF
COURTENAY

ALL PHOTOGRAPHS COURTESY OF THE CITY OF COURTENAY UNLESS OTHERWISE STATED.

CONTENTS

ACKNOWLEDGMENTS

MUNICIPAL CORE STAFF

Dave Snider, Director of Recreation and Cultural Services

Joy Chan, Recreation Manager of Business Administration

Carol Millar, Manager of Recreation Facility Operations

Kathy Collins, Manager of Recreation Programming

Mike Kearns, Manager of Parks Maintenance

Trevor Kushner, Director of Public Works Services

Ian Buck, Director of Development Services

CONSULTANTS

Urban Systems

GDH Solutions

EXECUTIVE SUMMARY

The purpose of this project was to prepare a 10-year Parks and Recreation Master Plan that will provide a framework for decisions related to parks and recreation land, facilities, amenities, programs, and resources for the City of Courtenay. This will enable Council and staff to plan for the future and to guide new development with consideration for parks and recreation.

Obtaining the input of City residents was a key objective of this planning process. Multiple methods of community engagement were used and resulted in 1,038 community input contact points. Generally, participation in parks and recreation activities is high, and residents are satisfied with most parks, facilities and services. The greatest improvements wanted for parks and outdoor recreation are more trails for walking and cycling, more pickleball courts, and an off-leash dog park. For indoor recreation, interest was highest for more pickleball courts, more program opportunities, and more fitness room space.

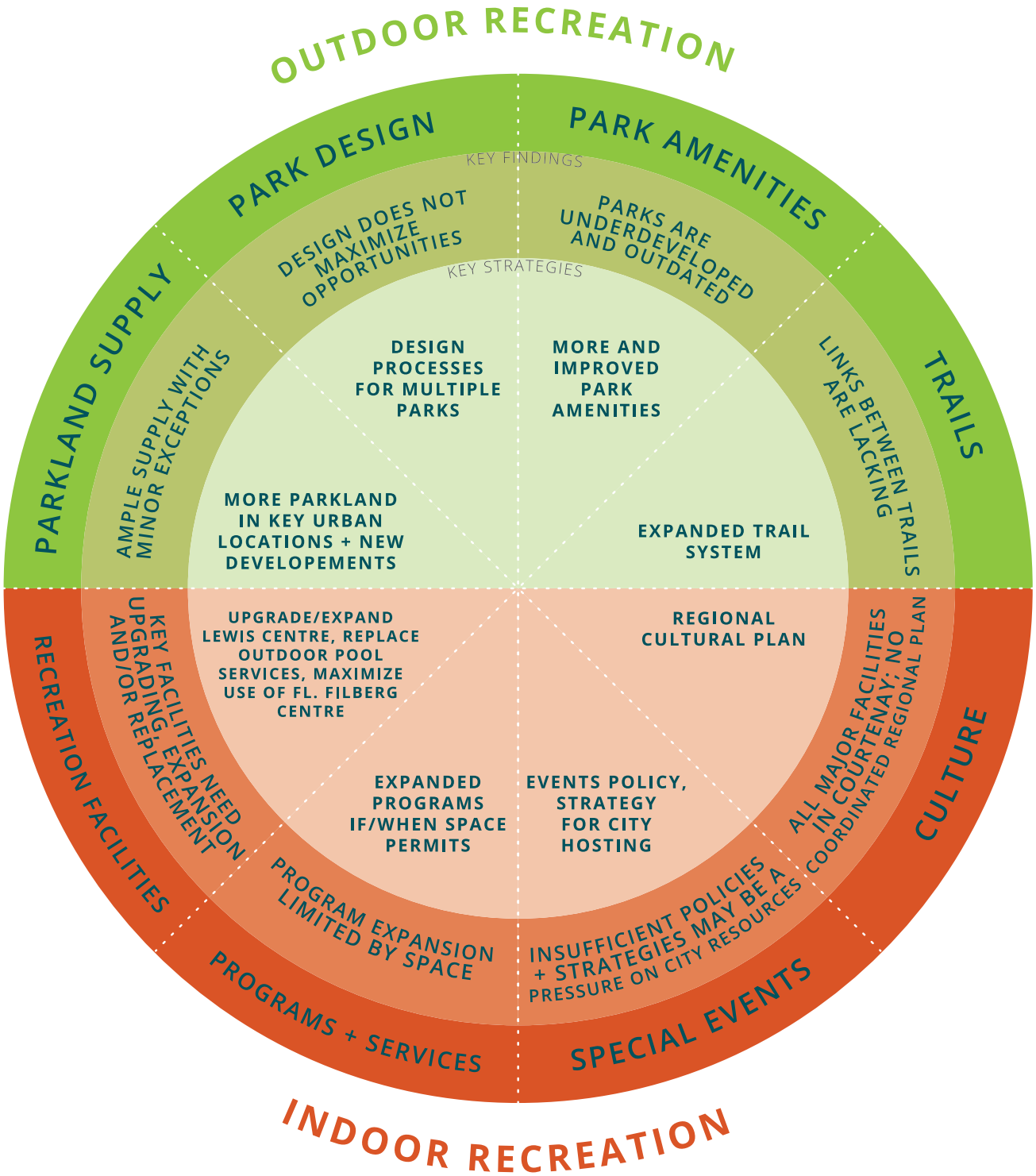
The following is the vision statement for parks and recreation based on community input:

Parks and recreation in Courtenay support a healthy, engaged, and inclusive community with a high quality of life. Key features are the diverse parks, interconnected trails for all ages and abilities, natural areas throughout the City, and multi-use and accessible spaces for indoor and outdoor recreation. The City is forward-thinking and addresses trends and emerging needs in parks and recreation.

The following are the goals for parks and recreation based on community input:

- Improve connectivity
- Foster a healthy and active community
- Provide access for all
- Protect and enhance beauty
- Protect and enhance the environment
- Connect parks and recreation with culture
- Enhance communication and partnerships
- Practice sound financial management

The following illustrates the key findings and strategies of the Parks and Recreation Master Plan.



1. INTRODUCTION

1.1 CONTEXT AND PURPOSE

The City of Courtenay's previous Parks and Open Space Master Plan was completed in 1994. Since that time much has changed. The City has experienced significant growth, which is continuing, and leisure patterns and interests have evolved. Parks and recreation are of great interest to residents and visitors. Courtenay also has a thriving arts and culture scene.

The purpose of this project was to prepare a 10-year Parks and Recreation Master Plan that will provide a framework for decisions related to parks and recreation land, facilities, parks, amenities, programs, and resources for the City of Courtenay. This will enable Council and staff to plan for the future and to guide new development with consideration for parks and recreation.

Parks and recreation offer many benefits that are environmental, social, economic and personal (health and spiritual). This Master Plan will help the City achieve the goals in its Official Community Plan (OCP) of being "unique" and the "most livable community in the province".

Courtenay is the geographic heart of the Comox Valley, and as such many of the broader valley residents access the parks and recreation opportunities here. Although the services are financially supported largely by the tax revenues of Courtenay, other valley residents are patrons and must be considered in this master plan. The plan accordingly respects the valley-wide context in relation to parks and recreation services.

1.2 PROJECT PROCESS

Obtaining the input of City residents was a key objective of this planning process. The City focused on completing an asset inventory in 2016, followed by preliminary analysis, prior to launching a comprehensive community engagement process in the fall of 2017. The community will be invited to review a draft master plan before it is completed to confirm it is consistent with the input provided. During the engagement, there were 1,038 community input contact points.

1.3 GUIDE TO THIS DOCUMENT

The figure on the following page illustrates the framework of the Parks and Recreation Master Plan, which also guides the order of this document.

The first sections provide the background for the Master Plan:

Section 1.4 Community Overview
Section 1.5 Community Input
Section 1.6 Trends and Best Practices
Section 1.7 Benefits and Frameworks

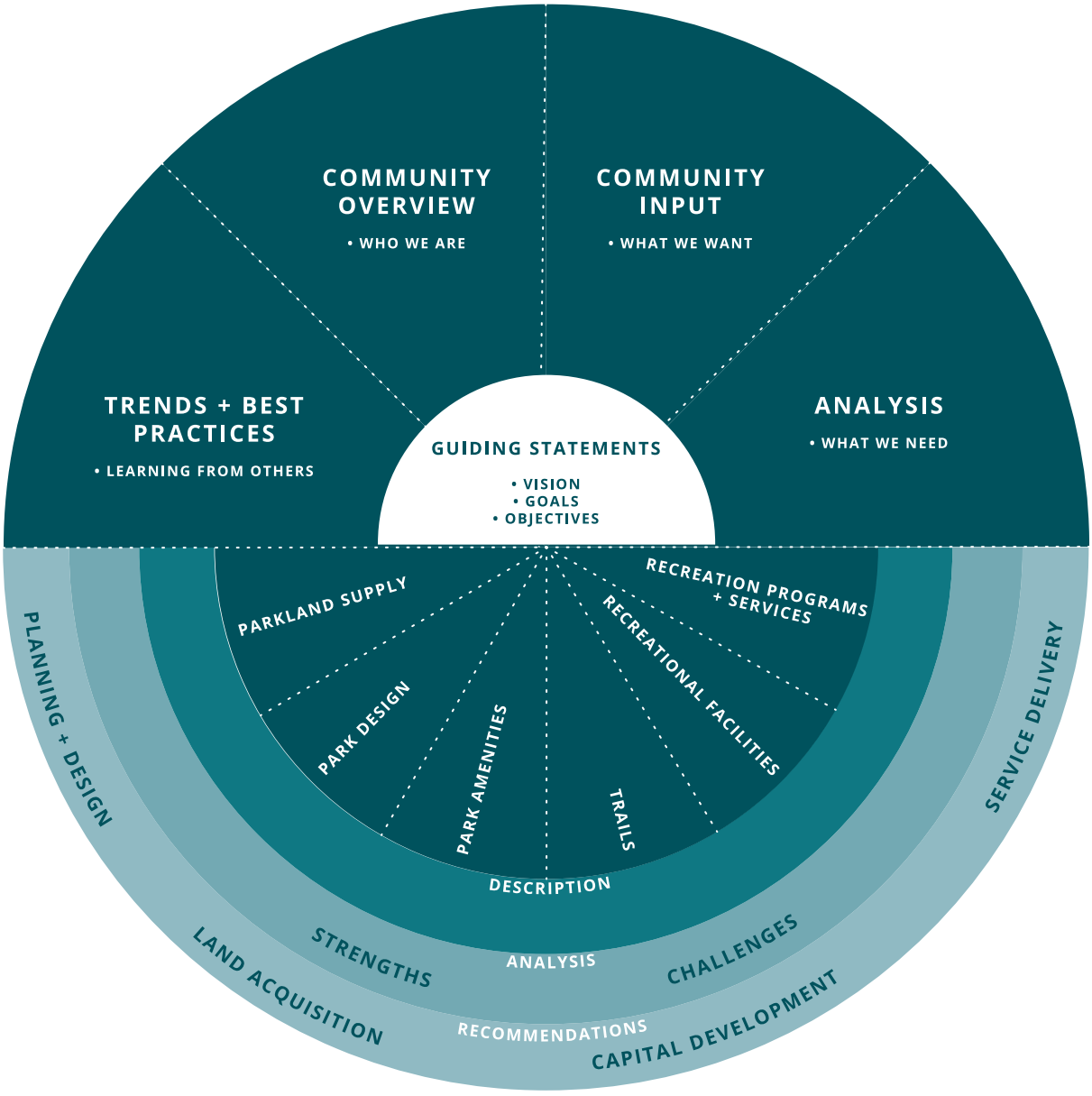
Section 2 Guiding Statements provides the guiding framework.

Sections 3 and **4** include description, analysis, key community input, and recommendations related to the master plan topics (parkland supply through to culture). The recommendations are provided under the following subheadings in relation to how they will be implemented:

- Planning and Design
- Land Acquisition
- Capital Development

Section 5 Implementation provides more detail on the City's resources, and the next steps.

FIGURE 1.1 PRMP FRAMEWORK

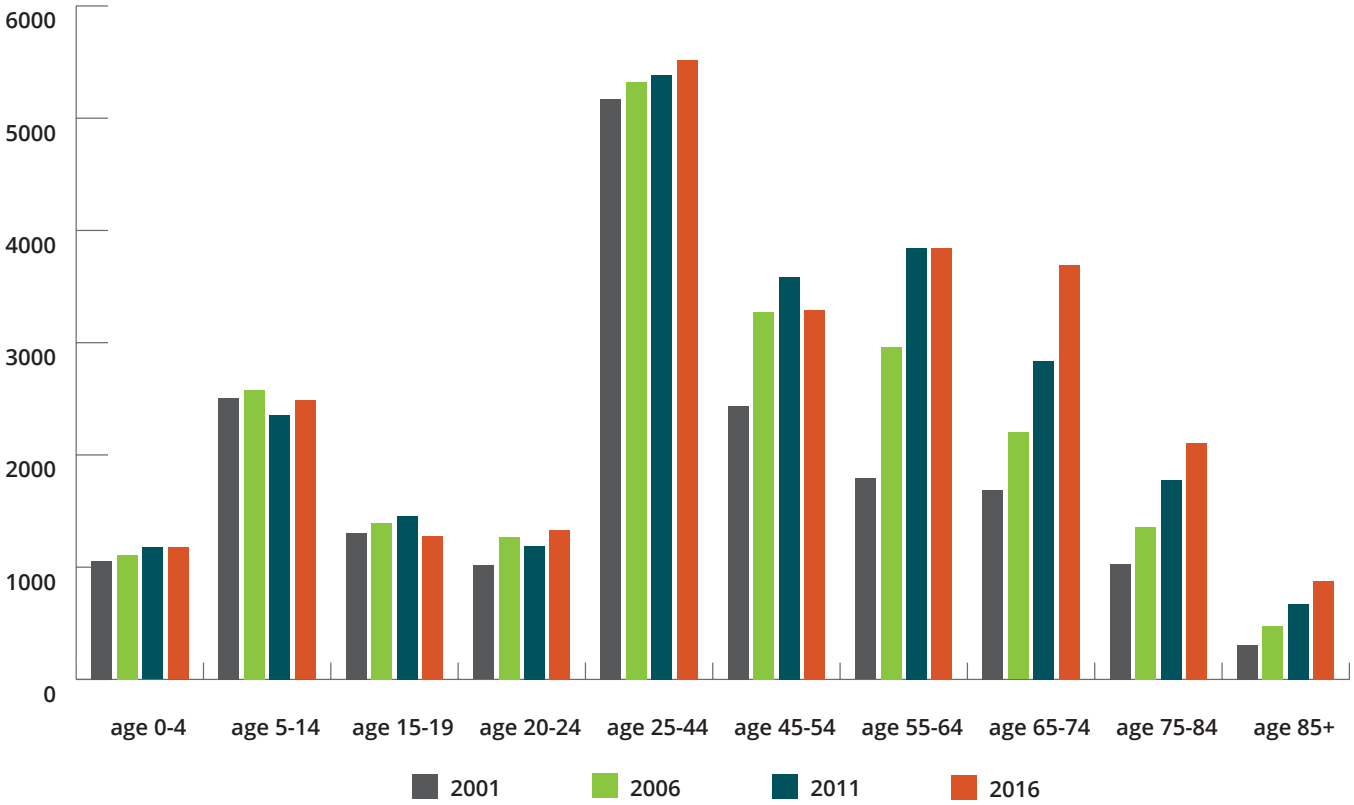


1.4 COMMUNITY OVERVIEW

The City of Courtenay's population at the end of 2016 was 25,599. Courtenay's demographics have significant implications in relation to the delivery of recreation services (Appendix B). The following are the highlights:

- The aging population makes it particularly important to address age-friendly community principles such as accessibility and wayfinding, and to provide facilities and programs of interest to older age groups, e.g., pickleball, accessible trails
- The lower median income and high number of people relying on income from pensions may pose barriers to participation, affecting the public's ability to pay for recreation services; this may increase the demand for good access to parks and low- or no-cost and recreation offerings

FIGURE 1.2 POPULATION CHANGE BY AGE CLASS 2001 TO 2016



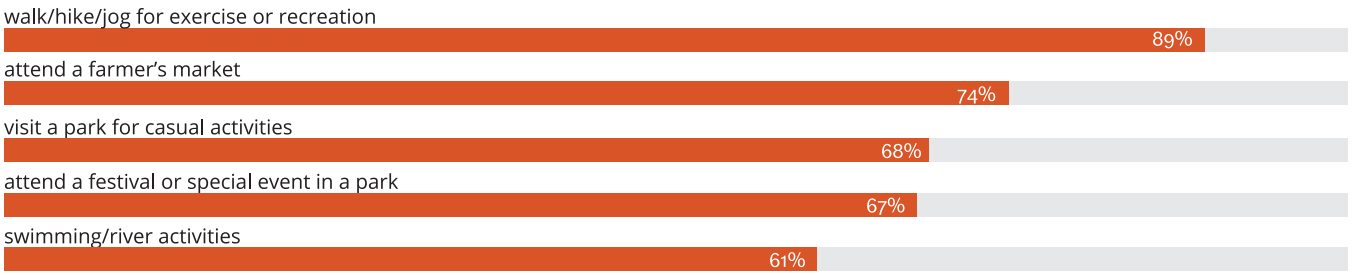
SOURCE: *STATISTICS CANADA CENSUS SUBDIVISION DATA (2001, 2006, 2011, 2016)*

1.5 COMMUNITY INPUT

The online community survey provides an understanding the interests, needs, and preferences of Courtenay and Comox Valley residents, and it is particularly relevant due to the high participation rate of 903 completed surveys. The following is a summary of the key findings of the survey (see Appendix C and the respective report sections for more information).

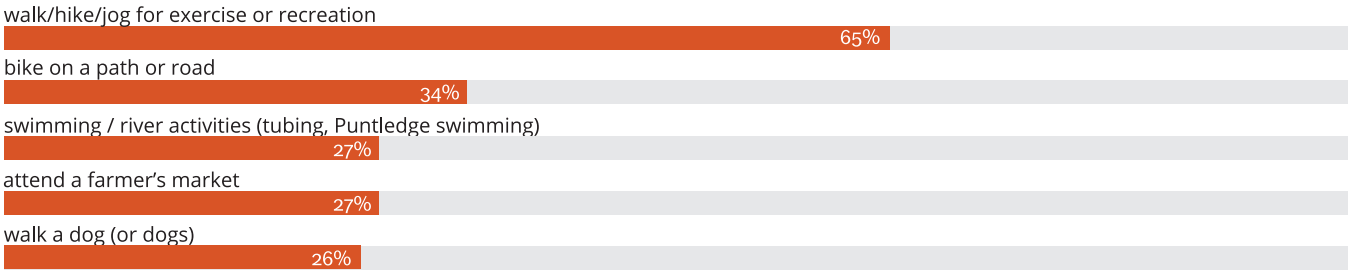
Outdoor Recreation

THE FIVE OUTDOOR ACTIVITIES WITH THE HIGHEST PARTICIPATION AMONG RESPONDENT HOUSEHOLDS WERE:



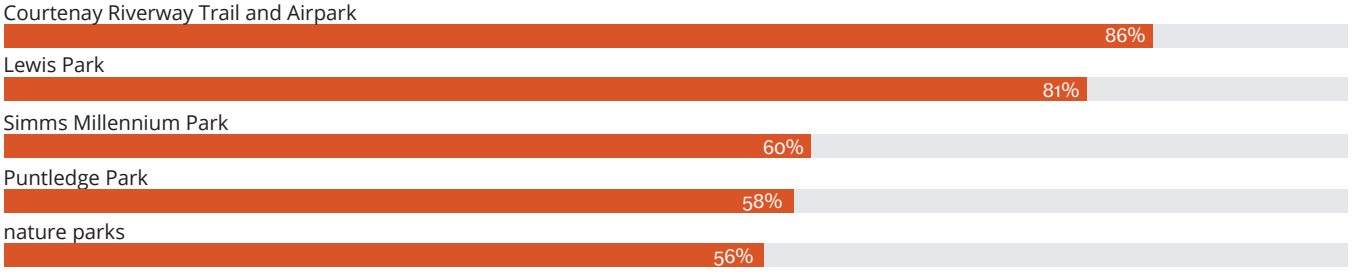
Read as - 89% of survey respondents had someone in their household who participated in "walk/hike/jog for exercise or recreation" within the previous year

RESPONDENTS IDENTIFIED THE MOST IMPORTANT OUTDOOR ACTIVITIES AS:



Read as - 65% of survey respondents indicated that "walk/hike/jog for exercise or recreation" is one of the most important activities to them

THE MOST VISITED PARKS/TRAILS WERE:

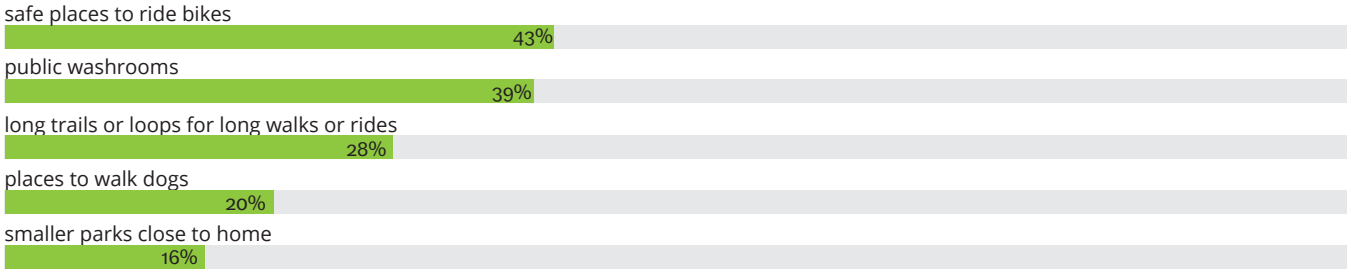


Read as - 86% of survey respondents had someone in their household visit the "Courtenay Riverway Trail and Airpark" within the previous year

OVERALL SATISFACTION LEVELS FOR OUTDOOR RECREATION WERE HIGHEST FOR:

Read as - 73% of survey respondents were satisfied with the "maintenance of trails"

THE HIGHEST DISSATISFACTION WAS INDICATED FOR:



Read as - 43% of survey respondents were dissatisfied with "safe places to ride bikes"

WHEN ASKED WHAT THEY WOULD LIKE TO SEE IMPROVED, THE MOST COMMENTS WERE RECEIVED FOR:

Read as - 65 survey respondents wrote comments about "more routes for walking and cycling" as a suggestion for improvements

Indoor Recreation

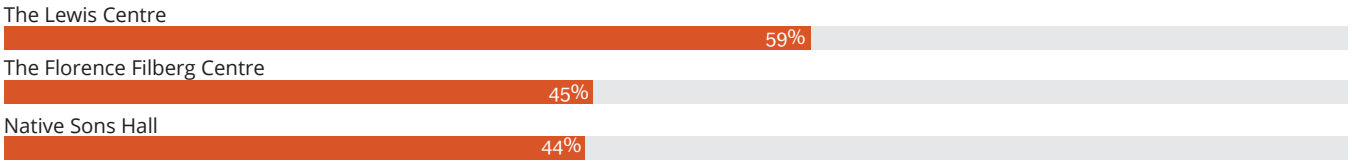
THE FIVE RECREATION PROGRAMS WITH THE HIGHEST PARTICIPATION AMONG RESPONDENT HOUSEHOLDS INCLUDED:

Read as - 45% of survey respondents had someone in their household who participated in "outdoor festivals and events" within the previous year

OVERALL SATISFACTION LEVELS FOR RECREATION PROGRAMS WERE HIGHEST FOR:

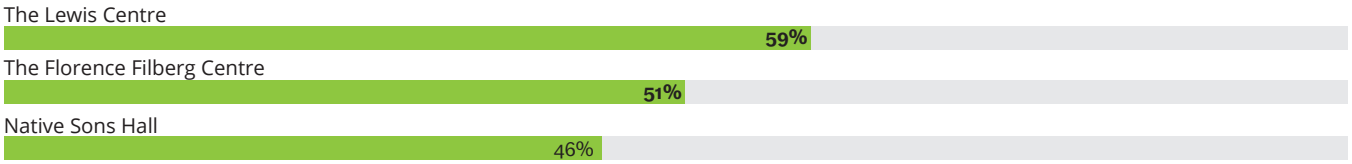
Read as - 48% of survey respondents were satisfied with "outdoor festivals and events"

RESPONDENTS MOST FREQUENTLY ATTENDED ACTIVITIES AND PROGRAMS HOSTED AT:



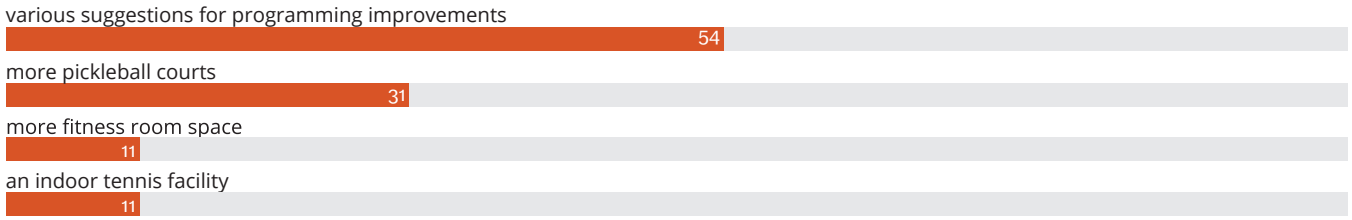
Read as - 59% of survey respondents had someone in their household attend an activity or program hosted at "The Lewis Centre" within the previous year

SATISFACTION LEVELS FOR INDOOR RECREATION FACILITIES WERE HIGHEST FOR:



Read as - 59% of survey respondents were satisfied with the facilities at "The Lewis Centre"

WHEN ASKED WHAT THEY WOULD LIKE TO SEE IMPROVED, THE MOST COMMENTS WERE RECEIVED FOR:



Read as - 54 survey respondents wrote comments about "programming improvements"

Key Community Input

In Sections 3 and 4, key community input identifies the following for each topic:

- Participation, satisfaction, and priority responses from the community survey applicable to the topic
- Comments on the topic from the community survey received by the highest numbers of respondents
- Themes from focus group participants relevant to the topic

1.6 PARKS AND RECREATION TRENDS

Parks and recreation activities, infrastructure and participation are constantly changing in response to broader societal trends. Appendix D provides a synthesis of some of the current provincial trends, of which the following are some highlights:

PARTICIPATION
Focus on independent activities and wellness

SERVICE DELIVERY
Partnerships with community groups

VOLUNTEERISM
Critical to providing opportunities

INFRASTRUCTURE
Aging infrastructure is a concern

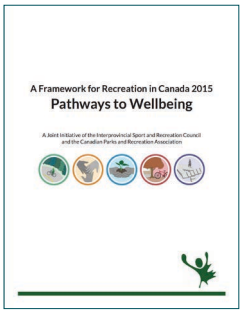
PARKS AND OUTDOOR RECREATION
Trail-oriented uses are most popular

1.7 BENEFITS OF PARKS AND RECREATION

Numerous national, provincial and municipal organizations have been engaged in research regarding the benefits of parks and recreation (Appendix E). The benefits of parks and recreation also fit within the framework of sustainability. The following are some examples of this:

1.8 RECREATION FRAMEWORKS

Frameworks for recreation and sport in Canada have been shifting the focus to ensuring that opportunities are available for all residents through all skill levels (Appendix F).



The Framework for Recreation in Canada 2015 – Pathways to Wellbeing

BC's Policy on Sport and Physical Activity – Sport Branch Policy Framework

2. GUIDING STATEMENTS

2.1 OCP VISION

To set the context for the PRMP vision, the following is the City's vision in the OCP.

The vision for the City of Courtenay is for a City that is unique and different from other communities. It is to become the most liveable community in the province. It can be expressed as having:

- *an inclusive, open and caring community*
- *commitment to continued excellence*
- *a strong downtown*
- *the ability to ensure a high level of aesthetic and architectural design*
- *a reputation as the premier regional centre for arts and culture*
- *balance and ability to lead growth and the provision of services*
- *a role to be the centre of commerce for the Comox Valley*
- *an expanding parks, natural areas and greenways system*
- *a strategy to lead in environmental protection*
- *commitment to serve youth and seniors*
- *support for a viable agricultural economy and ensure the protection of agricultural Lands*

Much of the OCP vision is relevant to parks and recreation.

> "Make the Valley very accessible for cyclists as a mode of transport—to work, to the store and recreationally." —*Survey respondent*

2.2 PARKS AND RECREATION VISION, GOALS AND OBJECTIVES

The vision, goals and objectives for the Parks and Recreation Master Plan are a synthesis of the input received in focus groups and the other community input:

Vision

Parks and recreation in Courtenay support a healthy, engaged, and inclusive community with a high quality of life. Key features are the diverse parks, interconnected trails for all ages and abilities, natural areas throughout the City, and multi-use and accessible spaces for indoor and outdoor recreation. The City is forward-thinking and addresses trends and emerging needs in parks and recreation.

Goals and Objectives

The goals are in orange text below, followed by the objectives for each:

IMPROVE CONNECTIVITY

- Establish a system of trails with connections to parks, recreation and culture facilities, commercial areas, schools, and surrounding areas
- Provide access for walking and cycling to all parts of the City
- Improve accessibility to parks and community facilities with transit
- Link the trail system with the active transportation network that serves pedestrians, cyclists and others
- Improve public access to and along the river

FOSTER A HEALTHY AND ACTIVE COMMUNITY

- Focus on self-directed opportunities to meet needs and increase participation
- Offer diverse programs, including the introduction of physical activity to children and adults
- Link recreation with public health through sharing of information and opportunities
- Provide opportunities to increase participation, such as year-round outdoor activities
- Provide access to nature for all residents

PROVIDE ACCESS FOR ALL

- Provide access to parks, facilities and programs for all ages, abilities, genders, and cultures
- Create awareness of opportunities for involvement in recreation
- Make affordable programs available based on need
- Recognize the specific needs of all age groups, including children, youth, and older seniors
- Provide equitable access for all users
- Accommodate growing and emerging recreation activities and changing demographics

PROTECT AND ENHANCE BEAUTY

- Enhance the beauty of the community with features such as trees, art, and viewpoints
- Make downtown more liveable with outdoor parks and gathering spaces
- Work on retaining the safe, small-town character of the community
- Retain maintenance standards to keep parks and trails in good condition

PROTECT AND ENHANCE THE ENVIRONMENT

- Acquire and protect significant ecological assets within parks and link these together
- Plan for climate change by considering ecological services and designing to mitigate potential risks
- Focus efforts on protecting and enhancing the river, creeks, estuary, and riparian areas
- Balance recreation access and environmental management

CONNECT PARKS AND RECREATION WITH CULTURE

- Integrate culture into parks and recreation planning, design and programs
- Increase the Indigenous and multi-cultural aspects of programs
- Recognize downtown as a cultural centre
- Consider social, environmental and economic sustainability in the design of parks and facilities

ENHANCE COMMUNICATION AND PARTNERSHIPS

- Cultivate partnerships with government, including K'omoks First Nation, private sector and non-profit groups in provision of services
- Improve promotion of programs
- Help to develop leadership through volunteerism
- Enhance community development by supporting parks and recreation groups
- Undertake community engagement on projects and initiatives of interest to residents
- Collaborate with other jurisdictions in the Comox Valley on planning, programming, and funding of services that are regional in scope

PRACTICE SOUND FINANCIAL MANAGEMENT

- Maximize efficiencies in the use of existing facilities, parks and trails
- Manage fiscal resources to balance needs, budgets, affordability, and the public's willingness to pay
- Implement asset management to support sustainable service levels
- Make funding parks and recreation a priority based on the social, environmental and economic benefits derived

3. OUTDOOR RECREATION

3.1 PARKLAND SUPPLY

KEY FINDING

The City has an ample supply of parkland, especially considering the school sites, linear corridors, and large natural parks.

KEY STRATEGY

Focus parkland acquisition on a few locations to support population growth.

Parkland Classification

The classification of parks and open spaces can help to provide an understanding of the various roles of parkland, which can be a useful planning and management tool (Figure 3.1, Map 1 and Appendix A). The following is the proposed classification system for parkland in the City of Courtenay. Some parks are difficult to classify because they fit into more than one definition. In those cases, the most appropriate category is selected based on park use. Suggested minimum sizes are provided for community and neighbourhood parks; community input will be sought on this in the next phase of work, with examples provided.

FIGURE 3.1 CLASSIFICATION SYSTEM

TYPE	SIZE	PURPOSE/CONSIDERATION	PARKS
Community Parks	Ideally a minimum of 1.0 ha, current range is 0.3 to 7.2 ha	• Destination parks that serve residents from the entire City and beyond • Help to form the visual, physical and social focus of the community • Offer natural features and/or built facilities, cultural features and other opportunities • Include amenities such as shelters, signs, washrooms, trails, boat launches and parking lots • Diverse activities - picnics, special events, sports, play areas, recreation	Bill Moore Park, Lewis Park, Marina Park, Martin Park, Puntledge Park, Riverside Park, Rotary Sky Park, Simms Millennium Park, Standard Park, Valley View Park, Woodcote Park
Neighbour-hood Parks	Ideally a minimum of 0.2 hectares, current range is 0.1 to 13.7 ha	• Generally serve the catchment area of or similar to that of an elementary school • Form the visual, physical and social focus of a neighbourhood • Typically include play equipment, pathways, open grass, and seating; may also include other recreation and athletic amenities • Usually accessed by walking and do not require parking lots • Some newer neighbourhood parks are undeveloped, and may include natural features like environmentally sensitive areas	Cooper Park, Galloway Park, Harmston Park, Hawk Glen Park, Hebrides Crescent Park, Hobson Park, Idiens Park, Inverclyde Park, Krebs Park, Knights of Columbus Park, Malcom Morrison Sr. Park, Maple Park, Monarch Park, Pinegrove Park, Walbran Park, Sunrise Rotary Park, Sussex Park and Trumpeter Glen Park, Upper Ridge Park

FIGURE 3.1 (CONT'D)

TYPE	SIZE	PURPOSE/CONSIDERATION	PARKS
Natural Parks	Typically large, but can be smaller, current range is 0.1 ha to 13.7 ha	• Dominated by natural features such as forests and watercourses, often including environmentally sensitive areas • Recreational use usually includes trail uses and nature appreciation • Amenities may include parking lots, signs, trails, gathering areas, and washrooms that support public access and use • Some lands with environmentally sensitive natural features have been acquired through legislation from higher levels of government	Air Park, Bear James Park, Capes Park, Condensory Park, Cottonwood Community Garden, Cruikshank Avenue Park, Cousins Park, Crown Isle 150 Year Grove Park, Dogwood Park, Hurford Hill Park, Lawrence Burns Park, Lerwick Park, McPhee Park, Millard Park, Morrison Park, Morrison Creek Park, Piercy Creek Park, Sandwick Park, Vanier Park, Tarling Park, Second Street Park (parks at 13th Street and Ronson Road are under development)
Linear Parks	Variable	• Narrow corridors for the purpose of supporting a trail • May have some amenities such as benches, staging areas, signs and planting • Some may be designated through the development process as "highway" for pedestrian passage in the future	Arden Park, Courtenay Riverway, Green Belt Park, Millard Creek Greenway, South of City Park, Valley View Trail
Greenspaces	Variable	• Consists of stormwater ponds, small grassed / treed properties, boulevards, and other green space that does not support a significant amount of use • Do not have significant amenities or trails • Contribute to the visual character of the community • Stormwater ponds have specific maintenance requirements and can serve environmental purposes	Blue Jay Park, Crown Isle Park, Cruikshank Park, First Street Park, Fitzgerald Park, Lower Ridge Park, Malahat Storm Park, Muir – McLauchlin Park

> "I would like to see smaller neighbourhood parks that you can walk to and sit and enjoy the outdoors" –*Survey respondent*

FIGURE 3.2: PARKLAND SUPPLY

PARK TYPE	COUNT	AREA (HA)
Community Parks	11	31.4
Neighourhood Parks	24	13.3
Linear Corridor	31	17.9
Natural Parks	28	110.7
Greenspace	9	9.6
Total City Parks	**103**	**182.9**

OTHER RECREATION LANDS	COUNT	AREA (HA)
School Sites (no buildings)	9	60.1
Crown Land	3	5.0
Total	**112**	**65.1**

OTHER LANDS WITH PARK VALUES	AREA (HA)
Harmston Park	1.15
Fields Sawmill	3.40
Hollyhock Marsh	3.96
The Nature Trust of BC: Millard Creek	5.88
Total	**14.39**

Other Lands with Park Values

Land managed by other jurisdictions can also contribute to the overall parkland values, as follows;

- *School Sites* – this includes the green space portion of public school sites (school buildings and parking lots are excluded). These sites are included because the land usually has park values, though the inventory is considered separately from the park system because school sites are not under the jurisdiction of the City.
- *Harmston Park* – although called a park and used as a park, this site of a previous school is now owned by the City; it is not designated or zoned as park.
- *Kus-kus-sum (former Fields Sawmill* **)**– site is to be purchased by Project Watershed and K'ómoks First Nation (KFN), pending successful fund-raising, and restored to a wetland; City would manage the site in partnership with KFN
- *Hollyhock Marsh* – this provincially-owned marsh has important environmental values; it is adjacent to the Kus-kus-sum site and will be linked with the restoration of that property

Courtenay has 103 municipally owned parks covering 183 hectares (ha) (Figure 3.2 and Map 1). With the addition of school sites (excluding the buildings and parking lots) and Crown land, there are 243 hectares of parks and open space available for public access and use in Courtenay.

Parkland Supply Analysis

In this section, the parkland supply is analyzed using three different methods. Many municipalities use population-based standards to calculate and plan their supply of parkland. The additional analyses of area-based supply and spatial distribution can increase the understanding of parkland supply and needs for future parks.

Standards are controversial, with some believing that the quantitative approach detracts from a qualitative consideration of parks and recognition that conditions are unique in every municipality. In BC, even where standards are not embraced for their inherent value, they are often used to assist in the calculation of park development cost charges (DCCs).

In many jurisdictions, parkland supply standards are used as a guideline, rather than a definitive requirement. Park supply standards can be applied in a flexible manner to ensure that a full range of park types is available to all residents. They also enable a community to measure their supply over time, and to compare themselves with other communities.

Population-based Analysis

Population-based parkland supply is typically calculated on the more active types of parkland such as community and neighbourhood parks, excluding natural parks and greenspace. Linear parks are added into the active parkland supply where they support high levels of use, which is the case in Courtenay. Figure 3.3 illustrates the existing supply of active parkland in relation to population. The current supply of active parkland, including linear parks and not including school grounds, is 2.41 ha/1,000 population. If the City were not to acquire any additional parkland despite annual population increases of 1.5%, the active parkland supply would drop to about 2.06 ha/1,000 population by 2027. While school sites add to the active parkland supply in many cases, the City does not have control over these sites and most are unavailable for community use during school hours.

FIGURE 3.3 POPULATION-BASED PARKLAND SUPPLY

PARKLAND SUPPLY (HA/1,000 POP)			
Park Type	**City Parkland Area (ha)**	**2017 Population 25,982 (ha / 1,000)**	**2027 Population 30,362 (ha / 1,000)**
Community Parks	31.4	1.21	1.03
Neighbourhood Parks	13.3	0.51	0.44
Linear Parks	17.9	0.69	0.59
Sub-Total			
School Sites (no buildings)	60.1	2.31	1.98
Crown Land	5.0	0.19	0.16
Total	**122.7**		

Of the five communities reviewed as part of the benchmarking analysis, the average active parkland supply was 2.65 ha/1,000 population, but it is difficult to make comparisons since the size, context and quality of parkland differs greatly among those communities (Figure 3.4). Squamish's very high parkland supply likely includes natural parks in its destination/city-wide park category. The average parkland supply of the communities other than Squamish is 1.76 ha/1,000. Of those with parkland supply standards, the standards for total active parkland range from 1.2 ha/1,000 to 6.0 ha/1,000 population. In Courtenay's 1994 Parks and Open Space Master Plan, an active parkland standard of 3.5 ha/1,000 population was recommended, but this included a broader range of parkland than the parks identified as active parks in this Master Plan.

Courtenay's active parkland supply was a moderate 1.76 ha/1,000 population in 2011 (used as the benchmarking comparison year and not including linear parks for a more direct comparison with the other communities)[1]. City residents also benefit from having access to Seal Bay Park just outside City limits, though many municipalities in BC similarly have access to parks outside their boundaries.

For many years, the Canadian standard for supply of active parkland was 4 ha/1,000 population. With trends towards increasing density, especially within downtown cores, reliance on population-based standards of supply have been decreasing (Figure 3.4). Municipalities with smaller land areas, which are mostly built out, cannot meet the traditional supply standards due to the high land values and lack of available undeveloped land. As of 2005, when the BCRPA conducted a review of all municipalities in BC, the provincial average was 2.51 ha/1,000 population.

1. The 2011 calculation of parkland supply is based on current parkland for all communities, so in all cases the actual supply in 2011 was lower if population increased from 2011 to 2016.

FIGURE 3.4: POPULATION-BASED PARKLAND SUPPLY COMPARISONS (ALL UNITS ARE HA/1,000 POPULATION FOR THE 2011 POPULATION)

CLASSIFICATION	COURTENAY (2011)	CAMPBELL RIVER	LANGFORD	SQUAMISH	MISSION	WEST KELOWNA	AVERAGE OF BENCHMARKING COMMUNITIES (NOT INCLUDING COURTENAY)	PROVINCIAL AVERAGE (2005)
Destination / City-Wide (ha)	X	X	0.02	3.41	0.47	X	0.99	1.04
Community (ha)	1.3	1.31	0.52	2.10	1.01	1.48	1.73	0.8
Neighbourhood (ha)	0.45	0.21	0.1	0.69	0.62	1.29	0.35	0.67
Total active parkland supply (ha/1000 population)	1.76	1.53	0.65	6.2	2.10	2.78	2.65	2.51
Parkland Supply Standard (ha/1000)	X	X	X	1.2	3.47	6.0	3.56	X

Courtenay's OCP (2005) calculated all of the City's parkland in relation to population to arrive at the 5.6 ha/1,000 supply. The 1994 Parks and Open Space Master Plan calculated the supply of all City parkland to be 5.25 ha/1,000. The current parkland supply by that measure, excluding school sites and Crown land, is 7.0 ha/1,000 population.

Area-based Parkland Supply

FIGURE 3.5: AREA-BASED PARKLAND SUPPLY

PARK TYPE	AREA (HA)	% TOTAL AREA
Community Parks	31.4	1.0%
Neighbourhood Parks	13.3	0.4%
Linear Parks	17.9	0.5%
Natural Parks	110.7	3.4%
Greenspace	9.6	0.3%
Total City Parks	182.9	5.6%
School Sites (no buildings)	60.1	1.8%
Crown Land	5.0	0.2%
Total	243.0	7.2%
Provincial Target (comparison)		12.0%

Another way of measuring parkland supply is in relation to land area. Some municipalities have targets of having 12% or so of their total land area occupied by protected areas, consistent with provincial standards. This measure typically includes open space, natural areas, and parks managed by other municipal, provincial and federal governments. Figure 3.5 illustrates the

parkland supply by area. Courtenay, with 7.4% of its 3,369 ha land base in parks and protected areas, has a relatively low amount of parkland for this measure. This is partly due to some fairly extensive areas of undeveloped land and a lack of parks of other jurisdictions within City boundaries.

Parkland Distribution Analysis

The third way to analyze parkland supply is by spatial distribution, or the distance residents have to walk to access a park. Map 2 illustrates the approximate walking distances to parks in Courtenay. These are approximate measurements because the distances are measured in straight lines, whereas walking routes typically follow sidewalks and roads. Walking routes may also encounter slopes or other barriers that affect walking speeds or times. The City's main slopes are indicated on the map.

Ideally, every resident would have 5-minute walking access (400 m) to a neighbourhood park and/or 10- minute walking access (800 m) to a community park. Parks under 0.2 hectares are shown with a reduced service area (100 m) since such parks only service residents within the immediate vicinity.

The distribution of community and neighbourhood parks, and school sites, is variable for different parts of the City (Map 2), especially between the east and west sides of the City. The pattern of distribution is as follows:

- *Community Parks* – Courtenay's 11 community parks are better distributed on the west side than the east side, where many residential areas are not within a 10-minute walk of a community park. On the west side, the access to parks is adequate, but the loss of any land currently used as park could leave a gap in supply.

- *Neighbourhood Parks* – There are 22 neighbourhood parks in Courtenay, with better distribution on the east side of the City than on the west side. On the west side of the City, and the south-east portion of the east side, residents without nearby neighbourhood parks are served by community parks. The most significant gaps are on the north-west and north-east portions of the east side of the City, where a few neighbourhoods lack walking access to community and neighbourhood parks. In some locations, school sites help to serve these needs.

- *School Sites* – There are nine school sites well distributed throughout residential neighbourhoods in the City. The southern half of the west side of the City has no school sites, but school sites make a significant contribution to park access in the northern half of the west side of the City (downtown).

Based on the analysis, the following are locations where more neighbourhood parks are needed to provide better access to existing residents and to serve future populations (Map 2).

EAST COURTENAY

1. The area west of Island Highway North is slated for future development and will need a neighbourhood park to serve that population.

2. The area northwest of Sandwick Park is slated for future development and will need a neighbourhood park to serve that population.*

3. The area north of Ryan Road near the east edge of Park is slated for future development and will need neighbourhood parks to serve that population.

4. The area north of Ryan Road and west of the college is slated for future development and will need a neighbourhood park to serve that population.*

5. The neighbourhood south of Ryan Road and west of Cowichan Avenue is lacking active parks. Pinegrove Park is identified as a neighbourhood park, and needs some improvements to function as one. Malahat Storm also has opportunities for improvement. Should opportunities arise through redevelopment, another park is proposed west of Pinegrove Park.

6. The portion of Crown Isle between Kensington Crescent and Birkshire Boulevard is still to be developed. A park in this location would help to serve future residents and existing residents to the north who currently lack good access to active parks.

7. The residential areas along Williams Road lack active parks. Expanding Trumpeter Glen Park to make it more accessible to the community with better pathway connections would help address this gap.

> “I would like to see parks be used as opportunities to educate the public about the natural environment and their ability to contribute to it. More parks are needed downtown in general, including children’s play. ” –*Survey respondent*

WEST COURTENAY

*** areas with an asterisk are also noted in the 2005 OCP as areas for parkland acquisition**

1. The downtown core lacks a neighbourhood park and urban gathering spaces. *New public spaces associated with 5th Street may help to address this, as supported by the Downtown Playbook.
2. Developing a portion of the "Harmston Park" site as a neighbourhood park would help to meet parkland needs in this area with increasing density.*
3. A park is proposed near the west of downtown near 5th Street and the current terminus of the Rotary Trail as this will become a key hub of major trails.
4. The area south of Arden Road Park is slated for future development and will need a neighbourhood park to serve that population.
5. A new park with play and recreation opportunities along the Courtenay Riverway south of Rotary Skypark could help to support the high level of use anticipated along this corridor by existing and future residents and visitors.
6. The west part of Buckstone is slated for future development and will need a neighbourhood park to serve that population.
7. The east part of Buckstone is slated for future development and will need a neighbourhood park to serve that population.

Zoning of Parkland

Courtenay does not have a zone for parks, and the Zoning Bylaw states that "Parks, playgrounds and municipal utilities may be located in any zone." Approximately 94% of the parkland in Courtenay is zoned as Public Assembly PA-2 or PA-3. Most of the remaining 6% of parkland has Residential (4.6%), Comprehensive Development (0.7%), Institutional (0.1%) or Mixed-Use zoning (0.1%). Many parks have multiple zones, including small portions of park ("slivers") that have no listed zoning. Many municipalities prefer all of their parks to be zoned so they are easily identifiable as parkland. This is seen as a protective measure for parkland, especially when it may be threatened by sale or conversion to other uses.

Summary of Strengths and Challenges

STRENGTHS

Overall active parkland supply in relation to population is reasonable

Waterfront parks have particularly high values

Walking distances to parks are acceptable in most areas of City

The east side of the City has a good distribution of neighbourhood parks

School sites help to fill in the gaps in access to active parkland across the City

CHALLENGES

The downtown core is lacking municipal parks

The City would benefit from more waterfront parks due to their values for connectivity, nature experiences, and community identity

Some neighbourhoods lack walking access to active parkland

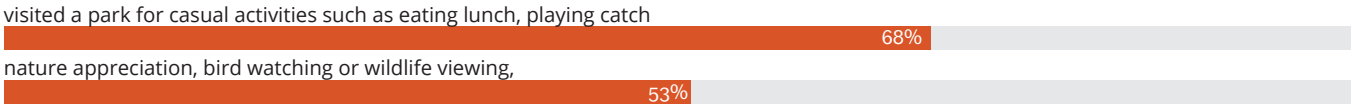
Some neighbourhoods have less active parkland than others

The east side of the City has a poor distribution of community parks

The west side of the city has a poor distribution of neighbourhood parks

Key Community Input on Parkland Supply

THE MOST IMPORTANT ACTIVITIES

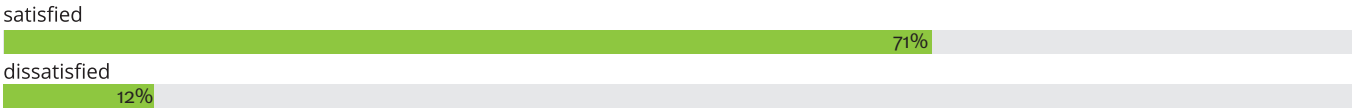


Read as - 68% of survey respondents indicated that "visiting a park for casual activities" is one of the most important activities to them

THE MOST VISITED PARKS PER THE COMMUNITY SURVEY WERE

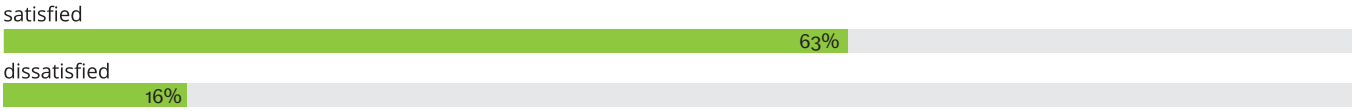
Read as - 86% of survey respondents had someone in their household visit the "Courtenay Riverway Trail and Airpark" within the previous year

SATISFACTION WITH NATURAL PARKLAND



Read as - 71% of survey respondents were satisfied with "natural parkland"

SATISFACTION WITH SMALLER PARKS CLOSE TO WHERE YOU LIVE



Read as - 63% of survey respondents were satisfied with "smaller parks"

- Eight community survey respondents requested more natural parkland, four requested more parks and green spaces, and four requested more greenspace downtown
- Suggestions from focus groups included setting priorities for parkland acquisition, and having more developed parkland and natural areas

Parkland Supply Recommendations

The following are proposed recommendations for parkland supply and acquisition in Courtenay.

