

May 9th, 2025

City of Courtenay

Attn: Marianne Wade, Director of Development Services

830 Cliffe Avenue

Courtenay, BC, V9N 2J7

**Reference: Lannan Road - Response to Comments on Master Plan Resubmissions
Parks Master Plan Responses**

Please accept this letter in response to comments received on March 14, 2025, by our team on the January 23, 2025 Master Plan Resubmissions to the City. In addition to a revised report, complete with figures '**L1 – Key Plan**' & '**L2 – Lannan Parks Master Plan (LPMP)**', we are providing the following written responses as rationale for your review. We have elected to use the numbering from the City memo for ease of reference as follows:

Opening Comments

- V. **Tree Density Target:** This development will contribute to the urban forest by meeting the City's Tree Density Target of 50 trees per hectare of developable land. The site has a developable area of approximately 11 hectares (ha), which means 550 trees are required to meet the target. Through the retention of existing second growth forest stands, the planting of boulevard trees, and the planting of three (3) trees per single family lot within the development, we expect to meet or exceed the target.

Parks Master Plan

43. **Grade:** grading of the proposed community park will remain largely unchanged from its natural state. The developable area outside of the ESAs has a favourable grade of between 2% and 5% in the central greenspace between the two wetlands, and a maximum slope of 10% in some areas of the eastern greenspace along the property line. Detailed grading of roadways, utilities, residential lots, and park will be completed during detailed design and will focus on ensuring a smooth transition from park to roadways and trails and providing adequate space for active parkland development.
44. **Parking:** there are two alternatives to be explored for parking, on street and off street. During detailed design, we will work with staff to determine the most desirable option. Whether that is applying an alternate road standard along the park edge to allow for street parking, or whether the road standard is best left unchanged, and we explore programming under-utilized lands within the park for parking. Ideally, the focus is placed on pedestrian and vehicular circulation to locate parking in a way that enhances public safety and user experience.
45. **Trail:**
- a. OK to eastern border of park not being included.
 - b. Ok to counting southern trail.
 - c. Agreed, trails will be developed in accordance with RAPR and OCP policies.
 - d. Greenway/linear park will be developed to City standards for 'Connecting Urban Trail'. Now shown on '**L2 – LPMP**'. Trail standards for those within park will be developed per CoC PPDS during detailed design to ensure they are cohesive with other park elements.

46. Dedication of Parkland:

- a. OK to size of community park – size proposed is more than 1.0 ha.
- b. OK – City to confirm required area of parkland.
- c. The composition of the 1.75 ha is all the area shown in the lighter green, which we are now referring to as “Park”. Trails outside the park or within ESAs are not factored into the calculation.

This area is available to be developed for active park use, connected by ESAs.

- 47. OK to the idea of a playground. Its location will be determined during detailed design.
- 48. Ok to Park Playground Design Standards. We will follow those at time of detailed design.
- 49. The OCP policies listed are possibilities and opportunities that may arise during concept development for the park. We will meet those that are applicable/feasible/desirable as the design is developed.
- 50. **‘L1 – Key Plan’** now shows an 800m radius, centered on the proposed Community Park. In addition to this park, which is within 400m walking distance of all future residents of the development, there are two (2) Neighbourhood Parks in the area: Sheffield Park to the southwest and Crown Isle Park to the northeast. Further, the multi-family developments will contain private outdoor common spaces which will expand access to the outdoors for residents in these areas. These will be developed during detailed design.

LANNAN PARKS MASTER PLAN

Lannan Road Development – Proposed Rezoning – Zoning Amendment Bylaw 2973

January 23, 2025

Revised and resubmitted May 9, 2025

Prepared for:

City of Courtenay
Development Services
Attn: Marianne Wade
830 Cliffe Ave.
Courtenay, BC, V9N 2J7

Prepared by:

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Bloom
LANDSCAPE ARCHITECTURE

Lannan Road Development (the site) for Zoning Amendment Bylaw No. 2973

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L1 – Parks Key Plan

L2 – Lannan Parks Master Plan

1 OBJECTIVE

The Lannan Parks Master Plan (LPMP) is provided in support of the proposed rezoning of Lot 1, DL 206, Plan VIP76495 and portions of Block 72.

