



The Corporation of the City of Courtenay

Staff Report

To: Council

File No.: 6100-06

From: Director of Recreation, Culture, and Community Services

Date: July 30, 2025

Subject: Bill Moore Park and Dogwood Park Master Plan Project Update

PURPOSE:

To update Council on the status of the development of the Bill Moore Park and Dogwood Park Master Plan (the “Plan”) process and seek direction from Council to proceed with the proposed Plan scope.

BACKGROUND:

Bill Moore Park is a 5.66 hectare community park located in West Courtenay and serves as a central hub for local sports and recreation. It includes a range of amenities such as:

- a lawn bowling clubhouse (1993, addition 2015) and greens serving the Courtenay Lawn Bowling Club. The lawn bowling clubhouse is also available to external rentals during the lawn bowling offseason (November – March);
- a multi-use fieldhouse building (circa 1975, rebuilt 1995) has a meeting room that is shared by the baseball and football and is available for external rentals, as well as a separate office leased by Citizens on Patrol;
- sport field accessory buildings including a football tower (circa 2001), a concession building (circa 1990), and a batting cage (1997);
- outdoor field lighting (1991, upgraded in 2014);
- two baseball diamonds, a football field, and an aged playground; and
- areas of currently undeveloped parkland, serving as greenspace, surrounding the lawn bowling clubhouse and greens.

In addition to community use, the sports fields are actively utilized by the Comox Valley Raiders Youth Football (CVRYF), and Comox Valley Baseball Association (CVBA). In 2024, the CVBA funded and executed upgrades to the north baseball diamond and installed a new electronic scoreboard. This year, CVRYF will be making improvements to the football tower and installing a new electronic scoreboard to the south of the existing football tower. It is envisioned that the sports field use by the baseball and football clubs will remain a primary park use that will inform the Plan. Based on the City’s condition assessment of park playgrounds, the playground at Bill Moore Park is a priority for playground replacement. Similarly, to the playground at Woodcote Park, the existing playground at Bill Moore is thirty years old and at the end of its useful life.

Adjacent to the site is Dogwood Park, a 2.32-hectare natural area with forested areas and minimal trail infrastructure. Similarly, to Bill Moore Park, Dogwood Park is situated next to the Rotary Trail with Rail network (See Figure 1). Due to its close proximity to Bill Moore Park, staff recommend combining the two parks under one master plan project, consistent with recommendations in the Parks and Recreation Master Plan.

Figure 1 – Bill Moore Park and Dogwood Park



Undertaking a park planning process for Bill Moore Park and Dogwood Park represents a significant opportunity for the City to meet the long-term needs of our growing community and to consider how the parks can serve as significant gathering and recreation spaces to serve West Courtenay, potentially in a similar fashion to Lewis and Simms Parks. In the OCP (2022), several primary and secondary growth areas are within 800 metres or 10-minute walking distance from the parks. The combination of sport fields, parking, facilities, natural areas, a playground, and undeveloped parkland offer exciting potential to expand the City's parks and recreation presence and activity through development of a destination park and associated amenities¹.

DISCUSSION:

Parks and Recreation Master Plan

Community parks play a significant role in meeting the social, physical, recreation, and environmental needs and desires of residents. The Park and Recreation Master Plan (adopted in 2019), (the "PRMP"), identifies the following key factors that define a community park:

- Destination parks that serve residents from the entire City
- Help to form the visual, physical and social focus of the community
- Offer natural features and/or built facilities, cultural features and other opportunities
- Locate community parks next to natural areas where synergies will benefit users
- Include amenities such as shelters, signs, washrooms, trails, boat launches (*where applicable*) and parking lots

¹ PRMP (2019) Section 3.1 p. 26: "The west side of the city has a poor distribution of neighbourhood parks"

- Offer diverse activities - picnics, special events, sports, play areas, recreation, etc.
- 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.

The PRMP found that while the City has some excellent park amenities, in general the City's parks are underdeveloped with outdated infrastructure and are lacking in some popular amenities. As such, a key strategy for park planning activities identified in the PRMP is to focus efforts on adding and improving amenities in the City's parks. Bill Moore Park is identified in the PRMP as requiring a park plan to address its ageing infrastructure, plan for improvements to underutilized and undeveloped spaces, and meet the changing needs of the growing surrounding community. The development of a park plan for Bill Moore Park and Dogwood Park is identified as a short-term priority (1-3 years) in the PRMP Implementation Strategy (2023).

