

# Town of Creston

## Bylaw No. 1845

A bylaw to adopt a Local Area Plan for the Town of Creston.

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WHEREAS the *Local Government Act* allows Council, by bylaw, to adopt a Local Area Plan;

WHEREAS the text of the Local Area Plan must be referenced as a "Schedule" and must designate the area covered by the Local Area Plan;

WHEREAS the Council of the Town of Creston, with input from the community, has prepared a Local Area Plan for the Northwest Boulevard and Devon Street area;

NOW THEREFORE, the Council of the Town of Creston, in open meeting assembled, enacts as follows:

### Part 1 Citation

- 1.1 This bylaw may be cited as "*Northwest Boulevard Local Area Plan Bylaw 1845, 2016*".
- 1.2 The text of *Northwest Boulevard Local Area Plan Bylaw 1845, 2016* is attached hereto as Schedule "A" and forms a part of this bylaw.
- 1.3 The Land Use Designation Map of *Northwest Boulevard Local Area Plan Bylaw 1845, 2016* is attached hereto as Schedule "B" and forms a part of this bylaw.
- 1.4 This bylaw shall come into full force and effect upon adoption.

### Part 2 Severability

- 2.1 If a portion of this bylaw is held invalid by a Court of competent jurisdiction, then the invalid portion must be severed and the remainder of this bylaw is deemed to have been adopted without the severed section, subsection, paragraph, subparagraph, clause or phrase.

READ A FIRST TIME by title and SECOND TIME by content this 9<sup>th</sup> day of August, 2016.

PUBLIC HEARING was held on this 20<sup>th</sup> day of September, 2016.

READ A THIRD TIME by title this 20<sup>th</sup> day of September, 2016.

ADOPTED this 20<sup>th</sup> day of September, 2016.

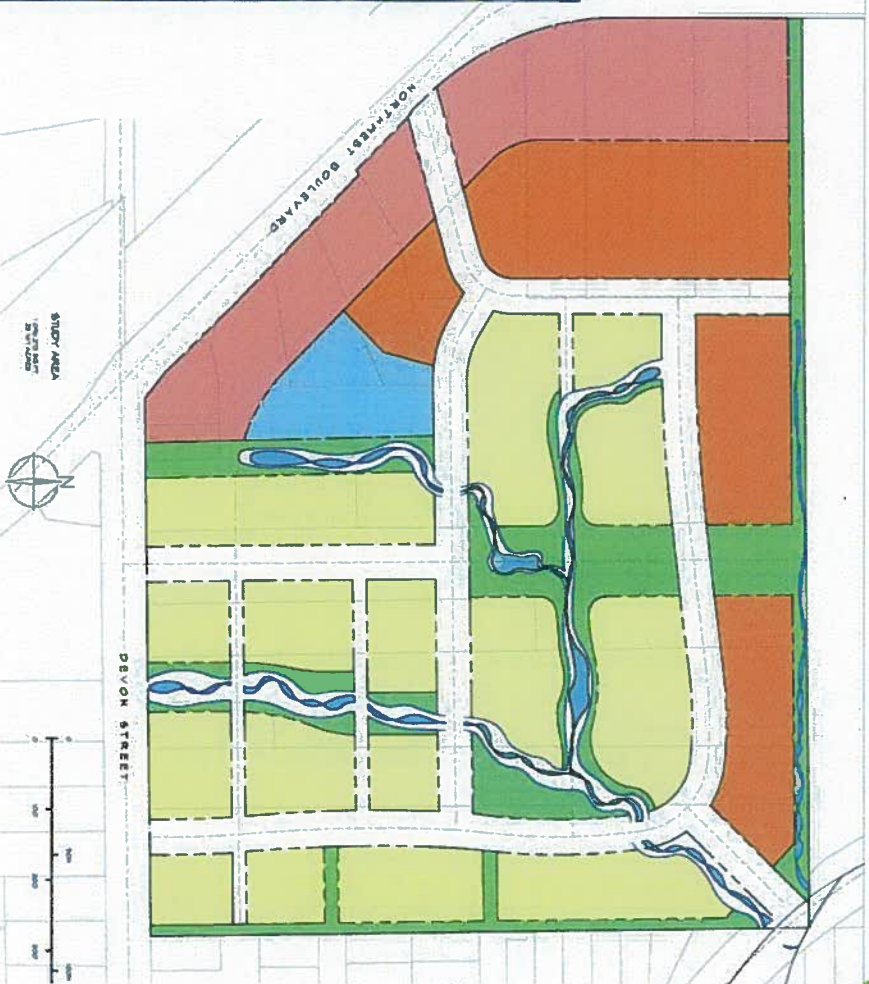
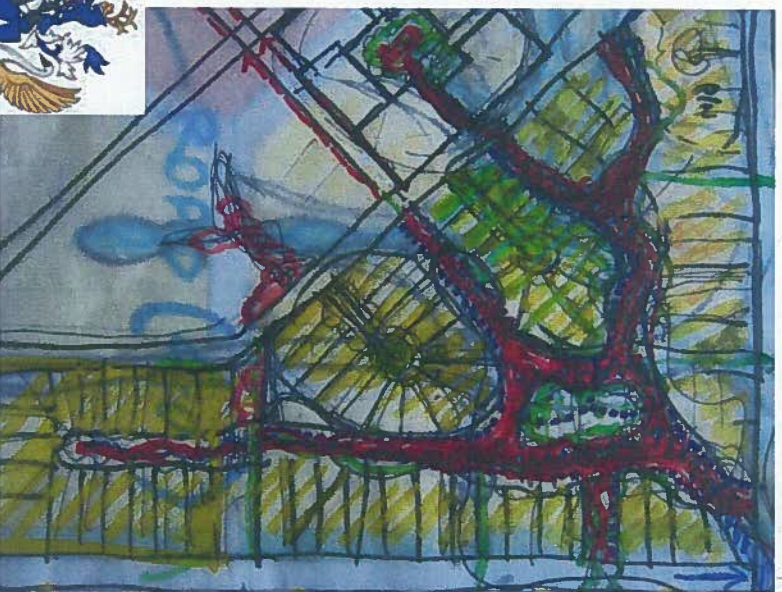
"Ron Toyota"  
Mayor Ron Toyota

"Bev Caldwell"  
Bev Caldwell, Executive Assistant

# Schedule "A"

## Northwest Boulevard Local Area Plan

### Bylaw No. 1845, 2016



**CRESTON VALLEY**  
Growing Together

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### PART ONE - BACKGROUND

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In August of 2012 the Town of Creston engaged a Planning Team\* to formulate a Local Area Plan (LAP) for the 25 acre parcel located at the intersection of Northwest Boulevard and Devon Street in northern Creston. The request was motivated by a complex land ownership arrangement consisting of 19 properties, a low land use density, an appetite for change, and uncertainty as to what land uses would be appropriate for the parcel, how they should be distributed, and how they should be accessed. In addition, there was concern about the relationship of the parcel and its future land uses to the Town as a whole, to neighbouring land uses, and to Northwest Boulevard, Devon Street, and the proposed Glaser Avenue.

There were additional concerns expressed by Town officials. In particular, the Team was asked to give serious attention to citizen participation in building the plan, taking the participatory process beyond the conventional plan review and commentary exercise, and extending responsibility to the citizen participant to actually take up the pen and mark his/her ideas on the map about where various land uses and related facilities and activities should go. Further, Town officials expressed concern that the plan should give consideration to the practical aspects of land development and offer ideas on a strategy for implementing the proposed land uses in the context of the economic environment of the Creston community.

In addition to responding to the above concerns, the Team brought to the planning process several objectives essential to building a local area plan in the Town of Creston. First, that the plan be resilient, that is, that it be *flexible* and lend itself to the inevitable and often unpredictable economic, environmental, and social changes that are sure to emerge in the modern world. Second, that the plan be represented by more than colored patches on a map, but also have a *design component*, that is, graphics illustrating what proposed land uses might actually look like on the ground. Third, that the plan accurately incorporate *small town character* in terms of the mix of the land uses proposed, the scale at which they are designed, and the values expressed by the citizens. Fourth, that the plan honour *sustainability principles* and guidelines, as outlined in the *Cultivating Creston Integrated Community Sustainability Plan*, thereby moving the Town of Creston toward building a more resilient, durable, and livable community.

The Northwest Boulevard LAP site is located about 1.5 km (0.9 miles) from downtown Creston. It is part of a larger neighbourhood in northern Creston centered on the Creston Valley Mall. The Creston *Official Community Plan* (OCP) designates higher density residential development in areas within 1500 ft of the Town's two major commercial centres; one in downtown Creston; and the other in and around the Creston Valley Mall in northern Creston.

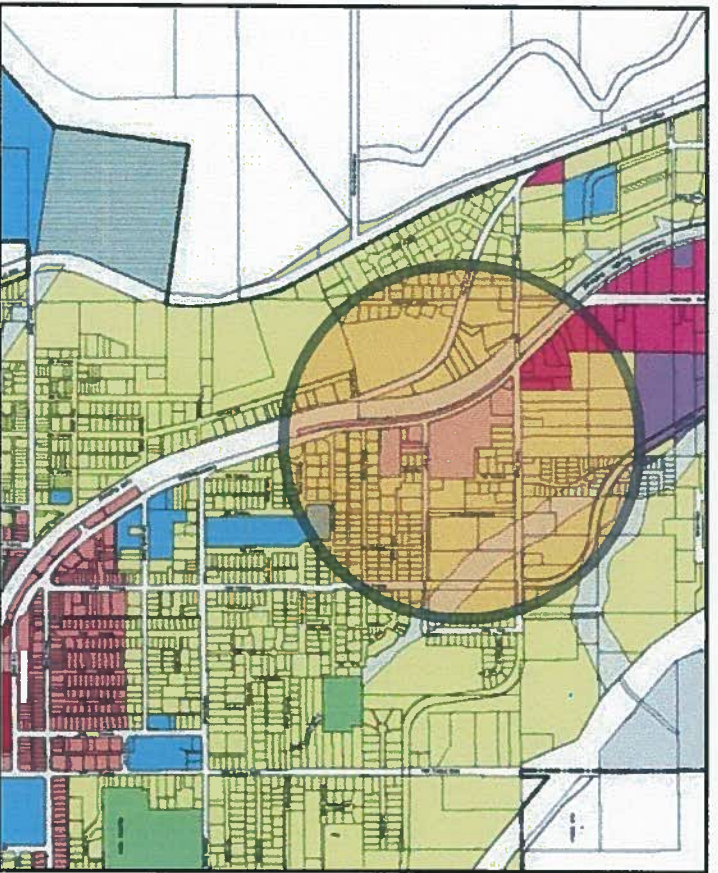
As the map on the right reveals, the northern Creston neighbourhood has a very low residential density, especially in the north. On the southern edge is the Adam Robertson Elementary School and near the centre is the commercial area around Cavell Street. There are no parks within the neighbourhood, few trails, and road connections to the rest of the Town are poor. Witness that the most direct walking route to school for children living north of Cavell Street is along Northwest Boulevard. Not only is this not a very pleasant journey, but it is also not very safe as there is no sidewalk along NW Boulevard north of Cavell Street.

Several of these problems can be addressed by the LAP. First, the LAP site provides an opportunity to create higher land use density and thus a more compact neighbourhood and community. This is particularly important since the site is already serviced by water and sewer, and higher density development helps to offset the cost of infrastructure maintenance and replacement. Second, the LAP site is within a 5 minute (1500 ft) walk of the Creston Valley Mall and a 10 minute (1/2 mile) walk to the elementary school. If roads within the site are built to pedestrian friendly standards and integrated with trails, access to the Mall and recreation, walking can be improved. Third, the LAP site can provide additional retail opportunities to service the neighbourhood as well as the larger region, thus providing greater land use diversity within the neighbourhood. Finally, the LAP site can provide a first step toward improving the linkage via trails, walks, and streets between northern Creston and central Creston.

Thus in order to become more sustainable, the northern Creston neighbourhood, and the LAP site within it, should become more compact, walkable, diverse, and connected. More compact in order not to waste land, particularly land already serviced by water and sewer; more walkable with interconnected and pedestrian friendly streets and trails; more diverse by providing for daily needs, including shopping, work opportunities, and housing for a range of incomes; and more connected with infrastructure (roads, trails, bike paths) integrated into the wider community.

\* Thomas Dishlevoy, MAIBC, Thomas Dishlevoy Architecture Limited; Thomas Knight, MCIP, RPP, Thomas Knight Planning; William M Marsh, Adjunct Professor & Professor Emeritus, Landscape Architecture Program, UBC; Alison Mewett, BCISLA, Waterland Consulting Ltd

# PART ONE - BACKGROUND



*Map 1: The northern Creston neighbourhood centering on the Creston Valley Mall (in light pink). The circle represents the 5- minute (1500 ft) walking distance centered on the mall.*

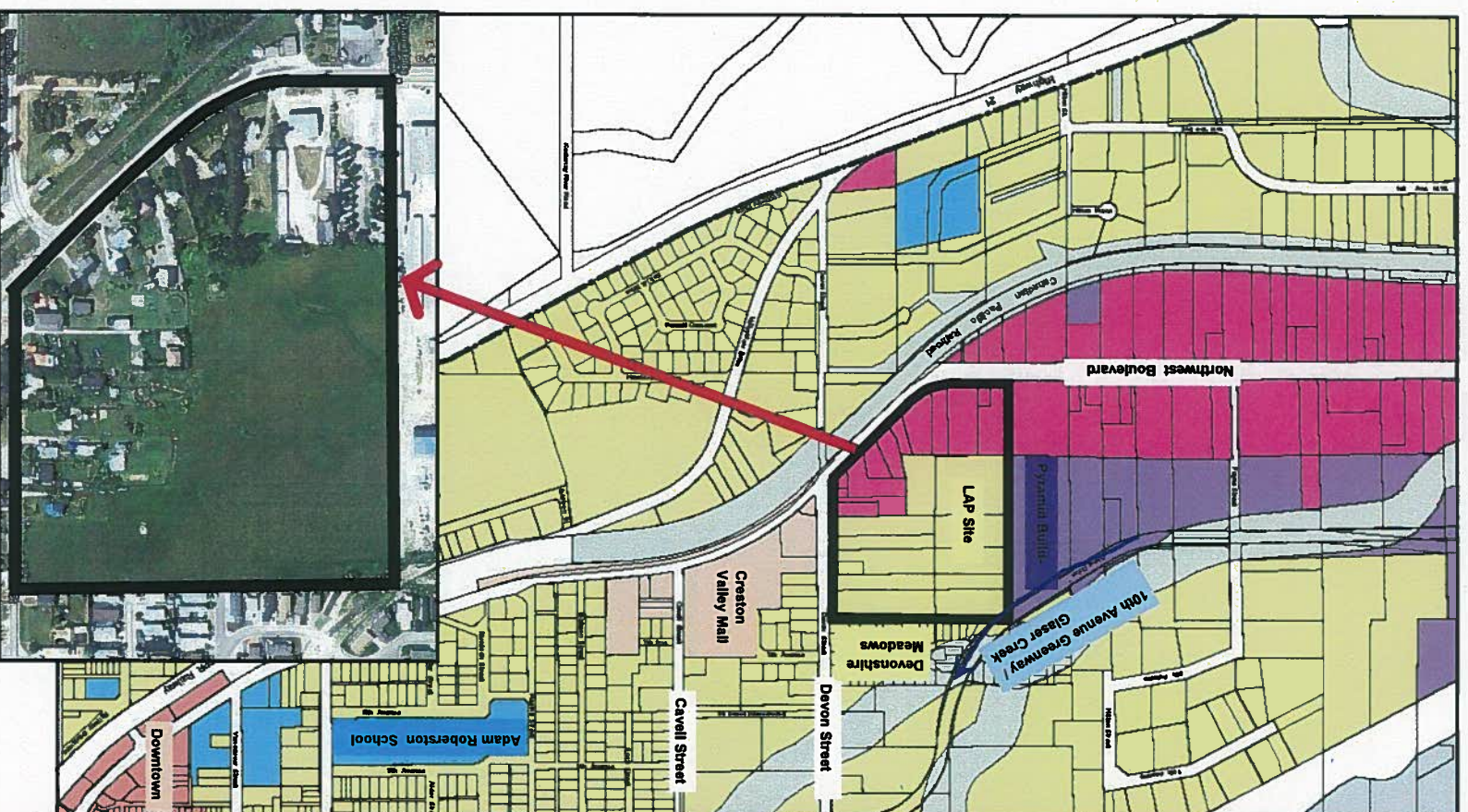
### THE SITE CONTEXT (Map 2)

The LAP site is bordered by roads on two sides: Northwest Boulevard, a provincial highway, on the west, and Devon Street, a municipal street, on the south. To the north the site is bounded by Pyramid Builders, a property zoned commercial and industrial, and on the east it is bounded by Devonshire Meadows, a residential development of some 60 homes. South of the site at the intersection of Northwest Boulevard and Devon Street is the Creston Valley Mall, the only commercial mall in northern Creston. It is anchored by Overwaitea Foods.

