

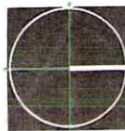
North Vernon Neighbourhood Plan



Key Map

Submitted to:
The City of Vernon

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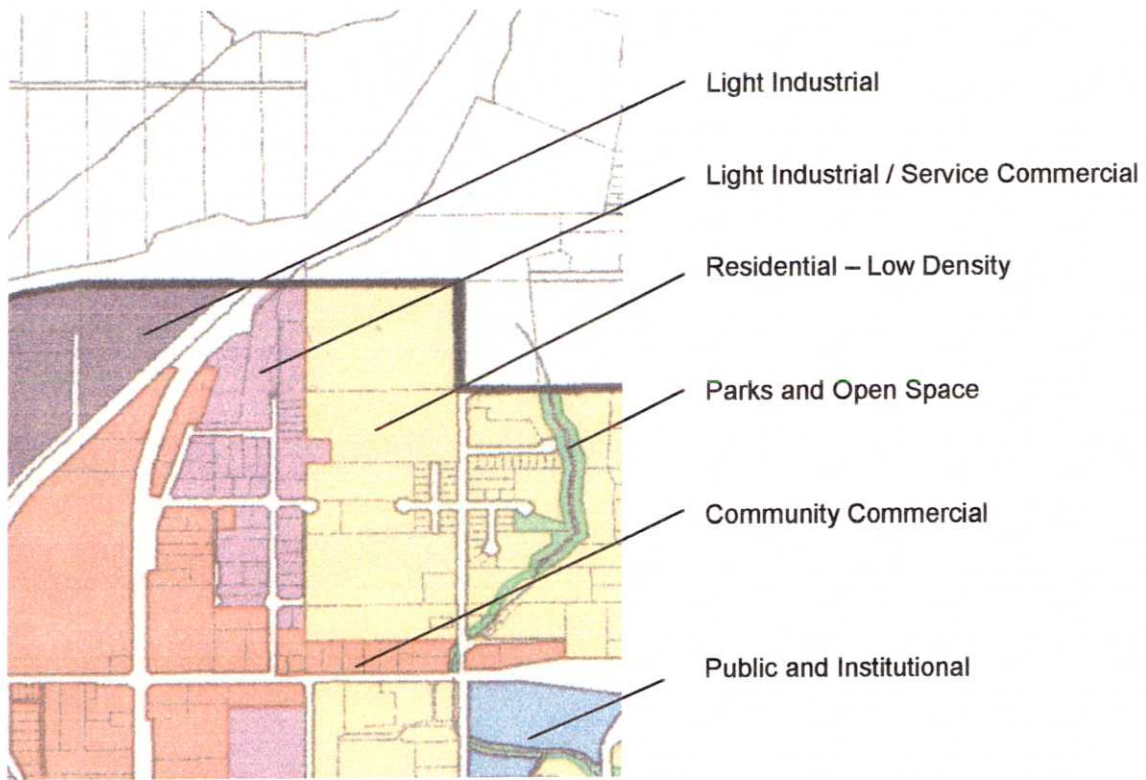
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Executive Summary

The lands surrounding and including the Anderson Ranch have been designated in the Official Community Plan (OCP) as Light industrial / Service Commercial and Low Density Residential. It is proposed to re-designate this area to allow for commercial development. The traditional concept for retail has been changing for the past several years. A modern retail format has emerged; the big box power center. The Power Center is a development where retailers can combine efforts to serve a broad range of consumer needs. The proposed development aims to provide the City of Vernon with this type of development, which is currently absent from the retail framework.

This particular area of the City is appropriate for commercial development since it is relatively flat and has high visibility from 27th Street and is in close proximity to Highway 97. This area of the City is also unique in that it provides a gateway from the north. The development requires relatively large pieces of flat land. Given the characteristics of this area of the city, it can respond to the requirements of this type of commercial development.

In addition to the retail amenities provided by the development, the commercial development will create significant opportunities for employment and economic benefits through an expanded property tax base. The surrounding infrastructure will be increased to meet the demands of new development, thus providing additional community benefit for the City of Vernon.



