



The Corporation of the City of Courtenay

Staff Report

To: Council

File No.: 3030-01

From: Director of Development Services

Date: July 17, 2024

Subject: Update Local Area Plan Harmston Civic Precinct and Downtown Centre

PURPOSE:

To update Council on the Strategic Priorities for Harmston Avenue Civic Precinct Local Area Plan and the implementation of the Duncan Commons/Downtown Courtenay Playbook, including 5th street staging and phasing that are scheduled for 2024, 2025, and beyond.

BACKGROUND:

In September 2016, Council adopted the Downtown Courtenay Playbook. The “Playbook” outlines the vision, five strategic goals, high-level planning principles, and detailed actions necessary to initiate goal implementation. Each goal specifies actions, desired outcomes, involved parties, and timelines. The document acknowledges that further detailed analysis is needed to implement actions, which will require budget allocation. While some actions, such as the Sidewalk Patio Policy and Downtown Parking Analysis, have been implemented, others require more detailed analysis and could benefit from a more cohesive plan.

The *Official Community Plan Bylaw No. 3070, 2022* builds on the 2016 Downtown Playbook goals and actions and identifies Harmston Avenue Civic Precinct as a Local Area Plan to be initiated in 2024 and 2025. This is in the departments workplan for 2024 and 2025. In the 2024 Financial Budget \$150,000 was approved for the Harmston Local Area Plan. Further that the 2024 financial plan identifies budget for the design and construction of Harmston Park.

Council’s 2023-2026 Strategic Priorities identify building and landscape priorities:

1. “Develop a Local Area Plan for Harmston Avenue Civic Precinct for 2024 and 2025”
2. “Implement Duncan Commons/Downtown Courtenay Playbook, 5th street staging/phasing for 2025 and 2026 and beyond”.

At a regular Council meeting in November 2023, Council passed a resolution for staff to bring forward a report on the Duncan Avenue Summer Pilot project outlining considerations and financial implications for implementation in 2024. Staff were also directed to collaborate with the Duncan Avenue working group to review options for the design, implementation and evaluation of the pilot, and include recommendations informed by the consultation in the report back to Council.