PLANNING AND DESIGN

3.1.1 Establish the following as guidelines for acquisition of active parkland – community parks 1.2 ha/1,000 population and neighbourhood parks 0.5 ha/1,000 population.

3.1.2 Establish the following guidelines for acquiring community and neighbourhood parks in new developments:

- Site community and neighbourhood parks so that one type or the other will be within 400 metres of most residents, with community parks ideally located within 800 metres of most residents
- Use the minimum sizes of 1 ha for community parks and 0.2 ha for neighbourhood parks
- Locate community and neighbourhood parks next to schools where possible
- Locate community and neighbourhood parks next to natural areas where synergies will benefit users
- Lay out community and neighbourhood parks to include trails that provide continuous connections through the development (off-street if possible using rights-of-way between dead-end roads, cul-de-sacs, etc.), with links to external trails to parks, schools and other destinations
- For trail routes that are for pedestrian use only, acquire a minimum corridor width of 6 metres where possible to allow for some green space adjacent to the trail
- Locate community and neighbourhood parks with pedestrian access from all four sides if possible
- Locate community and neighbourhood parks with significant street frontage to a local or collector road on at least one side
- Include and protect existing trees within parks where possible

3.1.3 In neighbourhoods that are deficient in active parkland where new parkland cannot be acquired, explore opportunities to add play areas, benches, and other neighbourhood park amenities, based on resident interest, within linear parks and greenspace.

3.1.4 Amend existing bylaws to require trail connections within developments to be designated as "highway" instead of linear parks, except where the trail is located within a significant green space that offers park values.

3.1.5 Establish a zone for Parks in the Zoning Bylaw, and zone all new parks accordingly, except for the linear connections designated as highway.

- Consider zoning existing parks into a Parks zone as well

LAND ACQUISITION

3.1.6 Pursue acquisition of new or expanded community parks, neighbourhood park, and linear parks in the existing developed area to improve walking access to parks and interconnected trails, and to provide additional amenities, as opportunities may arise for property acquisition or as part of redevelopment, with a focus on the following locations:

- land needed to connect the trail system per section 5.3 Trails and Map 3
- neighbourhoods lacking good walking distances to parks per section 4.1 and Map 2
- parks that would benefit from expansion, e.g., Rotary Skypark

3.1.7 Encourage developers to provide for parks that meet the needs of future residents:

- Encourage developers of larger projects to provide parkland that meets the recommendations in this section 3.1
- Accept suitable land for parks per this section or cash-in-lieu from developers of smaller projects

3.1.8 Establish future natural parks on the basis of the following criteria, consistent with the OCP:

- representative of Courtenay's natural diversity, wildlife or plant protection
- to protect wildlife and riparian resources and enhance habitat connectivity, especially along riparian corridors
- ability to support a variety of outdoor recreation activities including walking, cycling, swimming, picnicking, bird and wildlife watching
- presence of viewpoints and vista appreciation
- equitable distribution of open space to all parts of the City
- current status in terms of ownership and zoning
- opportunities for acquisition, including cost of the land, willingness of the owner to sell, community interest in the area, and availability of funding sources
- protection of donated land for environmental/cultural/heritage values through park dedication and covenants

3.1.9 Identify potential park sites for disposition, gauge neighbourhood interest in these sites, and conduct a cost/benefit analysis related to disposition of these sites in exchange for acquisition of higher value parkland.

3.1.10 Should any schools close in the future or become available for new uses, work with the School District to explore opportunities for retaining and acquiring the open space components of these properties as City parks.

3.2 PARK DESIGN AND DEVELOPMENT

KEY FINDING

The City has some parks in outstanding locations, but they have not been designed to maximize opportunities.

KEY STRATEGY

Conduct design processes and undertake improvements for many of the City's parks.

Description

This section assesses the overall condition of existing parks, and identifies strengths and challenges for each park. Amenities within parks are reviewed in section 3.3. The following is a summary of the design of Courtenay's parks by type:

Community Parks – Courtenay's 12 developed community parks are well used and provide a diverse range of amenities. Many of these parks are in attractive settings. Some of these parks would benefit from improvements to meet evolving interests and to upgrade aging infrastructure.

Neighbourhood Parks – The City's 22 neighbourhood parks are highly variable. Some of the older neighbourhood parks function well as play and social spaces. Some neighbourhood parks in newer developments such as Crown Isle have limited accessibility, paths, play areas and gathering spaces. Some neighbourhood parks contain minimal or no amenities.

Linear Parks – The City has several clusters of linear parks. The most extensive and connected include the Valley View Greenway and Courtenay Riverway. Other linear parks that could be connected to each other or to other parkland include those at Arden Road and Cumberland and 20th Street.

Natural Parks – Courtenay has 22 natural parks. These provide outstanding opportunities to experience nature, but many do not have plans for their trail systems, amenities, nature interpretation, or management of resources.

Greenspace – There are multiple open spaces that do not support a significant amount of active use, three of which are around a hectare or larger. These are primarily treed lots and stormwater infiltration areas, and several are difficult to access. Some of these spaces could contribute to the supply of neighbourhood parks if they were improved with amenities and connected to the sidewalk network and trail system.

School Sites – School sites are also in variable conditions. Some school sites function as the park space within neighbourhoods, but the School District has limited funding for site improvements and maintenance. Facilities are typically better where PACs have become involved in fund-raising for new amenities.

Analysis

Many of Courtenay's parks have the potential to be exceptional places. An analysis and planning based on a broader vision for how these parks can meet the community's needs can provide the City with an improved parks system. This section provides an analysis of and identifies opportunities for existing parks, including those that would benefit from having a Park Plan.

COMMUNITY PARKS

PARK	DESCRIPTION / STRENGTHS	CHALLENGES
Bill Moore Park	Large park with overlapping football and ball diamonds, concession, field lighting, clubhouse, lawn bowling, playground and washrooms Has space for additional recreation amenities	Poorly designed, resulting in leftover spaces between sports fields, sloped area limits uses, parking lot bisects the park Rapidly deteriorating underground infrastructure, e.g., irrigation and drainage
Crown Isle Park	Located in a growing area of the City where there are no other existing parks	Currently undeveloped and isolated
Lewis Park	Popular park with many amenities including a concession, three ball diamonds, tennis courts, skate park, washrooms, outdoor stage, horseshoe pits, field adjacent to Lewis Centre and outdoor pool, wading pool and water park, destination for tubing from Puntledge Park	Various issues include overlapping outfields, one ball diamond oriented towards sun, some amenities need upgrades or improvements (incl. spray park, tennis courts), river infrastructure needs upgrades, horseshoe pitch not well used, stage location has challenges, insufficient parking This site suffers from ground settlement and regular flooding during the winter season
Marina Park	A small, riverside park along the Riverway with boat launch	Open space area cut off from marina, informal watercraft storage, Rhododendron gardens
Martin Park	Contains open, unprogrammed space with mature trees, a lacrosse box with bleachers, washrooms and a ball diamond	Park entry dominated by parking and boards of arena Used for pickleball but surface cracks are a concern
Puntledge Park	Popular destination with exceptional natural features, a playground and washrooms; launch point for tubing; site of annual kayak gathering	Infrastructure needs renewal; walkway and bridge limit accessibility; access to the river is challenging
Riverside Park	Central, riverfront location, washrooms, outdoor exercise equipment, proximity to 5th Street improvements	Small size, river infrastructure needs upgrades, washrooms disconnected from park, poor physical and visual connection to river (hedge along edge)
Rotary Sky Park	Unique and fairly new accessible playground, seaside location, large trees, one portable toilet, and connection to Riverway Destination park for residents and visitors	Small size and sloped terrain limit opportunities for major new development Park would benefit from more gathering space and a permanent toilet

Simms Millennium Park	Large, partly forested riverside park with trails, covered outdoor stage and washrooms	Some security concerns with BBQ area and pavilion that are increasingly used by those experiencing homelessness, boat launch not well known or used
Standard Park	Riverfront park with large trees, benches, two volleyball courts; washroom, well-used as hub for the Mile of Flowers and as connection to Riverway	User group would like more volleyball courts and lights on courts, picnic space not sufficient for the gatherings
Valley View Park	Large park with three ball diamonds overlapping sports fields, soccer club, washrooms and showers, large skate park; adjacent to largest elementary and high schools Fields could support more use based on field construction/maintenance and booking data	Limited trees
Woodcote Park	Sports field with soccer nets and small bleachers, washrooms, and a playground Central location, large enough for additional amenities Fields could support more use based on field construction/maintenance and booking data	Relatively few amenities, lack of trees

NEIGHBOURHOOD PARKS

Courtenay's neighbourhood parks are grouped for analysis according to similarities in their characteristics, challenges and opportunities.

PARK	DESCRIPTION / STRENGTHS	CHALLENGES
Trumpeter Glen Park, Knights of Columbus Park, Idiens Park, Sunrise Park, Cooper Park, Maple Park, Malcolm-Morrison Sr. Park, Krebs/ Larsen Park, Galloway Park, Hawk Glen Park	These parks satisfy the requirements of a neighbourhood park	There is no guidance on what should replace playground equipment that is aging or removed
Walbran Park, Monarch Park, Ashwood Park, Hebrides Park, Cenotaph Park, Sussex Park, Harmston Park	Serve largely as places for community mailboxes with mowed grass May contain some benches or picnic areas	Lack amenities such as play equipment and trails

Hobson Park, Inverclyde Park, Elderberry Park	Partially or largely forested	Lack amenities such seating / picnic areas or need upgrades to play equipment
Cliffe & 5th Park	This pocket plaza is a central, treed area that is across from another small urban plaza	Plaza amenities may not reflect the importance of this downtown space
Cottonwood Community Garden	Former community garden, pathway, benches	Currently overgrown and unused, challenges with use by those experiencing homelessness

> "We should really focus on our waterfront as a seawall for commuters to and from Courtenay and Comox walking and cycling" –*Survey respondent*

LINEAR PARKS

PARK	DESCRIPTION / STRENGTHS	CHALLENGES
Courtenay Riverway, Arden Road, Cumberland & 20th, Rosewall Buffer Park, Hawk Greenway, Idiens Greenway, Crown Isle Greenway	These parks satisfy the requirements of a linear park	Tree decline is difficult to address due to access issues Dumping and trespassing by neighbours
26th Buffer Park, Ryan Road and Cowichan Avenue, Crown Isle the Rise, Ryan Road and Crown Isle Blvd	Corridors of parkland through developments	These parks lack trail amenities
Rotary Trail	Trail amenities are nearby on E & N	There are not sidewalks connecting to the Rotary Trail on all streets
Valley View Greenway	Trail corridor is well-used, including by kids going to school	Tree stability and erosion concerns, issues with creek and culverts, not well maintained

There are some existing linear parks that would not be accepted as park in the future, e.g., Rosewall Buffer Park, 26th Buffer Park. These are examples of parks that should either be incorporated within a private lot (e.g., where the main purpose is a tree buffer for the land use), or designated as highway (where the primary purpose is to accommodate a connecting trail). An evaluation of the costs versus benefits on these corridors could help guide consideration of disposition or repurposing where appropriate.

NATURAL AREAS

Natural Areas are grouped into two categories - those that function like a park and those that are more like protected environmentally sensitive areas. Natural areas that perform like parks, with looped trails, signs and other amenities, are analyzed below:

PARK	DESCRIPTION / STRENGTHS	CHALLENGES
Hurford Hill Nature Park, Lerwick Nature Park, Vanier Nature Park, Sandwick Park, Millard Creek Park, Roy Morrison Park, Condensory Park	Large forested areas with existing trails that could serve multiple neighbourhoods throughout the City Comox Valley Land Trust has covenants and ongoing initiatives in Vanier Nature Park, Sandwick Park and Hurford Hill Nature Park	Vanier Nature Park contains invasive species such as ivy and blackberry (other parks may also) All of these parks have unmapped informal trails Guiding documents like park management plans may be lacking
Air Park	An intertidal stormwater pond along the Courtenay Riverway; has a trail and shelter with interpretive signage	Parts of the trail experience winter wash-outs and erosion Asphalt heaving is an ongoing concern Walkway is used as a transportation corridor for mobility scooters so it needs a smooth surface Low-flying planes and potential accidents due to these aircraft are a concern
Bear James Park, Capes Park, Morrison Creek Park, 13th Street Park, Cousins Park, Dogwood Park, Millard Creek Park and Condensory Park	Forested areas located adjacent to trail network Capes Park is next to a historic homesite that has tourist accommodations	Not many trails in these parks Some parks such as Capes Park have unmapped trails
Tarling Park (Tarling Antique Machinery Park is future name per land title)	Forested park, contains an old homesite, machinery, and arbour with unique character	Homesite appears neglected Intent of donation to display antique machinery for the public is not fulfilled
McPhee Meadows	Large, riverfront location with great potential	Access is currently restricted and flooding occurs Lack of vision, plan and design Undeveloped and unfunded
Crown Isle 150-yr Grove	Prominent location on Lerwick Road within the Crown Isle community	Site is intended to regularly flood as wetland habitat

Natural Areas that perform like protected environmentally sensitive areas are described below:

PARK	DESCRIPTION / STRENGTHS	CHALLENGES
Piercy Creek Greenway, Cruikshank Ave Park, Hunt & Tunner Park, Lawrence Burns Park, Capes Park, Ronson Road	Large parks with many large trees	Lack trails and proper connections to surrounding neighbourhoods, sidewalks and bike lanes

> “Any opportunity to squeeze in some greenspace is welcome.” –*Survey respondent*

GREENSPACES

Courtenay’s largest greenspaces that have potential to offer recreation values are analyzed here.

PARK	DESCRIPTION / STRENGTHS	CHALLENGES	OPPORTUNITIES
Lower Ridge Park, Malahat Storm Park, Muir-McLauchlin Park and Blue Jay Park	Have good access and some trails, Muir-McLauchlin Park is primarily made up of stormwater ponds, the primary function of Malahat Storm Park and Lower Ridge Park is stormwater management	Few amenities	Would benefit from having amenities such as benches to encourage use
Cruikshank Park		Inaccessible, location lacks neighbourhood park access	Would benefit from being better connected to surrounding neighbourhoods and North Island College lands, which could happen with a hillside trail linkage Could offer neighbourhood park amenities
Fitzgerald Park, First Street Park		Inaccessible	Would benefit from having a trail or being better connected to trail system
Tunner Park	Fenced, largely a drainage channel	Very dense vegetation	Would benefit from a trail and some vegetation thinning

Key Community Input on Park Design

The community was not asked for comments on specific parks, but some comments were provided as follows:

- add a community garden to Riverside Park
- improve access to a "wild area and wild swimming spot" on the Puntledge River at Lewis Park
- open McPhee Meadows for public access
- redesign Lewis Park
- Improve Harmston Park, considering a dog off-leash area and a playground

Park Design Recommendations

The following are proposed recommendations for park design.

Park Plan – plan for the design of parks, including new amenities, through a full community engagement process

Park Management Plan – plan for natural parks that focuses on the protection and management of natural resources, including for parks where the City may not be the guardian

PLANNING AND DESIGN

3.2.1 Apply the design guidelines below to the design of new and upgraded parks.

- Use universal design principles to welcome all park visitors, including some pathway loops that are fully accessible in City-wide parks, and other parks where possible
- Encourage parks to include gathering places, with seating and spaces appropriate for picnics and group activities according to the type and size of the park
- For parks that include parking areas, design the parking efficiently, minimize the amount of hard (or gravel) surface, and keep the parking as close to the perimeter of the park as possible
- For large parking lots, include trees, planting and rain gardens during upgrading projects or new construction
- Plant trees in parks to the degree possible for shade and as a contribution to the urban forest
- Use Crime Prevention through Environmental Design (CPTED) principles, balancing these with the need to protect and enhance habitats
- Provide seating in all parks with significant levels of use

- Design parks with the goal of increasing creativity and interest, e.g., more interactive play environments and equipment, allow children to experience more nature in parks, and provide options for all ages of children, youth and adults
- Explore opportunities to integrate outdoor exercise equipment in or near playgrounds in community parks
- When planning and designing new parks, consider life cycle cost analysis and water and energy consumption
- Design parks with consideration for protection and enhancement of environmental resources and include rainwater/stormwater infiltration where possible
- Celebrate local artists in parks, with more public art such as murals, mosaics, and sculptures

Universal Design involves designing spaces so that they can be used by the widest range of people possible. Universal Design evolved from Accessible Design, a design process that addresses the needs of people with disabilities. Universal Design goes further by recognizing that there is a wide spectrum of human abilities. Everyone, even the most able-bodied person, passes through childhood, periods of temporary illness, injury and old age. By designing for this human diversity, we can create things that will be easier for all people to use. Universal Design makes places safer, easier and more convenient for everyone.

3.2.2 Conduct Park Plans using the process below:

- Inform the relevant City residents of the process and consult with and involve those interested in each park; for Community Parks, inform the entire City; for Neighbourhood Parks, inform those within the catchment; for all parks, inform stakeholders
- Conduct thorough site inventory and analysis, including potential environmental, archaeological, geotechnical, and transportation analyses depending on the location
- Obtain input from park users and stakeholders on their patterns of use, interests, needs, etc.
- Conduct focus group sessions to discuss park strengths, challenges, vision, objectives, and potential recommendations
- Prepare a park vision, objectives and program of amenities and activities (could include options)
- Prepare optional park concept plans

- Obtain community input on the park concept plan options
- Prepare a draft Park Plan and obtain input
- Prepare final Park Plan

Parks identified as needing plans are listed below:

PARK	CONSIDERATIONS FOR PLANNING
Bill Moore Park / Dogwood Park	Consider an off-leash dog area on the slope or adjacent to Rotary Trail, and courts for basketball, beach volleyball
Lewis Park	Consider multiple uses and spaces including the following: • an improved event space, potentially relocating the stage • looped trails and improving pedestrian connections to the river as part of dike upgrades • tubing destination amenities • outdoor skatepark • naturalizing and regrading a portion of the park to accommodate stormwater and flood water • relocating some of the sports facilities to other parks (especially tennis courts that are costly to maintain in a floodplain)
Puntledge Park	Improve the transition between the open space and the riverfront, and consider amenities for larger numbers of visitors, more picnic facilities, an improved launch area, amenities for tubing, and upgraded pedestrian paths with looped trails (including the foot bridge)
McPhee Meadows	Prepare a Park Plan that will establish this as a community park, including consultation with the donor family. Analyze and plan site to include park amenities and trail connections
Harmston Park	If this is dedicated as a park, identify the amenities desired by the surrounding neighbourhood as a basis for planning

3.2.3 Prepare Park Management Plans for natural areas using the process below:

- Inform the relevant City residents of the process and consult with and involve those interested in each park; for major Natural Areas, inform the entire City; for other Natural Areas, inform stakeholders
- Work with Comox Valley Land Trust on parks where they have interests
- Conduct an inventory of natural resources
- Prepare strategies for vegetation management, including weed/invasive species control and potential native planting

- Plan for natural corridors within and between parks to provide connectivity for wildlife where possible
- Identify trail systems and supporting infrastructure to provide varied and interesting experiences to visitors while protecting environmentally sensitive areas and features
- Consider other amenities the park could support without negative environmental impacts
- Protect and enhance fisheries values in riparian areas
- Establish interpretive programs, including signs, online resources, and activities where applicable

Parks identified as needing Park Management Plans are listed below:

PARK	CONSIDERATIONS FOR PLANNING
Hurford Hill Nature Park	Consider the open, grassy space for a disc golf course
Lerwick Nature Park	Formalize pathways and manage vegetation based on best arboricultural practices
Vanier Nature Park	Consider enhancement and protection of this Garry Oak forest
Sandwick Park	Consider a perimeter path Formalize pathways and manage vegetation based on best arboricultural practices
Millard Creek Park	Establish pathways and manage vegetation based on best arboricultural practices
Condensory Park	Establish pathways and manage vegetation based on best arboricultural practices
Crown Isle 150-yr Grove	Consult with the community on a vision and design for this space

3.2.4 Crown Isle Park – Assess future needs depending on the development proposed in the surrounding area.

- Consider community or neighbourhood park development, or disposition of all or a portion of the site

CAPITAL DEVELOPMENT

3.2.5 Work on improving community parks as opportunities arise.

- Parks identified for potential improvements are listed below:

PARK	POTENTIAL IMPROVEMENTS
Bill Moore Park / Dogwood Park	Phased implementation of Park Plan
Lewis Park	Phased implementation of Park Plan
Puntledge Park	Phased implementation of Park Plan
McPhee Meadows	Phased implementation of Park Plan
Harmston Park	Phased implementation of Park Plan
Marina Park	Consider formalizing the watercraft storage
Martin Park	Consider improving the park entry, adding more paths, and improve the courts for pickleball and lacrosse use
Riverside Park	Consider improving access to the waterfront as part of dike upgrades, and consider new uses that could further animate the park, e.g., riverfront trail, community gardens
Rotary Skypark	If the park can be expanded, consider additional amenities and gathering places so the park can serve a larger role along the Courtenay Riverway
Simms Millennium Park	If a pedestrian bridge on 6th Street is built, improve trail connections and review the viability of a boat launch near the bridge Upgrade the park to improve its capacity and functioning for special events, potentially through partnership or grant contributions
Standard Park	Consider lighting the volleyball courts and expanded gathering spaces, with picnic shelters and/or BBQ areas
Valley View Park	Consider more perimeter tree planting and looped paths Consider pickleball courts
Woodcote Park	Consider tree planting, a perimeter pathway, seating, and amenities desired by the neighbourhood

3.2.6 Work on improving neighbourhood parks as opportunities arise.

- Parks identified for potential improvements are listed below

PARK	POTENTIAL IMPROVEMENTS
Walbran Park Monarch Park Ashwood Park Hebrides Park Cenotaph Park Sussex Park Harmston Park	Introduce park amenities such as seating / picnic areas and play equipment
Hobson Park Inverclyde Park Cottonwood Community Garden Elderberry Park	Improve park amenities such as seating / picnic areas and upgrade play equipment
Cliffe & 5th Park	Add a well-marked street crossing and clear linkages to the Courtenay Riverway through the City-owned "Bridge" building

3.2.7 Work on improving natural areas and green spaces in collaboration with partners as opportunities arise.

- Parks identified for potential improvements are listed below

PARK	CONSIDERATIONS FOR PLANNING
Hurford Hill Nature Park	Per Park Management Plan
Lerwick Nature Park	Per Park Management Plan
Vanier Nature Park	Per Park Management Plan
Sandwick Park	Per Park Management Plan
Millard Creek Park	Per Park Management Plan
Condensory Park	Per Park Management Plan
Crown Isle 150-yr Grove	Per Park Management Plan
Air Park Bear James Park Capes Park Morrison Creek Park 13th Street Park Cousins Park Dogwood Park Condensory Park Piercy Creek Greenway Cruikshank Ave Park Hunt & Tunner Park Lawrence Burns Park Ronson Road	Improve parks with more looping trails and connections to the City trail system
Tarling Antique Machinery Park	Work with community organizations to establish the site to be used in perpetuity as a museum and museum park, as land title documents require
Lower Ridge Park Malahat Storm Park Muir-McLauchlin Park Blue Jay Park	Add amenities such as benches to encourage more use

3.3 PARK AMENITIES

KEY FINDING

The City has some excellent park amenities, but in general the parks are underdeveloped with outdated infrastructure and some popular amenities lacking.

KEY STRATEGY

Focus efforts on adding and improving amenities in the City's parks.

Description

This section includes a review of the recreation amenities in parks throughout Courtenay (except for trails that are discussed in section 3.4, and the outdoor pools in section 5.0), and an analysis of their strengths and challenges in relation to trends.

In the summer of 2016, condition assessments were conducted for many of Courtenay's park amenities, and that information forms the basis for most of this analysis (Map 3). Assets were rated according to the following scale:

RANK	DESCRIPTION OF CONDITION
1	Very Good Condition – only normal maintenance required
2	Minor Defects Only – minor maintenance required (5%)
3	Maintenance Required to Return to Accepted Level of Service – Significant maintenance required (10-20%)
4	Requires Renewal – Significant renewal / upgrade required (20 – 40%)
5	Asset Unserviceable – Over 50% of asset requires replacement

The most common score was 3. The following table describes the locations of the various amenities and a summary of their condition (numbers in brackets in the Location column indicate the number of amenities, where this is more than one). Where original condition assessments were not available, City operations staff provided input.

AMENITY	LOCATIONS	CONDITION SUMMARY
Ball Diamonds	Bill Moore Park (2), Martin Park, Lewis Park (3), Valley View Park (3)	Valley View Park diamonds rated 2 Lewis Park rated 4 (floodplain, poor construction) Bill Moore Park rated 3.5 (drainage issue limits early season play)
Basketball	Bill Moore Park (half court in parking lot), Hobson Park, Krebs Park, Lewis Park, Maple Park, Martin Park, Trumpeter Glen Park, Woodcote Park, LINC Youth Centre, Sandwick Park (half court)	Court at Hobson Park was rated 4 No basketball courts were rated 5 out of 5
Benches	There were 83 benches across the City included in the 2016 Condition Assessment	11 benches were rated 1 13 benches were rated 4 No benches were rated 5 out of 5
Concessions	Bill Moore Park, Lewis Park, Valley View Park	Concessions were in good shape in Bill Moore Park and Valley View Park (likely 3), but rough shape in Lewis Park (likely 5)
Community Gardens	6th Street and Harmston, plus multiple community gardens on school sites	Rated 3 Under contract for management
Disc Golf	Only available in Comox	
Fitness Area	Riverside Park	Rated 4 and 5, weathering, components are missing with some equipment ready for renewal
Horseshoe Pitch	Lewis Park	Considered a 4, more maintenance would raise it to 3
Kayak / Canoe Launches / Docks	Courtenay Marina Park, Simms Millennium Park	
Lawn Bowling	Bill Moore Park	Building was rated 1 Turf was rated 3.5, more maintenance would raise it to 2
Marina	Courtenay Marina Park	
Playgrounds	Bill Moore Park, Cooper Park, Galloway Park, Hawk Glen, Hobson Park, Idiens Park, Krebs Park, Knights of Columbus, Lewis Park, Malcolm Morrison Sr. Park, Rotary Sky Park, Martin Park, Puntledge Park, Sandwick Park, Simms Millennium Park, Sunrise Rotary Park, Trumpeter Glen Park, Woodcote Park	Sunrise Park, Puntledge, and The Ridge play equipment were rated 1 Galloway, Malcom Morrison, Martin, Sandwick, Simms Millenium, Sussex were rated 2 Idiens, Rotary Sky Park were rated 2.5 Bill Moore, Cooper, Hawk Glen, Krebs, Maple were rated 3 Knights of Columbus (Tunner), Lewis, Woodcote were rated 3.5 Trumpeter Glen was rated 4 Hobson was rated 5

Picnic Areas	Bill Moore Park, Galloway Park, Hawk Glen Park, Hobson Park, Idiens Park, Krebs Park, Knights of Columbus Park, Lewis Park, Malcolm Morrison Sr. Park, Maple Park, Martin Park, Pinegrove Park, Puntledge Park, Riverside Park, Simms Millenium Park, Sunrise Rotary Park, Standard Park, Trumpeter Glen Park, Walbran Park	
Skate Parks	Lewis Park, Valley View Park, (LINC Centre indoor skatepark is in section 6.0)	Lewis Park Skate Park was outdated and in poor condition, rating of 5 Valley View was rated 2
Sports Fields	Bill Moore Park, Lewis Park, Valley View Park (2 are City, 1 is School District with a management agreement with City), Woodcote Park, Martin Park, Vanier (George P) Secondary synthetic turf	Valley View Park fields were rated 2 Woodcote and Martin were rated 2.5 Bill Moore Park was rated 3.5 Lewis Park was rated 4
Sports Courts	Martin Park	Rated 3.5, will require renewal due to increased use by pickleball
Spray Park	Lewis Park	Rated 3 Facility was getting older
Tennis Courts	Lewis Park (4)	Rated 4, rough condition, subsidence causing cracks in courts, fences in poor condition, fly balls go into courts in this location
Volleyball Courts	Lewis Park (grass), Standard Park (2) (sand)	Rated 2, good condition
Washrooms	Lewis Park, Rotary Sky Park, Martin Park, Puntledge Park, Riverside Park, Simms Millennium Park, Standard Park	The washrooms in Lewis Park and Puntledge Park were rated 3

Analysis

This section includes commentary on the park amenities. Input received from the community is also included.

PLAYGROUNDS, SPRAY PARKS AND OUTDOOR FITNESS AREAS

Courtenay has play structures distributed across the City. There is a wide variation in the type and condition of the play equipment. Trends in playgrounds are to incorporate more creative play elements and nature. These are sometimes called “natural” playgrounds, and there is increasing literature on the importance of higher risk play environments to help children understand

challenges, build self-esteem, and develop ways of cooperating with each other. It is also beneficial for families to have access to picnic tables, benches and shade trees near play structures.

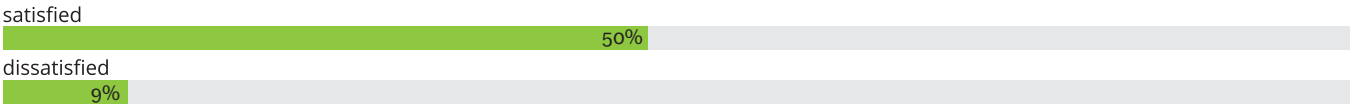
The City's spray park at Lewis Park is popular. Trends in spray parks are to use thematic pieces that are unique to the community, to provide distinct spaces and play elements for toddlers, to use recirculating water systems, and to incorporate benches and platforms for adults and children taking breaks.

The one set of outdoor fitness equipment is located in Riverside Park, and it is well used; however, its condition has deteriorated. If the City wishes to consider more exercise equipment, it typically works best in locations with high public use or close to a recreation centre where instructors can direct participants on how to use the equipment. Another trend is to incorporate single pieces of fitness equipment within or near playgrounds to offer multi-generational opportunities.

Community Input on Playgrounds, Spray Parks and Outdoor Fitness Areas

Read as - 45% of survey respondents had someone in their household "visit a playground or spray park" within the previous year

SATISFACTION FOR PLAYGROUNDS AND SPRAY PARKS



Read as - 50% of survey respondents were satisfied with "playgrounds and spray parks"

- Multiple community survey respondents requested more playgrounds (14), replacement of deteriorating playground equipment (12), and better and more accessible playgrounds; Puntledge Park was mentioned multiple times for playground upgrading; comments were also made about upgrading school playgrounds

- Focus group participants requested more creative playgrounds, and outdoor play areas and natural spaces near child care centres and preschools

- The following are locations mentioned in the survey for new or better playgrounds

  - Crown Isle area
  - Harmston Park
  - Mission Road Area
  - Costco area
  - Lower Valley View (e.g., Hawk and Hobson).
  - Corner of 5th and England (vacant lot)
  - Trumpeter Glen and Hobson park
  - Hawk Glenn

SPORTS FIELDS AND BALL DIAMONDS

The City has some good fields, which are complemented by good fields at the high schools and smaller, less-used fields at the elementary and middle schools. GP Vanier Secondary School has a synthetic turf field that is heavily used. Some of the sports user groups in Courtenay have requested additional synthetic turf fields. There is a wide range in the supply of these fields in other communities; in the Fraser Valley, there is approximately 1 field/31,000 population. The trend is to locate these fields at high school as their use can be maximized by supporting student use during school hours and community use at other times.

This project did not include a detailed analysis of the use of sports fields and ball diamonds. A high-level overview shows fairly high participation in soccer and slopitch. Other field sports include football, baseball, lacrosse, ultimate, and a small amount of field hockey.

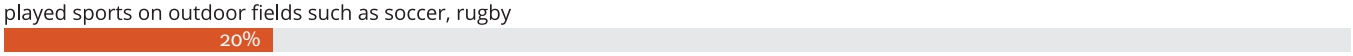
The following are some of the patterns of use of the sports fields based on review of typical weekly schedules for park and school fields in March, May, July and October:

- the synthetic turf field at Vanier is used heavily in March, May and October, with lower use in the summer
- Bill Moore, Lewis, and Valley View are used consistently in the evenings in May and October
- Isfeld Secondary and Queneesh Elementary are used consistently in the evenings in May, July and October
- Most of the evening use is scheduled Monday to Thursday only
- Weekend bookings of fields are low
- There are few bookings at Woodcote, Martin, and the other elementary schools; Woodcote is a good sports field in a central West Courtenay location

There may be opportunities to schedule more use of existing fields if groups are willing to adjust their schedules. There may also be opportunities to improve some of the fields so they can support more use. Once the use of fields is maximized, with respect for field condition, the City may need to provide new sports fields and ball diamonds to support population growth.

Key Community Input on Sports Fields and Ball Diamonds

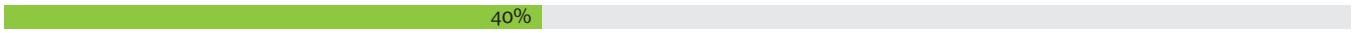
played sports on outdoor fields such as soccer, rugby



Read as - 20% of survey respondents had someone in their household "play sports on outdoor fields" within the previous year

SATISFACTION

satisfied



dissatisfied

Read as - 40% of survey respondents were satisfied with "sports fields and ball diamonds"

- Survey respondents requested more multi-use fields (9) available for rugby and soccer with lights, commented on sun angle and drainage issues with the ball diamond at Lewis Park, and requested access to washrooms and change rooms at the Vanier synthetic turf field
- More baseball diamonds were requested (4)
- Focus group participants had similar requests, including a ballfield complex, rugby field with clubhouse, and an additional multi-purpose synthetic field with lights

COURTS

Courtenay has four tennis courts, located in Lewis Park, and they are shifting and cracking as they are built over a landfill site and they are within the floodplain. Whereas tennis participation had been declining a decade and more ago, it is experiencing a resurgence in many communities.

Pickleball is extremely popular, particularly among older adults. Courtenay has no dedicated outdoor pickleball courts and pickleball is currently played outdoors in the sports court (lacrosse

box) at Martin Park and on the practice tennis court at Lewis Park (indoor use is in section 6.0). With Courtenay's population and demographics, it would be appropriate to consider some pickleball courts, potentially developed in partnership with pickleball players.

While in some communities, tennis and pickleball players negotiate in competition with each other, this is usually where tennis courts have had pickleball lines added to them or where tennis courts have been converted to pickleball courts. In other communities, especially where new courts are being planned, tennis and pickleball players have found that they share many interests and infrastructure needs. There are numerous people who play both sports, and even more who transition from tennis to pickleball.

The only sports court is in Martin Park and this court is also used for lacrosse and pickleball. This court is aging and the surface is not level. Sports courts are being built in many communities because of their ability to support a variety of activities, including toddlers on tricycles or learning to bike, basketball, roller hockey, and ball hockey. In some cases, lacrosse boxes are also built as multi-use courts.

Sand volleyball is popular in the City, and there are requests from players for additional volleyball courts. There may be suitable space for courts in Bill Moore Park.

Key Community Input on Courts

SATISFACTION FOR OUTDOOR BASKETBALL AND VOLLEYBALL COURTS

Read as - 15% of survey respondents had someone in their household who "played tennis outdoors" within the previous year

Read as - 20% of survey respondents were satisfied with "outdoor basketball and volleyball courts"

- Survey respondents had high satisfaction for outdoor tennis courts
- Survey respondents were equally split between those satisfied and unsatisfied with outdoor pickleball courts
- Many survey respondents wrote comments requesting more pickleball courts (65) and more tennis courts (28), with some requesting more sand volleyball courts (9)
- More specific comments by community survey respondents included needs for tennis court resurfacing, better outdoor pickleball courts, and opinions for and against shared tennis/pickleball courts
- Focus group participants had similar requests

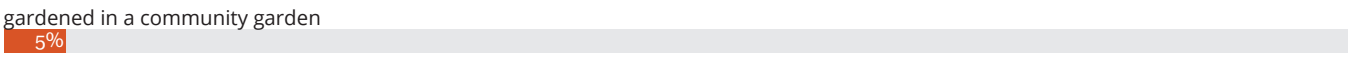
COMMUNITY GARDENS

There are currently three community gardens in Courtenay. The garden at 6th Street and Harmston is operated by a local community organization; it was granted a five-year land-use agreement in 2014. Two other community gardens operate on School District sites at Lake Trail Secondary and Courtenay Elementary. Community gardens are typically most successful in residential areas with small lots and multi-family developments where residents do not have space for their own gardens. Despite this, these gardens can be important socially and can be popular in traditional residential areas.

Community gardens enhance the food security and resilience of a city, with important social, environmental and economic roles. They also provide important social spaces where community members can gather outside, interact and stay active. Community gardens are one component of urban agriculture that can also include community-based food production and community kitchen programs, where community groups work together to produce food on public land. Another option is a program in which individual residents register to develop and maintain their own garden plot.

Underused urban open space can be ideal for community gardens, , boulevards, road bulges, or planting areas in parks or around civic buildings. Alternatively, shared harvesting can take place on private lands and residential backyard gardens. Some infrastructure is required for gardening, such as garden boxes, raised planters, tool sheds, and access to running water. Additional amenities that can enhance gardening spaces include benches, shade trees and picnic shelters. In most municipalities, community gardening and other forms of urban agriculture are organized and promoted by volunteer groups. It will therefore be up to local groups to determine the interest for more community gardens in Courtenay. Potential locations include Bill Moore Park and Cottonwood Community Garden (which is not currently an operational community garden).

Key Community Input on Community Gardens



Read as - 5% of survey respondents had someone in their household who "gardened in a community garden" within the previous year

- Community survey respondents in West Courtenay placed much higher importance on community gardens
- One survey respondent indicated that LUSH is seeking more locations for community gardens
- Focus group respondents requested more community gardens plus other forms of urban agriculture, e.g., orchards, gardens, farmers' markets (including one downtown)

DOG OFF-LEASH AREAS

Courtenay does not have any dog off-leash areas, but receives requests for them. Owning dogs provides many social and health benefits to people; it is also a challenge to manage dogs within parks. With the growing populations of humans and dogs, conflicts among park users with and without dogs have increased. These circumstances are typically addressed through the provision of a range of dog-related amenities and dog management strategies.

There is a trend towards providing different types of dog off-leash areas within communities and providing these within walking distance of as many residents as possible. The types of dog amenities can include destination dog parks, off-leash trails, water access for dogs, open unfenced grass areas, smaller fenced parks or exercise areas, and small dog relief areas near multi-unit buildings. Providing adequate opportunities for dog owners and a clear and communicated dog management strategy can help to reduce the conflicts associated with dogs in parks.

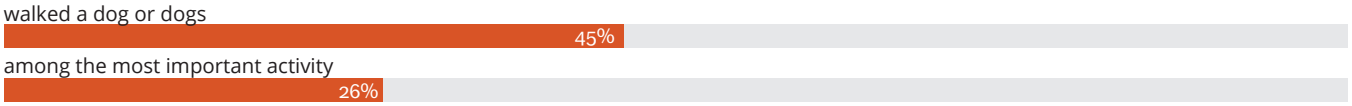
There is research showing that dogs can have significant negative effects due to trampling of vegetation within several metres of paths through natural areas. Most communities that allow dogs off-leash on trails locate these in the least environmentally sensitive locations, and provide alternate trails where dogs must be on-leash. The potential for off-leash trails in natural areas in Courtenay will need to be determined through park planning processes.

There are several dog off-leash areas just outside City e.g., Exhibition Grounds, Goose Spit, Cumberland.

Key Community Input on Dog Off-leash Areas

SATISFACTION FOR PLACES TO WALK DOGS

Read as - 37% of survey respondents were satisfied with "places to walk dogs"



Read as - 45% of survey respondents had someone in their household who "walked a dog or dogs" within the previous year

- Many survey respondents wrote comments requesting an off-leash dog park (34) or two
- Focus groups echoed this request plus more enforcement of dog regulations

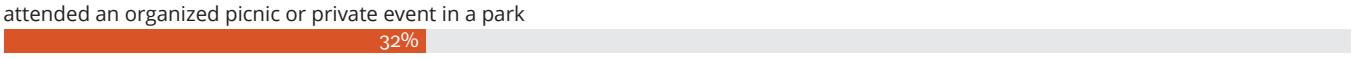
PICNIC FACILITIES, SHELTERS AND BENCHES

Courtenay has an abundance of areas that support picnicking. Picnicking is an accessible, low-cost activity that can bring people together for high quality social and recreation experiences. The City will need to upgrade these sites as needed, and to determine the level of infrastructure suitable for each picnic site, ranging from one picnic table to covered structures and BBQ facilities.

Benches improve the accessibility and enjoyment of existing parks and trails, especially when placed in attractive locations, near playground and other amenities, and under shade trees. As the population grows and use increases, more benches will be needed.

Key Community Input on Picnic Facilities, Shelters and Benches

- Some survey respondents and focus group participants suggested more picnic tables and picnic areas in parks and along trails



Read as - 32% of survey respondents had someone in their household who "attended an organized picnic or private event in a park" within the previous year

WASHROOMS AND CONCESSIONS

There are washrooms in seven of Courtenay's parks. Washrooms in parks have become challenging to manage as they are often targets of vandalism and inappropriate uses. On the other hand, they are critical to public enjoyment of parks and trails. Various security systems and styles of washrooms have been developed to address these challenges. Residents also requested access to water fountains.

Three of the City's parks have concessions, and the one in Lewis Park is at the end of its lifespan. Concessions can be successful in parks where there is significant use for extended periods. Otherwise, it is difficult to justify this level of infrastructure. Municipalities rarely run concessions as a service; rather most concessions are leased to third-party operators, or there are agreements with non-profit groups. Some community groups rent concessions and others obtain access at no cost as they use them as fund-raisers. As concessions age, many municipalities are looking at food trucks instead, as these can be deployed as needed without any ongoing costs.

Key Community Input on Washrooms and Concessions

SATISFACTION WITH PUBLIC WASHROOMS

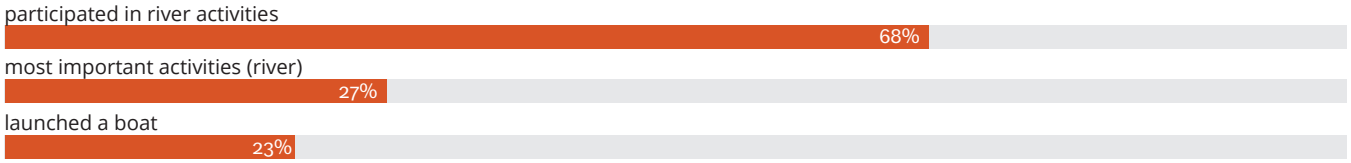
Read as - 30% of survey respondents were satisfied with "public washrooms"

- Many survey respondents wrote comments requesting more washrooms in parks and along trails (11), and improved maintenance of washrooms (6), with specific suggestions including provision of personal hygiene items (e.g., hand sanitizer, paper towels), keeping washrooms open year-round, and accessible washrooms
- Focus group participants had similar comments and suggested improving existing washrooms

INFRASTRUCTURE FOR RIVER ACTIVITIES

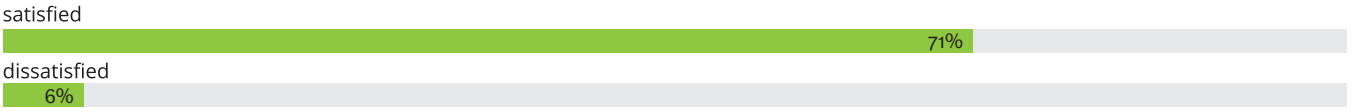
River activities, particularly swimming and tubing in the Puntledge River, are unique activities that are extremely popular in Courtenay.

Key Community Input on Infrastructure for River Activities



Read as - 68% of survey respondents had someone in their household who "participated in river activities" within the previous year

SATISFACTION FOR SWIMMING/WATER ACTIVITIES



Read as - 71% of survey respondents were satisfied with "swimming/water activities"

SATISFACTION WITH ACCESS TO THE RIVER FOR LAUNCHING WATERCRAFT

Read as - 32% of survey respondents were satisfied with "access to the river"

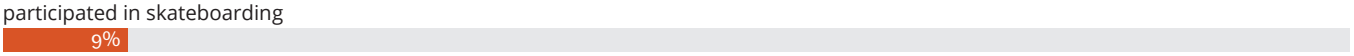
- Focus group participants suggesting more infrastructure for tubing and naturalizing river edges

SKATE PARKS AND BIKE SKILLS PARKS

Courtenay has two outdoor skate parks, one at Lewis Centre and the other at Valley View Park, where maintenance is shared with Comox. There is also an indoor skatepark at the LINC Youth Centre. There are no mountain bike skills parks in Courtenay, though the skateparks are used by bikers. The Village of Cumberland has excellent facilities for mountain bike skills, which serve the major regional needs.

Some communities are developing youth-oriented parks that combine multiple amenities such as skate parks, bike skills, basketball, loop paths and meeting places all at one location. Another trend is to integrate some small skate features and/or neighbourhood-level bike skills area within parks for beginners. It is best to work with local youth to identify their interests.

Key Community Input on Skate Parks and Bike Skills Areas



Read as - 9% of survey respondents had someone in their household who "participated in skateboarding" within the previous year

- Survey respondents had high satisfaction for skate parks for those who answered the question
- Three community survey respondents suggested a skate park in West Courtenay, as transit to existing skate parks was identified as an issue, and another skate park was also suggested in a focus group

DISC GOLF

Disc golf is a popular activity, and courses are usually initiated by local players. There are disc golf courses in Comox and Cumberland, but none in Courtenay.

Key Community Input on Disc Golf

- Some survey respondents and focus group participants expressed interest in a disc golf course in Courtenay

HORSESHOES

There is one horseshoe pitch in Lewis Park. It is in substandard condition and it does not receive much use.

Key Community Input on Horseshoes

- 1% of survey respondent households participated in horseshoes
- No comments were made on horseshoes

> "I would love to see better connectivity between the parks, such as designated bike routes or paths."
> *–Survey respondent*

Summary of Strengths and Challenges

STRENGTHS

Courtenay has a significant number of playgrounds

There is a wide variety of amenities throughout the City

Community parks are mostly large and have capacity for multiple activities and amenities

CHALLENGES

Some of the playgrounds have minimal equipment, some are aging, and few have innovative, creative designs

Some amenities are in need of upgrading and more creativity, e.g., playgrounds

There is a deficiency of some amenities at this time, e.g., dog off-leash areas

More amenities will be needed to serve the growing population

Park Amenity Recommendations

PLANNING AND DESIGN

3.3.1 Establish replacement cycles for park amenities as part of asset management, with the following as general guidelines:

- 10 - 15 years for playgrounds depending on their age and quality of construction
- 8 - 12 years for spray parks

3.3.2 Explore opportunities to collaborate with the School District on school site improvement projects that can also serve the community such as the following:

- playground projects
- another field upgrade, with options including another synthetic turf field with lights

3.3.3 Work with others in the region to explore potential locations for new sports amenities including the following:

- a ball diamond complex
- another synthetic turf field with lights
- pickleball courts

3.3.4 Explore opportunities for sports field users to expand their hours of use, e.g., to Friday evening and weekends.

3.3.5 Establish a new location for tennis, pickleball, and/or shared tennis/pickleball courts.

- potential location in Martin Park

3.3.6 Consider adding lights to sand volleyball courts at Standard Park and providing additional courts, potentially at Bill Moore Park.

3.3.7 Support groups interested in developing more community gardens.

- Help them to identify appropriate locations, and provide assistance as needed

3.3.8 Work with youth to identify needs related to youth parks, e.g., a skate park in West Courtenay, a neighbourhood level bike skills park.

3.3.9 If a group is interested in developing a disc golf course, work with them to identify an appropriate location and provide assistance as needed.

