Trail Downtown
Plan
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In Summer 2011, the City of Trail, in association with the Downtown Opportunities and Action Committee (DOAC), made a decision to initiate the creation of a downtown action plan. The purpose of the action plan is to build upon past downtown planning initiatives and help revitalize Trail’s downtown. The City of Trail, along with the 19 member DOAC, business organizations, and residents contributed to the development of this downtown action plan. Under the direction of the City and the DOAC, MMM Group Ltd. has transformed the community’s ideas and contributions for Downtown Trail into the Trail Downtown Plan (TDP).

Three primary steps were involved in establishing a new direction for Downtown Trail that included: data collection and exiting conditions evaluation; public consultation for public realm improvements; and plan concept opportunities. Each of these steps encompassed strategic approaches and was instrumental in establishing the direction of the final Plan.

To garner community input throughout the entire process, MMM Group used several methods to engage the public including a public open house and workshop, youth and young adult survey, and an exciting and successful social media forum. With significant participation throughout the process, MMM Group believes community ownership and support for the Trail Downtown Plan is strong.

The recommendation of the Trail Downtown Plan is an important step in meeting the City’s objective of creating an action that will boost community pride, provide direction to public realm improvements, and build a strong downtown economy for the residents of Trail. Based on public consultation and local opportunities that best reflect Downtown Trail’s strengths, the following 10 primary plan principals form the foundation of the Trail Downtown Plan:

- A Central Hub to the Larger Region
- Complete and Livable Downtown
- Attractive Downtown
- Well-connected Downtown
- Dynamic and Diverse
- Multi-modal - pedestrians, cyclists, vehicles
- Safe Downtown
- Healthy and Fit
- Accessible and Inclusive
- Adaptive and Flexible

Through this Plan, the Downtown is well positioned for social and economic growth. Physical planning recommendations, supplemented with the corresponding action and implementation process, will be the cornerstone in moving the Downtown towards success for years to come.

**Collective Goal**

Downtown Trail will be exciting, fun, and thriving during the day and evening. The Downtown will be an attractive mixed-use pedestrian oriented urban place with a diverse range of specialty retail and services supported by residential uses within a 10 minute walk. Youth, young adults, young families, and senior citizens with varying income levels will be drawn to quality and variety of retail opportunities, bustling civic spaces, improved streetscapes, and rich Italian history.
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1.0 Introduction and Background

1.1 Introduction

Trail is located in the West Kootenay region of British Columbia among the Monashee and Selkirk mountain ranges. Officially settled in 1890, Trail’s commercial base was predominantly sparked by the development of the gold-copper mines and the establishment of a metal smelter; known today as Teck Metals. As early as the 1900’s a large influx of Italians immigrated to Trail, establishing a unique community within the “Gulch” area. Today, with a population of over 7,000, Trail is known for its industrial roots and Italian heritage. The city diversified over the years to include: private sector financial; healthcare; education; government services; and industrial sectors.

It is the intent of the City of Trail, Downtown Opportunities and Action Committee, and community as a whole that Downtown Trail will progress in a manner which draws on the city’s historic originality and multiplicity of uses and places to collectively create a vibrant and harmonious downtown. The community and greater region will serve as an attraction to residents, tourists, local merchants, and businesses.

1.2 Background

Residents and stakeholders recognized that attributes of their downtown have distinct character and unique qualities that, if properly developed, could create sustainable, social, cultural, and economic benefit to the local community and region. To address local desires for an improved economic and physical revitalization of downtown Trail, the Downtown Opportunities and Action Committee (DOAC) was formed. As part of an overall initiative to revitalize the downtown, the DOAC was tasked with a responsibility to develop and oversee a strategy that would guide downtown Trail towards success. An overall strategy was developed outlining multiple objectives, one of which included the development of this plan. The development of an action plan was considered to be a critical step in the process of revitalizing the downtown as it would breathe life back into the downtown through identification of key design initiatives.

In July 2011, the City of Trail, in conjunction with the DOAC, retained MMM Group Limited (MMM) to develop the Trail Downtown Plan, complete with actions and strategies that would move downtown Trail towards achieving their goals of a sustainable, social, cultural, and economic successful downtown. Through the development of the Trail Downtown Plan, the City of Trail will be well positioned to build upon the physical planning goals, objectives, and initiatives needed for a successful downtown.

1.3 Purpose: From Strategy to Action and Implementation

The Trail Downtown Plan (TDP) should be not be misinterpreted as a downtown master plan; it is only one step in the over-arching strategy developed by the DOAC that provides a foundation to move planning and strategy to action and implementation. The purpose of the Trail Downtown Plan is to provide the City of Trail with a document aimed at identifying realistic physical planning actions for the downtown. These actions will help guide future public improvements, encourage private investment, identify opportunities that can capitalize on strengths, and build upon initiatives undertaken in past years. The TDP will additionally recommend necessary strategies needed to bring the Plan to fruition. Accordingly, it is imperative to understand that the TDP is a “living” document – one that will be amended and updated through time.
In reviewing previous planning initiatives and public engagement activities as part of the TDP process (discussed later in Section 1.5), a collective goal for the TDP quickly became apparent.

**Collective Goal:**
Downtown Trail will be exciting, fun, and thriving during the day and evening. The Downtown will be an attractive mixed-use pedestrian oriented urban place with a diverse range of specialty retail and services supported by residential uses within a 10 minute walk. Youth, young adults, young families, and senior citizens with varying income levels will be drawn to quality and variety of retail opportunities, bustling civic spaces, improved streetscapes, and rich Italian history.

### 1.4 Plan Area
For the purpose of the TDP, the downtown study area encompasses those lands bounded by:

- Victoria Street to the North
- Columbia River to the East
- Riverside Avenue to the South
- Tamarac Avenue to the West

Figure 1.1 provides a visual representation of the downtown Plan area.
1.5 Process & Approach

This Plan is the result of an extensive process with formed committees, general public, and the Downtown community and stakeholders. It has involved multiple meetings to date, a public consultation and engagement programme soliciting input on a wide range of issues and areas, multiple surveys, and a conceptual design process.

Multiple downtown initiatives and studies were completed in past years, which assisted in developing a foundation for the TDP. It was clear that past work did not need to be repeated, but rather further and refined undertakings needed to occur as part of this new process. It was further understood that an extensive public consultation programme would not be required as part of the TDP as past public engagement was previously completed. Therefore, specifically targeted public consultation was undertaken.

While the over-arching project process included multiple phases, the fundamental approach of the TDP included the following three core steps:

1) Data Collection and Existing Conditions Evaluation
2) Public Consultation for Public Realm Improvements
3) Plan Concept Opportunities

These three steps involved efforts to capitalize on previous completed downtown studies focusing and building upon further recommendations to help the Downtown. It was also recognized that the production of another downtown information ‘study’ would not necessarily strengthen or move downtown Trail closer towards success of enhancing the downtown. Instead, existing studies and research necessary for the production of physical programming needed to be harnessed as a tool in the development of a framework for moving forward. Using earlier work as a launching point, pencils needed to meet paper to produce site specific conceptual drawings and graphics to establish a framework for future reference of downtown. This approach combined: economic marketing; transportation and parking; and public realm and urban design initiatives.

In applying the core three-phase process, it was recognized the existing urban and public realm design needed to be further understood. In an effort to do so, and develop a healthier action plan for the downtown, high level economic marketing, infrastructure, parking, and a traffic circulation analysis were completed. Each analysis provided a deeper understanding of the downtown, in addition to pinpointing underlying challenges. Results of the supplemental analysis provided valuable information which contributed to a comprehensive understanding of the downtown – function, operation, opportunities, and challenges. These elements molded the manifestation for physical planning and design of the downtown.
1.6 Economic Marketing Analysis

Trail’s downtown and its economic environment are inextricably linked together. The sustainability of downtown requires a strong economy to boost business activity; and an active downtown also helps create an inviting environment for businesses to continue to grow. Therefore, the TDP is contingent, at least in part, on the economic health, its downtown core, the City overall, and the broader Kootenay-Boundary region, which Trail sources. An understanding of the economic environment is crucial in identifying the downtown area’s strengths and weaknesses in supporting the services and businesses, as well as the opportunities and threats from the economic trends that may have implications on what Downtown Trail could face in the future.

This economic analysis provided a background overview of the City’s and Region’s economy in terms of demographics and employment. Both historical trends and future projections are presented. Industry sectors are also reviewed to identify the dominant economic clusters in Downtown Trail. On the basis of the economic analysis, the Strengths, Weaknesses, Opportunities and Threats (SWOT) to Downtown Trail are analyzed and discussed. The SWOT analysis then contributes to the overall recommendations in the Downtown Plan for Trail.

While the economic analysis is based upon the most recent data available at the time this report was prepared, it is also understood that data is consistently updated by various groups and agencies, and is therefore a changing target. For this reason it is pertinent to note that the urban and public realm design was not based entirely on the results of the economic analysis. While the results of the economic analysis were instrumental in understanding both broad and intricate details of downtown Trail and the greater region, judgment was used in the physical design and development of the Trail Downtown Plan.

The comprehensive Downtown Trail Economic Analysis, including business survey discussion, and SWOT analysis can be found in Appendix A.
1.7 Transportation and Parking Analysis

1.7.1 Background

The transportation section of the City's Official Community Plan states that the performance of the transportation elements affects quality of life, the economic well-being and generally the success of the neighbourhood and land use areas. This includes the quality and quantity of streets, parking, transit, pedestrian and bike facilities.

1.7.2 Existing Traffic Conditions

The vehicular gateway to the city’s downtown is Highway 3B (or Victoria Street). The west approach is from the Rossland/Castlegar Highway 3B and Highway 22, and the east approach (see Figure 1.2) is the bridge over the Columbia River, arriving from East Trail.

Victoria Street, or Provincial Highway 3B, is under the jurisdiction of the Ministry of Transportation. As such, this major route into the downtown area is maintained and operated by the Ministry. Three actuated and coordinated signalized intersections along the highway provide access into the downtown core at Pine Avenue, Cedar Avenue, and Bay Avenue.
The roadway network south of Victoria Street is under the jurisdiction of the City. The downtown traffic signals along Bay and Cedar Avenues are coordinated in the north-south direction, except for the signal at Bay Avenue and Farwell Street, which is independent. Figure 1.3 illustrates the traffic light locations on Victoria Street (Ministry jurisdiction) as well as the signals in the downtown core (City’s jurisdiction).

All traffic signals in the downtown core appear to operate at acceptable operating conditions with minor delays. The three signalized intersections along Victoria Street experience heavier volumes during the afternoon peak hour (heaviest between 3:00 and 3:30 p.m.) – at the end of the Teck Metals work day.

1.7.3 Existing Traffic Volumes

Moderate peak hour traffic congestion may occur for brief periods of the day and during special events at the Trail Memorial Centre.

Current (2011) weekday PM peak hour volumes along Victoria Street are summarized in Figure 1.4.

General traffic observations:
- More vehicles (17%) are leaving downtown than coming in during the afternoon peak period (although not significantly more)
- Approximately 40% of the Highway through traffic enters the downtown core during the afternoon peak period
- There are more arrivals into the Downtown from the east than from the west

1.7.4 Bay Avenue between Victoria Street and Farwell Street

Concerns have been raised regarding congestion along Bay Avenue, between Victoria Street and Farwell Street – in particular, southbound congestion due to vehicles turning left into the mall area (near TD Bank) or onto Farwell Street. A simple short-term solution may be to restrict the turning movement at the mall entrance to right-in/right-out during the peak hours of the day and continue allowing left-turns onto Farwell Street. Note that operational conditions should be monitored if this restriction is applied and additional mitigation measures such as those listed below may be required:
- “Slip lane” – a simple, short-term solution could include the removal of curb-side parking on the west side of Bay Avenue to allow for through vehicles to “slip by” the left turning vehicles at the mall entrance or at Farwell Street.
- Left-turn bay – adding a southbound left-turn bay at the intersection of Bay Avenue and Farwell Street and restricting the turning movements at the mall entrance to right-in/right out during the peak hours – changes to the signal phasing may not be required.
1.7.5 Traffic Circulation

Split signal phasing – changing the signal timing to include a northbound-southbound split phasing to allow southbound left-turning vehicles to clear the intersection prior to the start of the green signal for the northbound through vehicles and restricting the left-turn movement into the mall parking during the peak congested hours – no changes to the laning geometry or curb-side parking would be required. Given parking is in high demand within this area, the “slip lane” and left-turn bay options may not be favorable from the City’s perspective. The split phasing option combined with the turning restriction at the mall parking access to right-in/right-out during peak hours of the day is the recommended option for this location. Regardless of the mitigation option chosen, continuous monitoring of the traffic operations in this area is required.

1.7.6 Four – Way Stop Controlled Intersections

For a small grid street system, such as in Downtown Trail, the two-way circulation operation is the most effective. There are opportunities, as part of the riverfront revitalization, to pedestrianize the Esplanade area and establish a one-way vehicular circulation in the Esplanade loop between Eldorado and Helena Streets. If this is to be implemented, it is recommended to have the one-way circulating eastbound (from Eldorado to Helena). Otherwise, the visitor arriving from the Highway (i.e., Victoria Street) would have to drive to the far-end of downtown before returning westbound on the Esplanade. In concert with the potential one-way implementation on Esplanade, the opposite flow would have to be accommodated on an adjacent parallel corridor such as Dewdney Avenue, to minimize the impact on other local accesses and delivery of goods.

The option to convert the traffic signals in the downtown core into four-way stop controlled intersections was reviewed at a high level.

As shown in Figure 1.3, the three intersections along Bay Avenue between Eldorado Street and Helena Street and the three along Cedar Avenue between Farwell Street and Spokane Street are coordinated in the northbound-southbound directions. An optimized signal coordination system allows for a smooth continuous flow of traffic with minimal delays and congestion which, in turn, minimizes fuel consumption. Signals can also enhance safety and improve crossing opportunities for pedestrians. On a four-way stop control grid system, all vehicles will need to stop and accelerate at every intersection, which could possibly increase travel time, vehicle emissions, and fuel consumption. An additional, or alternative option, may be to convert intersections into two-way stop controlled depending on volume splits. There are cases of European cities removing traffic signals on an experimental basis. However, each case was dependent on differing conditions and the results of the cases are preliminary and should not be directly applied Trail’s traffic conditions.
Opportunities to remove some signals at downtown intersections may exist. However, prior to any removals, a signal optimization study should be completed (signal optimizations may already be up to date).

If the signal coordination along the two corridors is already optimized and the City wishes to convert the signals into four-way stop controlled intersections, then a more detailed traffic study is required prior to removing any traffic signals. The study would require an extensive monitoring and data collection program. In addition, background information regarding the original installation of the signal lights will need to be reviewed.

Signal removal is not recommended at the intersection of Bay Avenue and Farwell Street given the existing concerns regarding congestion at this intersection.

1.7.7 Transit

BC Transit provides several public transit routes through the downtown area along Bay Avenue and Cedar Avenue with limited stops – see Figure 1.5. It should be noted that some of these services run a limited time and may only make a single stop in the downtown area once a day, such as Routes 7 and 8.
Within the downtown area, there are only a few stops, which are located at Cedar/Spokane, Cedar/Farwell, Bay/Farwell, and on the highway at Victoria/Tamarac – See Figure 1.6.

Generally, taxi or transit service is very limited between downtown and the Airport. A few considerations for transit improvements include:

- Upgraded bus stops to include bus shelters, lighting and wheelchair provisions for comfort, safety, and accessibility
- Addition of more closely spaced bus stops in order to reduce walking distances
- Additional service between the airport and the downtown core
- Additional taxi services

1.7.8 Pedestrians and Cyclists

In general, pedestrian sidewalks are wide and provide a good level of service. The downtown sidewalks are mostly continuous and not interrupted by too many driveways. The sidewalk alongside the Memorial Centre tends to be congested during peak events, as well as the crosswalks along Victoria Street.

At traffic signals, pedestrians cross during the green signal display – pedestrian push button activation for protected crossing is not provided. Some corridor
discontinuity was observed along some sidewalks, particularly for wheelchair users – consideration should be given to identify and improve them.

Consideration can also be given to installation of curb bulges at the intersections (sidewalk extensions). These bulges can improve pedestrian safety in terms of reduced crosswalk distance and improved sightlines for approaching vehicles to see pedestrians waiting to cross. Curb bulges can also provide attractive spaces for low landscaping and could better define the no parking zones.

The city has an attractive riverfront trail which has continuity on both sides of the river. Additional connectivity can be expanded to include new bike corridors linking potential destinations such as Selkirk College and the Memorial Recreation Centre. At these destinations, bike amenities, such as bike racks and lockers, can be added.

The upper level Tamarac and Pine residential areas adjacent to downtown have a covered stair system which provides an excellent hillside pedestrian pathway network.
1.7.9 Existing Parking Conditions

Figure 1.7 illustrates all public parking locations in the downtown area. The City operates the following monthly pay parking lots, pay and display lots and metered parking stalls:

- Monthly pay parking lots: 47 underground stalls ($40 monthly fee) + 205 above ground stalls ($30 monthly fee)
- Pay and display lots: 120 stalls at Fortis ($0.25 hourly rate) + 18 stalls at the Memorial Centre ($0.50 hourly rate)
- Metered on-street parking: 650 stalls ($0.50 hourly rate)

City staff has indicated that the monthly parking lots are currently operating at capacity, with a waiting list of about 20 persons.

Figure 1.8 illustrates parking utilization rates observed during the October 5, 2011 field review. In general, the curbside metered stalls are highly utilized during the noon hour, particularly at the north end of the downtown near Farwell Street, and at the Cedar Avenue / Eldorado Street node. Although signage indicates restrictions on maximum parking duration, some parking meters are generally occupied by the same vehicle for an extended period (longer than permitted).
1.7.10 Future Parking Demands

Currently, there are approximately 110 monthly parking spots provided between the Crown Point, Spokane, and Esplanade parking lots. The following observations and recommendations can be made for each lot:

Between the Spokane and Crown Point gravel parking lots, approximately 80 monthly parking stalls are provided. These lots are developable lands which may be developed in the future.

Along the Esplanade riverfront, there are around 30 parking stalls along the curbside that are leased on a monthly basis, and are not available for public wishing to visit the riverfront. In order to enhance/improve the public’s enjoyment of the esplanade riverfront, these stalls could be converted to short-term metered stalls.

In the long term, the loss of the two gravel parking lots (83 stalls) and the conversion of the riverfront stalls (30 stalls) plus the current waiting list of 20 stalls for monthly lease will result in the need to replace these 133 stalls somewhere in the downtown area.

Based on these findings and the current parking utilization in the downtown area, a centrally located parkade could be provided in the future. At an average of 32 sq.m. per stall, a 150 stall parkade would need a footprint of about 4800 sq.m. or a 40m x 120m lot (or a combination

Figure 1.9: Three Minute Walking Radius
thereof). This parking site could be a city contribution as part of a future parkade built in partnership with a new future downtown development project in the central area of downtown. Figure 1.9 shows a three minute walking radius circle in downtown Trail. Locating a parkade within the three minute radius will be central and convenient for users.

**Summary**

An attractive downtown is complemented by a transportation infrastructure that balances the elements of mobility, safety and access for all users. Similarly as storefronts attract passers-by, the entry gateways into the downtown must be appealing in order to attract the visitor, and once inside, the convenience of parking must be highlighted so that the visitors are invited to come in and “browse” the downtown area.

The grid street system of downtown Trail is easy to navigate and offers many curbside parking opportunities to the visitor. It is important to preserve these opportunities. The street infrastructure for vehicles must be complemented by provisions for active transportation modes such as walking and cycling that offer a system that is continuous and links origins and destinations within the downtown. These include downtown attractors and generators such as the college, the riverfront trails as well as the retail and service establishments.

Currently, traffic conditions appear to be acceptable in Trail’s downtown core. Minor mitigations such as revisions to the laning geometry/signal phasing at the intersection of Bay Avenue and Farwell Street or enhancements to transit services have been identified. A centrally located parkade may be triggered in the future given that parking demands in the downtown core may increase due to population growth and potential developments which would displace existing surface parking lots in the Esplanade area. Addressing suggestions such as converting traffic signals into four-way stop controlled intersection would require a more detail and thorough analysis than covered in this Plan.