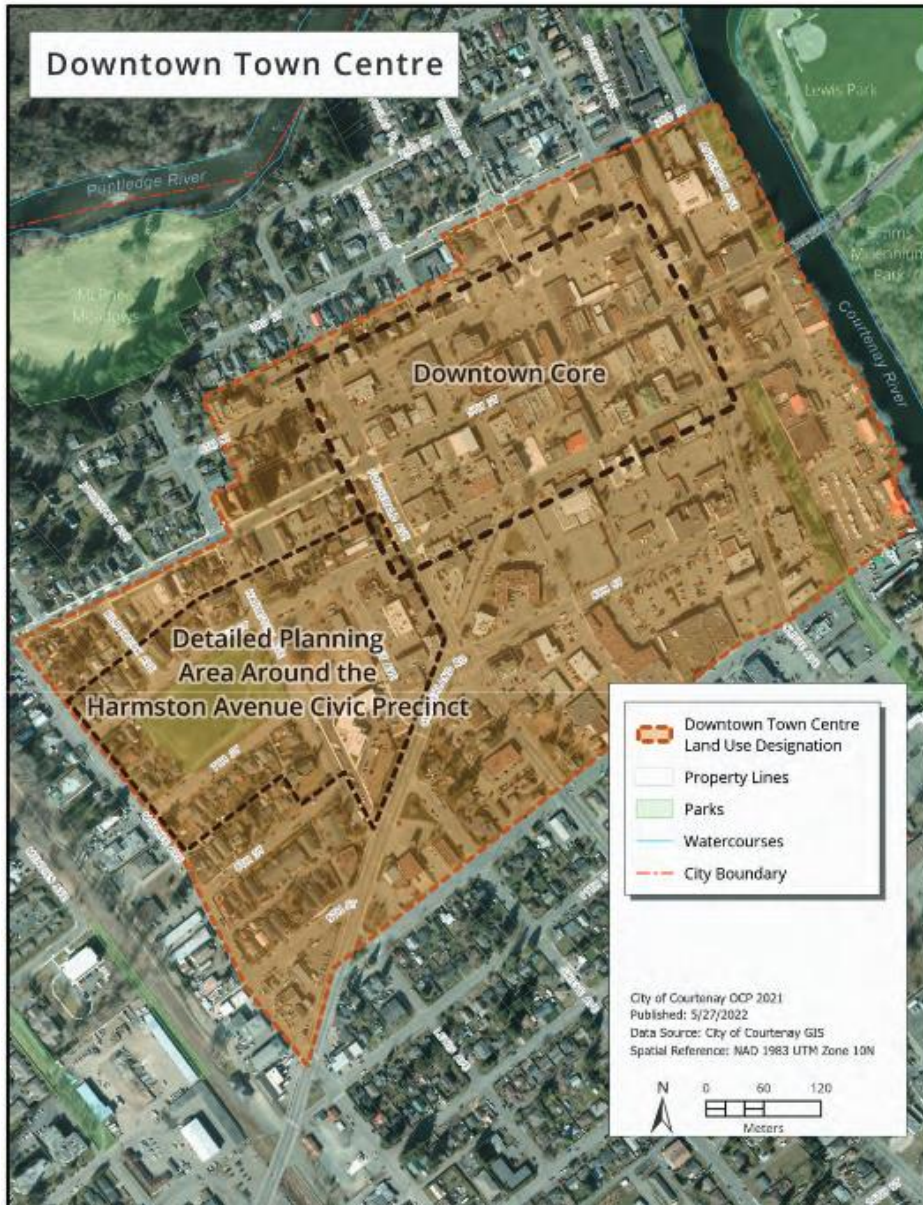
In January of 2024, staff initiated conversations with the Duncan Avenue working group Liaison, the Executive Director of Comox Valley Arts, to discuss the Duncan Commons program. Following these initial discussions, several factors including changes to provincial legislation, enhanced understanding of infrastructure challenges, and the transition from Wednesday markets to “Pulse on the Plaza”, necessitate an adjustment to the overall land use and community planning approach for the downtown core.

DISCUSSION:

To develop an effective process for informing the Downtown Town Centre in a coordinated and structured manner, staff are proposing the consolidation of the Harmston Avenue Civic Precinct with the Downtown Playbook to create a comprehensive Local Area Plan. This plan aims to build upon the five strategic goals and actions outlined in the Downtown Playbook, as well as the Official Community Plan (OCP) policies for Harmston Avenue Civic Precinct and the Downtown Centre. The plan will also incorporate the Harmston Park design principles to guide construction.

Figure 1 (below) illustrates the existing Downtown Town Centre from the OCP and identifies the Harmston Civic Precinct and the Downtown Core.