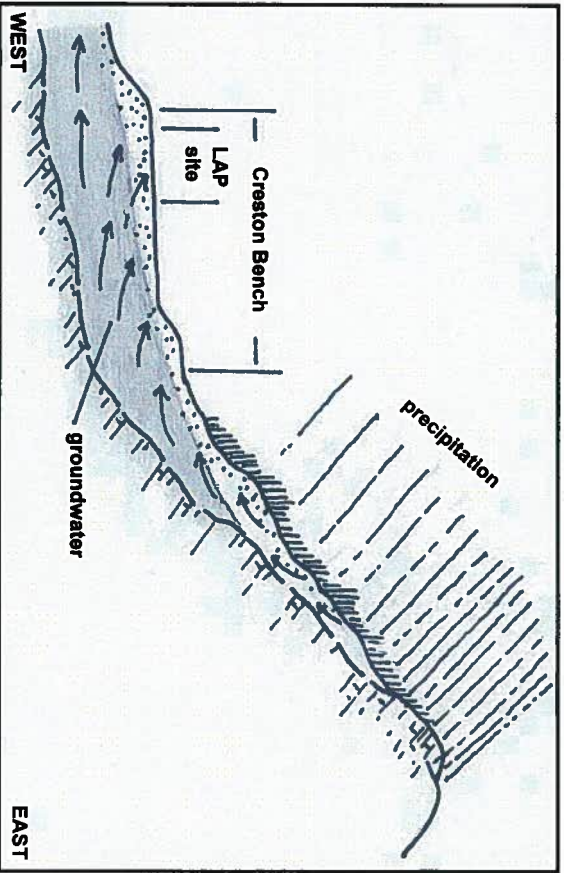
Three land uses currently occupy the site: commercial principally along Northwest Boulevard, residential along Northwest Boulevard and Devon Street, and open space over most of the interior of the site. Because the site's 19 properties (lots) are deep and narrow, only the road frontage portions of most have been developed, leaving the back two-thirds, or more, open. Together these open areas cover about 60 percent of the site (see Inset Map 2)

Like much of Creston, the LAP site is situated on a broad bench-like landform (see Diagram 1). To the east the bench is bordered by Goat Mountain and to the west it is bordered by the lowlands of the Kootenay River Valley. The LAP site itself is relatively flat and lacks any notable landscape features such as forests, streams, and wetlands. Drainage, however, is a significant, but not conspicuous, feature of the site. It is not conspicuous because it does not take the form of surface runoff. Instead, as the accompanying diagram illustrates, it occurs as groundwater. The west face of Goat Mountain is a sizable water catchment that supplies subsurface runoff to the bench and beyond to the Kootenay lowlands. Some of this water rises into the soil column under the LAP site, in places saturating the ground as little as a few feet below the surface. In other places on and around the bench beyond the LAP site, the groundwater seeps out forming springs and wetland patches. Glaser Creek, a small stream that lies just beyond the northeast corner of the LAP site, appears to be the product of this subsurface drainage system.

All these factors, including land uses on and around the site (see Map 3), existing roads (see Map 4), lot configuration, landscape character, and the lay of the ground and the drainage system under it, are all considerations in formulating the Local Area Plan. The relative importance of each and how each is used in the plan was not a prescriptive matter, that is, not provided by a formula or model, but one that took shape through study, conversation, and debate among the participants in the planning process.



*Map 2: The Local Area Plan context, with inset: Aerial photograph, showing development concentrated along Northwest Boulevard and Devon Street and approximately 60% of the LAP site as open space.*



*Diagram 1: Creston Bench and drainage from Goat Mountain. Groundwater is recharged by runoff from the mountain and flows westward under the site.*

## THE PUBLIC PARTICIPATION PROCESS

The community were invited to participate in developing the LAP and approximately 25 people participated over four separate meetings, including landowners, neighbouring residents, interested parties from the community at large, businessmen, and professional staff from the Town of Creston.

Participants were placed in small groups (3-5 people) and asked to draft a map showing where preferred land uses and related activities should go. Participants were provided with sufficient information to reason through the planning process and engage in meaningful discussion over the content and form of their plan. The participants were challenged to develop plans that were not only resilient and connected, but created a complete and compact neighbourhood while respecting Creston's sense of place. [See pages 11-15 for a more detailed discussion of these Planning and Design Principles.]

Eight plans were produced by workshop participants (shown on page 4 and 5). The Planning Team identified common themes, trends, and patterns in the plans, assembled in a single diagram (see Diagram 2), that revealed agreement on four key points:

- the LAP should include five land uses: commercial, mixed-use (live/work), residential, park/open space, and institutional;
- these land uses should be assigned to particular locations on the site: commercial fronting on Northwest Boulevard, residential in the eastern half or so of the site, mixed use transitional between the commercial and residential, open space near the centre of the site, and institutional near the lower centre of the site;
- in terms of street access, the site should be accessible from both Northwest Boulevard and Devon Street; and
- the site should be buffered by a greenbelt separating the site from the commercial/industrial land use to the north and from the residential land use along the eastern border.

From this direction the planning team formulated three layouts, each representing a different design concept or way of expressing the key points. **Plan A** follows a *grid concept*; **Plan B** follows a *curvilinear concept*; and **Plan C** follows a *central place concept*. These plans, shown and described on page 6, were then brought to the participants in two separate meetings where they were explained, compared to the results of the workshops, and discussed. To measure their response, participants were asked to complete a questionnaire to indicate how they evaluated each plan. **Plan B**, the curvilinear concept, was preferred by most of the participants.

## PART ONE - BACKGROUND

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### PUBLIC PARTICIPATION



*Citizens as planners: Workshop participants developing their plans with the assistance of the planning team.*

## CONCEPT PLANS by Workshop Participants

The stated objective for each workshop group was to formulate a concept plan, defined as a geographic framework illustrating the group's conclusion about what land uses should go where on the site. The exercise consisted of first selecting a palette of preferred land use types and assigning a colour to each. Next, these land uses were placed on the site map in locations determined in the course of group discussion and negotiation. Finally, the land uses were interconnected by a street system with at least one access point on Northwest Boulevard and one on Devon Street to which were added trails and any other facilities deemed to be important.

In addition to the points of agreement among the groups already noted the outcomes revealed several other interesting points. Four of the plans featured a principal street running diagonally across the site; six of the plans featured a central node of some sort; five used a grid as the organizational framework for the plan; and five moved the location of the Northwest Boulevard-Devon Street intersection. On the other hand, there tended to be little agreement on the number and locations of access points to Northwest Boulevard.



*The eight plans produced by workshop participants. Each working group's map was the result of discussion, debate, and a drafting exercise usually involving several trial runs.*

### Northwest Boulevard Local Area Plan Town of Creston

## LAND USE COMPOSITE from Workshop Plans

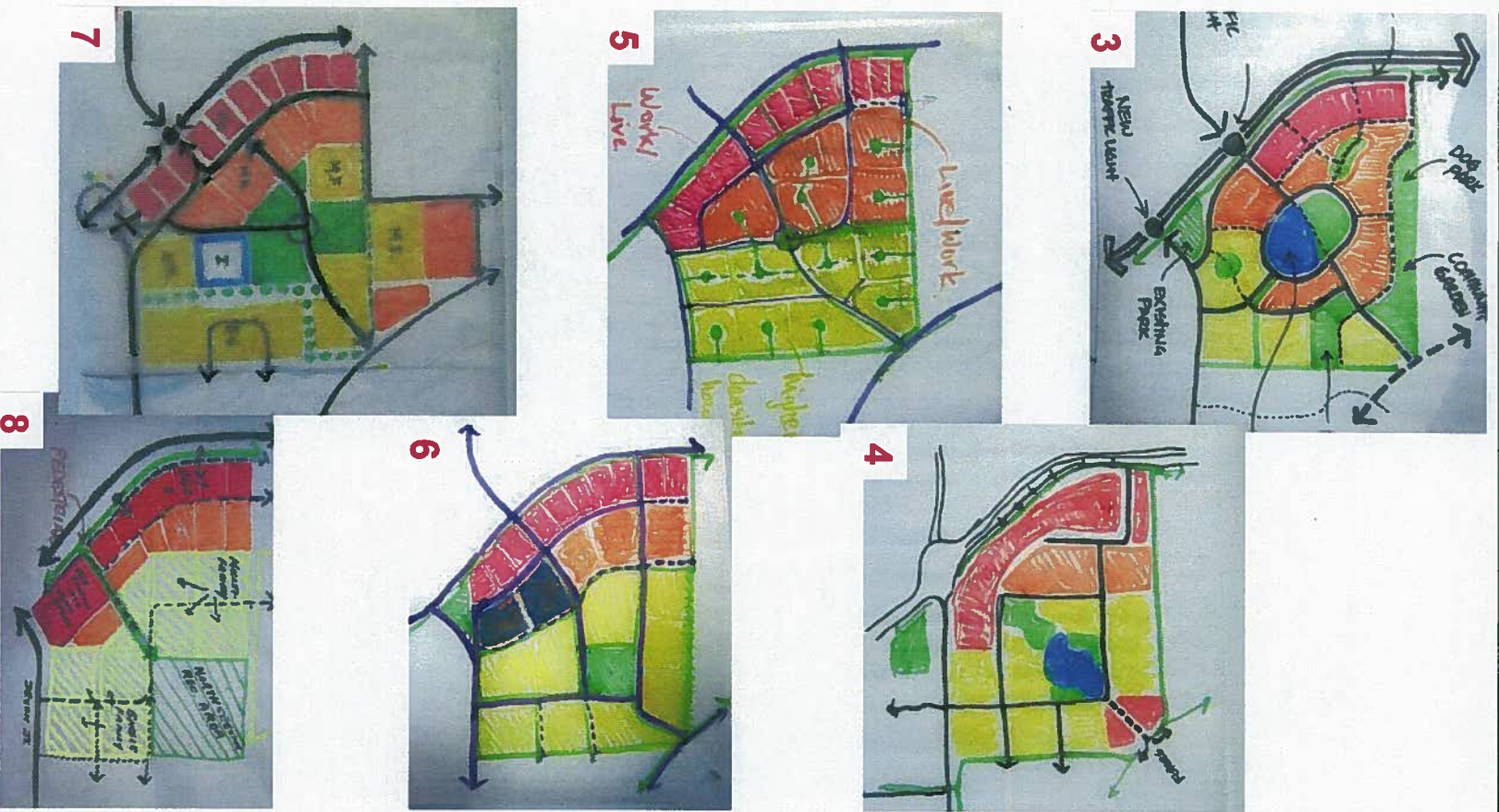
Besides identifying land use by general class (e.g., commercial, residential, etc.), workshop participants also named specific land uses that they felt should be given consideration and these are listed on the right. This is more than a 'wish list' for it begins to reveal the character of the future neighbourhood envisioned by the participants and in this regard it is noteworthy that of the 23 types of housing listed under Residential, 19 are smaller scale including row-house, cottage homes, single parent homes and secondary suites. And under Commercial the vast majority named are neighbourhood-scale services such as coffee shop, local grocery, walk-in clinic, and wine shop. Retail chain-scale commercial is noticeably absent. This all points to a strong small town bias on the part of the participants, meaning that they favour creating neighbourhoods that foster living environments that are invigorating and functional at personal and family scales.

## PROPOSED LAND USES from Workshops

COMMERCIAL	INSTITUTIONAL
Coffee Shop / Restaurant	Local Library
Gas Station	Senior's Care Facility
Banks	Church
Convenience Store	Daycare / Pre-school
Neighbourhood Pub	Primary School (K-3)
Private / Government Office	Senior's Drop-in Centre
Used Book Store	Local Community Centre
"Fritz's Meats"	Multi-Purpose Centre
Local Grocery Store	Community College
Automotive Repair (small scale)	Public/Farmer's Market
Music Shop / Dance Studio	Assisted Living
Pharmacy	Group Home
Walk-in Clinic / Doctors Office	Music School
Micro Brewery / Wine Shop	Cooking School
Retail / Specialty / Boutique Shop	Local Fitness Room
RESIDENTIAL	PARK / OPEN SPACE
Seniors Housing	Children's Play Park
Apartment (4 storey max)	Dog Park
Rental / Condo Apartment	Fitness Park
Row / Town House	Community Garden
Patio Home	Local Tennis Courts
Home Based Business	Skateboard Park
Starter Single Family	Inline Skating Trails
Ground Oriented Small Home	Walking/running/bike Trails
Single Parent Home	Picnic area
Affordable Housing	Ornamental Garden
Single Young Professional Home	Pond with water feature
Smaller sized Home	Winter skating pond
Single Family Bungalow	Public Square
Work-Live Project	Cenotaph / Memorial
Live-Work Project	Band stand
Secondary Suite	Commons
Granny Flat	Storm-water retention
Duplex & Triplex	Natural Habitat
Cottage Home	Carbon Sequestration
Pocket Neighbourhood	Rain gardens



Diagram 2: Composite land use model, a conceptual construct formed by collapsing the 8 workshop maps into one.



## SECOND GENERATION PLANS

Although the plans designed by the workshop teams are broadly similar, they actually embody several different design concepts, and when these concepts are considered in the context of the project's directives, it is possible to articulate a second generation of plans that are somewhat more refined than their parent plans. These second generation plans, shown here as A, B, and C, feature three concepts. **Plan A** frames the proposed land uses in a grid - a standard layout for communities large and small - designed to conform to existing property lines in the interior of the site. This layout would facilitate conversion of existing lots into the proposed land uses. **Plan B** introduces a natural-like open space form within the residential area in the eastern half of the site. It is based on the rationale that the proposed residential land uses would be well served by a park and nature reserve which in turn could also serve as a storm-water management facility. **Plan C** introduces a central node to the interior of the site to give the new neighbourhood a village-like identity within the larger community. In addition to the different layouts in these plans, there are modest differences in the allocations of land use, most notably in residential and mixed-use. Each plan features a gateway-design statement for Northwest Boulevard, however, the treatment is different in each.

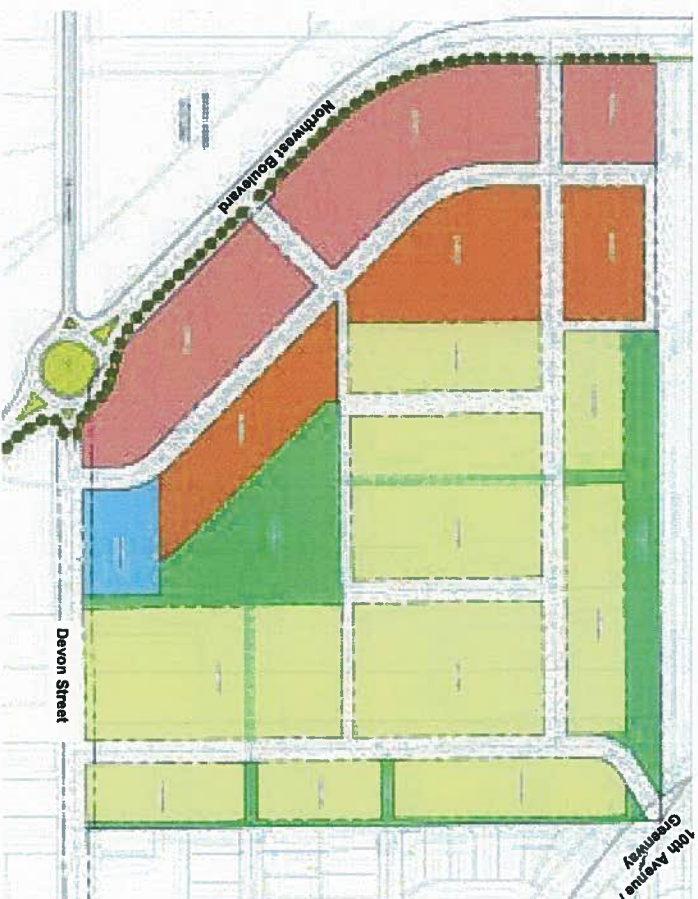
- Commercial: small lot general commercial uses, serving the region as well as the local neighbourhood. Up to 4 storeys in height. Up to 100% commercial/retail use. Allows mixed use, live/work.
- Mixed Use: small lot mixed uses, ideal for starter/incubator businesses. Up to 2 1/2 storeys in height. Up to 50% commercial/retail use. Up to 100% residential use.
- Residential: small lot residential use. Up to 2 1/2 storeys in height. Allows only residential use, including secondary suites, granny flats, and carriage houses. Allows home based businesses to current standards - non-disruptive with minimal traffic.
- Institutional: intended for local community uses including housing, education, recreation, health & wellness. Up to 4 storeys in height. May also include similar privately run facilities as well as assisted living and extended care housing.
- Park/Open Space: intended for open space for local recreational uses (primarily passive activity), trail, water management, wildlife habitat, community gardens, as well as connections within the neighbourhood and the wider community.