Existing OCP Designations

1.1 Introduction

This Neighbourhood Plan has been prepared with the intention of providing an overall planning framework within which detailed development planning may be initiated. The Plan is intended as a site-specific refinement of Plan Vernon, and should be adopted as an amendment to Vernon's Official Community Plan.

The area to be considered within this Neighbourhood Plan is illustrated by Figure 1. It must be noted that portions of the Plan area are beyond the boundaries of the City of Vernon. Where this Plan contains designations or other references to areas outside the City of Vernon, these are stated as broad objectives only, under section 878(2) of the *Municipal Act*. The Neighbourhood Plan generally reflects the Regional District of North Okanagan's Swan Lake Commercial District Sector Plan to identify acceptable land uses within those areas outside of the City of Vernon.

2.1 Neighbourhood Plan Area

The Plan area is bounded on the west by Highway 97 and 27th Street, on the north by Stickle Road, on the east by Pleasant Valley Road, and on the south by established residential and commercial areas. BX Creek flows northward through the area, and serves to divide the flat, poorly drained areas to the west from the eastern portion of the area that slopes up to Pleasant Valley Road. The area is readily accessible from Highway 97 and 27th Street, and from 20th Street. Pleasant Valley Road provides access to the eastern portion of the area.



Photo 1 – plan area looking north

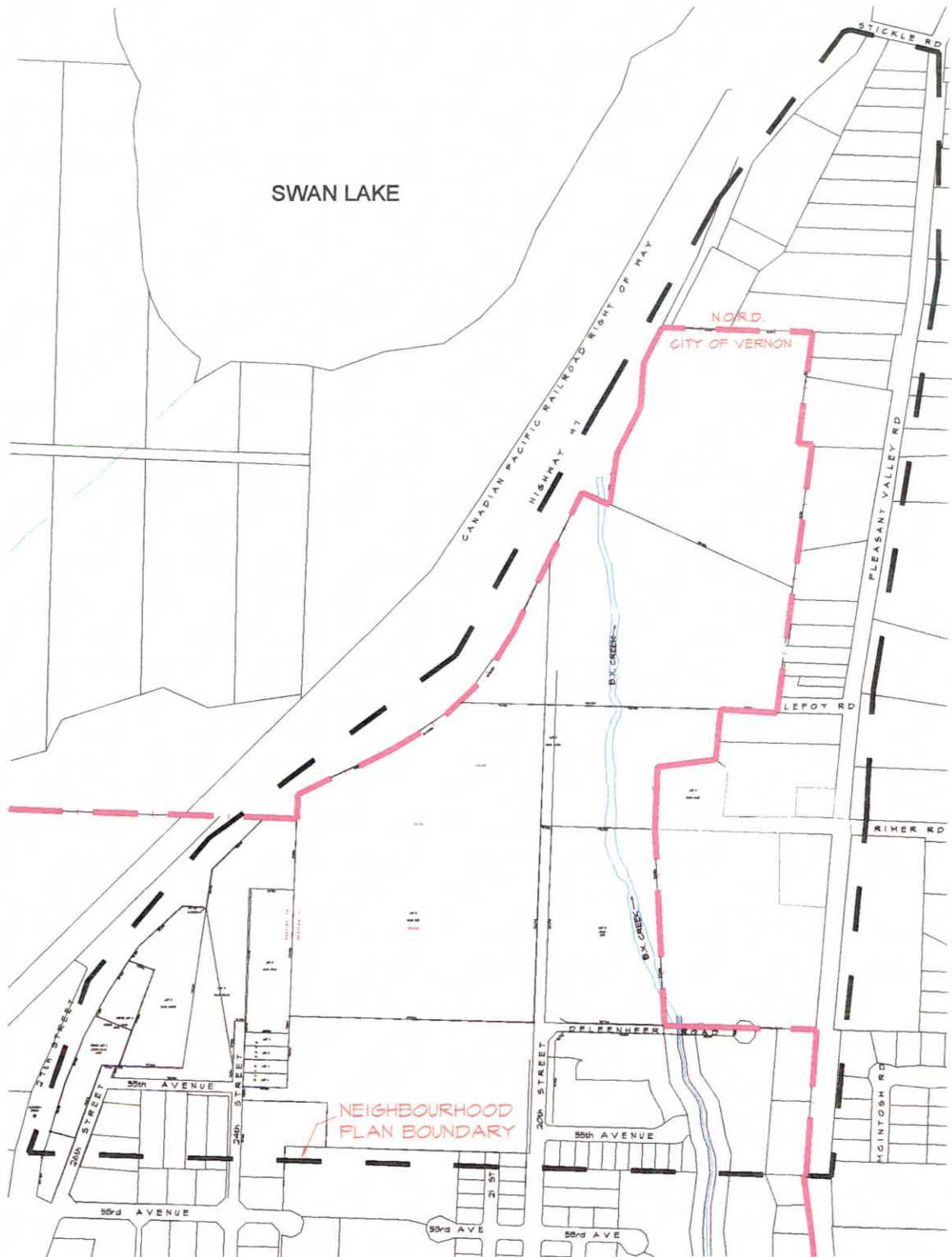


Figure 1 - Plan Area

3.1 Planning Framework

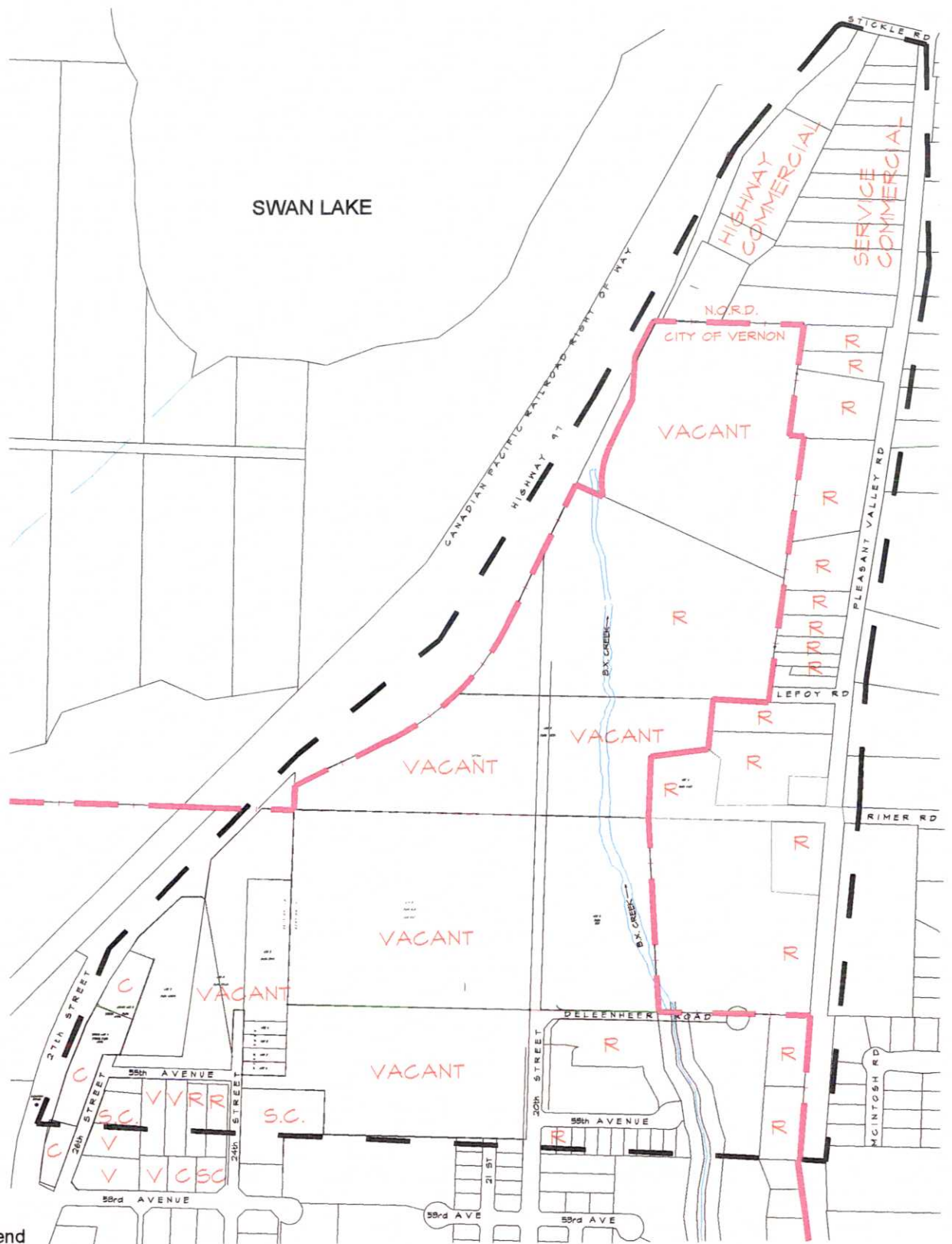
Plan Vernon indicates that the Neighbourhood Plan area is designated for urban development, but does not provide specific direction as to land use. A number of site-specific references are made however. The 'Ribbons of Green' linear park concept incorporated in Plan Vernon indicated that a linear park is intended to follow BX Creek, and this must be accommodated within the Neighbourhood Plan. Plan Vernon also indicates the long-term requirement for a neighborhood park in the BX sector. Discussions with the Greater Vernon Parks and Recreation (GVPRD) staff with respect to park requirements within the plan area are ongoing at this time. Finally, Plan Vernon suggests that Rimer Road might be extended to provide a connection from Silver Star Road to 27th Street.