**1.8 Infrastructure Analysis**

**1.8.1 Background**

The Infrastructure section of the City’s Official Community Plan stresses that the performance of the infrastructure elements such as water, sewer, storm water and street lighting systems must be provided in a fiscally responsible manner which supports the good health of the community. Infrastructure must support the quality of life, the economic well-being and generally the success of the neighbourhood and land use areas.

**1.8.2 Water**

The current water system is generally adequate to provide for new development opportunities. The system in the Downtown study area does require looping and possible upgrading to meet fire flow requirements in some of the proposed development nodes. The size of the watermain will be dependent on proposed development and this should be reviewed for each proposed development. Continual effort should be undertaken to replace and upgrade the distribution mains from cast and ductile iron to a PVC distribution system due the age of the infrastructure. As a minimum, the City should look to install 200 mm diameter watermains to provide for system looping and/or replacement of small existing mains prior to or in conjunction with other utility, roadway or streetscape improvements initiated by developers or City Capital works programs.
1.8.3 Wastewater System

The current wastewater collection system does appear to provide an adequate network to allow for future development opportunities. The City of Trail collection system is discharged into the regional sewerage system that is owned and operated by the Regional District of Kootenay Boundary (RDKB). The City should maintain contact with the RDKB and ensure that future needs are considered during any Liquid Waste Management plan updates or WWTP plant expansion projects. Sewer main inspections should be done routinely to identify any root intrusion or infiltration along with insufficient grading to allow for adequate flow and self-cleaning. These distribution mains should be upgraded as required due to a combination of hydraulic capacity and pipe age and material. Replacement and upgrades should be considered in conjunction with other utility, roadway or streetscape improvements initiated by developers or Capital works programs. Continual monitoring and replacement should be completed as per the 1999 Infrastructure study and subsequent 2006 review.

1.8.4 Storm Water

The current storm water collection and disposal system appears to be adequate to convey major storm events due to the City’s upgrade prior to 2006. The existing area is serviced by a number of storm water pipe systems, catch basins and outfalls to the Columbia River. The strategy for storm water should build off the previous works and include an extension of the existing piped network and a number of planted infiltration areas within the landscape boulevards to capture run-off from the sidewalks, parking and street surfaces, thus minimizing the impacts to the network. In addition to storm water retention, the plants and soils will help filter suspended solids and contaminants from the water before it eventually returns to the groundwater or river basin. In order to maximize the success of the infiltration areas, the following should be explored further.

- A review of the soils would be required to determine the retention capability of the soils.
- Develop a storm water retention strategy and best practices based on historical rain events and potential rainwater run-off from impervious surfaces to maximize capacity of water retention in landscaped boulevard areas.
- Detail a transition from a barrier curb to flush curb/drainage scuppers at back of parking bays to facilitate roadway drainage into planted infiltration areas.
- Explore the use of surface infiltration in shrub and perennial planting areas. In storm events where the rainfall intensity exceeds the capacity of the infiltration areas, a catch basin and overflow is to be provided to convey the excess water to the underground Municipal storm system.
- Explore the use of a subsurface linear rock pit for storm water storage within the landscape boulevard.
- Confirm the use of permeable pavers as a method of on-site storm water management. Important to the success of this product is providing an open-graded aggregate base with a geotextile separation to optimize the infiltration and cleansing of water entering the ground water system.
- Identify specific areas for bio-swale opportunities, Bio-swales along the corridor will limit the demand on the existing and proposed storm sewer servicing in the area.
- Have developers only discharge predevelopment flows into the existing system and require oil grit separator’s onsite to limit the amount of treatment required by the City prior to discharge into the Columbia River.

Replacement and upgrades should be considered in conjunction with other utility, roadway or streetscape improvements initiated by developers or Capital works programs. Continual monitoring and replacement should be completed as per the 1999 Infrastructure study and subsequent 2006 review.
2.0 Area Review

While the Trail Downtown Plan (TDP) encompasses the Plan Area identified within Figure 1.1, it was necessary to identify the key streets and intersections that could be used to develop the greatest enhancements.

2.1 Study Street and Intersection Selection

The selection of streets and intersections were targeted for improvement and design was based upon those areas offering the greatest short-term gains for enhancement. To assist in the selection identification, the following criteria were applied:

1. Downtown areas that had the greatest potential for success, given the current conditions and projections from supplemental study analysis undertaken as part of this process;
2. Infrastructure capacity;
3. Potential for enhancement of the public realm; and
4. Opportunity to stimulate future development.

An analysis was applied and although a scoring system was not used, two primary areas were identified for development potential. Multiple intersections were identified for improvement, in addition to several specific opportunities, based upon current and existing conditions.

Using the foregoing criteria, the two areas identified for development potential include:

- Esplanade Avenue
- Helena Street

Downtown intersections identified having the most likely success as a result of improvements include:

- Bay / Farwell
- Bay / Eldorado
- Bay / Spokane
- Bay / Helena
- Bay / Portland
- Cedar / Farwell
- Cedar / Eldorado
- Cedar / Spokane
- Cedar / Helena
- Pine / Eldorado
- Pine / Spokane

Opportunity sites / areas include:

- Victoria Street Corridor
- Victoria Street Bridge
3.0 Public Engagement and Consultation

3.1 Open House and Workshop

The public consultation process began with MMM developing a consultation engagement programme specifically suited for the purpose of completing the Downtown Plan. The objective of this process was to ensure that adequate consultation methods were being completed, without duplicating past methods. Past public consultation results, comments, and feedback were reviewed, which assisted with the development of a framework to complete targeted public consultation methods for the TDP.

The resulting targeted consultation methods undertaken as part of the TDP process included:

- Open House and Workshop
- Business Survey
- Youth Survey
- College Survey

The purpose for the additional public consultation was not to obtain general information, but rather seek targeted feedback and answers to targeted events and questions required to develop a better plan for downtown Trail.

On October 3, 2011, approximately 75 residents and stakeholders participated in the Open House and Workshop event located in the community gym at the Trail Memorial Centre. The purpose of the open house and workshop was to provide residents and stakeholders with an opportunity to review background material and specifically draw comments and input from participants in relation to each workshop participation event. Input from residents and stakeholders assisted in the development of the TDP.

The TDP Open House and Workshop was a combined event featuring four interactive activities. The open house component consisted of informative pin-ups and visual display panels for patrons to view. The panels generally outlined the TDP’s purpose and process, background information, fundamental project understanding, highlights of past consultation initiatives, and identified planned activities for the workshop event.

The TDP Workshop was an event that required group participation. Participants in groups of approximately 10 engaged in three separate activities that required the participant to think about potential downtown opportunities and how they could be introduced into areas to bring added excitement into the Downtown. The first activity was My Map, the second activity was My Future Downtown, and the third activity was Imagine Downtown Trail.

The goal of each activity was to encourage feedback, comments, and perceptions of specific downtown areas, draw comments and feedback on urban design and public realm perspectives, and solicit big ideas for the downtown. Feedback and comments received within the My Map exercise generally identified specific areas of the Downtown that were perceived as good and poor. Representative areas identified are noted within Table 3.1.
The *My Future Downtown* exercise involved each workshop participant, using ‘sticky dots’, to vote on a preferred downtown style / form using pre-selected character images. The character images were specifically chosen to reflect a range of downtown style development within the following categories:

- Housing
- Public Art
- Commercial / Retail
- Open Space / Parks
- Streetscapes
- Mobility and Transportation

The following images are a representation of the pre-selected images receiving the most votes, or “sticky dots.”

The *Imagine Downtown Trail* activity encouraged brainstorming and the scribing of ideas that may influence downtown revitalization. Table 3.2 highlights select ideas identified during the activity. It was relayed to participants that this process was strictly a brainstorming session and did not necessarily represent ideas that would be incorporated into the final plan. Regardless, the ideas resulting from the brainstorming session were primarily logical.

<table>
<thead>
<tr>
<th>Good Elements</th>
<th>Poor Elements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Farmers market</td>
<td>Seasonal activities</td>
</tr>
<tr>
<td>Piazza in downtown core</td>
<td>Casino</td>
</tr>
<tr>
<td>Convention centre</td>
<td>Public washrooms</td>
</tr>
</tbody>
</table>

The public consultation events listed within this section is strictly as summary. Additional public consultation details, descriptions, and results can be found in Appendix B.
3.2 Business Survey

One aspect of the Economic Analysis included a business survey. The business survey specifically invited businesses and facilities currently operating within the downtown area to participate in the survey. The purpose of the business survey was to obtain specific input and feedback with respect to operating a business within downtown Trail.

A total of 33 businesses participated in the survey and each business provided information on their location, local market dependence, revenue performance, and revenue expectation. The results of the business survey were positive, providing valuable data and information used in the production of the urban and public realm design aspect of the TDP.

3.3 Social Media

From the inception of the project, a Trail Downtown Plan Facebook Group was launched. Without a doubt, the Facebook Group became a huge success with nearly 150 members contributing comments, discussion, ideas, and support for the TDP. The Facebook Group afforded an opportunity for all interested individuals – youth and adult – to be informed of the project and provide input and comments. The Facebook Group was also used as a forum to promote upcoming events and advertise downtown events, such as Trail’s Spooktacular event. Given the nature of this type of forum, it is difficult to summarize all the comments and feedback. Generally, all comments were positive and expressed an encouraging attitude about the Downtown. The following are representative comments received within the Facebook Group forum:

- “I am so excited to see change in our downtown. I went to a few businesses today to remind them to complete the survey that MMM just posted. I will continue to remind business owners to do the survey”
- “How about allowing a farmers market on a downtown street, offering local produce and offer free parking for the day? Throw in some roving entertainment perhaps.”
- “Let’s make it happen, let’s stay focused, let’s work together, let’s be positive, don’t give up, believe that we can do it...the rest will follow”
- “I think there are some fantastic ideas posted”
3.4 Youth and College Survey

As part of the Downtown Trail Economic Marketing Analysis, demographic and socio-economic trends and projections were reviewed. When evaluating the demographics of Trail, it was discovered the population “bulge” was in the 50-64 age bracket. The second largest noticeable bulge occurred in the 15-24 age brackets. Recognizing Trail youth and young adults may be the next age bracket to influence the downtown and surrounding area, there was need to understand what aspects of a downtown may influence them – positively and negatively. Additionally, it was important to identify projections of those youth and young adults that anticipated remaining residents of Trail. Conversely, it was equally important to determine why individuals were leaving the community.

Both the youth and college student survey generally asked similar questions with respect downtown perceptions. However, the college survey asked more questions regarding preferred downtown housing style. The intent of this was to determine what types and styles of housing college students preferred to dwell in, if they chose to live in the downtown. Preferred housing styles for college students were examined from a student perspective and as a typical Trail resident.

Overall, results of the youth and college survey showed mixed perceptions of downtown – some enjoyed the existing downtown, where others believed it lacked fundamental amenities and facilities. However, when asked what it would take for individuals to visit the downtown more frequently, the top three results of both surveys indicated facilities / services were needed.

<table>
<thead>
<tr>
<th>Youth Survey Results</th>
<th>College Survey Results</th>
</tr>
</thead>
<tbody>
<tr>
<td>More shopping</td>
<td>More shopping</td>
</tr>
<tr>
<td>More restaurants</td>
<td>More restaurants</td>
</tr>
<tr>
<td>Central gathering / hang out areas</td>
<td>Farmers market</td>
</tr>
</tbody>
</table>

Complete results of the Youth Survey and College Survey can be found in Appendix B.

Summary

The public participation component of this process was instrumental in assisting the development of the action framework. Each public consultation event provided information that was essential in establishing which areas of the downtown required additional efforts, and areas that could be built upon in the future. Based upon the input received during public consultation it was recognized that specific areas, such as, but not limited to Esplanade Avenue area, the 1300 block of Cedar Avenue, and the Cenotaph are valued by the community. It was further communicated that there is a strong arts and culture community looking to broaden already established efforts and success. Of particular note, the results of the Youth and College Survey indicated enhanced nightlife, community gathering areas, and community events were desired. What was especially promising were the number of college students who showed an interest in living within the Downtown while attending school and living within the Downtown permanently after their studies were complete. These discoveries enabled the TDP process to capture important features and transition them into the physical design actions.
4.0 Downtown Trail - Evolving Successfully

Downtowns are being revitalized, redeveloped, and in all cases, are constantly being forced to evolve to meet the challenges of shifting demographics and big-box retail trends. Communities strive to create a downtown that offers a special place and presents an identifiable area where people can gather. Such downtowns include a mixture of interesting retail stores, restaurants, exciting attractions, balanced residential accommodation, and a naturally safe and inviting atmosphere. A successful downtown not only sustains a city’s economy, it contributes significantly to the personality and identity of the community.

For decades, urban planners and designers have, and continue to, identify multiple requirements and criteria for successful downtowns. Such requirements and criteria often assist in the development of successful downtowns. However, not all downtown elements are applicable to every downtown. Notwithstanding, Jane Jacobs classic essay, “Downtown is for People” succinctly provides invaluable insight into the planning and design of successful downtowns, and identifies four simple essentials that are required for creating and developing successful downtowns – pedestrians, streets, squares and plazas, and diversity.

Jane Jacobs was an American-Canadian urbanist and activist whose writings championed a fresh, community-based approach to city building. Jacobs saw cities as ecosystems that had their own logic and dynamism which would change over time according to how they were used. She introduced ground-breaking ideas about how cities function, evolve and fail, that now seem like common sense to generations of architects, planners, politicians and activists.

Within Jacobs’ essay, the four essentials of a successful downtown are:

PEDESTRIANS
Pedestrians and vehicles must co-exist. However, it is equally important a downtown be designed with the pedestrian in mind. A walkable environment should include several elements including street improvements, adequate streetscape design, and public interest within the surroundings. Regular occurring sidewalk attractions and street events, such as concerts and markets (day and evening) eliminate street dead space and should be encouraged whenever possible. Pedestrian traffic, in harmony with vehicle traffic, should be encouraged on narrow streets that offer diversity and variety, activities, and uses.

While Trail is currently evolving as a downtown, increased pedestrian traffic will be noticeable as the Downtown further evolves and more people explore the adventures that the Downtown have to offer. Cars and people coexist and each adds animation, vitality and variety to the streetscape. In recent years we have defaulted to the car as a focus for the street. Today, our focus is to recognize that the car interface with retail is important, but should not dominate. Public streets devoid of cars also create challenges for retail vibrancy and often create undesirable social issues. Striking a balance between cars and people in the streetscape is our goal.

STREETS
Visible animation and activity within a downtown is a substantial element of energy within a downtown and, therefore a ‘must-have’. For example, Robson Street in Vancouver, BC is an experience in itself. While the area is known for its high-end shopping, the shopping alone is not the reason for the attraction of crowds. Instead it is the visible activity of the shops and restaurants on the sidewalks that are a magnet for people. Merchants, including restaurants, use sidewalks for displaying merchandise. This creates a sense of intimacy and attracts window-shoppers and others who just want to be a part of the experience.
Jane Jacobs states, “The whole point is to make the streets more surprising, more compact, more variegated, and busier than before – not less so.”

Trail has multiple opportunities to take advantage of their wide sidewalks, street right-of-ways, and lanes to develop attractions and an atmosphere that create a downtown experience.

SQUARES AND PLAZAS
Squares and plazas are the anchor of a Downtown and can offer a special experience. Enjoyable squares and plazas are those that have a distinct local identity with local roots or heritage. In Trail’s case, the square or plaza would reflect their deep history with both Teck Metals and the Italian heritage within the city. Public squares and plazas should further include opportunities for outside dining, people watching, and passive recreation. Traditional public square and plaza uses, such as hosting festivals, concerts, and ceremonies is highly encouraged to invite people from all walks of life to enjoy downtown.

DIVERSITY
Within Jacobs’ paper, there is a critical difference identified between expected order and division of activities that ultimately leads to lifelessness. She specifically highlights that different activities within a single area is precisely what a space and downtown needs if it is to be interesting and exciting. In other words, diversity is an essential element within a downtown. For example, both day and evening foot traffic is required to keep downtowns safe and vibrant. Daytime traffic typically consists of the office crowd. Evening foot traffic consists of crowds from entertainment venues such as concerts, theatres, special events, and markets. Another example is the need to strike a balance between day-to-day services and residential accommodation. Downtowns must offer an array of different services so downtown residential users are not required to drive somewhere else. Success of this is dependent on each other.

At the present time, the availability for residential housing for young adults, small families, and senior citizens is limited. Therefore, to increase the attraction of Downtown dwelling, all types of residential accommodation are encouraged. As the Downtown addresses this need, housing types and styles will evolve and be dictated by market economy. Providing a healthy balance of residential accommodation to day-to-day services typically results in a highly sought out neighbourhood.

Pedestrians, streets, squares and plazas, and diversity are the must-have ingredients needed within a downtown for it to properly evolve and succeed. While simple at a glance, these ingredients work in unison and have the ability to resolve issues. For example, every downtown has common social issues. As a downtown evolves, the social issues will slowly subside and become an afterthought.

Using these success elements, the following Principles and Success Factors, and Primary Plan Principles have specifically been developed for Trail.

4.1 Principles and Success Factors
The four ‘essentials’ described in the foregoing sections, community, and stakeholder input and comments received throughout the public consultation process were used to develop a number of primary downtown principles and success factors. The purpose of this was specifically to establish broad, yet achievable, benchmarks. It should be further noted that contributions from previous consultation events, not formally a part of the Trail Downtown Plan (TDP) process, were also used in development of these Principles and Success Factors. Collectively, the downtown primary principles and success factors form the fundamental framework of the TDP.
4.1.1 Primary Plan Principles

The Primary Principles of the TDP were identified for the purpose of adding to the general goals and objectives previously established by the DOAC. The Primary Principles will assist the downtown in establishing benchmarks to achieve consistency and rhythm within the downtown. The following 10 Primary Principles for downtown Trail are:

- A Central Hub to the Larger Region
- A Complete and Livable Downtown
- Attractive Downtown
- Well-connected Downtown
- Dynamic and diverse
- Multi-Modal – pedestrians, cyclists, vehicles
- Safe Downtown
- Healthy and Fit
- Accessible and Inclusive
- Adaptive and Flexible

4.2 Downtown Success Factors

Unlike the Primary Principles, which are over-arching goals or objectives to strive towards, the Success Factors are based entirely on an existing place or ‘factor’ that the Downtown can build upon to form a foundation for success. Identification of Success Factors were developed through assistance of the community and stakeholder input and comments received throughout the public consultation process, in addition to the physical review and evaluation of the downtown during initial phases of the plan process. Each identified Success Factor provides general background, followed by a directly related link to downtown Trail that would contribute to its success. The following Success Factors helped form the TDP urban and public framework and will be fundamental in many of the actions developed within this Plan:

- Reconnect with the Riverfront
- Harness Downtown Development Opportunities
- Identify Significant Landmark Public Spaces
- Establish High Visibility Gateways
- Create a Green Framework
- Celebrate Arts and Culture
- Recognize Special Places
- Reinforce Pedestrian & Cycling Opportunities
- Strengthen Streets & Blocks
- Celebrate our Italian and Industrial Heritage
RECONNECT WITH THE RIVERFRONT
The Columbia River offers an outstanding opportunity within an urban context for social, economic, and environmental capacities within the downtown. Riverfront opportunities potentially boost social interactions, financially positive development, and ecological education and awareness. The riverfront within the downtown area could be harnessed to provide short, medium, and long-term successes for Trail. The establishment of a pedestrian promenade along the River’s escarpment could create an anchor, generating social and economic stimulation.

IDENTIFY SIGNIFICANT LANDMARK PUBLIC SPACES
Significant landmark public spaces are often elements that draw a visitor through a downtown. The TDP identifies significant landmark public spaces that relate to Trail’s downtown surrounding context, and extend the urban fabric to complement the spaces. The TDP capitalizes on such opportunities and reinforces connections to the Memorial Centre, the cenotaph off Pine Avenue, “sticky places” (public and social places where people are naturally attracted to that offer excitement and animation), the Victoria Street Bridge, and Esplanade Avenue.