The PRMP identifies the following strengths and challenges associated with Bill Moore Park:

Strengths:

- Large park with overlapping football and baseball diamonds and other supporting amenities
- Park has space for additional recreational amenities.
- Adjacent to the Rotary Trail with Rail (~2.5KM) which runs south to north (29th to 5th Street).

Challenges:

- Poorly designed, resulting in leftover spaces between sport fields, sloped areas limit use, and parking lot bisects park.
- Rapidly deteriorating underground infrastructure (irrigation and drainage).

The following considerations were identified in the PRMP for Bill Moore Park:

- An off-leash dog area on the slope or adjacent to the Rotary Trail, and courts for basketball, and beach volleyball
- Phased implementation of potential improvements of park plan once completed
- Concession requires significant maintenance to return to accepted level of service
- Lawn Bowling building is in very good condition.
- Sports Fields were rated 3.5 in 2019. A score level of 4 indicates the asset requires renewal or upgrade.
- Consider Bill Moore Park as a potential location for a community garden.

In addition to the policy direction outlined in the Parks and Recreation Master Plan (PRMP), the *Park Playground Design Standards* (2024) echoes recommendations for both standard and specialty park amenities to guide the design of community parks.

The PRMP outlines a strategic and coordinated approach for establishing community park service levels through development of a park master plan, grounded in community engagement. Park master plans provide a long-term vision for the future of the park, including recommendations on phased implementation over time in light of the scale and scope of proposed changes and or development in the park. This approach enables the development of short-, medium-, and long-term capital plans to ensure appropriate funding is in place to realize and deliver on the park's future vision.

Proposed Scope of Work

Staff are seeking Council's direction to proceed with the proposed scope of work and development of an implementation strategy for the Plan. With the policy recommendations and strategies identified in the PRMP for park planning, especially those specific to community parks, and considering the park playground design principles identified in the Park Playground Design Standards (PPDS), staff have developed the following scope for the project:

Stage 1: Park Master Plan: Visioning and Conceptual Design

- Review existing background strategic policy documents
- Prepare an existing site analysis that identifies the existing park's strengths, weaknesses, opportunities, and threats
- Develop a vision for the park that considers:
 - Current and future park programs,
 - Identifies goals and objectives to guide the development of the Plan
 - Infrastructure and amenities for the next 20 years through a schematic conceptual plan informed by the PRMP and PPDS.
- Conducts a full community engagement process that includes engagement with park interest user groups
- Provides a final preferred concept plan that:
 - Incorporates feedback received through public and interest group engagement
 - Includes an implementation strategy and Class D cost estimates for all phases of the development of the current park to the full future vision as identified in the preferred concept plan
 - Provides a phased implementation plan of proposed park improvements that aligns with the City's capital budget process
 - Informs the long-term financial capital plan for implementation of future phases

Stage 2: Phase 1 Detailed Design

- Develop detailed design of Phase 1 (to be identified through the Master Plan process), construction plans, and construction documents
- Updated cost estimates at key milestone design stages that align with the current capital budget for the park playground replacement and supporting amenities identified in Phase 1 of the Plan.

Stage 3: Phase 1 Procurement in accordance with the City of Courtenay Purchasing Policy (2023)

Stage 4: Phase 1 Construction of the new playground and supporting park amenities within the 2026/2027 approved capital budget.