- Consider Hurford Hill Nature Park as a potential location in consultation with the Nature Trust

3.3.10 Consult with horseshoe players on a plan for removing the horseshoe pitch from Lewis Park.

- Determine if a smaller horseshoe amenity would be used there or in another location

CAPITAL DEVELOPMENT

Many of the capital development recommendations are captured in section 3.2. The following are recommendations that are not related to specific parks:

3.3.11 Add and upgrade the following amenities as part of park development:

- an average of one playground annually
- outdoor exercise equipment on the east side of Courtenay
- more or better sports fields as the population grows in collaboration with other jurisdictions in the Comox Valley
- pickleball and tennis courts
- additional sand volleyball courts

- two dog off-leash areas, one on each side of the City
- more picnic tables and benches in parks and along trails
- upgrade existing washrooms as needed, and provide more washrooms as a high priority, including washrooms in all community parks, and spaced a maximum of 4 kilometres apart along multi-use trails as a general guideline; provide water fountains at washrooms that have water services
- skate park and/or add bike skills or other youth amenities as determined through consultation with youth
- support urban agriculture including community gardens and edible plant gardens in designated areas

3.4 TRAILS

KEY FINDING

The City has extremely popular trails that are highly valued by the community, but links between the trails are lacking.

KEY STRATEGY

Expand the trail system to achieve more connectivity.

Description

The City has 35 kilometres (km) of mapped trails that include multi-use trails (paved or compacted gravel) and nature trails (gravel, dirt and grass surfaces) (Map 3). The multi-use trails, which are the City's signature trails, consist of the Valley View Greenway (2.7 km), the Courtenay Riverway (5.2 km), and the E & N Rail / Rotary Trail (2.5 km). A 172 km network of sidewalks complements the trails in the more urban areas.

The Valley View Greenway links Hurford Hill Nature Park with Valley View Elementary School and Mark R. Isfeld Secondary School. This trail system is contained within a linear park and is well connected to surrounding sidewalks and cul-de-sacs. There are some unstable trees and erosion issues along the trail due to bank erosion and culvert – stream interactions.

The Courtenay Riverway runs alongside the Courtenay River and Estuary from close to the south border of the City to 6th Street downtown. This is a highly-valued trail that links numerous community, neighbourhood and linear parks.

The E & N Rail / Rotary Trail runs north-west to south-east and bisects the west side of Courtenay from 29th Street to 5th Street. The railway tracks along this corridor remain, and a trail has been established beside them. A design concept for this trail's staging areas was recently completed to help make access points more inviting. The station house is owned by the Island Corridor Foundation.

A regional trail system connects Courtenay to other parts of the Comox Valley. The Royston Seaside Trail connects the south end of the City to Royston. The One Spot Trail extends from the north end of the City along Condensory Road towards Wildwood Interpretive Forest and Tsolum Spirit Park. Seal Bay Park has extensive trails north of the City boundary.

Analysis

TRAIL GAPS AND OPPORTUNITIES

The trails are great assets to Courtenay, and they are well used. The main challenge is a lack of connectivity between the various trail sections. Although the City has several extensive north-south trail connections on the west side, there are limited east-west connections in that part of the City. The east side has less connectivity in general.

Some short trail connections through developments, such as connections between cul-de-sacs, have historically been designated as parks. Since these serve mainly transportation objectives and may not have park values per se, the City would like to move towards designating these as "highways". This will enable these trail connections to be in addition to the 5% parkland dedication or cash in lieu.

There is potential to connect the multiple existing trails by adding connector trail segments. A connected trail system offers many benefits related to recreation, health and active transportation. The following are some of the factors that influence the opportunities and challenges related to additional trail development.

New Development

- Courtenay is growing as more retirees and young families move to the City. Existing neighbourhoods are expanding, and new neighbourhoods are being developed. This provides an opportunity for the City to require the planning and construction of new connecting trail systems by land developers.

Connecting West Courtenay to East Courtenay

- There are two bridges that connect the two sides of the City over the Courtenay River. It is challenging to cross these bridges as part of a trail experience. The main connection is over the 5th Street bridge, which has very narrow pedestrian walkways. The area east of the bridge contains two of the City's most well-used parks and a light industrial area with inconsistent sidewalks. Good connections from these two parks to the east communities are lacking. The Highway 19A bridge is 850 metres south and does not connect to any trails on the east side. The key opportunity in this area is to connect people from the trails on the west side of the river up to Lawrence Burns Park. New connections through this area will need to navigate the light industrial area, arterial roads, slopes, river channels and privately held farm lands.

- One way to improve the connection between the east and west sides of the City would be to build bridges that connect through Simms Park. One proposed bridge would lead into Simms Park from the base of 6th Street. Other bridges leading east out of Simms Park are made challenging by the Courtenay Slough Harbour. Because of the harbour, the slough is listed as a federal navigable water, so a new bridge over the slough would need to include a mechanism for raising the bridge to allow boats passage, adding significant costs. The backchannel also requires dredging to maintain access to the dock. If the harbour was relocated, building a bridge in this location would be easier and less costly.

Puntledge River Connection

- There are four major parks along the Puntledge River, which remain largely unconnected by the trail system. Connecting Bear James Park, Puntledge Park, McPhee Meadows and Condensory Park would be a logical way to connect this side of the City and to provide a unique amenity that would complement the Courtenay Riverway. However, much of the land between these parks is privately held, and there is little space to construct a new pathway along the steep and unstable river bank. Connecting these parks along the river would be an ambitious long-term goal. In the meantime, there are opportunities to improve wayfinding and sidewalks between these parks.

In Phase 1 of this project, 22 gaps were identified for on-site investigations of their opportunities and challenges (Parks, Recreation and Culture Analysis, 2017). The gaps were defined as important locations where improvements would greatly enhance connectivity.

Through consideration of community input, available resources, and integration with the City's Master Transportation Plan (being updated concurrently with this plan), 15 locations were identified as trail development priorities (Map 3 and Figure 3.6).

FIGURE 3.6: PROPOSED NEW AND IMPROVED TRAILS

	PROPOSED NEW AND IMPROVED TRAILS	PHASING	RATIONALE	LAND OWNERSHIP TYPES	APPROXIMATE DISTANCE (METRES)
1	Dingwall Hill and Connection to North Island College	Short	Connect Dingwall Road to Cruikshank Park and North Island College, high community interest, could be a popular staircase for fitness training as well as access	City land - Right of Way and Park	175
2	Valley View Greenway - Upper	Long	Existing trail needs improvement	City Park	480
3	Valley View Greenway - Lower	Short	Existing trail needs significant improvement	City Park	845
4	Lawrence Burns Park to Courtenay River	Medium	Connection needed between the east and west portions of the city, connecting parks and trails	Right of Way/Park, Private Land, Road Corridor	940
5	Lewis Park, North Entrance	Long	Better crossings and sidewalks needed to the north end of Lewis Park	Right of Way/Park, Road Corridor	115
6	Simms Park to West Courtenay	Medium	Improvement needed to the connection east from Simms Park to the 5th Street Bridge	Right of Way/Park, Private Land, Road Corridor	360
7	Anderton Avenue to 5th Street Bridge	Long	Improvements needed along Anderton Avenue and along the Courtenay Riverfront	Right of Way/Park	520
8	5th Street Bridge	Medium	Improvement needed to non-motorized access across the 5th Street bridge	Right of Way/Park	100
9	6th Street Pedestrian Bridge	Long	Pedestrian bridge over the Courtenay River at the east end of 6th Street would provide an attractive alternative to 5th Street	Right of Way/Park	95
10	Rotary Trail to Puntledge River	Short	Connecting the Rotary Trail north to the Puntledge River and existing and future parks and trails along the river would be a major asset to the community	Right of Way/Park, Private Land, Road Corridor	160
11	Cumberland Road to Krebs/Larsen Park	Long	Trail would Improve north-south neighbourhood connectivity along the western side of the City and links to parks	Right of Way/Park, Private Land, Road Corridor	485

FIGURE 3.6: PROPOSED NEW AND IMPROVED TRAILS (CONT)

	PROPOSED NEW AND IMPROVED TRAILS	PHASING	RATIONALE	LAND OWNERSHIP TYPES	APPROXIMATE DISTANCE (METRES)
12	Cumberland Road	Long	Intersection needs upgrading to improve connections to the surrounding neighbourhoods	Road Corridor	45
13	29th Street	Long	Improving 29th Street would help to connect the Rotary Trail and the Courtenay Riverway	Right of Way/Park, Road Corridor	470
14	Extension of Courtenay Riverway south to Beechwood	Short	Courtenay Riverway is very important to the community, need to close gap to regional district trail	Right of Way/Park	410
15	Extension of Courtenay Riverway south to regional district trail	Medium	Courtenay Riverway is very important to the community, need to close gap to regional district trail	Right of Way/Park, Private Land	590

Opportunities to increase connectivity within the Courtenay trail network were categorized by land ownership type, as this has a significant influence on implementation. The four types of land ownership categories are described below.

RIGHT OF WAY/PARK

These trails pass through existing parkland or rights-of-way (ROWs). ROWs were identified using the City's parcel data. Trails located within a park or ROW provide the best opportunities for increasing trail connectivity. Trails create minimal disturbance and do not restrict access to utility structures along the ROW. Undeveloped ROWs present opportunities to plan trails if new roads or utilities are built.

PRIVATE LAND

These trail connections run through privately owned parcels. Trails on private land may be possible through negotiations with the land owner; otherwise, these trails can be viewed as long-term aspirations to be implemented if/when development occurs or if the City wishes to acquire the land or easements.

LAND TO BE DEVELOPED

Some trails are being built adjacent to and through new developments. Additional trail connections will be added by developers as these areas expand. The City's park planners coordinate new connections through developing neighbourhoods with the Development Services Department.

ROAD CORRIDOR

Road corridor connections are proposed next to existing roads. Proposed connections within the road corridor are intended to improve the user experience through added sidewalks, shoulder improvements or new trail construction separated from the road surface.

FIGURE 3.7: TRAIL LAND OWNERSHIP CATEGORY

LOCATION TYPE	TOTAL LENGTH OF EXISTING TRAILS	TOTAL LENGTH OF PROPOSED TRAILS
Right-of-way/Park	36.11 km	17.64 km
Private land	2.52 km	16.31 km
Land to be Developed	2.69 km	4.93 km
Road Corridor	3.26 km	6.39 km

Draft Trail Standards

Courtenay does not currently have standards to guide trail construction in parks, though there are standards for private developments in the Subdivision and Development Servicing Bylaw. Preliminary standards for three trail types are described and illustrated below:

MULTI-USE TRAIL

CRITERIA

Location: Key downtown connections

Amount of Use: High

Type of Use: Walking, jogging, cycling, wheelchairs, scooters, walkers, roller blades, maintenance vehicles (optional)

Surface: Paved, usually with special paving, e.g., pavers, stamped concrete or stamped asphalt (could also be an elevated walkway)

Accessibility: Universal accessibility through-out, provide at least 1m width smooth surface for wheelchairs

Trail width: 3 metres or more

Clear width: 4 metres minimum

Clear height: 2.4 metres

Corridor width: 7 metres minimum

Longitudinal Slope: typically 5% with short ramps to 8%

Note: multi-use trail is the same as in the Subdivision and Development Servicing Bylaw

CONNECTING URBAN TRAIL

CRITERIA

Location: Community or neighbourhood connectors, parks secondary routes, regional connectors in non-urban areas

Amount of Use: Moderate

Type of Use: Walking, jogging, cycling, wheelchairs (where possible), walkers (where possible), maintenance vehicles (optional)

Surface: Asphalt or well compacted gravel or other granular material

Accessibility: Universal accessibility where possible

Trail width: 1.5-3 metres

Clear width: 2-4 metres

Clear height: 2.4 metres

Corridor width: 7 metres minimum

Longitudinal Slope: typically 8% with short ramps to 12%

NATURE TRAIL

CRITERIA

Location: Natural areas – non-urban or parks

Amount of Use: Low to moderate

Type of Use: Walking, jogging, mountain biking

Surface: Compacted mineral soil

Accessibility: Beginner to advanced trail user groups

Trail width: 0.5-3 metres

Clear width: 2 metres minimum

Clear height: 2.4 metres

Corridor width: N/A

Longitudinal Slope: 20% maximum

Courtenay Riverway

The Courtenay Riverway through downtown is a particularly important trail in the City. The flood protection infrastructure adjacent to Riverside Park needs upgrading and there is an excellent opportunity to improve the park as part of these upgrades. Riverside Park could be part of the Courtenay Riverway connecting 5th Street with Condensory Park.

Summary of Strengths and Challenges

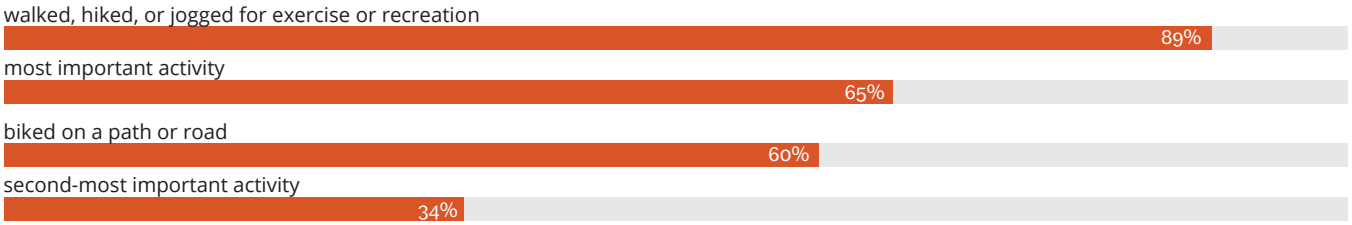
STRENGTHS

Courtenay has multiple trails that are highly valued and well used

CHALLENGES

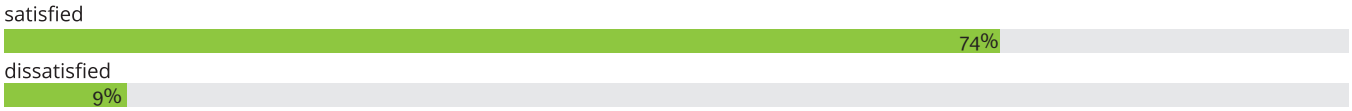
Connectivity is lacking between trail segments, particularly on the east side of Courtenay

Key Community Input on Trails



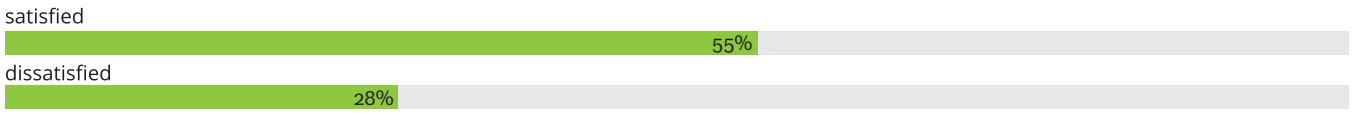
Read as - 89% of survey respondents had someone in their household who "walked, hiked, or jogged for exercise or recreation" within the previous year

SATISFACTION FOR MAINTENANCE OF TRAILS (74%) VS 9% UNSATISFIED



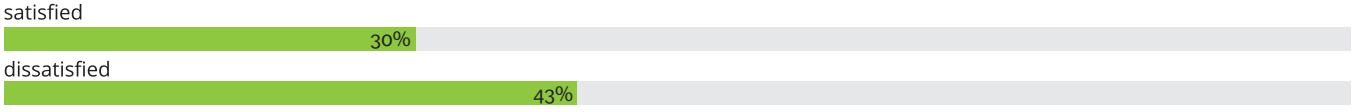
Read as - 74% of survey respondents were satisfied with the "maintenance of trails"

SATISFACTION FOR LONG TRAILS OR LOOP TRAILS FOR LONG WALKS OR RIDES



Read as - 55% of survey respondents were satisfied with "long trails or loop trails"

SATISFACTION WITH SAFE PLACES TO RIDE BIKES



Read as - 30% of survey respondents were satisfied with "safe places to ride bikes"

- Many survey respondents requested more routes for walking and cycling (65), greater trail connectivity in the City and region (26), and a movement towards becoming a more bike-friendly community (17)
- Trails to Comox, trails along the E and N and river, and a pedestrian/cycle river crossing were mentioned frequently by community survey respondents
- Focus group participants requested non-vehicular bridges, good crosswalks, more winter maintenance of trails, and bike/trail infrastructure, e.g., bike racks and lockers

Trail Recommendations

PLANNING AND DESIGN

3.4.1 Coordinate among City departments to plan for connectivity of pedestrian and bicycle networks and extension of key corridors.

- Link trail networks with major parks and recreation facilities, shopping areas, schools, and other destinations in the City
- Link trails within the City to existing and future trails in surrounding jurisdictions
- Include trails in other City projects where possible, e.g., road improvements
- Use existing informal trails on public land, wide shoulders, and low-traffic roads as interim routes until mapped routes become available or feasible
- Establish a continuous trail along the waterfronts where possible
- Use trails to help provide safe routes to schools

3.4.2 Work with other jurisdictions in the Comox Valley on major trail networks to achieve active transportation, recreation and tourism opportunities.

3.4.3 Identify needs for trails through major new development projects.

- Identify if there is an existing informal trail or a proposed trail in this master plan
- If there is, work with the developer to identify a route through the development for the trail, ideally through parkland separate from the road system; second choice would be a trail along a wide boulevard adjacent to a road

3.4.4 Conduct a detailed study of all linear parks to determine needs for trail upgrades, new infrastructure, or land disposition as appropriate.

LAND ACQUISITION

3.4.5 Strive to acquire sufficient corridor widths for Linear Parks, beyond the minimums where possible, to provide a trail user experience befitting the trail.

3.4.6 Apply the design guidelines below to the design of new and upgraded trails:

- Adopt trail standards similar to those shown in this section and incorporate them into the Subdivision Development Standards and other documents as applicable:
- Route trails through natural areas where possible
- Design trails to be accessible where possible
- Connect trails to sidewalks and bike lanes with appropriate accessible let downs
- Provide switchback trails on slopes instead of or in addition to stairs where possible, especially in the urban area, to accommodate all users
- Use CPTED principles, balancing these with the need to protect and enhance habitats
- Provide seating along multi-use trails
- Design trails with consideration for protection and enhancement of environmental resources and include rainwater/stormwater infiltration where possible
- Identify locations for trailheads and staging areas, and provide infrastructure to suit the location, e.g., kiosk, sign, waste receptacles, dog bag dispensers, parking
- Recognize mountain biking as a trail use and incorporate it into trail planning and management

CAPITAL DEVELOPMENT

3.4.7 Continue improving and expanding trails per Figure 3.6.

- Add trails within parks as required to connect gaps in the trail network.
- Valley View Greenway – Conduct restoration work, including tree management, to improve creek stability and park safety, avoiding impacts of culverts on fish.

3.4.8 Add infrastructure along these linear parks as use increases, e.g., signs, benches, waste bins – including but not limited to, Courtenay Riverway, Arden Road, Cumberland & 20th, Hawk Greenway, Idiens Greenway, Crown Isle Greenway.

4. INDOOR RECREATION

4.1 INDOOR RECREATION FACILITIES

KEY FINDING

The City has popular and highly-used facilities; three of the City's key facilities need upgrading, expansion and/or replacement.

KEY STRATEGY

Explore opportunities for upgrading and expanding Lewis Centre, replacing the services of the outdoor pool, and maximizing use and addressing parking concerns at the Florence Filberg Centre and the Lewis Centre.

Description

Courtenay's recreation facilities are well documented on the City website and brochure, where there is information on room sizes, photographs of the spaces, facility hours, rental rates and virtual tours. Bookings are made by contacting the facility by phone or email. The following is a brief overview of the facilities:

LEWIS CENTRE

The Lewis Centre is a large community centre (40,504 sq. ft.) with many indoor spaces of varying sizes. It also includes two smaller buildings on the grounds, the Salish and Tsolum buildings, and an outdoor swimming pool and wading pool. The outdoor stage, skate park, and the Rotary water park in Lewis Park are also associated with the Lewis Centre. The following are the key facilities that are part of the Lewis Centre:

Community Centre

- Two gymnasiums
- Wellness Centre (fitness, 4,000 sq. ft., includes a TRX area)
- Squash courts (4)
- Squash Viewing Gallery
- Nursery/pre-school room
- Craft rooms (2)
- Meeting rooms
- Activity rooms
- Administrative Offices and reception

Salish and Tsolum Buildings

- Small stand-alone buildings on the Lewis Centre site
- Both buildings are suitable for community meetings and small events

COURTENAY & DISTRICT MEMORIAL OUTDOOR POOL

- 30 metre pool
- Wading pool
- Support buildings

FLORENCE FILBERG CENTRE

The Florence Filberg Centre is a multi-use facility (20,913 sq. ft.) that features larger spaces for weddings, conferences, seminars and special events. It includes the following spaces:

- Conference Hall - 6,000 square feet - seating capacity 400, theatre capacity 500, stage
- Rotary Hall - 3.000 square feet for dances, larger meetings, events
- Evergreen Lounge - large meeting space with kitchen access
- Craft Room - for activities and meetings
- Soroptimist Lounge – boardroom-style meeting room
- Two fully equipped commercial kitchens

LINC YOUTH CENTRE

The LINC Youth Centre (8,772 sq. ft.) is used for drop-in and registered youth programs and can also be rented for parties and events. It includes the following:

- Indoor skatepark
- Large games room with a kitchen and computer area
- Multi-purpose room
- Digital Arts Lab
- Concession
- Outdoor basketball court
- Office rental tenant

NATIVE SONS HALL

The historic Native Sons Hall is the largest free-span log building in Canada, with 15,513 sq. ft. on two levels. It was originally built as Courtenay's Recreation Centre in 1928. A portion of the building is universally accessible and there is parking for those with disabilities. Centrally located close to the Filberg Centre and the Sid Williams Theatre, the Native Sons Hall includes the following:

- The Grand Hall - a 4,000 square foot space for weddings, concerts and events with capacity for 300
- Lodge Room, Dining Room, and Parlour Room all on the lower level are mid-size rooms good for meetings, special events and programs
- Upper commercial kitchen and large kitchen on lower level

REGIONAL FACILITIES

The facilities in Courtenay are supplemented by a good balance of facilities in the Comox Valley. Arenas and indoor pools are provided by the Regional District at the Aquatic Centre and the Sports Centre (with a pool, wellness centre, plus two arenas). The Regional District also owns the Curling Centre, leased and operated by the Comox Valley Curling Club. The Town of Comox has a Community Centre, which has a fitness studio, gymnasium, multi-purpose hall, and meeting rooms. The Canadian Air Force Base -19 Wing has a fitness and community centre including a pool and a single-pad ice arena. The Village of Cumberland has a Recreation Centre with a fitness studio, gymnasium, climbing wall and racquet courts.

Facilities Analysis

The City's recreation facilities are well maintained and well used. The detailed facility booking schedules confirm the high level of use of the Lewis Centre, Native Sons Hall, and the Florence Filberg Centre, although the hours booked at the Lewis Centre and Native Sons Hall were somewhat less in 2017 than 2016. The Filberg Centre showed a 10 % increase in hours of use. The Facility Use Hours are shown for the three facilities by spaces used for 2016 and 2017 in the attached spreadsheet.

There is cross-jurisdictional cooperation (among the Regional District, Courtenay, Cumberland and Comox), in that there is no duplication of major facilities, specifically arenas and indoor pools.

LEWIS CENTRE

The Lewis Centre appears to be at capacity during the "high demand" time slots, generally mornings and evenings on weekdays, and weekends all day. There is little or no opportunity to expand programs during these peak periods due to space constraints. The level of use at the Lewis Centre decreased about one percent overall from 2016 to 2017. The main reduction in use was in two areas of the facility – the multipurpose rooms A and B and craft room B. Both these spaces are in the old section of the Centre, which has no air conditioning.

A key challenge is the parking lot, which is too small for the facility, and it also serves the park, the Salish and Tsolum Buildings, and the outdoor pool. The Salish and Tsolum buildings are located in the

park behind the Lewis Centre. The Salish building was constructed circa 1940; if it is to be retained, it needs new windows and repair/replacement of the floor, log columns and wood framing. The Tsolum building was constructed circa 1950; if it is to be retained, it needs new windows and repair/replacement of trims, flashing, floor beams, and rear door. A building assessment report was unable to provide the useful service life remaining for either building.

The number of entrances and exits in the Lewis Centre make it extremely difficult to monitor and control use of the facility, causing concerns for participants and staff. Unauthorized persons have entered the building causing disruptions to the point that patrons are uncomfortable, and some are reluctant to use the facility.

The lack of air conditioning in the older sections of the building results in discomfort for the users; this leads to the opening of windows and doors, which in turn contributes to the access concerns. The older section of the Lewis Centre includes the gymnasium, multipurpose rooms A and B, four squash courts, two craft rooms, the meeting room, administrative area, washrooms, storage and mechanical areas, along with connecting corridors. The heat in the summer prohibits the use of the program spaces listed, resulting in potential revenue loss and limiting the facility from fulfilling its intended levels of service.

COURTENAY AND DISTRICT MEMORIAL POOL

The 30 metre, six-lane outdoor pool is located in Lewis Park; it is open from May to September and shares the parking lot with the Lewis Centre. The pool has a lift for those with accessibility issues. There is a wading pool and water park next to the pool, which is free for all users.

The outdoor pool is almost 70 years old and is at the end of its useful life. It needs extensive repairs, maintenance and significant renovation or replacement in the near future. The close proximity of the pool to the river, which frequently floods, is an ongoing problem. The City has undertaken a facility condition assessment on the pool and the change room building, which identified a number of issues including rot and mould in many of the building walls, as well as cracks in the pool basin and on the deck. The cost of annual repairs and maintenance is significant. As the parking lot is shared with the Lewis Centre and the park, parking is an issue for pool users.

This is a very popular facility within the region, offering swimming lessons throughout the summer, with support from the regional district. It is home to the Blue Devils Swim Club. The drop-in admissions for the pool increased by about 20 % from 2016 to 2017. The programming of the pool is discussed in the Recreation Programs section of this master plan.

FLORENCE FILBERG CENTRE

The Filberg Centre is very well used; the use increased in 2017 with 22,345 hours booked versus 20,554 hours in 2016. The increase was in all areas of the building, except for the Soroptimist Lounge.

The Conference Hall, Rotary Hall, Evergreen Lounge and Games Room in the Florence Filberg Centre all have noise issues. An acoustic assessment was conducted by BKL Acoustic Consultants and recommendations were provided for improvements. Storage space also appears to be an issue at the Florence Filberg Centre; a proposed enclosure on the outer deck could help to relieve the storage challenge.

The parking at the Filberg Centre is often an issue, in that no spots are available for people visiting the facility. In addition to serving the Filberg, the parking lots are used for the trail system, park, theatre, and the museum. At popular times, the number of parking spots is inadequate.

LINC YOUTH CENTRE

This is a popular and well-used facility for youth ages 10 to 18. This unique facility is a tremendous asset for the City of Courtenay, and it also serves teens living in the Regional District. The LINC provides a safe space for at-risk youth and a comfortable, diverse recreational space for all youth. Participation numbers increased in 2017 to 8,290 visits, compared to 7,414 visits in 2016 and 6,057 visits in 2015.

The centre is located on floodplain lands, which can be an issue during high water conditions. There has been feedback from regular users that a larger street section in the skatepark would allow for greater participation. The LINC also needs a better HVAC system and improved WiFi.

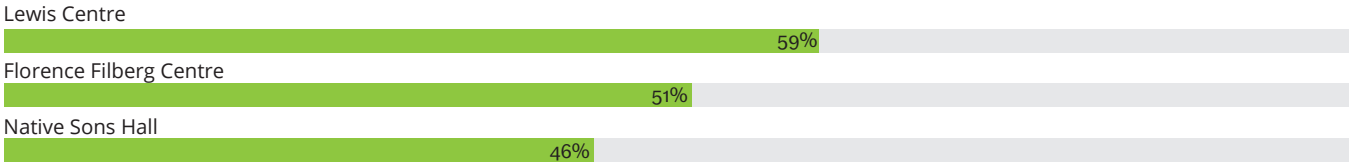
NATIVE SONS HALL

The historical significance and heritage value along with the number and variety of rooms in this hall make it a valuable City asset. This facility is very well used for programs such as seniors' fitness classes, drumming, and community events. It has been well maintained and updated; however, it is not fully accessible.

The bookings for the Native Sons Hall decreased from 9,313 hours in 2016 to 8,453 hours in 2017. The reductions were primarily in the Grand Hall, the Lower Level and the Upper Kitchen.

Key Community Input on Recreation Facilities

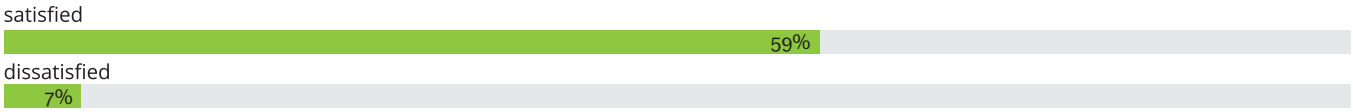
SATISFACTION LEVELS FOR INDOOR RECREATION FACILITIES



Read as - 59% of survey respondents were satisfied with "The Lewis Centre"

- Respondents indicated that more and/or better indoor recreation facilities is of the highest indoor priority to respondents, and the second priority is more and/or better fitness/sports programs or activities
- When asked what they would like to see improved, the most comments were received for: more indoor pickleball courts (31), various suggestions for programming improvements (54), more fitness room space (11), an indoor tennis facility (11), and more TRX space, equipment and classes
- 46% were satisfied with the maintenance of the facilities, with a 5% level of dissatisfaction
- Focus group participants recommended that parking challenges and social issues at facilities be resolved

SATISFACTION WITH THE LEWIS CENTRE



Read as - 59% of survey respondents were satisfied with "The Lewis Centre"

- Community survey respondents had the following comments about the Lewis Centre:
  - The TRX space is too small for the demand
  - A new yoga studio in is needed (with warm, wood floors, where bare feet are appropriate)
  - The cooling system needs upgrading in the old portion of the facility – the squash courts are far too hot
- Focus group participants recommended an expansion to the Lewis Centre, specifically a larger wellness and TRX area, a yoga room, a dedicated room for dance, and offices
- Focus group also recommended that the Salish and Tsolum buildings be renovated

COMMENTS ON OUTDOOR POOL

- Community survey comments included that the pool is a great facility, and that it has poor maintenance, no mats in changerooms, and poor condition of washrooms
- Focus groups suggested renovating the pool

SATISFACTION WITH FILBERG CENTRE

Read as - 51% of survey respondents were satisfied with "The Filberg Centre"

- Residents without children reported a higher level of satisfaction with the Filberg Centre
- Focus group participants recommended an expansion to the Filberg Centre to accommodate the social and recreational needs of the growing seniors' population; they suggested buying the adjacent land for future expansion

SATISFACTION WITH THE LINC YOUTH CENTRE

satisfied

11%

dissatisfied

2%

Read as - 11% of survey respondents were satisfied with "The Linc Youth Centre"

- The focus group recommended repairing the air conditioning and providing better WiFi
- A larger indoor skate park was suggested in the survey comments

SATISFACTION WITH THE NATIVE SONS HALL

satisfied

44%

dissatisfied

5%

Read as - 44% of survey respondents were satisfied with "The Native Sons Hall"

Summary of Strengths and Challenges

STRENGTHS

Facilities are well maintained and well used

The three major indoor facilities each offer a variety and complementary spaces

The City's recreation facilities are centrally located and close to the downtown core

The facilities benefit from synergies with the parks and trails

The arenas and pools under the CVRD's jurisdiction are complementary facilities

The outdoor pool is extremely popular with all ages, and is home to the summer swim club – the Comox Valley Blue Devils

There is a high level of cooperation among the senior staff at the CVRD, Courtenay and Comox

CHALLENGES

City cannot meet demands for more and expanded programs due to lack of facility space at the Lewis Centre; the areas in most demand are fitness/active programs for older adults

Programs cannot always be offered in the most appropriate spaces for the specific program needs; gymnastics and trampoline have the largest waitlists but require large, high ceiling spaces

The method of tracking hours booked in the facilities does not link to numbers of participants in each time slot, only the activity, making it difficult to analyze use

Outdoor pool is aging and will need to be replaced, removed, or relocated

Design of Lewis Centre, specifically the number of entrances and exits creates security issues

A new HVAC system is required in the old portion of the Lewis Centre

Issues with acoustics in Filberg Centre and in some areas of the Lewis Centre

Filberg Centre appears to be at capacity

Parking is insufficient at the Lewis Centre and at times at the Filberg Centre

The Salish and Tsolum buildings are in very poor physical condition

Lack of adequate number of large gyms for pickleball

There is demand for a regional indoor tennis centre

Facility Recommendations

PLANNING AND DESIGN

4.1.1 Undertake a security analysis for the Lewis Centre.

4.1.2 Conduct a long-range facility needs analysis for the future expansion of the Lewis Centre.

- Reduce the entry points to the Lewis Centre, ensuring that any entrance(s) are supervised by a staffed control desk (based on results of the security analysis).
- Conduct the study with consideration for or concurrent with a master plan for all of Lewis Park, addressing the outdoor pool site and parking.
- Plan for the replacement of the spaces currently provided by the Tsolum and Salish buildings.
- Consider the expansion of spaces that accommodate fitness and physical activity based on the high registrations and waitlists for these types of programs.
- Determine future space needs based on demographics, participation trends, other facilities in the region, and community input.
- Review accessibility of facilities and seek funding to improve accessibility where needed.

4.1.3 Plan for the short-term operation and long-term replacement of the outdoor pool with a communications and engagement process:

- Provide information to the community regarding the age and condition of the outdoor pool, the challenges of the location, and the extensive maintenance and capital improvement costs, and indicate that its maximum lifespan is three more years and that a study will be undertaken to identify options for replacing pool activities
- Undertake a feasibility study for replacing outdoor pool activities including the following:
  - options to accommodate summer swim activities in CVRD pools on a temporary and/or long-term basis
  - options for a future outdoor aquatic facility in a new location, including the type of facility and cost implications, taking into consideration trends in aquatic participation and new types of outdoor facilities
  - potential locations in the City and region that can accommodate an outdoor aquatic facility
- Consult with the community regarding the options identified in the feasibility study.

4.1.4 Review the possible expansion of the Florence Filberg Centre.

- Consider program needs, the Evergreen Club's activities and other aging infrastructure.

4.1.5 Undertake a parking study for the Florence Filberg Centre.

- Consider use by surrounding parks, recreation, and arts culture facilities.

4.1.6 Collaborate with the CVRD, Comox and Cumberland to identify opportunities for new sports facilities, including accommodation of indoor pickleball court needs.

4.1.7 Support the CVRD in exploring opportunities and options for a possible indoor tennis facility in partnership with the Comox Valley Tennis Club, the Regional District, Comox, and the private sector.

4.1.8 Revise the current method of collecting data on spaces and hours used in the facilities, to allow for easier correlation with numbers of participants and demands for specific spaces.

CAPITAL DEVELOPMENT

4.1.9 Provide air conditioning in the old section of the Lewis Centre as a high priority.

4.1.10 Review and fix WiFi and HVAC issues at the LINC.

- Explore options for an expansion to street section of the indoor skatepark at the LINC.

4.1.11 Upgrade and expand the Lewis Centre over time, including the parking area, with the potential support of grants and/or partnerships.

4.1.12 Partner with regional partners in the development of indoor facilities for pickleball and tennis as opportunities arise.

4.2 PROGRAMS AND SERVICES

KEY FINDING

The City offers diverse programs that are well attended; the community is continuing to grow but program expansion is limited by the availability of appropriate space.

KEY STRATEGY

Expand programs if and when more space becomes available.

Description

The following sections describe the many recreation programs offered by the City of Courtenay. There are support services required to market, fund and deliver these programs; these support services are also described below.

PROGRAMS

The City of Courtenay delivers a wide variety of recreation programs at the Lewis Centre, Florence Filberg Centre, LINC Youth Centre, Native Sons Hall, and the Courtenay and District Memorial Outdoor Pool. Programs are offered for all ages, from newborns to older adults, including adapted programs for adults with disabilities. There are also many opportunities for "drop-in" participation.

Programs and services for the early years are offered with and without parent participation. The City runs a licensed Pre-school Program for 3 to 5-year olds at the Lewis Centre, five mornings a week (for either 2 or 3 days per week). Currently the morning programs are full, with a waitlist, and an afternoon Tuesday/Thursday class was added in the fall of 2017.

The City also offers a variety of recreation programs for pre-schoolers with and without parent participation. These include ballet, gymnastics, arts and crafts, soccer, and music. In the fall of 2017, there were 201 registered pre-school children.

Children's programs for ages 6 to 12 are available in art, music, dance, martial arts, cooking, gymnastics, aerial arts, and sports, including skateboarding. Many specialty classes are also offered for children, such as Eco Arts, Jedi training, and Hip Hop. For example in fall 2017, there were 641 registered participants with 95 children on the waitlist. The drop-in number for sports programs in 2017 was 2,132.

Programs and informal activities are offered for youth, ages 8 to 18, both at the LINC and at the Lewis Centre. These include registered programs, such as guitar lessons, cooking and crafts, as well as many drop-in activities at LINC such as games room, skateboarding, and media nights. Participation rates at the LINC have increased steadily year over year with more than 8,000 visits in 2017. The Wellness Centre is open to youth over the ages of 13 (with adult) and 15 (no adult during attendant hours).

Activities for adults (16 and over) are offered in crafts, music, dance, martial arts, badminton, pickleball, and other special interest activities. These programs had 622 registered participants, with 16 on the waitlists, in the fall of 2017.

The Wellness Centre's programs and services provide opportunities for drop-in visits and many types of instructional fitness classes. These classes include TRX, spin, Yoga, Zumba, stretch and strength, and boot camps. These fitness programs had 501 registered adults (including 55+) and 100 on the waitlists in fall of 2017. The size of the waitlists for these program shows the high level of interest in physical activities. The Wellness Centre hosted 46,964 drop-in visits in 2017, down from the 49,740 visits in 2016.

Many of the fitness programs are listed as suitable for older adults. The City does not currently offer a senior's discount but gives a discount to Evergreen Club members.

The City offers "adapted" and "inclusive" programming for adults. This program is now known as Adapted Programs for Adults with Disabilities. These programs were attended by 279 registered participants, plus 28 on the waitlist (in the fall 2017 session). A total of 78 Adapted Programs were offered in 2016. These numbers reflect participation in pre-registered programs only; drop-in and special event programming is also very popular, but the numbers have not been recorded to date.

The City has an extensive Recreation Access program, which is available for low income Courtenay residents. The goal of the program is to provide healthy lifestyle opportunities to residents of Courtenay who live below the Statistics Canada low-income threshold. This program is supported by a City policy and administered through the Recreation and Culture Department with Recreation Access coupon books. Between 631 and 812 membership passes have been issued each year. The subsidy value of these passes has been as much as $49,000 annually.

In the summer (May to September), the City operates the outdoor pool, offering swimming lessons for all ages and abilities. Other programs include lifeguard training, aquacise, open swims, and pool rentals for birthday parties and other events. Attendance in 2017 was 6,450 for recreational swimming, with 536 children, youth and adults participating in aquatic lessons. In addition, there were numerous rentals.

The City operates summer camp programs for children and youth as well as many specialized programs such as "Lego Camp", babysitting training, theatre games, and hip hop. In the summer of 2017, 1,693 children and youth were registered in summer programs, with an additional 96 on waitlists.

Preschool programs are offered during the summer months, including music, art, dance and a variety of "adventures". There were 139 participants in the summer of 2017.

Program Registration and Waitlists

The program registration information for each season of 2016 and 2017 was compared and graphed (Figure 4.1). This includes the registration numbers and corresponding revenue of all recreation programs offered by the City, including the outdoor pool programs. Appendix C shows the data for each session.

FIGURE 4.1: PROGRAM REGISTRATION AND REVENUE 2016 AND 2017

Registration in programs overall declined in 2017 compared to 2016. In 2016 there were a total of 11,162 registrations, whereas in 2017 there were 10,686, a reduction of 476. The revenue was down by $9,517 overall. The registration numbers and the revenue include the pool lessons.

There were 1009 people on the waiting lists in 2016 and 910 in 2017. These numbers indicate that the waitlists are about 10 percent of the total registrations.

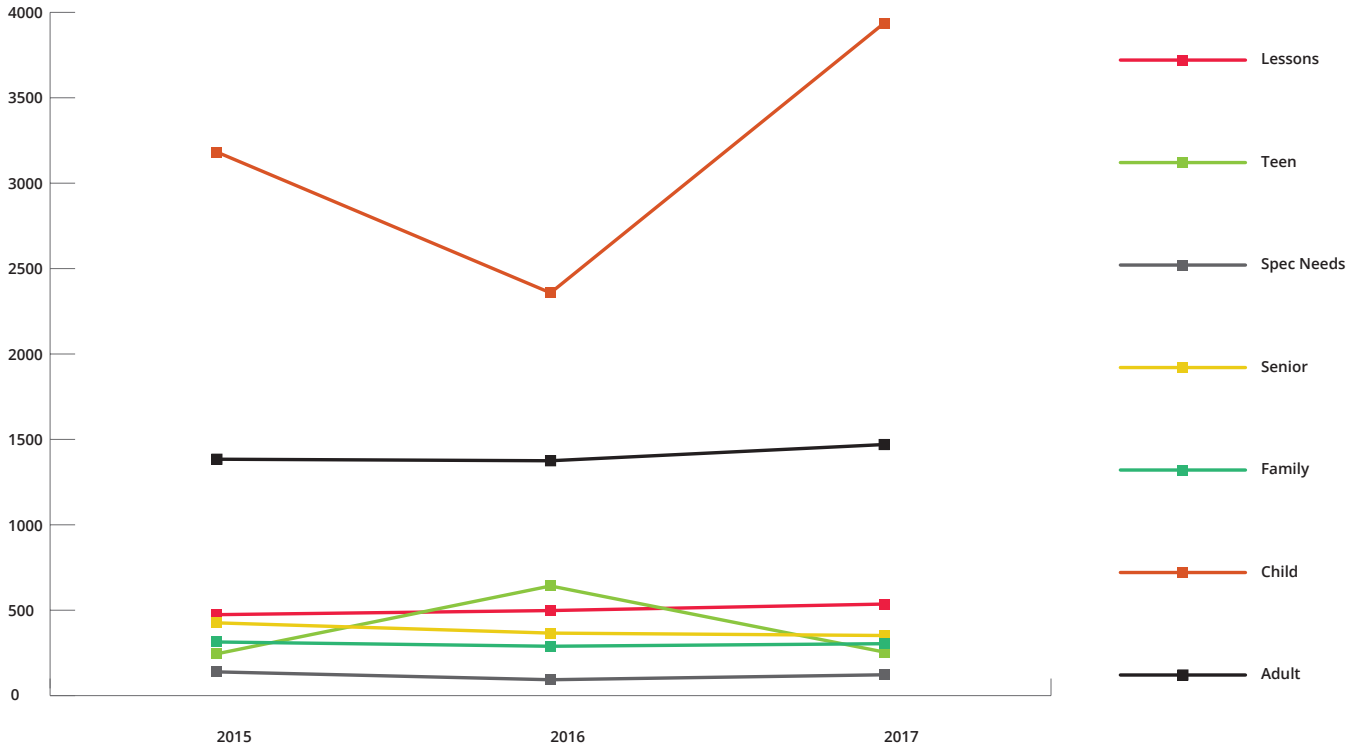
Outdoor Pool Information

Figure 4.2 shows the attendance for drop-in swims and lessons for 2015, 2016 and 2017.

Among the three years, teen attendance at the pool spiked in 2015, and child attendance dropped. The numbers for "lessons" are the number of registered sessions, not the total attendance at the lessons. Excluded from these figures are the total swim lesson attendance, use by the swim club, and other rentals. The revenue does not include the lessons or rentals.

Apart from the teen and child anomalies the pool attendance overall dropped in 2016 and increased significantly in 2017. The increase in overall drop-in swims in 2017 over 2016 was about 25%. Lessons increased year over year from 474 registered participants in 2015 to 536 registrations in 2017.

FIGURE 4.2: ATTENDANCE FOR SWIM DROP-INS AND LESSONS 2005 TO 2017



> "The outdoor pool is a great summertime asset. I hope the City will continue to maintain it." —*Survey respondent*

POOL ATTENDANCE AND REVENUE			
	2015	2016	2017
Adult	1384	1375	1470
Child	3182	2358	3937
Family	314	289	304
Senior	426	366	352
Spec Needs	139	93	122
Teen	245	642	255
Lessons	474	498	536
Total	5690	5123	6440
Revenue	$18,112.37	$16,319.22	$18,182.19

Evergreen Club

The Evergreen Club is a club of the Courtenay Recreational Association (CRA) and provides leisure activities for those 55 years of age and older. The Evergreen Club (EG) has a website, publishes monthly newsletters, and promotes programs offered by the City that cater to their demographic. These programs are offered at a discounted rate to EG members. It is understood that many members enroll to obtain an Evergreen discount at City facilities, since the City does not offer a senior's discount. The Evergreen Club membership exceeds 2,000 annually and operates a food service in the Florence Filberg Centre, and they organize trips, social activities, events, and support over 40 smaller activity clubs. The funds collected at club activities and events are retained by the CRA, as are the profits from the kitchen operations. The City and the CRA are developing a licence-to-occupy and a management agreement for the lower floor of the Florence Filberg Centre. The CRA also operates the Building Friendships program (with Community Living BC) for supports to clients with developmental disabilities.

MARKETING

The City's website is excellent and easily navigable for recreation and culture information. It is a good source of information for residents. The Recreation Guide is available online, and the department uses social media (Facebook and Twitter), as well as the local newspaper and the LINC newsletter and calendar, to promote specific programs and events.

> "The Lewis Centre staff have always been extremely friendly and professional to me. As a 'low income' person who utilizes the 'rec access' coupons, I have always been treated well by City staff." —*Survey respondent*

The Recreation Guide is a brochure printed four times per year as part of a larger brochure covering the CVRD, Town of Comox, Village of Cumberland, and Courtenay. It is distributed by the local newspaper to every household and through community centres in the municipalities and the regional district.

BYLAWS AND POLICIES

The City has very few Council-approved bylaws and policies that apply to recreation. The Special Events Bylaw approved in 2005 is one that affects various departments including recreation.

The Policy for Recreation Access Program, Policy # 8000.00.01, was developed to "ensure that all residents of the City of Courtenay have access to programs and services provided by Courtenay Recreation to assist in the development of healthy lifestyles". The objectives of this policy are to provide access to services and programs regardless of residents' ability to pay. This policy has been implemented through Recreation Access Coupon Books.

PROCEDURES

The Department has processes in place, including forms such as: Youth Council application, Volunteer application, Recreation Access Program (RAP) application, Program proposal form, Program Registration form, and a Facility Request form. The City uses program evaluation forms, printed copies and on-line surveys to collect input on the programs.

FEES AND CHARGES

The recreation fees and charges are included in the City of Courtenay's Fees and Charges Bylaw. The department lists rental rates for each facility, which are incorporated into the City Bylaw. Program fees are not usually included in City bylaws, although some municipalities do include guidelines on how program fees are to be calculated. The analysis section includes a comparison of fees and charges with comparable municipalities in BC.

BUDGETS

The operating and capital budgets for the delivery of recreation services are divided between two departments. The Recreation and Cultural Services Department has responsibility for the recreation programs and services (operations) within the facilities. The Public Works Department looks after maintenance and repairs, grounds maintenance, utilities and insurance for the facilities.

The subsidy levels for recreation programs and facilities, based on the City's General Financial Operating Plan using 2015 actuals, are in Appendix C. A subsidy level, by facility, was calculated using the current categories and allocation of charges and revenues. Because administrative costs are not allocated to each of the facilities, the subsidy costs are not completely accurate. The subsidies varied from 13 % for the Native Sons Hall to 74% for the Youth Centre. It is not unusual for municipalities to highly subsidize programs for youth.

To enable calculation of more accurate subsidy levels, the accounting methods would need to allocate charges to the appropriate program, facility, or space within the facility. Then fees and charges could be reviewed in relation to the costs of delivering specific programs or services, which would enable selection of the preferred approach to the service delivery.

Analysis of Programs and Services

PROGRAMS

The programs in the Lewis Centre, Florence Filberg Centre, Native Sons Hall and the LINC Youth Centre are well attended. The attendance reflects satisfaction with programs as confirmed by community engagement; there is demand for more programs in some categories and time slots as outlined below.

The large number of participants and the size of the waitlist (100 for 2017 fall session) supports the expansion of programs in fitness and physical activity. The most popular programs with waitlists

are Yoga (Hatha, gentle, 55+), TRX, Body Blast, and Spin for adults and 55+, and Tai Chi. There is an interest/demand for additional TRX programs from 5 to 7 pm and for 55+ TRX programs from 9 am to noon. The current space and equipment allocated to these activities would need to be increased to accommodate this demand. The reduction in the number of "drop-ins" in the Wellness Centre from 2016 to 2017 may be a result of crowded conditions during peak times.

There is also an interest in more gymnastics and circus and aerial programs for children, as well as adapted and integrated programs for children and youth with special needs. The gymnastics and trampoline classes for children had the largest waitlists with over 230 children on waitlists in 2017.

The licensed pre-school program, known as "Cozy Corner Preschool" has experienced regular growth over the past three years, with numbers increasing from 345 registered children in 2015 to 414 in 2017. The addition of an afternoon Tuesday and Thursday session in 2017 contributed 23 of the new participants.

Service levels for recreation programs have been frozen since 2016. This along with limited facility space have prohibited the expansion of programs. Community growth along with the response to current offerings show that program expansion is viable if physical space was available.

MARKETING

The publication and distribution of a joint Recreation Guide with the regional district, Comox and Cumberland is cost effective and reaches a broad audience. This enables residents of all of the jurisdictions to access recreation opportunities of interest to them. In the future it may make sense to reduce the number of printed copies and distribution costs by eliminating the door-to-door delivery, based on community interest in online vs hard copies.