### Plan A

**Access:** traffic circle at NW Boulevard and Devon Street; 2 other access points off NW Boulevard; 2 access points off Devon Street

**NW Blvd:** sidewalk and median with street trees on east side

**Ratio of Land Use:**  
 Commercial: 16%  
 Mixed use: 12%  
 Residential: 41%  
 Institutional: 2%  
 Park/Open Space: 11%  
 Road: 17%



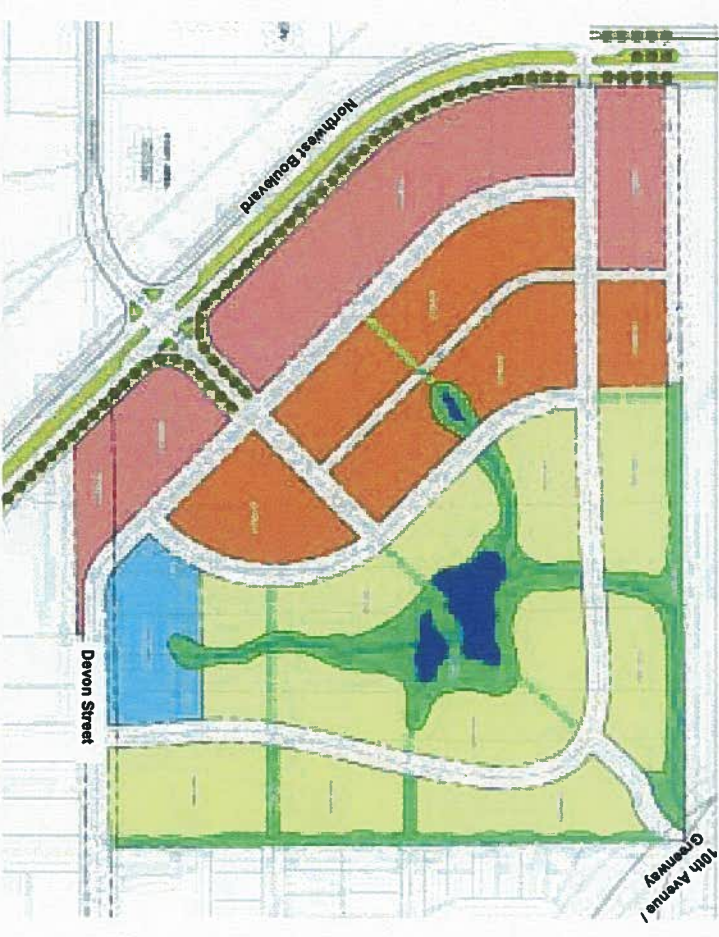
**PLAN A: GRID PLAN** is based on the rectangular pattern of existing properties. The Park is public open space but not central to the plan.

### Plan B

**Access:** intersection at existing west Devon Street; east Devon Road closed and re-aligned; 1 other access point off NW Boulevard; 1 access off Devon Street

**NW Blvd:** central median with street trees at north end; sidewalk and median with street trees on east side

**Ratio of Land Use:**  
 Commercial: 17%  
 Mixed use: 18%  
 Residential: 31%  
 Institutional: 4%  
 Park/Open Space: 11%  
 Road: 19%



**PLAN B: CURVILINEAR PLAN** features a multipurpose park situated in the residential area with fingers extending into adjacent areas.

### Plan C

**Access:** traffic circle opposite existing west Devon Street; east Devon Street realigned (right turn only); 3 other access points off NW Boulevard; 2 access points off Devon Street

**NW Blvd:** central median; three rows of street trees; sidewalk on east side inside median

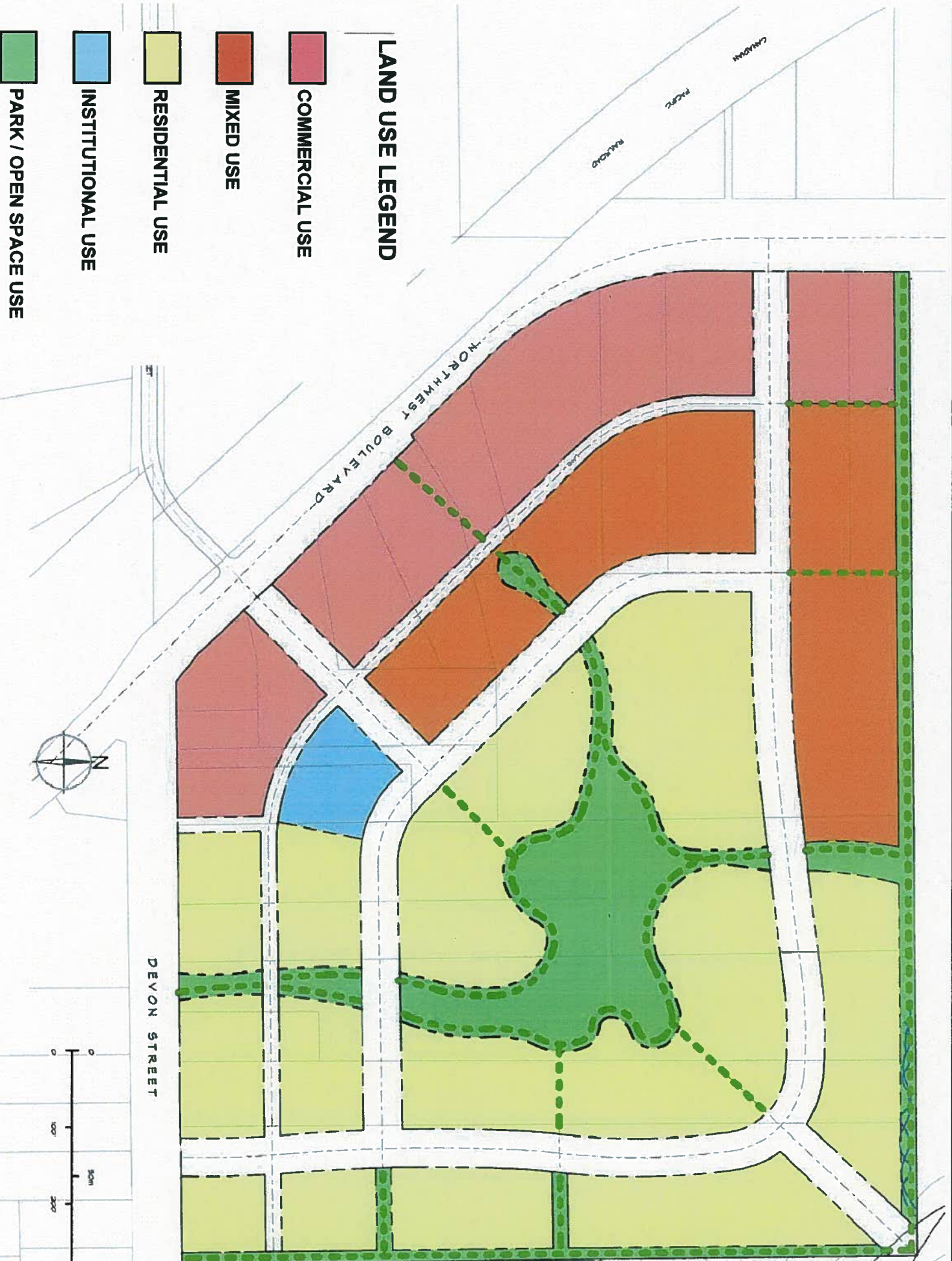
**Ratio of Land Use:**  
 Commercial: 15%  
 Mixed use: 26%  
 Residential: 19%  
 Institutional: 4%  
 Park/Open Space: 12%  
 Road: 24%



**PLAN C: CENTRAL PLACE PLAN** features on a centrally located public space designed for both civic and park space. Northwest Boulevard is shown with a full design treatment.

## PART ONE - BACKGROUND

# THIRD GENERATION CONSENSUS PLAN



## LAND USE LEGEND

- COMMERCIAL USE
- MIXED USE
- RESIDENTIAL USE
- INSTITUTIONAL USE
- PARK / OPEN SPACE USE

The second generation plans were brought to a public meeting where participants were first asked to carefully examine the three plans (grid, curvilinear, and central place), and following a presentation by the Planning Team describing the nature of the plans, then discuss their reactions to each. The presentation focused on the rationale underlying each plan and how each followed the basic concepts advanced in the planning workshops. According to participant responses to the 6 questions presented in a questionnaire, Plan B, the Curvilinear Plan, was preferred. This plan was re-examined by the Planning Team, and a modified version of that plan, called the **Consensus Plan**, (shown here) was formatted. Modification of Plan B involved revision of internal circulation to better balance access to proposed land uses, reduction in the area dedicated to institutional land use, and a shift in some mixed use to the northern tier of the site.

The form and focus of the Consensus Plan however, remains the same as that of Plan B, including the central open space system with connecting drainage swales and paralleling trails extending into the rest of the site, residential lands backing onto the open space, and a major street arching through the site connecting Northwest Boulevard with Devon Street.

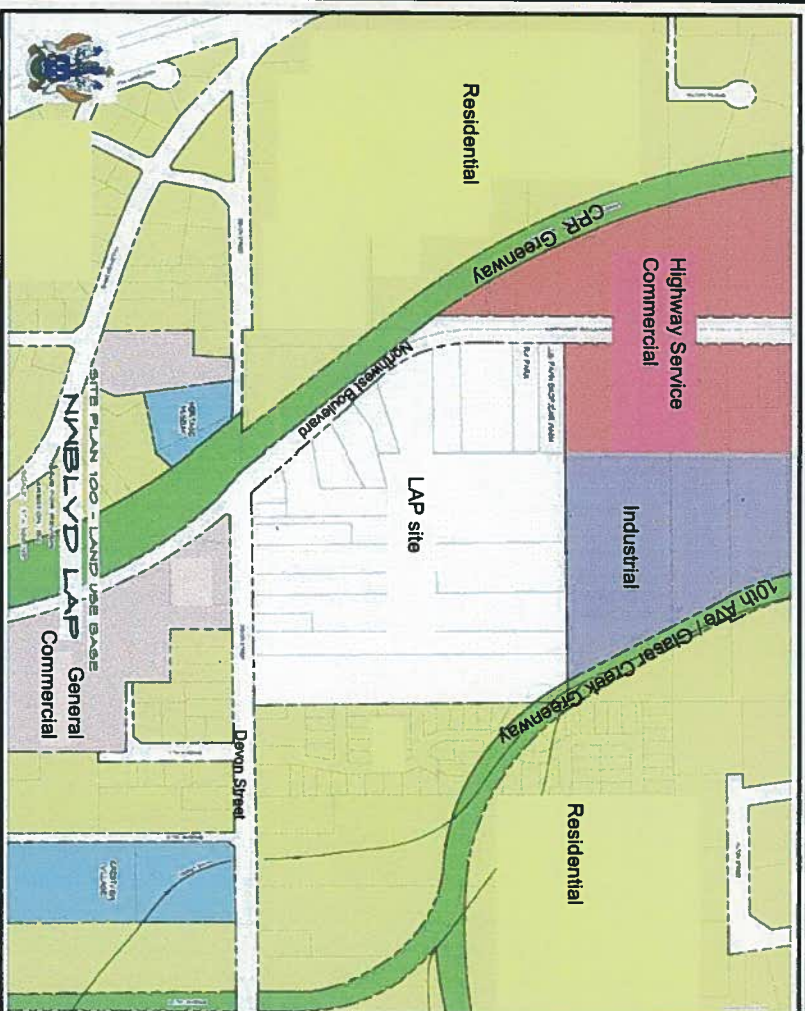


# Northwest Boulevard Local Area Plan Town of Creston

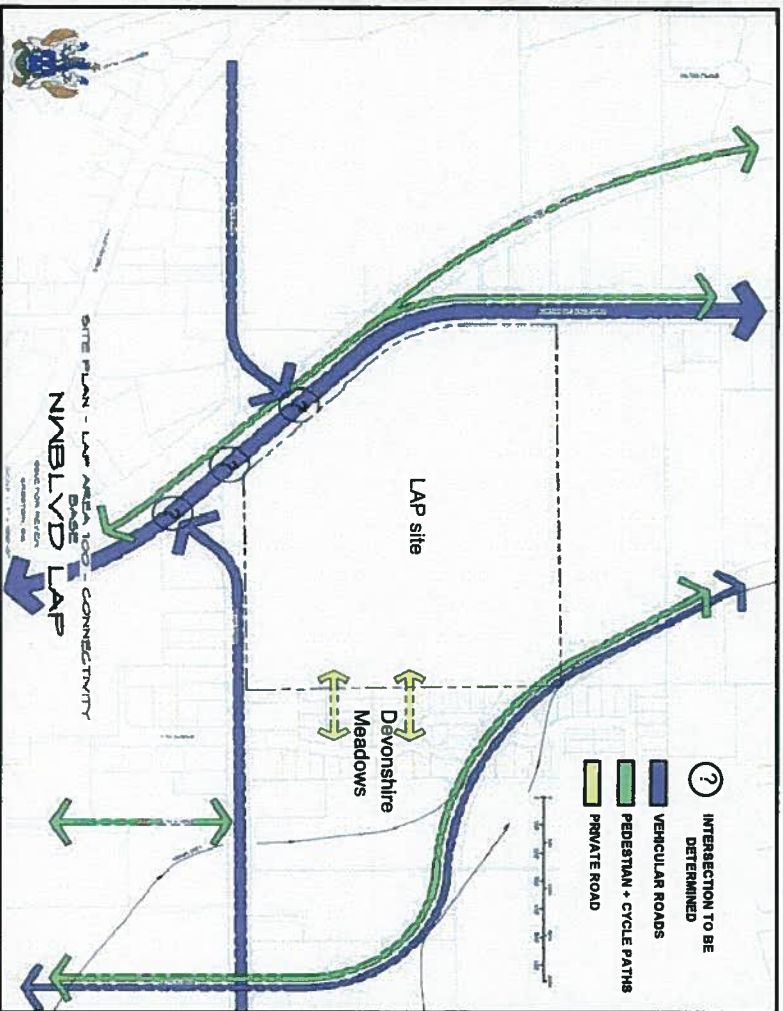
# CONCEPT PLANS



## EXISTING LAND USE AND SERVICING



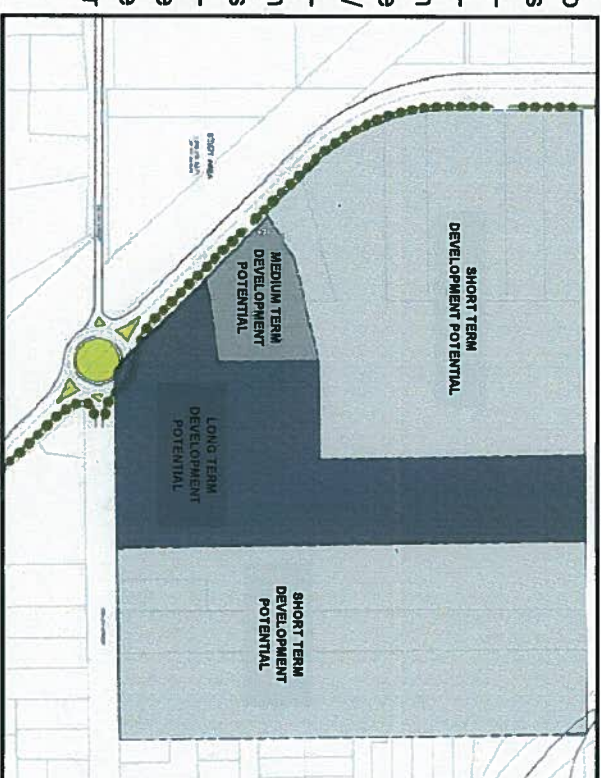
**Map 3: LAP site location and neighbouring land uses.**  
The Concept Plans and LAP respond to neighbouring uses with compatible adjacent uses, buffers, and link-ages.