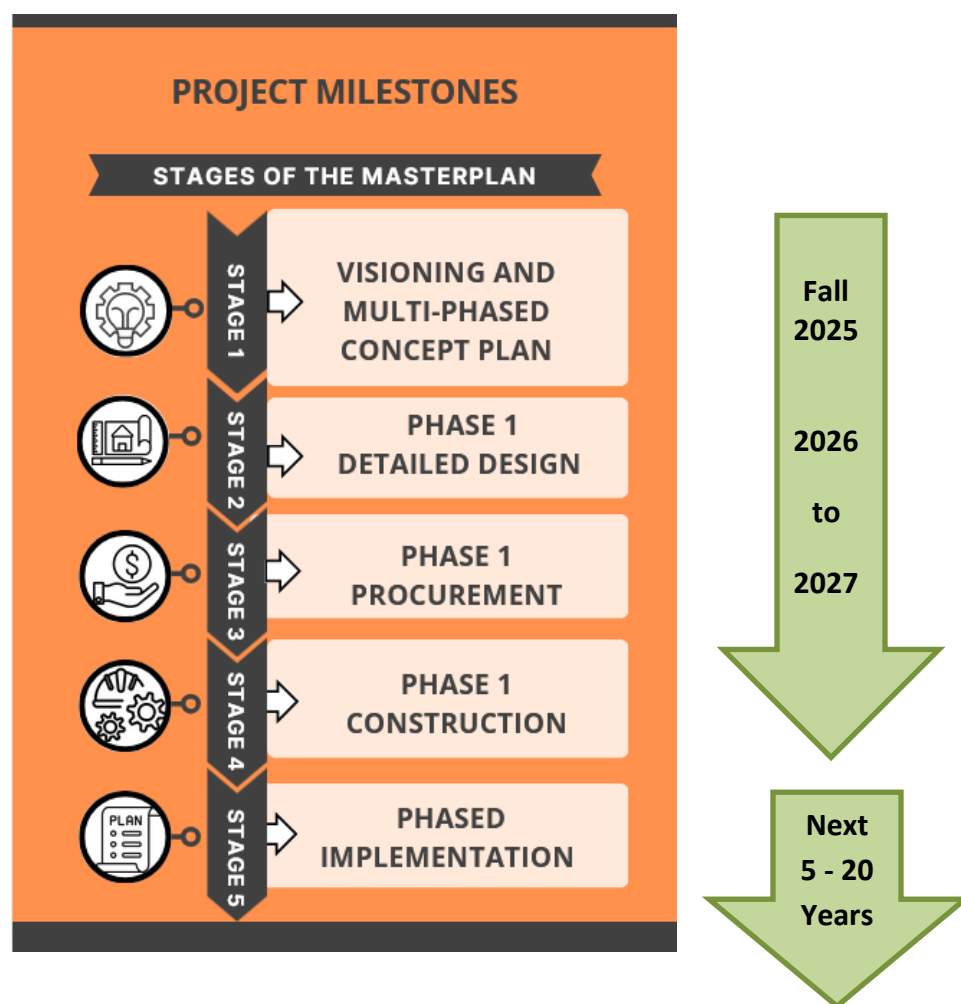
Stage 5: Plan for the Implementation of the Future Phases

- Incorporate the implementation strategy for the remaining phases into the long-term capital planning process; update annual and five-year capital budgets accordingly for Council's consideration.
- Seek grant funding, community partnerships, and update Development Cost Charges and Amenity Cost Charges as appropriate.

Upon completion of Stage 1 of the project, staff will return to Council with the draft Plan and preferred concept plan for Council's consideration. If approved by Council, the Plan will help guide the future work plans of the various City departments involved in the implementation of the future phases and enable incorporation into the City's financial planning process.

It is important to clarify that in the absence of a Plan that lays out the long-term vision and service levels for the parks, including associated capital costs, staff have estimated funds that may be required for the detailed design and construction of the first phase of the park plan in 2025/2026. It is expected that the Phase 1 scope will be limited to the replacement of the existing aged playground and the addition of other park amenities within the currently allocated \$1.5 million capital budget projected for 2026. The park playground design and amenities to be prioritized in Phase 1 will be informed through the community engagement process identified in Stage 1 of this project. Future phases will be outlined in the Concept Plan and Park Master Plan with future phases being subject to Council's strategic priorities and available funding through the approved financial budgeting process (See Figure 2.)

Figure 2: Project Milestones – Stages of the Development and Implementation of the Plan



Other Considerations to Inform the Park Plan

CVRD Sports Field Strategy

The Comox Valley Regional District (CVRD) Recreation Commission is currently undertaking planning work to implement recommendations of the CVRD Sports Field Strategy, 2023 (the “Strategy”) through its strategic planning process.

This project complements CVRD’s planning work by considering the Strategy’s recommendation to standardize the region’s sport fields classification system, and identify potential partnership capital projects for capital investment to optimize the current sport field inventory (see Figure 3).