The Recreation and Cultural Services Department makes excellent use of the City's website to promote their programs, activities and events, with seasonal calendars and information on the facilities and parks available online. The department also makes effective use of Facebook, twitter, newspaper ads, press releases and radio ads to provide current information on programs and activities in recreation facilities and parks.

FEES AND CHARGES

A benchmarking review was conducted on user fees for outdoor pools, squash courts and multipurpose rooms (Figure 4.3). It appears that the City's rental rates for a multi-purpose room are low at $28 per hour with the average comparable being $33.99, though it is difficult to compare facility rental rates as there are many variables. There were few comparables for squash courts; however, Courtenay's squash fees are lower than some of the other locations, particularly Campbell River. There may be opportunities to increase these fees based on a larger review of operating costs and revenues using more accurate cost allocation information.

FIGURE 4.3: FEE COMPARISON CY – CITY DM – DISTRICT MUNICIPALITY

User Fees, in $ Community	Public Swim (Outdoor)		Pool Rental Hourly	Squash Court Rental		Large Multipurpose Room Rental per hour (half or whole hall)	
Courtenay (CY)	*Child (10 y.o.)* *Adult* *Family*	2.00 4.00 10.00	120.00	*Child (10 y.o.)* *Adult*	4.00 6.00	Large (50+ people) Small (20-50 people)	28.00 16.00
Fort St. John (CY)	*Child (10 y.o.)* *Adult* *Family*	N/A	N/A	*Child (10 y.o.)* *Adult*	N/A	Large (50+ people) Small (20-50 people)	32.75 N/A
Campbell River (CY)	*Child (10 y.o.)* *Adult* *Family*	1.50 4.00 7.00	89.00	*Child (10 y.o.)* *Adult*	11.00 14.00	Large (50+ people) Small (20-50 people)	48.00 31.00
Port Moody	*Child (10 y.o.)* *Adult* *Family*	2.80 4.55 N/A	N/A	*Child (10 y.o.)* *Adult*	N/A	Large (50+ people) Small (20-50 people)	38.35 16.45
Squamish (DM)	*Child (10 y.o.)* *Adult* *Family*	N/A	N/A	*Child (10 y.o.)* *Adult*	N/A 10.00	Large (50+ people) Small (20-50 people)	N/A 12.62
Mission	*Child (10 y.o.)* *Adult* *Family*	N/A	N/A	*Child (10 y.o.)* *Adult*	3.15 5.62	Large (50+ people) Small (20-50 people)	37.25 73.95
West Kelowna	*Child (10 y.o.)* *Adult* *Family*	N/A	N/A	*Child (10 y.o.)* *Adult*	N/A	Large (50+ people) Small (20-50 people)	16.80 11.48
Oliver	*Child* *Adult*	3.33 4.37	104.30	*Child (10 y.o.)* *Adult*	N/A N/A	Large (50+ people) Small (20-50 people)	36.78 20.34
Vancouver	*Child* *Adult*	2.95 5.86	331.00	*Child* *Adult*	N/A 13.67	Large (50+ people) Small (20-50 people)	N/A N/A
Averages (excluding Courtenay)	***Child (10 y.o.)*** ***Adult*** ***Family***	**2.15** **4.70** **7.00**	**174.77**	***Child (10 y.o.)*** ***Adult***	**7.08** **9.87**	**Large (50+ people)** **Small (20-50 people)**	**33.99** **25.98**

Program and rental fees appear to be comparable with those of the other municipalities in the Comox Valley. The regional district primarily offers programs relating to arenas, pools and fitness/wellness centres, so their fees were not included. It is difficult to compare program fees among jurisdictions as the content of the programs and the number of classes vary. Courtenay's practice of indicating the number of sessions associated with the cost in the brochure (e.g., $84/12) is beneficial for participants and for comparative purposes.

The approach to setting fees and charges is generally based on one of three approaches, or a combination of these approaches:

- Cost-Based Approaches - assume that public recreation services have a benefit to the community and require a level of investment. A percentage or formula is used to recover some portion of the cost to offer these services, even though costs vary and therefore the subsidy levels and cost to the users vary.

- Benefits or Values-Based Approaches - are based on the assumption that some services have more public value than others, e.g., services for children and youth.

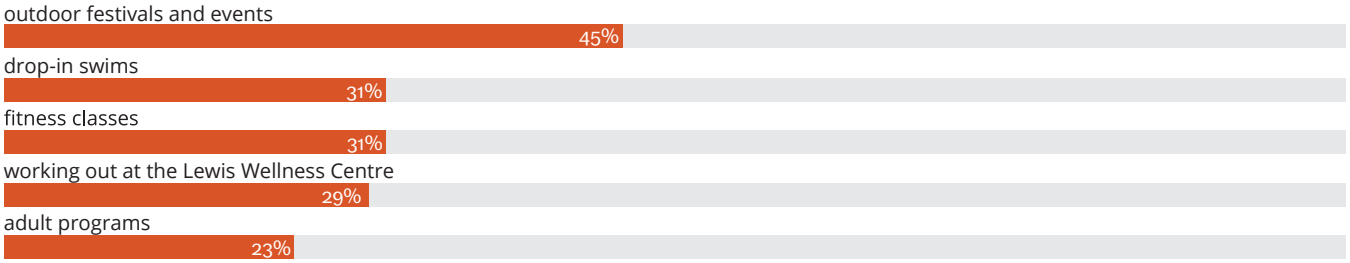
- Market-Based Approaches - assume that public services should be priced in the same manner as private sector services or programs, whereby the fees are based on what the market will bear or what the competition is charging. If the fees do not cover costs, plus a profit, the service will not continue to be provided.

Municipalities generally use a combination of the "cost-based" and "benefits-based" approaches. The approach is generally set out in the municipal Fees and Charges Policy and Bylaw.

It is difficult to provide an accurate comparison of program fees and subsidy levels due to the number of variables including categories of programs, participant to instructor ratios, operating cost calculations, administrative costs, amortization costs, types of facilities, as well as the preferred approach by individual municipalities. The City of Courtenay does not have a comprehensive policy to guide decision-making in setting fees and charges for programs and services in parks, recreation and culture.

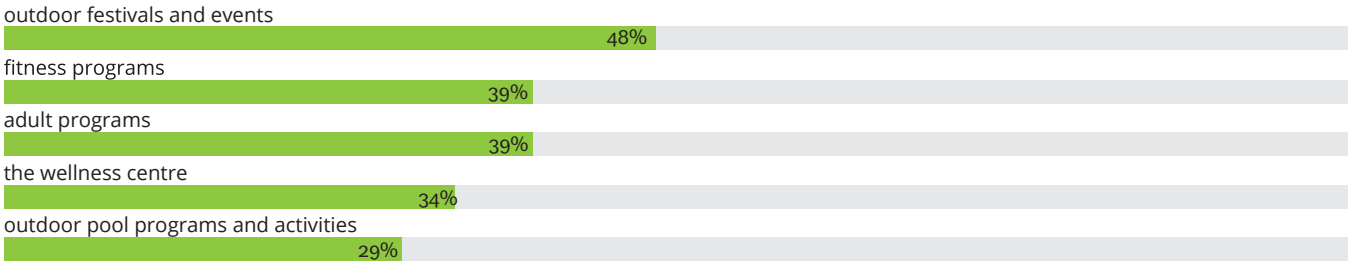
Key Community Input on Programs and Services

THE FIVE RECREATION PROGRAMS WITH THE HIGHEST PARTICIPATION PER THE COMMUNITY SURVEY WERE:



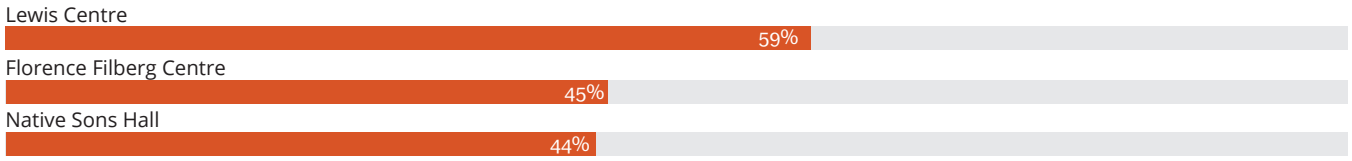
Read as - 45% of survey respondents had someone in their household who participated in "outdoor festivals and events" within the previous year

SATISFACTION LEVELS FOR RECREATION PROGRAMS



Read as - 48% of survey respondents were satisfied with "outdoor festivals and events"

MOST FREQUENTLY ATTENDED ACTIVITIES AND PROGRAMS PER THE COMMUNITY SURVEY WERE AT:



Read as - 59% of survey respondents had someone in their household visit "The Lewis Centre" within the previous year

- Focus groups participants recommended proactive mental health programming, youth programs developed by youth, and adapted programs for under 18 years
- Focus groups recommend that City programs not compete with private sector programs
- Focus groups also recommended a Comox Valley-wide recreation pass, additional partnerships for program delivery, and an improved registration system

Summary of Strengths and Challenges

STRENGTHS

Wide variety of programs offered for all age categories

Staff work hard to meet existing needs and emerging trends

The City's gymnastics and trampoline programs for children are extremely popular; this is somewhat unique as many municipalities do not offer these programs.

Fitness programs and working out are among the top activities

There are multiple programs offered for adults with developmental disabilities

The Recreation Access program provides healthy lifestyle opportunities for Courtenay residents who live below Statistics Canada low income thresholds

The programs in Courtenay are supplemented by programs operated by the CVRD and programs in Comox and Courtenay

CHALLENGES

Staff are not permitted to expand the level of services due to budget constraints

The use of the Florence Filberg Centre for rentals as a priority over City programs does not allow for registered programs

Insufficient options for working families for adult and children's programs

City cannot meet demands for more and expanded programs in the area of adult fitness, specifically 55+; there is no additional, appropriate facility space available during popular program times (mornings and 5 to 7 pm)

Insufficient policies, bylaws and procedures, e.g., for fees and charges, facility allocation, rationale for approach to setting of fees and charges

The data collected by Recreation administration on participation rates, facility bookings and revenue is not structured for ease of analysis (necessary for continuous improvement)

Participants find it too costly and inconvenient to pay different fees and require different passes to use the recreation facilities throughout the region

Programs and Services Recommendations

PLANNING AND DESIGN

4.2.1 Prepare a comprehensive policy to guide decision-making in setting fees and charges for all programs and services in parks, recreation and culture.

- Include in the policy Council-approved subsidy level targets for various categories, such as age, type of activity, and consider costs to run the program and facility space, and other relevant variables.

4.2.2 Review programs regularly in terms of content, timing, and instructors, to ensure they are meeting the needs of participants and are the best use of the space, considering some of the requests during this process such as:

- priority on active programs for older adults and popular programs for children and youth
- fitness classes on weekends, later in evenings, and early mornings
- children's activities later in afternoon or early evening
- more diversity in adult programming
- more arts and culture programs
- additional "drop-in" programs for children in winter months

4.2.3 Work with the CVRD to determine the feasibility of a "one pass" system for programs and facility access in City and Regional District Facilities.

- Investigate options to include Comox and Courtenay in a one-pass option
- Consider a pilot project to test viability

4.2.4 Review opportunities to offer more lower or no-cost activities.

4.2.5 Work with the School District to increase access to school facilities after hours for community uses and City programs.

4.2.6 Work with community agencies to take programs out to community locations.

4.2.7 Pursue partnerships with non-profit and private sector organizations to expand sport and physical activity options, and expand recreation opportunities for all residents.

> "If there were more pickleball courts, I would play more. Pickleball is an amazing way for the older generation to get involved with staying fit." — *Survey respondent*

4.3 SPECIAL EVENTS

KEY FINDING

The City has many events year-round that support community identity and spirit; insufficient policies and strategies for events may be affecting the ability to adequately support significant events.

KEY STRATEGY

Prepare an Events Policy and a strategy for City hosting of events.

Description

The City of Courtenay directly provides a number of events, both indoors and outdoors, and for all age groups. The City has a Special Events By-law, but no Special Events Policy. There is a staff position that oversees the coordination of events along with facility operations. The staff work closely with volunteers to stage the events. Most of the annual events are hosted at the Lewis Centre and Lewis Park, and include the following:

Halloween Parade & Party

- Lewis Centre – October 31, up to 4 staff and approximately 15 volunteers set up and run games in the gym and multipurpose room partnering with the Downtown Business Association
- Event includes a costume parade downtown, while local children collect treats from downtown merchants; there is also a costume contest and promotional material handed out by recreation staff

LINC Haunted House

- The week leading up to Halloween, set up by 30 youth volunteers coordinated by the youth programmer, operating from 4:30 PM until 9 PM daily

Children's Christmas Party

- First Sunday of December - with an entertainer and Santa who gives away candy canes and mandarins to the children with pictures taken; there is also a craft fair provided throughout the program (by LINC)

Family Day Celebrations

- Celebration has grown over the past few years and has evolved into a major event with activities and programs at the Lewis Centre

Volunteer Appreciation Dinner

- Annual dinner at which Council acknowledges partner organizations and key community volunteers

Springtime Promenade

- One of the marquee events typically at the end of March from 11:00 AM to 12:15 PM at Simms Park with arts and craft activities provided free to families; music, registration table, strolls around the park following the Easter bunny, photos with the bunny, and goodie bags give-away; there are about 120 participants in the parade, plus spectators

Father's Day Kite Fly

- One of the longer running events whereby City partners with a variety of businesses in the community; event is free and located at Goose Spit in Comox; prizes are given away for 9 categories selected by volunteer judges

Simms Concert Series

- Simms Park concerts include shows from mid-June to August of local musical talent that provide free entertainment; some of the larger concerts draw as many as 2,000 spectators, with the average attendance being around 500

July 1st Celebrations

- The City of Courtenay oversees the implementation of the Canada Day celebrations through one dedicated staff member who works with an advisory team of dedicated volunteers and one City Councilor; Courtenay budgets $50,000 for the event through gaming funds with an additional $2,500 from the Celebrate Canada Grant; the event is supported by a large number of very dedicated long-term volunteers and partnerships; approximate attendance is 12,000

Pooch-A-Poolooza

- On Labour Day weekend, on the pool's last day, the Pooch-A-Poolooza event runs in partnership with a number of local pet businesses and provides dogs the opportunity to swim in the outdoor pool from 11 AM to 2 PM (with vaccination papers required for admission); admission is $5.00 and funds go to the local BC SPCA

There are many additional events operated within the Comox Valley, particularly the population centres - the Town of Comox, and the Village of Cumberland. Events are also offered by a number of community associations and businesses. Each of the three municipalities hosts a large valley-wide event each year. The coordination of Nautical days (Comox), Canada Day (Courtenay), and Foggy Mountain Fall Fair (Cumberland) among three municipalities is working well.

Additional events are run by community organizations and the private sector. Some are only renting space in a facility or park, and others are supported by City staff, such as street closures provided by Public Works. These events include the Farmer's Market, Market Days and Friday Night Markets, Christmas Market, Music Fest, the Comox Rotary children's educational event, the Terry Fox Run, and the Seafood Festival.

Analysis

The community appears to be very satisfied with the current events, as indicated in the survey and in the attendance levels. The Canada Day Celebration has been particularly successful and was recently revamped. Staff regularly evaluate events and provide post-event reports outlining attendance, positive features and challenges as well as solutions and recommendations for improvements.

The number of events supported by the City is impressive, but may be putting a strain on the available staff and financial resources. The biggest gap is "boots on the ground" just prior to, during, and after the events. The set-up, take-down, and parking control are examples of where more support is needed by staff and/or volunteers.

The facilities and parks used for events are generally good, with some problems arising when there are particularly large numbers at concerts in Simms Park. The Simms Park venue is not designed to handle very large concerts - the pavilion is in a poor location for late afternoon/early evening concerts (setting sun in eyes of audience), parking is inadequate, and there is insufficient lighting.

The Lewis Park stage/pavilion is not used for City events; however, it is used for community rentals such as the Spirit Fair Festival. Parking is an issue, as the parking lot serves the Lewis Centre as well as the outdoor pool.

There is no Special Events Policy in place at this time. A policy would help guide many aspects of organizing and staging events, including booking policies, priorities for use of space, capacities of parks and facilities, commercial restrictions, fees and charges, applicable bylaws to be considered, alcohol restrictions etc.

Some of these topics are addressed in various documents or are based on historical practice.

Key Community Input on Events

- 67% attended a festival or special event in a park, and this was among the most important activities for 22% of respondents
- 74% of survey respondent households attended a farmers' market, and this was among the most important activities for 27% of respondents
- Focus group participants recommended partnerships to leverage funds for events, and the creation of a Community Events Council

Summary of Strengths and Challenges

STRENGTHS

Events are very popular and have a high satisfaction level

There is cooperation in the scheduling of large events

Events have positive economic and social impacts

There are many events with numerous organizing groups

CHALLENGES

The large numbers of events put a strain on staff resources particularly in the summer

Large events can have negative impacts on facilities (indoors or outdoors) and regular users

The City has no Special Events policy

There are challenges staging large events at Simms Park

Special Event Recommendations

PLANNING AND DESIGN

4.3.1 Prepare a strategy for City hosting and supporting of events, including the following tasks in the process of preparing the strategy:

- Consult with community event organizers and key stakeholders
- Prepare a vision and objectives for events hosted and supported by the City
- Review the number, size, and location of each of the City's special events
- Determine impacts of events on the community (tourism, satisfaction of residents, social impacts, etc.)
- Identify the facilities that are suitable for different types and scales of events, considering the impacts of events on facilities (indoors and outdoors) including wear and tear, regular program cancellations, closure of area to public use, etc.
- Consider the geographic range of participants and collaborate with other valley jurisdictions on a strategy for event hosting
- Establish a process for planning events and allocating City resources
- Review options for additional financial partnerships and sponsorships
- Identify criteria to guide the hosting of new/additional events by the City

4.3.2 Prepare a comprehensive Special Events Policy based on the event strategy, with the following components:

- Establish roles and responsibilities for City departments and divisions including Recreation, Parks, Public Works, Communications for hosting and supporting events
- Update policies and procedures for the staging of events held within the City
- Incorporate fees and charges
- Include regulatory requirements
- Guide marketing practices for events

CAPITAL DEVELOPMENT

Suggestions to improve Simms Park for event hosting are in recommendation 3.2.5.

4.4 CULTURE

KEY FINDING

The City has a vibrant culture scene and all of the major cultural facilities in the valley; however, there is no coordinated regional plan for cultural services and funding.

KEY STRATEGY

Collaborate with the other valley jurisdictions, including K'omoks First Nation, on a Regional Cultural Plan.

Description

This is not a "culture" plan per se; however, there are important interactions among culture, recreation and parks. This section reviews culture at a high level as it is relevant to parks and recreation. Separate City studies will focus specifically on culture.

For thousands of years, Indigenous people occupied the shoreline of eastern Vancouver Island in a place referred to as "the land of plenty". This Land of Plenty stretched from what is known today as Kelsey Bay south to Hornby and Denman Island and included the watershed and estuary of the Puntledge River. The people called K'ómoks First Nation have an oral history and archaeology that describe a rich and bountiful relationship between the K'ómoks and the Land of Plenty.

Courtenay has a robust arts and culture community. As a result, residents enjoy a good balance of cultural facilities and multiple opportunities for participation in programs and events. Culture opportunities are highly interrelated with recreation facilities and services through the many arts programs offered by the Recreation Division at City facilities.

The City's arts and culture infrastructure includes the Comox Valley Art Gallery, the Courtenay and District Museum & Paleontology Centre, and the 550-seat Sid Williams Theatre. The City of Courtenay provides financial and in-kind support to the arts and culture organizations in the form of direct operating grants as well as providing facility space, repairs and maintenance. The arts and culture organizations use the City-owned buildings under a management agreement and a license to occupy.

The City's Recreation and Cultural Services Department also offers a variety of arts-related programming in their recreation facilities including the following:

- For preschool children – creative art activities, music (percussion, movement)
- For children and youth – arts and crafts, learn to draw, dance (ballet, tap, jazz, hip hop etc.), mixed media, painting techniques, sewing, clay sculpting, stained glass, musical theatre, acting
- For adults and seniors– painting (oil & acrylic), water colour painting, drawing, printmaking, jewellery, clay works, stained glass, music – guitar, drumming, harmonica, dance (ballet, line, Zumba, modern), acting (drama), quilting, sewing

The following is a brief description of the three major arts and culture facilities and organizations located in Courtenay.

COMOX VALLEY ART GALLERY

The Comox Valley Art Gallery (CVAG) is a "public art gallery featuring contemporary, experimental and applied art by regional, national and international artists presenting contemporary art issues and practices" (mandate statement). It is one of four professional art galleries on Vancouver Island. The CVAG is an independent public gallery run by a non-profit society.

The gallery is located in a municipally-owned building, the former Courtenay Fire Hall, now called the Centre for the Arts. The art gallery occupies the main floor and lower level of the building, and the Comox Valley Community Arts Council (CVCAC) also has offices in the building. The art gallery space includes an extensive gift shop with a large selection of high quality arts, crafts and artwork, sourced from over 100 artists. The Gallery runs a number of programs, including the Education and Outreach Program, the Art Exhibition Program, the Youth Engagement Program, and Creative Residencies.

Funding for the CVAG is a combination of national, provincial, regional district, City of Courtenay, gift shop and other revenues, fund-raising, and private donations. The 2017 audited financial figures indicate that the City spent $65,000 for gaming grant support and $52,192 on maintenance and repairs, utilities and insurance (this amount covers the operating costs for the entire building occupied by the art gallery).

COURTENAY AND DISTRICT MUSEUM & PALEONTOLOGY CENTRE

The Courtenay and District Museum was established in 1961 as a non-profit organization with the mandate to collect, preserve and interpret the natural and cultural heritage of the Comox Valley region. The museum, which continues to be operated by a non-profit society, is located in the former post office, which has undergone extensive renovations. The Museum Society transferred the ownership of the building to the City and leases it back.

The discovery of unique fossils in 1988, which turned out to be the first Elasmosaur recorded in British Columbia, resulted in big changes to the museum. Throughout the year, the museum offers on-site and outdoor programming suitable for all age groups, as well as a series of changing exhibitions.

The Courtney and District Museum receives funding from the federal, provincial, regional, and municipal levels of government. They also obtain revenues from the gift shop, heritage/ vacation property, tours, lectures, and donations. The City of Courtenay makes by far the largest contribution. The City's 2017 unaudited financial statements show the level of support for the museum included a $127,500 operating grant, $50,000 gaming grant, plus $76,520 actual expenses in repairs and maintenance, utilities and insurance. The contribution by the CVRD was $9,625.

SID WILLIAMS THEATRE

The Sid Williams Theatre was built as a "movie house" in 1935. The new Civic Theatre was opened after extensive renovations in 1971, and was named the Sid Williams Civic Theatre in 1984, after the much-loved local actor and comedian. The theatre continues to be owned by the City and is operated by the Sid Williams Theatre Society. The mandate of the Society is "the stimulation and enhancement of artistic, cultural and recreation activities in the Comox Valley and surrounding regions through its operation of the Sid Williams Theatre".

The 500-seat Sid Williams Theatre is the only full-service/fully-staffed professional performance space (with full ticketing services) in the Comox Valley, and the theatre society is the only professional multi-disciplinary year-round performing-arts presenting organization in the region. The performing arts community is very active. The patron base is 42,000 people with 42% from Courtenay and 40% from Comox.

The theatre society received funding from the City of Courtenay for management services ($181,600) as well as City Gaming Contribution grants of about $105,000. They also received funding from the Town of Comox ($20,000) and from the CVRD ($17,500). The City of Courtenay further supported the theatre with expenditures of $106,373 (in 2017 unaudited financial statements) for maintenance, insurance

and utilities. The society also receives some funding from the federal and provincial governments. They generate revenue from ticket sales, facility rentals, a concession, events and sponsorships.

Analysis

The arts and culture facilities and programs are a major contributor to the quality of life in the City of Courtenay and the entire region. Although the City directly provides art and culture opportunities through their programs at the recreation facilities and through the Evergreen Club, a "higher level" experience of the arts is available through the Art Gallery, Museum, Theatre, and various cultural agencies in the region.

Despite the significant support provided by the City of Courtenay there is no overall framework for the allocation of cultural grants. Regular ongoing funding continues to be an issue for arts organizations.

All the arts and cultural services based in Courtenay serve the larger region. A report for the Comox Valley Regional District in 2011 by Jennifer Wilson proposed a funding framework. That framework has not been implemented; however, the CVRD does currently provide some grants to the cultural institutions in Courtenay. The Town of Comox and the Village of Cumberland do not provide substantial or sustainable funding to the arts and culture organizations.

The Allocating Recreation Grants report (Wilson) recommended a blended approach to the grants program, whereby new programs, services and special events that support regional goals and deliver benefits to the entire region receive funding from the CVRD. The three major cultural institutions currently receive grants from the CVRD. This is an area that requires further discussion with the CVRD.

Key Community Input on Culture

- Although there were no specific survey questions on culture, survey participants commented on the need for voice, theatre and creative writing programs, more and different dance programs for adults, affordable arts and crafts programs, mixed media, jewellery, quilting, and photography
- Focus group participants recommended that the arts be enhanced through a public art program and the development of an "arts specific" space
- Focus group participants recommended that culture be integrated into parks and recreation promotions and that the K'omoks First Nation be more involved to raise the Indigenous profile

Summary of Strengths and Challenges

STRENGTHS

Courtenay has multiple culture facilities that serve the region

The theatre, art gallery and museum all receive grant funding from the City of Courtenay and the CVRD

Centre for the Arts is an excellent concept that was intended to be for arts purposes and compatible uses; CVAG and the CVCAC are seeking other potential locations to supplement the existing space for the arts

Art gallery programs and events are highly varied and well attended

The museum has excellent displays, programs and attendance

The theatre is unique in the region, serving the community well

There are many bookings and attendance is high at the theatre

The CVCAC makes a significant contribution to arts and culture in the Comox Valley and has coordinated several mural art projects in the City

Museum has a Palaeontology section, which is a unique advantage over other museums

CHALLENGES

There is no municipal/regional cultural plan that identifies potential funding models, management agreements, capital campaigns, and facility needs

There is no policy in place regarding the funding mechanisms

The mixed use in the Centre for the Arts building has resulted in insufficient space to meet the needs of the Art Gallery and the CVCAC

The Art Gallery is interested in expanding their exhibition space

The lack of regular ongoing funding is a major challenge for the museum

Challenges in the 80-year-old converted movie theatre include not enough lobby space (a challenge for persons with disabilities) and a small stage with outdated under-stage hydraulics and no fly system/ over stage hydraulics; theatre is currently understaffed and having difficultly filling positions

There has been no feasibility study to review options for the theatre within the overall context of arts in the Comox Valley

The CVCAC is challenged to meet current roles with the available resources

There is no Mural Art Policy in place to guide future projects

Museum lacks collection storage space and has issues of vandalism and public sanitation behind the facility

Recommendations for Culture

PLANNING AND DESIGN

4.4.1 Support the development of a Cultural Master Plan led by the Comox Valley Regional District, to include the City of Courtenay, Town of Comox, K'ómoks First Nation, and Village of Cumberland; this Plan is to provide strategic direction for the future and include the following:

- Facility condition reviews and recommendations for facility renewal
- Operating models and policies
- Partnerships
- Funding models
- Strategies for incorporating cultural offerings through the recreation programs of the partner organizations

4.4.2 Undertake a facility utilization study for the building housing the Art Gallery.

"Keep up the good work. Love living in the Comox Valley and being able to participate recreationally both indoor and out for free or at a reasonable rate." —*Survey respondent*

5. NEXT STEPS

The Parks and Recreation Master Plan will be implemented in phases. The proposed phasing of the recommendations in this plan will be based on community priorities and Council's Strategic Priorities, combined with costs, existing and potential budgets, and other factors. The next step in this process will be to prepare an implementation plan that identifies the proposed phases and relative costs.

The Master Plan is a guiding document for the provision of facilities and services. It does not commit the City to any project nor limit future opportunities.

Implementation will require work at multiple levels by City staff and partners. The following are potential strategies for implementation within the various categories of recommendations:

- Planning and Design
  - Coordinated work among City departments
  - Support for efforts by community groups
  - Inform other City documents such as the OCP revision, Urban Forest Strategy, Subdivision and Development Servicing Bylaw, and future park master plans
- Land Acquisition
  - Coordinated work among City departments
  - Negotiations through the development process
  - Development Cost Charges
  - Partnerships with other jurisdictions, including K'ómoks First Nation, and non-profit groups
  - Collaboration with School District
  - Encouraging and supporting bequests
- Capital Development
  - Identification of projects that can be covered by Development Cost Charges and those that may be amenity contributions by developers
  - Establishment of use of Capital Reserves based on annual budgets
  - Tracking of opportunities and preparing applications for grants
  - Partnerships with potential sponsors, P3 projects, and other jurisdictions

Appendix A: Relevant Documents and Initiatives

There are numerous City documents that provide context for the PRC Master Plan. The most relevant ones are described in this section.

City of Courtenay Official Community Plan

Courtenay's Official Community Plan (OCP) (2005) provides a vision for making the City the most liveable community in the province, and it supports an expanding system of parks, natural areas and greenways. The OCP provides a foundation for this vision with strategies on several themes relevant to the PRC Master Plan, including the following:

- Balanced growth – create neighbourhoods close to recreation
- A system of recreational greenways – work to have Courtenay recognized as a community that is friendly to pedestrians and cyclists; maintain and protect existing wildlife corridors
- Parks and publicly accessible, natural open space – identify and protect key areas that have the potential for future use as parks or open space
- Guidelines for sustainable development – design with nature, emphasize sustainability, enhance natural beauty, protect wildlife habitat, and support agriculture in the valley
- Adopt "smart growth" principles – foster alternative means of transportation and walkable neighbourhoods
- Community participation – develop a strong sense of community through social programming and through physical design and planning; bolster community spirit and volunteerism

The OCP includes goals and policies for Downtown, Commercial, Industrial, Residential, Agricultural, Parks and Open Space, Recreation and other land uses. The OCP notes that in 2005 the City had 5.6 hectares of parkland per 1,000 people compared to 1.97 hectares per 1,000 in 1994. Parks and Open Spaces are classified into Community Parks (larger than 2 ha), Neighbourhood Parks (less than 2 ha) and Special Use Parks (greenways, buffer strips, storm retention, wildlife and decorative areas).

There are 12 greenways identified in the OCP and 32 linear parks per this Master Plan. Therefore, the definition of linear park is broader than the OCP greenway definition.

Some of the goals of Parks and Open Space are to continue the development of the system of parks and recreation facilities, reinforce the public waterfront, acquire and protect environmentally sensitive areas, and to develop a strong community image through park development. Policies to guide the development of new parkland, the City's greenways and the Courtenay Riverway are also provided. The OCP identifies six high priority areas for acquiring additional neighbourhood parks, all of which are still relevant recommendations and included in Section 3.1 of this Master Plan.

City of Courtenay Strategic Priorities 2018 - 2018

Courtenay City Council has formally adopted 25 strategic priorities that are reviewed annually. The 2016 - 2018 priorities are organized into six strategic themes:

- We actively pursue vibrant economic growth
- We proactively plan and invest in our natural and built environment
- We value multi-modal transportation in our community
- We support diversity in housing and reasoned land use planning
- We focus on organizational and governance excellence
- We invest in our key relationships

Connecting Courtenay Cycling Network Plan

This plan identifies future routes, standards, and projects for improving Courtenay's cycling network.

Downtown Courtenay Playbook: A Partnership Action Plan

In 2015 and 2016, the City conducted a Downtown Forum and Design Charrette, in collaboration with the Downtown Courtenay Business Improvement Association, Chamber of Commerce, staff from neighbouring local governments, and students from the Vancouver Island University Master of Community Planning program. The resulting playbook summarizes a community vision for downtown revitalization, along with the goals, principles, strategic tools, and policies for implementing that vision. One of the five goals resulting from the public process was "celebrate and connect to the rivers", supported by new pedestrian and cycling-friendly bridges across the Courtenay River at locations such as 5th Street, 6th Street, 4th Street and 11th Avenue. Considerable attention was given to completing the Riverway Pathway and improving connections to Condensory Trail, the Puntledge River and One Spot Trail.

Courtenay Parks and Open Space Master Plan

The 1994 Parks and Open Space Master Plan established a framework for the provision of parks and open space for the City. The plan provided a parks classification, measurements of population-based parkland supply, and suggested supply standards to achieve through the acquisition of 11 new parks. Since the plan was produced, the City has made considerable progress towards improving the parks and trails network based on the plan's recommendations.

Comox Valley Regional Growth Strategy

This document is important as it relates to the integration of parks and recreation opportunities within the region. The purpose of the Regional Growth Strategy (2010) is to assist in making decisions regarding growth, change and development within the Regional District. In the section on managing growth, the strategy includes several goals, objectives and policies that are in alignment with the OCP and relevant to the PRC Master Plan, including the following:

- Goal 2: ***Ecosystems, natural areas and parks*** – protect and enhance the natural environment and ecological connections and systems
- Goal 4: ***Transportation*** – develop an 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
- Goal 6**:** ***Food systems*** – support a high quality of life through the protection and enhancement of community health, safety and well-being
- Goal 8: ***Climate Change*** – minimize regional greenhouse gas emissions and plan for adaptation

Comox Valley Sustainability Strategy

In 2010, elected officials, staff and the public from the City of Courtenay, Comox Valley Regional District, Village of Cumberland, and Comox Valley Regional District participated in a joint initiative to foster collaboration and influence policy-making regarding sustainability at both the regional and local scales. The strategy lays out sustainable community development goals and objectives in eight areas, including Ecosystems, Natural Areas and Parks. In the section on Ecosystems, Natural Areas and Parks, it recommends that all citizens have access to recreational opportunities and widespread access to a variety of recreational parks and greenways. Specific actions are listed and prioritized, along with the community, education and government organizations that should be involved in implementing them.

City of Courtenay 25 Year Vision for Multi-Modal Transportation

In 2014, Courtenay produced a vision for multi-modal transportation that included a network of greenways and complete streets that would provide key mobility connections between mixed-use development nodes throughout the City. The conceptual greenway network proposed in the Vision includes trails and on-street routes that connect existing parks and priority park acquisition areas.

Park Asset Management Inventory

Between June 27th and July 7th of 2016, Courtenay conducted a field inventory of park assets within the City. Over eight days, assessments were performed for 1,765 unique features that range from benches and signs to sport fields and playground equipment. In total, 119 parks, trails and greenways within the City of Courtenay were visited. The asset condition rankings were incorporated into a Parks, Recreation and Culture Analysis.

City Asset Management Policy

In 2015, Courtenay adopted the Asset Management Policy. Asset management provides a framework for supporting long-term service delivery. The information provided in the Parks, Recreation and Culture Analysis and the final Parks and Recreation Master Plan will help formulate the long-term Asset Management Plans for the parks and recreation assets. This will include the establishment of levels of service, for activities and programs considering service risks and the condition of assets.

Subdivision and Development Servicing Bylaw

This bylaw, updated in 2018, regulates the subdivision and development of land within the City of Courtenay, and outlines standards for works and services. The bylaw includes standards for detention ponds, sidewalks, and trees.

Projects in Progress

A number of projects currently underway will also be relevant to the PRC Master Plan; these are described below.

- ***Urban Forest Strategy***
  A draft of this strategy was completed in April 2019. The draft Urban Forest Strategy, which included community engagement and analysis of the tree canopy, establishes a vision, goals, strategies and actions for protecting and enhancing Courtenay's urban forests.

- ***Integrated Rainwater Management Plan***

  The City of Courtenay is developing a community-wide management plan that will guide how we manage rainwater. The Integrated Rainwater Management Plan (IRMP) will help shape our community as it grows, in an environmentally respectful and sustainable manner. The IRMP will help Courtenay manage the systems and processes of our community's built infrastructure such as underground stormwater utilities, as well as natural assets such as wetlands and rivers.

- ***5th Street Complete Street Pilot Project***

  The 5th Street Complete Street Pilot Project included a substantial overhaul of above-ground and below-ground infrastructure on 5th Street between Fitzgerald and Menzies Avenues. The project significantly improves walking and cycling infrastructure in the area. Along with new landscaping, other improvements include innovative stormwater management through the installation of rain gardens throughout the corridor. The project was funded through the federal Gas Tax Fund, under the Strategic Priorities Fund - Local Roads, Bridges and Active Transportation category.

Future Project

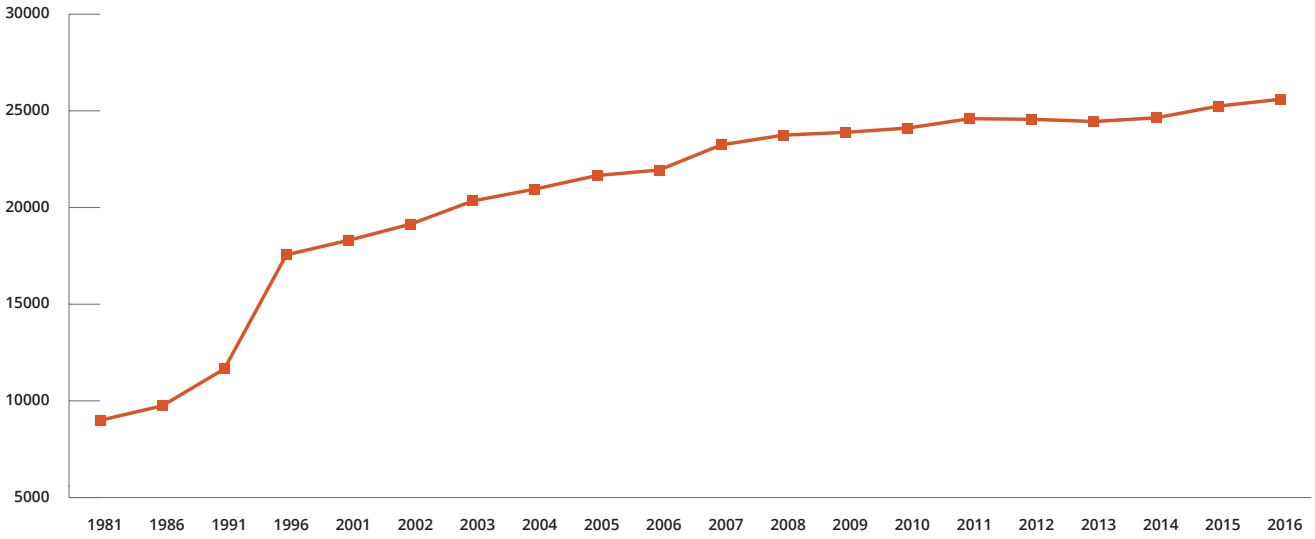
The City is planning to undertake a Municipal Natural Assets Initiative (MNAI). The initiative will involve identifying, valuing and accounting for natural assets in the City's financial planning and asset management programs and developing leading-edge, sustainable and climate resilient infrastructure. Parks are natural assets that can contain aquifers, forests, streams, riparian areas and foreshores; these can provide municipalities with vital services equivalent to those from many engineered assets. Some natural assets serve multiple purposes. For example, parks may reduce flooding risks, provide recreational benefits, and they can be managed to maximize several objectives.

Appendix B: Community Overview

Existing Population, Age and Household Sizes

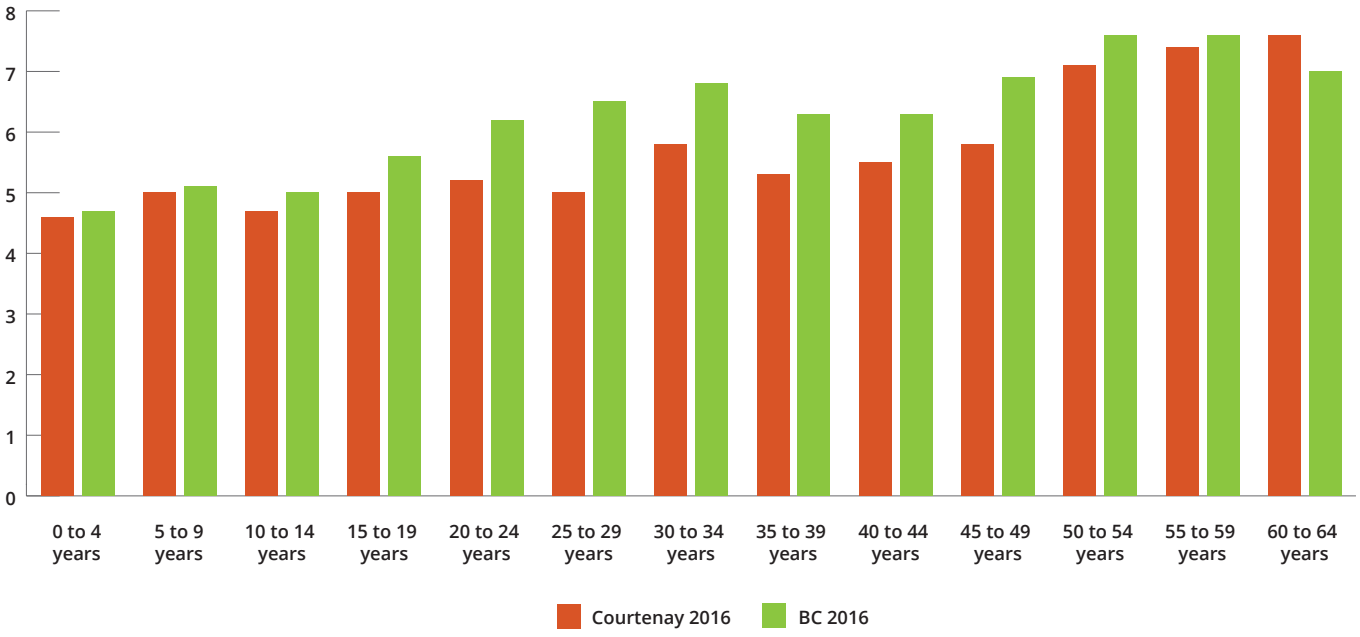
The City of Courtenay's population at the end of 2016 was 25,599 (Figure 2.1). Courtenay has experienced variable growth rates over the last 35 years. Between 2001 and 2006, the City had the tenth highest growth rate in BC at 19.9%, and the third highest of municipalities over 5,000 population (BC Stats). The BC average during this time was 5.3%. After 2006, population growth was slower, but in the period from 2011 to 2016 the growth rate was 5.7%, greater than the Comox Valley Regional District's growth rate of 4.7% for the same period.

FIGURE A.1: CITY POPULATION 1981 TO 2016
SOURCE: COURTENAY OCP (2005), STATISTICS CANADA CENSUS SUBDIVISION DATA (2016), BC STATS (2015)



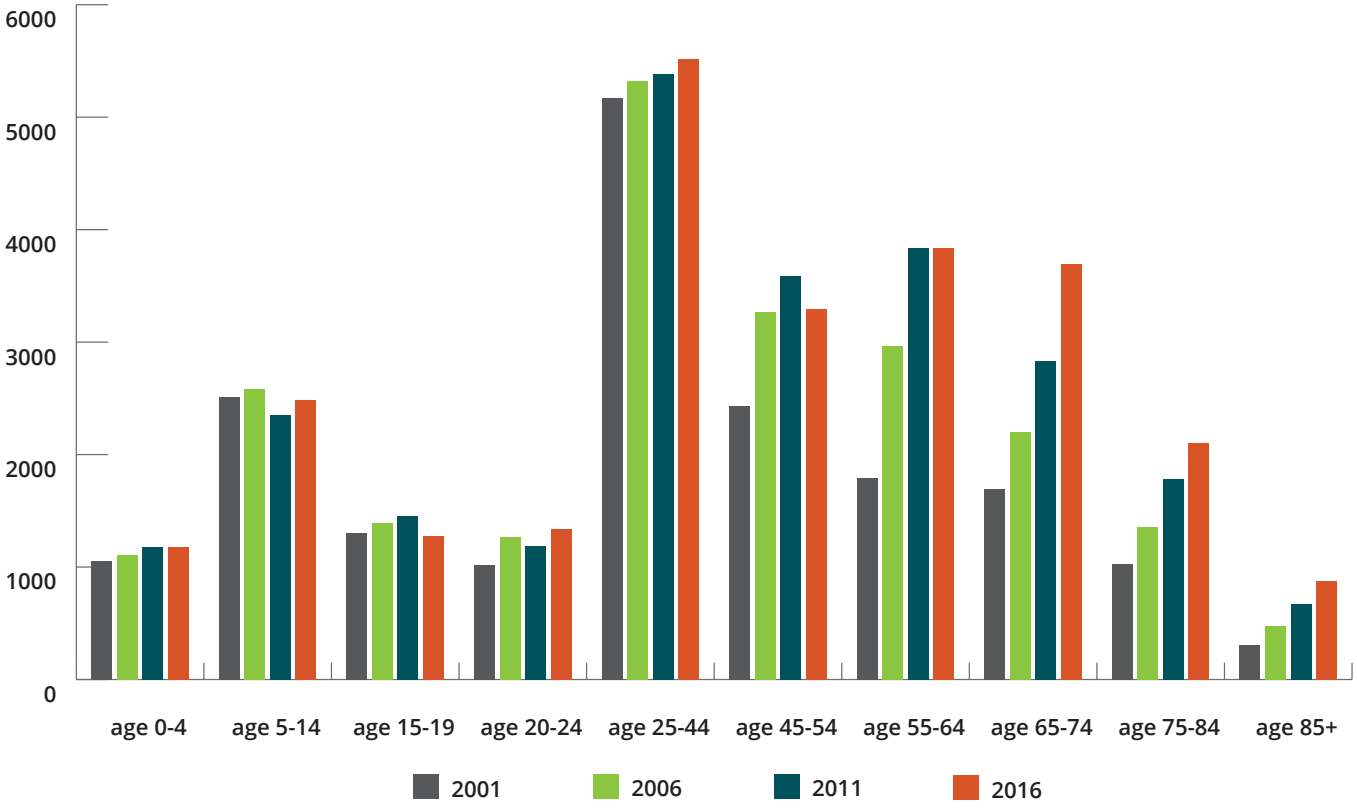
Courtenay's population is aging (Figure 2.2). The 2016 census recorded the median age of Courtenay at 48.3 years, an increase from 46.5 in 2011. This is higher than the provincial median age of 43.0 and the national median age of 41.2. There are higher percentages of adults in Courtenay over the age of 60, and lower proportions aged 0 to 59 than there are in the rest of the province.

FIGURE A.2: AGE COMPARISONS COURTENAY AND PROVINCE 2016
SOURCE: STATISTICS CANADA CENSUS SUBDIVISION DATA (2016)



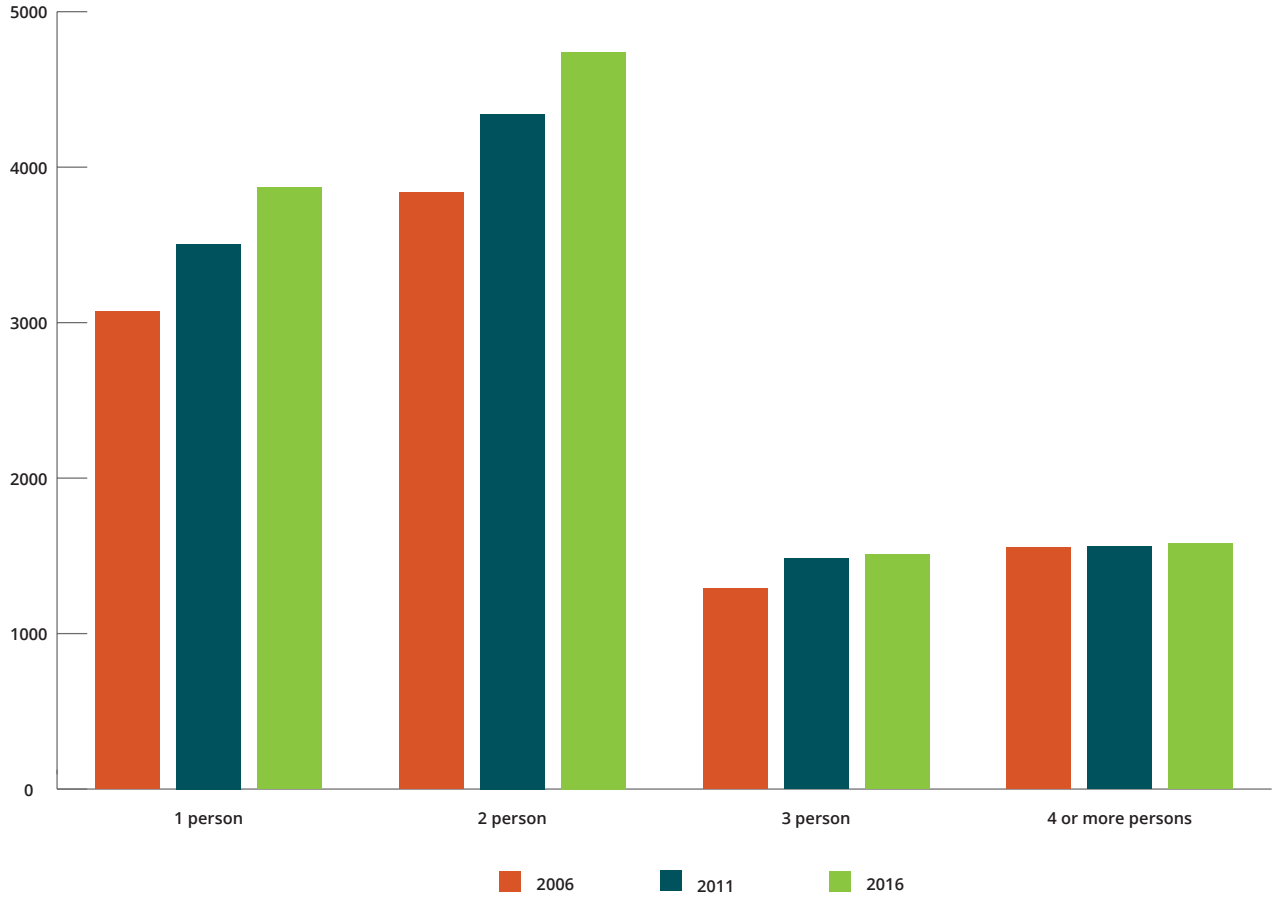
Courtenay's demographics are changing significantly with respect to the age distribution (Figure 2.3). Generally the trend shows very small population increases for all of the age classes up to age 44. The older age groups increased significantly with the most dramatic increases in population for adults aged 85 and older (189%), adults aged 65 to 74 (119%) and adults aged 55 to 64 (115%).