The intent of the LPMP is to conceptually outline parkland for dedication within the site. This plan will provide rationale for how the lands were selected, demonstrate how connectivity is promoted within the development and to the surrounding community, propose ideas for how the lands may be programmed in the future, and demonstrate how the plan meets policies and recommendations set out in the City of Courtenay's (CoC's) guiding documents.

2 THE PROPERTY

The property is 16.8 hectares in size, located east of Britannia Way and west of Lannan Road. Some forested areas and Environmentally Sensitive Areas (ESAs) are undisturbed. A ridge that runs diagonally through the property divides stormwater drainage between Brooklyn Creek (to the south) and Little River (to the north).

3 PARKLAND DEDICATION

For a development of this size, the CoC requires 0.84 hectares of land to be dedicated as park (5% of total land area per Local Government Act). The proposed subdivision layout (shown on L2 – Lannan Parks Master Plan) revises a previous submission and, through careful consideration of the road and utility network, allows for a centrally located, generously sized park that is surrounded by an existing network of wetlands, mature forested areas, and nature trails that together make up the headwaters of Brooklyn Creek. The natural amenities of this site, coupled with the gently graded developable park space make it a prime candidate for a Community Park, which CoC staff has indicated the community of Crown Isle is lacking within safe walking distance.

3.1 PARKLAND SUMMARY

The following paragraphs describe the park in detail, delineating it by 'Park' and 'Natural Area'. While the recreational programming in these two areas will differ (active recreation versus passive recreation), the goal of providing accessible parkland is the same. Excluded from the parkland are all ESAs, as outlined in the Environmental Master Plan (by others). With multi-family units being the predominant type of housing proposed in this application, providing a diverse offering of publicly accessibly green spaces for all ages and abilities to play, access nature, gather, and move will be crucial in shaping a complete community.

3.1.1 Park

Situated amongst wetlands and stands of mature forest is a swath of land that may be developed to provide active recreation opportunities such as a playground, open lawn area with shade trees, gathering spaces, walking paths, off-leash dog area, and community garden space, for example. Pedestrian access to the park is provided on three sides, with a linear park connection (identified in CoC's Official Community Plan) running along its eastern and southern borders. Road access to the park is provided on two sides, one from the proposed Britannia Way cul-de-sac and one from a road within the site. If this park is developed as a Community Park, vehicle parking should be provided as the amenities will likely attract visitors from outside the neighbourhood. Future detailed design will explore both on-street and off-street options for viability.

The site is currently a popular location for residents to walk dogs off-leash. Taking into consideration the sensitive nature of the natural areas, as well as activities related to future park amenities, such as a playground, the provision of a fenced area for dogs off-leash may be beneficial. For reference, a dog park with a footprint of approximately 3000 m², like that of Cumberland's Village Park, may be accommodated. Ensuring play spaces are separate from dog park areas will be necessary. Off-leash areas may include gates and fencing to decrease incidences of conflict between park users and to protect sensitive environmental habitat from degradation.

The opportunity to integrate park areas with existing natural amenities makes this site unique. Per the CoC's *Park Playground Design Standards* (2024), the incorporation of natural play elements is a top priority when developing new park playground spaces. Having access to treed areas and riparian vegetation provides opportunities for open-ended imaginative play, risk taking, and nature interpretation and education. For reference, a developable playground area like that of CoC's Rotary Skypark or CoC's Puntledge Park may be accommodated.

Opportunities for social interaction are promoted not only through the main attractors, like a playground or dog park, but also through careful placement of site elements (benches, picnic tables, and shade trees), and other amenities like community garden plots or open lawn areas where informal gatherings or activities may take place. For a public place to be successful in terms of use and vibrancy, it needs to be **accessible** (easy to get to, and get through!), **provide activities** (a reason to visit, and a reason to return), **be comfortable** (spaces to sit, pedestrian oriented design, feeling of safety etc.), and **have sociability** (friendly atmosphere and people taking pride in the space).