HARNESS DOWNTOWN DEVELOPMENT OPPORTUNITIES
Dynamic downtowns thrive and bustle when there is a presence of mixed-uses – public spaces, civic areas, residential capacity, commercial offerings, and more. Trail offers many mixed uses, but there is promising opportunity for redevelopment and new development opportunities. Existing residential and commercial buildings and vacant lots provide downtown Trail with exciting opportunities for future redevelopment and new development opportunities.
ESTABLISH HIGH VISIBILITY GATEWAYS
Downtown gateways create a sense of entry and arrival into a special place. An effective gateway should provide a unique identity and sense of place for the location and its edge of the city. Pine, Cedar, and Bay Avenues present unique gateway opportunities to “signal” the downtown for visitors, reinforcing Downtown as a special place. The gateways can celebrate historical significance and establish a strong sense of urban vitality while providing the framework to orient visitors, linking downtown as its heart. The TDP identifies Victoria Street and the Victoria Street Bridge as the “signals” for the downtown.

CREATE A GREEN FRAMEWORK
The development of a green framework reinforces nature and natural elements as primary form-makers in urban design. The development of a green framework for Trail should include the integration of pocket parks, greenways and connections, tree retention, streetscape planting, and open green spaces while maintaining natural value and economic value of nature.

CELEBRATE ARTS AND CULTURE
Downtowns are generally where a City’s history and culture are most evident and Trail is no exception. They are also places where a community gathers, socializes, and provide great opportunities to display a City’s rich heritage and culture through urban design and public art. Trail’s downtown is full of Italian culture and heritage. Places such as the cenotaph, Royal Theatre, and colourful murals provide reasons for people to visit and residents to be proud of. The arts and culture within the downtown and the community as a whole should be celebrated through a coordinated approach of urban design (gateways, landmarks, paving treatment, facades, and public art opportunities.
RECOGNIZE SPECIAL PLACES

Special places are lively and fun places to be, live in, work in, and play in. These are areas to relax, gather, meet, and explore. Special places can provide elements of mystery – what’s behind that bend? – animation, and celebration. Special places can be “sticky places”, flex spaces, and spaces that are adaptable for day / evening, and four-season activities and events. These places are important as they promote people to sit outside, create memorable spaces, and encourage visitors to stay longer. The TDP will build upon existing special places, such as Esplanade Avenue and develop new special place locations.

REINFORCE PEDESTRIAN AND CYCLING OPPORTUNITIES

Planning for non-motorized travel provides multiple benefits to a downtown. Trails wide downtown streets, specifically Bay, Cedar, and Pine Avenues, can remove barriers to mobility and increase the safety and comfort of pedestrians and cyclists, broaden travel options for non-drivers, reduce conflicts between motorists and other road users, and reduce parking congestion. With greenway opportunities, pedestrians and cyclists can tie into the pathway and park systems and increase recreational activity and exercise. Improved pedestrian and cycling conditions will benefit visitors within the downtown core.

STRENGTHEN STREETS AND BLOCKS

Streets and blocks, often referred to as the arteries or “life blood” of a downtown, provide a specific function. Streets and blocks provide residents and tourists the sidewalks and pathways to experience a downtown safely on foot. Concurrently, downtown streets and blocks should integrate techniques for slowing the vehicle so it may better assimilate with a pedestrian friendly streetscape.
CELEBRATE OUR ITALIAN AND INDUSTRIAL HERITAGE

The celebration of significant local heritage is a critical step to the success of neighbourhoods, downtown, and communities as a whole. Italian immigrants have located within the community as early as the 1900’s and the Teck Metals plant within Trail provides employment to hundreds within the community and has been an integral part of Trail’s heritage for decades. These deep local roots and the evolving businesses are a part of history that deserves celebration as a strong culture.
5.0 Public Realm Framework

The public realm framework (Figure 5.1) is the fundamental design framework for downtown Trail. The framework defines and guides the physical planning designs and recommendations that were developed using the primary plan principles and downtown success factors. It is our intent to create a connected Downtown system through the public realm framework.

The Public Realm Framework is shaped by the most prominent and visible opportunities of the urban environment and therefore makes the greatest impact on the image impression that downtown Trail presents. For example, it is important to recognize landmark features - places that will draw attention and attract both tourists and residents to visit and provide a memorable experience – such as the Victoria Street Bridge, should be enhanced to attract attention. A Downtown gateway must be established through gateway features and the greening of the Victoria Street corridor through landscape medians and street trees; intersection improvements and enhanced pedestrian zones must present a balance for pedestrians and vehicles through corner bulges, textured pavement treatments, attractive lighting, and an enhanced sense of safety. Future potential development areas, including Esplanade Avenue and Helena Street present good opportunities for mixed-use areas, riverside promenade, and a civic plaza. These areas have the potential to significantly contribute to the enhancement of the public realm and generate strong Downtown pride.

This framework is an illustrative map of existing downtown features and the connection between proposed improvements and physical design of downtown opportunity areas and should be used as a reference point to the proposed downtown actions. It articulates the objectives for the public realm that are necessary for bringing a long-term vision to fruition and serves as the primary guidance for informing and making decisions.
Figure 5.1: Public Realm Framework
6.0 Downtown Actions

Based on the Public Realm Framework, Primary Principles, and Success Factors, Downtown actions have been established. It is important to recognize the implementation of the following ideas are those that will have the best results in revitalizing Downtown Trail as they are elements and features that are either: a) currently missing from the Downtown; or b) will likely significantly enhance the Downtown and contribute to its success. It should be noted the ideas and actions within this section are in no particular order. They are, however, prioritized within the Comprehensive Priority Matrix (Appendix D).

The Downtown Actions are the critical steps within in the implementation of the Trail Downtown Plan (TDP). Recognizing success of the TDP requires dedicated leadership to ensure adequate resources are assigned to key tasks.

6.1 Downtown Gateway Corridor

Trail is fortunate to have Highway 3 / Victoria Street located immediately adjacent to their downtown. As part of the public realm assessment, it was discovered that Victoria Street, between Tamarac Avenue and the Victoria Street Bridge has the potential to establish a strong civic identity for the city, but specifically for Downtown. Highway 3 leading into the Gulch neighbourhood is also identified as a west ‘gateway’ into Downtown Trail. At the present time, both Highway 3 and Victoria Street perform as a true highway – their primary purpose is to provide movement of goods and people from one location to another. Previous efforts to beautify Highway 3 and Victoria Street corridor have been undertaken. However, greater emphasis and efforts need to be placed within the highway and on Victoria Street to signify that: a) the Gulch neighbourhood is a historical part of Trail and offers an important connection to the Downtown; and b) Trail’s Downtown heart is approaching.

As an alternative to Highway 3 and Victoria Street performing solely as a vehicle-oriented corridor, there is an opportunity to create an extraordinary double entry gateway corridor, supplemented by multiple features attracting the eye and capturing a driver’s attention.

Highway 3 / Victoria Street has been identified as a gateway area for its highly visible location, large volumes of traffic, and quick and easy access to Downtown Trail and Gulch neighbourhood. Westbound, the gateway would begin at the east side of the Victoria Street Bridge. Eastbound, the gateway would begin west of the Gulch neighbourhood. Given the City’s current entry feature location at Highway 3 and Old Rossland Avenue, this site presents an excellent opportunity to enhance and expand upon.

The epicenter of the Downtown gateway would occur on Victoria Street between Bay Avenue and the Gulch neighbourhood. Figure 6.1 is a representation of how the Victoria Street corridor could be transformed into the Downtown gateway corridor. Physical gateways, possibly in the form of significant vertical elements or arches, could be placed at the forefront of Bay, Cedar, and Pine Avenues as an entry point into the Downtown. The same types of gateway ideas could be located as an entry feature to the Gulch neighbourhood (Figure 6.2). Given the Ministry of Transportation’s jurisdiction of Highway 3, challenges may be present in locating an arched gateway across the highway. However, as an alternative, gateway poles with an Italian flare could be placed at street edges demarcating the historical Gulch neighbourhood.
Figure 6.1: Enhanced Downtown Gateway Corridor
Figure 6.2: Enhanced Highway 3 Corridor within Gulch Neighbourhood
The Highway 3 gateway corridor is also presented with an opportunity to ‘green’ the edges of streets by adding boulevard trees and a landscaped median. There are additional opportunities for public art to be placed at specific street corners and entry points into the city, such as the Gulch and east side of the Victoria Street Bridge.

Transforming a typical roadway into an enhanced gateway corridor will highlight Trail’s sense of place, promote local heritage, character and will be the difference between both residents and pass-through traffic making the decision to stop, versus move on.

Gateway improvements, such as streetscape greening and landscaped medians will require coordinated efforts with the Ministry of Transportation. The City of Trail will need to identify that space is available for a landscaped median within Highway 3, without adversely impacting the movement of goods and people. The existing road right-of-way through the Gulch presents restrictive challenges. However, a landscaped median could be feasible at intervals along Highway 3 and ‘bulb-out’ or ‘lay-by’ parking could be feasible along street edges. Where space restrictions and limitations are present on Highway 3, a short term solution for ‘street greening’ may include laneway width reductions, but will require Ministry of Transportation coordination and approval. A long term solution is retrofitting the existing area.

While the ‘greening’ opportunity is likely a long-term process, the social and economic benefits are significant. Conversely, the City should be mindful of the cost implications associated with boulevard enhancements. On the other hand, it is common for the Ministry of Transportation to partner with municipalities to achieve ‘greening’ of street edges and medians should sufficient space be available. Alternatively, voluntary land acquisition pursuits could be considered for highway adjacent parcels, or the City may wish to explore land acquisition pursuit options during development, rezoning, and subdivision application submissions.
6.2 Public Art

The purpose behind public art is to enrich the community by evoking meaning in the public forum. Public artwork is meant to inspire higher thought about a community or thought in general, and can help raise awareness or give remembrance to events. Public artwork is meant to be seen, but more so experienced, as a work of art can help inspire and provide perspective no matter what the subject at hand.

Public art also offers social and physical benefits and, depending on its size, can act as an impromptu meeting place or local hangout. Sometimes public artwork will shine a light onto a particular event rooted deep within the community, acting as a talking point for an important social conversation for the community. Public art is also a sign of maturation and identity within a community.

The city of Trail has an arts and cultural community that is actively pursuing opportunities to raise awareness and increase their profile within the community. This is evident through the current public art exhibitions throughout the city and past planning initiatives. There was a desire for additional public art throughout the downtown during the open house and workshop consultation activity. In honour of Teck Metals’ long-term presence, it is suggested at least one type or style of public art include the celebration of industrialism. Additional public art types or styles could include Italian flare and local sports history and celebration.
6.3 Victoria Street Bridge

Trail is fortunate to be located on the only route in and out of the community – Highway 3, also known as Victoria Street. This route is also immediately adjacent to the downtown. The Victoria Street Bridge is a landmark feature and should be promoted as a visual attraction and welcoming element to the downtown. At the present time, the Victoria Street Bridge (Figure 6.3) serves as a vehicular and pedestrian crossing point over the Columbia River. The bridge is gray in colour and does not offer any immediate visual excitement.

An opportunity exists for the City to capitalize on this landmark feature and transform the Victoria Street Bridge from a simple passage across the Columbia River to an attraction fronting the downtown. It is suggested the bridge be painted a red hue and illuminated with an architectural lighting system (Figure 6.4). During evening hours, visitors will be visually cued and welcomed to the doorstep of downtown Trail.

During daylight hours, pedestrians can walk across the beautiful Victoria Street Bridge and stop midway for a bird’s-eye view of Columbia River and Selkirk mountains. Plaques could be provided to educate visitors and residents of the bridge's history and construction date.

Identifying the Victoria Street Bridge as a landmark feature will create a visual cue and signify that there is something special to explore in Trail.

The Victoria Street Bridge is currently under the Ministry of Transportation jurisdiction. Consequently, repainting and illuminating the Victoria Street Bridge would require the City of Trail to coordinate efforts with the Ministry of Transportation. The cost to repaint the Victoria Street Bridge to a red hue may reside with the Ministry of Transportation as part of their scheduled bridge maintenance program. Therefore, the City of Trail would incur no, or minimal repainting costs but maximize on the outcome by establishing a “new” downtown landmark.

Illumination of the Victoria Street Bridge, on the other hand, would require City sourced funds, in addition to project coordination with the Ministry of Transportation. The cost to illuminate the Victoria Street Bridge will vary depending on the level of illumination required. However, the benefits of such an undertaking would prove to be highly successful with respect to attracting visual attention and focusing added attention towards the Downtown.
Figure 6.3: Existing Victoria Street

Figure 6.4: Enhanced and Illuminated Victoria Street Bridge
6.4 Downtown Streetscape

The current public realm conditions favour vehicles. However, when the founding fathers of Trail surveyed the downtown, they showed great foresight in providing wide right-of-ways for the street network. This foresight has allowed for greater flexibility in the treatment of the vehicular and public realm than what is noticed in many similar sized communities. The existing wide right-of-ways within the downtown allow for an increase in the width of the pedestrian edge, provide more balance between vehicles and pedestrians, and has enabled the introduction of ‘complete streets’. A complete street is one that is defined by all the elements that create a street – sidewalks, trees, landscaping, lighting, furnishing, signage, and the character and quality of the shops that define a street wall.

Figure 6.5 is a photo of a typical downtown right-of-way within the downtown located at the intersection of Helena Street and Bay Avenue. The current available space is space that can be dedicated to the public realm and will allow for a greater level of articulation in the streetscape treatment, more opportunities to provide comfort elements for pedestrians and, dedicated circulation zones for bikes, pedestrians and vehicles.
Figure 6.6 is one example of an improved intersection and road right-of-way that can be applied to the Downtown. The example intersection improvements illustrated within Figure 6.6 are located at the intersection of Helena Street and Bay Avenue. As per Figure 5.1, Public Realm Framework, it suggested intersection improvements occur at identified locations. In an effort to provide/integrate complete streets within Trail, it is suggested intersection improvements include bump-outs at intersections, which will define the pedestrian-vehicle realm and on-street parking. Bump-outs will further decrease pedestrian crossing distances and provide ample sidewalk widths for features and opportunities such as public art locations, landscaping, café patios, which will further contribute to the public realm. Landscaped medians and plantings within the bump-outs will also beautify the street while creating awareness for drivers to slow down. It is suggested coloured pavement treatments be added to further emphasized the pedestrian and vehicular environment.

While streetscape improvements need attention, improved pedestrian connections to the riverfront should also be considered to further enhance the natural amenity. The City of Trail is currently in discussions with the Regional District regarding a potential pedestrian river-crossing. The purpose of the potential pedestrian river crossing is to provide convenient pedestrian access from Downtown Trail to East Trail, without having to use the Victoria Street Bridge. While discussions surrounding this concept are preliminary, there could be an opportunity for a pedestrian foot bridge. Should such an opportunity come to fruition, additional opportunities become available to evaluate and analyze how Downtown Trail can further harness the opportunities that East Trail presents.

Complete street enhancements to the public realm will improve safety, add vibrancy and animation to downtown Trail, and make the streets a more desirable place to visit and spend time. As previously noted, Trail is fortunate to have wide right-of-ways, which lend to maximizing cost efficiencies and reducing construction interruption.
6.4.1 Streetscape Zones

The placement of streetscape elements within the public realm is important to ensure the urban environment meets the needs of pedestrians. Sensitive placement will promote a more livable and beautiful Downtown that is better organized, thus making for more functional and accessible public space for all users.

Pedestrian movement is critical, but so is providing comfort elements and shelter in order to encourage users to stay and take advantage of all that Downtown Trail has to offer. There are opportunities to enhance outdoor experiences and delight the public through the provision of public art and custom urban design elements. Careful placement of these distinctive elements must also be considered. In order to provide all the necessary streetscape elements without negatively affecting pedestrian circulation, the public realm is typically divided into a number of Zones: an Edge Zone, Furnishing and Planting Zone, Pedestrian Clearway Zone, Frontage and Marketing Zone (Figure 6.7).

The **Edge Zone** is immediately adjacent to parking and should provide a safety buffer against vehicle encroachment into pedestrian movement areas. At a minimum, this Zone should consist of a raised concrete curb with an option to include metal traffic bollards at the edge of sidewalks / pedestrian movement areas. This zone may also be the most desirable for the location of shallow utilities for ease of access and to limit disruption of adjacent building uses.

The **Furniture and Planting Zone** accommodates street tree planting, lighting, site furniture and other fixed objects. Site furniture and planting must also be placed far enough away from the curb face to limit conflicts with roadway activities.

The **Pedestrian Clearance Zone** must be kept free of obstructions and provide a continuous linear pathway of an appropriate width to serve anticipated pedestrian flow, yet have easy access to furnishings for safety and ease of amenities.

The **Frontage and Marketing Zone** is the area directly in front of the building and/or property line. It can be used as flow-out space, patios and outdoor display areas for merchants. It can also be used to separate pedestrians from window and building surfaces that extend out from the face of the building.
6.5 Building Facades

A wall, or façade, is generally one side of the exterior of a building, especially the front, but also sometimes the sides and rear. In architecture, the façade of a building is often the most important from a design standpoint, as it sets the tone for the rest of the building and its adjacent streetscape. The public realm assessment for downtown Trail discovered the area has many examples of buildings with large, and sometimes blank, façades. Large, blank façades can present a negative tone for the downtown and impact the public realm. However, opportunities exist to enhance and remodel large, blank façades. When examining old façades or considering new construction, building use, historical value, and aesthetic impact must be taken into account. Existing building façades can be added onto, altered, or completely rebuilt but should always be designed to fit the character of existing structures.

As downtown Trail has many examples of large façades, it is important to highlight how the remodeling or enhancement opportunities can add significantly to street presence and public realm. Ferraro Foods is one good example of a local building structure with large masonry walls with minimum glazing (Figure 6.9). Through the use of architectural treatments, efforts were made to break up the mass of walls on the existing building.
Figure 6.10 is one representation of how further enhancements to the wall can be made to add social value to the street, increase street presence of the store, and enrich the public realm. Window glazing, product spilling of fruits and vegetables, and providing space for street side socialization and animation immediately create added attractiveness to the building and character depth. An immediate experience is created on the street further encouraging pedestrians to enter the business.

While improving building façades will significantly improve the visual appearance of the Downtown and enhance the ambiance, it is recognized such improvements are primarily dependent on private investment. Inspiring business owners to improve building façades can be challenging at times and, in some cases, a long-term process. One of the primary methods to encourage private investment building façade improvements is through financial incentives. To assist the City with this, Section 6.9 includes suggestions and recommendations to encourage private investment improvements. Further to this, and as the Downtown evolves, the ‘pressure factor’ will be a catalyst to incentivize private investment improvements.

As Downtown merchants gradually complete improvements to the exterior of their storefronts, merchants who have not will slowly feel pressure to maintain the common movement - this is called the pressure factor. Surprisingly, the pressure factor is also effective for any type of development, such as low density residential homes and industrial businesses.
6.6 The Esplanade

The term Esplanade, also referred to as promenade, is a long, open, level area, usually next to a river or large body of water, where people may walk for recreation purposes. Esplanades became popular in Victorian times and people would often go to walk and be considered as part of a community.

Trail’s Esplanade is encouraged to be developed as a major riverside amenity area for residents and tourists to use for physical exercise or simply engage in passive recreation activity. Uniquely located parallel to Esplanade Street (Figures 6.11 and 6.12) the Esplanade doubles as a mixed-use shopping square.