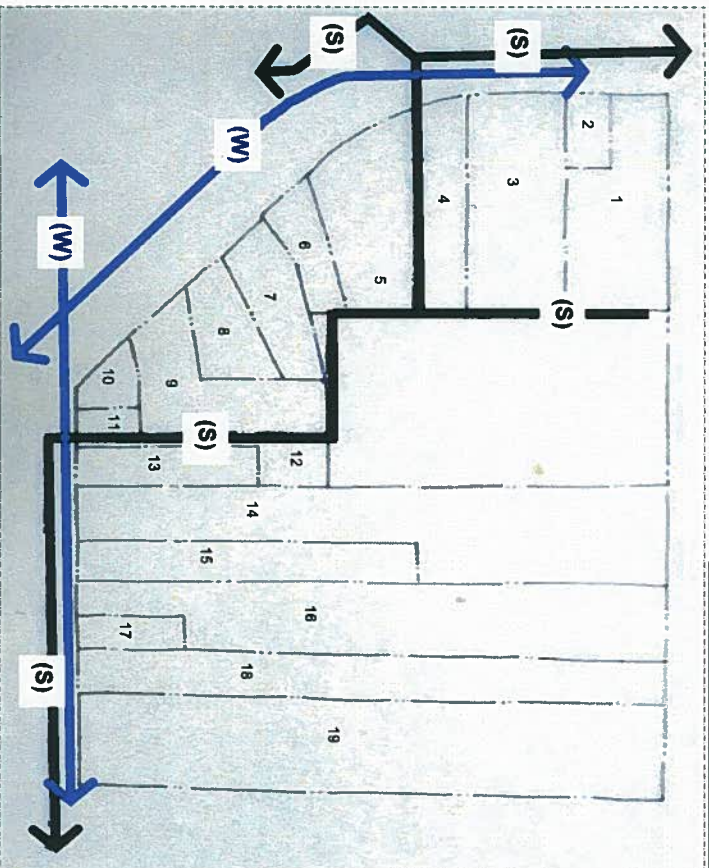
**Map 4: Transportation system around the site noting intersection options for Devon Street and Northwest Boulevard.**  
The Concept Plans and LAP create vehicular and pedestrian links to Northwest Boulevard, Devon Street, 10th Avenue, and the Glaser Creek and CPR Greenways. The plans also create emergency vehicle access to private roads in Devonshire Meadows, thus increasing safety in both the LAP site and Devonshire Meadows.

The last step toward a final plan was to test the Consensus Plan against selected “real world” criteria to determine the need for further revision. The main criterion used was the suitability for implementation, that is, the relative ease of converting existing land uses and ownership arrangements into the new set of uses proposed in the LAP. This involved the interest expressed by various landowners to move ahead with plan implementation and development (see Map 5), consideration of lot sizes and lot lines and the location of the existing sewer and water lines (see Map 6). As a result, several revisions were made; however, once again, the basic form and focus of the plan remained the same, that is, consistent with the general consensus of the workshop participants.

Thus the final LAP map: 1) responds to adjacent land uses, with compatible uses and appropriate buffers; 2) provides appropriate vehicle and pedestrian connections to Northwest Boulevard, Devon Street, and 10th Avenue, as well as to the proposed Greenways on 10th Avenue/Glaser Creek and the CPR line; 3) provides emergency vehicle access links with Devonshire Meadows; 4) accommodates an incremental build out; and 5) accommodates the existing sewer lines through the site, while providing a more cost effective use of sewer and water lines with higher density development.

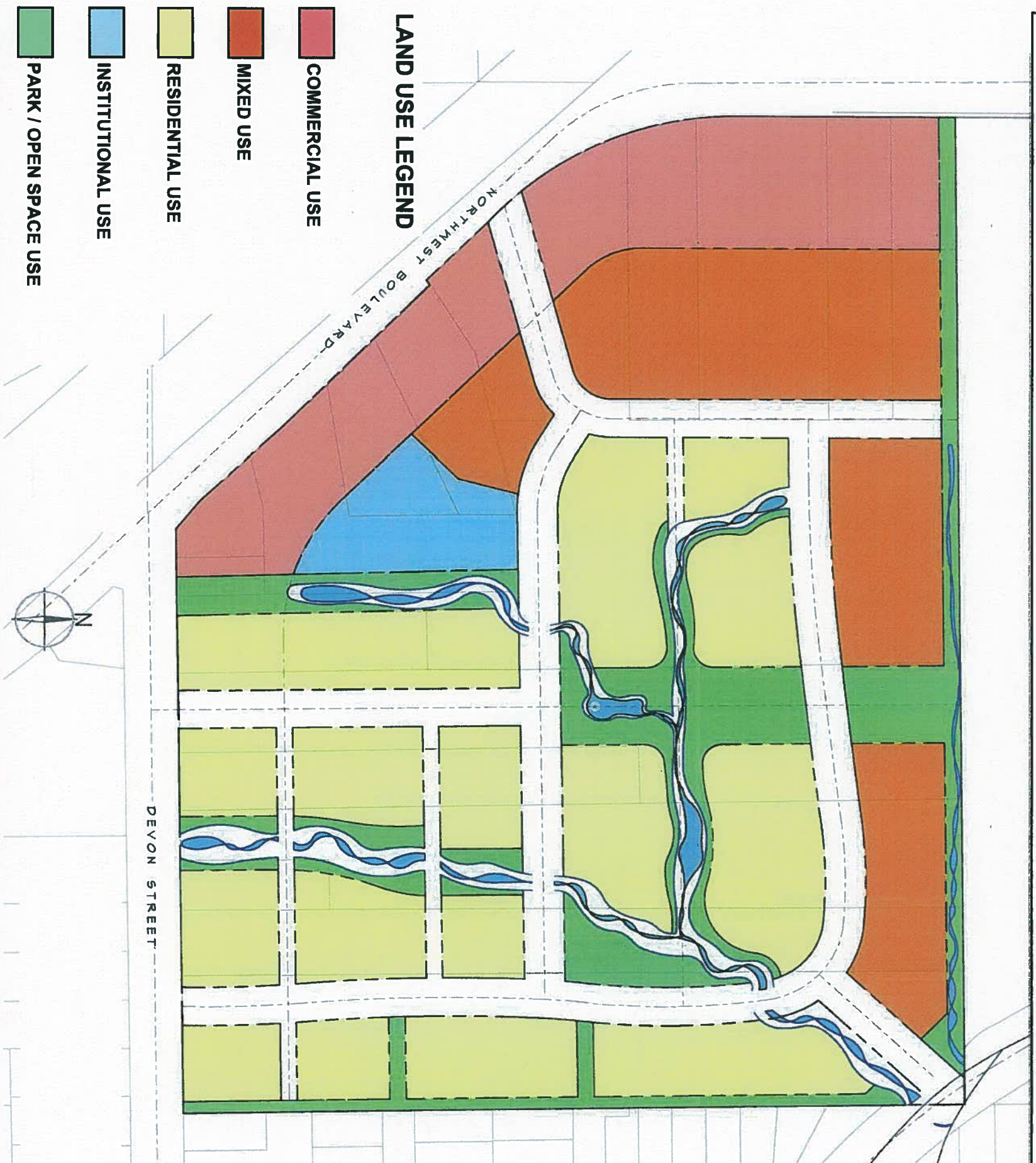


**Map 5: Development Potential**  
The Concept Plans and LAP accommodate incremental development of the LAP site.



**Map 6: Existing property lines and the alignment of existing sewer (S) and water (W) lines.**

## PART ONE - BACKGROUND



**KEY FEATURES of the LAP**

**COMMERCIAL USE**

- Located along Northwest Boulevard.

**MIXED USE**

- *for planning and design guidelines see page 16*

**RESIDENTIAL USE**

- Located as buffer between Residential and other uses.
- *for planning and design guidelines see page 18*

**INSTITUTIONAL USE**

- Located adjacent to residential to east, and within interior of LAP site.

**PARK / OPEN SPACE USE**

- *for planning and design guidelines see page 20*

**ACCESS**

- One access located on Northwest Boulevard.
- Two accesses located on Devon Street. The most westerly access provides an entrance/exit for commercial lane traffic without being directed through the residential area.
- One access provided to the (future) 10th Avenue.

**INTERNAL ROADS**

- Roads are spaced to encourage narrow, relatively small lots.

**LANES**

- Lanes are spaced to separate commercial and mixed use.
- Lanes reduce the number of driveways needed on Northwest Boulevard, and provide direct access for parking behind buildings, an infrastructure corridor, access for servicing, an opportunity for higher density (eg, lane houses), and greater accessibility for incremental development of the LAP site.
- *for planning and design guidelines see page 25*



The Master Plan shows how the site could be subdivided and landscaped and how buildings could be situated on individual lots within the framework provided by the LAP.

Some features include:

- Streets, lanes and open space are spaced to foster **small lot development** throughout the site.
- **Street trees** are an integrating theme, tying streets, open space, and trail systems together in a green network. For *street tree development guidelines* see page 25.
- **Sidewalks and trails** create multiple choices for recreational walking on site as well as connections to the larger community, such as the Glaser Creek greenway. For *development guidelines for sidewalks* see page 25 and for *trails* see page 23.
- Street trees, a median and sidewalk along Northwest Boulevard create an **“entrance” to Town**. For *Northwest Boulevard development guidelines* see page 24.
- **Commercial buildings** create a strong street presence. For *commercial use development guidelines and typologies* see page 16 and 17.
- **Mixed use** development can accommodate a variety of unit sizes and arrangements. For *mixed use development guidelines and typologies* see pages 18 and 19.
- **Institutional** development is located adjacent to a park for integration into public life within the neighbourhood. For *institutional development guidelines and typologies* see page 22.
- **Residential units** all border on an open space corridor and because of the spacing of these corridors this amenity remains the same no matter what lot subdivision and building site plans are employed. Multi-unit and secondary suites are encouraged. For *residential development guidelines and typologies* see pages 20 and 21.
- **Possible park** uses include community gardens, stormwater management, and trails. For *park and open space development guidelines* see page 23.

PART TWO - LOCAL AREA PLAN

## PLANNING AND DESIGN RATIONALE

Part Three of the LAP outlines the sustainability guidelines. The first section, beginning on page 12, illustrates how the LAP responds to the *Cultivating Creston Integrated Community Sustainability Plan* (ICSP) desired outcome statements. It is organized into four parts, each addressing one of the four principles that form the conceptual foundation of the LAP. These principles are: **1. Resiliency; 2. Connectivity; 3. Complete and Compact Neighbourhoods; and 4. Sense of Place.**

One page is devoted to each principle and the corresponding ICSP. Each page is formatted into a four column table. The first column outlines the related LAP sustainability principles, the second column (in gray) gives the corresponding Desired Outcome Statements of the ICSP, and the final two columns provide the corresponding LAP planning guidelines and design guidelines.

The second section, beginning on page 16, provides planning, design, and development guidelines crafted for the six land uses (including roads) in the LAP. Each land use includes a proposed vision statement followed by zoning guides (e.g. density, land use, setback) and development permit guidelines and typologies (i.e. form and character).

### 1. RESILIENCY

Building resiliency into land use development is about creating flexibility and adaptability in the face of changing times and demands. This means, in part, that both slow and fast growth can be accommodated with equal ease. Creston is a small community and under current conditions has limited development capacity and slow growth rates. Any Creston LAP must allow for variable rates of build out, must be flexible in terms of permissible uses and scales, and must accommodate small scale (i.e. small lots/small footprint) development.

Ensuring that the LAP includes affordable housing for a broad socio-economic segment of the community also advances resiliency by widening the possible base of homeowners.

### 2. CONNECTIVITY

The single best way of making a community liveable is to make it walkable. Walkability in plans such as the Northwest Boulevard LAP is achieved in three basic ways. First, with pedestrian friendly streets, that is, sidewalks wide enough for strollers and scooters; sidewalks on both sides of the street, with cross-walks on all four

corners of an intersection; street trees, preferably separating the sidewalk from the road; places to sit (benches, preferably with both a view and placed with their back protected);

Second, with narrow streets such as those with parking on both sides. By narrowing the aperture for cars, traffic speeds are effectively reduced.

Third, with walking distances in increments based on the 5 minute walk (1/4 mile) including parks within 1/8 mile (700 feet) of most houses and shopping within 1/4 mile. Assuming that the trip is pleasant and safe, children can be expected to walk 20 min to school (1 mile) and cyclists to commute 20 minutes to work (8 miles).

### 3. COMPLETE and COMPACT NEIGHBOURHOODS

The neighbourhood in which the LAP site is located covers approximately 125 acres and is centered on the Creston Valley Mall. The perimeter of this neighbourhood - which on the north coincides with the northern border of the LAP site - is defined by walking distance to the Mall, namely 1/4 mile (1500 ft) which is equal to a 5-minute walk. According to the Creston OCP, this area can support a much higher residential density, but this in turn would require improvements to the Mall.

The primary problem with the Creston Valley Mall is that it is car, and not pedestrian, oriented. As the LAP site and other parts of the neighbourhood are developed, the mall site should be converted to a more walkable, pedestrian friendly facility, and take on a heart-of-the-neighbourhood function.

The LAP site is imagined as a part of this larger northern Creston neighbourhood. The neighbourhood would contain a diverse palette of uses including work, play, school, shops, and residential. Commercial uses would compliment the Creston Valley Mall, foster economic growth and diversity, and not compete with downtown businesses. Within the LAP site live/work buildings and home occupations are widely permitted in order to help balance residential areas, incubate new businesses, and create greater opportunity and affordability for those creating their own jobs. A diversity in housing types also contributes to a more complete neighbourhood. This helps build social networks that integrate a diversity of ages and incomes and makes long term residency and life cycling possible in one neighbourhood. In addition, diversity in housing types allows developers to access a broad range of market segments and adapt more readily to changing community demographics.

### 4. SENSE OF PLACE

According to Creston residents one of the most valued aspects of their community is its "small town character". What specific attributes of a town contribute to its small town character? There are many, of course, but four main attributes are essential to land use planning: small scale, slow speed, local services, and uniqueness of place.

Small towns have smaller scale facilities than large towns. In general things tend to be sized to human/pedestrian scale rather than automobile scale. This includes narrower roads with sidewalks, buildings and facilities that are not dimensionally overwhelming, and services within walking distance and not remote to residents.

Small towns are geared more towards 'slow living'. They give preference to human (as opposed to vehicle) mobility and rates of movement, provide a sense of comfort and safety in street design, and foster an ease of socialization.

Small towns prefer local businesses over retail chains, local products over imports, and businesses run by neighbours over outsiders from distant places. Residents know their neighbours because there are multiple opportunities for meeting and networking. They also know their service providers and get personal and excellent service as a result.

Small towns are special places, familiar to us at an emotional level. The physical setting is particular and not ignored, construction favours local materials, design motifs favour local rather than corporate design, and landscaping uses indigenous plants and celebrates view-scapes, and champions local history.

# PART THREE - PLANNING and DESIGN GUIDELINES

## 1. RESILIENCY

Building resiliency into land use development by creating flexibility and adaptability in the face of changing times and demands.

SUSTAINABILITY PRINCIPLES	CULTIVATING CRESTON INTEGRATED COMMUNITY SUSTAINABILITY PLAN (ICSP) DESIRED OUTCOME STATEMENTS	PLANNING GUIDELINES	DESIGN GUIDELINES
Flexibility in zoning	<i>Land Use and Natural Areas - 3 - Centralized commercial areas and the appropriate integration of residential options help to ensure viability and vibrancy.</i>	Zoning is broad with each zone allowing for multiple uses based on compatibility with residential use, which is permitted in all zones. Each zone permits a range of building typologies, that is, a range of building forms and types.	
Flexibility in lot configuration		Lot sizes are adaptable to market demand. Lot depths are set by block size based on the location of roads/lanes, but lot widths are variable to accommodate a variety of development forms. Maximum lot widths are set to encourage variety along the street face as well as to minimize infrastructure cost/ per lot.	
Flexibility in building design	<i>Buildings, Housing and Sites - 2 - Buildings and homes are designed and retrofitted to be safe, comfortable, durable and flexible, meeting diverse and changing needs efficiently over the long-term.</i>	Lots are zoned to be adaptable to various uses.	Buildings are designed to be use adaptive, such as commercial buildings with taller ceilings on the ground floor that can serve residential at first and commercial later.
Local lot and building scales	<i>Economy - 8 - Local economic development is supported by the necessary infrastructure, communications technology, workforce and volunteers, land, housing and facilities, which are employed to ensure the best long-term use of limited financial, human and natural resources.</i>	Lots can be small enough to accommodate small scale development (defined as building footprints of 1000 sq ft or less) as well as mixed use as a way of increasing affordability (e.g., rental, live/work, work/live).	Small lots permitted in each zone allow owners to build and own their own unit for work and residential. This helps build equity as well and encourage new business starts.
Affordability	<i>Building, Housing and Sites - 4 - Diverse, healthy and liveable housing options are available that meet the needs of all incomes, ages and abilities. Community and Individual Health - 5 - There is a strong sense of community and belonging in Creston, where everyone feels connected, respected and included.</i>	Zoning permits a range of building types and sizes, including small lots, small units, and secondary units.	Affordable residential types permitted include carriage houses, cottages, row-houses, pocket neighbourhoods, condos, apartments, multi-family units (e.g. duplex, triplex), as well as single family houses on narrow lots.