FIGURE A.3: POPULATION CHANGE BY AGE CLASS 2001 TO 2016
SOURCE: STATISTICS CANADA CENSUS SUBDIVISION DATA (2001, 2006, 2011, 2016)



The average persons per household in 2016 was 2.1 (Figure 2.4), a slight decrease from 2.2 in 2006. The most growth between 2006 and 2016 occurred within smaller households. This is likely related to the aging population, as older residents typically live in smaller households.

FIGURE A.4: HOUSEHOLD SIZE 2006, 2011, 2016
SOURCE: DATA FROM STATISTICS CANADA CENSUS SUBDIVISION DATA (2006, 2011, 2016)



Ethnicity

Courtenay had about the same percentage of people speaking English and French as their first language in 2016 (89% and 2% respectively) as in 2011 (89% and 3% respectively). Of the 8% of people in 2016 whose first language was a non-official language, German, Cantonese and Vietnamese were the most common first languages. Five census respondents in Courtenay spoke each of the following as their first language: Cree, Inukitut, Comox, Salish languages, and Kwakiutl (Kwak'wala).

Population Trends

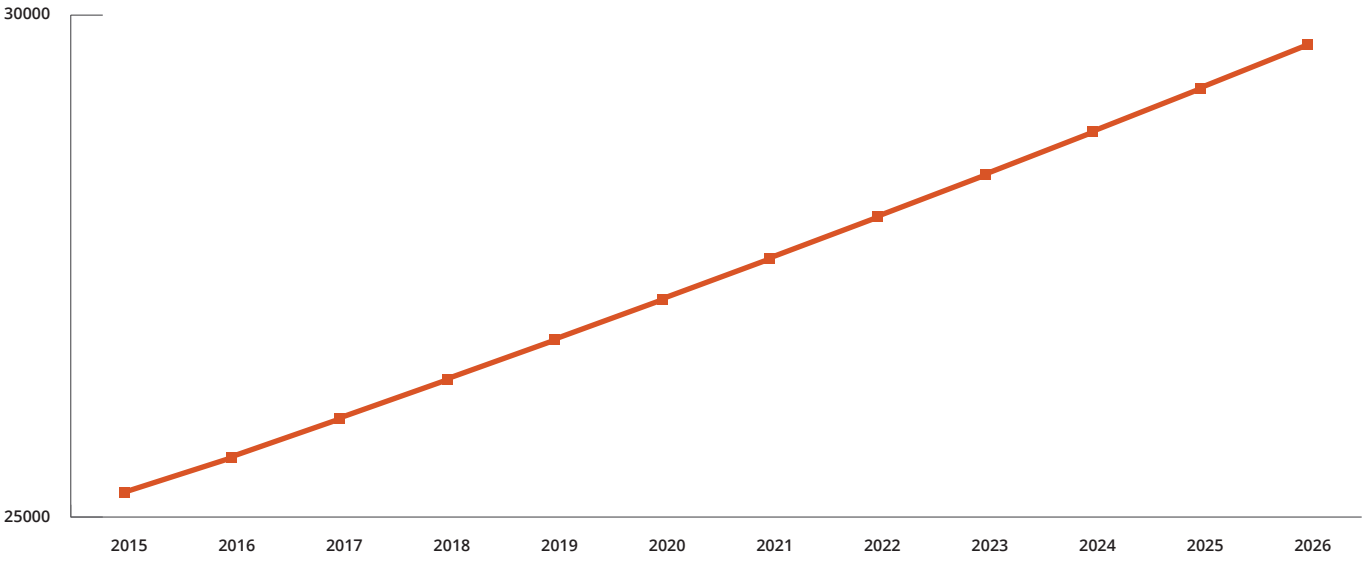
Population projections are based on past population trends and current population characteristics. Though not an exact science, population projections are an essential tool to guide decision-making about the future needs of a community. Population growth requires new housing, City services, and other amenities such as parks and recreation.

Courtenay's population at the end of 2016 was estimated at 25,599. According to the calculations for the DCC bylaw, the City is anticipating an annual growth rate of 1.5%. Applying the 1.5% average growth rate from 2016 to 2026 will result in an estimated population of 29,709 in 2026 (Figure 2.5). This estimated 2026 population is an increase of 4,110 from the 2016 population estimate of 25,599.

Residential growth in Courtenay is occurring primarily in the following suburban edges of the City:

- North and northeast Courtenay in the Crown Isle and Crown Isle on the Rise developments respectively
- South Courtenay in The Ridge development close to Upper and Lower Ridge Park
- Southwest Courtenay in proximity to Arden Road

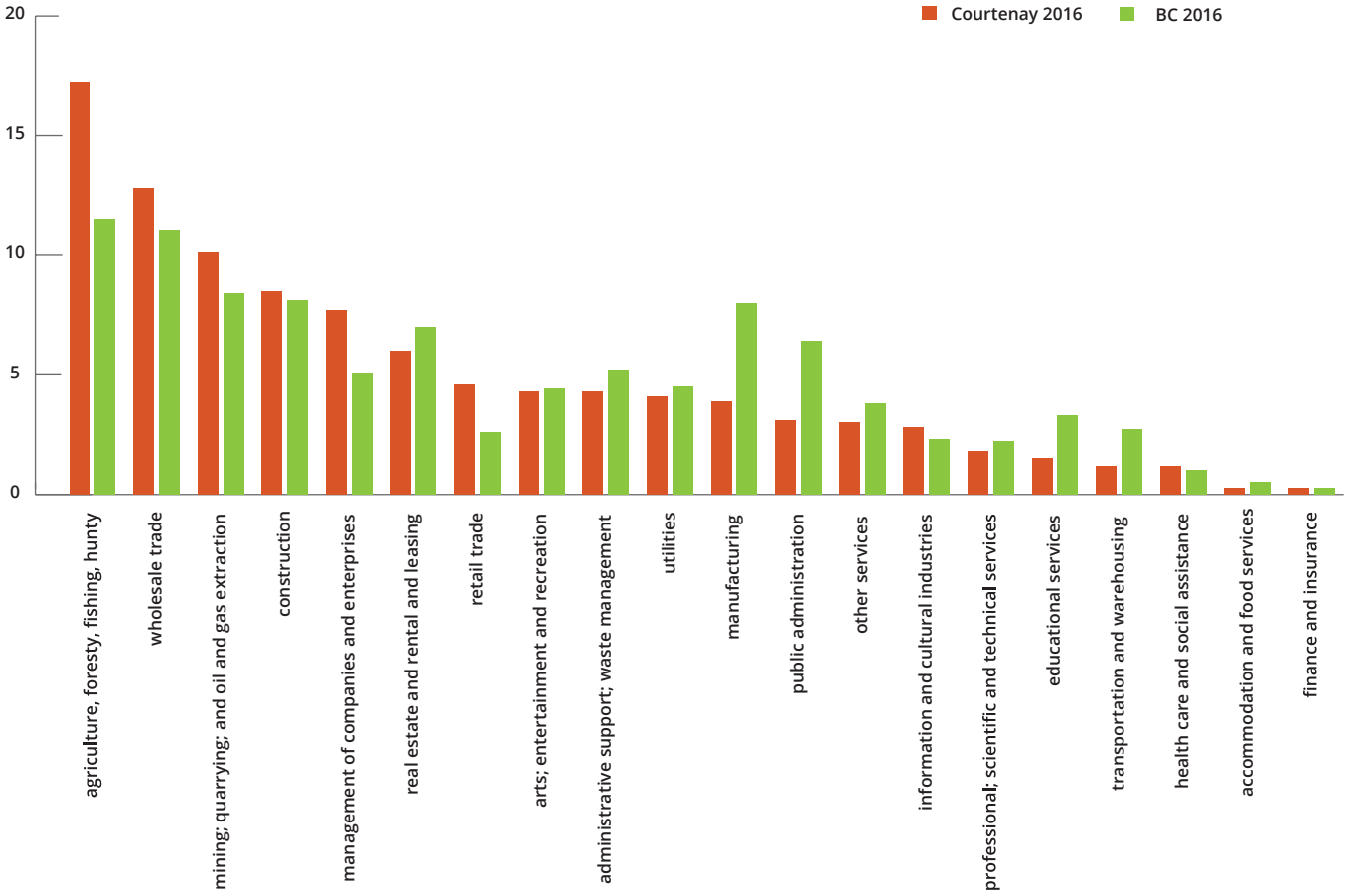
FIGURE A.5: POPULATION PROJECTION 2015 TO 2026
SOURCE: DATA UPDATED FROM ROLLO AND ASSOCIATES, 2016



Employment and Income

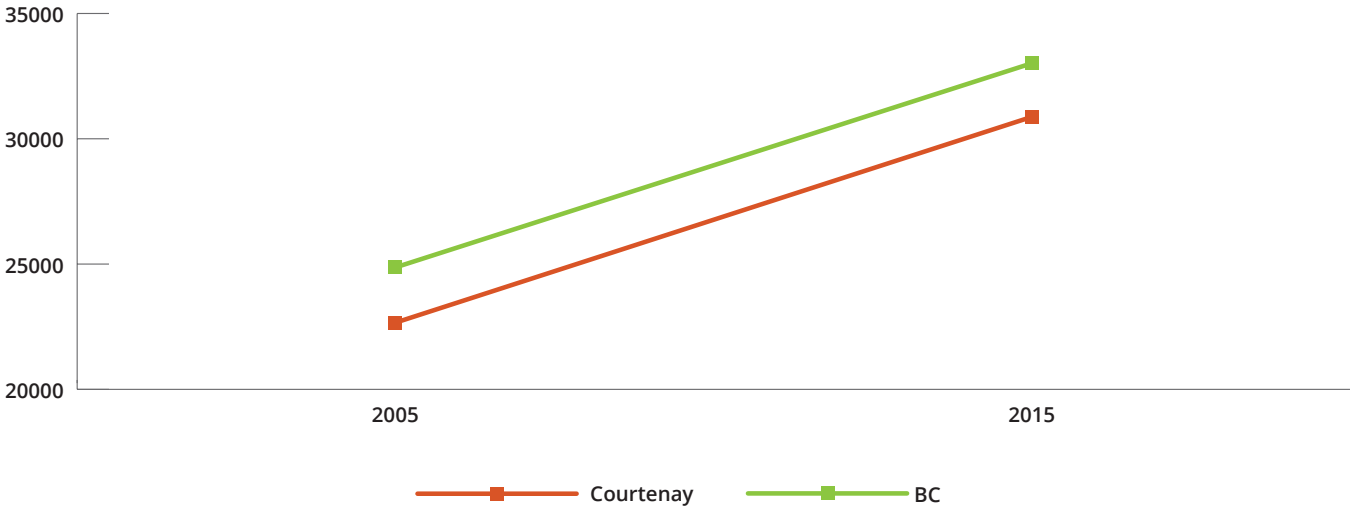
As of 2016, Courtenay's labour force includes: agriculture, forestry, fishing and hunting (17.2%); wholesale trade (12.8%); mining, quarrying and oil and gas extraction (10.1%); and construction (8.5%) sectors (Figure 2.6). The largest percentage of the labour force in both Courtenay and BC work in these four sectors.

FIGURE A.6: LABOUR FORCE BY INDUSTRY 2016 FOR COURTENAY AND BC
SOURCE: DATA FROM STATISTICS CANADA CENSUS SUBDIVISION DATA (2016)



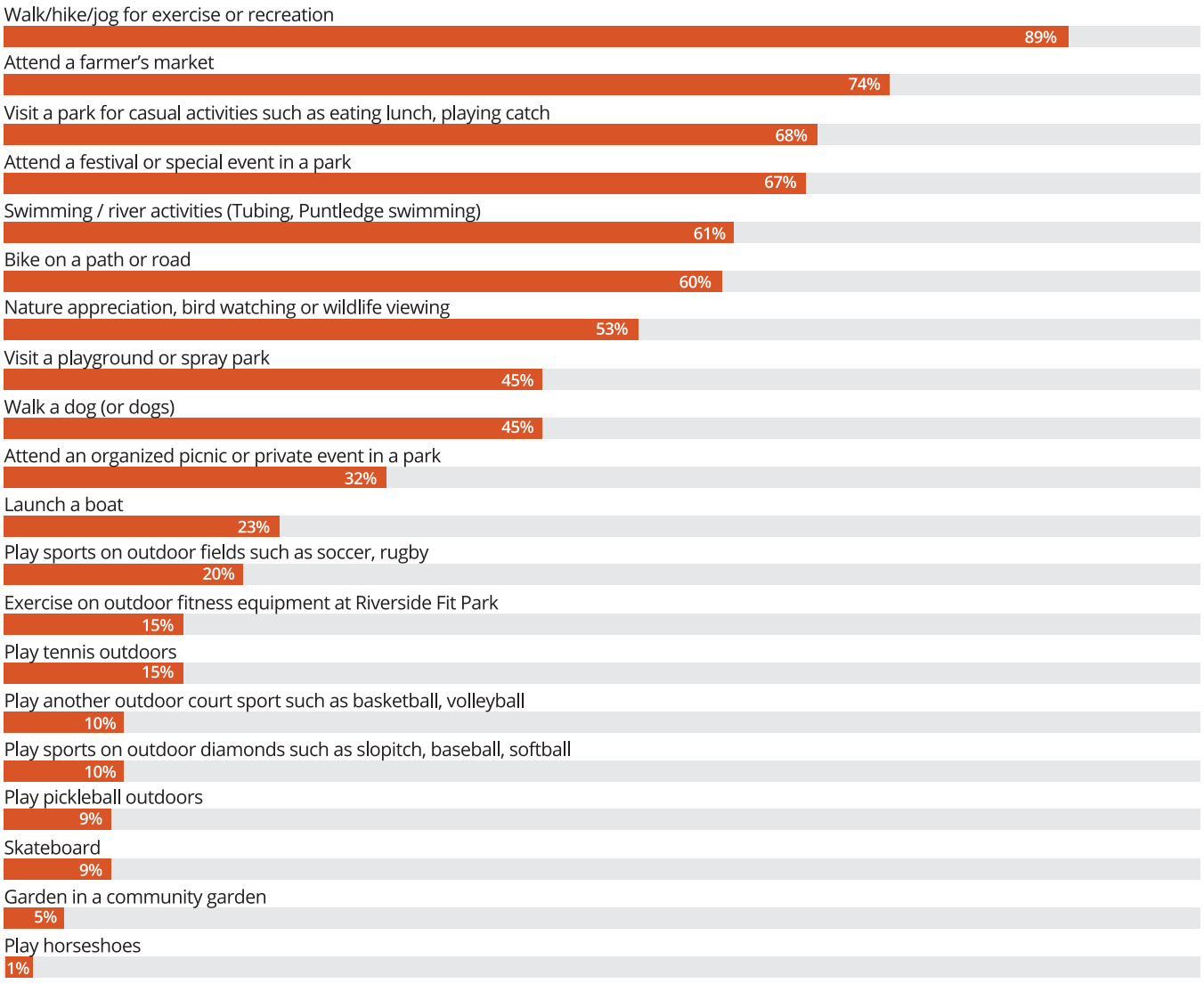
The median annual income for individuals in Courtenay is lower than the BC median (Figure 2.7). Median income for households in Courtenay grew from $57,463 in 2005 to $69,995 in 2015. In 2015, 27.9% of total income in Courtenay was from pensions, compared to 12.7% for BC.

FIGURE A.7: COURTENAY AND BC MEDIAN INDIVIDUAL INCOME
SOURCE: DATA FROM STATISTICS CANADA CENSUS SUBDIVISION DATA (2016)

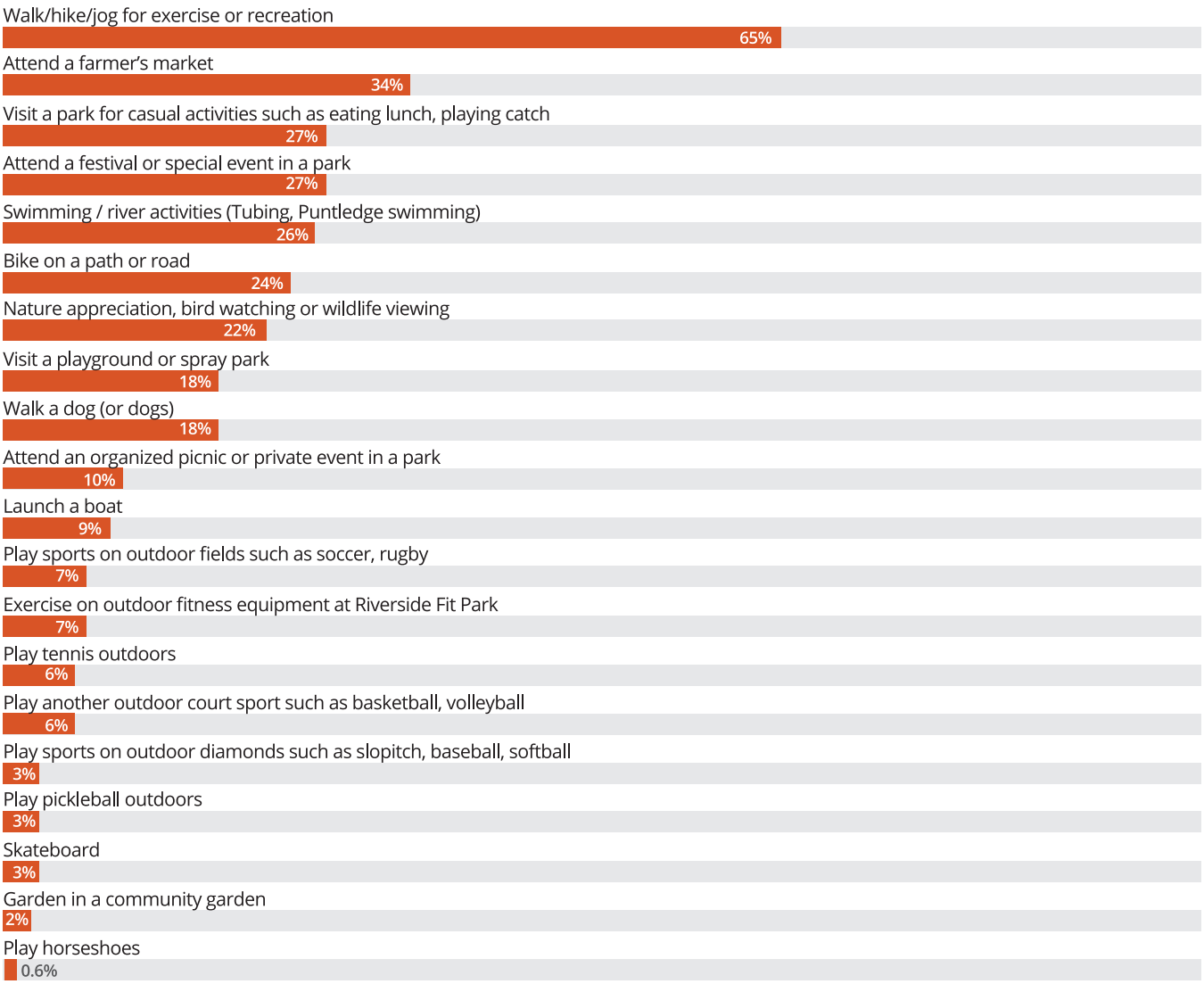


Appendix C: Community Survey Input

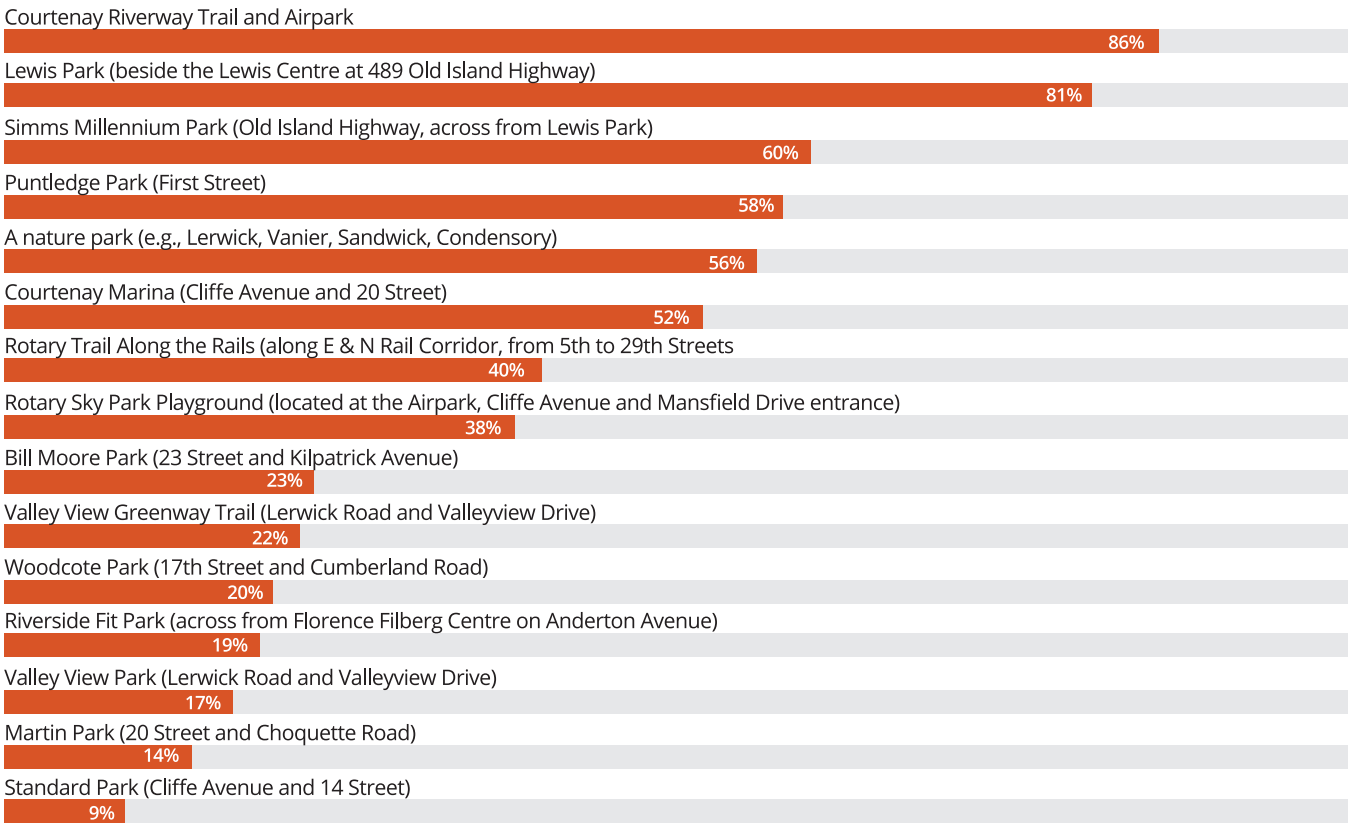
Question 1a: Did you or anyone else in your household participate in any of the following outdoor activities at a City of Courtenay park during the past year?



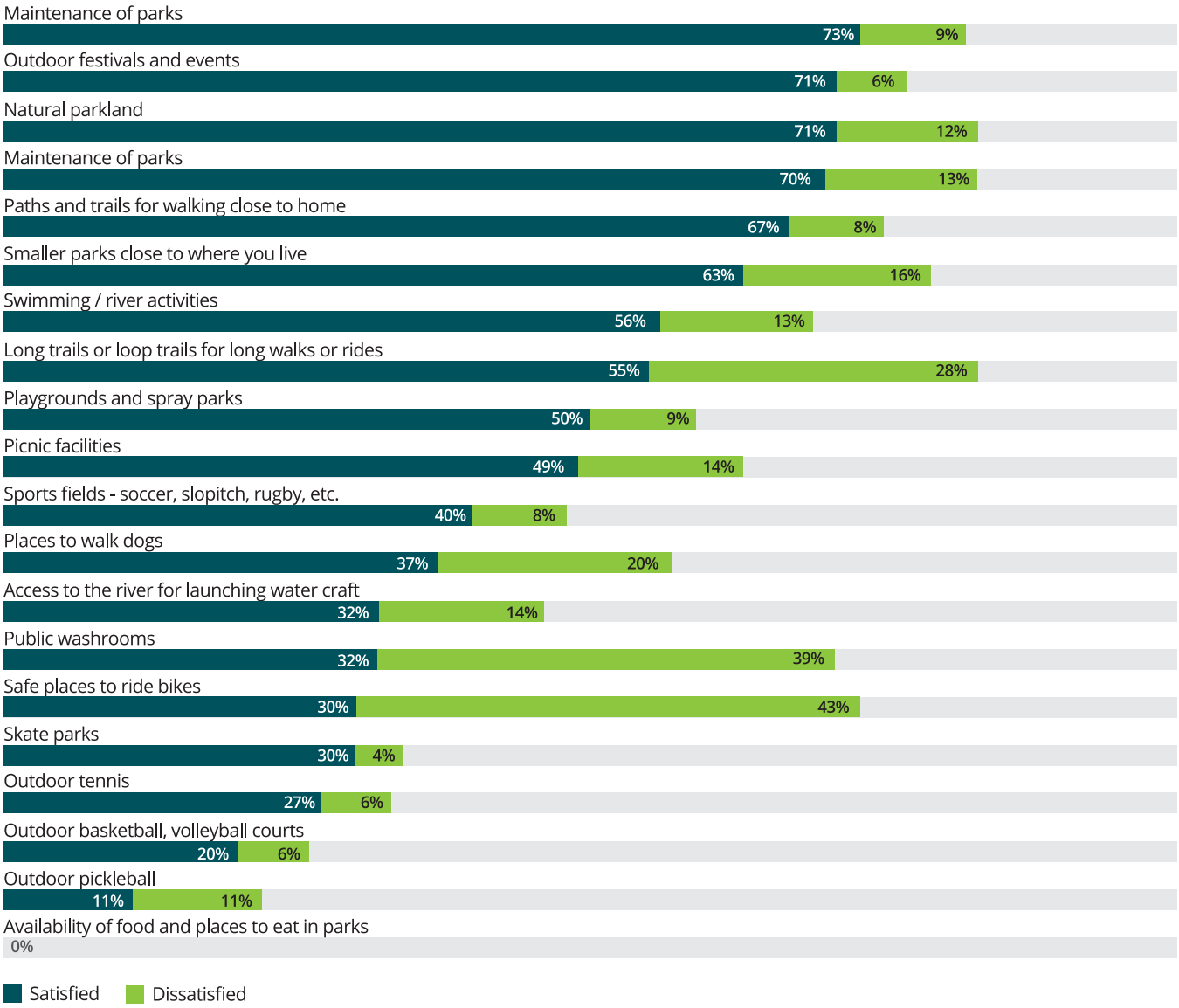
Question 2: Of these outdoor activities, which are most important to you? (Please choose around two or three activities)



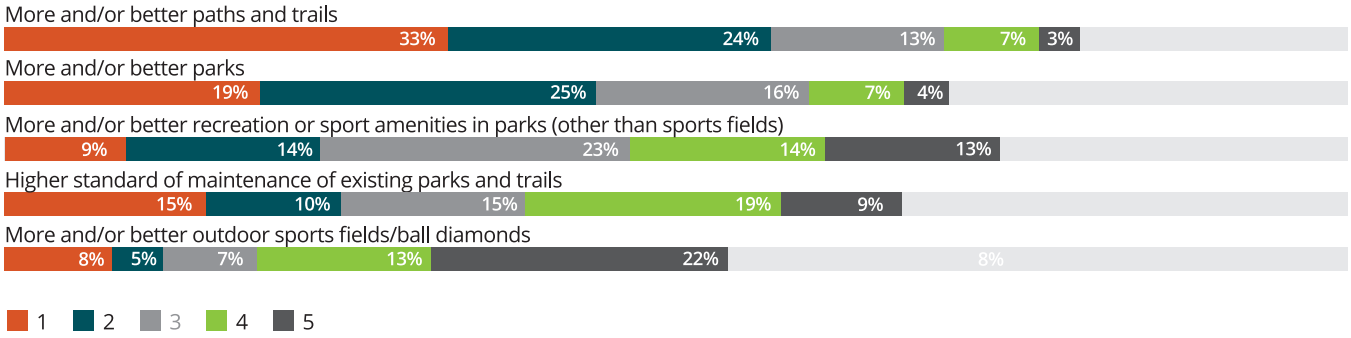
Question 3: In the past year, did you or anyone in your household visit any of these parks or trails for any reason (park use, playground, walking, playing sports, eat lunch in a park, etc.)?



Question 4: What is your level of satisfaction with each of the following (satisfied, neither satisfied or dissatisfied, dissatisfied, or not sure)? When answering please consider quality, location, access, and if there are enough opportunities.



Question 5: Which of the following potential priorities for outdoor recreation are most important to you?



Question 6: Please tell us what specific improvements or additions to outdoor recreation are needed and where they are needed (if applicable). If you think they're fine as they are, feel free to tell us more.

MULTI-USE TRAILS

- More routes that allow for walking and cycling (65)
- Create a trail system connecting parks and key areas in the city (26)

SPORTS FIELDS AND COURTS

- More pickleball courts (50)
- More tennis courts (28)
- More beach volleyball courts (9)
- More multi-use turf fields (9)
- More baseball diamonds (4)

OUTDOOR POOL

- Outdoor pool facilities need to be renovated (6)
- Maintenance to the outdoor pool needs improvement (i.e. appearance and cleanliness) (4)
- Extend operating season for the outdoor pool (2)

OFF-LEASH DOG AREAS

- Need an off-leash dog park (34)

PLAYGROUNDS

- Need more playgrounds (14)
- Replace deteriorating playground equipment (12)
- Better maintenance of playground areas (3)

PUBLIC WASHROOMS

- More washrooms in parks and along trails (11)
- Improve maintenance of washrooms (6)
- Provide personal hygiene items (e.g., hand sanitizer, paper towels) at washrooms (3)
- Keep washrooms open year-round (3)
- Provide washrooms that are accessible for all

users (2)

NATURAL AREAS

- More natural areas for recreational enjoyment and wildlife conservation (5)

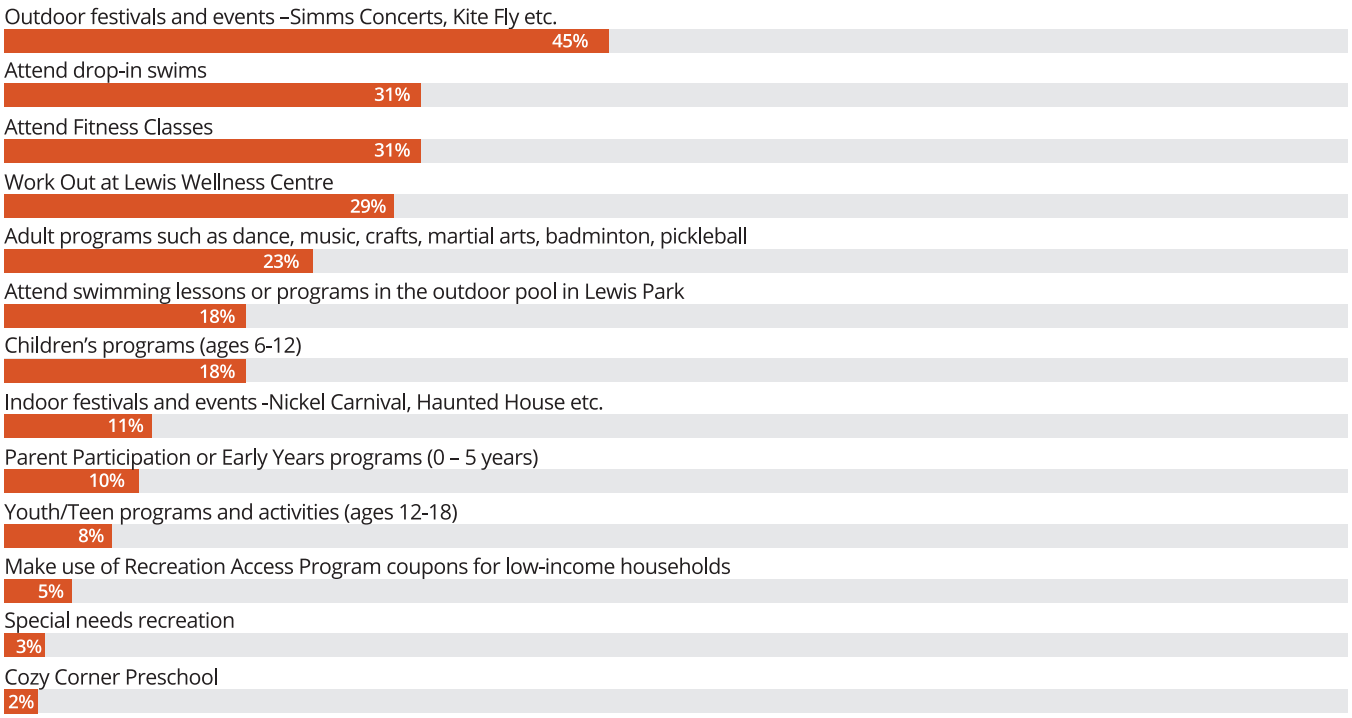
PICNIC FACILITIES

- More picnic tables in parks (4)
- More places to enjoy a picnic (e.g., along trails) (4)

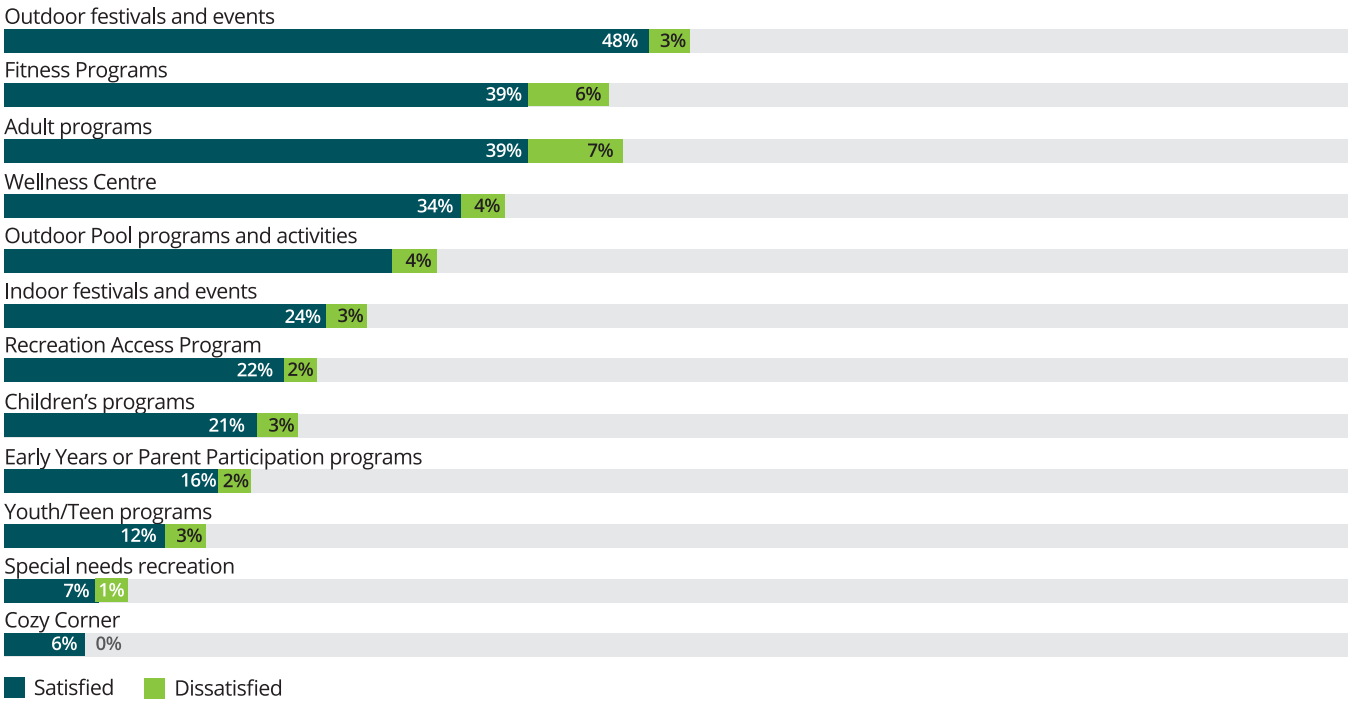
SKATEPARKS

- Construct a skatepark in West Courtenay (2)

Question 7: Did you or anyone in your household participate in any of the following recreation programs offered by the City of Courtenay during the past year?

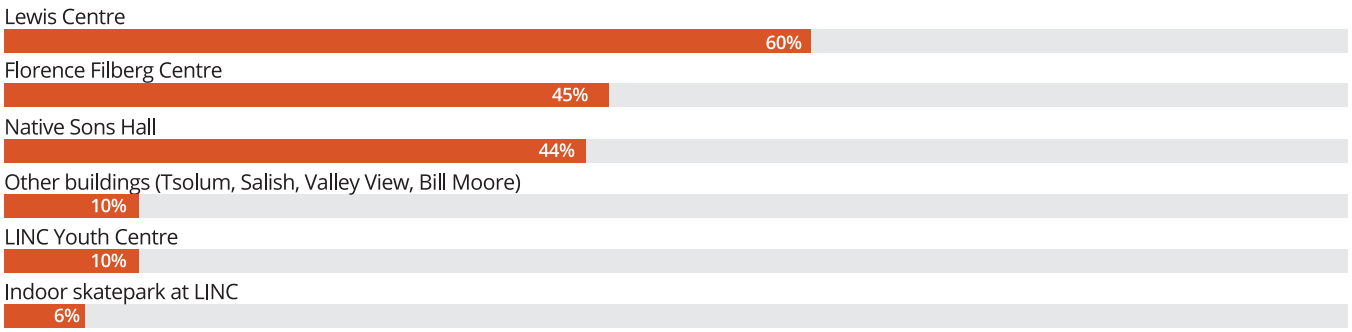


Question 8: What is your level of satisfaction with each of the following recreation programs or activities offered by the City of Courtenay?

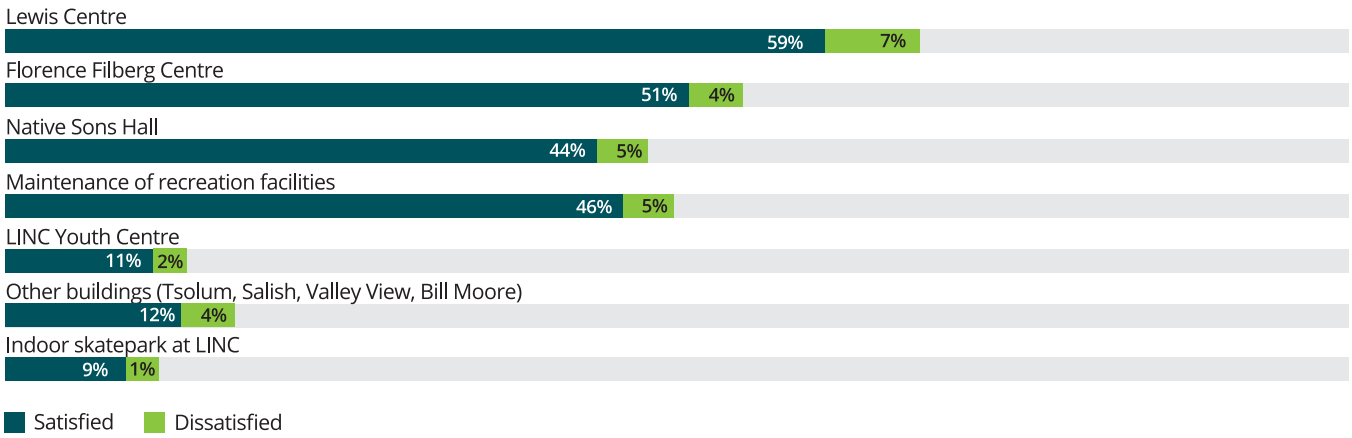


Question 9: Are there any age groups for which programs are insufficient or lacking? Check as many as apply.

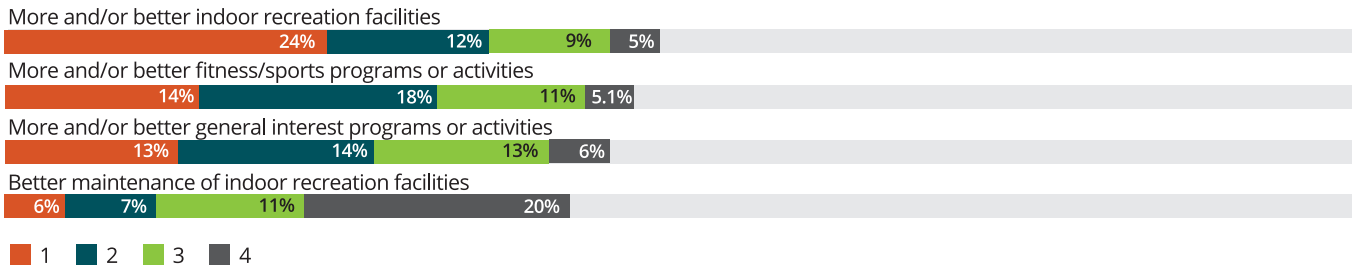
Question 10: Did you or anyone in your household participate in City of Courtenay recreation activities or programs or attend special activities at any of the following facilities in the past year?



Question 11: What is your level of satisfaction with each of the following? Please consider quality, location, and if there are enough opportunities.



Question 12: Please rank your priorities for recreation improvements from the choices below.



Question 13: Please tell us what specific recreation improvements or additions are needed and where they are needed (if applicable). If you think they're fine as they are, please tell us more.

PICKLEBALL COURTS

- More pickleball courts are needed (31)

GYM SPACE

- More fitness room space (11)
- More fitness equipment (5)

INDOOR TENNIS

- Need an indoor tennis facility (11)

AQUATICS

- Need another indoor swimming pool (9)
- Swimming lessons fill up too quickly (2)
- Swimming pool and facilities maintenance (i.e. showers) is poor (2)

YOGA PROGRAMMING AND FACILITIES

- A studio dedicated for yoga use only (9)

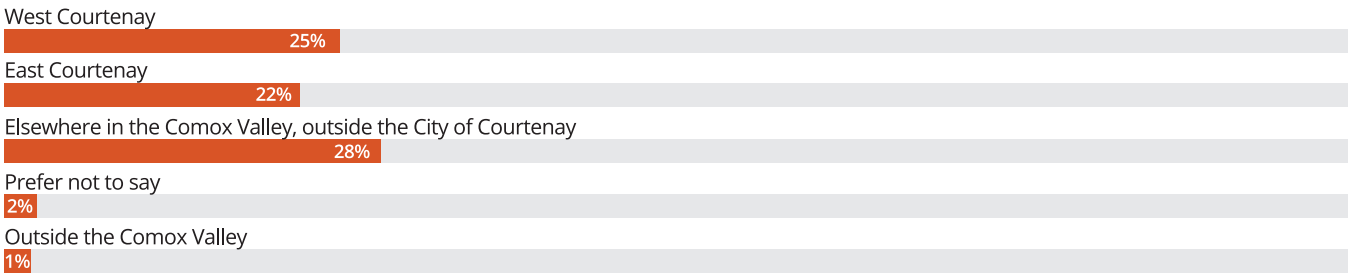
INDOOR FIELD RECREATION FACILITIES

- Indoor multi-purpose space for soccer, field hockey, rugby, etc. (6)

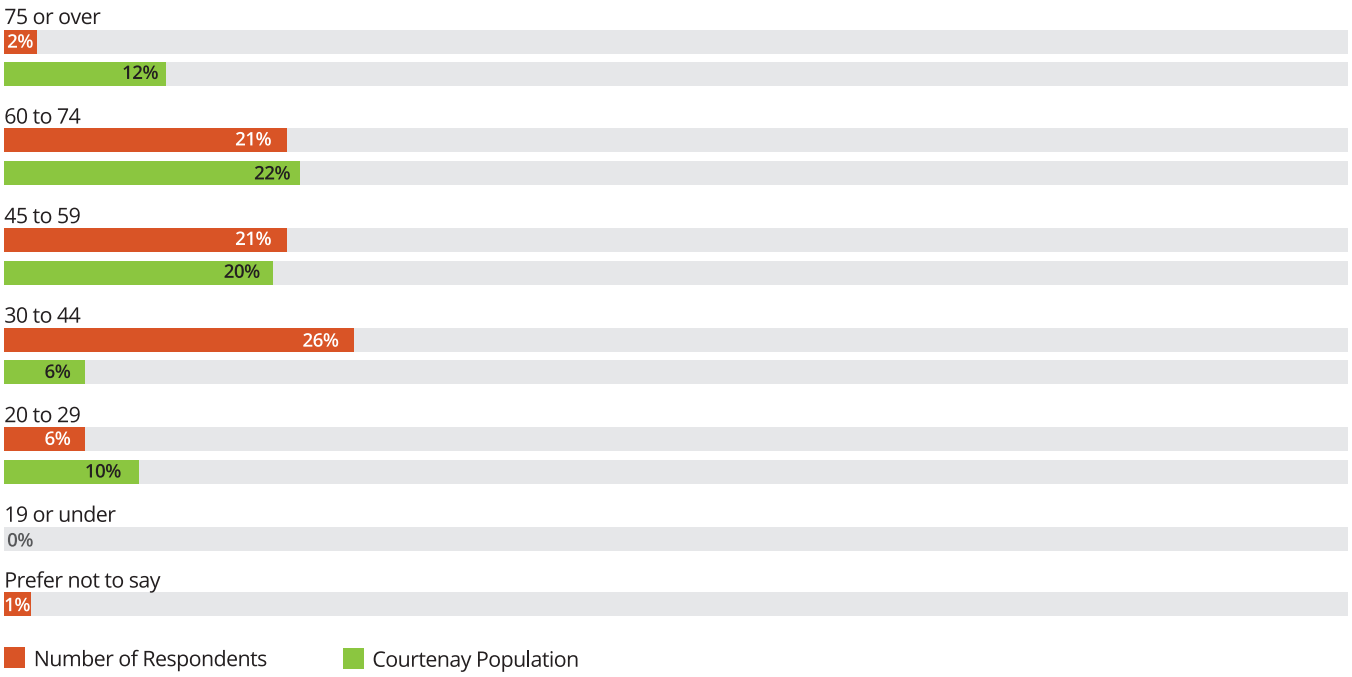
PROGRAMMING

- There are not enough classes offered for each program, which makes the registration process stressful (12)
  - There are particularly not enough classes or facilities for the TRX program (6)
  - More options are needed for the seniors' fitness programming (4)
- The Lewis Centre offers a good variety of programs (12)
- The scheduling of class times is inconvenient, especially for those who work regular office hours during weekdays (i.e., evenings, weekends, early mornings) (11)
- Arts and skills-based programs aside from fitness recreation should be incorporated into programming for all ages (e.g., theatre, cooking, dancing, wildlife, woodworking) (8)
- More options for drop-in programs are needed (6)
- Programs should be offered at more affordable rates (6)
- The registration process is difficult and lacks flexibility due to the in-person or phone sign-up requirement (5)
- More programming options for youth/teens (5)

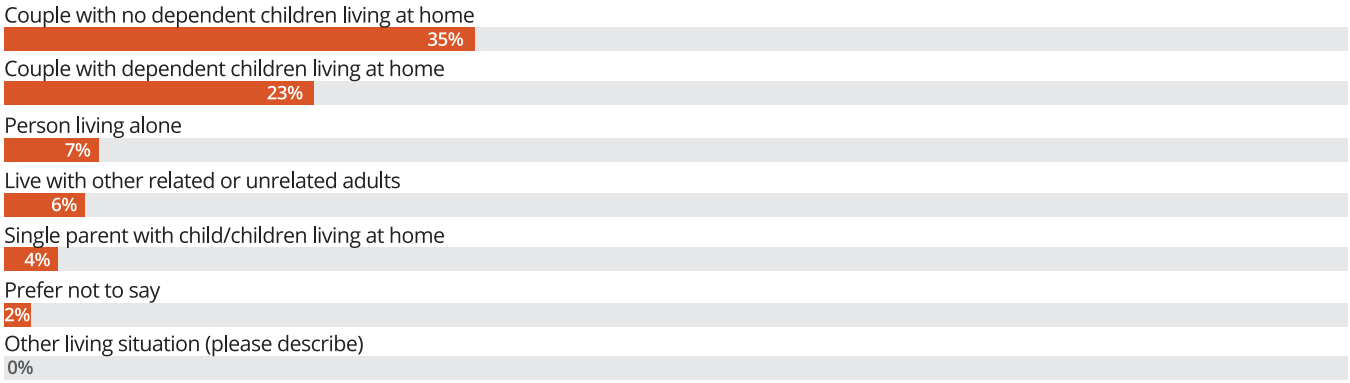
Survey respondents were asked to indicate their place of residence. A total of 25% of survey respondents reside in West Courtenay and 22% in East Courtenay, while the highest number of respondents reside elsewhere in the Comox Valley, outside of the City of Courtenay (28%).