City of Vernon zoning within the plan area, as illustrated by Figure 4, indicates commercial use along 24th Street, and residential use fronting 20th Street.

In a regional context, the planning framework is provided by the Regional District's Swan Lake Corridor Plan. That Plan designates the area north of Deleenheer Road and west of Pleasant Valley Road as 'Village Commercial', with the objective of encouraging a mixture of service and retail commercial land uses. The current zoning within the Pleasant Valley corridor (ref. Figure 4) reflects existing land use, rather than regional planning objectives.

Beyond the constraints and direction provided by municipal and regional development policies, planning for the subject area is influenced by landform as well as by environmental constraints.

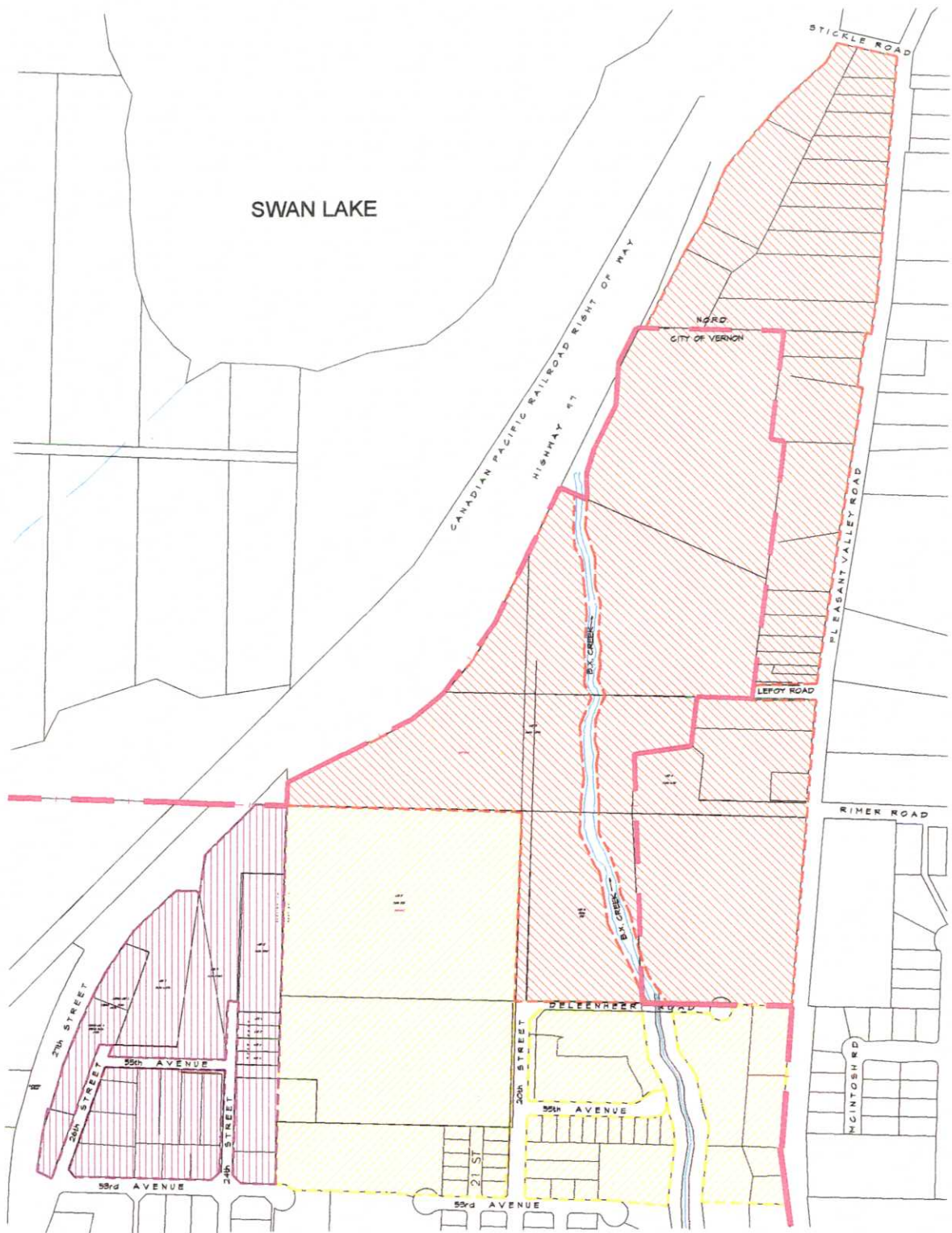
BX Creek is an important element of the City's 'Ribbons of Green' linear park plan, as well as being a significant surface drainage facility. In Plan Vernon, it is Council's policy to "preserve, enhance and restore the natural physical character of Vernon Creek, BX Creek, and other streams traversing the City". In addition, Plan Vernon calls for maximization of public access to important lakes and creeks. Thus the Neighbourhood Plan must seek to implement these policies through appropriate treatment of the creek corridor, and through the elimination of unnecessary road crossings.