## 2. CONNECTIVITY

Creating a liveable community by making it walkable: pedestrian friendly, enjoyable, and connected.

SUSTAINABILITY PRINCIPLES	CULTIVATING CRESTON INTEGRATED COMMUNITY SUSTAINABILITY PLAN DESIRED OUTCOME STATEMENTS	PLANNING GUIDELINES	DESIGN GUIDELINES
<p>Network of streets, sidewalks, and trails</p>	<p><i>The Creston Valley Experience - 6 - Getting to, from and around the Creston Valley is an enjoyable, safe and seamless experience.</i></p> <p><i>Building, Housing and Sites - 3 - All forms of the built environment, including parks, are accessible to people with all levels of ability.</i></p> <p><i>Transportation and Mobility - 1 - Creston prioritizes preferred modes of transportation in the following order: 1) pedestrian, bike, scooters and strollers; 2) transit and movement of goods; 3) private vehicles (high occupancy and low-impact technologies); 4) private vehicles (single occupant and traditional technologies).</i></p>	<p>Sidewalks and trails connect throughout the site, and to the wider community.</p> <p>Pedestrians are provided convenient links to encourage walking throughout the site.</p> <p>Pedestrian crosswalks are safe in part because crossing distances are short.</p> <p>Roads are narrow; lanes are designated for municipal infrastructure and service vehicles.</p> <p>Sidewalks are located on both sides of all streets/roads.</p>	<p>Sidewalks are wide enough (minimum 5 ft) to accommodate scooters/strollers.</p> <p>Trails cut through blocks to create flexibility in the pedestrian network.</p> <p>Streets are narrow, e.g., with 14-16 ft travel surfaces, and 7 ft parking lanes.</p> <p>Gated communities are not permitted to ensure interconnection of roads and public access.</p>
<p>Links between residential areas and destinations</p>	<p><i>Transportation and Mobility - 3 - Creston's streets are people friendly, accessible, safe, visually appealing and enjoyable, offering places for people to rest and interact with others.</i></p> <p><i>Land Use and Natural Areas - 5 - Development facilitates convenient transportation by preferred modes and easy access to green spaces, trails and community amenities for all.</i></p>	<p>Sidewalks in commercial/mixed use areas are wide enough to accommodate places for people to gather and to rest.</p> <p>Trails and sidewalks create pedestrian links throughout the site and links to the wider community, including neighbourhood shopping.</p>	<p>Sidewalks are wide enough to accommodate scooters/strollers and street trees and, where appropriate, benches, café tables, and temporary sales displays.</p> <p>Trails connect residential units within the site and to the Creston Valley Mall.</p>
<p>Trails for recreation and commuting</p>	<p><i>Land use and Natural Areas - 7 - An ecologically functioning and viable network of critical natural areas is protected and, where possible, restored to support local species and biodiversity.</i></p> <p><i>Land Use and Natural Areas - 4 - Access to natural and agricultural areas is enabled to provide opportunities for enjoyment and learning for all, and is managed to avoid their overuse and degradation.</i></p> <p><i>Food and Agriculture - 7 - There are opportunities throughout the community and region for people to grow their own food, learn about agriculture, and celebrate local culture expressed through food and art.</i></p> <p><i>Recreation, Leisure and Learning - 1 - Diverse year round recreation opportunities exist for all ages, abilities and incomes.</i></p>	<p>Trails and sidewalks provide multiple opportunities and links for walking and jogging.</p> <p>Surface stormwater management introduces "natural services" into the community.</p> <p>Space for community gardens is provided.</p>	<p>On-site trails link Devonshire Meadows and the (proposed) greenway along the 10th Avenue extension (Glaser Road) to trail systems into and through the proposed park.</p> <p>On-site stormwater management links to Glaser Creek.</p> <p>Trails are integrated with the natural treatment of stormwater, e.g., vegetated swales and ponds, as opposed to pipes and drains.</p> <p>Park has four season pond that could be used for skating in winter.</p>

### 3. COMPLETE and COMPACT NEIGHBOURHOODS

Increasing density and diversity in the local neighbourhood centered on Creston Valley Mall.

SUSTAINABILITY PRINCIPLES	CULTIVATING CRESTON ICSP DESIRED OUTCOME STATEMENTS	PLANNING GUIDELINES	DESIGN GUIDELINES
<p>Mixed use (commercial, mixed, use, residential , institutional, park)</p>	<p><i>Buildings, Housing and Sites - 6 - Buildings and sites are situated to protect natural and agricultural land, incorporating nature, green spaces and gardens for people to enjoy and grow food.</i></p> <p><i>Land Use and Natural Areas - 2 - Land uses are appropriately situated to meet community needs, and adjacent uses are compatible and buffered to minimize negative impacts.</i></p>	<p>The plan provides a wide range of mixed uses. Approximately 10-12% of the site is set aside as park and/or public trails.</p> <p>Park space can be used for on-site water management and for creating (new) green space and community gardens.</p>	<p>Park space is designed for many uses including stormwater management, community gardens, open space, and trails, as needed in the neighbourhood.</p> <p>All residential units must include outdoor living space</p> <p>All multi-family housing must also provide additional communal outdoor space, which may include community gardens.</p>
<p>Dense development (where water and sewer are available)</p>	<p><i>Land Use and Natural Areas - 6 - Land use is managed to maximize infrastructure and services, and to reduce energy costs.</i></p> <p><i>Energy, Resources and Waste - 3 - Potable water is conserved and appropriately used, and waste and stormwater systems avoid degradation of natural systems and are transitioning toward the efficient use of sustainable materials and energy.</i></p>	<p>The LAP area is fully serviced by water and sewer.</p> <p>Development at full build out should reach a residential gross density of approximately 8 units/acre (as opposed to the current density of approximately 1.25 units/acre).</p>	<p>More units/acre created with smaller lots and/or secondary units permitted.</p> <p>Buildings up to 3.5 storeys in height.</p> <p>Rainwater/stormwater management is integrated into the proposed park land and connected to Glaser Creek.</p>
<p>Mix of dwelling types, costs and tenures</p>	<p><i>Buildings, Housing and Sites - 4 - Diverse, healthy and liveable housing options are available that meet the needs of all incomes, ages, and abilities.</i></p> <p><i>Community and Individual Health - 6 - Creston is an accessible community, where all ages are valued, they have opportunities to participate, and there are meaningful connections between the generations.</i></p>	<p>A range of housing options is permitted throughout the site, particularly multi-family options and small lot/house options that are more affordable and/or less available elsewhere in Creston</p>	<p>Permitted residential uses include: single family, townhouses, pocket neighbourhoods, cottages, carriage homes, patio homes, apartments, condos, live/work and work/live.</p>
<p>Recreation within easy access to residential</p>	<p><i>Transportation and Mobility - 2 - Transportation options are convenient, reliable, innovative, safe, affordable, and accessible, meeting the needs of residents and visitors.</i></p> <p><i>Recreation, Leisure and Learning - 6 - Access to natural areas and learning pursuits is convenient, done in a manner that protects the ecological integrity of the area, and offers an enjoyable experience for all, where compatible uses co-exist in appropriate areas.</i></p>	<p>All residences are linked with sidewalks, making the whole site accessible for scooters as well as pedestrians.</p> <p>Trails provide looped recreation opportunities within the LAP site.</p>	<p>Sidewalks are minimum 5 ft wide to accommodate scooters and strollers.</p> <p>Park trails are looped through the site which, along with sidewalks, create passive recreation on site.</p>

## PART THREE - PLANNING and DESIGN GUIDELINES

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### SUSTAINABILITY GUIDELINES

### Northwest Boulevard Local Area Plan Town of Creston

#### 4. SENSE OF PLACE

Building on the character of Creston by emphasizing small scale, local development, and social connections.

SUSTAINABILITY PRINCIPLES	CULTIGATING CRESTON ICSP DESIRED OUTCOME STATEMENTS	PLANNING GUIDELINES	DESIGN GUIDELINES
Neighbourhoods where people know and invest in each other	<i>The Creston Valley Experience - 1 - The Creston experience is welcoming, vibrant, authentic, safe, well maintained and aesthetically pleasing - a place that attracts residents and repeat visitors for extended stays.</i>	Build out is programmed to happen incrementally over time, with small scale, local, development resulting in an authentic, and charming diversity.	The proposed park creates a common link and identity for the neighbourhood.
Public realm that encourages interaction, community, and mutual values	<i>Buildings, Housing and Sites - 5 - The built environment provides opportunities for people to meet and interact with others.</i> <i>Community and Individual Health - 3 - Community members feel safe and their needs are met, including access to housing, nutritious local food, meaningful social interactions, and recreation and leisure pursuits.</i>	Open space, play areas, trails, and sidewalks are within easy walking distance and woven through the site to draw neighbours together and foster social interactions.	Sidewalks in commercial/mixed use areas are wide enough for street furniture, and street interaction.
Unique public realm, places that evoke a sense of pride and responsibility	<i>Buildings, Housing and Sites - 1 - The small-town, rural character of Creston is retained and reflected in buildings and sites that are attractive, inviting, and that compliment their surroundings and help to create vibrancy.</i> <i>Land and Natural Areas - 1 - Development and other activities are contained, managed and coordinated amongst regional partners to protect, reclaim or restore healthy natural and agricultural areas, indigenous wildlife and biodiversity, scenic landscapes and views, and Creston's rural and small-town character.</i>	Attributes of small town character are incorporated throughout the LAP site, including narrow lots, narrow roads, lanes, sidewalks, street trees, on-street parking, slow traffic, and local shops.	Developers are encouraged to provide public space and amenities such as street furniture in and around commercial development.
Places that are memorable	<i>The Creston Valley Experience - 2 - Creston's unique views, rural and small-town character and heritage are enhanced and protected.</i> <i>Community and Individual Health - 4 - Creston is known for its diverse health, fitness and wellness offerings, trails and paths, natural environment and nutritious food, making it easy for people to choose healthy lifestyles and prevent many illnesses.</i> <i>Building, Housing and Sites - 9 - Landscaping practices utilize Creston's indigenous species, minimize water use and have eliminated chemical dispersion into the environment.</i>	Development is encouraged to take advantage of valley and mountain views.	Street trees are planted along all streets. Planting uses indigenous plant material.



# PART THREE - PLANNING and DESIGN GUIDELINES

## COMMERCIAL USE

### EXISTING CONDITIONS

Commercial development on the LAP site is distributed along Northwest Boulevard. From north to south it changes from highway commercial, dominated by parking lots, to single family houses, some of which have been converted into businesses.

Northwest Boulevard is a bit unsightly, casting a poor first impression on the town for travellers entering Creston from the north. The Boulevard here is also dangerous along the southern half of the LAP site because of a blind curve, fast traffic, the acute angle of the intersection with Devon Road, and the multiple driveways.

### PROPOSED VISION

Northwest Boulevard retains its commercial designation but with a focus on creating a small town form in contrast to the strip mall/suburban look to the north, thus becoming a "gateway" into Town, signalling a need to reduce speed to city limits.

The "gateway" image is enhanced with an avenue of street trees on both sides of Northwest Boulevard at the northern end of the LAP site and a central planted median.

The small town street form is created with buildings located close to Northwest Boulevard and parking located either beside or behind the buildings: a sidewalk and treed boulevard all along Northwest Boulevard; and building entrances off the sidewalk.

Buildings create a community presence along the road, offer fine views to the west, and help redefine the Town's image.

### RESILIENCY (Zoning)

Limiting lots to smaller sizes encourages more affordable, locally-based businesses and greater development flexibility. Lot sizes are determined mainly by frontage width as lot depths are set by road locations. Lots serviced by a rear lane can be significantly narrower than those without.

The controlling factor for commercial density is parking requirements. Reducing land consumed by parking, for example by counting on-street parking as part of parking requirements, will help to create an area with a greater small town character.

It is preferable to have building heights along Northwest Boulevard not less than 2 storeys high in order to create a town character rather than one of highway sprawl. Parking limitations will likely prevent buildings from being taller than 3 storeys. Four storeys would be acceptable given compelling rationale such as valley views to the west.

'Build to' lines in the front yard are preferable to minimum setbacks to encourage commercial buildings along Northwest Boulevard to build closer rather than further from the road. This will help to create a town presence along the road, a more lively streetscape, and a more ordered small town appearance.

Zero lot lines are acceptable on either one or two sides as long as parking and pedestrian access can be established so that front entrances are visible to the road.

All on-site parking should be located to the rear or side of buildings with NW Boulevard acting as the frontage road. Parking requirements should be kept to a minimum to encourage small businesses and a greater density and range of development. On-street parking should be counted toward satisfying parking requirements.

### COMPLETE NEIGHBOURHOODS (Uses)

**Commercial use, permitted up to 100 percent on any lot,** should favour those uses that do not compete with downtown, provide neighbourhood and/or regional services, and are compatible with adjacent residential use. Thus the commercial uses contribute to creating a complete neighbourhood.

**Residential use, permitted up to 100 percent on any lot,** should add to the town presence along Northwest Boulevard. It is preferable that they allow for simple conversion to commercial use in the future by incorporating, for example, taller ground floor ceilings. Permitting 100% residential in this zone is based on the notion that commercial development will follow people. Knowing that residential use could be converted to commercial use in the future may temper allowable commercial uses and encourage appropriate building design.

### CONNECTIVITY (Road and Sidewalks)

Access to the LAP site and the commercial land uses should be provided from both Northwest Boulevard and Devon Street. Two (or more) connections will ensure that traffic is dispersed and no one road is overloaded.

A lane parallel to Northwest Boulevard separating the commercial and mixed-use zones should be encouraged to facilitate access, servicing, and parking to the rear of the buildings, and to provide a convenient infrastructure corridor for water and sewer, and the creation of narrower (and thus more) lots.

A sidewalk should be provided along the full length of Northwest Boulevard with street trees between the road and sidewalk. It will provide pedestrian access to shopping along the LAP site as well as to the Mall and downtown, and safer access for children walking to school. The separation of the sidewalk from NW Boulevard with a row of street trees increases the pedestrian sense of safety and creates a more pleasant streetscape.

The commercial zone should be permeable to pedestrians with sidewalk cut-throughs approximately every 200 ft. This will increase the walk-ability of the entire site, and be particularly valuable to the commercial businesses and residents.

### SENSE OF PLACE (Form)

Buildings should be located close to Northwest Boulevard and this, coupled with a height of at least 2 storeys, will create both a strong entrance to the Town and a pronounced sense of place.

Buildings should "address" Northwest Boulevard with entrances and windows facing the road and no blank facades to the road. Entrances to buildings should also be clearly articulated with a canopy or permanent entry feature.

Buildings with multiple doors such as rowhouse-type configurations are acceptable as long as there are adequate pedestrian cut throughs and "front entrances" located either on Northwest Boulevard or with clear access from the sidewalk to entrances.

A variety in building forms and details should be encouraged to enhance the sense of small town character.

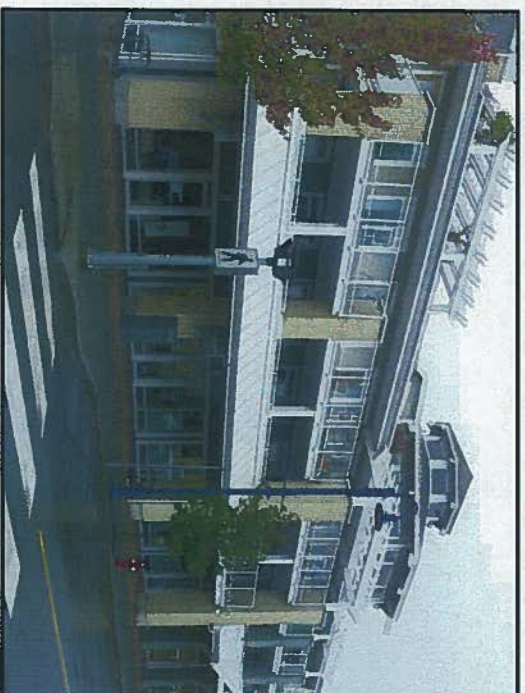
### PARK / OPEN SPACE

Public open space is not provided in the commercial zone, therefore any residential units within the commercial zone should be provided with private open space, either a ground floor patio or balcony of a size suitable for sitting/leaving outdoors. In addition all multi-family housing should provide useable joint space, such as bike storage, a patio with BBQ, gardens, a play area, and/or a seating area.