Respondents were provided with six different age ranges and were asked to indicate to which age range they belong. Most respondents indicated that they are between 30 and 44 years old (26%), followed by 60 to 74 (22%) and 45 to 59 (21%). The graph below shows the age distribution in relation to the age distribution of Courtenay's population.



Survey respondents were asked to specify their household composition. A large number of respondents indicated that they are part of a couple with no dependent children living at home (35%). This was followed by couples with dependent children living at home (23%).



Survey respondents who indicated they have dependents residing in their household were asked to specify the age bracket of the children. Most indicated that the dependents are between the age of 6 and 12 years old (43%), followed by 5 years or under (31%).

Appendix D: Parks And Recreation Trends

Parks and recreation activities, infrastructure and participation are constantly changing in response to broader societal trends. The following is a synthesis of some of the current provincial trends related to parks, recreation, and culture, selected for their relevance to Courtenay.

Participation

- Participation levels are higher in BC than in other provinces
- Aging population with a wide range of "55+" interests in "aging actively"
- Walking, cycling, swimming, and attending events are particularly popular
- Unstructured, informal, spontaneous activities are increasing in popularity
- Physical activity levels are decreasing across North America and obesity is increasingly common
- People are incorporating lifestyle and wellness activities into daily routines
- Financial barriers limit participation in some activities and programs, which has led to many municipalities offering programs to reduce costs for low income participants

Service Delivery

- Recreation is frequently offered through a community development approach, in which community groups offer programs with support from the municipality, e.g., swimming lessons, sports leagues, arts programs
- Municipalities are aligning with provincial and national strategic initiatives, e.g., Framework for Recreation in Canada
- Partnerships are being used to optimize opportunities
- Flexible program times and formats are popular
- Family-centred activities help family schedules and opportunities
- Numerous organizations are working together to address social concerns, such as vandalism, inclusion, and affordability

Volunteerism

- Volunteers are critical to the provision of recreation opportunities
- British Columbians of all ages volunteer
- Volunteer trends are shifting and it is becoming harder for some groups to attract and retain volunteers

Infrastructure

- Aging infrastructure is a concern
- Multi-use and flexible spaces provide more opportunities and benefits
- Some newer facilities are integrating indoor and outdoor environments
- More focus is placed on ensuring physical accessibility through universal design
- Various tools are being used to support financial sustainability, including revenue-generating spaces
- Social amenities are being used to enhance user experiences

Parks and Outdoor Recreation

- Trail-oriented uses have the highest and most frequent participation in most communities
- Opportunities to experience nature are expected by residents, and nature interpretation is integrated into parks and trails
- Dog walking is highly popular, and various types of off-leash amenities are being offered
- Play areas are being designed as play environments that incorporate nature
- Activities increasing in popularity include disc golf, urban agriculture and lacrosse
- Participation is increasing in “active transportation”, especially biking
- There are challenges related to parkland supply with increasing population and density

Appendix E: Benefits of Parks and Recreation

Numerous national, provincial and municipal organizations have been engaged in research regarding the benefits of parks and recreation. The "benefits" approach is a highly effective framework for planning and promoting services because it emphasizes that there are both direct and indirect benefits to the community from investing in parks, recreation and culture facilities, programs, activities and special events.

The direct benefits accrue to those who participate in terms of healthy and active lifestyles, social and family connections, positive behaviours, a sense of competence, and disease prevention, among others. There are indirect benefits to the community as a whole, even for those who do not participate. This stems from the enhanced vibrancy of the community, strengthened social fabric, healthier business community, more employment opportunities, more local goods to be purchased, and enhanced tourism assets.

Active people lead healthier lives and have stronger connections to their communities. A powerful case exists that investment in recreation infrastructure is a preventative approach to health and social well-being that offsets spending on reactive infrastructure such as hospitals and correctional institutions.

At the national level, the Canadian Parks and Recreation Association (CPRA) has an online resource that collects data to support the following eight benefits of parks and recreation (www.benefitshub.ca). The Leisure Information Network updates the benefits information on behalf of CPRA. This resource identifies that the work and services provided through parks and recreation:

- Are essential to personal health and well-being
- Provide the key to balanced human development
- Provide a foundation for quality of life
- Reduce self-destructive and anti-social behaviour
- Build strong families and healthy communities
- Reduce health care, social service and police/justice costs
- Are a significant economic generator
- Provide green spaces that are essential to environmental and ecological well-being, for the survival of natural species, the environmental responsibility and stewardship by humans and creating a sense of place

The benefits of parks and recreation also fit within the framework of sustainability. The following are some examples of this:

Environmental Benefits of Parks and Recreation

- Protection of habitat, biodiversity and ecological integrity in parks and open space
- Environmental education and stewardship
- Pollution abatement and cooling of air and water, mostly from trees and soil
- Rainwater management
- Climate change adaptation, including mitigation of extreme weather events
- Parks with forests act as carbon sinks

Social Benefits of Parks and Recreation

- Contribution to community pride and identity
- Stronger social networks and community connectedness
- Physical, psychological and spiritual health and well-being
- Support for play as a critical element in learning and child development
- Connecting people with nature, which has proven health benefits
- Development of community leaders
- Parks can be used to preserve and promote heritage and culture

Economic Benefits of Parks and Recreation

- Increased property values
- Increased viability of adjacent commercial areas
- Attraction of residents and businesses to the community
- Contribution to tourism opportunities
- Reduced costs in criminal justice and health care systems
- Recreation, fitness, sport, arts, culture, parks, and open spaces are significant employment generators

Personal Benefits of Parks and Recreation

- Helps extend life expectancy (active living, sport, fitness)
- Contributes to mental health and well-being
- Reduces obesity, resulting in many health benefits
- Enhances overall physical and emotional health and improves quality of life
- Combats diabetes and osteoporosis and helps reduce risk of coronary heart disease
- Contributes to academic success and provides exceptional opportunities for lifelong learning

Appendix F: Recreation Frameworks

Frameworks for recreation and sport in Canada have been shifting the focus for how municipalities plan facilities and offer services. These are described below.

The *Framework for Recreation in Canada 2015—Pathways to Wellbeing* was created to articulate a renewed vision for recreation and to establish shared goals and values for recreation providers. The document has been endorsed by the federal government and provincial governments, as well as the Federation of Canadian Municipalities (FCM), Canadian Parks and Recreation Association (CPRA), and provincial and territorial recreation associations.

The *Framework* was prepared to guide decision-making, planning, resource allocation, and the development of strategies, policies, programs, and performance metrics. As such, it is a valuable tool to support the alignment of municipal parks and recreation master plans with broader goals for recreation. Each of the goals is based on extensive research, reflecting how recreation can improve individual and community health and well-being and provide a high quality of life for all Canadians.

The *Framework* sets out the following vision and goals:

> *We envision a Canada in which everyone is engaged in meaningful, accessible recreation experiences that foster individual wellbeing, community wellbeing, and the wellbeing of our natural and built environments.*

Goal 1: Active Living
Foster active living through physical recreation.

Goal 2: Inclusion and Access
Increase inclusion and access to recreation for populations that face constraints to participation.

Goal 3: Connecting People and Nature
Help people connect to nature through recreation.

Goal 4: Supportive Environments
Ensure the provision of supportive physical and social environments that encourage participation in recreation and build strong, caring communities.

Goal 5: Recreation Capacity
Ensure the continued growth and sustainability of the recreation field.

BC's Policy on Sport and Physical Activity – Sport Branch Policy Framework, often referred to as ***Sport for Life,*** is another framework that is relevant to parks and recreation planning. It provides a position statement, and provides all sport organizations that are recognized under Sport Canada and BC Sport an approved governance structure, including policies and regulations for their sport. This has a significant role in how facilities are designed, allocated and used to deliver "Learn-to" programs that support sport in general. The Canadian Sport for Life model for municipalities focuses on incorporating physical literacy into recreation programming and providing a continuum of life-long physical activity.

Appendix G: List of Parks

PARK NAME	AREA (HECTARES)
Community Park	
Bill Moore Park	5.66
Courtenay Marina Park	0.93
Lewis Park	7.19
Martin Park	1.49
Puntledge Park	4.04
Riverside Park	0.34
Rotary Skypark	1.10
Simms Millennium Park	4.01
Standard Park	0.88
Valley View Park	4.21
Woodcote Park	1.57
Neighbourhood	
Ashwood Park	0.09
Cenotaph Park	0.02
Cliffe & 5th	0.02
Cooper Park	0.27
Cottonwood Community Garden	0.20
Elderberry Park	0.45
Galloway Park	0.17
Hawk Glen Park	1.39
Hebrides Park	0.44
Hobson Park	0.86
Hobson Park	0.48
Idiens Park	1.41
Inverclyde Park	0.23
Knights of Columbus Park	0.40
Krebs/Larsen Park	0.27

PARK NAME	AREA (HECTARES)
Malcolm-Morrison Sr. Park	2.21
Maple Park	0.31
Monarch Park	0.21
Pinegrove Park	1.93
Sunrise Park	0.81
Sussex Park	0.23
Trumpeter Glen Park	0.14
Upper Ridge Park	0.48
Walbran Park	0.27
Natural	
13th Street	1.71
Air Park	5.90
Bear James Park	2.79
Capes Park	2.35
Condensory Park	1.94
Condensory Park	3.22
Cousins Park	4.11
Cousins Park	1.67
Crown Isle Park 150 Year Grove	2.05
Cruikshank Ave Park	0.10
Dogwood Park	2.32
Hunt & Tunner	0.33
Hurford Hill Nature Park	10.74
Lawrence Burns Park	0.63
Lerwick Nature Park	7.58
McPhee Meadows	4.58
Millard Creek Park	13.70
Morrison Creek Park	2.77
Piercy Creek Greenway	0.60
Piercy Creek Greenway	4.41
Piercy Creek Greenway	0.21
Piercy Creek Greenway	0.59
Ronson Road	0.61
Roy Morrison Park	13.05
Sandwick Park	12.96
Sandwick Park	0.70

PARK NAME	AREA (HECTARES)
Tarling Park	3.65
Vanier Nature Park	5.40
Linear	
26th Buffer Park	0.52
Anderton & 1st	0.05
Arden Road	2.31
Arden Road	0.07
Buckstone Greenway	0.25
Courtenay Riverway	3.34
Courtenay Riverway	1.20
Crown Isle Greenway	0.10
Crown Isle Greenway	0.10
Crown Isle Greenway	0.10
Crown Isle the Rise	0.58
Cumberland & 20th	1.56
Green Belt Park	0.57
Hawk Greenway	0.05
Hawk Greenway	0.17
Hawk Greenway	0.15
Hawk Greenway	0.13
Idiens Greenway	0.11
Idiens Way and Suffolk Crescent	0.26
Idiens Way and Suffolk Crescent	0.03
Millard Creek Greenway	1.60
Ridge Greenway	0.07
Rosewall Buffer Park	0.36
Rotary Trail	0.19
Rotary Trail	0.11
Ryan Road and Cowichan Avenue	0.18
Ryan Road and Cowichan Avenue	0.01
Ryan Road and Crown Isle Blvd	0.23
South of City Park	0.57
Tater Place	0.05
Valley View Greenway	2.87
Greenspace	
Blue Jay Park	0.38
Crown Isle Park	2.28

PARK NAME	AREA (HECTARES)
Cruikshank Park	0.28
First Street Park	0.10
Fitzgerald Park	0.86
Lower Ridge Park	1.19
Malahat Storm Park	1.71
Muir/McLauchlin Park	2.73
Tunner Park	0.10
Crown Land	
Crown Land	3.96
Second Street Park	0.80
Willemar Park	0.19
CVRD	
Seal Bay Park	0.41
Other Lands with Park Values	
Kus-kus-sum	3.40
Harmston Park	1.15
Hollyhock Marsh	3.96
The Nature Trust of BC: Millard Creek	5.88

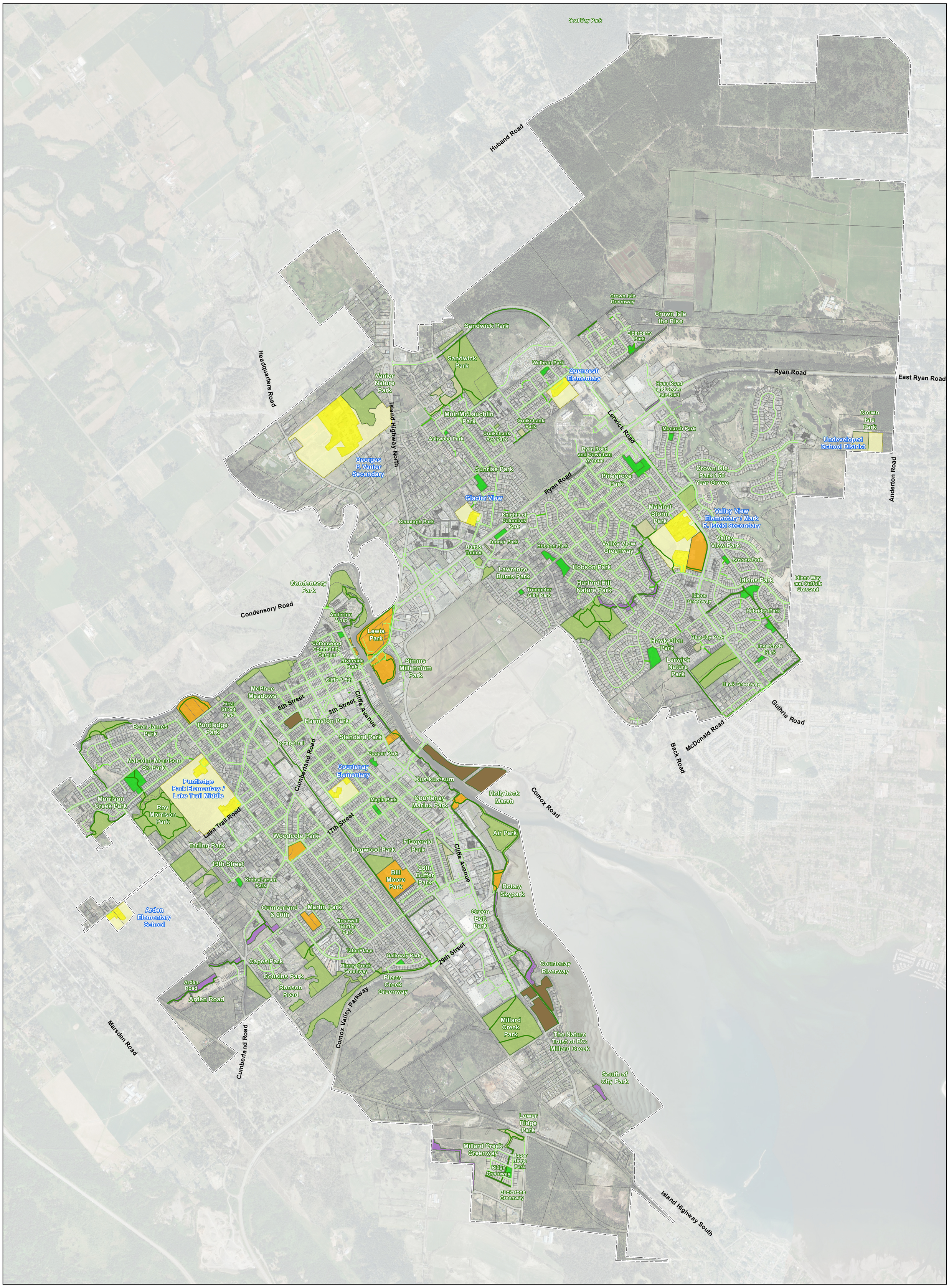
Appendix I: Recreation Data

COURTENAY REGISTRATION INFORMATION BY SEASON FOR 2016 AND 2017			
	Total Registrations	**Revenue**	**Waitlist**
Winter 2016	2,580	$187,825.80	300
Spring 2016	2,382	$192,117.35	174
Summer 2016	3,443	$304,075.33	278
Fall 2016	2,757	$200,174.05	257
Winter 2017	2,357	$179,583.54	236
Spring 2017	2,366	$198,174.96	195
Summer 2017	3,390	$289,832.54	213
Fall 2017	2,573	$207,084.16	266

SUBSIDY LEVELS FOR RECREATION PROGRAMS AND FACILITIES

City of Courtenay Program & Operations Analysis — Based on 2015 Actuals

Facility / Program	Revenue		Expenses		Net Cost		Subsidy
	Facility	Total	Facility	Total	Facility	Total	
Recreation Admin	$ 25,140.00		$ 436,724.00		$ 411,584.00		
Total Admin		$ 25,140.00		$ 436,724.00		$ 411,584.00	94.24%
Lewis Centre							
- Nursery	$ 57,418.00		$ 52,682.00		$ (4,736.00)		
- Childrens programs	$ 367,438.00		$ 484,317.00		$ 116,879.00		
- Operations	$ 281,937.00		$ 1,028,747.00		$ 746,810.00		
- Public works	$ -		$ 201,876.00		$ 201,876.00		
Total Lewis Centre		$ 706,793.00		$ 1,767,622.00		$ 1,060,829.00	60.01%
Youth Centre							
- Programs & operations	$ 59,720.00		$ 182,825.00		$ 123,105.00		
- Public works	$ -		$ 54,522.00		$ 54,522.00		
Total Youth Centre		$ 59,720.00		$ 237,347.00		$ 177,627.00	74.84%
Filberg Centre							
- Programs	$ 365,685.00		$ 366,731.00		$ 1,046.00		
- Operations	$ 175,193.00		$ 516,229.00		$ 341,036.00		
- Public works	$ -		$ 222,158.00		$ 222,158.00		
Total Filberg Centre		$ 540,878.00		$ 1,105,118.00		$ 564,240.00	51.06%
Pool							
- Programs & operations	$ 106,828.00		$ 123,873.00		$ 17,045.00		
- Public works	$ -		$ 81,166.00		$ 81,166.00		
Total Pool		$ 106,828.00		$ 205,039.00		$ 98,211.00	47.90%
Native Sons Hall							
- Programs	$ 56,614.00		$ 4,972.00		$ (51,642.00)		
- Public works	$ -		$ 60,100.00		$ 60,100.00		
Total Native Sons Hall		$ 56,614.00		$ 65,072.00		$ 8,458.00	13.00%
Total		**$ 1,495,973.00**		**$ 3,816,922.00**		**$ 2,320,949.00**	**60.81%**



City of Courtenay

Parks, Recreation and Culture Analysis

Existing Parks and Trails

Legend

- Municipal Boundary

Park Classification

- Community
- Neighbourhood
- Natural
- Linear
- Greenspace
- Other Lands with Park Values
- School
- School Ground

Existing Trails and Sidewalks

- Existing Greenway / Nature Trail
- Multi-use Trail
- Sidewalk Linkage; Culdesac Link
- Sidewalks

The accuracy & completeness of information shown on this drawing is not guaranteed. It will be the responsibility of the user of the information shown on this drawing to locate & establish the precise location of all existing information whether shown or not.

0 125 250 500 750

Metres

N

Coordinate System: NAD 1983 UTM Zone 10N

Scale: 1:15,000

Data Sources: Data provided by - City of Courtenay

Project #:	3222.0025.01
Author:	LP
Checked:	CB / DF
Status:	Final
Revision:	A
Date:	2019 / 6 / 14

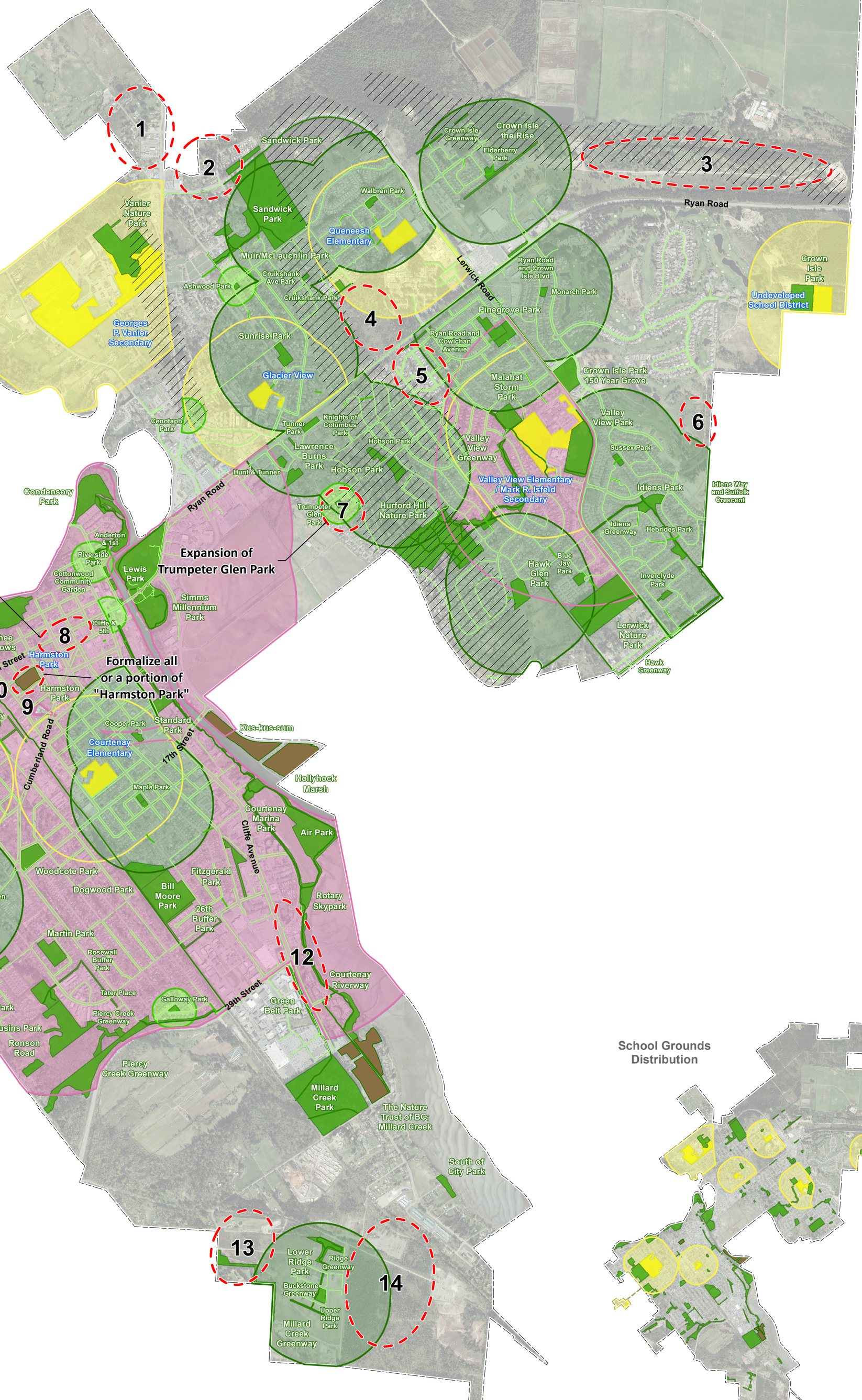
URBAN systems

Map 1

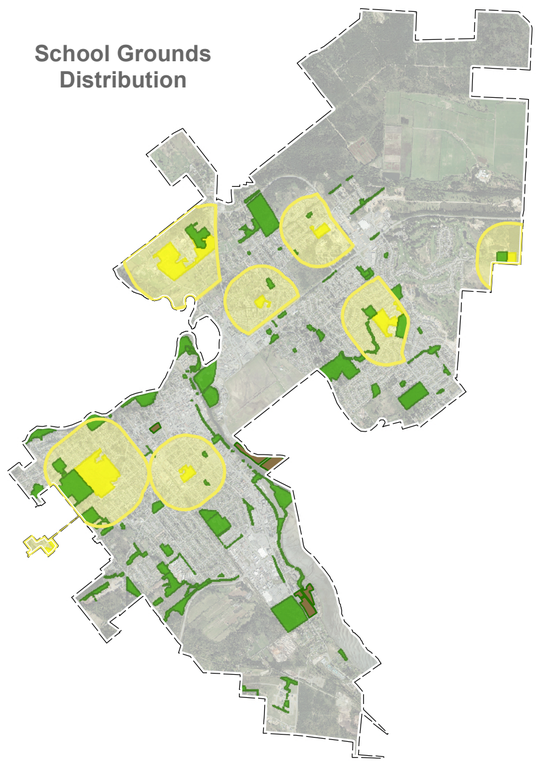
U:\Projects_VAN\3222\0025\02\D-Design\GIS\Projects\MXD\Current\Map 1 - Existing Parks and Trails.mxd Last updated by lpunt on June 14, 2019 at 10:37:51 AM

Community Park Distribution

Neighbourhood Park Distribution



School Grounds Distribution



City of Courtenay

Parks and Recreation Master Plan

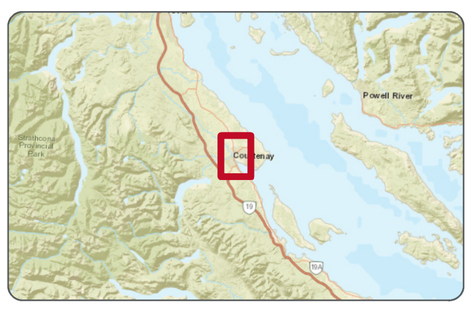
Spatial Analysis and Proposed Parks

Legend

- Municipal Boundary
- Areas to Consider for Parkland Aquisition
- Community Parks Catchment (800 m)
- Large Neighbourhood Parks Catchment (400m)
- Small Neighbourhood Parks Catchment (100 m)
- School Grounds Catchment (400 m)
- City Parks
- School Grounds
- Other Lands with Park Values
- Approximate Areas of Steep Slope

Existing Trails and Sidewalks

- Sidewalk Linkage; Culdesac Link
- Existing Greenway / Nature Trail
- Multi-use Trail
- Sidewalks



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Coordinate System:
NAD 1983 UTM Zone 10N

Scale:
1:15,000

Data Sources:
Data provided by -
City of Courtenay

Project #:	3222.0025.02
Author:	LP
Checked:	CB
Status:	Draft
Revision:	A
Date:	2019 / 6 / 14

URBAN systems

Map 2

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City of Courtenay

Parks and Recreation Master Plan

Existing and Proposed Trails

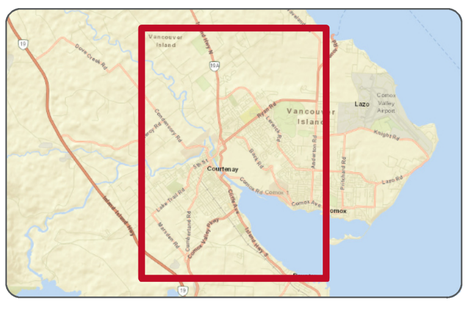
Legend

Existing Trails
- Multi-use Trail
- Nature Trail
- Sidewalk

Phasing
- Proposed Trails
- Short
- Medium
- Long

Parks

Municipal Boundary 2014



The accuracy & completeness of information shown on this drawing is not guaranteed. It will be the responsibility of the user of the information shown on this drawing to locate & establish the precise location of all existing information whether shown or not.

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Metres

Coordinate System: NAD 1983 UTM Zone 10N

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Project #:	3222.0025.01
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URBAN systems

Map 3

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THE CORPORATION OF THE CITY OF COURTENAY

STAFF REPORT

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

From: Chief Administrative Officer **Date:** September 30, 2019

Subject: Connecting Courtenay – Transportation Master Plan Adoption

PURPOSE:

The purpose of this staff report is to present the final draft of the Connecting Courtenay – Transportation Master Plan to Council for adoption. This staff report is also intended to revise the Connecting Courtenay – Cycling Network Plan adopted by Council on February 4, 2019, for consistency with the broader Transportation Master Plan.

CAO RECOMMENDATIONS:

That based on the September 30, 2019 staff report "Connecting Courtenay – Transportation Master Plan Adoption" Council approve OPTION 1 and adopt the final draft of the master plan as presented; and

That Council approve the revisions to the Connecting Courtenay – Cycling Network Plan as documented within this staff report.

Respectfully submitted,

David Allen, BES, CLGEM, SCLGM
Chief Administrative Officer

BACKGROUND:

The development of the Connecting Courtenay – Transportation Master Plan (TMP) has been a multi-year effort, and has involved many key components, including: data collection and analysis, public and stakeholder consultation, forecasting and assessment of future conditions, and development of medium and long term plans, projects, and costs for each mode of transportation. As part of the development of the TMP, the Connecting Courtenay – Cycling Network Plan (CNP) was also created, and was brought forward to Council on an accelerated timeline in early 2019 in order to meet eligibility requirements for a provincial cycling infrastructure grant opportunity through the BikeBC program. The CNP was adopted by Council on February 4, 2019, and the grant applications subsequently awarded by the Province.

The draft version of the TMP was presented to Council on July 2, 2019, and direction was received to release the draft document, along with the previously adopted CNP, for a one-month public comment period. The public comment period ran from July 8 to August 8, 2019, and documents were made available electronically on the City's Connecting Courtenay website, as well as in hard copy at City Hall. The public

comment period was advertised on the City's social media accounts (Facebook and Twitter), with a formal media release, and through the local radio stations and newspapers. Key stakeholder groups engaged throughout the development of the TMP were contacted directly via email about the public comment period, and were offered the opportunity to discuss the documents at in-person meetings if desired.

Approximately 115 responses were received during the public comment period – through email, phone call, and in person at City Hall – and included feedback from the general public, stakeholders, and Council members. Many of these responses included multiple comments, each of the comments received was reviewed and considered in detail by the project team, and where appropriate, these comments were used to inform updates to the TMP and CNP. Details of the revisions made to the plans are provided in the 'Discussion' section of this staff report. The final draft of the TMP is now being presented to Council for adoption.

When considering implementation of the projects presented in the TMP and CNP, it should be noted that the projects and costs presented in these documents do not represent a financial plan, and are for future consideration only. The timing and selection of future cycling and transportation projects and initiatives will be determined as part of the ongoing annual budget process, and through consideration of the Asset Management Working Group, with recommendations to the CAO.

Additionally, while the TMP and CNP detail street, pedestrian, and cyclist projects as discrete projects with associated costs, opportunities may exist to complete these projects as part of other linear infrastructure asset installations/replacements, with possible cost and scheduling efficiencies. The City's Engineering and Public Works Departments have been working to identify synergies between the TMP and existing planned paving projects. As a result, in 2019, buffered bike lanes were paved and painted on the following routes:

- Lake Trail Road, from Willemar Avenue to Arden Road;
- Cumberland Road, from Willemar Avenue to 2112 Cumberland Road;
- Lerwick Road, from Mission Road to Waters Place.

These projects align with the medium-term implementation plan for the Cycling Network. The opportunity to complete the projects in conjunction with the existing Public Works grind and pave program for 2019 resulted in a cost savings over projections presented in the TMP and CNP, and the ability to complete the projects earlier than anticipated in the TMP implementation plan.

DISCUSSION:

Based on the comments received from the public, stakeholder groups, staff, and Council, a number of revisions have been made to the draft TMP. At a high level the revisions made include the following:

Streets Plan:

- Tunner Drive extension: A number of comments expressed concern over the recommendation to extend Tunner Drive from Back Road to Highway 19A as a two-lane roadway. A high-level options analysis was completed to examine the implications of the Tunner Drive extension as a 2-lane roadway versus a non-vehicular multi-use pathway. Based on this options analysis the recommendation to extend Tunner Drive as a roadway remains the same, however a note has been added recommending further investigation to better understand local impacts of this extension.
- Arden Road extension: A large proportion of the comments received expressed concern with the recommendation to create a continuous roadway connection between Embleton Crescent and the

Comox Valley Parkway along Arden Road, specifically related to safety and environmental considerations. As a result of these concerns and the environmentally sensitive nature of this corridor, the recommendation for the Arden Road extension has been removed from the Streets Plan. A possible multi-use pathway (not vehicular) along the Arden Road corridor with a pedestrian crossing of Morrison Creek has been added to the Walking and Cycling Plans for future consideration (including estimated costs), and could be completed in conjunction with future utility servicing requirements through this corridor.

- Comox Logging Road upgrades and realignment: A number of comments expressed concern over the prioritization of the proposed Comox Logging Road upgrades between the Comox Valley Parkway and the Old Island Highway. This recommendation has been moved from the medium-term to the long-term Streets Plan.
- Lake Trail Road grade-separated interchange with Highway 19: There was some concern expressed with the recommendation to support a connection to Highway 19 at Lake Trail Road. The language for this section was revised to make it clear that a connection to Highway 19 at Lake Trail Road could be a possible future interchange option, but that further examination would be required if/when a third interchange becomes necessary.

Walking Plan:

- Arden Road extension: As mentioned above, the Arden Road extension was removed from the Streets Plan, however the possibility for a multi-use pathway along the Arden Road corridor with a pedestrian crossing over Morrison Creek has been added to the Walking Plan. The necessity of working with the Arden Local Area Plan (LAP) and the Action Plan for the Western Brook Lamprey is also highlighted in this section.
- Greenway study: Numerous comments mentioned a desire for greenways in the City, the details of which were outside the scope of the TMP. However a recommendation has been added within the Walking Plan which proposes a greenway planning initiative as a short-term action item, in order to develop a City-wide approach to planning and investing in greenways.
- Rotary Trail intersections (26th Street and Comox Valley Parkway): A number of comments mentioned safety concerns with key intersections along the Rotary Trail, most notably at 26th Street and at the Comox Valley Parkway. These intersections have now been highlighted as crossings where improvements are required in the pedestrian network, and added to the medium-term implementation plan, with associated costing details.
- North Island College: All paths and sidewalks located on North Island College property and adjacent private property have been removed from pedestrian network maps, as this infrastructure is not located on City of Courtenay property.

Cycling Plan:

- Arden Road extension: As mentioned above, the Arden Road extension was removed from the Streets Plan, however the possibility for a multi-use pathway along the Arden Road corridor with a pedestrian crossing over Morrison Creek has been added to the Cycling Plan.
- 17th Street (Willemar Avenue to 17th Street bridge): Numerous comments highlighted the potential for a cycling route along 17th Street – from Willemar Avenue to the 17th Street bridge – to create an additional east-west link on the west side of the City. This route has been added as a buffered/painted bicycle lane to the full build-out for the Cycling Network, as well as to the medium-term implementation plan, with associated costing details.
- 6th Street (Hobson Avenue to Cowichan Avenue): Comments were received about adding a cycling route along 6th Street – from Hobson Avenue to Arrowsmith Avenue – in order to increase the north-south connectivity of the cycling network on the east side of the City, and provide an

alternative route to Ryan Road. This route has been added as a bike boulevard/neighbourhood bikeway to the full build-out for the Cycling Network, as well as to the long-term implementation plan.

- Muir Road: Some concern was expressed over east-west connectivity to the north of Ryan Road, specifically in the area of North Island College, the North Island Hospital Comox Valley, and Queneesh Elementary. An additional bike boulevard/neighbourhood bikeway route has been added to the full build-out for the Cycling Network, from McLauchlin Drive, along Muir Road, onto Mission Road, and up to Lerwick Road, to increase the connectivity in this area. This route has also been added to the medium-term implementation plan for the Cycling Network, with associated costing details.
- Royal Vista Way: Some comments were received requesting the Cycling Network be expanded to the north to encompass new developments in the Crown Isle area, specifically along Royal Vista Way. It is the intention of the TMP that in areas of new development pedestrian and cyclist infrastructure be considered through implementation of the Subdivision and Development Servicing Bylaw. This route has been added as a bike boulevard/neighbourhood bikeway to the full build-out for the Cycling Network, and the medium-term implementation plan, with associated costing details.
- North Island College: All paths and roads located on North Island College property and adjacent private property have been removed from the cycling network maps, as this infrastructure is not located on City of Courtenay property.
- A footnote has been added to the Long-Term Cycling Network map which highlights that in addition to the full build-out network shown on the map, any new or amended road infrastructure should be designed to support all modes of transportation.

Transit Infrastructure Plan:

- Transit Future Plan: At the request of BC Transit, additional details have been added in the Transit Infrastructure Plan section of the report, highlighting the transit future networks for the Comox Valley and associated maps.
- Downtown exchange: At the request of BC Transit, additional details on the need for a downtown transit exchange have been added to the Transit Infrastructure Plan section of the report. This includes highlighting the need for further study between the City of Courtenay, the Comox Valley Regional District, and BC Transit to determine the appropriate location and design for this exchange.

Financial Planning & Implementation Priorities:

- Maps and costing tables: The Streets Network, Pedestrian Network, and Cycling Network maps and cost estimate tables in the Financial Planning & Implementation Priorities section of the report have been updated to reflect the changes detailed above.
- Cycling Network costing tables: The Cycling Network cost estimate tables have been updated for consistency with the previously adopted Cycling Network Plan. This includes a relatively aggressive short to medium-term implementation plan as the Cycling Network Plan focuses the next ten years on developing the spines of the cycling network, connecting existing infrastructure, and connectivity in neighbourhoods.

As revisions were made to the TMP based on the comments received during the public feedback period, corresponding changes were also required to the previously adopted CNP in order to ensure alignment between the two documents. A detailed list of the changes made to the previously adopted CNP is provided below:

- Cover page: Date amended from February 4th 2019 to September 2019.
- Inside cover page:
    - Contacts amended to remove Allison Clavelle and add Dan Casey (consulting team's Vancouver Island transportation lead).
    - Date amended from February 4th 2019 to September 2019.
- Page 5, Figure 1 – Existing Bicycle Network: Existing infrastructure on Lerwick Road updated for accuracy and consistency with the broader TMP. Figure previously showed existing infrastructure on Lerwick Road between Ryan Road and Malahat Drive as "Pathway Type Unknown." Figure has been updated to show infrastructure on Lerwick Road between Ryan Road and Malahat Drive as "Signed Bicycle Route".
- Page 5, Figure 1 – Existing Bicycle Network: The multi-use paths (paved and unpaved) identified on North Island College property and adjacent private property have been removed from the map as this infrastructure is not located on City of Courtenay property.
- Page 21, Figure 4 – Recommended Long Term Cycling Network, Connectivity Map: Figure has been updated to include the new cycling network routes added as a result of the public feedback received:
    - 17th Street, from Willemar Avenue to the 17th Street bridge;
    - 6th Street, from Hobson Avenue to Arrowsmith Avenue;
    - Muir Road, from McLauchlin Drive to Mission Road, and along Mission Road to Lerwick Road;
    - Royal Vista Way;
    - Arden Road, from Morrison Creek to Comox Valley Parkway.
- Page 21, Figure 4 – Recommended Long Term Cycling Network, Connectivity Map: The portion of the full build-out network identified on North Island College property and adjacent private property has been removed from the map as this infrastructure is not located on City of Courtenay property.
- Page 21, Figure 4 – Recommended Long Term Cycling Network, Connectivity Map: A footnote has been added to the map indicating that any new or amended road infrastructure should be designed to support all modes of transportation.
- Page 22, Figure 5 – Recommended Short- and Medium-Term Cycling Facilities: Figure has been updated to include the implementation of the new cycling network routes added as a result of the public feedback received:
    - A buffered/painted bicycle lane along 17th Street, from Willemar Avenue to the 17th Street bridge;
    - A bike boulevard/neighbourhood bikeway on Muir Road, from McLauchlin Drive to Mission Road, and along Mission Road to Lerwick Road;
    - A bike boulevard/neighbourhood bikeway along the length of Royal Vista Way;
    - A multi-use path along Arden Road, from Morrison Creek to Comox Valley Parkway.
- Page 23, Figure 6 – Recommended Long-Term Cycling Facilities: Figure has been updated to include the implementation of the new cycling network routes added as a result of the public feedback received:
    - A bike boulevard/neighbourhood bikeway on 6th Street, from Hobson Avenue to Arrowsmith Avenue.

- Section 5.1, Page 29: The level of investment required to implement improvements and programs within the Cycling Network Program has been increased from $21M to $26.7M (2018 dollars) to account for the additional cycling network routes as detailed above.
- Section 5.3, Page 30: Same as previous page – the total long-term cost for the cycling projects recommended in the plan has been increased from $21M to $26.7M (2018 dollars) to account for the additional cycling network routes as detailed above.
- Section 5.3, Page 31: The project and program costs associated with the cycling network have been updated in this section to reflect the route changes identified above:
    - The total cost of the medium-term (five to ten years) projects and programs has been increased from $6M to $8.5M (2018 dollars).
    - The total cost of the long-term (ten to twenty years) projects and programs has been added to the text in this section at approximately $13.8M (2018 dollars).
- Section A.2., Page A38: A possible multi-use pathway along the Arden Road corridor, from Morrison Creek to the Comox Valley Parkway has been added to the list of improvements for consideration in West Courtenay, based on the public feedback received.
- Section A.2., Page A38: The 17th Street project has been added to the list of improvements recommended for West Courtenay, highlighting the east-west connection from the 17th Street bridge to Willemar Avenue, with access to the Riverway Trail.
- Section A.3., Page A42: The network of bicycle boulevards has been amended to reflect the additional cycling network routes incorporated as a result of the public feedback period:
    - '6th Street East from Back Road to Hobson Avenue' has been amended to '6th Street East from Back Road to Arrowsmith Avenue.'
    - 'Crown Isle Drive from Ryan Road connecting to Norfolk Way to Idiens Way' has been amended to 'Crown Isle Drive from Ryan Road connecting to Idiens Way, including Royal Vista Way.'
- Page B50, Medium Term Cycling Improvements and Cost Estimates table: The table has been updated to include the new cycling network routes added as a result of the public feedback period:
    - The phasing of the Idiens Way/Valley View Drive route has been adjusted so that the medium term route extends from Mallard Drive to the City boundary, instead of Lerwick Road to the City boundary. The associated medium term cost has been increased from $123,000 to $263,000.
    - The route along Arden Road, from Morrison Creek to the Comox Valley Parkway, has been added at an estimated cost of $1.5M.
    - The route along 17th Street, from Willemar Avenue to Comox Road, has been added at an estimated cost of $448,000.
    - The route along Muir Road, from McLauchlin Drive to Mission Road, and along Mission Road to Lerwick Road, has been added at an estimated cost of $52,000.
    - The route along Royal Vista way has been added at an estimated cost of $48,000.
- Page B51, Long Term Cycling Improvements and Cost Estimates table: The table has been updated to include the new cycling network routes added as a result of the public feedback period:
    - The phasing of the Idiens Way/Valley View Drive route has been adjusted so that the long term route connects from Hobson Avenue to Mallard Drive, instead of Hobson Avenue to Lerwick Road. The associated long term cost has been decreased from $224,000 to $126,000.
    - The route along 6th Street, from Hobson Avenue to Arrowsmith Avenue has been added at an estimated cost of $30,000.

Staff recommend that the above changes to the CNP are approved in order to ensure consistency between the TMP and CNP documents, and to capture feedback received from the public, stakeholder groups, staff, and Council during the public feedback period.

A spreadsheet detailing all of the comments received on the TMP and CNP during the public feedback period, and the associated document changes (if applicable), is located on the Connecting Courtenay webpage at the following link: 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 since work began in 2017. In 2019, work on the TMP, CNP (and associated grant applications), and stakeholder engagement accounted for approximately 30% of the Engineering Strategy team's staff time. Staff will continue to 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, econonically, 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:

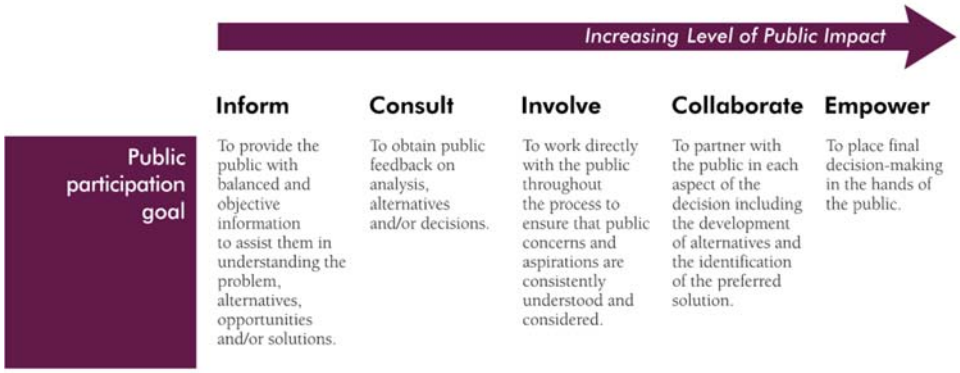
The development of the TMP is aligned with the transportation goal from the Regional Growth Strategy.

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 and stakeholder groups throughout the development of the TMP based on the IAP2 Spectrum of Public Participation:



OPTIONS:

Option 1: That Council approve the final draft of the Connecting Courtenay – Transportation Master Plan as presented.

Option 2: That Council refer the final draft of the Connecting Courtenay – Transportation Master Plan back to staff for further consideration or consultation.

Prepared by:

Lisa Butler

Lisa Butler, P.Eng
Manager of Engineering Strategy

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

Connecting Courtenay

TRANSPORTATION MASTER PLAN

September 2019

URBAN systems

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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September 2019

Contents

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? How can the City and partner agencies address larger objectives related to environmental sustainability and the local economy through transportation?