Within this area:

- The Esplanade is bookended by the Victoria Street Bridge to the north and a large open space park running perpendicular to Esplanade Street, to the south. This public space encourages gatherings, socializing, people watching, and passive recreation.
- The park to the south connects the promenade to the downtown neighborhood via the Civic Plaza and instills a type of ‘urban nature’ that did not exist previously.
- Pedestrian-oriented features such visually cuing entry feature, bollards, pavement treatment, public art, and landscaping are elements adding to the value, experience, and animation.
• Layered design of mature trees, shrubs, and colourful flowers that strengthen the promenades linear orientation encouraging passive activity in a vehicle-free zone.
• A presence of street furniture immediately next to the Columbia River heightens the activities of the flexible community space. The existing lookout point offers sweeping views of the landmark Columbia River, East Trail, and distant mountain ranges.
• Mixed-use development off Esplanade Street offers pedestrians a variety of outdoor related programs such as cafes, restaurants, bars, book stores, and potentially relocated library or museum, and open spaces at strategic locations. Upper levels of the mixed-use development boast office space and residential living opportunities.
• One-way pedestrian-oriented vehicle movement through The Esplanade from Spokane / Esplanade to Bay / Helena with pocket parallel parking.
• Active pedestrian access points at streets and mid-block building points will enliven the street level with added design elements such as, landscaped features, and public benches.
6.7 Civic Plaza

The vision for the downtown civic plaza encompasses image, identity, attraction, amenities, seasonal strategy, and easy access (Figures 6.13 and 6.14). It is suggested that the Italian roots of the community be celebrated and integrated into the design of the plaza.

The proposed location for the downtown civic plaza is especially promising as it offers soft boundaries. The Trail downtown civic plaza will extend multiple directions into the downtown, which is often the mark of successful plaza.

Within the Civic Plaza area:

- Features are visible from a distance and ground floor retail activity of neighbouring buildings can encourage pedestrians experience the space. For example, the Trail civic plaza will be seen from City Hall and the streets in between.
- Effortless transition into the Esplanade and existing park backing onto the Civic Plaza. This will force vehicles to slow down, thus creating a more enjoyable walking experience, increase pedestrian traffic, and enriched and animated streets.
- Outdoor cafés, fountains, sculptures, archways, and flex areas for performances should be encouraged features within the plaza to attract various types of people.
Figure 6.14: Civic Plaza Concept

- Uniform lighting, inside and outside the plaza, will strengthen the plaza's identity while emphasizing specific activities, entrances, or pathways.
- Water features and public art can easily encourage social interaction of all ages. Water features should primarily be vertical in style and incorporate Italianesque form and character, such as tile mosaics and earth tone Tuscan colour palette. Public art should be unique and creative while integrating industrial elements in recognition of the community's industrial roots.
- Temporary or permanent, well-thought out amenities and features should be present with the purpose of developing a pleasant, yet exciting, social interaction area.
- The Esplanade Avenue one-way road connection should transition seamlessly through the Civic Plaza without interfering with pedestrian activity and interaction.

In addition, the success of the Civic downtown plaza is dependent on a seasonal strategy; skating rinks, farmers markets, Canada Day celebrations, holiday tree lightings, and art and ice sculpture displays will help adapt the use of the space from one season to the next.
While the civic plaza illustrated in Figures 6.13 and 6.14 appears small, some of the world’s most successful plazas are also small. As feasible, the City should examine all opportunities in the vicinity to acquire additional properties for long term extension of the plaza. There is the potential to expand the civic plaza to create a wider link and access point to the Esplanade Promenade. Notwithstanding, the existing space available is sufficient and will function well for Downtown’s current needs.

The Civic Plaza has been identified within the Trail Downtown Plan Comprehensive Priority Matrix (Appendix D) as a priority action item. Squares and plazas are often the anchor of a downtown attracting local residents and tourists. They provide a downtown with a unique identity and encourages a diverse range of opportunities. Accordingly, it essential the City of Trail establish a civic plaza within the Downtown.

In the event that locating the Civic Plaza at the preferred location (north end of Helena Street, between Esplanade and Bay Avenue) presents challenges for the City, it is strongly encouraged that a secondary location is identified. It is further encouraged that the civic plaza features and elements identified within this section be a requisite in the secondary location of the Civic Plaza.

In addition to the Civic Plaza, there are excellent opportunities to create temporary Downtown attractions within the existing street framework. For example, temporary street closures on Cedar Avenue, between Spokane and Eldorado, present opportunities for multi-purpose community venues for special events, celebratory occasions, and seasonal activities. Cedar Street currently has excellent opportunity to utilize the wide street right-of-way and spacious sidewalks to host various events. Infrastructure improvements, such as electrical upgrades, could also be integrated to further facilitate special event activities such as event stages, sound systems, etc. Further to this, there is opportunity to utilize on-street parking spaces to allow for outdoor patio spaces, similar to the Trail’s End Café patio.

The Cedar Avenue special events venue is not recommended as an alternative to the Civic Plaza, but rather a complimentary use. However, it would serve as an interim solution and would continue to serve as another community and tourist attraction location within the Downtown.
6.8 Downtown Residential Housing

There is critical need to attract additional permanent residential housing within the Downtown. The opportunity to draw additional housing demand into the Downtown exists. The following market segments would be best suited for Downtown Trail:

- Singles and couples apartment market, including first time buyers, Selkirk College students, young professionals, mature professionals, empty nesters and early retirees.
- The Downtown townhouse market. It does not appear Downtown Trail has captured any townhouse development.
- The family apartment market. This is a small segment of the Trail housing market market, but Downtown could capture a significant share if the necessary facilities and services were available. The challenge in attracting young families is proximity to elementary schools.

While the foregoing markets are ones the Downtown have the best chance in achieving success, the City should not solely focus their efforts here. In an effort to revitalize the existing housing market and energize new markets, the City should entertain all low to medium residential housing segments, while evaluating that all residential developments are livable and marketable.
Immediate actions needed to attract singles and couples, students, young professionals, mature professionals, empty nesters, and early retirees include public realm enhancement, improving community amenities and expanding day-to-day services for Downtown dwellers. Through the multiple action items identified within this Plan, many of the foregoing attractants will be addressed in time. The City must also consider addressing the negative perceptions about crime, safety, and vagrancy. Such issues were identified in past planning initiatives and within the TDP October 2011 Workshop.

The City should first determine whether there really is a crime and safety problem in Downtown or if it is simply a perceived problem. Second, the City should address the problem through increased enforcement or identify strategies to change the existing perception of prospective residents. Vagrancy and other social issues, such as drug use and panhandling, must also be addressed. Vagrancy is a complex problem and strategies to address it should be examined carefully by the City. It may be possible to address aggressive panhandling issues through increased enforcement but homelessness will require support facilities and special housing.

6.9 Downtown Economic Investment Incentives

In an effort to revitalize the Downtown, it is recommended the City consider the development of an aggressive Downtown economic investment programme. The purpose of an economic investment programme is to provide a variety of financial incentives to encourage new construction and significant renovations of buildings within specified areas of downtown. By providing select financial incentives such as reduction or elimination of building permit related fees and property tax exemptions for a specified period, the City can potentially expedite the types and locations of development desirable to support a more lively and diverse downtown.

Ideally, the Downtown would be established as a Downtown Economic Investment Zone, where two separate investment categories would be developed: 1) Downtown Core; and 2) Downtown Riverfront. New development, redevelopment, and building improvements within each category would be defined within a new economic investment zone bylaw with eligible criteria. Both financial and land use criteria would be applied to each investment category within the investment zone.

Table 6.1 is one example of how the City could provide incentives to new and existing developers to invest within the downtown. It is recommended a half-day exercise with applicable City Staff be conducted to determine applicable financial incentives and benchmark eligibility criteria.

To further enhance incentives, different tiers could be introduced to enable greater flexibility within the investment zone. As a proposed development or construction value increases, the greater the benefit to the developer. Additional opportunities may include a separate category for building façade improvements – both storefront and large building facades.

Establishing a Trail downtown economic investment zone would be highly beneficial to the community as a whole. The financial incentive alone could generate significant opportunities for private and public investment. Furthermore, a downtown investment zone may encourage developers to relocate business from surrounding community areas (i.e. Waneta Mall), therefore reinforcing the strength of the Downtown through its potential ability to offer services and facilities, which it did not previously. Trail’s affordable development opportunities and Teck Metals announcement for a $350 million facility investment are two significant reasons why the implementation of an economic investment programme could be the catalyst for additional development and community growth.
Table 6.1: Example Economic Incentive Matrix

<table>
<thead>
<tr>
<th>Category</th>
<th>Primary Land Use</th>
<th>Financial Incentive</th>
<th>Eligible Criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Downtown Core</strong></td>
<td>Multi-family Residential Building</td>
<td>Reduction in building permit fees A property tax exemption</td>
<td>Target construction value</td>
</tr>
<tr>
<td></td>
<td>Conference Centre</td>
<td>Reduction in building permit fees A property tax exemption</td>
<td>Target construction value</td>
</tr>
<tr>
<td></td>
<td>Cultural Facility / Centre</td>
<td>Reduction in building permit fees A property tax exemption</td>
<td>Target construction value</td>
</tr>
<tr>
<td></td>
<td>High-tech Services</td>
<td>Reduction in building permit fees A property tax exemption</td>
<td>Target construction value</td>
</tr>
<tr>
<td></td>
<td>Hotel / Motel</td>
<td>Reduction in building permit fees A property tax exemption</td>
<td>Target construction value</td>
</tr>
<tr>
<td></td>
<td>Restaurant</td>
<td>Reduction in building permit fees A property tax exemption</td>
<td>Target construction value</td>
</tr>
<tr>
<td><strong>Downtown Riverfront</strong></td>
<td>Multi-family Residential Building</td>
<td>Reduction in building permit fees A property tax exemption</td>
<td>Target construction value</td>
</tr>
<tr>
<td></td>
<td>Restaurant</td>
<td>Reduction in building permit fees A property tax exemption</td>
<td>Target construction value</td>
</tr>
<tr>
<td></td>
<td>Cultural Facility</td>
<td>Reduction in building permit fees A property tax exemption</td>
<td>Target construction value</td>
</tr>
<tr>
<td></td>
<td>Commercial Wharf</td>
<td>Reduction in building permit fees A property tax exemption</td>
<td>Target construction value</td>
</tr>
<tr>
<td></td>
<td>Hotel / Motel</td>
<td>Reduction in building permit fees A property tax exemption</td>
<td>Target construction value</td>
</tr>
<tr>
<td></td>
<td>Conference Centre</td>
<td>Reduction in building permit fees A property tax exemption</td>
<td>Target construction value</td>
</tr>
</tbody>
</table>
Downtown Trail offers an array of historical significance, some of which originates from its deep Italian heritage. The community takes pride in its Italian heritage and the roots of past generations that settled from Europe in the early 1900’s.

Trail’s original Italian neighbourhood, the Gulch, is flanked by Trail’s downtown, providing demand for goods and services. Imagine a downtown ‘Little Italy’ corridor as a celebration of the community’s Italian routes. The downtown could feature old country character with an array of mixed use, multicultural areas that boast a full complement of retail, commercial, office, and residential uses linking the community to the heart of downtown. There are numerous opportunities for growth and development amongst the many restaurants, eateries and businesses currently within downtown Trail.

Trail’s Italian heritage is the inspiration behind the downtown theme. For this reason, downtown Trail should be promoted as a mixed use area with commercial and office uses occupying the street level, and residential and office uses utilize upper storey space, with an Italianesque flare. Several existing areas within the downtown should be preserved through the implementation of these design guidelines.

There are significant opportunities for infill development on the numerous vacant lots, empty storefronts, and buildings within the downtown. Through these Italian-inspired guidelines, the City should continue to promote the redevelopment of these parcels and the utilization of vacant retail and office space through its Italian routes, progressing to the creation of a “Little Italy”.

The purpose of the Trail Downtown Design Guidelines is to provide adequate standards or benchmarks that are applied to downtown development or redevelopment. The primary goal of the Trail downtown design guidelines is to facilitate development which is pedestrian oriented in form and transitional through time. Development must also maintain the Italian heritage, qualities of the established downtown core, and fulfill the ultimate goal of Downtown Trail.

The Trail Downtown design guidelines were development with following three objectives:

- To manage the form and character of new, revised, and/or updated infill development for all commercial and residential uses within Trail’s downtown core;
- Provide developers, stakeholders, and merchants with design criteria for the submission of a development or redevelopment application;
- Focus on encouraging the development to compliment, respect, and enhance the overall quality and character of downtown streets.

A complete copy of the Trail Downtown Design Guidelines can be found within Appendix C which provides additional information on goals, purpose, and how to use the design guidelines.
7.1 Façade Improvement Case Study

Healthy and attractive businesses play an important role in the vitality of a downtown and in required there are many challenges that businesses can face. First impressions set the tone for a retail experience. Subtly, in its architecture and explicitly in its signage, a storefront façade broadcasts the retail offer. Using exterior treatments and signage to issue a message, businesses and retail store objectives are balanced with the scale and language which are the context of the greater urban experience. The goal is to create façades which are effective, beautiful, and economical.

The Trail Downtown Design Guidelines (Appendix C) provides the City, business owners, and developers with a foundation of how to achieve the established goals and objectives. In addition, character photo images within the document provide good examples and guidance of end result expectations. However, it is often a challenge to visualize how the application of design guidelines can provide the smallest difference to a building façade, or a complete transformation.

To demonstrate how a building façade could be improved, the Trail Downtown Design Guidelines have been conceptually applied to an existing building. Figure 7.1 is a photo of the existing building. Overall, the exterior of the building could benefit from updated treatments such as, but not limited to new paint, windows, doors, and signage.

Through the application of specific sections within the Guidelines, the building façade within Figure 7.2 has been transformed. Figure 7.2 illustrates a few of the differences that can result in applying the design guidelines; the façade has a high proportion of window to solid surface, ground floor windows are aligned, entrances are defined, an attractive canopy and transparent glazing were added, an extended patio was integrated into the sidewalk, and flower pots and boxes were located for visual interest and cues.

The Trail Downtown Design Guidelines is a set of tools that should be utilized by downtown businesses, stakeholders, and developers. The result of applying various improvements to a building façade, for example, will physically transform the appearance of a storefront and will potentially increase a business’s street presence.

7.2 Downtown Retail Guidance

The Trail Downtown Plan will ultimately be used by the City, but the community as a whole, including retail business owners need to capitalize from it. Over the past several years, shopping habits and perceptions have shifted. What was once the norm for a typical shopper, may no longer be. This section briefly describes how simple changes and revised approaches to retail business shops and their operation could make dramatic differences in retail business sales. The following five points include tips that may help increase pedestrian traffic to a retail store.

Window Opportunity

Typically, the average shopper strolls at a pace of three to four feet per second. Using this as a baseline, it would take a shopper only seconds to pass a storefront. Therefore, a shop owner has a limited window of opportunity to capture a shopper’s attention with an interesting store display, product, sale, etc. Retail shop owners are encouraged to create attractive visual cues to entice shoppers to enter the store. The same ‘window of opportunity’ theory can also be applied to passing motorists. However, shop owners have only one second to capture a passing motorist’s attention.
Product Spilling Overload

As most shop owners are aware, displaying product immediately outside the store is a method used to draw a shopper inside the store. However, if product spilling is excessive, it can be counterintuitive. For example, a store front cramped with product and displayed in a manner that requires a shopper to navigate uncomfortably may deter them before they even arrive. Product spilling should be selective and must flow naturally.

Brands versus Signage

There is a common misconception that the more signs hanging off an awning or displayed on a storefront window equates to increase store traffic and revenue. In many cases, the extra space used to add additional store signage is wasted. While store signage is important, the number of store signs should be limited to one or two. Instead, maximize extra space for brand advertising. Brands are what give stores credibility and what can create increased traffic. Brands are often the reason why local residents and tourists will enter a store.
Open for Business

Where possible, store owners should make efforts to prop doors open during business hours. It is suggested that a shopper is more than 60% more likely to enter a shop if the door is physically open versus closed. An open door is a way to welcome a shopper and to the shopper, it creates a mystery; “what does this shop offer?” Vancouver’s Robson Street is a great example of this. Even during winter months, retail store doors are often left open.

Touching Leads to Buying

Researchers from Ohio State University and Illinois State University tested how touching an item before buying affects how much they are willing to pay for an item. A simple experiment with an inexpensive coffee mug revealed that in many cases, simply touching the coffee mug for a few seconds created an attachment that led people to pay more for the item. Therefore, anytime a retailer can add product to an exterior display, may entice shoppers to touch the product, and thus potentially increase the chances for that shopper to enter the store and make a purchase.
8.0 Conclusion

Recent activity and interest in Trail’s downtown, combined with the efforts of the City and Downtown Opportunities and Action Committee, provide a unique opportunity to establish conditions that support a stable and energetic business environment. For many years the downtown area has struggled to find a cohesive identity that would support community pride and additional investment. Many of the recommendations in this study arise from the growing recognition for the need of a public realm and the need to establish strong connections and identity within the downtown and the Columbia River.

This report has identified primary physical design actions that should be strongly considered by downtown stakeholders the City, and Downtown Opportunities and Action Committee, including:

- Establishment of Downtown Gateway Corridor
- Victoria Street Bridge Enhancements
- Downtown Streetscape Enhancements
- Application of Design Guidelines
- Downtown Retail Guidance
- Establish Riverfront Promenade
- Harness Esplanade Street Development
- Establish Civic Plaza
- Increase Downtown Residential Housing
- Development of an Economic Incentive Incentives

With the leadership of the City and Downtown Opportunities and Action Committee, and guided by the actions identified in this Plan, Trail’s downtown has great potential to be transformed into a lively, vibrant, and memorable commercial environment that fosters significant economic development.
Implementation of the Trail Downtown Plan is a critical step in achieving success. The responsibility and management of the Trail Downtown Plan, specifically its implementation, must be led by a dedicated City of Trail staff member or target specific group, such as the Downtown Opportunities and Action Committee. This appointed individual or committee will coordinate the ongoing involvement of downtown stakeholders, including property owners and tenants, and communicate with the community as a whole.

The recommended downtown actions and subsequent action tasks will require strong partnerships with other City of Trail departments and City Council, as they are the approving and regulatory group needed in the last step of implementation. Existing regulatory documents are currently in place to manage specific elements needed to assist with Plan implementation (OCP, Bylaw, etc.). However, consideration of regulatory amendments may be required to adequately contribute with the implementation of the recommended action items within this Plan. Such an example includes the consideration of an enhanced street patio program.

It is equally necessary to recognize the implementation of the Trail Downtown Plan will require sufficient resources have been allocated. From inception to completion, City departments and their staff must maintain close communication to ensure internal planning efforts - departmental work plans, budgeting and capital works planning – are coordinated. Early and ongoing communication will contribute towards a stronger implementation strategy and add significant value to end products.

Table 9.1 provides necessary actions that must be completed to assist in accomplishing the major Downtown Actions identified within Section 6 of this Plan. While many of the actions within Table 9.1 may appear small or insignificant, in comparison to the more significant actions identified within Section 6, they are pre-requisites for critical actions. In addition, some of the tasks within Table 9.1 relate more to social programming – revitalization efforts emphasizing approaches targeted at developing events or venues that can be achieved through existing conditions (i.e. farmers market, seasonal celebrations, public art placements, etc.). These are the short term (6-12 months) tasks that the City, DOAC, and community need to coordinate and initiate immediately to generate interest within the Downtown. As tasks are undertaken throughout the process, additional action items may be identified. If necessary, the Trail Downtown Plan should be amended to include those action items identified, with corresponding timelines and priorities.

Further to Table 9.1, Appendix D includes a Comprehensive Priority Matrix. This matrix includes all the significant action items within Section 6 needed to help revitalize the Downtown. Given the large scale of the proposed actions, considerable discussion and budgeting resources is required by the City and DOAC, in addition to realistic timing. Each of these action items is considered an extreme priority. These action items are considered an extreme priority as each action may significantly contribute to the revitalization of Downtown. Where possible, the City and DOAC must take necessary efforts to implement each action immediately. For convenience purposes, the Comprehensive Priority Matrix provides necessary actions and next steps required to accomplish each priority item.