**COMMERCIAL TYPOLOGIES**



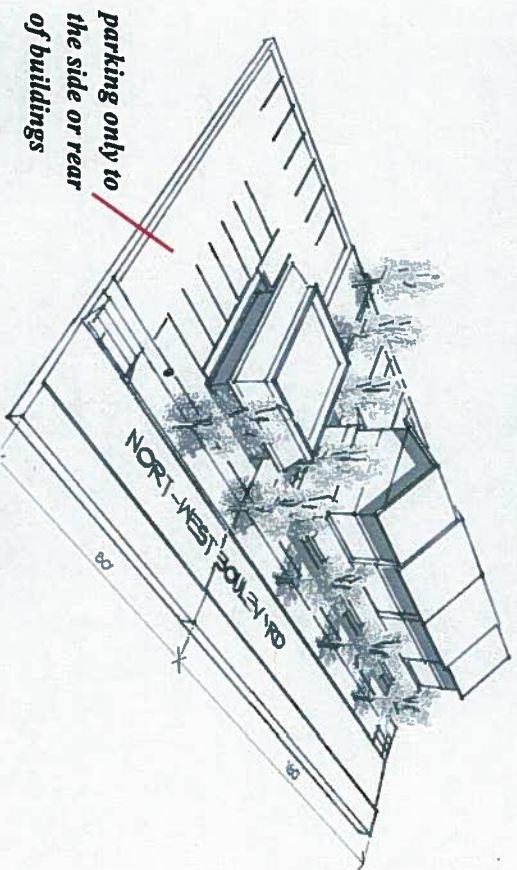
**Stand alone building:**  
Construction at front lot line, entrance on sidewalk, parking behind, and sidewalk connecting the parking and entrance.



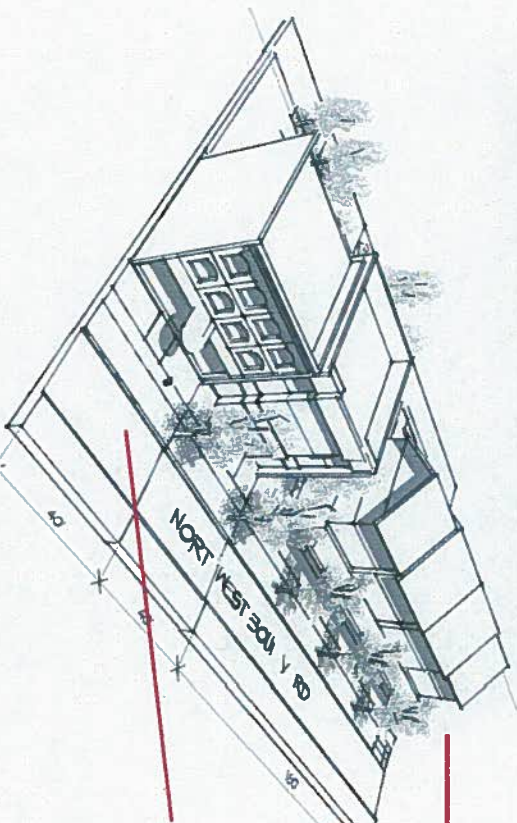
**Zero lot line:**  
Ground floor commercial, second floor with either commercial (office) or residential.



**Zero lot line:**  
Ground floor commercial; landscaping provided when set back from property line.



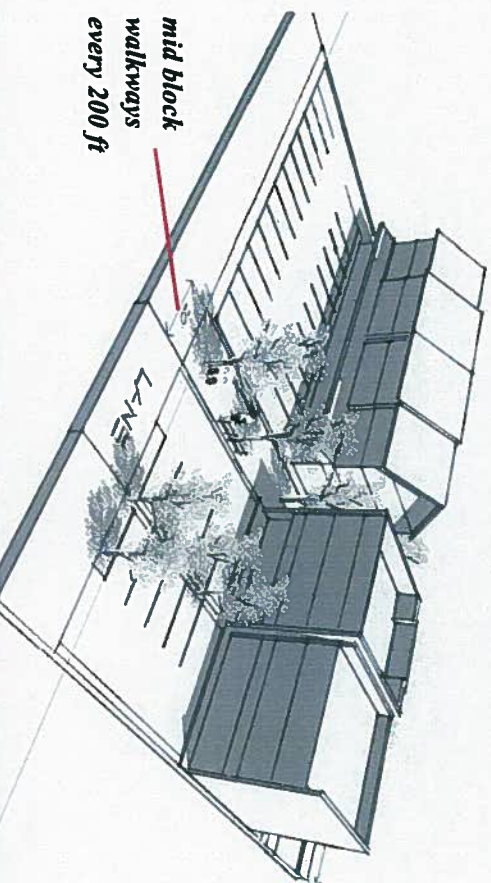
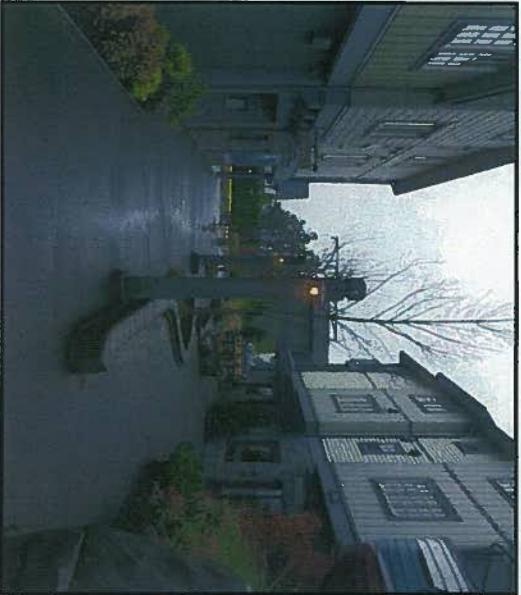
**Shared entrance sidewalk:**  
Buildings with frontage on road, back parking, and shared sidewalk with additional commercial units in rear of building.



**minimum 2 storey to create street presence; maximum 3 to 3 1/2 storeys to maintain small town character**  
**narrow lots where parking and access is provided from rear lane**



**Corner lot:**  
Ground floor commercial with frontage (windows, entrances) on both roads; residential above.



**mid block walkways every 200 ft**



Note the increased ceiling height for ground floor commercial use.

# PART THREE - PLANNING and DESIGN GUIDELINES

## MIXED USE

### EXISTING CONDITIONS

Currently mixed-use is very limited within the LAP site. Although several of the original single family homes along Northwest Boulevard have been converted into commercial use, they have discarded their residential function probably because of space limitations and use conflicts.

### PROPOSED VISION

Mixed-use development within the LAP site is proposed for the area between the commercial and residential uses, and as a buffer to the commercial/industrial property north of the site.

The LAP mixed-use zone is seen as an area where businesses can incubate and where entrepreneurs can live and work on the same site, thereby building real estate equity as they grow their business.

The mixed-use zone allows people to work and live within close proximity, eliminating the commute and the need for an automobile.

A range of building forms will help create many opportunities for livework arrangements. Buildings should face the street with a sidewalk and treed boulevard. Parking is located beside or behind the buildings. Lanes provide parking access and also the opportunity to separate the business and residential use of each site with a back lane building.

A range of residential uses is possible with up to half of any building being used for commercial uses such as professional offices, studios, retail, agricultural processing, café, or light manufacturing. The ground floor of buildings is designed for easy conversion from business to residential and vice versa.

### RESILIENCY (Zoning)

Allowing smaller lot sizes creates greater flexibility and variety and ultimately leads to greater resiliency. Smaller lot sizes provides maximum development opportunities for small-scale, local development.

Since buildings are small, parking requirements can also be small. On-site parking can be minimized by counting on-street parking as part of the parking requirements which helps to promote small town character.

Buildings in the mixed-use zone should not exceed 2.5 storeys, which is transitional between higher commercial buildings on one side and lower residential buildings on the other.

'Build to' lines or maximum setbacks on building fronts are preferable to minimum setbacks. Buildings should be built closer to the road to create a lively street presence and to maximize backyard areas.

Zero lot lines should be acceptable on either one or two sides with the proviso that parking and pedestrian access can be established such that (1) front entrances are visible to the road; and that (2) pedestrian trails are provided at no more than every 200 feet or so.

All on-site parking should be located to the rear or side of buildings. Parking requirements should be kept to a minimum to encourage a greater density and range of development, and on-street parking should be included in satisfying parking requirements.

### COMPLETE NEIGHBOURHOODS (Uses)

**Residential use should be permitted up to 100 percent on any mixed-use lot.** Although single family units are acceptable, higher density housing, such as multi-family should be encouraged, especially forms that could readily accommodate commercial use on the ground floor or in a rear lot ancillary building. This provides greater flexibility for incubating new businesses and an opportunity for entrepreneurs to establish equity in their homes and businesses at the same time.

**Commercial use should be permitted up to 50 percent on any mixed-use lot, with at least one residential unit.** This encourages livework arrangements for businesses such as professional office, day care, studio (e.g. art, dance), retail, agricultural processing, you-brew wine/beer shops, café, and light manufacturing.

### CONNECTIVITY (ROADS, SIDEWALKS)

Roads should be interconnected to minimize or avoid dead ends or cul-de-sacs. On-street parking should be provided on both sides of all roads. Lane access behind the mixed-use zone creates an opportunity for zero lot line (e.g. row-house) development with parking and servicing behind, as well as a convenient corridor for infrastructure.

A sidewalk should be provided along both sides of all roads with street trees between the road and the sidewalk. Sidewalks in the mixed use zone should provide outdoor furniture and seating in key locations. The separation of the sidewalk from the street with trees increases the pedestrian's sense of safety and helps create a pleasant streetscape. At key locations trees may be set in planting beds rather than continuous boulevards. Wherever possible treed strips should be used for source control of street and sidewalk runoff.

Pedestrian access to trails should be provided about every 200 ft along sidewalks and lanes. This will increase the walk-ability of the entire site, including the commercial and mixed-use areas.

### SENSE OF PLACE (Form)

Since work is part of life work activities and space should be not only visible and celebrated as part of the streetscape but integrated with residential development.

Mixed use buildings should be located relatively close to the road and this, coupled with a canopy of street trees, will create the feeling of an enclosed, friendly town space.

Buildings with multiple doors and continuous, articulated fronts, such as row-houses are acceptable as long as there are pedestrian cut throughs among buildings and front entrances facing the road.

A variety of building forms and details should be encouraged to enhance the sense of a small town.

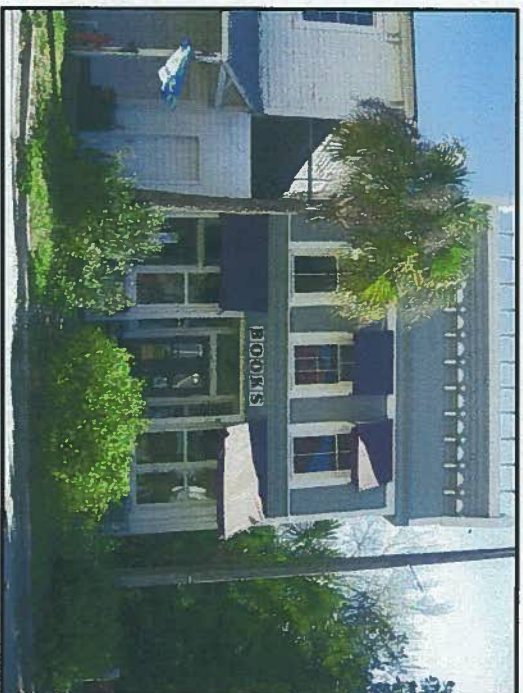
### PARK / OPEN SPACE

Although public park/open space is provided by the LAP, all multi-family residential units within the mixed-use zone should be designed with individual private open space facilities, either a ground floor patio or balcony of a size suitable for sitting/eating outside. In addition all multi-family housing should also provide useable group space, such as bike storage, a patio with BBQ, gardens, a play area, and/or a seating area.

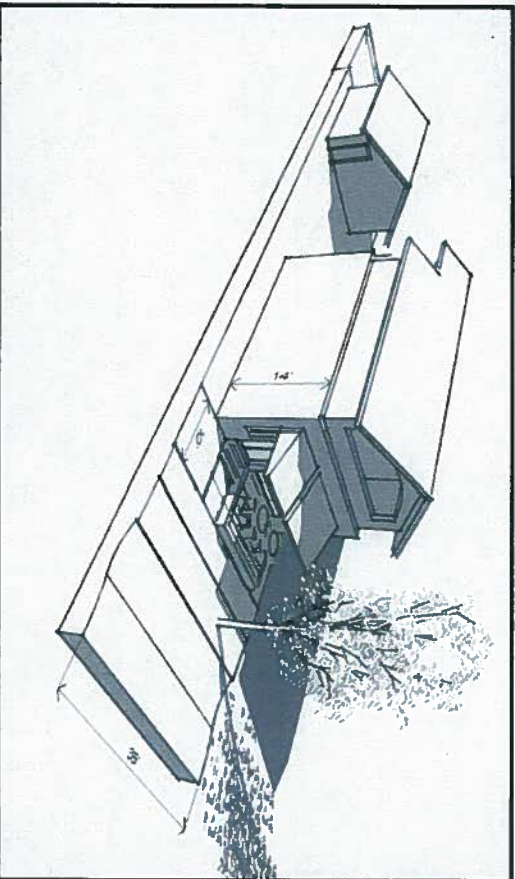
**MIXED USE TYPOLOGIES**



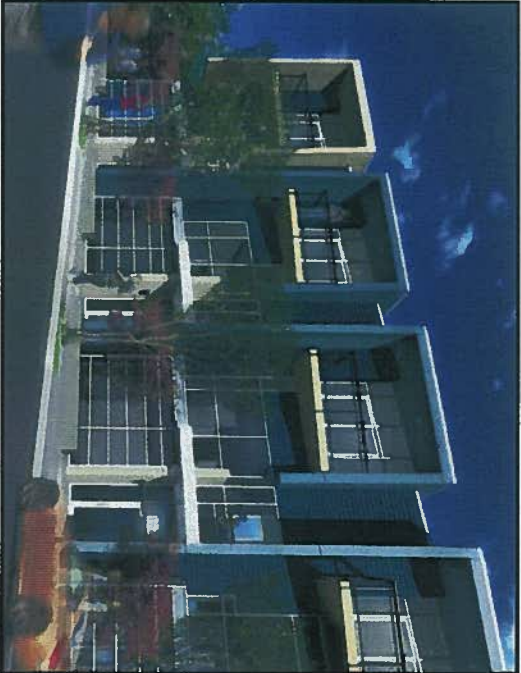
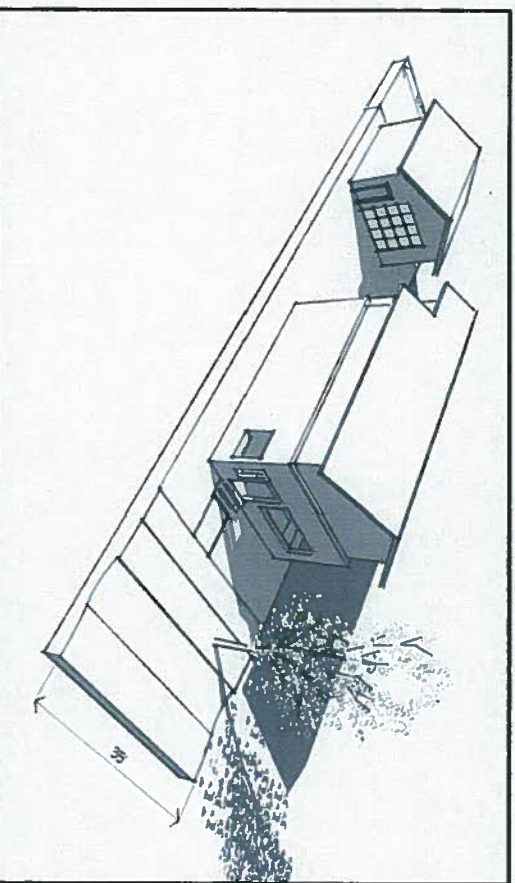
**Large residence:**  
Building designed to look like large house with ground floor commercial and residential units above.