Figure 3: Appendix A: CVRD Sports Field Strategy

Other Capital Projects to Optimize the Current Inventory

Based on the research and engagement, a number of other priorities for capital investment have been identified. These projects advance the overarching recommendation goal of optimizing the current sport field inventory through focused investment where it can be most beneficial.

Table 19: Summary of Other Recommended Capital Investment Focus Areas

Project	Rationale and Benefits	Next Steps	Potential Capital Cost Impacts*
Add washroom and/or changeroom structures to 2 – 4 field sites over the next 10 years	<ul style="list-style-type: none"> Improves user experience. Responds to key needs identified through the engagement. 	<ul style="list-style-type: none"> Identify project sites based on use (current use and opportunities to increase use). Undertake the necessary design and cost analysis. 	\$150,000 - \$750,000
Add lighting to 2 – 4 field sites over the next 10 years if capacity benefits can be sufficiently demonstrated.	<ul style="list-style-type: none"> Increases evening capacity, making better use of existing assets. <p><i>*Before proceeding with the addition of lighting to a site, further analysis should be conducted to ensure that the capacity benefits warrant the capital expenditure, and, that additional capacity will not result in overuse of a grass surface field.</i></p>	<ul style="list-style-type: none"> Identify project sites based on use (current use and opportunities to increase use). Undertake the necessary design and cost analysis. 	\$60,000 - \$80,000 per pole, plus servicing (\$100,000 - \$200,000)
Develop a baseball hub site	<ul style="list-style-type: none"> Responds to a potential field type gap. Provides baseball with enhanced infrastructure that can support growth and tournament hosting. 	<ul style="list-style-type: none"> Further evaluate the suitability of Aspen Park and Queenesh Park (these two sites have been preliminarily identified as potential locations for a baseball hub). 	\$500,000 (field only; not including amenities)

**High level cost estimates. These amenities have a high degree of variability.*

While the CVRD is focusing its efforts for a second artificial turf at G.P. Vanier Secondary School, it is important to reflect that the Sports Fields Strategy provided the following considerations for Bill Moore Park as a potential artificial turf site:

- There are significant demands on Bill Moore Park to accommodate a high volume of winter use. The sport fields have a utilization of 100% of capacity from October to March
- As a potential artificial turf site:
 - The site has a large footprint to work with which will support amenity provision and provide flexibility.
 - Lighting infrastructure exists; however, it is configured for ball and would need to be adapted.
 - Observed site conditions suggest this option may incur additional costs to improve drainage and grading.

Pickleball Feasibility Study

Staff have engaged a consultant to develop a Pickleball Feasibility Study including a pickleball court options analysis for a preferred location for four to six new pickleball courts. Staff will be returning to Council with a staff report on the outcome of the study and options analysis which may include the results of site analysis considering the development of pickleball courts Bill Moore Park.

Next Steps

Should Council direct staff to proceed with the development and implementation of the Plan as described in this report, staff will move forward with the procurement of a qualified consultant to lead the development of the Plan and concept plan with the option to enter into detailed design, procurement and construction of Phase 1 under the same contract. It is anticipated a consultant will be engaged by the fall of 2025 to develop the Plan and the project will be underway by late fall/winter of 2025 with detailed design and construction of phase 1 of the Plan to follow in 2026-2027.

POLICY ANALYSIS:

Official Community Plan (OCP), 2022

Building and Landscapes:

- Objective 6: Municipal buildings and site design demonstrate leadership in building performance, accessibility, and design.

Parks and Recreation:

- Objective 1: Parkland in the form of natural areas, open spaces, and outdoor recreation is of sufficient amounts, is well-connected, equitably distributed, and is of high quality to enhance liveability throughout the city.
- Objective 2: Recreation amenities, services, and programming are expanded and enhanced to support increased health, wellness, and social connections for all residents.
- Objective 4: The parks and recreation system exemplifies leadership in reconciliation, climate action, equity, and community well-being through its services, programs, and partnerships.
- Objective 5: Partnerships are in place to achieve parks and recreation objectives.

Social Infrastructure

- Objective 1: All Courtenay residents experience equitable access to services.
- Objective 3: Physical spaces are designed with the needs for social connection and accessibility in mind.