For example, each priority action item has been broken down into several categories:

- **Action Item** – Identifies the priority action items
- **Principle Idea** – Describes the primary ideas and concepts of the action item
- **Timing (short, medium, long)** – Highlights each required step required within a short, medium, and long term timeframe needed to accomplish the principle idea.
- **Cost Implications** – Identifies any cost implication associated with the action item. In some cases, a monetary value is identified for the action item.
### High Priority Downtown Action Items

<table>
<thead>
<tr>
<th>Action Item</th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lobby Provincial and Federal government and other applicable programmes for financial support</td>
<td>High</td>
</tr>
<tr>
<td>Continue to promote and support Flower Basket Programme with focus within Downtown</td>
<td>High</td>
</tr>
<tr>
<td>Develop and implement Downtown farmers market on Esplanade Avenue</td>
<td>High</td>
</tr>
<tr>
<td>Develop plan to expand / relocate library, museum, arts centre, etc.</td>
<td>High</td>
</tr>
<tr>
<td>Create a capital budget fund to create and enhance public spaces</td>
<td>High</td>
</tr>
<tr>
<td>Continue special events programming within proposed Civic Plaza and Esplanade Avenue areas</td>
<td>High</td>
</tr>
<tr>
<td>Enhance and expand seasonal Downtown events (i.e. Spooktacular, Canada Day celebrations, etc.)</td>
<td>High</td>
</tr>
<tr>
<td>Hire a downtown or economic development coordinator</td>
<td>High</td>
</tr>
</tbody>
</table>

### Medium Priority Downtown Action Items

<table>
<thead>
<tr>
<th>Action Item</th>
<th>Priority</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pursue partnership opportunities for municipal parking structure and identify possible locations</td>
<td>Medium</td>
</tr>
<tr>
<td>Work with safety and police agencies to improve pedestrian areas by applying Crime Prevention Through Environmental Design (CPTED) principles in the downtown streets and alleyways</td>
<td>Medium</td>
</tr>
<tr>
<td>Continue to support downtown patio café / restaurant and encourage location of additional patios</td>
<td>Medium</td>
</tr>
<tr>
<td>Develop and implement a formal public art programme</td>
<td>Medium</td>
</tr>
<tr>
<td>Develop partnership opportunities with community (arts, culture, landowners, etc)</td>
<td>Medium</td>
</tr>
<tr>
<td>Review pedestrian paths to ensure continuity and accessibility to wheelchairs</td>
<td>Medium</td>
</tr>
<tr>
<td>Establish and implement formal downtown banner programme</td>
<td>Medium</td>
</tr>
<tr>
<td>Plan for replacement of parking that will be displaced by the riverfront developments</td>
<td>Medium</td>
</tr>
<tr>
<td>Initiate development of downtown parking structure within appropriate timeframe (long-term)</td>
<td>Medium</td>
</tr>
<tr>
<td>Develop an acquisition strategy and priority list for land that is to fostering additional growth of spaces (i.e. parks, civic, cultural, etc.)</td>
<td>Medium</td>
</tr>
<tr>
<td>Improve pedestrian environment and corridors to the riverfront and trails</td>
<td>Medium</td>
</tr>
<tr>
<td>Enforce maximum time limits in the parking meters in the busy blocks</td>
<td>Medium</td>
</tr>
<tr>
<td>Consider development of mixed-use zone to enable greater flexibility for landmark sites</td>
<td>Medium</td>
</tr>
<tr>
<td>Low Priority Downtown Action Item</td>
<td>Priority</td>
</tr>
<tr>
<td>-------------------------------------------------------------------------------------------------</td>
<td>----------</td>
</tr>
<tr>
<td>Consider hosting an annual sports event that starts and terminates within the Downtown (i.e. running marathon)</td>
<td>Low</td>
</tr>
<tr>
<td>Continue to establish public Wi-Fi hot spots and develop signage for hot spot areas</td>
<td>Low</td>
</tr>
<tr>
<td>Consider undertaking traffic signal removal warrant analysis (to be replaced with 4-way stop signals)</td>
<td>Low</td>
</tr>
<tr>
<td>Install additional way-finding signs to amenities, destinations and parking lots in the downtown</td>
<td>Low</td>
</tr>
<tr>
<td>Amend downtown design guidelines and transition into Official Community Plan</td>
<td>Low</td>
</tr>
<tr>
<td>Consider installing emergency vehicle preemptions at all traffic signals</td>
<td>Low</td>
</tr>
<tr>
<td>Encourage cycling in the City by improving bike facilities, such as bike racks and select trails</td>
<td>Low</td>
</tr>
<tr>
<td>Convert the riverfront Esplanade Avenue monthly parking to short term meter parking in order to enhance public access to this visitor area</td>
<td>Low</td>
</tr>
<tr>
<td>Continue complimentary rate evening parking in order to encourage more evening visits to downtown restaurants and events</td>
<td>Low</td>
</tr>
<tr>
<td>Improve active transportation facilities</td>
<td>Low</td>
</tr>
<tr>
<td>Consider increasing meter rates in the busy blocks with high utilization</td>
<td>Low</td>
</tr>
<tr>
<td>Enforce maximum parking time limits on the curbside meters</td>
<td>Low</td>
</tr>
<tr>
<td>At / near the Tourist Visitor Centre, add seasonal complementary short term parking and seasonal tour bus and RV parking</td>
<td>Low</td>
</tr>
</tbody>
</table>
9.1 Funding Opportunities

A diverse range of funding strategies and partnerships are required to successfully implement the Trail Downtown Plan. As an established municipality, the City of Trail has a number of budget priorities that require attention. Therefore, it is critical for the City to explore methods – old, new, and innovative – to fund the various actions recommended in the Downtown Plan and phase key public investments with private investment as it occurs in the downtown. The following is a list of potential funding opportunities and strategies to assist in the implementation of the Trail Downtown Plan.

- Grant Opportunities
- Funding Partnerships with provincial agencies (i.e. Ministry of Transportation, Ministry of Community and Cultural Development, etc.)
- General municipal revenue
- Public Partnerships
- Private-Public Partnerships (P3)
- Community Amenity Contributions

As identified within the Priority Matrix, it is recommended the City explore economic stimulation incentives, such as Downtown tax incentives to local businesses and developers. Several opportunities to implement tax and permit fee incentives can be accomplished through the Local Government Act and Community Charter, and could potentially increase business investment within the Downtown.
Appendix A

Economic Marketing Analysis
STANDARD LIMITATIONS

This report was prepared by MMM Group Limited (MMM) for the account of the City of Trail (the Client). The disclosure of any information contained in this report is the sole responsibility of the Client. The material in this report reflects MMM’s best judgment in light of the information available to it at the time of preparation. Any use which a third party makes of this report, or any reliance on or decisions to be made based on it, are the responsibility of such third parties. MMM accepts no responsibility for damages, if any, suffered by a third party as a result of decisions made or actions based on this report.
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1.0 INTRODUCTION

The future of downtown and the economic environment of Trail are inextricably linked together. The sustainability of downtown requires a strong economy to boost business activity; and an active downtown also helps create an inviting environment for businesses to continue to grow. Therefore, the downtown revitalization plan for Trail is contingent, at least in part, on the economic health of the immediate downtown area, the City overall and the broader Kootenay-Boundary region. In order for Downtown Trail to plan for a thriving and sustainable future, an understanding of the economic environment is crucial in identifying the downtown area’s strengths and weaknesses in supporting the economy as well as the opportunities and threats from the economic trends that may have implications on what Downtown Trail could face in the future.

This economic analysis provides a background overview of the City’s and the Region’s economy in terms of demographics and employment. Both historical trends and future projections are presented. Industry sectors are also reviewed to identify the dominant economic clusters in Downtown Trail. On the basis of the economic analysis, the strengths, weaknesses, opportunities and threats (SWOT) to Downtown Trail are analyzed and discussed. The SWOT analysis then contributes to the overall recommendations in the Downtown Plan for Trail.
2.0  SOCIO-ECONOMIC AND MARKET TRENDS

Downtown Trail serves as a main centre of the Greater Trail area that comprises five distinct communities – i.e., Trail, Warfield, Rossland, Montrose and Fruitvale – with a total of nearly 20,000 residents. Demographic and socio-economic changes in the region have significant implications on the demand for the types of goods and services that Downtown could offer in order to maintain its strategic position and importance being a location of choice for businesses. Demographic and socio-economic trends also shed light on potential changes in residential choices; as other towns and cities have witnessed with their population gradually aging, single-detached houses may no longer be preferred or even viable for seniors. The role of downtown being primarily a centre to provide population serving goods and services may need to evolve to include more residential specifically to accommodate seniors who prefer to drive less for activities and services to meet their daily requirements.

The viability of Downtown Trail depends on the overall viability of the regional economy. Provided that employment and economic activity level is sufficiently high, Downtown Trail will be able to sustain itself in going forward. With a single major employer, Trail faces the risk of losing significant level of employment due to a single corporate decision. Economic sustainability could be improved through diversifying the employment sectors in Trail and the region; however, new employment clusters would only emerge as long as sufficient business and economic rationale exists for corporations. The review of the employment trends in Trail and the region reveals the key sectors and clusters currently operating in the area and lays the groundwork to understand the role of Downtown Trail in providing ongoing support for economic and employment growth in the area.

2.1 Demographic and Socio-Economic Trends and Projections

A number of key points emerge from the analysis of the demographic trends of Trail and the Kootenay- Boundary region which have implications for the development of the Downtown Revitalization plan. The population of the City of Trail is forecast to stay virtually at the same level from now to 2036 growing almost by 2% over 25 years. In addition, the population is likely to continue to age as already observed from the trend between 1986 and 2010. The proportion of those aged 60 or older is more than 30% of Trail’s total population, which is expected to continue to increase and also get older. In 1986, Trail was home to slightly over 500 residents aged 80 or older; in 2010, the number grew to almost 1,200. In contrast, the younger age groups – especially the working age population – do not appear to grow at nearly the same pace as the seniors.

The implications of these demographic and socio-economic trends suggest that there may be no need for new businesses in downtown or elsewhere in Trail since the economic activity level is likely to maintain more or less at the same level. Demand for goods and services is likely to shift from family oriented as in the past twenty years or so to more senior oriented. Residential options that would allow seniors to delay moving into institutional facilities are likely to be in higher demand in the future, particularly those located downtown bringing seniors closer to various amenities and activities.
As shown in Exhibit 1, the total population of Trail has steadily on the decline since 1986 indicating a declining need for population serving businesses typically found in the downtown. Going forward, the population projected to 2036 is expected to stay slightly below the 20,000 level. This suggests that the overall demand from Trail’s population is likely to stay more or less at the same level in the foreseeable future. On the other hand, the population for the overall Regional District of Kootenay-Boundary (as seen in Exhibit 2) is expected to grow by 5% between 2011 and 2036. Although this is a small growth percentage over 25 years, it is still more than twice higher than the growth expected for the City of Trail during the same period. Although Trail will remain as the population centre of the Kootenay-Boundary region, its proportion is likely to decrease over the next 25 years. Census 2011 reported that the City of Trail has a population of 7,681, an increase of 444 people or 6.1% from 2006. Between 2006 and 2011, the Region actually saw only 1.6% increase in population. Although the significance of Trail has not yet shown signs of abating, Downtown Trail will still need to cater to more than just the residents and businesses located in the City of Trail in order to sustain itself and maintain its relevance within the region.

Another demographic change that will have an implication on Downtown Trail is the age composition of the population in going forward. Exhibit 3 highlights the City has aged from 1986 to 2010. The population “bulge” shifted from the 20-34 age brackets to 50-64. This “bulge” will continue to age going forward pushing into senior years. Proportionally, Trail’s aged 60+ population constitutes over 30% of the total population, according to the 2006 Census, as opposed to less than 20% for the country overall. The amenities and services offered by Downtown Trail will need to shift along this aging process to ensure that the needs of its senior citizens are met locally.
Exhibit 1 – City of Trail: Population (1986-2036)

City of Trail: Population (1986 - 2036)

Exhibit 2 – Regional District of Kootenay Boundary: Population (1986-2036)

As witnessed in other municipalities across Canada, seniors become more interested in moving out of their single-detached houses (which account for nearly three-quarters of all private dwellings in Trail, according to the 2006 Census) into higher-density residential options (such as independent living condos or assisted living). The decision to move is typically driven by the need for more assistance for day-to-day living (e.g., housekeeping, meal preparation) and the inability to continue maintaining the single-detached houses (more than 10% of all the private dwellings, according to the 2006 Census, are reported to require major repair). Currently, Trail has more than 350 units offering a range of seniors oriented supportive housing (including independent and assisted living and residential care).

Since Trail is already the region’s centre for health care, the demand for health care and other related support services are expected to grow in going forward. Currently health care services are provided primarily through the Kootenay Boundary Regional Hospital located in East Trail. If more seniors do move downtown to be closer to community amenities and services, Downtown Trail may need to accommodate more health care related service providers including public service and private supplementary services.

Exhibit 3 – City of Trail: Population by Age (1986 and 2010)
Another implication with the aging population in Trail is that the working age population is slowly shrinking. The labour force in Trail may not be sufficient to sustain the demand of additional support and services the aging population will require in the future. Additional labour may need to be attracted to Trail to support the local economy, including the downtown area. This may have implications on where employment will be located and whether additional residential options may be necessary to accommodate incoming labour force.

In addition, with a shrinking working population, the income level of the City is also going to decrease overall diminishing the City’s spending power. The retail level is unlikely to experience significant growth in the future with the population is increasingly dominated by seniors on fixed income rather than the younger population growing their families.

### 2.2 Employment Trends and Key Sectors

Consistent with the aging population in Trail, participation rate (as recorded in the 2006 Census\(xii\)) is lower than that in the Kootenay-Boundary region and Canada overall. Slightly over half of Trail’s aged 15+ population is either employed or seeking work. Among those in the labour force, employment appears to be reasonably readily available with unemployment rate only at 6.3% in the 2006 Census.\(ix\) It is unclear how and if the recent financial downturn impacted the area after the Census data. As mentioned earlier, as the population in Trail continues to age, it is likely that the participation rate would decline in the future.

Almost three out of every four of those working in Trail work for either Teck or Interior Health Authority – the two major employers in the area employing approximately 2,500 workers in the area.\(x\) The Teck smelter has been in operation in Trail for well over a hundred years\(xi\) while the Kootenay Boundary Regional Hospital has been serving the region since the 1950s\(xii\). The advantage of large employers is relatively low unemployment and generally stable employment. However, as many towns and cities in BC have experienced, one-company towns could be at the whims of corporate decisions that are made miles away. The long history of these two major employers – having gone through various economic and political cycles – suggests that the employment at these two organizations is likely to be stable. Nonetheless, the risk remains that should either of these employers decide to relocate or close down, the impact of the lost employment would be significant to Trail and to the overall region. Diversification is likely to help alleviate some of the risk in this regard and this is evident in the cluster forming around the metallurgy industry in the City.\(xiii\)

Among those working in Trail, approximately 40% are employed either in the retail or the manufacturing sectors. The City’s retail support for the region is clear, as Trail is the largest community in the Greater Trail area and the Kootenay Boundary Regional District. Both Downtown Trail and the Waneta Plaza are major shopping destinations for both local and regional residents. Manufacturing is associated with the metallurgical cluster in Trail built around the Teck operations. The global shift of the manufacturing sector from advanced to emerging economies remains the dominant economic trend after North America started losing its manufacturing base more than twenty
years ago. The advantage of the metallurgical cluster in Trail, however, appears to be built around longstanding and well-recognized experience and expertise in the industry. Such an advantage is likely to sustain the economy of the area even after the area no longer has any resources left to mine.

As the region's largest employer, Teck provided 1,517 direct jobs in 2010. Teck contributes to a wide range of indirect and trickle-down employment opportunities to Trail and its surrounding area. Teck's contribution to the local economy was $200 million in 2009. As one of the world's largest integrated zinc and lead smelting and refining complexes, Teck's Trail Operations produces a wide assortment of products such as lead, zinc, gold, silver, copper products, and fertilizer.

The Teck metallurgical complex is both the anchor and the catalyst for innovation in metallurgical technology in the region. Teck has entered into agreements with local industries such as Firebird Technologies Ltd., Toxco Waste Management and KC Recycling. These agreements have led to a collaborative metallurgical recycling cluster with high growth potential. Furthermore, in 2004, Teck began testing end of life electronics (e-waste) processing. In 2006 a shredding facility was constructed at KC Recycling and since then, Teck has diverted over 25,000 tonnes of e-waste from landfills. In the fall of 2011, Teck announced that it would invest $210-million to increase capacity of an electronic waste recycling operation in Trail. This will help stabilize and perhaps even enhance the employment opportunities for Trail and regional residents further supporting the City's metallurgical cluster in solidifying its presence in the marketplace.

Both Teck operations and the Interior Health Authority are located between 1.5 and 2 km from Downtown Trail – distances that are generally considered beyond walking distance. Employees at these two major employers, therefore, may not visit downtown businesses on a regular basis during work days. As a result, they may not be familiar with what the downtown has to offer.

Between 150 and 180 businesses currently operate based in Downtown Trail, based on a preliminary review of the City's business licence database and the Chamber of Commerce's membership list. The majority of the downtown businesses appear to be members of the Chamber of Commerce. These businesses generally fall into the following categories:

- Retail
- Food & beverage
- Financial services (e.g., banking, insurance)
- Professional services (e.g., medical, dental, legal)
- Personal services (e.g., fitness, beauty)
- Automotive services [NTD: these seem to be all repair shops rather than dealers]
- Accommodations
- Construction and home repair services
Businesses located in Downtown Trail appear to be primarily service-based drawing from customers on a regional basis. A survey was conducted to gain input from Trail’s Downtown businesses. A total of 33 businesses participated in this survey, and each business provided general information on their location, local market dependence, revenue performance, and revenue expectations. Findings from this survey are discussed in more detail in the section below.

2.3 Market Analysis

Downtown Trail includes a mix of uses and functions. Although retail and office uses are the primary feature of the area’s real estate market, institutional and recreational uses such as the Trail Memorial Centre Area & Gymnasium located on Victoria Street are prominent landmarks of Trail. Residential uses in downtown tend to be multi-family housing; however, the majority of the residential development in Trail is located outside of downtown. Overall, Downtown Trail is generally fully developed with no greenfield sites. While some of the reasonably large surface parking lots in the downtown core, such as the one located on Pine Avenue between Farwell and Eldorado Streets, could present opportunities for redevelopment, it is important to strike a balance between redevelopment potential with the need to supply sufficient parking to make downtown actually accessible. This is particularly important since the issue of ensuring sufficient parking was raised in the Business Survey conducted for the Downtown Plan.

Over the last five years, real estate development is generally valued at around $10 million each year in Trail (with the exception of 2007 which saw a total of nearly $40 million). Non-residential projects generated more development than residential in three of the five years. In 2007, over $33 million in building permit value was created in non-residential development. The slower pace of residential development, especially when compared to the rest of BC, is consistent with the stability seen in the population trends discussed earlier.

2.3.1 Commercial

Commercial uses in downtown appear to be evenly located among the various streets that make up downtown, according to the City’s business license database. The different categories of businesses also appear to locate evenly among the ten streets that constitute Downtown Trail.

As mentioned above, a survey of Trail’s downtown businesses was conducted, and 33 businesses provided input. Overall, the businesses surveyed indicated that downtown Trail appears to be fairing decently, with only one business planning to relocate, and only 9% of the businesses stating that their revenue performance had decreased slightly. Over 80% of businesses surveyed responded that they were meeting and/or exceeding performance expectations. This is important to note, as overall, downtown business owners also indicated that they considered factors such as empty storefronts, lack of adequate parking and snow removal, and lack of foot traffic as potential detriments to the continued success of their establishments. All survey participants also noted that their customers relied on private transportation to visit their establishments. The survey results are discussed in more detail in the sections below.
Commercial activity within the City of Trail is concentrated in two areas: the downtown businesses located west of the Columbia River, and businesses located on the east side of the river. The majority of respondents were located on the west side of the river, with over 75% of the businesses surveyed located on Bay Avenue, Cedar Avenue or Spokane Street in the downtown core. Exhibit 4 shows the distribution of the businesses surveyed by street.

Exhibit 4 – City of Trail Business Locations - Street Distribution

Three of the businesses surveyed were located on the east side of the Columbia River, on Avenue 2 and Columbia Avenue. These shops constitute approximately 12% of the businesses surveyed.
City of Trail Business Survey – Local Market Dependence

The results of the survey indicated that Trail businesses are largely dependent on the local market. Half the businesses responded that 50%-75% of their revenue depended on the local market, and over a fourth of the businesses indicated that 75%-99% of their revenue depended on the local market. Exhibit 5 below illustrates the local market dependence of businesses surveyed.