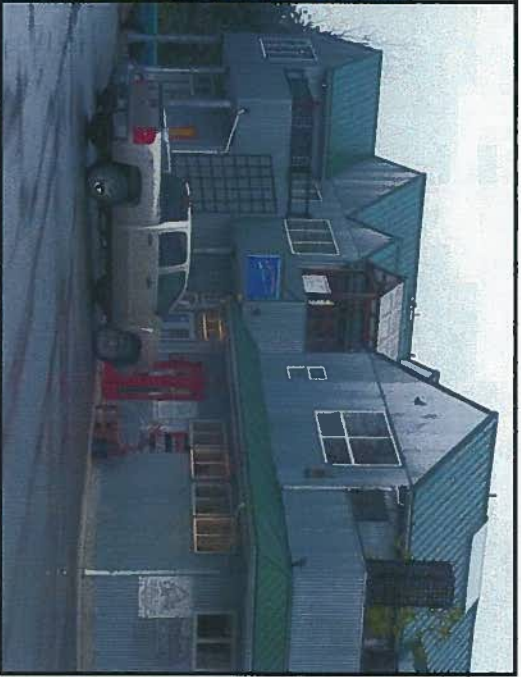
**Stand alone building:**  
Commercial or residential on ground floor, residential above.



**Single use buildings:**  
Residential and commercial in separate buildings, one in front of the other.  
Although this works best with a lane it can also work with building in behind served by a driveway.



**Commercial loft:**  
Ground floor commercial with work or live above built to sidewalk with parking in rear.  
If residential on ground floor, design should provide higher ceiling so that commercial can be accommodated in future.



**Loft/studio:**  
Ground floor commercial with residential units above.  
Within each co-joined building there may be multiple commercial units below, and multiple residential units above.

# PART THREE - PLANNING and DESIGN GUIDELINES

## RESIDENTIAL USE

### EXISTING CONDITIONS

Currently approximately half of the 19 lots making up the LAP site are single family residential. Many, although not all, of these houses are nearing the end of their life cycles. There is one multi-family development along Northwest Boulevard, a second storey 5-plex above a vacant commercial building.

### PROPOSED VISION

Residential development is proposed for roughly the eastern half of the LAP site centered around a complex of open space/park.

The plan proposes a range of residential forms that favour small scale, affordable, and flexible housing types, including multi-family. Secondary suites, granny flats, carriage houses are encouraged.

Small setbacks from the street are strongly encouraged in site design as a way of maximizing private space in the rear yard, and enhancing street culture and neighbourly connections. Parking is located beside or behind the buildings. Where lanes are provided, then ancillary buildings can be built including granny flats and carriage houses.

A range of residential uses is called for with home-based businesses permitted in all.

The trade-off with the proposed increased density is more useable public open space, the convenience of a walkable neighbourhood, and vibrant street life.

Gated communities are not permitted as they promote spatial fragmentation, disconnected streets and trail systems, greater car travel, and housing monocultures. Pocket neighbourhoods, built into the street framework, are permitted.

### RESILIENCY (Zoning)

Greater density should be encouraged by limiting lot sizes for single family houses to a maximum 50 foot frontage. Smaller lots, down to 25 feet widths, should be permitted where back lanes are provided. Zero lot lines on either one or two sides are acceptable as long as on-site parking can be accommodated behind or beside the buildings.

Multi-family housing on larger lots should be encouraged in forms that are compatible with single family forms. This includes pocket neighbourhoods of cottages, multi-family units disguised as larger single family houses, or small scale apartments.

Residential buildings should not exceed 2 storeys in height.

Parking requirements should be kept to a minimum to encourage a greater density and variety of development, and on-street parking should be included in satisfying parking requirements. All on-site parking should be located to the rear or side of buildings.

### COMPLETE NEIGHBOURHOODS (Uses)

Residential use should be allowable up to 100 percent on any site, with a diversity of housing types encouraged, especially smaller units that allow for flexible site design schemes. These include single family types such as secondary suites, carriage houses, granny flats, zero-lot line houses including pocket neighbourhoods, townhouses, row-houses, and patio homes; multi-family houses including duplexes, triplexes, apartments and condos.

An attempt should be made to mix affordable housing throughout the LAP site rather than concentrate it in one area. Permitting granny flats/carriage houses in lieu of a garage or flats over a garage, and suites built into single family houses are all good ways to achieve affordability.

### PARK / OPEN SPACE

Public parks should be woven into the fabric of the residential zone so that most residential units have ready access to a trail system. Park open space could also include wetlands and rain gardens for managing stormwater. Access to the trail system should not exceed a distance of about 200 ft from every residence.

All multi-family residential units should be provided with private open space, either a ground floor patio or balcony of a size suitable for sitting/leaving outside. In addition all multi-family housing should also provide useable group space, such as bike storage, a patio with BBQ facilities, gardens, a play area, and/or a seating area.

### CONNECTIVITY (Roads, Sidewalks)

Roads should be interconnected so that there are few, if any, dead ends or cul-de-sacs. On-street parking should be provided on both sides of all roads. Lane access behind the residential zone creates an opportunity for carriage houses and zero lot line (row-house) developments with parking and servicing in the rear, and is a convenient corridor for sewer and water infrastructure.

A sidewalk should be provided along both sides of all roads, with street trees between roads and sidewalks. Sidewalks in the residential zone should be a minimum of 5 feet wide to accommodate mobility scooters and strollers. Combined with park trails, the sidewalks encourage walking in the neighbourhood, both for recreation and for access to local services. The separation of the sidewalk with a treed boulevard increases pedestrian sense of safety and the trees provide a more pleasant streetscape and a cooler summer microclimate.

Pedestrian access to the park system should occur approximately every 200 feet along streets and where appropriate take the form of trails between properties. This will increase the walk-ability of the entire site, particularly for recreation walkers.

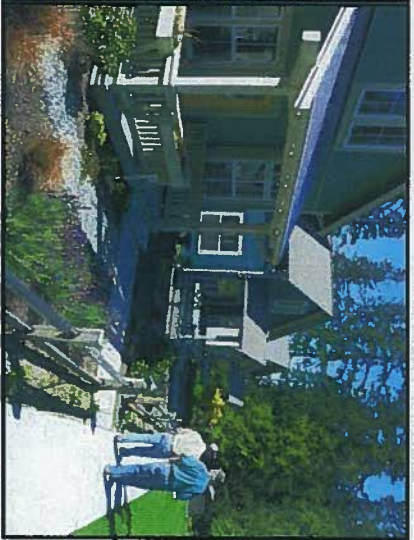
### SENSE OF PLACE (Form)

Residential units should be located relatively close to the sidewalk and encouraged to have front porches. The porch-sidewalk separation distance should be governed by conversation distance. Small building setbacks coupled with a canopy of street trees will help create intimate residential streets with a feeling of an enclosed space.

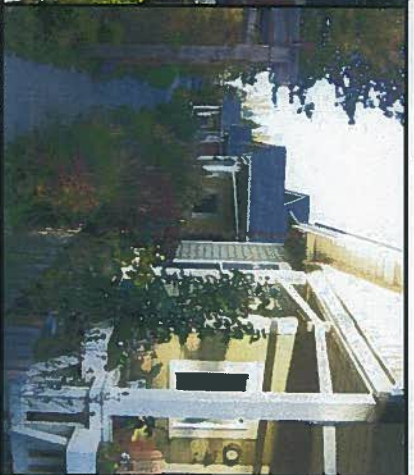
Buildings with multiple doors such as row-houses are acceptable provided there is access to a pedestrian cut through within 200 ft and all front entrances located on the road.

Variety in building forms and details is strongly encouraged to enhance streetscape aesthetics and the sense of small town neighbourhood.

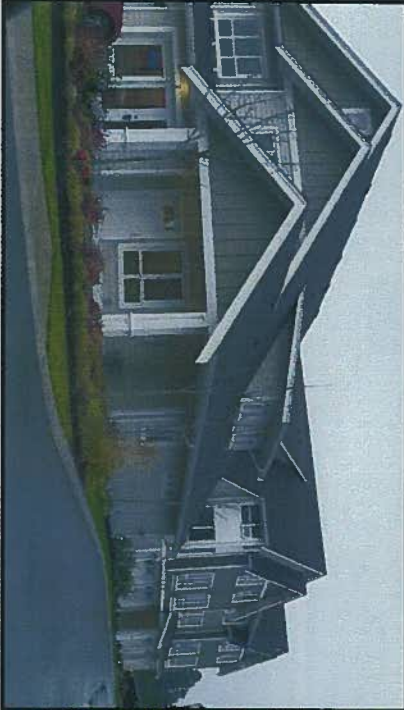
**RESIDENTIAL TYPOLOGIES**



**Cottages/bungalows:**  
Smaller houses (800-1500 sq ft) on narrow lots, usually 1 1/2 storey with lanes.  
Can be clustered into a "pocket neighbourhood".



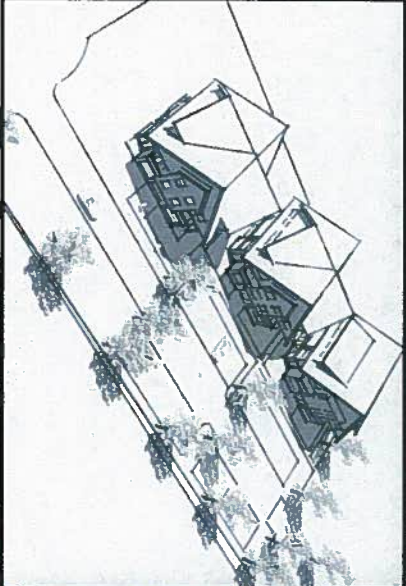
**Pocket Neighbourhood:**  
Cottage/ bungalows clustered around a common green and with grouped parking.



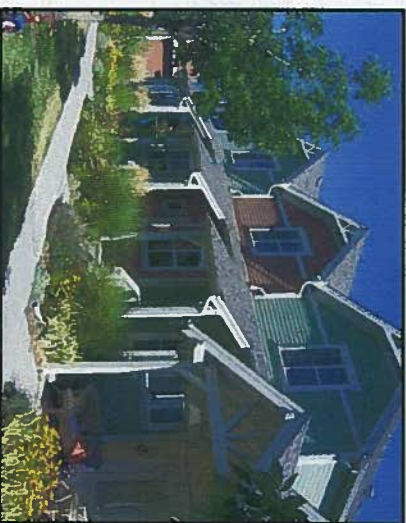
**Larger house:**  
Either single family houses with suites or duplexes or triplexes, 'disguised' as a large house.  
Fits into neighbourhood well, especially on corner lots.



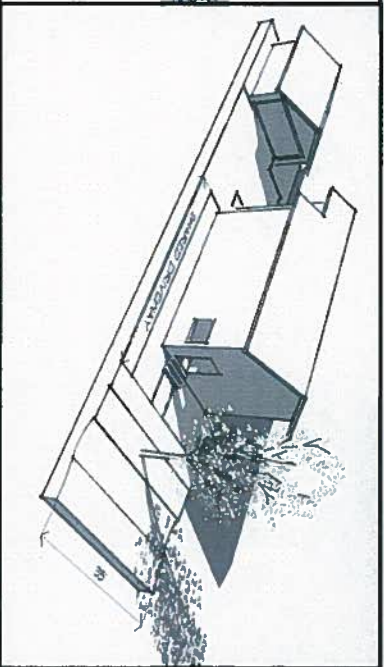
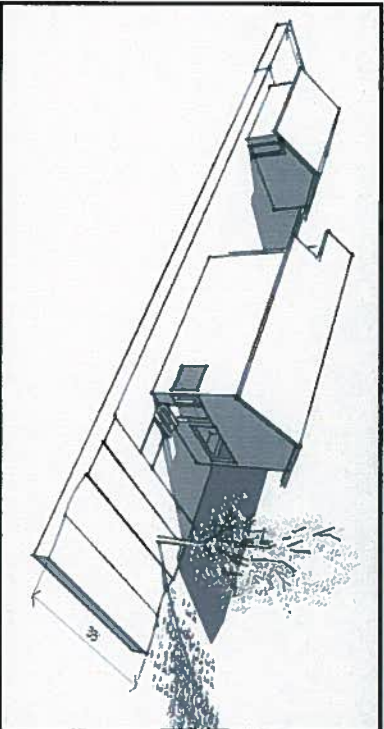
**Ancillary dwellings:**  
Carriage house, granny flat in backyard off lane; either at ground level or 2nd floor above garage.  
Provides affordable housing and flexibility for family members.



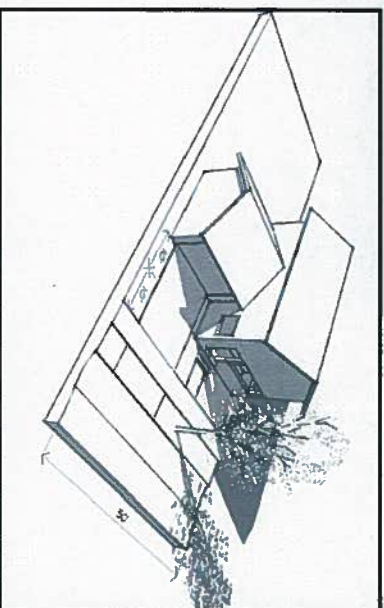
**Apartment house:**  
Fits well into residential street if designed at the scale of a large house.  
Even a six plex can have the appearance of a large single family house.



**Zero lot line houses:**  
On one side creates useable side yard and accommodates shallower lots; on two sides creates rowhouse/townhouse.



**Parking:**  
Parking is located behind house with back lane garage, back yard garage with shared driveway, or front garage recessed from front facade.



# PART THREE - PLANNING and DESIGN GUIDELINES

## INSTITUTIONAL USE

### EXISTING CONDITIONS

Currently there is no institutional use within the LAP site.

### PROPOSED VISION

Within the LAP there is an opportunity to provide seniors housing that would allow 'aging in place' within the neighbourhood. This could be a step between home ownership and fully assisted living. It could take a variety of institutional housing forms such as group homes, independent living with some on-site support such as dining, or a Kiwanis Village-like facility.

There is also an opportunity, in conjunction with seniors housing, to provide small scale community functions such as a drop-in centre.

Educational facilities such as a daycare or schools should also be permitted under institutional uses.

### RESILIENCY (Zoning)

Buildings should not exceed 2.5 storeys, which is in keeping with adjacent mixed-use building heights.

'Build to' lines or maximum setbacks on building fronts are preferable to minimum setbacks. Developers should be encouraged to build closer to the road to help create a lively street presence.

All on-site parking should be located to the rear or side of buildings. Parking requirements should be kept to a minimum to encourage a greater density and range of development, and on-street parking should be included in satisfying parking requirements. Institutional facilities would support local use, encouraging users to walk to them.

### COMPLETE NEIGHBOURHOODS (Uses)

Institutional use should be allowable up to 100 percent on any site and should include a range of possible uses, such as care facilities (infant, senior, pre-school), assisted living (senior, group home), and private and public facilities (recreation, meeting), to provide the flexibility needed to accommodate economic and demographic changes within the neighbourhood.

### CONNECTIVITY (ROADS, SIDEWALKS)

On-street parking should be provided on both sides of the frontage road.

A sidewalk should be provided along the frontage of institutional facilities with street trees between the road and the sidewalk. The sidewalks should provide outdoor furniture and seating. The separation of the sidewalk from the street with trees increases the pedestrian's sense of safety and helps create a pleasant streetscape. Institutional residents should have ready access to the entire LAP trail and park system as well as local commercial uses, both on and off-site.

### SENSE OF PLACE (Form)

Any institutional use with a residential component should be of a form compatible with adjacent residential use.

### PARK / OPEN SPACE

All residential units within the institutional zone should be designed with private open space, either a ground floor patio or balcony of a size suitable for sitting/eating outdoors, as well as exterior communal space. Ideally institutional facilities should be situated adjacent to larger, public open spaces to facilitate integration into public life within the neighbourhood, and/or provide public, open space.