Legend

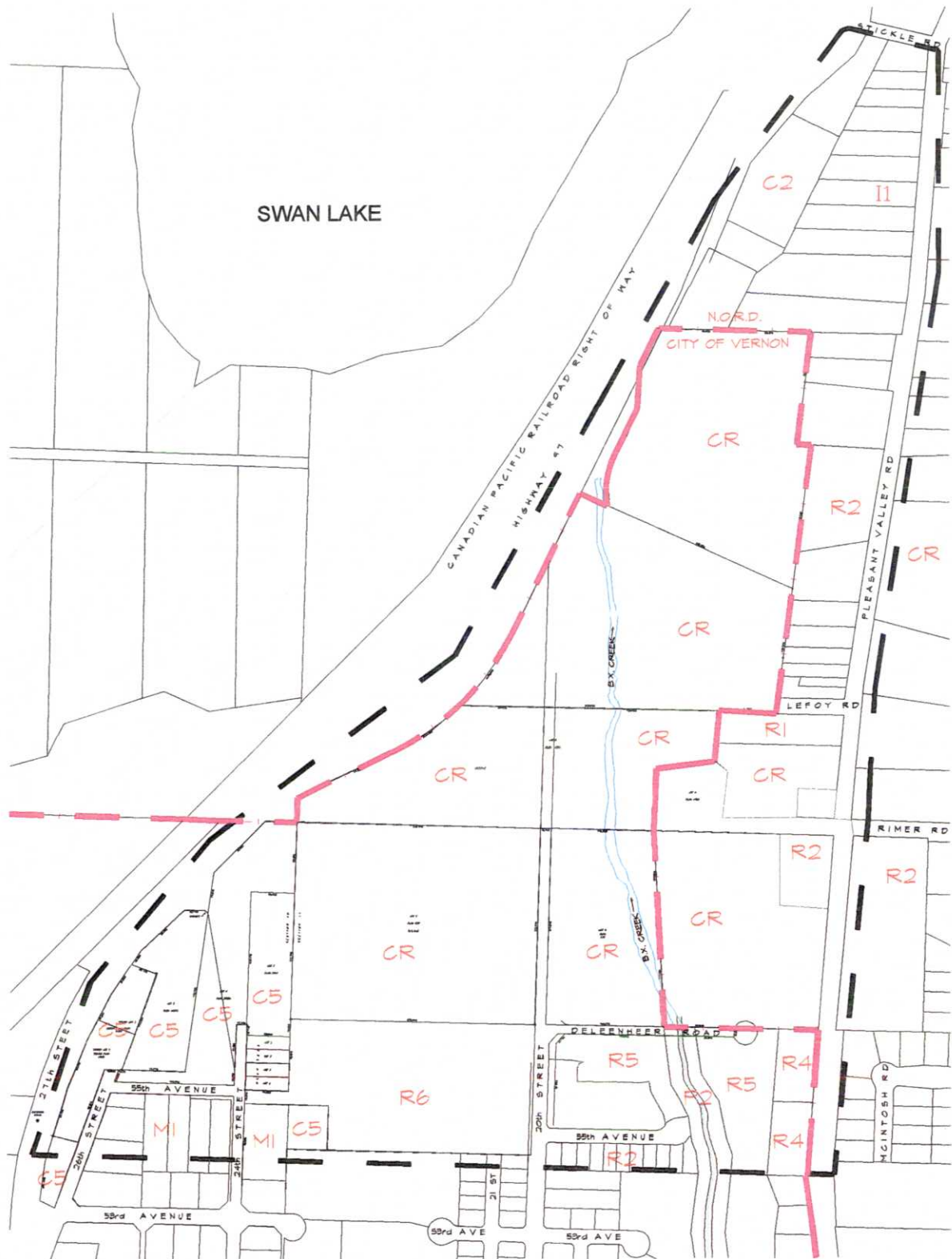
- R - Residential
- V - Vacant Lot
- C - Commercial
- SC - Service Commercial

Figure 2 - Existing Land Use



- Legend**
- Light Industrial / Service Commercial
 - Residential - Low Density
 - Village Commercial

Figure 3 - Existing Land-Use Designation



Legend

CR - Country Residential
 M1 - Light Industrial
 R2 - Residential District
 P2 - Park and Public Use District

C5 - Service Commercial
 I1 - Light Industrial
 R4 - Residential District

C2 - Community Commercial
 R1 - Residential District
 R5 - Residential District

Figure 4 - Existing Zoning

The topography of the Plan area is relatively simple. The lands to the west of BX Creek are flat and amenable to commercial development, and are readily accessible. To the east of the creek, the northern portion is moderately sloping and highly accessible, and again is amenable to commercial development. The southeastern portion exhibits more severe slopes and somewhat limited access. These features, along with the proximity of this area to existing housing suggest that future residential development would be appropriate.

The height of land immediately west of Pleasant Valley Road offers excellent vistas, and has the potential to support a small passive park with pedestrian access from the surrounding areas. This park, and the relatively steep slopes to the west, offers a logical divider between planned commercial uses to the north, and residential uses to the south. The knoll designated for a park should not be removed or drastically re-shaped as it is an important natural feature in the Plan area.



photo 2 – plan area looking south

4.1 Physical Context

4.2 Geotechnical – A geotechnical overview and assessment has been completed for that portion of the Plan area being considered for commercial development. It is noted that development of the area will have to take into account the soft, wet, and settlement prone soils. With this type of soil it is expected that preloading will be required for much of the area. A number of design and construction options are presented, along with recommendations for further, more detailed investigation and assessment. Control of surface stormwater and meltwater flows will be an important design element

4.3 Environmental Features – The primary area of natural vegetation is located adjacent to B.X. Creek. It is proposed to maintain this ecosystem by respecting the Ministry of Environment 20-meter (66 feet) Creek setback. In order to further protect this feature it is proposed that 20th Street be aligned with B.X. Creek, thus providing a buffer from the commercial site development.



photo 3 – contextual photo looking southwest

4.4 Services – North Okanagan Water Authority (NOWA) is the Water Purveyor for this area, and as such the water system will be designed to meet the requirements of NOWA.