Exhibit 5 – City of Trail Business Locations - Local Market Dependence

Businesses that indicated they were 75%-99% dependent on the local market included personal service providers. Businesses indicating less than 50% of their revenue as coming from the local market included businesses associated with medical services and food stores.
City of Trail Business Survey – Geographic Market

One of the questions in the survey requested that business owners indicate the areas they considered were served most frequently by their establishments. Exhibit 6 below illustrates the responses as provided.

Exhibit 6 – City of Trail Businesses - Geographic Market

The survey indicated that 40% of the businesses catered to customers outside the City of Trail. This is consistent with Trail’s status as a regional destination for services and goods, particularly with an additional 20% of the businesses indicating that their target market was "everywhere".
City of Trail Business Survey – Revenue Performance

The survey requested participants to provide general information about whether their revenue performance had decreased slightly, stayed about the same, increased slightly, or increased significantly. Exhibit 7 below shows the results from this survey. Approximately 41% of the businesses indicated their revenue performance had increased slightly, and 23% of participants stated their revenue had increased significantly.

Exhibit 7 – City of Trail Businesses - Revenue Performance

Business that indicated their revenue had decreased slightly included two retail stores on Cedar Avenue. Businesses that listed a significant increase in revenue were of a personal service nature.
City of Trail Business Survey – Revenue Performance Expectations

Survey participants were asked to specify if their businesses were falling short, meeting, or exceeding revenue expectations. Exhibit 8 illustrates the survey responses, and show that over 70% of the respondents indicated they were meeting revenue expectations.

Businesses that indicated they were falling short of revenue expectations included niche retail shops. Businesses exceeding expectations included personal service establishments.
2.3.2 Residential

Over the last five years, 71 residential units were added in the City of Trail. Downtown Trail does not have any substantial residential population except for a small number of multi-family units on the outskirts of downtown. Nonetheless, many single-family homes are located nearby within a short distance from downtown in the south. Many of the multi-family residential units are of older vintage and their state of repair has not necessarily been maintained optimally.

New housing is being constructed mostly outside of the downtown core. The development of the Miral Heights subdivision in East Trail entered phase five in 2010 and resulted in an additional 15 lots under construction. In addition, Waneta Village was expanded by eight new during this same time period. According to the City of Trail’s 2010 Economic Outlook, the Miral Heights developers stated that they are currently embarking on a long term (10-15 year) plan for future developments; the Waneta riverfront developer is actively planning new developments on other lands in the outskirts of Trail. None of the information available indicates that developers in the area see downtown Trail as a focus for residential redevelopment.

2.3.3 Institutional and Recreational

The Trail Memorial Centre Arena & Gymnasium has long been the focal point of the City as well as the region hosting the Trail Smoke Eaters in the BC Hockey League. The arena has always been the pride of the City. The same location is also home to the City’s only library. The green space along the Columbia River on the northeast edge of Downtown is a popular location for walks, fishing and picnics among local and regional residents. These community amenities, along with City Hall located on Pine Avenue at Spokane Street, serve together as a major attraction to bring people from within and outside the City to come downtown and patronize various businesses in downtown. However, the Trail Aquatic and Leisure Centre is located on Columbia Avenue, the opposite side of the Columbia River from Downtown Trail, and therefore does not directly contribute to bringing animation to the downtown area.
3.0  SWOT: STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS

The preliminary analysis of the socio-economic environment of Downtown Trail, as well as the broader area as applicable, identifies a number of strengths, weaknesses, opportunities and threats for consideration in preparing the Downtown Revitalization Plan.

3.1 Strengths

The strengths of Downtown Trail in going forward from the economic perspective include the following:

• Well established identity and destination for population serving services – Residents from within and outside the City are already coming into Downtown Trail for various service providers located there. Participants in the Business Survey noted that they chose downtown Trail due to its central location.

• Attractive streetscape and urban design elements – The streetscape upgrades and the various murals in the downtown add significantly to the establishment of a visual identity for Downtown Trail.

• Destination for community amenities – People are already coming to downtown to use the community amenities.

3.2 Weaknesses

Lack of animation is generally an issue for Downtown Trail, which in part is attributable to the following weaknesses found in this preliminary economic analysis:

• Lack of residential development within walking distance – Low density residential development generally dominates around Downtown Trail and does not contribute to encourage residents to use downtown beyond the typical 9-to-5 business hours.

• Lack of retail or amenities that encourage lingering on the streets of downtown and animation beyond the typical 9-5 business hours – The dominance of service providers suggests that people who come to downtown to visit these service providers tend to only visit the providers and do not necessarily view downtown as a whole destination. This is echoed in the survey conducted in 2006 to examine Trail’s image as perceived by others in Southern BC – “lack of good shopping” being the single most negative comment about Trail.xvii This was also reaffirmed through the Business Survey conducted for this report, as many participants noted the majority of their customers are driving specifically to visit their establishment, versus as a result of leisurely foot traffic. Although the community amenities and City Hall do bring visitors downtown, they too are likely to be single destination trips. The lack of arts and cultural facilities and programming may also limit the animation level in downtown particular during after-hours.xviii “Ripple” effects, as a result, may be weak in creating a high level of animation and passer-by traffic on downtown streets.
• Lack of large scale employment – The majority of the City’s employment is located outside of downtown at Teck and the Hospital; therefore, it is unlikely that these employees would spend much leisure time during their work days downtown. From their perspective, it is possible that downtown is simply not seen as part of their routine for shopping, food & beverage and entertainment.

• Branding mainly related to the outdoors – Trail is primarily known for its natural beauty and accessibility to outdoor activities. Although Downtown Trail is located along the Columbia River, it is not exactly a natural destination. Through the City’s branding approach, the downtown may have taken a second place to the outdoor appeal of the City.

3.3 Opportunities

In order to support prosperity in Downtown Trail, the City needs to take advantage of the opportunities presented by the socio-economic trends:

• Senior oriented services and residential options – There is little question that the population of Trail and the region is aging. The services seniors will require in order for them to continue to live in the area will become in demand in the near future. There are already a number of senior-oriented housing options available in Trail located near downtown. Trail may consider examining some of the lessons learned from the Central Okanagan in capturing the retiree market. Climate-wise, Trail is not significantly different from the Central Okanagan which is one of the primary reasons attracting seniors. The lower housing costs and the proximity to the US border may be additional advantages to make Trail appealing to the retiree market. The flip side, however, is that the younger demographics could feel marginalized and they may choose to move out of the region if they continue to feel that they are not catered to (as they appear to already express dissatisfaction about what Trail has to offer).ix

• Health care hub – The presence of the Kootenay-Boundary Regional Hospital already makes Trail the centre for health care in the region. Additional linkages between the hospital and other supplementary health care providers located downtown could potentially further enhance the downtown’s role as a health care hub. These health care services should also coordinate with the senior-oriented services and residential options to create a comprehensive range of services for seniors and non-seniors alike in the region.

• Metallurgy cluster – The long history of mining and the Teck operations has allowed Trail to become a centre of expertise in metallurgy. If Trail could continue to develop this expertise into a knowledge-based cluster (rather than mining-based), this sector could further become a major source of employment. The growth in companies other than Teck would also help reduce the City’s reliance on a single company for employment. Knowledge-based companies in the metallurgy sector could also locate in the downtown area boosting the employment level downtown and bringing further animation to the area.

• Celebration of heritage – While the City often mentions the Italian heritage of the area, the downtown area is not necessarily seen as a comparable to many of the “Little Italy” neighbourhoods found in other cities and towns. This could bring a new aspect of the branding for the downtown through, for example, street festival, cultural programmingx and specialty retail.
• Region’s Recreation Destination – As the largest community in the Kootenay Boundary Region, Trail could strengthen their identity as the region’s destination and gateway for tourism, arts and recreation activities. This could bring more animation to the downtown area that is not confined to the daytime office hours.

3.4 Threats

The most significant threat to the Downtown Revitalization plan is the stable and aging population. Without growth the downtown could stagnate or even decline especially if other retail options start to be developed outside of downtown.

• Stagnant population – The population of Trail is not expected to grow and this suggests that the current level of economic activity in Downtown Trail may have peaked. However, the downtown could refocus and become more of a regional centre instead of just for the City. This means that the offering in Downtown Trail would need to improve significantly to justify for the longer drive in to the City from outside.

• Retail outside downtown – The only major retail option outside of Downtown Trail is the Waneta Plaza along Highway 3B towards. If additional retail is developed outside of downtown along the highways (as many small cities and towns have witnessed across the country), it could become very difficult for Downtown Trail to compete as a destination. A concern identified in the Business Survey included concerns with the lack of stores and store variety in the downtown core.

• Loss of employment – Purchasing power is closely tied to employment. The health of the City’s and the region’s economy is critical to the health of Downtown Trail. As mentioned earlier, the aging of the population and the shrinking of the working population pose a considerable threat to the overall disposable income level in Trail and the region. The revitalization of downtown needs to be implemented in conjunction with the City’s and perhaps the region’s overall economic development strategy to attract more businesses to locate in the area.
4.0 CONCLUSIONS

The future of Trail’s downtown is, to a large extent, dependent on the economic health of the City and the larger region. One may argue that no matter how pretty the downtown is, if the economy of the City and the region could not sustain the employment and retail demand, the downtown would still struggle to thrive into the future. This economic analysis finds that the downtown has the potential to transform itself to become, once again, the centre of the City as well as the region provided that certain challenges could be met.

Further diversification of major employers in the City will likely help strengthen the City’s economic sustainability and reduce the severity of the negative impact in the event either Teck or Kootenay Boundary Regional Hospital cuts back on its employment level. The local economy could also be enhanced through further development in support of the tourism industry broadening the revenue sources to include beyond the local region.

Offering more residential options within walking or short distance to downtown is likely to help bring more pedestrian traffic to downtown, changing it from being only a destination by driving for appointments to a place where you wander and explore in the evenings and on weekends. Considering the aging population in Trail and the surrounding area, the downtown could be catered to seniors who may wish to move out of their current single-detached houses to be closer to community amenities and activities without the hassle of driving.

Finally, expanding the range of shopping and amenities offered in downtown is likely to help establish the brand image of downtown Trail being an attractive location for locals and visitors alike to discover and enjoy.
APPENDIX A – DATA SOURCES


ii Ibid (i) – BCStats

iii Ibid (i) – BCStats

iv Ibid (i) – BCStats


vi Ibid (v) – Statistics Canada (2007)


viii Ibid (v) – Statistics Canada (2007)

ix Ibid (v) – Statistics Canada (2007)

x Ibid (vii) – City of Trail (2008)


xv Ibid (xiv) – BCStats (2011)

xvi Ibid (xiv) – BCStats (2011)


xix Ibid (xvi) – Trail & District Arts Council (May 2011)

xx Ibid (xvi) – Trail & District Arts Council (May 2011)
Appendix B

Public Consultation Results
October 27, 2011

City of Trail
Attn: David Perekudoff, CAO
1394 Pine Street
Trail, BC V1R 4E6

Dear David,

**Re: Trail Downtown Plan – Community Open House and Workshop Summary**

On October 3, 2011, MMM Group, in collaboration with the City of Trail and Downtown Opportunities and Action Committee (DOAC), hosted a community open house and workshop. The purpose of the open house and workshop was to provide residents and stakeholders with an opportunity to review the DOAC background material and offer comments and input towards the development of the Trail Downtown Plan.

The following report is a summary of the results obtained from community open house and workshop that hosted by MMM Group on October 3, 2011. Please note the October 3, 2011 open house and workshop display panels are included at the back of this summary.

The event began with an open house, which was approximately 30 minutes in length. It allowed participants to review the various display panels and maps that primarily included work and initiatives that the City and DOAC had initiated prior to MMM Group’s involvement. The background information consisted of a project summary, key project players, project timeline, and a fundamental understanding of the current downtown and DOAC background studies – downtown issues, top 10 key areas of concern, and initiatives that could be done for Trail.

Following the open house, approximately 75 participants engaged in the following three workshop events:

✓ **My Map,**
✓ **My Future Downtown,** and  
✓ **Imagine Downtown Trail.**
‘My Map’

This activity, which was completed in groups of 10, was an exercise where participants were asked to identify areas within the downtown that were notable special interest areas. The following table includes some of the reoccurring responses identified by each group:

<table>
<thead>
<tr>
<th>Good Elements</th>
<th>Poor Elements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Columbia River</td>
<td>Jubilee Park</td>
</tr>
<tr>
<td>Esplanade Ave</td>
<td>Lack of family friendly areas</td>
</tr>
<tr>
<td>Rotary Park</td>
<td>Lack of lighting</td>
</tr>
<tr>
<td>Selkirk College</td>
<td>Empty stores</td>
</tr>
<tr>
<td>Charles Bailey Theatre</td>
<td>Back alleys are scary</td>
</tr>
<tr>
<td>Cenotaph</td>
<td>Too many professional spaces</td>
</tr>
<tr>
<td>1300 blk of Cedar Ave</td>
<td>Union Hotel</td>
</tr>
<tr>
<td>Royal Theatre</td>
<td>Tourist info not easily accessible</td>
</tr>
</tbody>
</table>

‘My Future Downtown’

This exercise involved each workshop participant, using ‘sticky dots’, voting on a preferred downtown style/form using character images that were pre-selected by MMM Group. The character images were specifically chosen to reflect a range of downtown style development within the following categories:

1. Housing
2. Public Art
3. Commercial / Retail
4. Open Space / Parks
5. Streetscapes
6. Mobility and Transportation

Participants were provided with 12 stickers and asked to cast two votes per category. The following photos, within their respective category, received the most votes:
Housing

Commercial / Retail

Streetscapes
Public Art

Open Space / Parks
Mobility and Transportation

Imagine Downtown Trail

For this exercise, participants were asked to share their big ideas of the downtown with the community. Ideas were expressed by writing them down on an extremely large sheet of paper. Everyone was asked to let their imagination run wild by describing how they thought Trail’s downtown public realm could be more beautiful, safe, smart, livable, and better utilized. The following were some of the ideas received by participants:

- Affordable apartments
- Town / farmers market
- Piazza in the downtown core
- Cultural centre
- Convention centre
- Activities during winter season
- Teck built steam clock (30 feet high)
- Casino
- World’s longest mural (on river wall)
- Public washrooms

Overall, the Community Open House and Workshop was a huge success. The quality of comments and feedback received at the event has placed our project team in a good position to move forward with developing the core of the Trail Downtown Plan. Should you have any further questions or require clarification on any of the content within this brief, do not hesitate to contact me.

Sincerely,

[ORIGINAL SIGNED BY]

Davin A. Shillong, MCIP
Project Manager
WELCOME!!!
...to the Trail Downtown Plan Open House and Workshop

Evening Agenda

- **Open House: 6:00 – 6:20pm**
  Take a few minutes to review the background information. When you’re done, please take a seat at one of the tables and the workshop will begin shortly. Feel free to help yourself to refreshments as well.

- **Workshop: 6:20 – 8:00pm**
  In the workshop event, the consultants will lead you through group exercises that will assist us in the development of the Downtown Plan. These fun and interactive exercises include: ‘My Map’, ‘My Future Downtown’ and ‘Imagine Downtown Trail’.

Purpose & Goals

**Purpose**
The primary purpose of this evening’s open house and workshop is to provide the public with previously completed Downtown Trail background information and obtain additional information through the open house and workshop to assist us in developing a Vision for the downtown.

**Goals**
The goals for this evening are to:
1. Initiate an exchange of information between the community and the project team.
2. Provide background information on:
   - Downtown exercises previously completed:
3. Engage the community in a fun and interactive open house and workshop through discussion amongst friends and peers.
4. Build upon what was previously completed and move forward with an a better understanding of your desires for a healthier downtown.
TRAIL DOWNTOWN PLAN BACKGROUND

In 2010, Trail City Council identified the need to develop key issues and future initiatives in the interest of maintaining an active, vibrant and sustainable downtown core. A Select Committee was established to be charged with finding solutions that will result in economic revitalization of this very important part of the community. The Terms of Reference (ToR) of the Downtown Opportunities and Action Planning Committee (“DOAC”) outline the committee’s mandate and functions. These ToR also identify representation on the committee from various sectors of the community.

In August 2011, the City of Trail announced that MMM Group Limited was chosen to develop the Renewal Plan for downtown Trail. The Downtown Plan is an initiative of the DOAC Committee and will consider and incorporate a number of key issues, such as parking and traffic flows, infrastructure and market assessment and recommended upgrades, streetscape improvements, redevelopment opportunities, and design guidelines.

KEY PLAYERS

1. DOAC: Downtown Committee - Dieter Bogs, Mayor - Jack Balfour, Councillor - Al Graham, Councillor - David Pehrehudoff, CAO - Michelle McIsaac, Corporate Administrator - Barb Blatchford, Publisher – Trail Times - James Ferraro, Owner, Ferraro Foods - Lisa McGrail, Owner - Royal Theatre - Richard Daoust, Century 21 - Kevin Jolly, Executive Chair - Sandy Santori, Executive Director - Maggie Stayonovich, Executive Director - Betty Anne Marino, Promotion Coordinator

2. City of Trail: Project Director - David Pehrehudoff, CAO - Michelle McIsaac, Corporate Administrator

3. MMM Group Ltd.: Project Consultant - Robert T. Evans, Project Manager - Davin A. Shilling, Project Coordinator

PROJECT TIMELINE

Phase 1  Project Initiation - Background review, kick-off meeting  Aug 2011

Phase 2  Data Collection & Existing Conditions - Public Realm, Traffic, Infrastructure, Economic Market Analysis  Sep / Oct 2011

Phase 3  Consultation & Public Realm Design - Open House, Workshop, Social Media, etc  Oct / Nov 2011

Phase 4  Downtown Plan Preparation - Text and Concept Development  Nov 2011 - Jan 2012

Phase 5  Project Closure - Project Wrap-up  Jan / Feb 2012

City of Trail
Community Open House and Workshop - Oct 03/11

MMM Group Limited  |  May 2012
FUNDAMENTAL UNDERSTANDING

There is a committed effort that has been started to address the challenges for economic and physical revitalization of downtown Trail. This challenge was brought to the attention of City of Trail, merchants, property owners and various stakeholders with an interest in the future of downtown Trail.

The City of Trail and Downtown Opportunities and Action Committee has hosted previous exercises in an effort to engage the community and / or stakeholders about the various opportunities and challenges that face the downtown area. The information arising from those exercises were documented and, based on those documents, we have a fundamental understanding of how the community feels about the downtown area. The following is a summary of those sentiments reflected in the previous downtown exercises:

Downtown Issues (taken from a larger list of issues):
- Lack of variety of merchandise
- Need for better river access
- Conditions of buildings is deteriorating
- Parking meters causing concern for merchants
- Lack of transit
- Attitude. Service is lacking!
- Lack of a Main Street
- City initiatives
- Disposable income may not be staying in Trail
- Downtown uninviting
- Competition with Walmart
- Housing caters to low income
- Lack or art / market
- Walkability / movement
- River as focal point should be considered
- Vacant buildings
- Provide housing alternatives
- Way-finding is required
- Vagrants are using streets / building as "bathrooms"
- Traffic friendly
- Downtown not friendly atmosphere
- Need leader for organization
- Attraction / events – get people off the highway and into downtown
- Reason to be downtown
- Build around assets of Trail
- Businesses need to wake up: create organization such as BIA
- Hours of business
- Some areas under serviced

Top 10 Key Areas of Concern:
- Appearance of buildings
- Streetscape revitalization / appeal
- Cultural / tourism draw
- Create catalysts for development
- Lack of collective marketing strategy from business community
- Upgrade promotional initiatives
- Attract new businesses and developer interest to the core
- Address real and perceived social issues
- Develop medium to high density housing
- Address street circulation and parking availability

What can be done for Trail?
- Develop a plan – direction is required
- Downtown needs residential
- Signage
- Plaza
- River as a focal point
- Get rid of vagrant "nests"
- Major events programming
- Work together
- Market creates traffic
- Communities in Bloom effort, such as at Gyro Park
- Build on strengths
- Development process: City to expedite or facilitate

City of Trail
Community Open House and Workshop - Oct 03/11
City of Trail
Aerial Image - Oct 03/11
MY FUTURE DOWNTOWN
(Exercise B)

A healthy downtown Trail core is a critical part of the community. Generally, a downtown should:
- Define a community’s identity
- Foster a sense of belonging
- Provide retail, art, and shopping
- Be a hub for meeting and gathering
- Offer a space for many occasions
- Leave a lasting impression on visitors / tourists, investors and local community members to support the local economy
- Offer great places and spaces (e.g. open spaces)
- Include multiple attractions and destinations
- Offer a mix of uses including commercial and residential
- Offer mobility, connectivity, and accessibility

This exercise involves casting your vote for a preferred downtown style / form in the following categories:
- Housing
- Commercial / Retail
- Streetscapes
- Public Art
- Open Space / Parks
- Mobility and Transportation

Each member of your group has been provided only six stickers. Each sticker represents one vote for each category. Using the character images as a guide, place your sticker on the preferred style. Remember, there are no wrong answers.