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 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 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 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 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 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

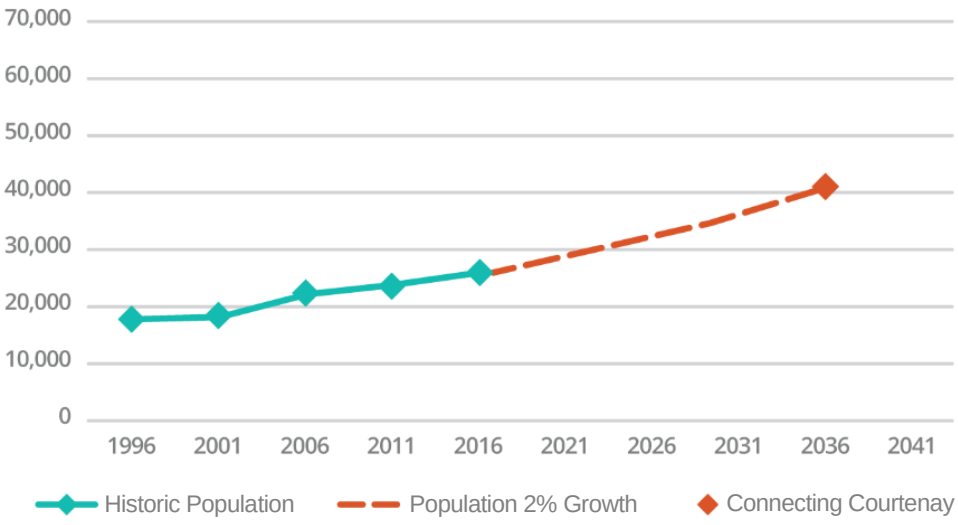
Courtenay's geographic location in the region, land use patterns and demographics shape daily travel to, from, within and through the City. The City is located at the centre of the Comox Valley Regional District (CVRD), and serves as the centre for commercial, employment, educational and recreational 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 Stallknecht

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



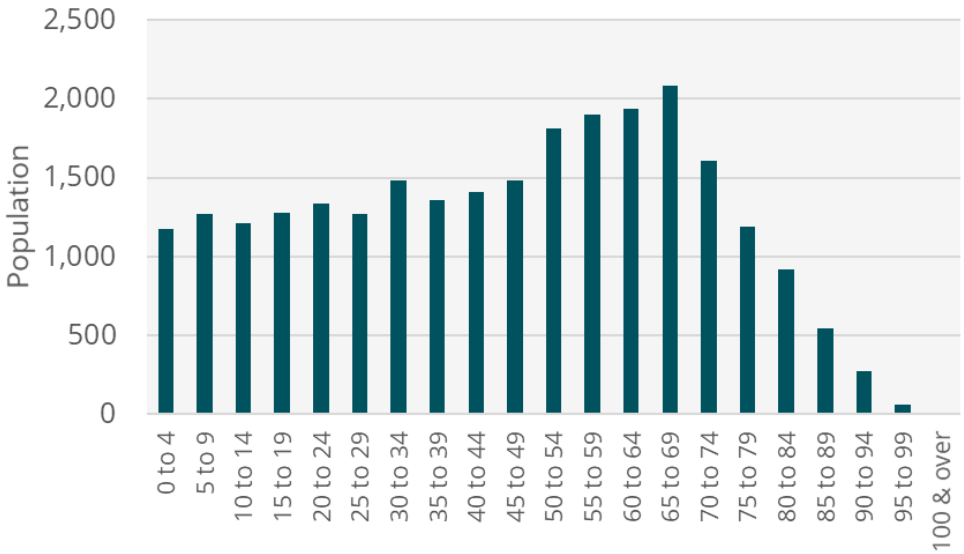
Over the next 20 years or so, the regional population is expected to grow substantially, much of which is planned for the Town of Comox and the Village of Cumberland. The City's Official Community Plan (OCP) identified a population projection range for Courtenay of between 1.5% and 3.5% compounded annual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

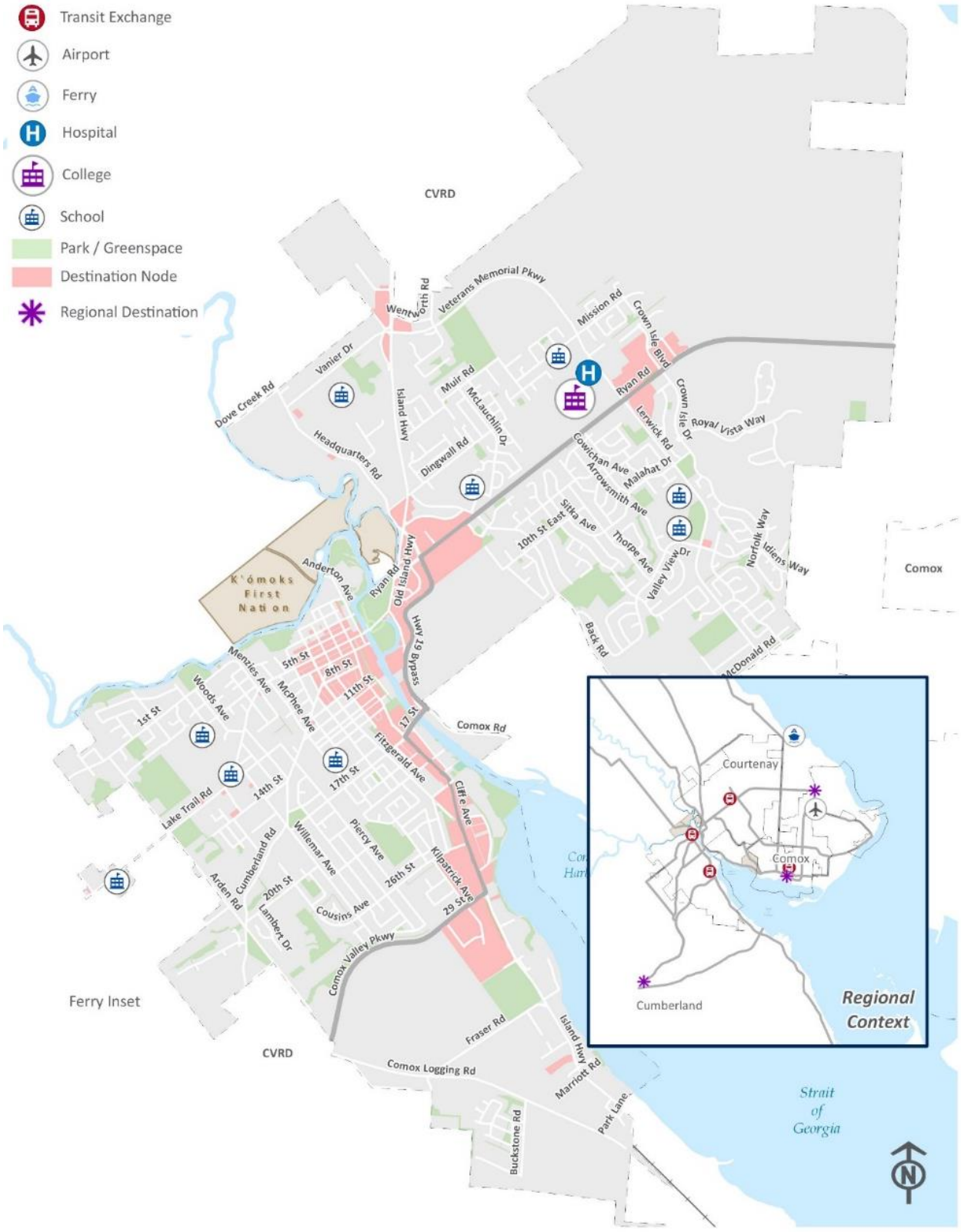
Today, Courtenay is comprised of established mixed-use areas within the urban core in addition to suburban scale and form of land use patterns. **Figure 2-3** illustrates the key generators of travel in the City. The general land use patterns and key destinations include:

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

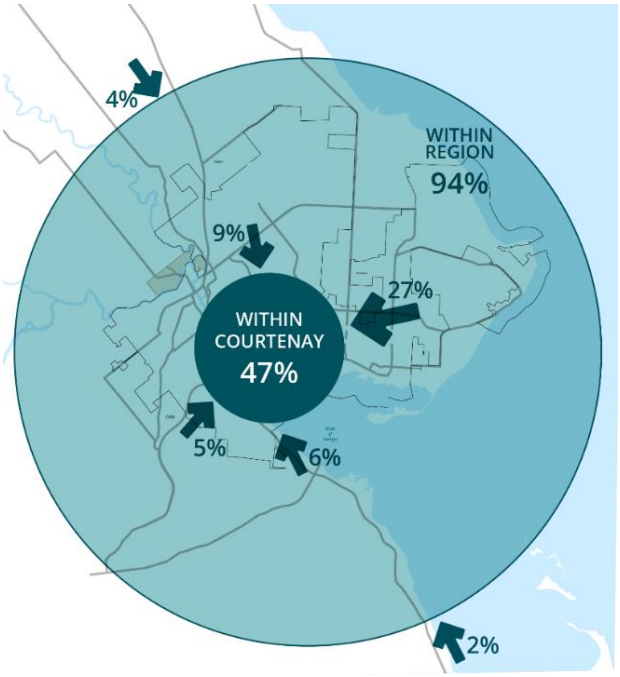


2.3 TRAVEL PATTERNS

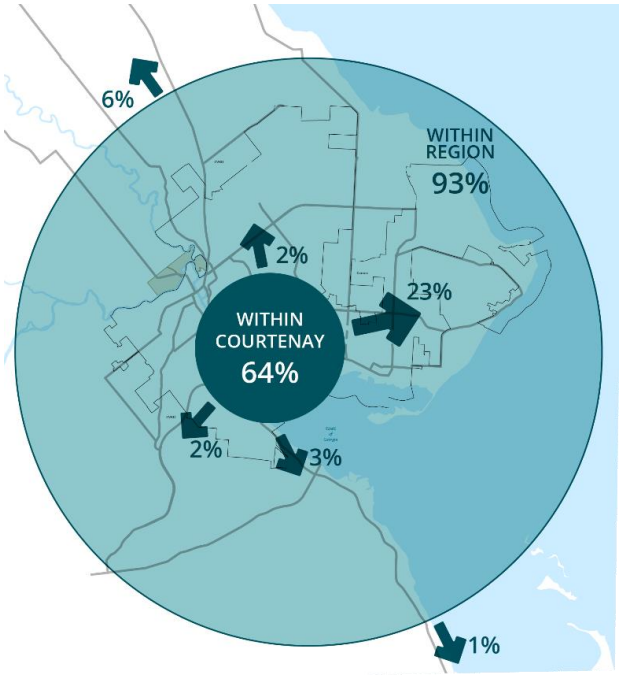
Where and when people travel and the transportation options available to them impacts how they choose to travel. Today, Courtenay is part of an integrated region, with 93% of Courtenay residents working within the region and 94% of people who work in Courtenay living within the region. Approximately 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)

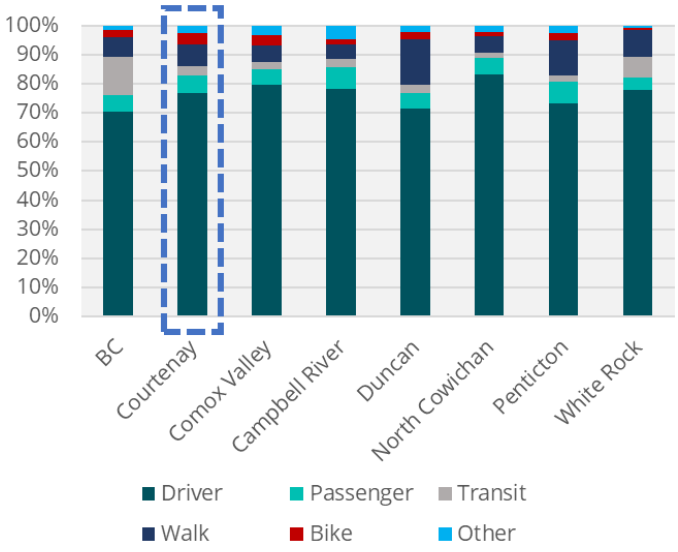
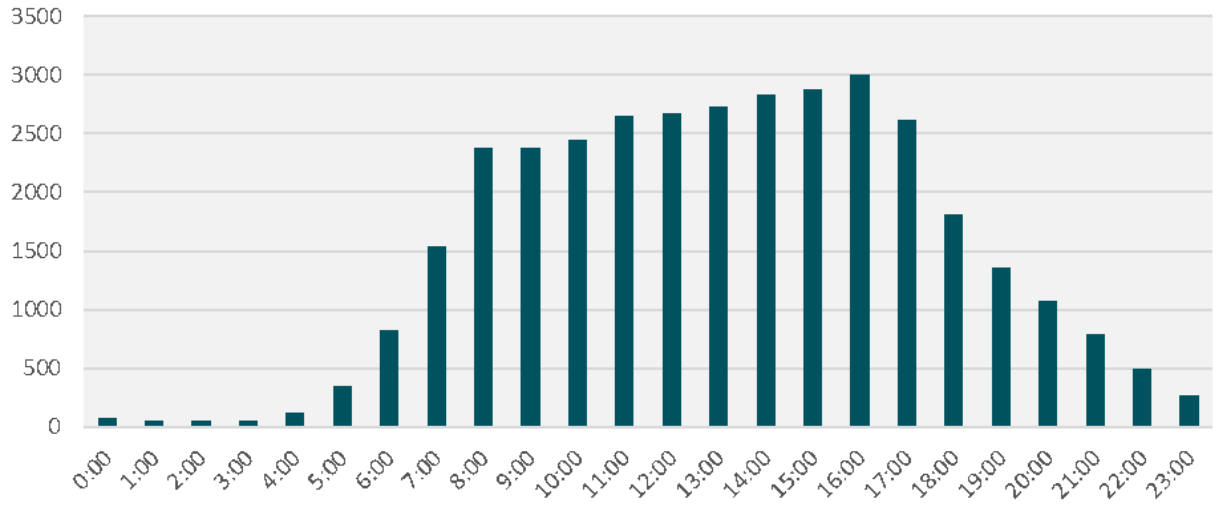


Figure 2-6: Weekday Hourly Traffic Distribution, Highway 19A at the 17th Street Bridge

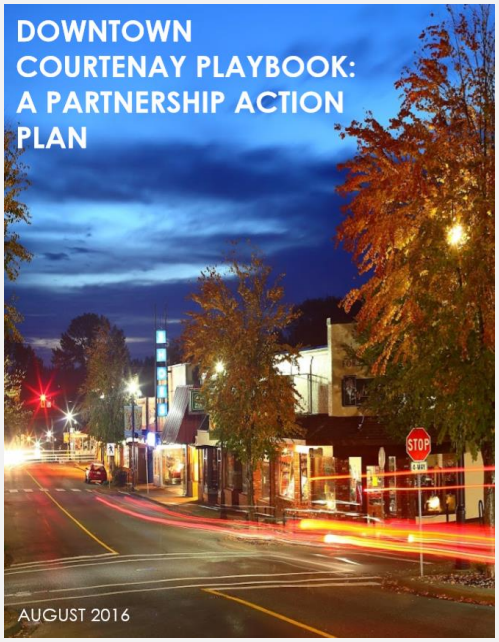


Consistent with an older demographic community, these patterns clearly indicate that travel demands are relatively consistent throughout the day. This means that the most effective travel options for people to shift modes in future must be available during daytime and peak periods. Further, these patterns 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

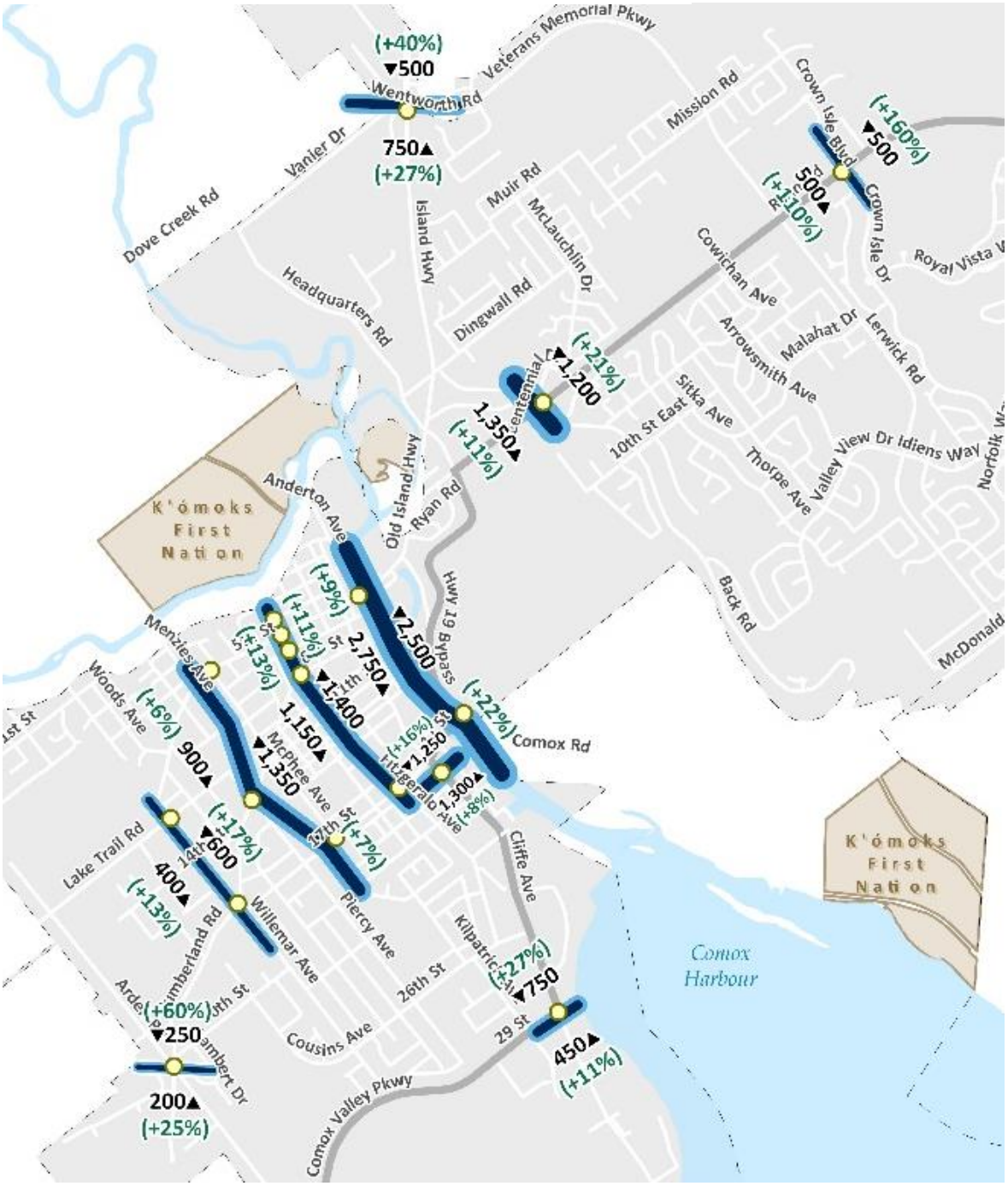
The Playbook is a product of the 2015 Downtown Forum and the 2016 Design Charrette. It summarizes the community vision for Downtown Courtenay created through the engagement process and the planning directions and actions for downtown revitalization.

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.

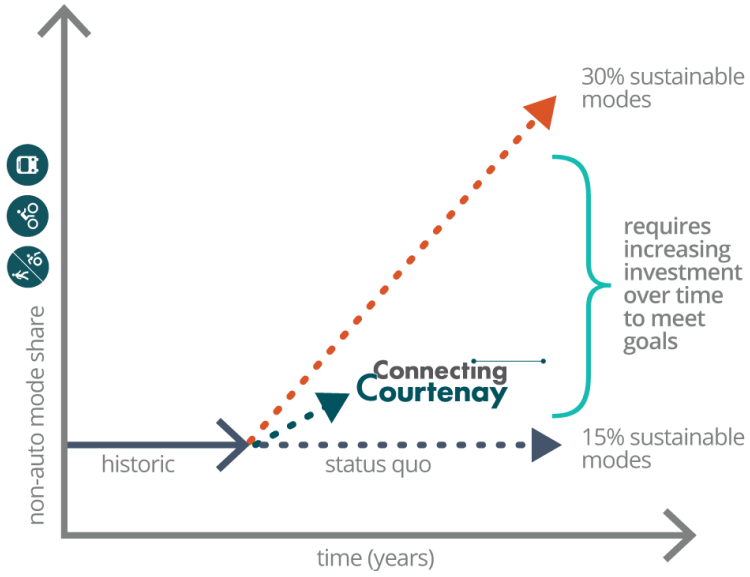
3.3 MODE SHARE TARGET

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. This direction aligns with the City's goals to reduce GHG emissions. 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. See **Figure 3-1**. Achieving these targets requires integrated land use and transportation decisions and prioritizing investments in sustainable travel modes.

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)

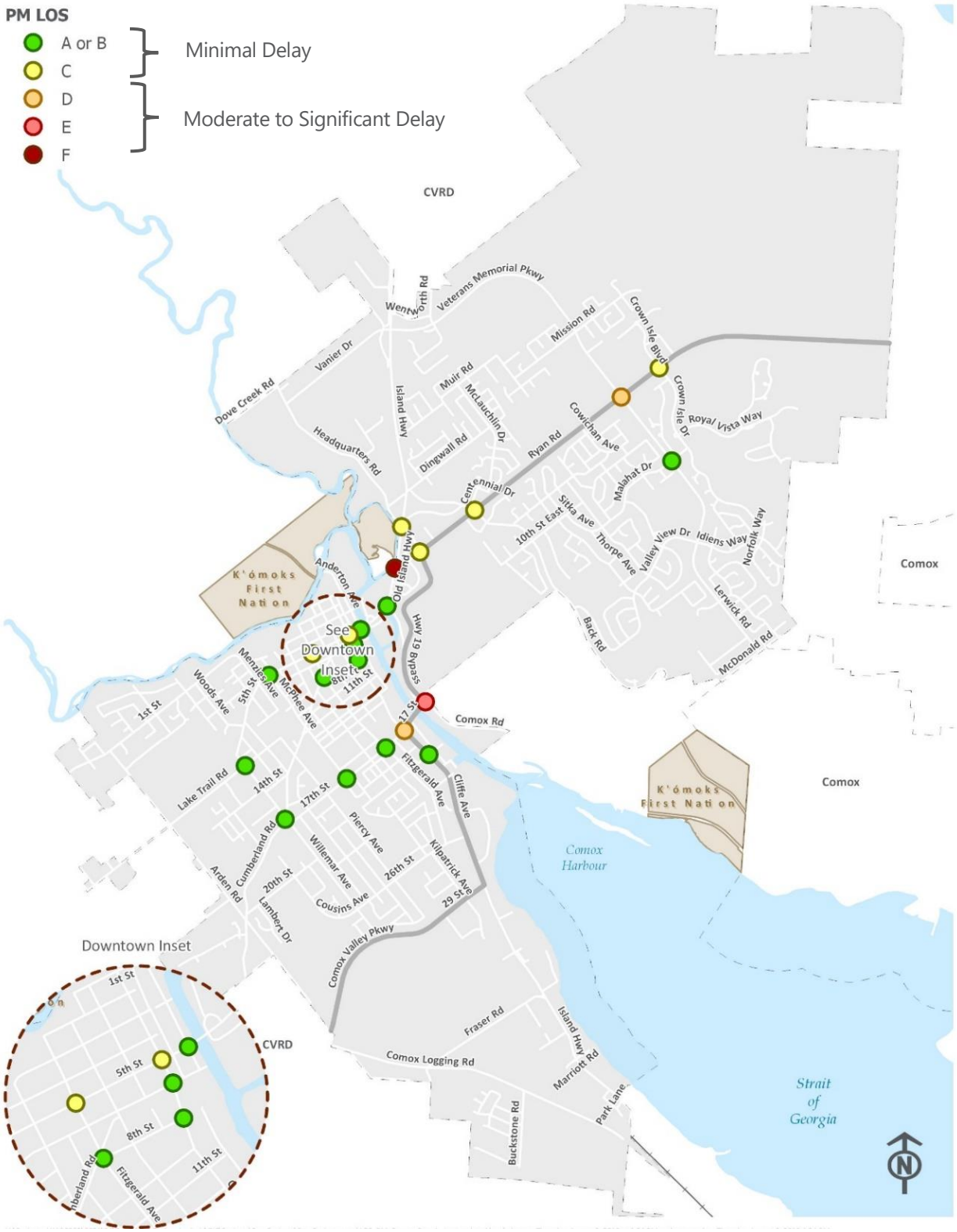


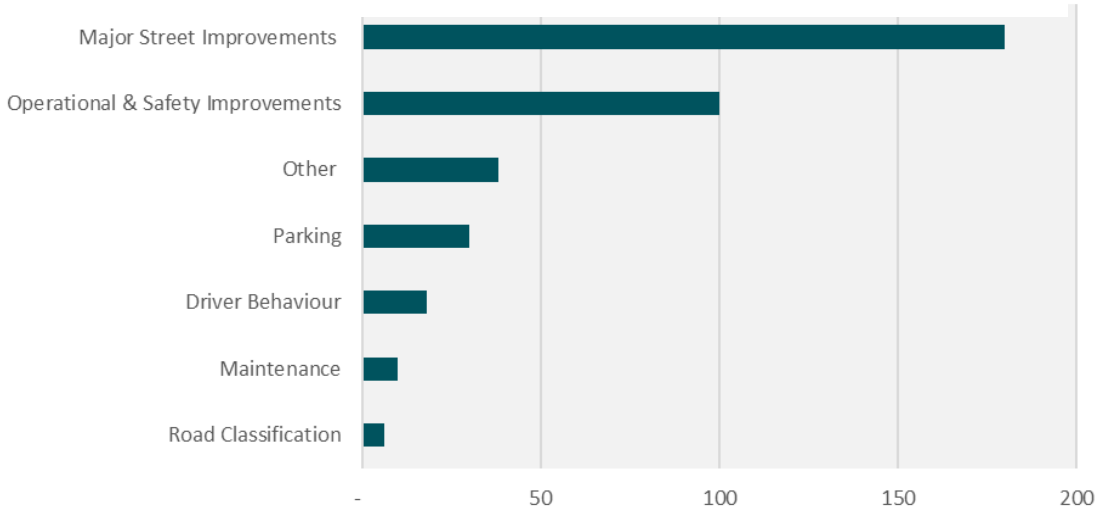
Figure 4-2: Top-10 Collision Locations (2011 to 2015)

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 and address GHG reduction targets.
- 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.

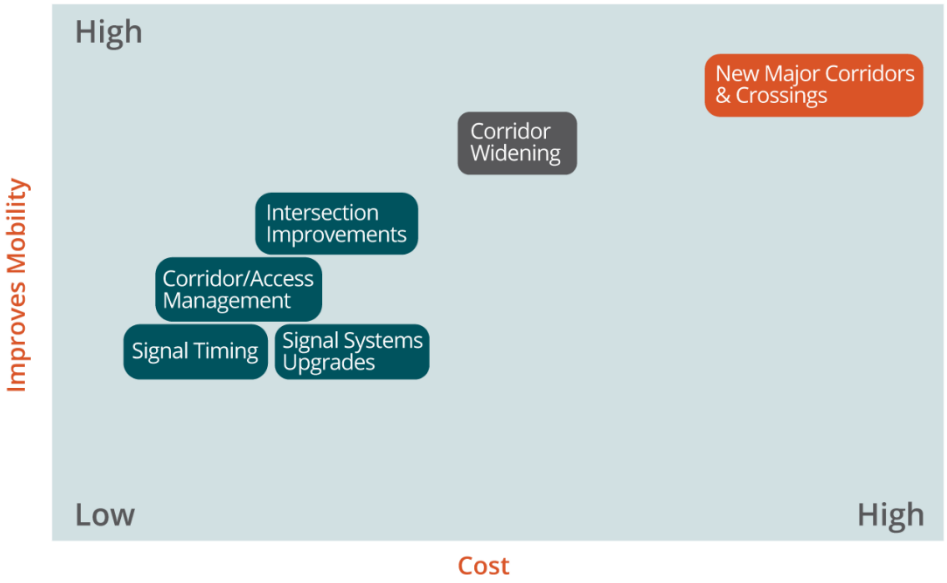
Within all urban areas, major intersections are often the primary source of congestion. The long-term plan begins with strategies to manage the existing road network – **Safety and Operational Improvements** - through enhancements to signal systems and intersections. In this regard, corridor and access 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 Widenings** 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.

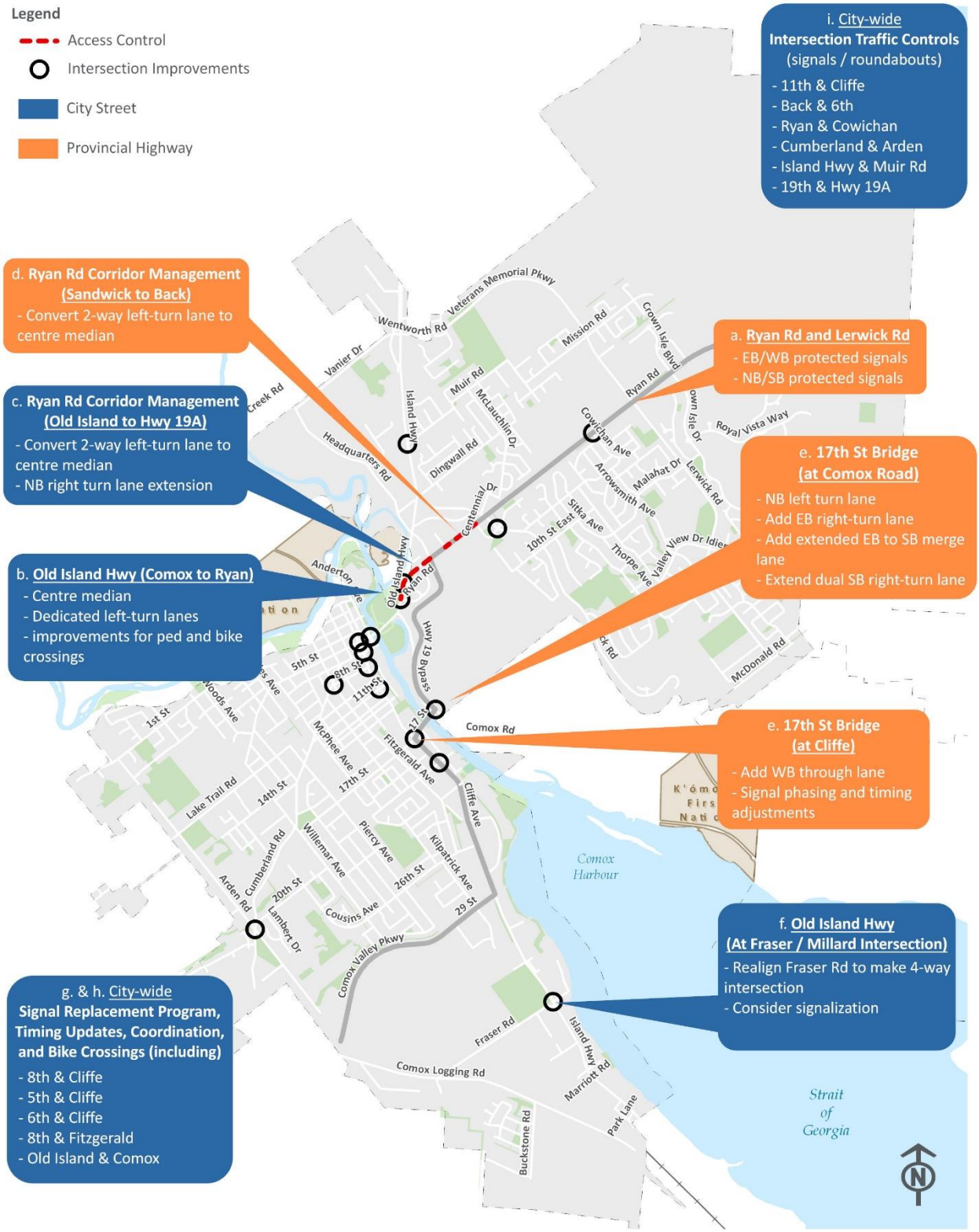
f. **Old Island Hwy / Fraser Road / Millard Road** intersection geometry improvements to address off-set configuration and possible signalization.

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



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.

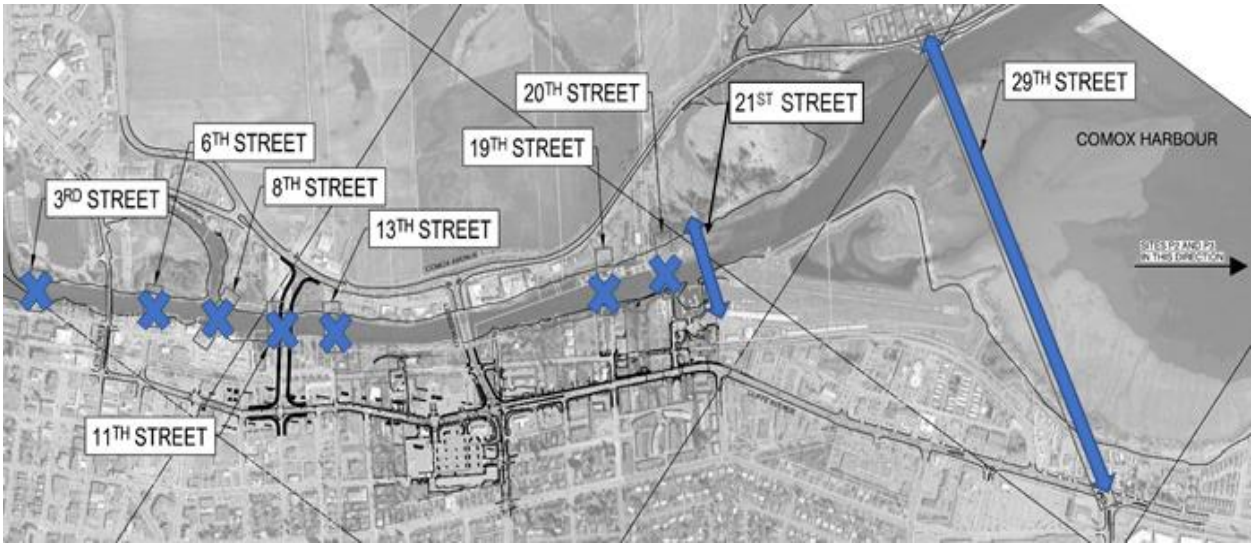
Using background plans and additional input from the community, the Connecting Courtenay process explored a wide variety of potential major roadway widenings and new connections, as well as improving existing or creating new river crossings.

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 17th 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 21st Street – existing active uses prevent advancing any planning and design, and in other cases – such as 29th Street – cost would be prohibitive in addition to other significant impacts.

Figure 4-6: Historical Crossing Options



For the 21st Street and 29th 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 21st 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 5th Street or 17th 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. Further study is recommended to clarify the street configuration and understand local impacts.

h. 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

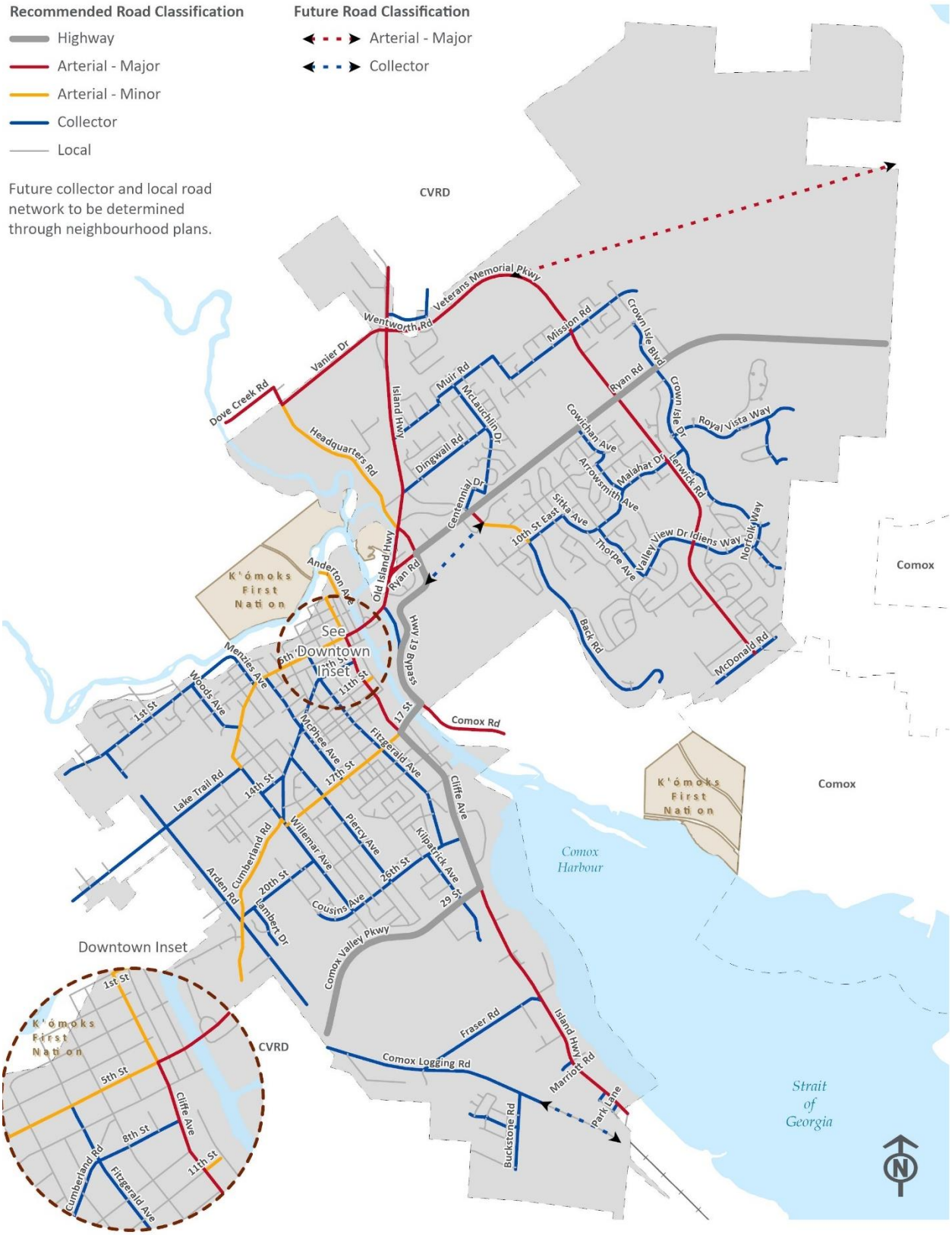
4.2.3 Roadway Classification

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



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.

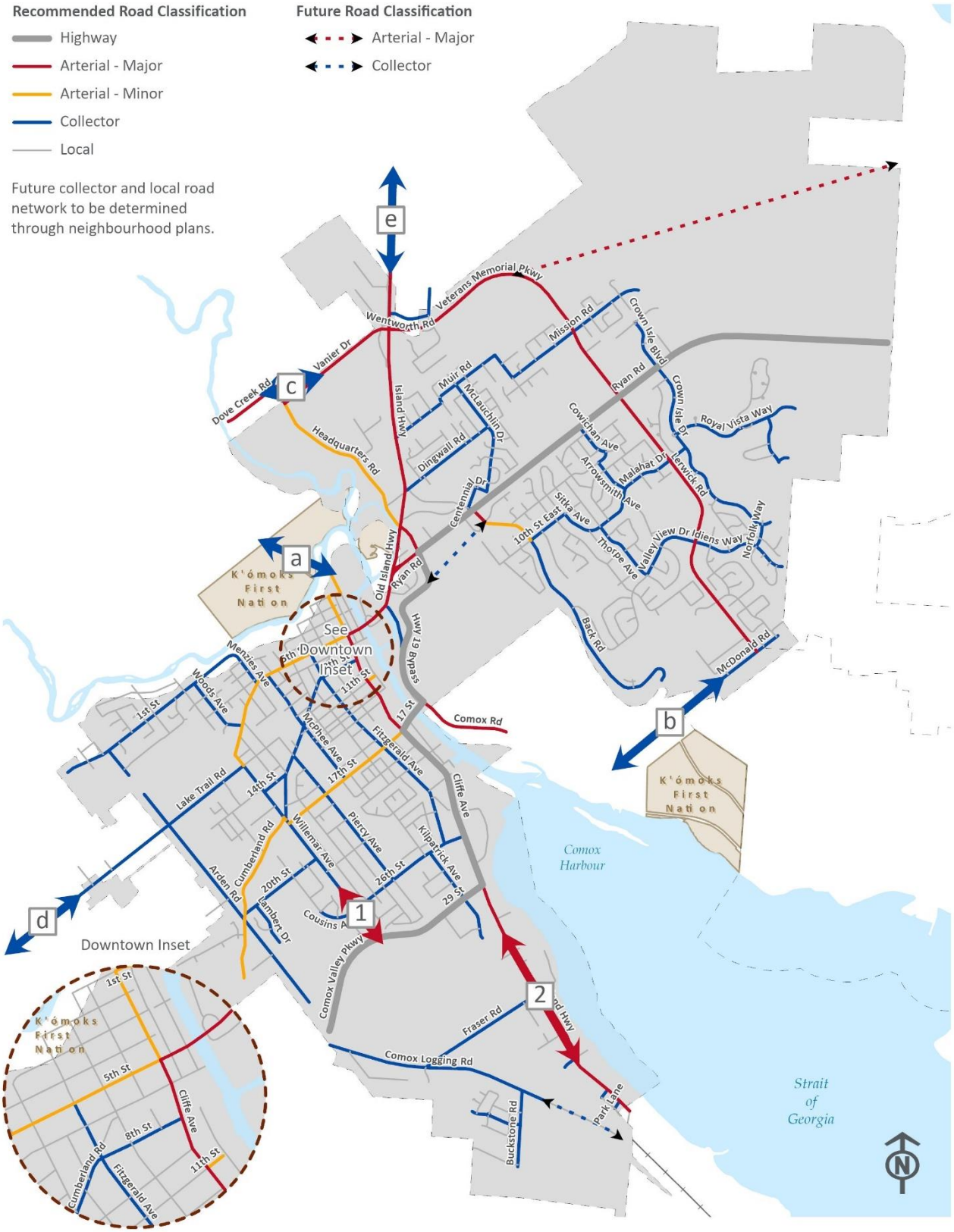
Figure 4-9 illustrates those roadway connections that are recommended for long-term planning within City boundaries. They include:

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



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'omoks 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. An extension of Lake Trail Road to Highway 19 would be the preferred location if/when a third interchange is necessary. This initiative would require the City to work with the province, region and local municipalities to confirm the ultimate timing and location.

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%

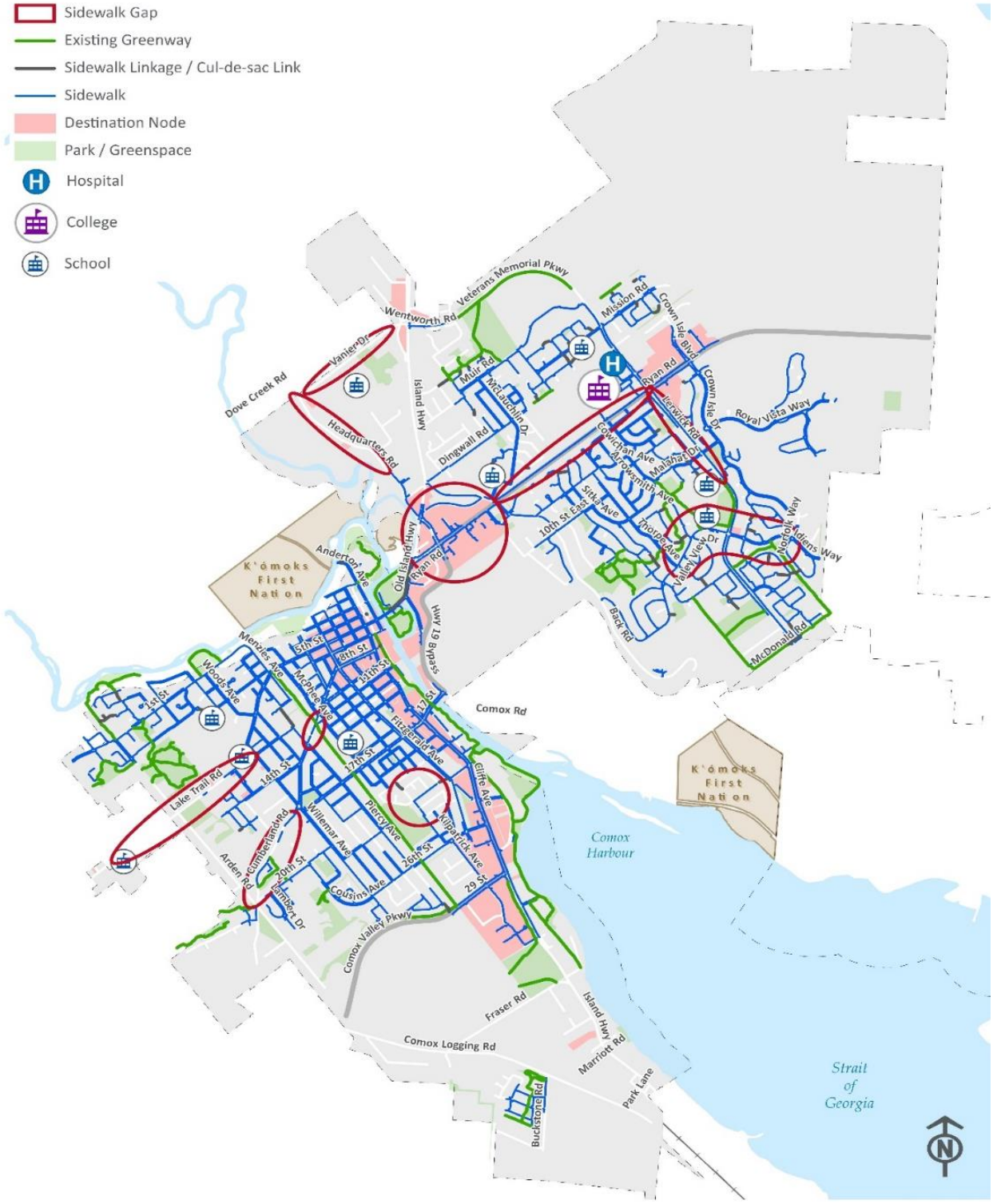
Through the consultation process, the community showed strong support for investments in making walking more attractive in Courtenay. Some of the more significant issues highlighted include:

- **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

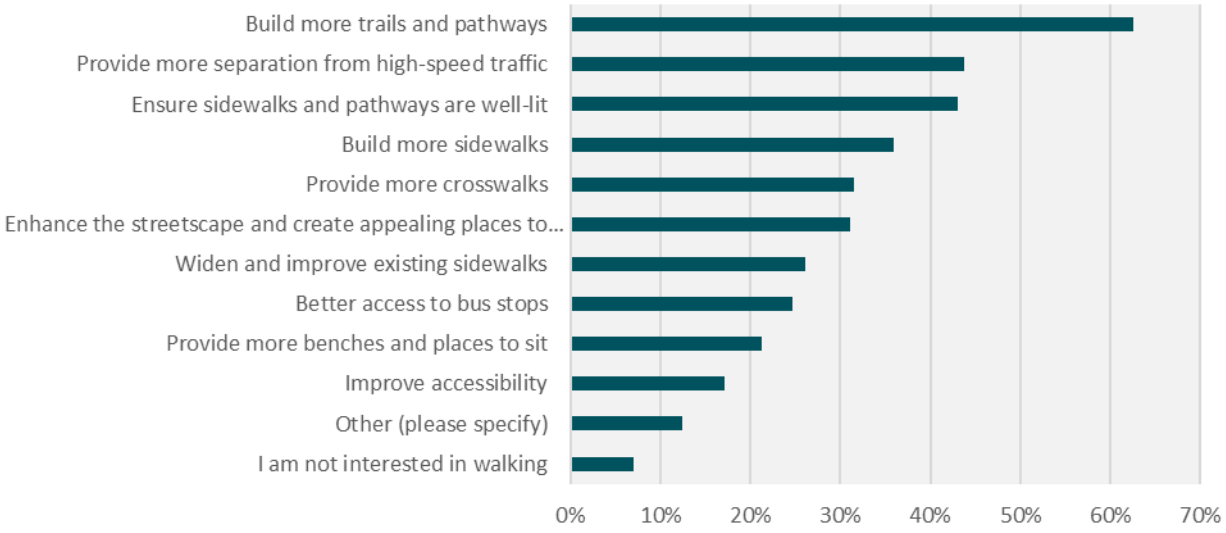


5.2 LONG-TERM WALKING PLAN

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 and collector roads, focusing on areas around schools, commercial areas, and connections to transit. Recommended network improvements are identified in **Figure 5-3**, including:

- **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.

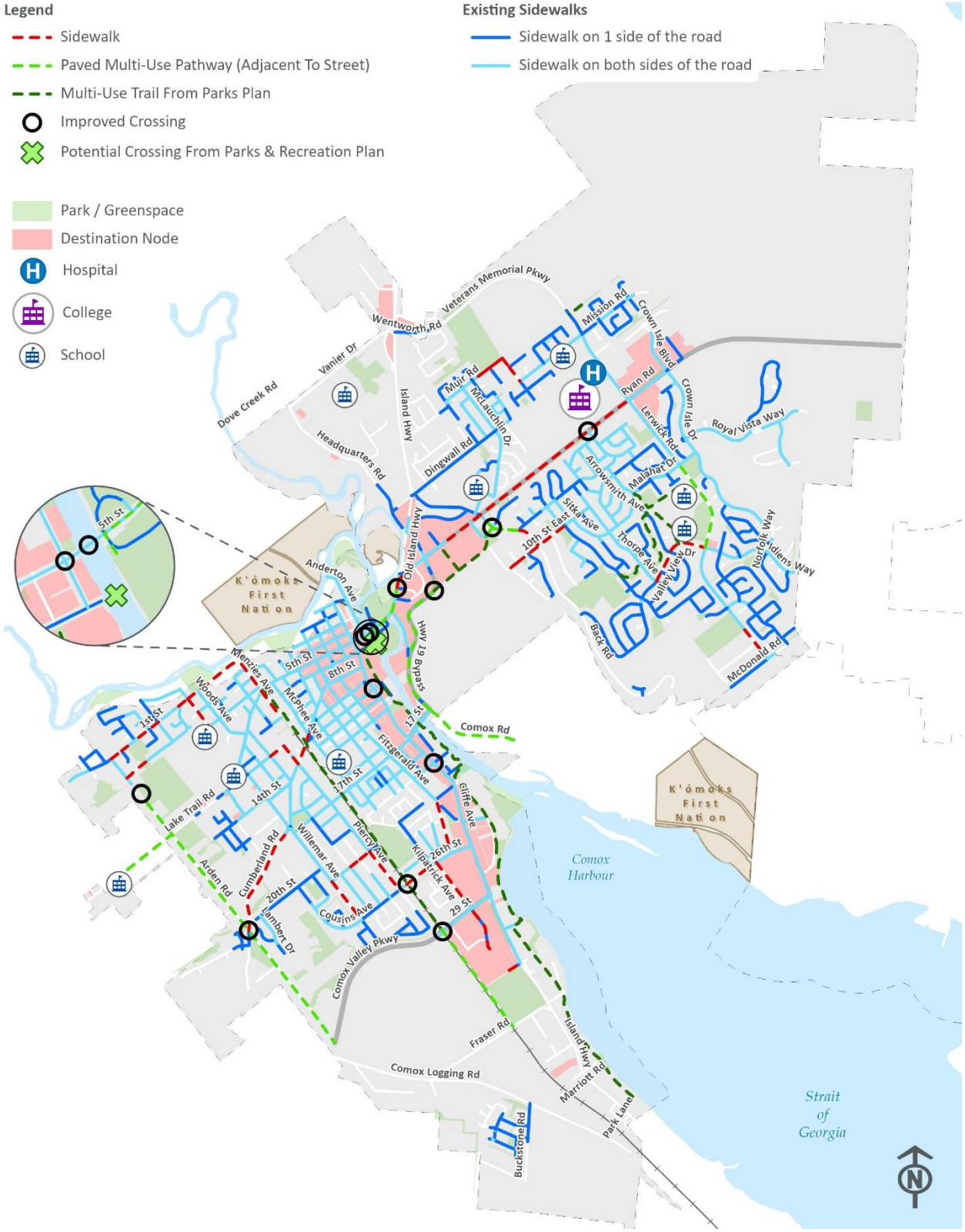
- **Pedestrian Crossings.** New pedestrian crossings of Cliffe Avenue, Back Road, and Ryan Road are recommended. Each identified location should be studied in detail to ensure they meet basic crossing warrants and can be designed to facilitate safe pedestrian crossing with appropriate sightlines.

- **New & Improved River Crossings.** Widening the sidewalks on both the north and south sides of the 5th 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 6th Street alignment, which will provide a more direct recreational connection between downtown and Simms Millennium Park.

  A potential multi-use pathway along the Arden Road corridor could be considered to increase pedestrian and cyclist connectivity in this area. As part of this multi-use pathway, a pedestrian crossing of Morrison Creek could be considered in conjunction with utility upgrades. Any further study of a potential pathway in this area would require consideration of the Arden Local Area Plan (2013) and the Action Plan for the Western Brook Lamprey – Morrison Creek Population.