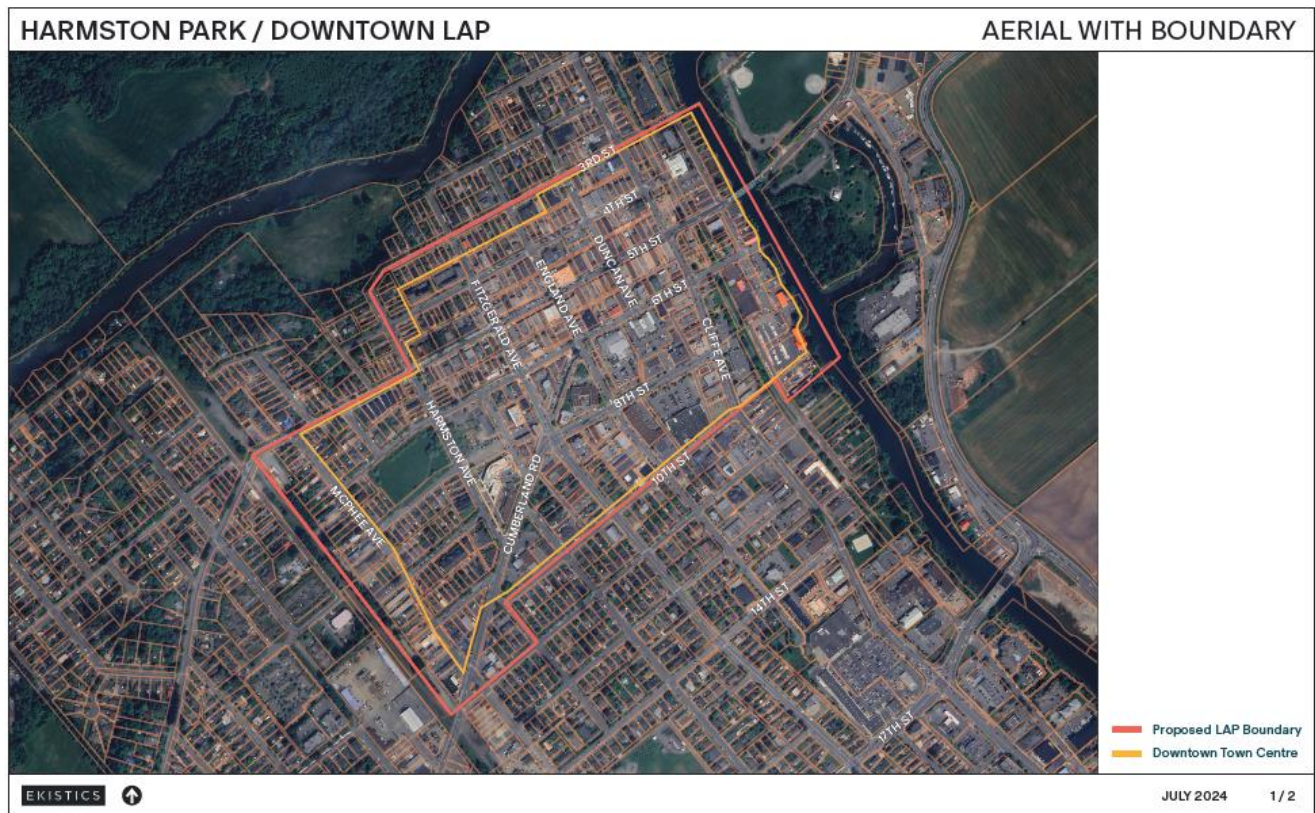
Figure 1: Downtown Town Centre



Map B-2 Downtown Town Centre

Figure 2 (below) illustrates the consolidated local area plan in dark orange encompassing the existing Downtown Town Centre Plan in light orange.

Figure 2: Consolidated Local Area Plan



This proposed consolidated Local Area Plan connects and coordinates two strategic priorities for 2024, 2025 and beyond, integrating strategic priorities from various City departments.

Projects such as the Duncan Commons require capital investment to develop the necessary infrastructure for activation and programming. Through the consolidation of existing plans, there is a greater opportunity to align and advance strategic and capital projects, like those actions currently identified in the Downtown Playbook. Through an all-encompassing Local Area Plan, the infrastructure planning can be developed to support activation of programming, connection to the downtown, and to seek opportunities for partnerships for capital investment.

The first phase of this Local Area Plan is to understand the land through Inventory and analysis, workshop with City departments exploring the plan area, a SWOT Analysis with City staff that will outline:

- *Strengths*: Positive attributes of a location that can be leveraged to enhance the success of a project.
- *Weaknesses*: Negative attributes of a location that can hinder the success of a project.
- *Opportunities*: External factors that can favorably affect the project's success.
- *Constraints (Threats)*: External factors that may have a negative impact on the project's Success.

After this analysis work is completed, an engagement plan will be developed for interaction with the community, associations, and agencies for initial discussions on the SWOT analysis. The outcome of Phase One will inform Phase Two which is the development of design principles, partnerships, and incentives.

Ekistics Town Planning has been retained for Phase one of the Local Area Plan. The inventory and analysis are completed, first city inter department workshop was held in June, and the SWOT analysis is underway with a city inter department workshop to be held in late July. Figure 2 below identifies the Local Area Plan boundary based upon this analysis in the orange line and the yellow line represents the Downtown Town Centre boundary from the OCP. Adjustments have been made to incorporate stronger connections to the ICF and River and neighbourhood connectivity.