City of Trail
Community Open House and Workshop - Oct 03/11
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IMAGINE DOWNTOWN TRAIL... (Exercise C)

This exercise involves sharing your positive ideas with the community (and the consultants) in an effort to generate even more ideas. Tell us how you think Trail’s downtown public realm could be more beautiful, safe, smart, livable, and better utilized. Let your imagination run wild. We welcome ideas that are small, medium, large, and out of this world! Your ideas will be used as inspiration!!

Wouldn’t it be great if the Old Street Bridge reopened to pedestrian and cyclist traffic, connecting the core downtown to the 2nd Avenue area.

Imagine downtown Trail if parking was not an issue.
# Trail Downtown Revitalization - Youth

## 1. What is your age?

<table>
<thead>
<tr>
<th>Age</th>
<th>Response Percent</th>
<th>Response Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 12 years old</td>
<td>0.0%</td>
<td>0</td>
</tr>
<tr>
<td>12 - 14 years</td>
<td>0.0%</td>
<td>0</td>
</tr>
<tr>
<td>15 - 17 years</td>
<td>95.7%</td>
<td>44</td>
</tr>
<tr>
<td>18 years and older</td>
<td>4.3%</td>
<td>2</td>
</tr>
</tbody>
</table>

Answered question: 46

Skipped question: 0

## 2. Gender

<table>
<thead>
<tr>
<th>Gender</th>
<th>Response Percent</th>
<th>Response Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Female</td>
<td>46.7%</td>
<td>21</td>
</tr>
<tr>
<td>Male</td>
<td>53.3%</td>
<td>24</td>
</tr>
</tbody>
</table>

Answered question: 45

Skipped question: 1

## 3. How long have you lived in Trail?

<table>
<thead>
<tr>
<th>Time Period</th>
<th>Response Percent</th>
<th>Response Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Less than 2 years</td>
<td>9.1%</td>
<td>4</td>
</tr>
<tr>
<td>2 - 5 years</td>
<td>4.5%</td>
<td>2</td>
</tr>
<tr>
<td>5 - 10 years</td>
<td>13.0%</td>
<td>6</td>
</tr>
<tr>
<td>10 years +</td>
<td>72.7%</td>
<td>32</td>
</tr>
</tbody>
</table>

Answered question: 44

Skipped question: 2

## 4. How often do you go downtown?

<table>
<thead>
<tr>
<th>Frequency</th>
<th>Response Percent</th>
<th>Response Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Everyday</td>
<td>21.7%</td>
<td>10</td>
</tr>
<tr>
<td>3 - 5 times per week</td>
<td>28.3%</td>
<td>13</td>
</tr>
<tr>
<td>1 - 3 times per week</td>
<td>21.7%</td>
<td>10</td>
</tr>
<tr>
<td>Once a week</td>
<td>15.2%</td>
<td>7</td>
</tr>
<tr>
<td>Once a month</td>
<td>6.5%</td>
<td>3</td>
</tr>
<tr>
<td>Almost never</td>
<td>6.5%</td>
<td>3</td>
</tr>
</tbody>
</table>

Answered question: 46

Skipped question: 0

## 5. As a young adult, describe what you think of downtown Trail:

Answered question: 46

Skipped question: 0

## 6. Describe why you and your friends don’t visit downtown Trail more often.

Answered question: 45

Skipped question: 1
7. What would it take for your and your friends to visit downtown Trail more often? Choose all that apply.

<table>
<thead>
<tr>
<th>Option</th>
<th>Response Percent</th>
<th>Response Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arcade / kids entertainment</td>
<td>38.6%</td>
<td>17</td>
</tr>
<tr>
<td>More shopping</td>
<td>79.5%</td>
<td>35</td>
</tr>
<tr>
<td>More restaurants</td>
<td>52.3%</td>
<td>23</td>
</tr>
<tr>
<td>Parks / open space</td>
<td>40.9%</td>
<td>18</td>
</tr>
<tr>
<td>More frequent / easier bus access</td>
<td>22.7%</td>
<td>10</td>
</tr>
<tr>
<td>Your programs / Youth centre</td>
<td>20.5%</td>
<td>9</td>
</tr>
<tr>
<td>Concerts / festivals</td>
<td>45.5%</td>
<td>20</td>
</tr>
<tr>
<td>Walking and bike paths</td>
<td>20.5%</td>
<td>9</td>
</tr>
<tr>
<td>Central gathering / hang-out areas</td>
<td>50.0%</td>
<td>22</td>
</tr>
<tr>
<td>Free Wi-Fi</td>
<td>52.3%</td>
<td>23</td>
</tr>
<tr>
<td>Job Opportunities</td>
<td>38.6%</td>
<td>17</td>
</tr>
<tr>
<td>Other (please specify)</td>
<td></td>
<td>3</td>
</tr>
</tbody>
</table>

**Answered question:** 44

**Skipped question:** 2

8. From your perspective, what are the top three challenges that face downtown Trail?

<table>
<thead>
<tr>
<th>Challenge</th>
<th>Response Count</th>
</tr>
</thead>
</table>

**Answered question:** 43

**Skipped question:** 3

9. After high school graduation, do you plan to pursue a post-secondary education (i.e. college / university)?

<table>
<thead>
<tr>
<th>Option</th>
<th>Response Percent</th>
<th>Response Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes (skip to question 11)</td>
<td>91.1%</td>
<td>41</td>
</tr>
<tr>
<td>No</td>
<td>2.2%</td>
<td>1</td>
</tr>
<tr>
<td>Unsure (skip to question 11)</td>
<td>6.7%</td>
<td>3</td>
</tr>
</tbody>
</table>

**Answered question:** 45

**Skipped question:** 1

10. If you answered “no” to question 9, do you intend to stay in Trail?

<table>
<thead>
<tr>
<th>Option</th>
<th>Response Percent</th>
<th>Response Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes, because</td>
<td>66.7%</td>
<td>2</td>
</tr>
<tr>
<td>No, because</td>
<td>33.3%</td>
<td>1</td>
</tr>
</tbody>
</table>

**Answered question:** 3

**Skipped question:** 43

11. Where do you intend to pursue your post-secondary education?

<table>
<thead>
<tr>
<th>Location</th>
<th>Response Percent</th>
<th>Response Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Within the Kootenay region</td>
<td>16.7%</td>
<td>6</td>
</tr>
<tr>
<td>Outside the Kootenay region</td>
<td>83.3%</td>
<td>30</td>
</tr>
<tr>
<td>Other (please specify)</td>
<td></td>
<td>13</td>
</tr>
</tbody>
</table>

**Answered question:** 36

**Skipped question:** 10
12. Upon completion of your post-secondary education, do you plan to return to Trail?

<table>
<thead>
<tr>
<th>Response</th>
<th>Response Percent</th>
<th>Response Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td>19.5%</td>
<td>8</td>
</tr>
<tr>
<td>No</td>
<td>31.7%</td>
<td>13</td>
</tr>
<tr>
<td>Unsure</td>
<td>48.8%</td>
<td>20</td>
</tr>
</tbody>
</table>

answered question 41
skipped question 5

13. If you answered "no" to question 12, describe why.

<table>
<thead>
<tr>
<th>Response</th>
<th>Response Count</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>15</td>
</tr>
</tbody>
</table>

answered question 15
skipped question 31
Selkirk College Survey, Summary Report

(Completion rate: 86.54%)

What is your age?

<table>
<thead>
<tr>
<th>Response</th>
<th>Chart</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>18 - 24</td>
<td></td>
<td>57%</td>
</tr>
<tr>
<td>25 - 30</td>
<td></td>
<td>9%</td>
</tr>
<tr>
<td>30 - 35</td>
<td></td>
<td>13%</td>
</tr>
<tr>
<td>35 - 40</td>
<td></td>
<td>2%</td>
</tr>
<tr>
<td>40 - 60</td>
<td></td>
<td>19%</td>
</tr>
<tr>
<td>60+</td>
<td></td>
<td>0%</td>
</tr>
</tbody>
</table>

Total Responses

Please indicate your gender

<table>
<thead>
<tr>
<th>Response</th>
<th>Chart</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td></td>
<td>26%</td>
</tr>
<tr>
<td>Female</td>
<td></td>
<td>74%</td>
</tr>
</tbody>
</table>

Total Responses

Currently, I am a resident of:

<table>
<thead>
<tr>
<th>Response</th>
<th>Chart</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Trail</td>
<td></td>
<td>74%</td>
</tr>
<tr>
<td>Castlegar</td>
<td></td>
<td>9%</td>
</tr>
<tr>
<td>Nelson</td>
<td></td>
<td>0%</td>
</tr>
<tr>
<td>Grand Forks</td>
<td></td>
<td>0%</td>
</tr>
<tr>
<td>Rossland</td>
<td></td>
<td>7%</td>
</tr>
<tr>
<td>Fruitvale</td>
<td></td>
<td>2%</td>
</tr>
<tr>
<td>Salmo</td>
<td></td>
<td>0%</td>
</tr>
<tr>
<td>Slocan Valley</td>
<td></td>
<td>0%</td>
</tr>
<tr>
<td>Other (Please specify)</td>
<td></td>
<td>13%</td>
</tr>
</tbody>
</table>

Total Responses

Are you a full-time or part-time student?

<table>
<thead>
<tr>
<th>Response</th>
<th>Chart</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Full-time</td>
<td></td>
<td>72%</td>
</tr>
<tr>
<td>Part-time</td>
<td></td>
<td>28%</td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td>0%</td>
</tr>
</tbody>
</table>

Total Responses

Provided you can secure a position in your field of interest, would you consider
after you completed your studies?

<table>
<thead>
<tr>
<th>Response</th>
<th>Chart</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes (please indicate why)</td>
<td></td>
<td>48%</td>
</tr>
<tr>
<td>No (please indicate why)</td>
<td></td>
<td>31%</td>
</tr>
<tr>
<td>Unsure (please indicate why)</td>
<td></td>
<td>21%</td>
</tr>
</tbody>
</table>

Total Responses
What is your current perception of Downtown Trail?
The 46 response(s) to this question can be found in the appendix.

If you live within close proximity to Trail, how often do you visit downtown class / school attendance)?

<table>
<thead>
<tr>
<th>Response</th>
<th>Chart</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>+ 5 or more times per week</td>
<td></td>
<td>19%</td>
</tr>
<tr>
<td>2 – 4 times per week</td>
<td></td>
<td>40%</td>
</tr>
<tr>
<td>Once a week</td>
<td></td>
<td>30%</td>
</tr>
<tr>
<td>Once a month</td>
<td></td>
<td>2%</td>
</tr>
<tr>
<td>Infrequently</td>
<td></td>
<td>6%</td>
</tr>
<tr>
<td>Never</td>
<td></td>
<td>0%</td>
</tr>
<tr>
<td>I don’t live within close proximity to Trail</td>
<td></td>
<td>2%</td>
</tr>
</tbody>
</table>

Total Responses

Please list the top three reasons why you visit Downtown Trail:
The 44 response(s) to this question can be found in the appendix.

What would it take for you to visit downtown Trail more frequently? (Check all that apply)

<table>
<thead>
<tr>
<th>Response</th>
<th>Chart</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Night Life / Entertainment (e.g. night club, pubs, bars, etc.)</td>
<td></td>
<td>34%</td>
</tr>
<tr>
<td>Farmers market</td>
<td></td>
<td>45%</td>
</tr>
<tr>
<td>More shopping</td>
<td></td>
<td>66%</td>
</tr>
<tr>
<td>More restaurants</td>
<td></td>
<td>47%</td>
</tr>
<tr>
<td>Parks / open space</td>
<td></td>
<td>9%</td>
</tr>
<tr>
<td>More frequent / easier bus access</td>
<td></td>
<td>13%</td>
</tr>
<tr>
<td>Concerts / festivals / events</td>
<td></td>
<td>34%</td>
</tr>
<tr>
<td>Walking and bike paths</td>
<td></td>
<td>11%</td>
</tr>
<tr>
<td>Free Wi-Fi</td>
<td></td>
<td>2%</td>
</tr>
<tr>
<td>Public transportation between neighbouring communities</td>
<td></td>
<td>11%</td>
</tr>
<tr>
<td>Other (please specify)</td>
<td></td>
<td>13%</td>
</tr>
</tbody>
</table>

Total Responses

Are you currently living in downtown Trail?
The 47 response(s) to this question can be found in the appendix.

<table>
<thead>
<tr>
<th>Response</th>
<th>Chart</th>
<th>Percentage</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td></td>
<td>13%</td>
<td>6</td>
</tr>
<tr>
<td>No</td>
<td></td>
<td>87%</td>
<td>41</td>
</tr>
</tbody>
</table>

Total Responses

If you answered yes to the previous question, please describe what you like / dislike about living downtown.
The 5 response(s) to this question can be found in the appendix.

Have you ever lived in downtown Trail?
The 46 response(s) to this question can be found in the appendix.

<table>
<thead>
<tr>
<th>Response</th>
<th>Chart</th>
<th>Percentage</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
<td></td>
<td>9%</td>
<td>4</td>
</tr>
<tr>
<td>No</td>
<td></td>
<td>91%</td>
<td>42</td>
</tr>
</tbody>
</table>

Total Responses

If you answered yes to the previous question, please describe what you liked / disliked about living downtown.
The 2 response(s) to this question can be found in the appendix.

If you were to live in downtown Trail as a Selkirk College student, which housing arrangement would you prefer?
The 46 response(s) to this question can be found in the appendix.

<table>
<thead>
<tr>
<th>Response</th>
<th>Chart</th>
<th>Percentage</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Separate house</td>
<td></td>
<td>17%</td>
<td>8</td>
</tr>
<tr>
<td>Large apartment / condo building</td>
<td></td>
<td>30%</td>
<td>14</td>
</tr>
<tr>
<td>Townhouse</td>
<td></td>
<td>4%</td>
<td>2</td>
</tr>
<tr>
<td>Flat / loft above commercial space</td>
<td></td>
<td>11%</td>
<td>5</td>
</tr>
<tr>
<td>2 – 4 unit residential building</td>
<td></td>
<td>11%</td>
<td>5</td>
</tr>
<tr>
<td>Student housing</td>
<td></td>
<td>24%</td>
<td>11</td>
</tr>
<tr>
<td>Other</td>
<td></td>
<td>2%</td>
<td>1</td>
</tr>
</tbody>
</table>

Total Responses

Total Responses
Appendix C
Downtown Design Guidelines
# Table of Contents

1.0 SITE PLANNING AND MASSING  1  
1.1 Communicate with Physical Environment  1

2.0 ARCHITECTURAL CREATIVITY  2  
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Downtown Trail offers an array of historical significance, some of which originates from its deep Italian heritage. The community takes pride in its Italian heritage and the roots of past generations that settled from Europe in the early 1900’s.

Trail’s original Italian neighbourhood, the Gulch, is flanked by Trail’s downtown, providing demand for goods and services. Imagine a downtown ‘Little Italy’ corridor as a celebration of the community’s Italian routes. The downtown could feature old country character with an array of mixed use, multicultural areas that boast a full complement of retail, commercial, office, and residential uses linking the community to the heart of downtown. There are numerous opportunities for growth and development amongst the many restaurants, eateries and businesses currently within downtown Trail.

Downtown Trail should be promoted as a mixed use area with commercial and office uses occupying the street level, and residential and office uses utilize upper storey space, with an Italianesque flare. Several existing areas within the downtown should be preserved through the implementation of these design guidelines. There are significant opportunities for infill development on the numerous vacant lots, empty storefronts, and buildings within the downtown.

The purpose of the Trail Downtown Design Guidelines (TDDG) is to provide adequate standards or benchmarks that are applied to downtown development or redevelopment. The primary goal of the Trail downtown design guidelines is to facilitate development which is pedestrian oriented in form and transitional through time. The City is encouraged to establish an accepted Italian colour palette and promote development and redevelopment of the downtown through its Italian routes.

The Trail Downtown design guidelines were development with following three objectives:

- To manage the form and character of new, revised, and / or updated infill development for all commercial and residential uses within Trail’s downtown core;
- Provide developers, stakeholders, and merchants with design criteria for the submission of a development or redevelopment application;
- Focus on encouraging the development to compliment, respect, and enhance the overall quality and character of downtown streets.

USING THE TRAIL DOWNTOWN DESIGN GUIDELINES

The Trail Downtown Design Guidelines have been developed to assist developers, merchants, and future applicants in the preparation of their development permit applications with downtown development and redevelopment. The TDDG is further encouraged to be used by municipal staff and Council as a cross-reference tool to evaluate development and redevelopment applications for the use and development of commercial and residential development within Downtown Trail.

The TDDG’s are to be used as a guide to supplement the Zoning Bylaw and Official Community Plan. Conformity with the Trail Zoning Bylaw and Official Community Plan do not ensure compatibility. Therefore the TDDG should be read in conjunction with the Trail Zoning Bylaw and Official Community Plan.

The intent of the TDDG is to encourage developers to be mindful of the design principles and ensure they are respected. Where proposed developments do not conform to the TDDG but offer alternatives to the guidelines, they should be reviewed to ensure the intent and goal of the guidelines are met with respect to the overall vision of Downtown Trail.

Preamble
1.0 Site Planning and Massing

1.1 Communicate with Physical Environment

The scale and massing of the physical environment and massing of buildings impact a person’s sense of place within the downtown. Both the footprint and the massing of a building should reflect the role it will play in the larger composition of the buildings in the downtown. When considering building design, develop a concept and compose the building’s massing in response to geographic conditions and patterns of urban form found nearby or beyond the immediate context of the building site.

Some areas downtown will be transitional environments, where existing development patterns are likely to change. In these areas, design should respond to changing goals and planning efforts, recognizing that new development will establish the context to which future development will respond.

Considerations and Guidelines:

- Where possible, building massing should articulate transitions from pedestrian scale and give expression to the building at higher floors through the use of step-backs.
- Building heights above three storeys should step back a minimum of 1.2 metres to reduce the impact of height and shadow.
- Mechanical penthouses and service areas should be incorporated as part of the building design, composition, and massing.
- Building shadows (day and seasonal) should be considered for development of new buildings to ensure adequate sunlight is available to pedestrians.
- Large or long buildings should integrate articulation and modulation within building massing to provide variation that is scaled to the surrounding buildings.
- Buildings should be articulated and designed to reduce perceived mass and complement the human scale. All buildings should address the street and create a pedestrian scale at ground level.
- Feature building elements should be located at key focus areas to enhance building presence and public realm.
- Buildings should be designed for longevity. The use of high high-quality materials and methods should be utilized.
- The use of high-quality materials and complementary colours within the composition of the facades should communicate durability, longevity, and be timelessness.
2.0 Architectural Creativity

2.1 Building Character, Materials, and Base Design

The built-form, design, and architectural integrity of downtown can significantly enhance the identity of community, attract residents and tourists, and provide a lively, exciting, and animated environment. Building design details are the crafted pieces that compose the larger elements. The quality of such details and how they fit together, contribute to a building’s visual interest and its ability to convey human scale and enhance the public realm.