Trail development will build upon the existing network of nature trails, adding key connections into adjacent neighbourhoods and through the site. Crossing of ESAs will be done in a perpendicular fashion to ensure minimal disturbance, and will follow Provincial RAPR and City of Courtenay OCP policies. Future detailed design will explore trail widths and surfacing materials, per the City's Park Playground Design Standards.

Finally, a utility easement is proposed through this non-treed area of the park. Its location is shown conceptually, and its width is approximately 10 metres. Future detailed design, at time of utility and park development, will explore what may be installed above the utility. It may be a gravel walkway or open lawn, for example. Ease of removal and replacement to allow access to the utility, if required, will be considered.

3.1.2 Natural Area

The site is home to stands of mature second growth forest, herein described as ‘Natural Area’, which are to be retained per an agreement between the CoC and the applicant. Excluded from this agreement is tree removal necessary for the extension of Britannia Place strata (Phase 1 of the development). **It should be noted that these areas are not included in the parkland dedication calculation.**

Though these areas are, primarily, not suitable for active recreation, they do provide ample opportunity for passive recreation. The Lannan Parks Master Plan shows pathway connections through these areas, such as the 10-metre-wide greenway along the southern property line and other key connections throughout the park.

In addition to passive recreation provided by the pathways, a portion of the treed areas that border actively programmed spaces may be programmed as such. Management of these treed areas may include tree assessment and strategic removal (or cutting to a certain height and retaining for wildlife benefits) of trees posing a concern to public safety. Understory vegetation may be removed where there is an opportunity to extend a play space, allow for seating within a wooded area, or expand a dog off-leash area, for example. The trees provide much needed respite during the ever-increasing hot months of summer, and as previously mentioned, meet the inherent needs of children to engage with the natural environment.

3.2 PARKLAND CALCULATIONS

The calculations shown in Table 1 (below) consider the 5% parkland dedication that is required per British Columbia’s *Local Government Act*, as well as parkland dedication deficiencies that remain from previously developed parcels by the applicant in this area (south of Ryan Rd.).

Table 1 – Parkland Dedication Required

Total site area:	16.80 Ha
Parkland required (5%):	0.84 Ha
Add parkland deficiencies (south of Ryan Rd per City records):	0.30 Ha
Total parkland required:	1.14 Ha

Table 2 – Parkland Dedication Proposed

Park	1.75 ha
Southern Greenway	0.45 ha
Total parkland	2.20 ha

4 POLICY ANALYSIS

The LPMP strives to meet goals and objectives set out in the following guiding documents:

- City of Courtenay Official Community Plan (Bylaw No. 3070, 2022) (OCP)
- City of Courtenay Parks and Trails Master Plan (2019)
- City of Courtenay Park Playground Design Standards (2024)

4.1 OFFICIAL COMMUNITY PLAN

4.1.1 Natural Environment

Under this category, the LPMP is meeting policies such as:

- **NE 1**
Preserve sensitive ecosystem areas and the connections between them in a natural condition to the maximum extent possible.
- **NE 17**
Strive to maintain and/or restore the water balance. Consider options to reduce the volume of stormwater runoff through interflow, infiltration, retention, and/or detention.
- **NE 26**
Ensure connectivity of properties and landscapes to support ecosystem processes. This includes incorporating considerations such as wildlife movement and historical hydrological patterns into the development proposal including transportation and utility corridors.

In the detailed design phase of the project, further policies may be met such as:

- **NE 33**
Do not permit development within Environmentally Sensitive Areas. New trails or facilities in Environmentally Sensitive Areas will be discouraged and installed only where they provide net gain for habitat values.