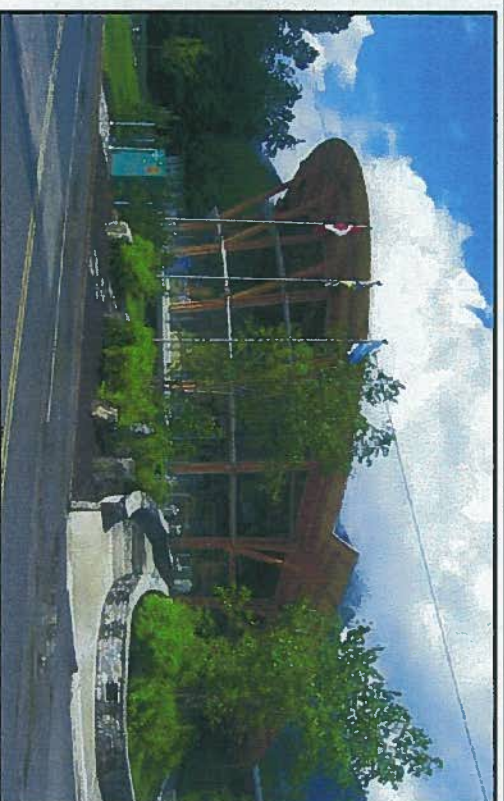
## INSTITUTIONAL TYPOLOGIES



**Seniors Housing:** Can take many forms including clusters of small single family houses with common facilities such as dining, meeting rooms, and/or outdoor open space.



**Child care / Education:** Sized and designed to fit into the neighbourhood; in this case scaled as a single family residence.



**Community / Visitor Centre:** A more public community facility can have a more distinctive character, unique to Creston.



## PARK / OPEN SPACE USE

### EXISTING CONDITIONS

The Town of Creston has a shortage of parks and natural areas in all parts of the community. Wetland habitat such as that along Glaser Creek has been largely buried and the few remaining stream corridors in Town have not been integrated into residential neighbourhoods. The northern part of the Town has no parks and no ready access to trails.

The attractiveness of Creston both in terms of real estate and quality of life could be improved by the addition of open space. It is widely known that access to open space is an important consideration in choosing a place to live.

### PROPOSED VISION

The LAP site envisions park / open space threaded through the site forming a system that can accommodate a variety of uses such as play, sitting, community gardens, all linked by a system of trails and to the (proposed) 10th Avenue Greenway.

Although parkland is a significant recreation amenity and adds to the quality of life, it also improves the overall aesthetic of neighbourhoods and adds measurably to residential real estate.

Linear parks with trails are a logical and compatible partner with stormwater management systems. The park is enhanced by waterways that double as a stormwater management system.

Walkways and trails complete the recreational trail system within the site, providing linkages between key uses, and connecting mid-block parking to street frontages. It is important that bike and pedestrian routes form proper networks such that it is possible to safely get to all important destinations such as downtown, the recreation centre, schools, and shopping.

### WATER MANAGEMENT

In order to reduce the Town's infrastructure costs, stormwater should be handled on site using "green" techniques rather than with pipes and offsite discharge. This creates opportunities for designing a diverse and interesting open space system, adding aesthetic appeal, and increasing real estate value.

### PARK

Parks should provide a variety of opportunities for a broad range of ages including play areas, open space sitting, games, picnicking, and the like.

### COMMUNITY GARDENS

Food production should be encouraged within the LAP site. For example, a portion of park/open space in one or several locations can be set aside as community gardens. Soils in the area are generally amenable to both food and decorative gardens.

### TRAILS

Trails should be provided through residential and commercial blocks at key locations that are linked to park trails. Trails should be combined with sidewalks to create a variety of exercise and recreational walks. The LAP trail system should connect with the proposed 10th Ave Greenway and with sidewalks along Northwest Boulevard.



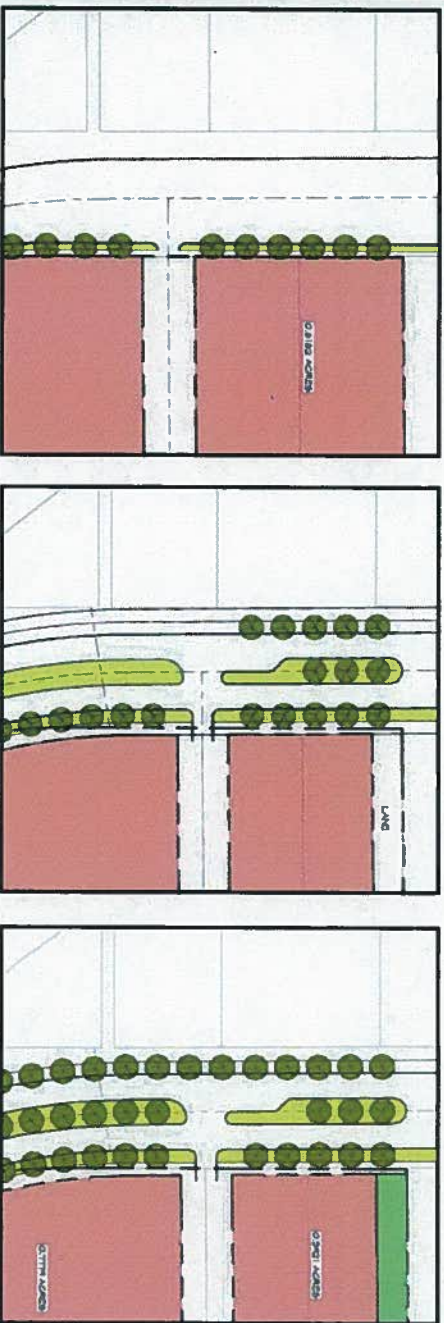


# PART THREE - PLANNING and DESIGN GUIDELINES

## ROADS

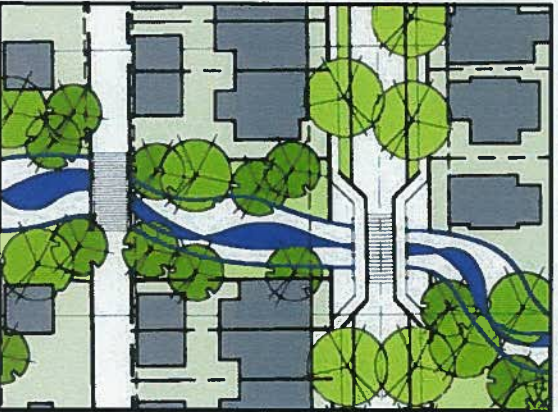
### NORTHWEST BOULEVARD (CROWS NEST HIGHWAY) - STREETSCAPE

- High speed traffic and large arterials destroy the character of a small town. Highway traffic on Northwest Boulevard should be slowed to 50kph, or less. This can be done in part by changing the highway landscape to signal drivers that they are entering town by introducing the following measures:
- a literal gateway created with street trees; whether in one, two, or three rows (i.e., one side of the road, two sides of the road, or both sides of the road and a centre median);
  - a sidewalk along the length of the LAP site;
  - a (tree-less) centre median.



### INTERNAL ROADS

Internal roads are designed to be 'slow-flow' or 'queuing street' with 6-8 ft travel lanes and 7 ft parking lanes. On queuing streets when two cars approach each other they must slow down to pass. This reduces the road surface to be maintained (and replaced), encourages slower, and thus safer, roads, and creates a more pedestrian friendly environment. Street trees are planted in medians between the sidewalk and road to create a pedestrian friendly environment, as well as.



Stormwater stream crossings are celebrated with 'bridges' as landscape amenities thus highlighting the presence of water and nature in the neighbourhood.

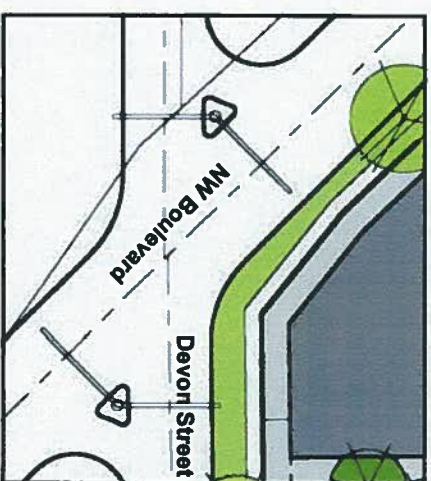
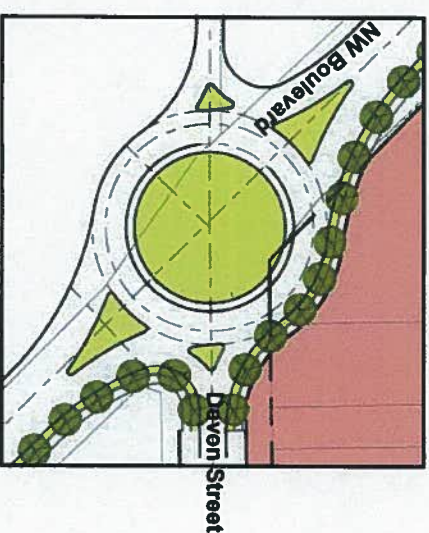


## INTERSECTIONS

### NORTHWEST BOULEVARD - DEVON ROAD INTERSECTION

Restrictions from the Ministry of Transportation and Infrastructure (MOTI) on driveway access to redeveloped lots along Northwest Boulevard will be imposed. This highlights the need for a new road linking the LAP site interior to Northwest Boulevard and also encourages the addition of back lane access. Additionally the rather dangerous and mis-aligned intersections of Devon Road and Northwest Boulevard need to be addressed. Two possible solutions, suggested in the preliminary plans (see page 6) are outlined below.

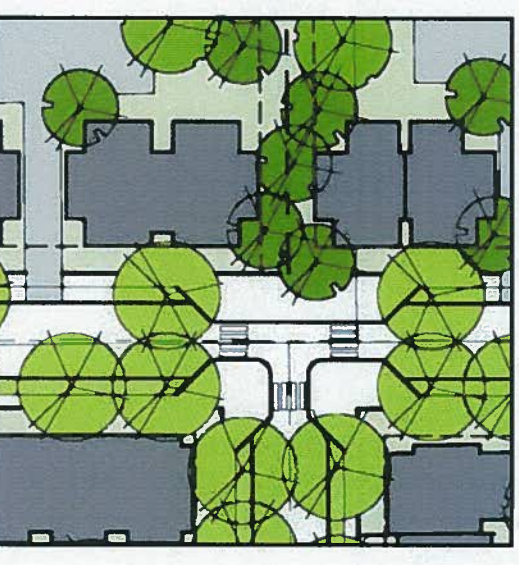
*Traffic Circle: a traffic circle at the existing intersection of NW Boulevard and Devon Street has the benefit of not slowing traffic with traffic lights, and allowing the maximum movement for all traffic.*



*Controlled Intersection: traffic lights at the existing intersection of NW Boulevard and Devon Street would not require a re-alignment of Devon Street and creates a safer access to /from Devon Street. An other alternative is to close Devon Street to right-hand turns only.*

### OTHER INTERSECTIONS

Turning radii on streets should be as small as possible. This coupled with curb bulbing and crosswalks at all intersections encourages pedestrian safety because traffic is slower and the distance for pedestrians to cross is minimized. Emergency vehicles that need a larger turning radii on those rare occasions when they are speeding can drive on the sidewalk at the intersections.

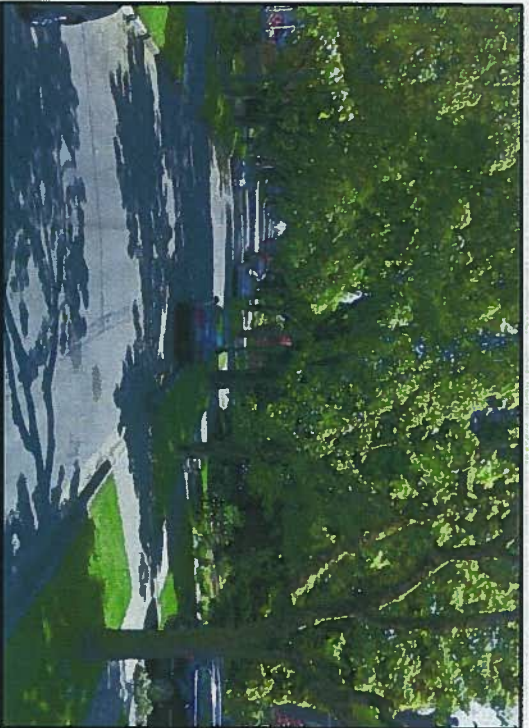


## SIDEWALKS / STREET TREES / STREET FURNITURE

### SIDEWALKS

Sidewalks should be wide enough to accommodate mobility scooters, two people walking abreast, and baby strollers. This dimension should be no less than 5 feet on all streets.

On streets with mixed-use or commercial use, sidewalks should be wider depending on the building setback and the addition of street furniture, outdoor displays, and seating.



## LANES / PARKING

### LANES

Lanes provide a means of handling parking and servicing. By removing on-site parking from the front streets, lanes in turn allow both narrower lots and lane carriage houses. They also separate servicing such as water, sewer, and cable service, which also reduces the required street allowance for utilities.



### STREET TREES

Street tree species and spacing should be selected to create a full street canopy. Such enclosures reduce the apparent width of the road, create a sense of small town scale, and mitigate summer heat.

Street trees should be planted in medians between the street and sidewalk to create a greater sense of pedestrian safety.

Curbs should be reduced or eliminated so that the adjacent medians can be used for storm-water management, thereby eliminating the need for road storm-drains.



### STREET FURNITURE

Street furniture should be provided within the streetscape at all opportunities. Seating, whether formal or informal, should be provided approximately every 200 ft along a commercial or mixed use street.

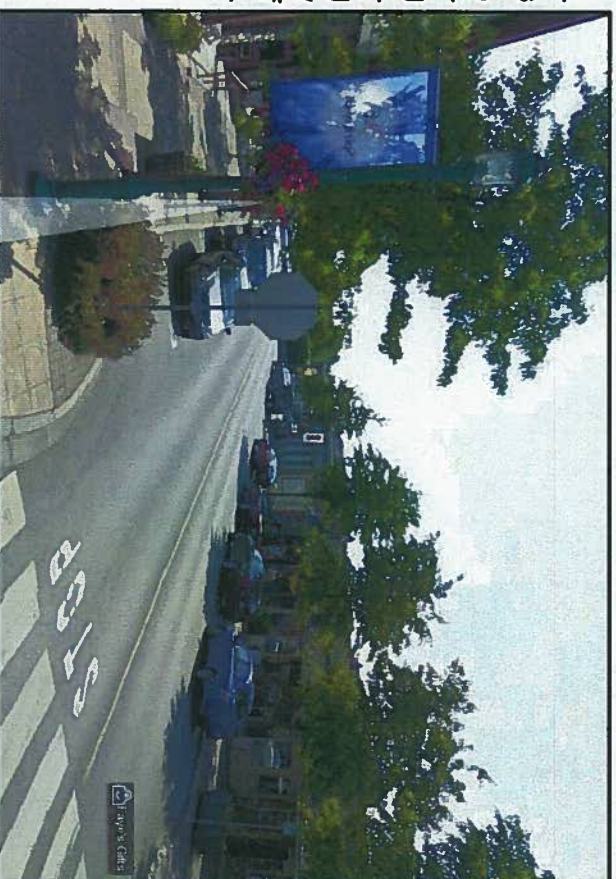


### PARKING

Parking is very land consumptive. It is a challenge to provide enough parking to serve residents and businesses, but not so much that it destroys the character, or the walk-ability, of a neighbourhood.

Parking requirements should (1) err on the side of too little parking, rather than too much; (2) provide on-street parking on both sides of all roads; (3) break up parking lots into small areas with plantings, especially street trees; and (4) always require that on-site parking is placed beside or behind buildings so it does not detract from the street. Finally, it is helpful to remember that streets are very good linear parking lots. As such on-street parking should always be counted towards satisfying the parking requirements of any development.

On-street parking has many benefits: it slows traffic, protects pedestrians from moving traffic, reduces demand for on-site parking, decreases amount of parking lot pavement, and increases sidewalk activity. On-street parking narrows the traffic corridor thereby reducing the crossing distance of a roadway, thus making crosswalks safer for pedestrians.








# TOWN OF CRESTON OFFICIAL COMMUNITY PLAN

LAND USE MAP  
SCHEDULE 'B'

### LEGEND

-  Agricultural (A)
-  Large Holdings (LH)
-  Residential (R)
-  Downtown Core (DC)
-  General Commercial (GC)
-  Highway Service Commercial (HSC)
-  Institutional (INS)
-  Industrial (I)
-  Parkland (P)
-  Greenway (G)
-  Crestbrook Commercial (CC)
-  Crestbrook Institutional (CI)
-  Crestbrook Multiple Family (CMF)
-  Crestbrook Parks, Trails, & Recreation (CP)
-  Northwest Boulevard Local Area Plan (NWB LAP)



This is Schedule 'B' attached to and forming part of the Town of Creston Official Community Plan Bylaw No. \_\_\_\_\_ 2001.

Mayor \_\_\_\_\_

Clerk \_\_\_\_\_

SCALE N.T.S.

PRINTED January 12, 2015