Considerations and Guidelines:

- New buildings and restoration should reinforce the highlights of the downtown, while integrating the historical significance of Trail’s Italian history while establishing timeless architecture and design context.
- Achieve a level of continuity through consistent use of building materials and common colour palette which emphasize Italian roots.
- All new buildings and major renovations should integrate strong interface between buildings and outdoor spaces, with views, pedestrian shelter, transparency, and active uses on the ground floor, etc.
- New building development should be designed with flexibility in mind so they may have the ability to be converted spaces in the future.
- Buildings designed with larger footprints are encouraged to integrate courtyard space as a form of shelter from the elements (i.e. wind, rain, wind, etc.).
- Architectural detailing should be integrated into building design to emphasize cornices, corners, doors, and windows.
- Buildings are encouraged to articulate the building’s facades vertically or horizontally in intervals that reflect existing structures or development pattern.
- Building design and the adjacent spaces for street level uses should be designed to engage pedestrians with activities occurring within them. Sidewalk-related spaces should be perceived as safe, welcoming, and open to the general public.
2.2 Building Base, Facades, and Entries

Building bases, and their entrances, should be designed with interactive at-grade uses to encourage pedestrian vibrancy and animation. Well-designed building bases and their entrances significantly adds to streetscape conditions through building character and architectural expression. It is strongly encouraged that a variety of building bases and pedestrian entrance points be integrated into building base conditions.

Considerations and Guidelines:

- Buildings should be designed in harmony with the streetscape, creating spaces that are conducive to the pedestrian realm and provide experiences though features such as open facades, multiple building entries, transparent window glazing that encourage visibility into building interiors, and quality exterior finish materials.
- Front entrances and doors should be designed to interact with the open space within the pedestrian realm.
- Pedestrian pathways and active building uses should be design to provide pedestrian linkages and connectivity.
- Passive recreational areas for reading, socializing, and people-watching should be easily accessible from primary circulation points and provide views of the outdoors to promote informal interaction and animation.
- Building uses at-grade must be highly interactive, transparent, and integrate pedestrian-oriented design elements such as shelters and breezeways.
- Building facades are encouraged to provide a minimum of 40% wall-to-window ratio for above ground levels. Ground floor levels are encouraged to provide a minimum of 80% wall-to-window ratio.
- Buildings, specifically new buildings, should be designed to maximize opportunities for pedestrian connectivity to pedestrian routes, spaces, and the overall pedestrian network.
- Building entrances should be designed with similar style and material used within building facades.
- Entrances and doorways should be well framed and, where possible, should be transparent and encourage internal building views.
- Building entrances should project from the façade or be recessed within the façade creating obvious visual cues.
- Appropriate architectural features or elements, such as down lighting, signage, porches, canopies, are encouraged to emphasize entry points and reinforce identity.
3.0 Public Realm and Streetscape

3.1 Encourage Pedestrian Interaction

A pedestrian focus will improve the quality of life within the downtown by offering residents and tourists an experience that is based upon accessibility, interest, and animation. Downtown experiences will be reformed and strengthened through a variety of opportunities for formal and informal interaction. Spaces for street level uses will be designed to engage pedestrians with the activities occurring within them. Sidewalk-related spaces should appear safe, welcoming, and open to the general public.

Considerations and Guidelines:

- At-grade uses within buildings should be pedestrian oriented and reinforce existing retail concentrations; vary in size, width, and depth; enhance main pedestrian links between areas; and establish new pedestrian activity where appropriate to meet area objectives.
- At-grade uses should be designed to provide access to the general public, be open during established shopping hours, generate walk-in pedestrian clientele, and contribute to a high level of pedestrian activity.
- Where possible, retailers and shop owners are encouraged to attract patrons with products or services that “spill-out” onto the sidewalk.
- Consider setting portions of the building back slightly to create spaces conducive to pedestrian-oriented activities such as vending, resting, sitting, or dining.
- Enhance streetscape articulation and enhancement of pedestrian realm through open facades, multiple building entries, transparent window glazing, merchandise display windows, and street front open space that features art work and street furniture.
3.2 Design Interactive Facades

Buildings should not have large blank walls facing the street, especially near sidewalks. Blank facades limit pedestrian interaction with the building, effectively “deadening” the street environment where they occur. Blank facades provide opportunities for defacement with graffiti and encourage other undesirable activities.

Considerations and Guidelines:

- Extended and blank building facades (without windows) must be avoided to the greatest extent possible, thus enhancing pedestrian-oriented space and the public realm. Landscape screening methods or wall art should be utilized to mitigate blank walls.
- Building facades are encouraged to provide a minimum of 40% wall-to-window ratio for above ground levels. Ground floor levels are encouraged to provide a minimum of 80% wall-to-window ratio.
- Buildings are encouraged to enliven existing blank facades by providing various treatments including, but not limited to:
  » small retail spaces (as small as 50 square feet) for food bars, newsstands, and other specialized retail tenants;
  » visibility into building interiors;
  » limited lengths of blank walls;
  » a landscaped or raised bed planted with vegetation that will grow up a vertical trellis or frame installed to obscure or screen the wall’s blank surface;
  » high quality public art in the form of a mosaic, mural, decorative masonry pattern, sculpture, relief, etc., installed over a substantial portion of the blank wall surface;
  » small setbacks, indentations, or other architectural means of breaking up the wall surface;
  » different textures, colors, or materials that break up the wall’s surface;
  » special lighting, a canopy, awning, horizontal trellis, or other pedestrian-oriented feature to reduce the expanse of the blank surface and add visual interest;
  » seating ledges or perches (especially on sunny facades and near bus stops); and
  » merchandising display windows or regularly changing public information display cases. (Note that a commitment to a high level of maintenance is essential if this strategy is employed.)
3.3 Create Active Lanes and Alleys

Downtown alleys and lanes can be threatening or alluring, and often both. Similar to streets, alleys and lanes should accommodate a variety of needs while providing for a safe and comfortable pedestrian environment. To increase pedestrian safety, comfort, and interest, alleys and lanes are encouraged to be developed in response to any unique conditions that the site or a project may present.

Considerations and Guidelines:

- Extend retail space fenestration into the alleys and lanes.
- Provide a niche for recycling and waste receptacles to be shared with nearby, older buildings lacking such facilities.
- Add effective lighting to enhance visibility and safety.
- Enhance the facades and surfaces in and adjacent to alleys and lanes to create parking access that is visible, safe, and welcoming for drivers and pedestrians.
- Where applicable, locate alley and lane parking garage entry and/or exits near the building entrances.
- Install highly visible signage indicating parking rates and availability on the building facade adjacent to the alley.
4.0 Public Amenities

Public spaces should be designed to promote a visually pleasing, safe, and active environment for workers, residents, and visitors. Existing and new buildings are encouraged to incorporate landscape design, signage, and lighting to enhance the pedestrian environment, reinforce the downtown public realm, and provide for an enhanced experience.

4.1 Enhance Buildings through Landscape Design

To avoid public safety problems, maintain trees and shrubs so that normal lines of sight are preserved and nighttime security lighting. Buildings, and their sites, can be further enhanced with generous landscaping – which includes special pavements, trellises, screen walls, planters, and site furniture, as well as living plant material.

Considerations and Guidelines:

- Distinctively landscape open areas created by building modulation.
- Soften the building by screening blank walls, terracing retaining walls, etc.
- Increase privacy and security through screening and/or shading.
- Provide a framework such as a trellis or arbor for plants to grow on.
- Incorporate upper story planter boxes or roof planters.
- Provide identity and reinforce a desired feeling of intimacy and quiet.
- Provide brackets for hanging planters;
- Consider how the space will be viewed from the upper floors of nearby buildings as well as from the sidewalk (i.e. visual impact analysis).

- Emphasize entries with special planting in conjunction with decorative paving and/or lighting.
- Include a special feature such as a courtyard, fountain, or other water feature.
- Incorporate a planter guard or low planter wall as part of the architecture.
4.2 Provide Appropriate Signage

Signage should be designed for five primary purposes: 1) facilitate rapid orientation, 2) to add interest to the street level environment and pedestrian realm, 3) to reduce visual clutter, 4) to uniquely identify a storefront, and 5) to enhance the appearance and safety of the downtown. With this in mind, all signage, including municipal based signage, should be designed for the scale and character of the downtown as a whole. All signs should be oriented to pedestrians and/or persons in vehicles on streets within downtown.

Considerations and Guidelines:

- Integrate signs with building architecture so as to not dominate the façade.
- Well-proportioned and design projecting signs are encouraged.
- Storefront signage should be limited to a horizontal signage band, blade signs, lettering painted on awnings, and storefront doors.
- Blade signs placed underneath overhead weather protection are encouraged to enable greater visibility and provide visual variety.
- Creative and pedestrian oriented signs are encouraged.
4.3 Provide Adequate Lighting

To promote a sense of security for people downtown during evening and nighttime hours, appropriate levels of lighting should be provided on the building facades, on the underside of overhead weather protection, on and around street furniture, in merchandising display windows, in landscaped areas, and on signage.

Considerations and Guidelines:

- Illuminate distinctive features of the building, including entries, signage, canopies, and areas of architectural detail and interest.
- Surface lit pedestrian signs and back lit awning signs are encouraged on facades and storefronts.
- Install lighting in display windows that spills onto and illuminates the sidewalk.
- “Wall wash” lighting is encouraged
- Orient outside lighting to minimize glare within the public right-of-way
- Select and implement a downtown street lamp standard
4.4 Design for Safety and Security

Safety is a top priority for residents and visitors within a downtown. It is critical for a downtown to project a feeling of safety at all times. Existing buildings, storefronts, and sites should be designed to promote personal safety and security.

Considerations and Guidelines:

- Adequate lighting on streets, storefronts, and building facades must be provided.
- Retain clear lines of sight into and out of entries, open spaces, and civic plaza.
- Where possible, use semi-transparent security screening, rather than opaque walls.
- Avoid blank and windowless walls that attract graffiti and that do not permit residents or workers to observe the street.
- Use landscaping that maintains visibility, such as short shrubs and trees pruned so that all branches are above head height.
- Avoid architectural features that provide hiding places for criminal activity.
- Design parking areas to allow natural surveillance by maintaining clear lines of sight for parking patrons, passing pedestrians, and occupants of nearby buildings.
- Install clear directional signage.
- Encourage “eyes on the street” through the placement of windows, balconies, and street-level uses.
- Ensure CPTED (Crime Prevention Through Environmental Design) principles are implemented within the downtown.
Naturally, the vehicle must be accommodated within the downtown. However, it should not be the central force behind planning and design efforts. Instead, surface parking efforts must be meticulously balanced between the vehicle and pedestrian. Surface parking lots are often the element of a downtown that creates first impressions for visitors. In recognition of this, downtown surface parking lots must be attractive, appealing, provide a sense of safety and, in their own way, create an experience for the visitor.

Considerations and Guidelines:

- On-street metred parking should be provided in a variety of key locations with the purpose of offering the visitor barrier-free and short-term parking.
- Surface parking lots should be located behind or beside primary building frontages or facades.
- The number of vehicle access points to a surface parking site should be limited to only those necessary.
- In order to provide for a safer and more generous pedestrian realm, more landscaping and reduce the length of pedestrian crossings, minimize dimensions of drive aisles, access mouths, stacking lanes or turning radii.
- Provide a safe, interconnected pedestrian network within and adjacent to parking lots to connect building entrances, parking spaces, public.
- Main pedestrian routes should be reinforced with landscaping, low walls, fences, entry features, where appropriate sidewalks, transit stops and other pedestrian destinations
- Distribute landscaping throughout the site to soften and screen parking lot edges, reinforce circulation routes, create a pleasant pedestrian realm and maximize shade and storm water benefits.
- Parking areas should be screened and integrated into the streetscape and architectural fabric of the City.
- Enhance street access driveways, internal vehicle routes and pedestrian passages with curbed landscape planting areas, shade tree planting, street furniture and lighting.
- Lighting should be designed to be aesthetically integrated with the architecture, landscape and streetscape lighting should be designed to ensure that loading and servicing areas do not create potential hiding places or blind spots.
Appendix D

Comprehensive Priority Matrix
<table>
<thead>
<tr>
<th>Action Item</th>
<th>Principle Idea</th>
<th>Timing</th>
<th>Cost Implications</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Downtown Gateway Corridor</strong></td>
<td>Establish framework of entry features and green streetscape to build urban identity to provide “cues” that a visitor is entering the Downtown</td>
<td>Short</td>
<td>- Complete gateway implementation</td>
</tr>
<tr>
<td></td>
<td>- Establish gateway architectural features at Bay Avenue, Cedar Avenue, Pine Avenue, and vicinity of Best Western Hotel and Gulch</td>
<td>Medium</td>
<td>- Establish yearly capital expenditures</td>
</tr>
<tr>
<td></td>
<td>- Bay Avenue feature should be the most dominant in height and massing</td>
<td>Long</td>
<td>- Consulting fees</td>
</tr>
<tr>
<td></td>
<td>- Establish a new City entry feature within existing landscape island at west end of Gulch</td>
<td></td>
<td>- Staff time</td>
</tr>
<tr>
<td></td>
<td>- Implement a street tree and centre median planting program along Victoria Street from Bridge to vicinity of Best Western Hotel</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Prepare concept designs with costing for gateway features</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Select Gateway priority locations(s) and prepare detail design and construct</td>
<td></td>
<td></td>
</tr>
<tr>
<td></td>
<td>- Consider funding sources for street tree program and implement pilot program</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>- Initiate discussions with MoTI on landscape works in highway corridor</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Downtown Streetscape</strong></td>
<td>Improve existing Downtown streetscape and intersections to reinforce their importance to pedestrian use and retail vitality</td>
<td>Short</td>
<td>- Establish yearly capital expenditures</td>
</tr>
<tr>
<td></td>
<td>- Add bump outs, raised crosswalks, textured crosswalks, and landscaped medians</td>
<td></td>
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<tr>
<td></td>
<td>- Where needed, add new street furniture (benches, trash receptacles, etc.) to “freshen up” the streetscape</td>
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<tr>
<td></td>
<td>- Add new corner features at intersections (public art, heritage plaques, banners, street signage, etc.) that reflects Trail’s Italian heritage</td>
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<tr>
<td></td>
<td>- Establish a commitment to the introduction of public art installation throughout Downtown streets</td>
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<tr>
<td></td>
<td>- Establish heritage interpretive signage/displays</td>
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<tr>
<td></td>
<td>- Consider “LED twinkly” lights for existing street trees</td>
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<td></td>
<td>- Support/subsidize outdoor patio applications</td>
<td></td>
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<td></td>
<td>- Pursue new pedestrian bridge to reconnect Downtown to East Trail</td>
<td></td>
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<tr>
<td></td>
<td>- Strengthen pedestrian corridor along Riverfront from Victoria Street Bridge to future new pedestrian bridge location</td>
<td></td>
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<td></td>
<td>- Select new street furnishings and install at prominent location as phase one implementation</td>
<td></td>
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<tr>
<td></td>
<td>- Initiate public art commitment and commission first installation</td>
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<tr>
<td></td>
<td>- Implement next priority entry features</td>
<td></td>
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<tr>
<td></td>
<td>- Continue street tree program implementation</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>- Design and construct highway landscape works</td>
<td></td>
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<tr>
<td><strong>The Esplanade (Promenade)</strong></td>
<td>Utilize the underdeveloped lands along the esplanade to create a new Downtown “Anchor” that capitalizes on its Columbia River location</td>
<td>Short</td>
<td>- Establish yearly capital expenditures</td>
</tr>
<tr>
<td></td>
<td>- Encourage new development to face the riverfront and have active uses at the street level</td>
<td></td>
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<td></td>
<td>- Explore the concept of reducing the Esplanade Avenue right-of-way to one-way single lane traffic to create pedestrian priority streetscape, while still allowing vehicle access for attractive and functional streetscape</td>
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<td></td>
<td>- Continue to further develop and enhance the pedestrian river walk along the entire length of the Downtown frontage</td>
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<td></td>
<td>- Establish mixed-use shopping, recreation, and institutional “zone” that capitalizes on Downtown Columbia River frontage</td>
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<td>- Encourage development of cafes, restaurants, bars, pedestrian open space, urban design features</td>
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<td></td>
<td>- Enhance connections to Jubilee and Rotary parks</td>
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<td></td>
<td>- Encourage development of residential development</td>
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<td></td>
<td>- Add cultural, heritage, and public art features</td>
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<tr>
<td></td>
<td>- Develop upgraded pedestrian promenade</td>
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<td></td>
<td>- Continue to support private sector partnership opportunities</td>
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<tr>
<td></td>
<td>- Create Esplanade zone and adopt (pre-zone properties)</td>
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<tr>
<td></td>
<td>- Develop Esplanade master plan to examine public walkways and road configurations</td>
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<td></td>
<td>- Examine viability of a commercial dock</td>
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<td></td>
<td>- Prepare concept designs with costing for gateway features</td>
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<td></td>
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<tr>
<td></td>
<td>- Consulting fees</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>- Staff time</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Action Item</td>
<td>Principle Idea</td>
<td>Short</td>
<td>Medium</td>
</tr>
<tr>
<td>-----------------------------</td>
<td>-------------------------------------------------------------------------------------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------</td>
<td>----------------------------------------------------------------------</td>
</tr>
<tr>
<td>Victoria Street Bridge</td>
<td>Recognize Victoria Street Bridge as a major attraction feature to the City and a gateway to the Downtown</td>
<td>- City to inquire with appropriate provincial agencies to determine feasibility</td>
<td>- City of Trail to write letter to provincial Highway Foreman requesting consideration of a colour change at next scheduled painting / maintenance</td>
</tr>
<tr>
<td></td>
<td>- Paint Bridge a higher visibility colour, such as a red hue, to accentuate its arching form and provide contrast to its natural setting</td>
<td>- Identify necessary resources to complete project details (bridge colour, illumination design, etc.)</td>
<td>- Identify preliminary schedule and costs associated with bridge repainting and illumination</td>
</tr>
<tr>
<td></td>
<td>- Add LED “tracer” lighting to the Bridge to create a dramatic evening focus along the Riverfront</td>
<td>- Identify preliminary schedule and costs associated with</td>
<td>- Continue ongoing communication with applicable agencies</td>
</tr>
<tr>
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<td>- Consider the creation of a “waterfall” from the underside of the Bridge structure</td>
<td>bridge repainting and illumination</td>
<td>- Prepare regional and local press release</td>
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<td>- Conduct official public opening of updated Victoria Street Bridge</td>
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<tr>
<td>Civic Plaza</td>
<td>Establish Civic Plaza to signify change in Downtown and link Riverfront to commercial area and provide venue for civic events in high visibility area</td>
<td>- Hold community design workshop for plaza</td>
<td>- Install future phases</td>
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<td></td>
<td>- Express Italian and industrial heritage in design direction</td>
<td>- Establish “temporary” plaza space and implement</td>
<td>- Consider commercial vendor partnerships (coffee shops, etc.)</td>
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<td></td>
<td>- Promote civic functions, festivals, performances, celebrations, and social gathering such as skating rinks, farmers markets, Canada Day celebrations, holiday tree lightings, and art and ice sculptures</td>
<td>- Identify potential funding partnerships</td>
<td>- Consider expansion</td>
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<td>- Promote connections to Jubilee and Rotary parks</td>
<td>- Identify potential phasing</td>
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<td></td>
<td>- Central location for outdoor cafes, fountains, sculptures, archways, and flex areas for performances</td>
<td>- Prepare detail design</td>
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<td>- Develop community programming</td>
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<tr>
<td>Downtown Design Guidelines</td>
<td>Establish a baseline design guide for new development and redevelopment of buildings to encourage appropriate urban forms in the Downtown</td>
<td>- Adopt design guidelines</td>
<td>- Review and monitor for success</td>
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<td>- provide developers, stakeholders, and merchants with design criteria for the submission of a development or redevelopment application</td>
<td>- Encourage implementation with investment strategy</td>
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<td>- encouraging the development to compliment, respect, and enhance the overall quality and character of downtown streets</td>
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<tr>
<td>Downtown Economic Investment Strategy</td>
<td>Examine opportunities for the City to encourage new construction and renovation of buildings within Downtown</td>
<td>- Host half-day workshop to establish target zones and incentives</td>
<td>- Review success and associated challenges</td>
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<td>- Prepare and implement Bylaw</td>
<td>- Develop and implement public awareness strategy</td>
<td>- Revise/Refine Bylaw if required</td>
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<td>- Revise/Refine media message/strategy</td>
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