Parks and Recreation Master Plan, 2019

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
- 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
- When planning and designing new parks, consider life cycle cost analysis and water and energy consumption
- Celebrate local artists in parks, with more public art such as murals, mosaics, and sculptures

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.
- 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

FINANCIAL IMPLICATIONS:

Development of the Park Master Plan and estimates for detailed sign and construction of Phase 1 is included in the financial plan as outlined below:

Project Stage	Description	Budget Amount	Funding Source
Stage 1 - 4	Bill Moore Park and Dogwood Park Master Plan and Detail Design	\$150,000 (2025/2026)	Growing Communities Reserve
	Phase 1: Bill Moore Park Playground Replacement and Park Development and Amenities	\$1,000,000 (2027) \$500,000 (2026) \$1,500,000 Total	\$250K General Tax \$250K Park Amenity Reserve \$500K Gaming Funds \$1M (Phase 1: Park Development) \$500K Asset Management Reserve (Playground)

Stage 5	Future Phases Park of Improvements and Upgrades: Bill Moore Park and Dogwood Park	TBD	TBD
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In addition, through service levels established through the development of the Plan, the parks' operating and maintenance budgets will be reviewed through the annual budgeting process to ensure the parks' assets, amenity programs, and service levels are being maintained to a standard set out by the Plan.

ADMINISTRATIVE IMPLICATIONS:

The Bill Moore Park and Dogwood Park Master Plan project is part of the 2025 Recreation, Culture, and Community Services work plan.

Recreation, Culture and Community Services will be the strategic lead throughout the entire project and project manage stage 1 and stage 2, with Operational Services providing input on the project as an internal City department interest holder throughout the project. Infrastructure and Environmental Engineering will also provide input on the project as an internal City interest holder throughout the project and will provide project management and engineering oversight during procurement and all phases of construction.

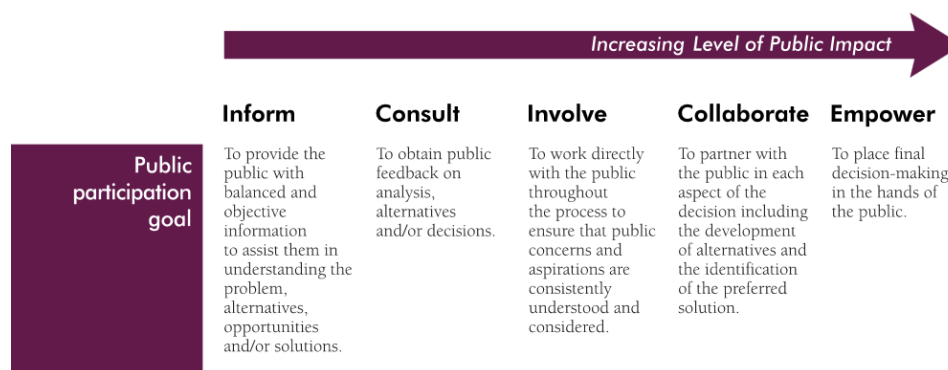
STRATEGIC PRIORITIES REFERENCE:

This initiative addresses the following strategic priorities:

- Parks and Recreation - Optimize active public spaces to respond to density increases and increased park use
- Parks and Recreation - Review recreation programs and engage with community on current and future needs, changing demographics

PUBLIC ENGAGEMENT:

Staff will consult the public and park interest groups based on the IAP2 Spectrum of Public Participation:



OPTIONS:

1. THAT Council direct staff to proceed with the development of the Bill Moore Park and Dogwood Park Master Plan as outlined in the staff report, "Bill Moore Park and Dogwood Park Master Plan Project Update."
2. THAT Council provide alternate direction to staff.

Prepared by: Joy Chan, Manager of Business Administration

Reviewed by: Susie Saunders, Director of Recreation, Culture, and Community Services

Adam Pitcher, ASCT, PMP, Manager of Capital Projects

Stuart Carmichael, Manager of Parks Services

Adam Langenmaier, BBA, CPA, CA, Director of Financial Services

Concurrence: Geoff Garbutt, M.Pl., MCIP, RPP, City Manager (CAO)