- **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.

The need to develop a City-wide approach to planning and investing in greenways was identified during the Plan process. A greenway planning initiative is recommended as a short-term action item to define the City's approach to greenways and identify greenway corridors, with England Avenue being given consideration as a candidate greenway corridor and/or pilot location.

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 identities 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%
Total	**29.5 km**	**100%**

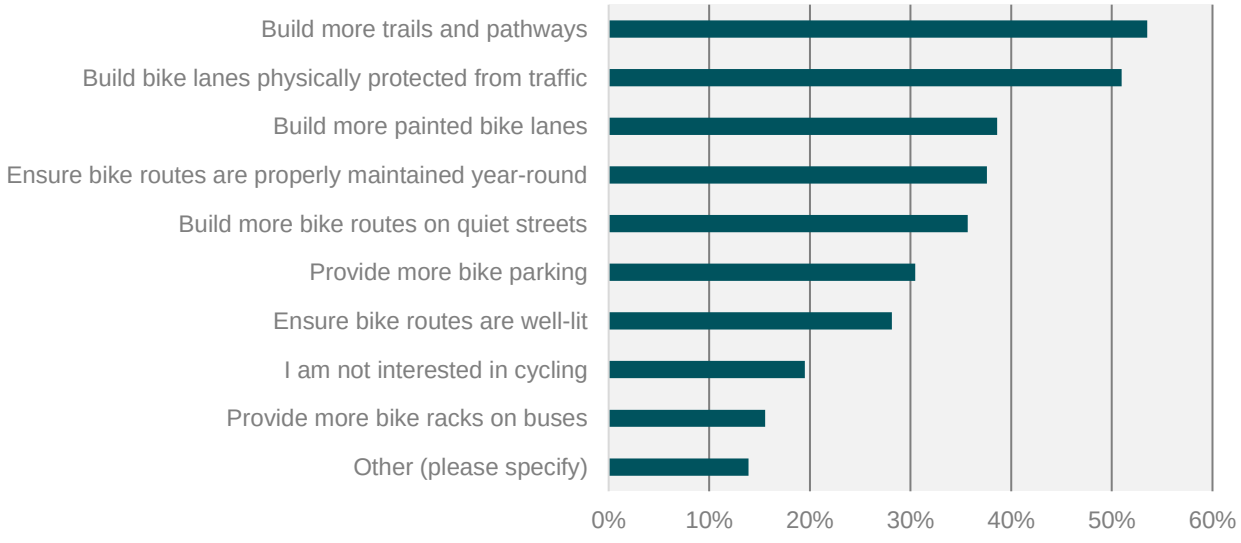
Figure 6-1: Existing Cycling Facilities

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

In addition to the full build-out network shown, any new or amended road infrastructure should be designed to support all modes of transportation

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

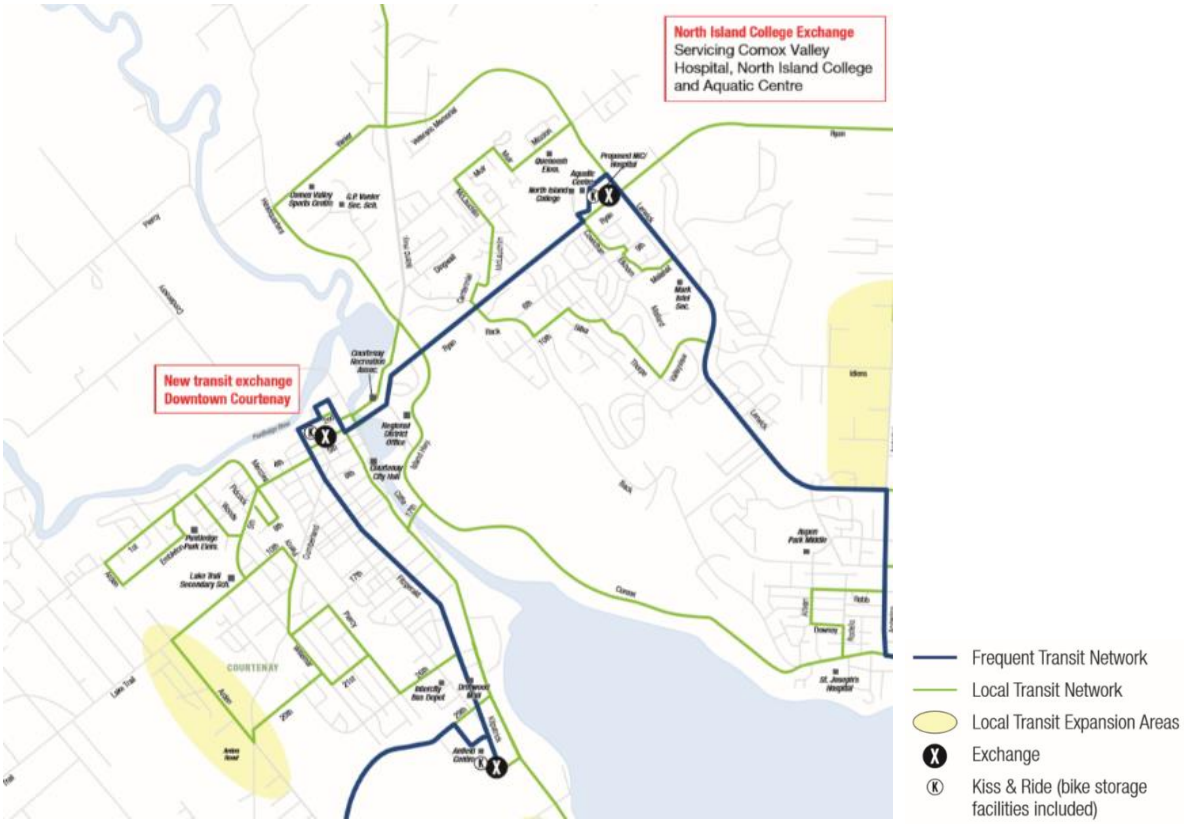
Public transit is the primary alternative to driving for longer trips and can often be the only option for people who do not drive. An accessible and equitable public transit system supports overall community health and connectivity for all residents. Frequent, accessible and direct public transit can 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.

The central document that details existing conditions and future plans for transit service 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. It identifies the transit future network for the Comox Valley consisting of the frequent and local transit networks, as well as four transit exchange locations (three within Courtenay). Refer to **Figure 7-1**.

Connecting Courtenay supports the Transit Future Plan with the build-out of a transportation system that includes everything from improved access to bus stops and exchanges through to transit priority treatments to reduce impacts of delays to transit customers and operations. These improvements align with current and planned transit services in Courtenay as presented in the Transit Future Plan.

Figure 7-1: Transit Future Network (Comox Valley Core)



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 7-2**. 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.

Figure 7-2: Existing Transit Services

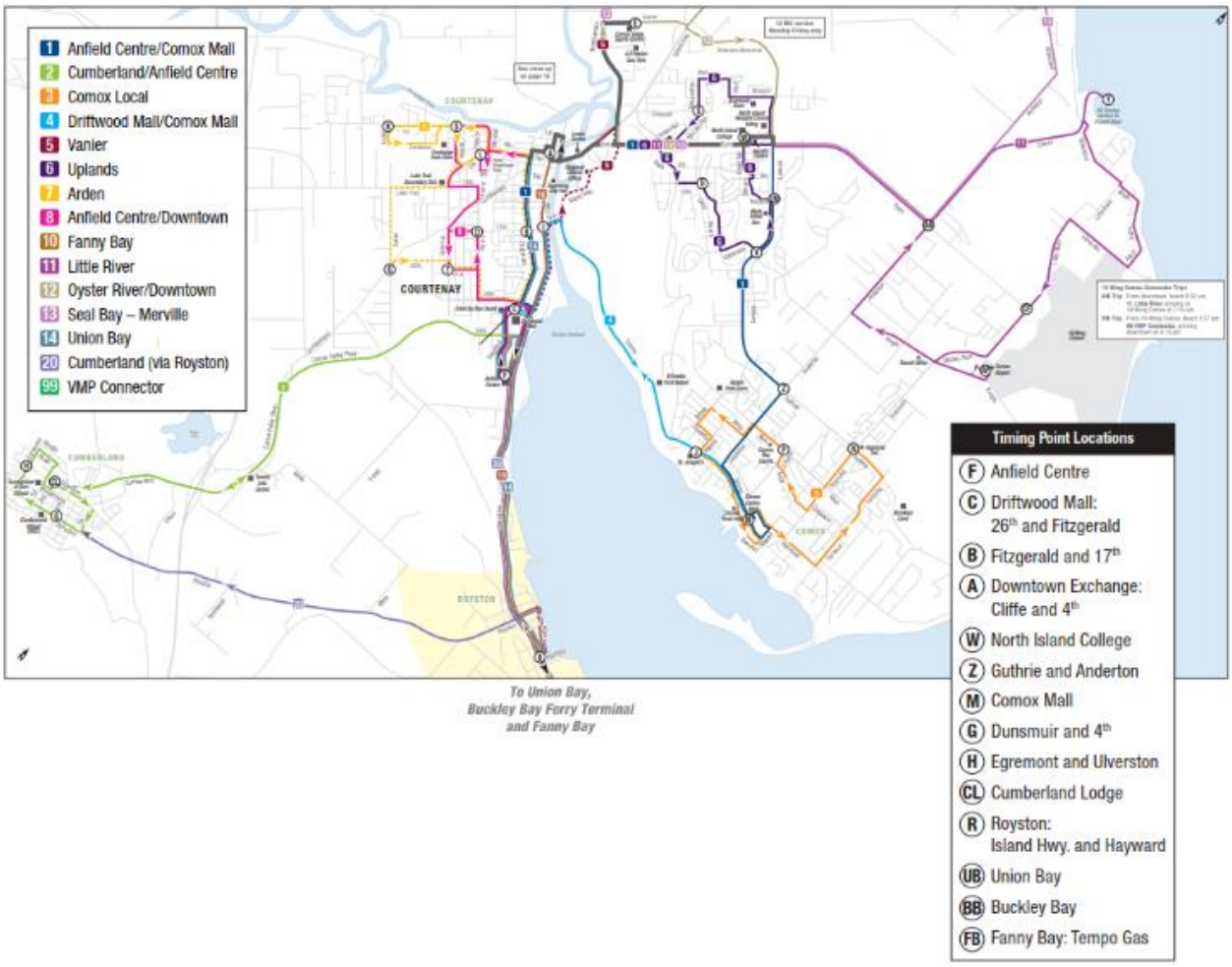
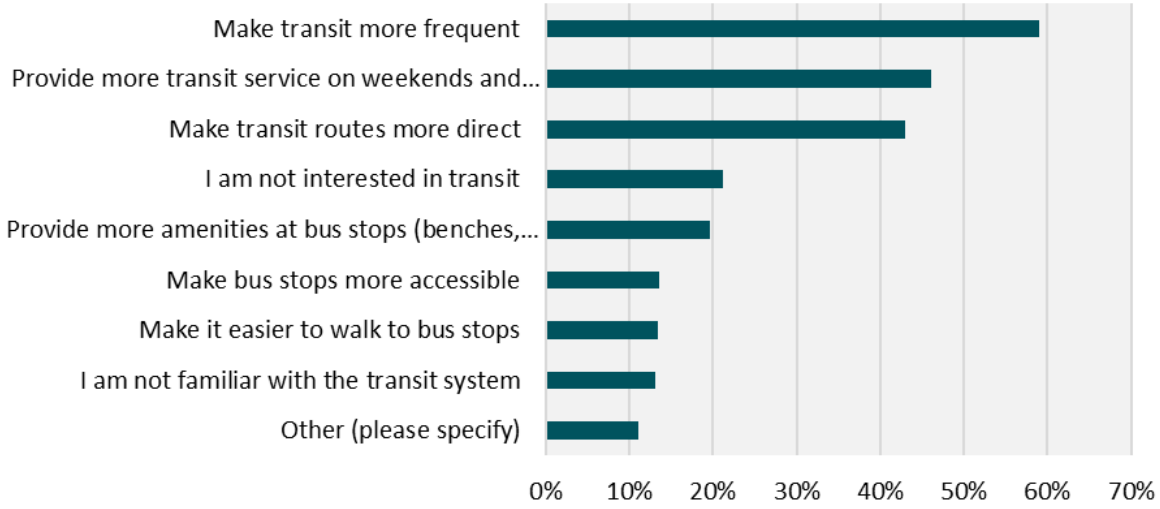


Figure 7-3: Community "Ideas"
(What could be done to make it easier to take transit in Courtenay?)



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 7-3** (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 7-2**.

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 & 5th Street.** There is an existing southbound queue jump lane for buses at the intersection of Cliffe Avenue & 5th 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 Downtown Exchange

The need for a transit exchange has been documented in planning work by BC Transit as important to the overall function of the transit system. In cooperation with BC Transit and the CVRD, further work is to be undertaken to determine the location and design for a new downtown exchange.

7.2.4 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 bus 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 access transit 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), 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.

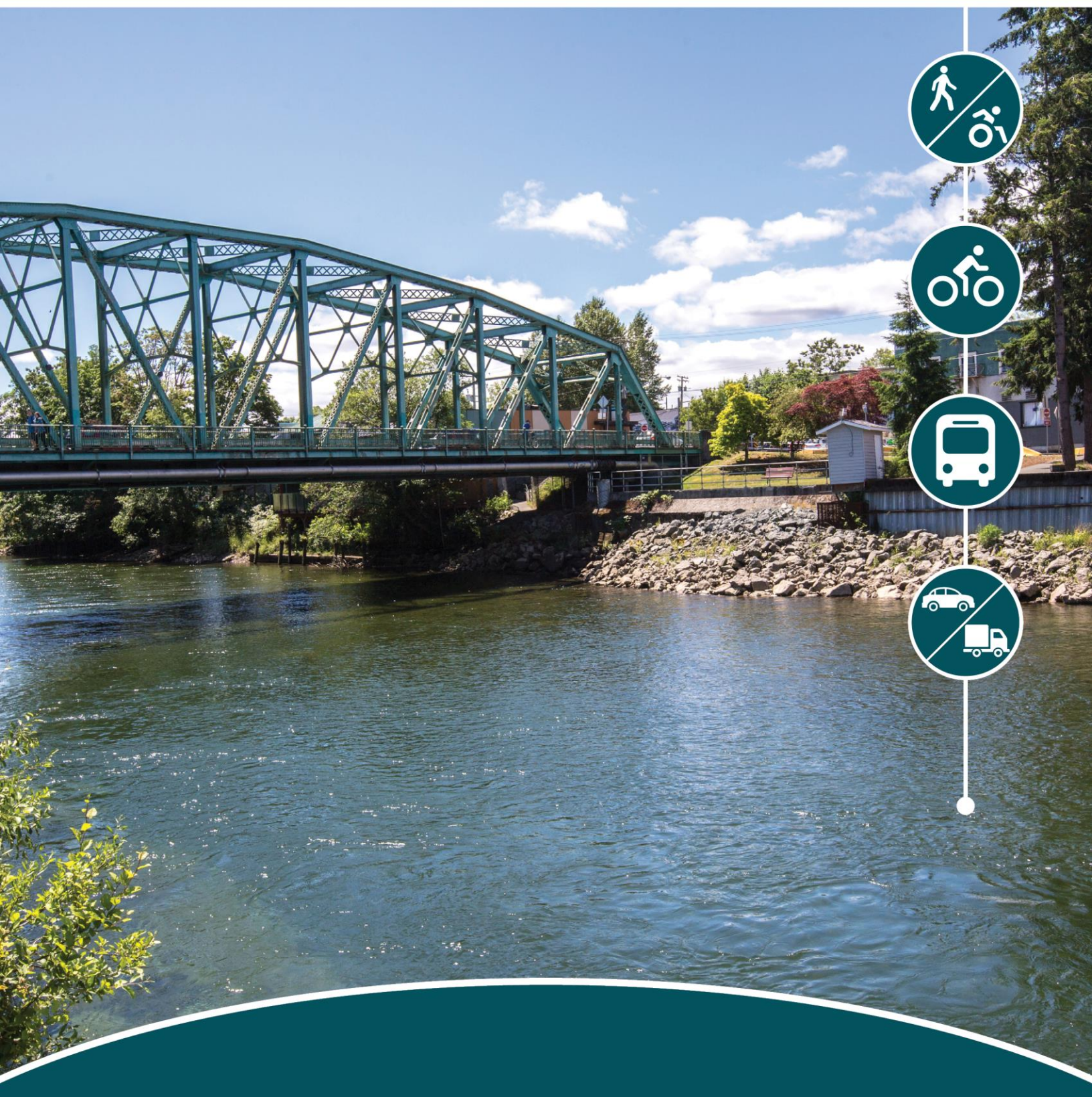
- Identify opportunities to partner to provide Level 2 and Level 3 charging stations at public facilities, either by leveraging development funding to introduce a charging station to an on-street parking stall or through grants or cost-sharing at new City-owned buildings.
- As the City's light-duty fleet 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 $142.6-million as summarized in the following sections.

Table 9-1: Long-term Implementation Order-of Magnitude Cost (Class D, 2018 $)[1]

Plan Theme	Class D Cost (2018 $)
Walking Plan	**$11.5 M**
Pedestrian Network Improvements	$7.5 M
Enhanced Intersections and Improved Accessibility Allowance	$2 M
Enhanced Street Treatments for Major Destinations	$1 M
Pedestrian Support Programs	$1 M
Cycling Facilities	**$26.7 M**
Cycling Facility Standards	$0.3 M
Cycling Network Improvements	$24.4 M
Support Facilities Allowance	$1 M
Support Programs Allowance	$1 M
Transit Plan[2]	**$6 M**
Improved Connections to Transit Allowance	$2 M
Improve Intersections & Consider Transit Priority (included in Streets Plan)	n/a
Transit Passenger Amenities	$4 M
Streets Plan[3]	**$97.5 M**
Major Intersection and Corridor Safety & Operational Improvements	$13.3 M
New / Widened Major Corridors & Connections	$84.2 M
Roadway Classification	n/a
Emerging Technologies & New Mobility Plan *(first 5 years only)*	**$0.9 M**
Electric Vehicles Allowance	$0.3 M
New Mobility / Mobility as a Service Allowance	$0.3 M
Autonomous Vehicles Allowance	$0.3 M
TOTAL	**$142.6 M**

[1] 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 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.

[2] Does not include financial contributions to operations or shared investment in rolling stock.

[3] 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 $97.5-million[4]. 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 $25.2-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 $)[5]

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
Old Island Highway & Fraser Road / Millard Road Intersection Improvement	$1.0 M
Tunner Drive Extension	$10.0 M
Signal Replacement & Improvement Program	$1.9 M
Intersection Control & Upgrades Program	$3.0 M
Total	**$25.2 M**

[4] Excludes projects entirely within the jurisdiction of MoTI

[5] 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 9-1: Medium-Term (10 Year) Street Improvement Priorities

9.2.2 Pedestrian Network

The total long-term cost for the walking projects recommended in this plan is approximately $11.5-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 $5.3-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 $)[6]

Improvement / Program	Class D Cost (2018 $)
1st Street from Embleton Crescent to Menzies Avenue	$590 K
Cumberland Road from Piercy Avenue to McPhee Avenue	$120 K
Cumberland Road from Burgess Road to Willemar Avenue	$290 K
Back Road from Tunner Drive to 10th Street East	$410 K
10th Street from Back Road to Hobson Avenue	$120 K
Kilpatrick Avenue from 26th Street to 29th Street	$180 K
Fitzgerald Avenue from 21st Street to north of 26th Street	$190 K
Valley View Drive from Thorpe Avenue to Lerwick Road	$280 K
Lerwick Road from Lerwick Nature Park to McDonald Road	$220 K
Morrison Creek / Arden Road crossing	$1,600 K
Enhanced Intersections and Improved Accessibility Allowance	$50K / yr
Enhanced Street Treatments for Major Destinations	$50K / yr
Pedestrian Support Programs	$50K / yr
Total	**$5,300 K**

[6] 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

9.2.3 Cycling Network

The long-term capital cost for the cycling projects recommended in this plan is approximately $26.7-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 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 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 in the medium-term.

The total cost of projects and programs recommended for the medium-term is $11.5-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 Fifth Street Bridge is 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 $)[7]

Improvement / Program	Class D Cost (2018 $)	Improvement / Program	Class D Cost (2018 $)
Anderton Avenue Intersection + Anderton Avenue from 5th Street to 6th Street	$314 K	Old Island Hwy from Ryan Road to Braidwood Road	$231 K
6th Street from Fitzgerald Avenue to Anderton Avenue	$69 K	Braidwood Road from Back Road to Old Island Highway	$77 K
Cumberland Road from Piercy Avenue to Fitzgerald Avenue	$202 K	Back Road from Ryan Road to Braidwood Road	$34 K
Fitzgerald Avenue from 5th Street to 8th Street / Cumberland Road	$70 K	Centennial Drive / McLauchlin Drive from Back Road to end of McLauchlin Place	$86 K
Fitzgerald Avenue from Cumberland Road to 26th Street	$170 K	Muir Road / Mission Road from McLauchlin Drive to Lerwick Road	$52 K
19th Street from Fitzgerald Avenue to Courtenay Riverway	$70 K	Veterans Memorial Parkway from Caledon Crescent to Mission Road	$420 K
26th Street from Willemar Avenue to Fitzgerald Avenue	$266 K	Back Road from Ryan Road to 6th Street	$349 K
17th Street from Willemar Avenue to Comox Road	$448 K	Tunner Drive from Williams Road to Back Road	$114 K
Willemar Avenue from Cumberland Road to south end of trail	$48 K	6th Street / Hobson Avenue / Hawk Drive from Back Road to Swallow Crescent	$77 K
Cumberland Road from Willemar Avenue to Arden Road	$266 K	Cowichan Avenue / Arrowsmith Avenue from Ryan Road to Malahat Drive	$30 K
Willemar Avenue from 5th Street to Cumberland Road	$196 K	Malahat Drive from Arrowsmith Avenue to Lerwick Road	$154 K
Lake Trail Road from Willemar Avenue to Webdon Road	$810 K	Lerwick Road from Malahat Drive to Valley View Drive	$440 K
Arden Road from Morrison Creek to Comox Valley Parkway	$1,485 K	Valley View Drive / Idiens Way from Mallard Drive to trail connection	$263 K
4th Street from Willemar Avenue to Menzies Avenue / 5th Street	$21 K	Crown Isle Drive from Ryan Road to Idiens Way	$80 K
5th Street from Menzies Avenue to Lake Trail Road	$2,267 K	Royal Vista Way from east end to Crown Isle Drive	$48 K
5th Street / Old Island Highway from 5th Street Bridge to Lewis Centre	$223 K	Crown Isle Boulevard / Water Place from Lerwick Road to Ryan Road	$280 K
Tsolum Road / Puntledge Road from Old Island Highway to Highway 19A	$15 K	Support Facilities Allowance	$50 K / yr
North Island Highway from 17th Street Bridge to Ryan Road	$825 K	Support Programs Allowance	$50 K / yr
		Total	**$11.5 M**

[7] 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 (10 Year) Cycling Improvement Priorities

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 is 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	$1.0 M
Improve Intersections and Consider Transit Priority (price included in Street Plan)	n/a
Transit Passenger Amenities	$2.0 M
Total	**$3.0 M**

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	$250 K
New Mobility / Mobility as a Service Allowance	$300 K
Autonomous Vehicles / Preparing for the Future Allowance	$250 K
Total	**$800 K**

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 developing the Plan and identifying priorities. Further, several partners and community groups were engaged. These included the Accessibility Committee, Comox Valley Cycling Coalition, School District #71, K'omoks First Nation, and regional government partners. Implementation of the Plan will require guidance and participation from 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. Cash in-lieu of parking is one means to fund new active transportation and transit 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

Municipalities that signed the Climate Action Charter receive 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.

Connecting Courtenay

Cycling Network Plan

September 2019

URBAN systems

REPORT FOR:

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September 2019

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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.[1] 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.

[1] 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 identities 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 the 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 21st 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 5th Street Complete Street Pilot Project. The lanes connect Menzies Avenue to Fitzgerald Avenue along 5th Street for a total of approximately 500m.

Figure 1: Existing Bicycle Network

*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%
Total	**29.5 km**	**100%**

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.

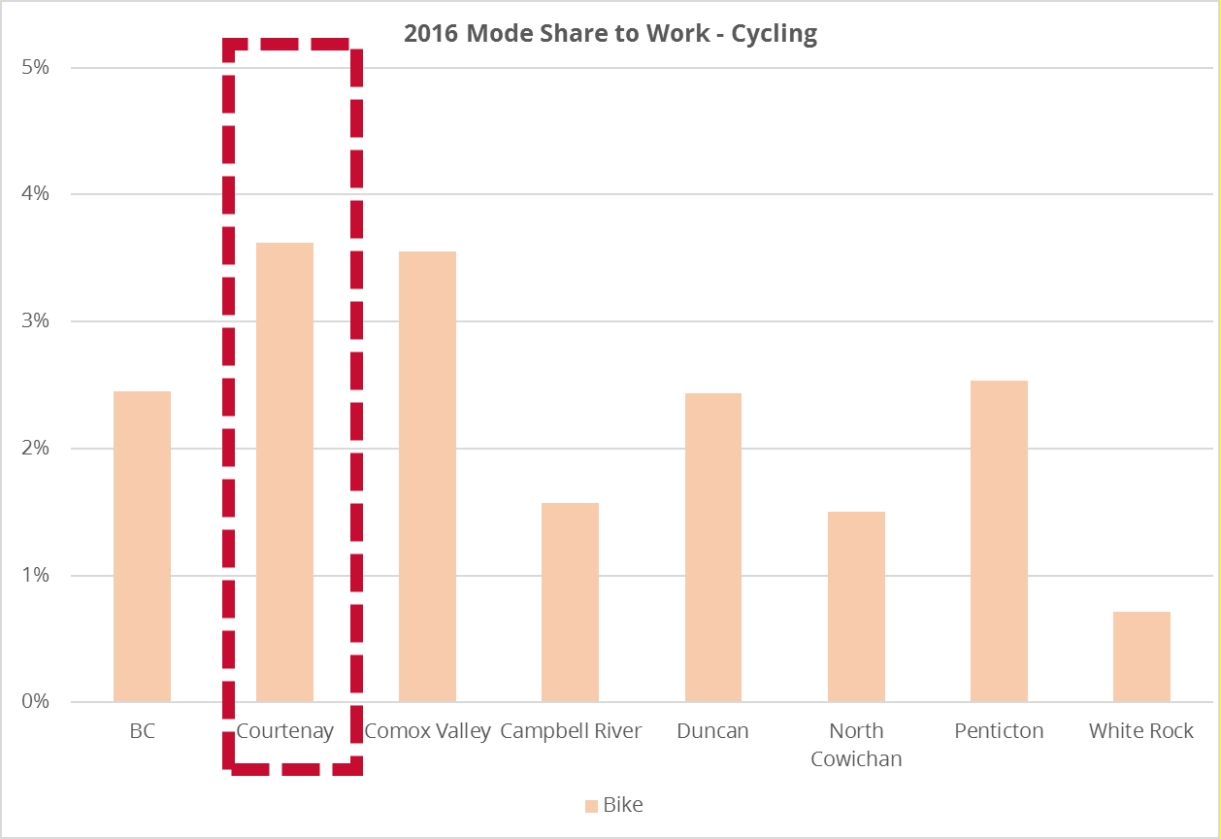
Existing Conditions Assessment

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 5th Street and 17th Street. At the 5th 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 17th 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 Trail to the commercial areas or to the existing Fitzgerald Avenue bike lanes. Similarly, the protected bicycle lanes that are part of the 5th Street Complete Street Pilot Project are not connected to any other complete cycling facility. The 5th 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 summaries key issue 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:

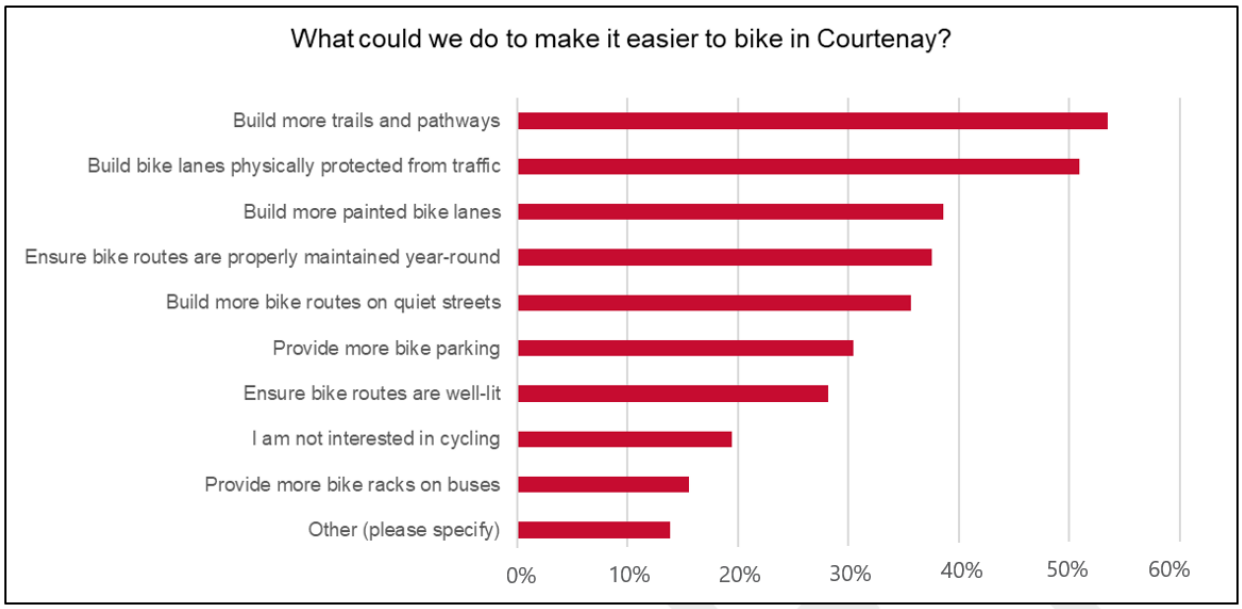
- **Limited network of designated routes.** Courtenay has very few protected and off-street cycling routes that connect to key destinations and 54% of survey respondents indicated that they do not feel safe riding in traffic. Routes do not connect to key commercial areas or to other key destinations, 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[2] 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

[2] 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 Network 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

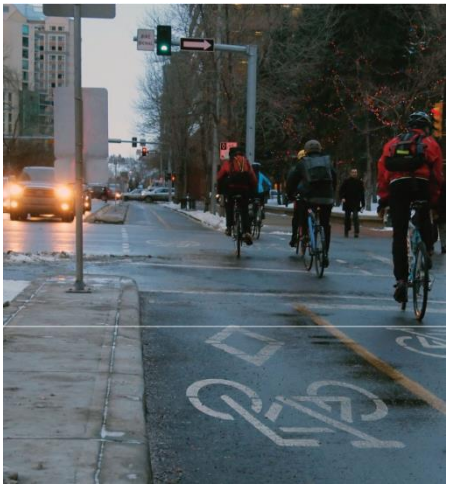
The SDS bylaw has already integrated cycling facilities with minimum widths into typical cross-sections for new roadways in the City. This is a Complete Street approach that assigns space in the cross-section to all modes of transportation. Beyond the minimums specified in the SDS, there are a range of cycling facility types that can be applied to different circumstances to achieve a cycling network that focuses on safety and comfort for all.

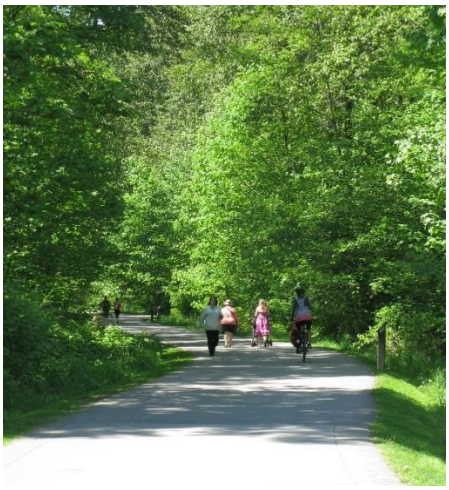
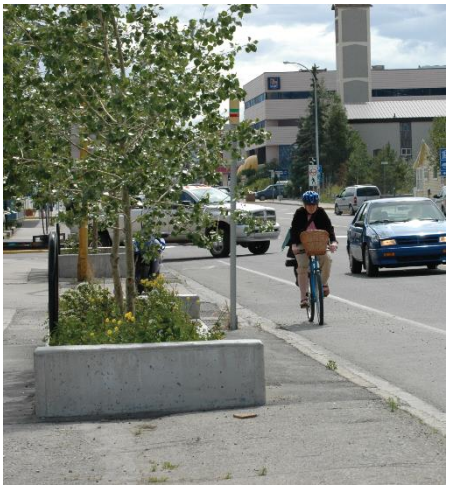
To develop a more comfortable and effective network of bicycle facilities across a wide range of conditions, the City can apply a toolbox of cycling facility types. This toolbox, based on the recently updated Transportation Association of Canada Design Guide for Canadian Roads, is described in **Table 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		**Bicycle Boulevards and Neighbourhood Greenways** are local streets with low vehicles 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.
		**Protected Bicycle Lanes / Cycle Tracks** 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. 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)
		**Multi-use Pathways** 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. Ideal width: 3.0 – 6.0 m depending on the expected volumes of users. Minimum width: 2.7 m

ALL AGES CONT.		**Multi-use Trails** 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. *These trails are being recommended through the Courtenay Draft Parks and Recreation Master Plan.*
SUPPORTING FACILITIES		**Buffered Bicycle Lanes** are separate travel lanes designed exclusively for bicycles with painted buffers providing additional separation from the roadway. The buffered space may also include flexible delineators to provide some protection from vehicles. Ideal width: 1.8 m with 0.3 to 0.9 m buffer Minimum width: 1.5 m with 0.3 m buffer (minimum 0.6 m buffer adjacent to parking)
		**Bicycle Lanes** are separate travel lanes designed exclusively for bicycles. The lane is defined by white pavement markings and signage. Ideal width: 1.8 m Minimum width: 1.5 m

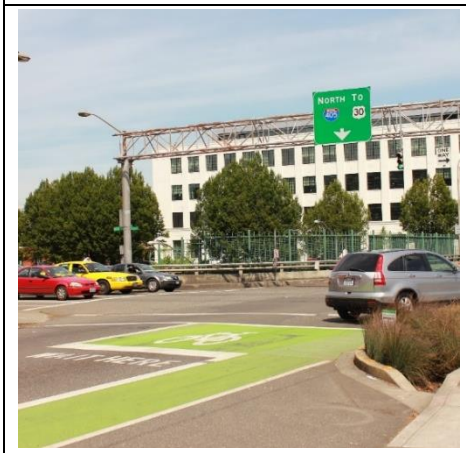
SUPPORTING FACILITIES CONT.

	**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

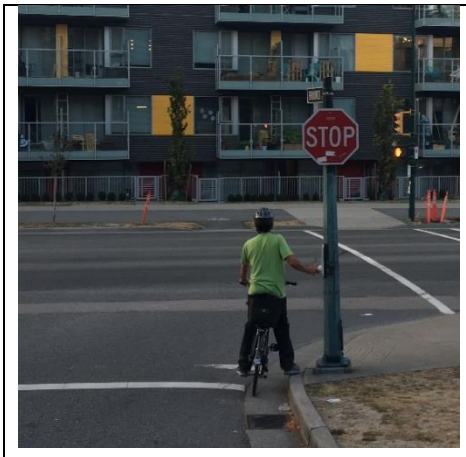
Intersection Treatment Toolbox

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		**Coloured conflict zone markings** 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.
		**Dashed bicycle lane markings** 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.
		**Bike boxes** 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.

INTERSECTIONS CONT.

	**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

In addition to the full build-out network shown, any new or amended road infrastructure should be designed to support all modes of transportation

Figure 5: Recommended Short- and Medium-Term Cycling Facilities

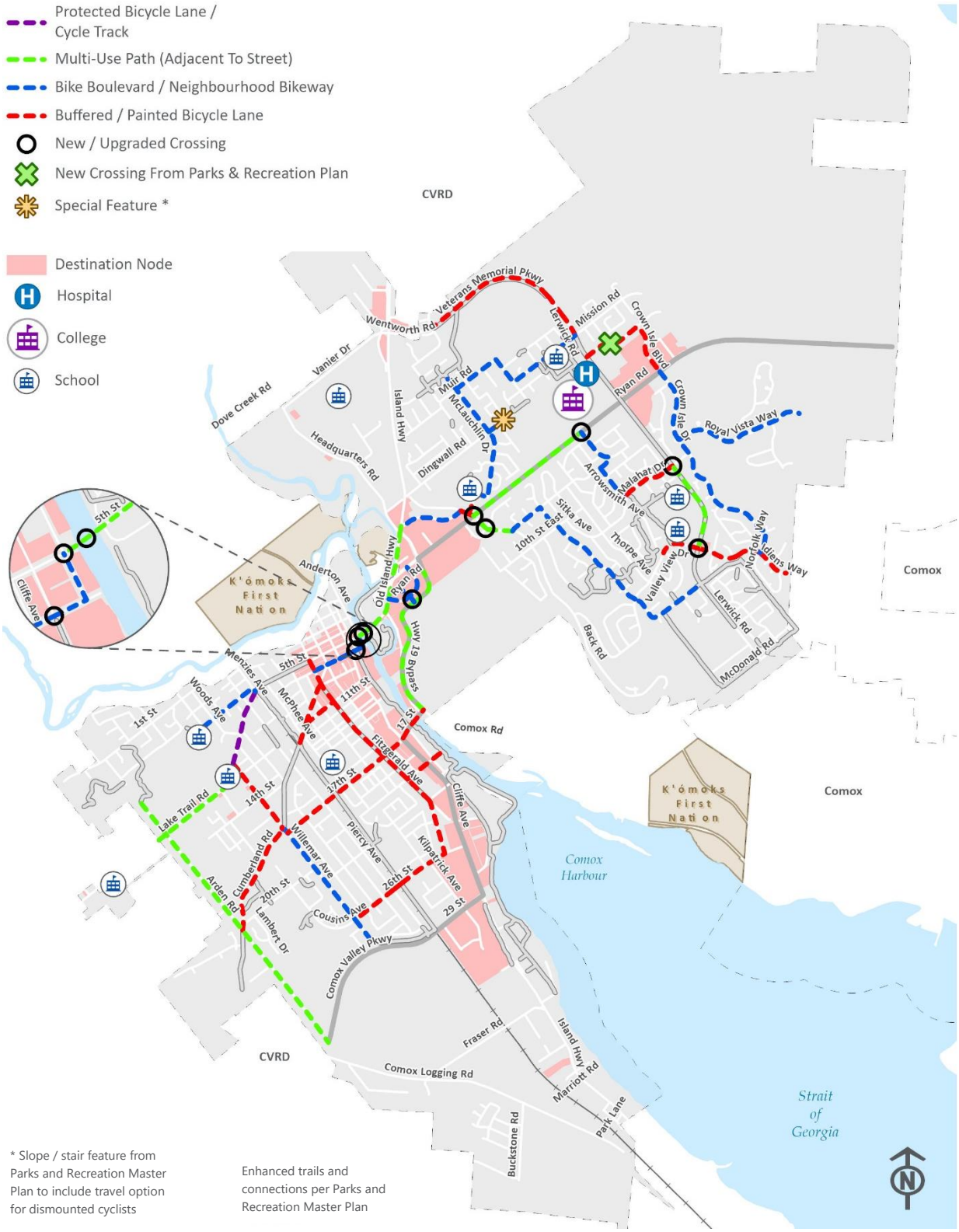
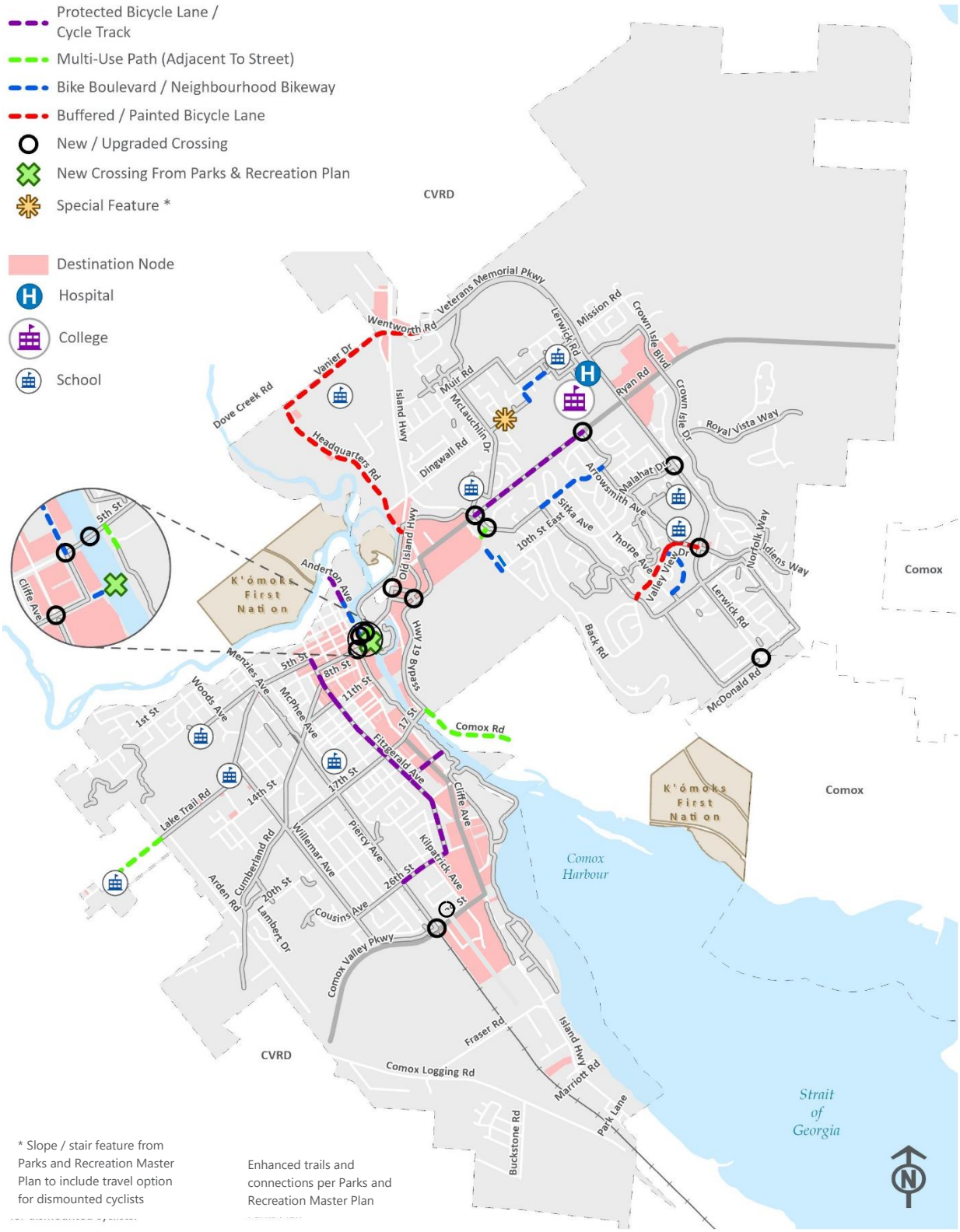


Figure 6: Recommended Long-Term Cycling Facilities



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 District 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 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 CVRD'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 (2018) 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 $26.7-million (2018 dollars) as summarized in **Appendix B**. Projects are identified as short term (five years), medium term (10 years) and long term (up to twenty years). 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 on-going 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 $26.7-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 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 is $2.1-million for the short-term (up to five years), $8.5-million for the medium-term (five to ten years), and $13.8-million for the long-term (ten to twenty years). Costs do not include property, environmental impacts, utility relocations, staff time, or operations and maintenance. All costs are outlined in **Appendix B**. An additional $2.3-million is identified for support initiatives beyond those explicitly listed in the Cycling Network Plan (support programs, support facilities, cycling facility standards), consistent with the draft Transportation Master Plan.

Expansion of pedestrian and cycling facilities on the 5th 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 5th 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 5th Street crossing
- Development of a new crossing between Anderton Avenue and Simms Millennium Park on the 6th Street alignment.

Previous work has investigated options for widening the existing pedestrian facilities on the 5th 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 5th 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 6th 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 6th Street pedestrian and cycling crossing in the long-term plan. Connections developed for the 5th Street crossing can be utilized for a future 6th Street crossing. Because of the cost of this structure and the coverage provided by the 5th 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 5th 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 5th Street protected bicycle lanes and the 5th 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 5th 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 Avenue** provides a north-south connection with access to commercial areas west of the Courtenay River. The existing bicycle lanes from 8th to 21st provide a north-south spine. It does not currently connect to the 5th 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 5th 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 8th Street / Fitzgerald Avenue / Cumberland Road requires additional study.

  - Parking could be maintained for most of Fitzgerald Avenue with the 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 26th 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 8th to 21st 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.

- **6th 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:
  - 5th Street between Fitzgerald Avenue and the 5th Street Bridge was considered as an alternate east-west connection. It was eliminated from further review for a number of reasons. 5th 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 5th 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 6th Street between Fitzgerald Avenue 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 6th Street as the 'bicycle gateway' to Downtown.

- **Anderton Avenue** between 6th Street and the City boundary connects the recommended bike boulevard on 6th Street to the 5th 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 6th Street until 1st Street. North of 1st 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 5th 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 5th Street & Cliffe Avenue. Amalgamating the crossing with the existing signal at 5th Street was considered; however, connecting the crossing to the 5th Street Bridge would be complex and require additional property.
  - Traffic calming may be required to slow traffic speeds south of 1st Street.
  - Transition to no parking or parking pockets north of 1st Street.
- **5th Street** from Menzies to Lake Trail Road (via Willemar Avenue) connects the protected bicycle lanes that have recently been constructed on 5th Street at Menzies to Lake Trail Middle School. Protected bicycle lanes or cycle tracks are recommended for this corridor. Key considerations include:
  - North of 9th 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.

- **Arden Road** Arden Road runs from 1st Street in the north and dead ends near the Comox Valley Parkway in the south. A possible roadside multi-use pathway could be implemented along Arden Road, from Morrison Creek to the Comox Valley Parkway, in order to increase pedestrian and cyclist connectivity in this area and provide a continuous north-south connection at the west end of the City.
- **17th Street** improvements will provide a continuous east-west connection between Comox Road / 17th Street Bridge and Willemar Avenue and Cumberland Road, with access to the Riverway Trail.
- **19th 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 19th Street and Cliffe Avenue 19th to the existing signalized intersection
- **26th 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 26th Street. North of

Cumberland Road to 5th 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 Master 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 Master 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 5th 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 17th 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 17th 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 / 5th Street** from 5th Street Bridge to Puntledge Road connects the recommended improvements to the 5th 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 Master 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** is identified as a future street connection, which would include sidewalks and cycling facilities connecting Back Road to the Highway 19A Bypass. Consideration is to be given to coordination with planned cycling facilities on Back Road and Highway 19A Bypass, including a means of crossing Highway 19A Bypass
- **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 6th 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 6th 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 6th 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:
  - 6th Street East from Back Road to Arrowsmith Avenue.
  - Hobson Avenue from 6th 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 / 6th Street East / Arrowsmith Avenue from Ryan Road to Malahat Drive.
  - Williams Road from Hunt Road to 10th Street.
  - Crown Isle Drive from Ryan Road connecting to Idiens Way, including Royal Vista Way.
- Key considerations include:
  - Traffic calming may be required to reduce traffic speed and volume on these roadways.
  - A continuous connection on 6th 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 Road, connecting to recommended painted facilities on Back Road to Centennial Drive, along Centennial Drive to McLauchlin Drive connecting through the cul-de-sac at the north of McLaughlin Drive and onwards to recreational trails. This connection would also follow Dingwall Road. This connection should align with the proposed dismounted 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 Master 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 District 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 Master 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 Drive, 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 District 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
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	1	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
			5-year Total						$ 2,065,300

* 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/Valley View Drive	Mallard Drive	Comox Boundary	Medium	850	2	Buffered Bike Lanes with Delineators - Curb to Curb	$ 140	$ 25,000	$ 263,000
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
Arden Road	Morrison Creek	Comox Valley Parkway	Medium	2700	1	MUP on Rural Road flat	$ 550		$ 1,485,000
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 Cresent	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
17th Street	Willemar Avenue	Comox Road	Medium	1600	2	Buffered Bike Lanes with Delineators - Curb to Curb	$ 140		$ 448,000
Muir Road	McLauchlin Drive	Lerwick Road	Medium	1300	1	Neighbourhood Greenway - Signs and Paint Only	$ 40		$ 52,000
Royal Vista Way	Crown Isle Drive	End	Medium	1200	1	Neighbourhood Greenway - Signs and Paint Only	$ 40		$ 48,000
			10-year Total						$ 8,438,300

* 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 improvem	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	Mallard Drive	Long	450	2	Buffered Bike Lanes with Delineators - Curb to Curb	$ 140		$ 126,000
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 Par	Ex. Trail	5th Street Bridge	Long	40	1	MUP on Rural Road Flat	$ 550	$ -	$ 22,000
6th Street	Hobson Avenue	Arrowsmith Avenue	Long	750	1	Neighbourhood Greenway - Signs and Paint Only	$ 40		$ 30,000
			20-year Total						$ 13,832,200
			Grand Total						**$ 24,335,800**

* 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.