POLICY ANALYSIS:

This Local Area Plan address objective 4 of the Official Community Plan “Sub-area planning provides more direction on growth” and will assist in guiding the implementation of the newly adopted Residential-SSMUH zone along with identifying zoning to support the Downtown policies in the OCP.

Further this consolidated Local Area Plan addresses thematic policies in the Official Community Plan that address: Parks and Recreation along with Arts; Cultural and Heritage policies; Streets and Transportation; Social Infrastructure; and Local Economy.

The consolidated Local Area Plan addresses the Parks and Recreation Master Plan Section 3.2.2 Conduct Park Plans:

- Harmston Park is identified as requiring a park plan and is identified as a short term priority in the Parks and Recreation Master Plan Implementation Strategy.

FINANCIAL IMPLICATIONS:

The budget for this Local Area Plan is in the 2024 Financial Plan under Development Services Community and Sustainability Special Projects Harmston Local Area Plan for \$150,000. Phase 1 contract is \$35,000.

ADMINISTRATIVE IMPLICATIONS:

The development of the Local Area Plan involves all departments and crosses over many strategic priorities for 2024 and 2025. This is a strategic approach to coordinating Infrastructure, natural environment, building, housing, active transportation, to provide informed analysis and priorities to the consolidated area to support programming of space.

STRATEGIC PRIORITIES REFERENCE:

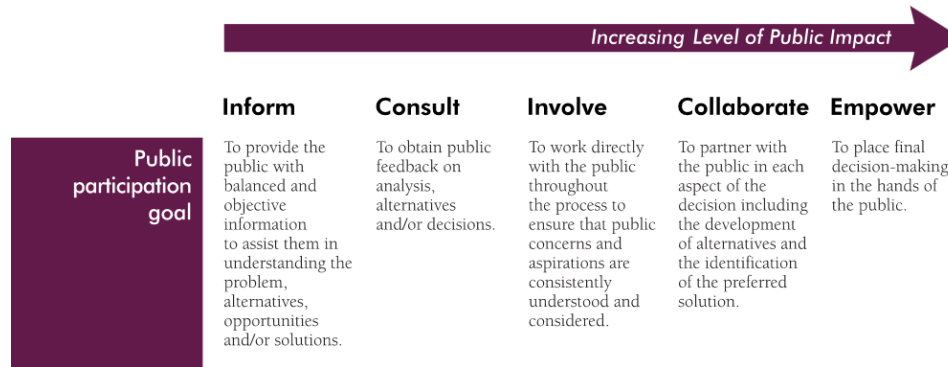
This initiative addresses the following strategic priorities:

- Buildings and Landscape - Develop a local area plan for Harmston Avenue Civic Precinct
- Buildings and Landscape - Implement Duncan Commons/Downtown Courtenay Playbook, 5th Street staging/phasing
- Buildings and Landscape - Review and update land use regulations and bylaws for consistency with OCP
- Buildings and Landscape - Update Zoning Bylaw - review maximum building heights
- Parks and Recreation - Optimize active public spaces to respond to density increases and increased park use

- Buildings and Landscape - Support investment and redevelopment in downtown core: Review and evaluate Downtown development incentives e.g. fast tracking/density bonuses/DCC

PUBLIC ENGAGEMENT:

An engagement plan will be developed and brought back to Council for endorsement based upon the IAP2 Spectrum of Public Participation.



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OPTIONS:

- 1) THAT Council receive the report "Update Local Area Plan Harmston Civic Precinct and Downtown Centre"; and

THAT Council direct staff to consolidate the Harmston Precinct, The Downtown Playbook, and the Downtown Centre with related land use plans, community plans, and policies into a comprehensive encompassing Downtown Area Plan.

- 2) THAT Council receive the report "Update Local Area Plan Harmston Civic Precinct and Downtown Centre" and provide alternative direction to staff.

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