4.1.2 Parks and Recreation

Under this category, the LPMP is meeting policies such as:

- **PR 1**
Develop an integrated network of neighbourhood, community and nature parks, linear parks and greenways, play spaces and recreation amenities generally in accordance with the Parks and Recreation Master Plan 2019. The Plan identifies specifically the objectives of improving parks and greenway connectivity, fostering a healthy and active community, providing access for all, protecting and enhancing beauty, connecting parks and recreation with culture, and enhancing communication and partnerships.
- **PR 2**
Provide new parkland and greenways in areas identified in the OCP, in future growth areas, mixed-use and high-density development areas, and intensification areas through new development and redevelopment opportunities.
- **PR 3**
Ensure appropriate and sufficient parklands, play spaces, and recreation infrastructure are provided as a form of essential social and ecological infrastructure to meet the needs of the community and accommodate new growth. Strive for a maximum 10-minute walk distance access from all residences throughout Courtenay (400–800 metres).
- **PR 20**
Reclaim underutilized land within road rights of way to achieve a greater balance between the pedestrian and vehicular realm on streets identified as part of the pedestrian, cycling, and greenway network. Animate these streets with park elements such as trees, landscaping, community gardens, seating areas, small-scale play equipment and other amenities. Provide policies to allow for both temporary and permanent installations.
- **PR 25**
Protect sensitive ecosystems and ecological functions within City parks by:
 - a. Creating designated protection areas;*
 - b. Limiting access points;*
 - c. Installing interpretive signage for increasing public awareness; and*
 - d. Developing guidelines to determine compatible and incompatible recreational land uses in Environmentally Sensitive Areas.*

In the detailed design phase of the project, further policies may be met such as:

- **PR 24**
Where appropriate, use existing and new parks, greenways, and recreational facilities as climate-friendly leadership, education and demonstration opportunities that can be studied, evaluated, and

marketed to foster support from the public, development community, and City for broader application. Specifically consider:

- a. Test beds for emerging green infrastructure approaches;*
- b. Water conservation and zero waste management technology and practices;*
- c. New models for promoting and sustaining urban and semi-urban biodiversity, and include measurable targets and post-construction monitoring to track successes;*
- d. Planting of local and climate-adapted species, and the restoration of local habitats in park spaces;*
- e. Urban forest management and good arboricultural practices;*
- f. Education about local ecosystems, their services and sensitivities, and our relationships and responsibilities to the natural world;*
- g. Renewable energy; and*
- h. Urban agriculture opportunities.*

4.2 PARKS AND RECREATION MASTER PLAN

4.2.1 Parkland Supply Recommendations

The LPMP is meeting the following Planning and Design Recommendations:

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

4.2.2 Park Design Recommendations

In the detailed design phase of the project, recommendations for park design will be followed.

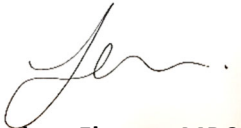
4.3 PARK PLAYGROUND DESIGN STANDARDS

In the detailed design phase of the project, Park Playground Design Standards will be followed.

6 CLOSURE

In summary, our team has proposed a network of parks and trails that are appropriate for the scale of the development and that exceed the required 5%, making up for a portion of parkland deficiencies that remain for development in this area by the applicant. We look forward to your comments and to collaborating with staff as the project progresses.

Sincerely,



Lindsay Flawse, MBCSLA

Bloom Landscape Architecture

t: 250-218-1303 | www.bloom-la.com

LAND USE LEGEND:

- SINGLE FAMILY RESIDENTIAL DEVELOPMENT
- MULTI-FAMILY RESIDENTIAL DEVELOPMENT
- PARK
- NATURAL AREA
- ↔↔↔

EXISTING GREENSPACE

↔↔↔

↔↔↔

CLIENT:

SILVERADO LAND
CORPORATION

PROJECT TITLE:

LANNAN ROAD
RESIDENTIAL SUBDIVISION
(LOT 1, DL206, VIP76495)

DRAWING TITLE:

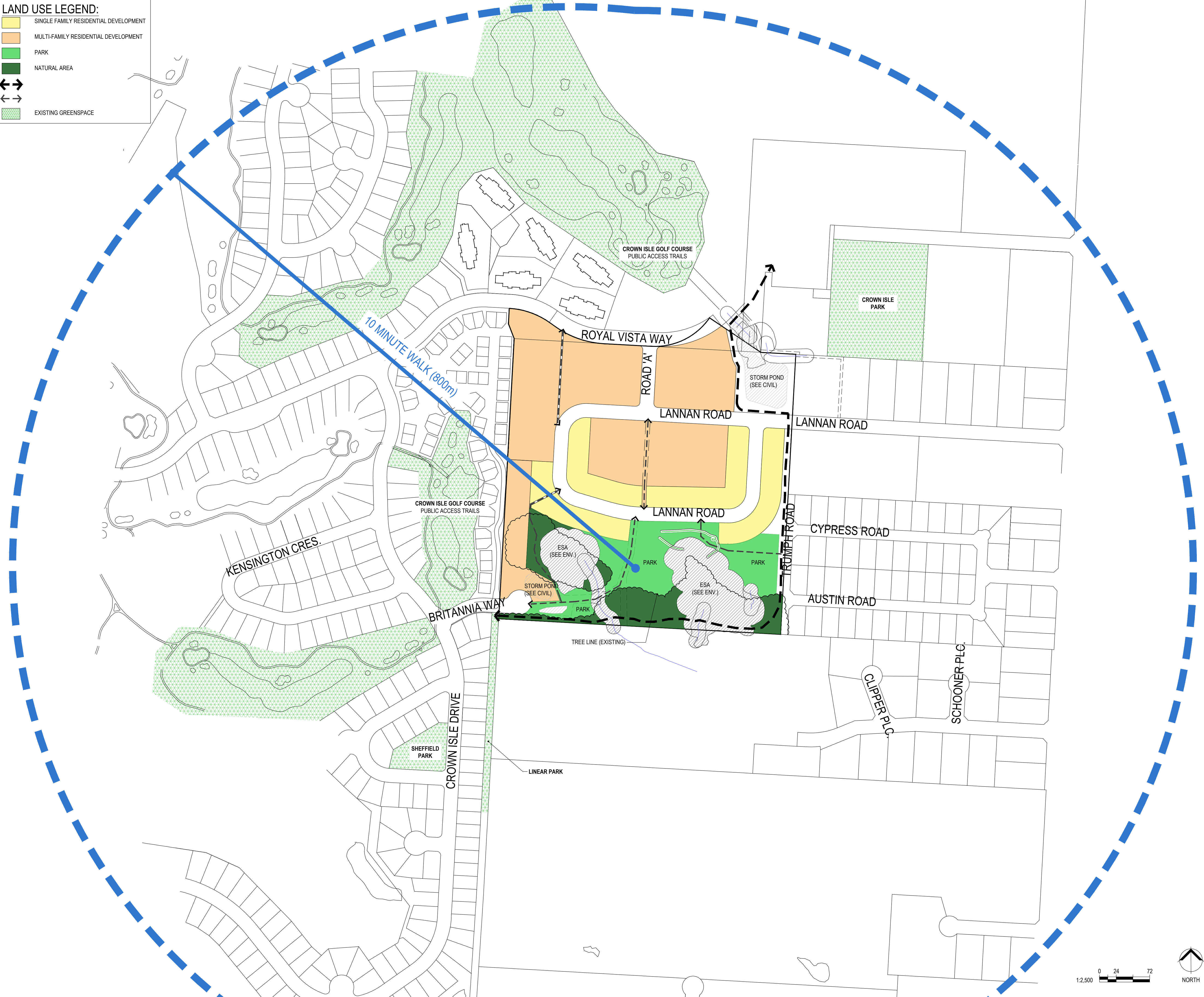
KEY PLAN

ISSUED FOR / REVISION		
1	ISSUED FOR REVIEW	2024-01-24
2	ISSUED FOR REVIEW	2024-02-02
3	ISSUED AS DRAFT PLAN	2024-02-16
4	ISSUED AS DRAFT PLAN	2024-03-08
5	ISSUED FOR REZONING	2024-03-13
6	RE-ISSUED FOR REZONING	2025-01-23
7	RE-ISSUED FOR REZONING	2025-05-09

SEAL:

DRAWN BY:	LSF
DATE:	2024-01-22
SCALE:	AS NOTED
DWG. NO.:	

L1





LAND USE LEGEND:

- SINGLE FAMILY RESIDENTIAL DEVELOPMENT
- MULTI-FAMILY RESIDENTIAL DEVELOPMENT
- PARK
- NATURAL AREA
- LINEAR PARK (10m WIDE DEDICATION)
TRAIL TYPE: CONNECTING URBAN TRAIL (PER CoC)
TRAIL WIDTH: 1.5-3 METRES
SURFACING: COMPACTED AGGREGATE
- PEDESTRIAN CONNECTION (3.6m WIDE DEDICATION)
TRAIL TYPE: TBD DURING DETAILED DESIGN

PARK DETAILS:

- PARK AREA:**

1.75 ha
- DESCRIPTION:**

- CENTRALLY LOCATED WITHIN PROPOSED DEVELOPMENT.
 - ACCESSIBLE ON TWO SIDES BY ROAD, ON ALL SIDES BY TRAILS
 - UNIQUE NATURAL FEATURE - BROOKLYN CREEK HEADWATERS
- POTENTIAL AMENITIES:**

- PLAYGROUND
 - OFF-LEASH DOG AREA
 - SITTING AND GATHERING SPACES
 - OPEN LAWN AREA
 - SHADE TREES
 - COMMUNITY GARDEN

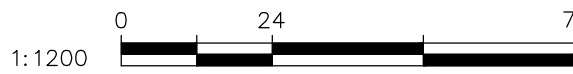
NATURAL AREA - (NOT INCLUDED IN PARKLAND DEDICATION CALCULATION)

- AREA:**

1.12 ha
- DESCRIPTION:**

- TREED AREAS TO BE RETAINED PER AGREEMENT
 - CONSISTS OF MATURE SECOND GROWTH FOREST
- POTENTIAL AMENITIES:**

- LINEAR PARK (10m WIDE / AS IDENTIFIED IN CoC'S OCP)
 - NATURE TRAILS
 - BOARDWALKS
 - VIEWING AREAS / NATURE EDUCATION & INTERPRETATION
 - NATURE PLAY ELEMENTS (INTEGRATED w/ PLAYGROUND)



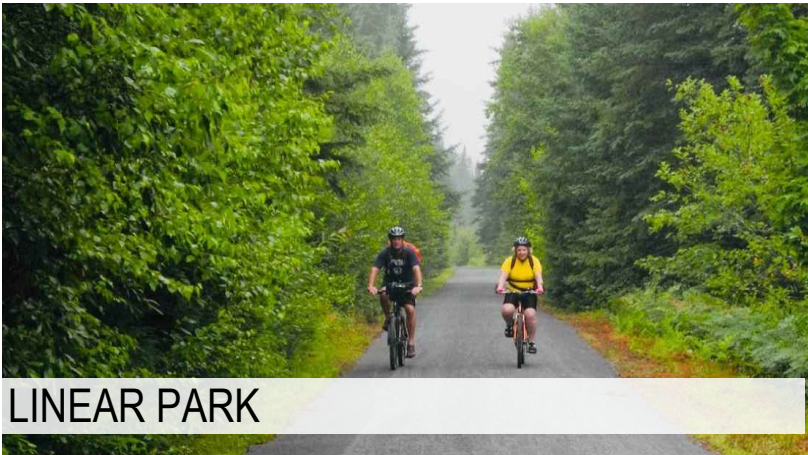
PARK REFERENCE IMAGES:



NATURE PLAY ELEMENTS



PLAY STRUCTURES



LINEAR PARK



NATURE TRAILS



GATHERING SPACES



OFF-LEASH DOG AREA

CLIENT:
SILVERADO LAND CORPORATION

PROJECT TITLE:
LANNAN ROAD RESIDENTIAL SUBDIVISION (LOT 1, DL206, VIP76495)

DRAWING TITLE:
LANNAN PARKS MASTER PLAN

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1	ISSUED FOR REVIEW	2024-01-24
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6	RE-ISSUED FOR REZONING	2025-01-23
7	RE-ISSUED FOR REZONING	2025-05-09

SEAL:

DRAWN BY:	LSF
DATE:	2024-01-22
SCALE:	AS NOTED
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