The sanitary sewer collection system for the Neighbourhood Plan area will comply with City of Vernon requirements. City of Vernon policy requires all new urban development within the City be connected to the City of Vernon sanitary sewer system. The existing system will be extended to service the Neighbourhood Plan area, which will necessitate the construction of a new sewage lift station towards the north. Backup power for the lift station will be provided to comply with City of Vernon requirements. The existing 200mm diameter sanitary sewers, and the existing forcemain along 24th Street to 48th Avenue will be utilized. The sewage forcemain will be extended to the new lift station location. A review of the existing forcemain indicates that it is adequate to convey the ultimate design flow.

The City of Vernon Liquid Waste Management Plan has identified the eventual requirement for a trunk sewer along Highway 97 to service the Swan Lake corridor. The routing of the trunk sewer has been shown along Highway 97 and 27th Street although it is recognized that this location routing for the trunk sewer has not been finalized. Based on discussions with the Engineering Department, the location of the sewage lift station is considered an interim location. This lift station will be abandoned after a gravity sewer connection is installed into the future trunk sewer noted above.

The sanitary sewer collection system will be extended east, across B.X. Creek to service the residential area on the east side of B.X. Creek. It is proposed that the area at the north end of the Neighbourhood Plan area will be serviced with a new sanitary sewer system which will discharge into the proposed trunk sewer along Highway 97. In the interim, the north section of the recently annexed lands may be serviced by a temporary sewage lift station. The sanitary sewer system is illustrated on Drawing No. 304-SK-P3.

Storm drainage management for the Neighbourhood Plan area will comply with City of Vernon requirements. Detention facilities will be provided in the commercial parking lots to attenuate storm run off. The piped storm sewer systems will be sized to convey the 1:5 year return storm in the residential area and the 1:10 year return storm in the commercial area. The 20th Street pipe system will discharge into B.X. Creek. The site outfall line will discharge into the existing drainage system at 27th Street. The storm drainage system for the residential area on the east side of B.X. Creek, will discharge into B.X. Creek. Ministry of Environment approval will be obtained, where applicable, prior to any storm sewer discharge. The storm drainage management systems are shown on Drawing No. 304-SK-P5.

4.5 Roadways – The proposed roadways for the area are shown on Drawing 304 – SK – P0. 20th Street will be extended from Deleehneer Road northward to the Highway 97 right-of-way, subject to Ministry of Environment requirements in relation to 20 meter (66 feet) leavestrip. 58th Avenue will be constructed eastward from 27th Street to 20th Street, 24th Street will be extended northward from 55th Avenue to 58th Avenue and Deleehneer Road will be completed from 20th Street to the west property line of Plan KAP 52159 (KAS 1646). The general road layout is shown on Drawing 304 – SK – P0 and road classification as per Schedule A, Table A.2 of the Subdivision and Development Servicing By-law No. 3843.



photo 4 – plan area looking east

5.1 Goals and Objectives of the Neighbourhood Plan

The primary goal of this Neighbourhood Plan is to stipulate a land-use configuration and supporting infrastructure that will address the Owner's development aspirations within a planning context that respects the community's development philosophy. The prominent location of the Plan area in relation to major transportation routes is an important factor in determining the proposed land uses. Thus the Neighbourhood Plan must be complementary to both Plan Vernon and the Swan Lake Corridor Plan.

Towards that goal, the Neighbourhood Plan must respond to a number of planning objectives.

The Plan must recognize the influence of existing and committed land uses within and contiguous to the Plan area, and must recognize the direction provided by current planning policies. In this respect, the required open space corridor along BX Creek and the two park sites are major structural elements of the Neighbourhood Plan.

The Plan must reflect changes in contemporary retail practice, which indicate a strong market desire for "big box" retailing as an important component of the community's retail matrix. The Plan area provides an ideal area to meet that demand.

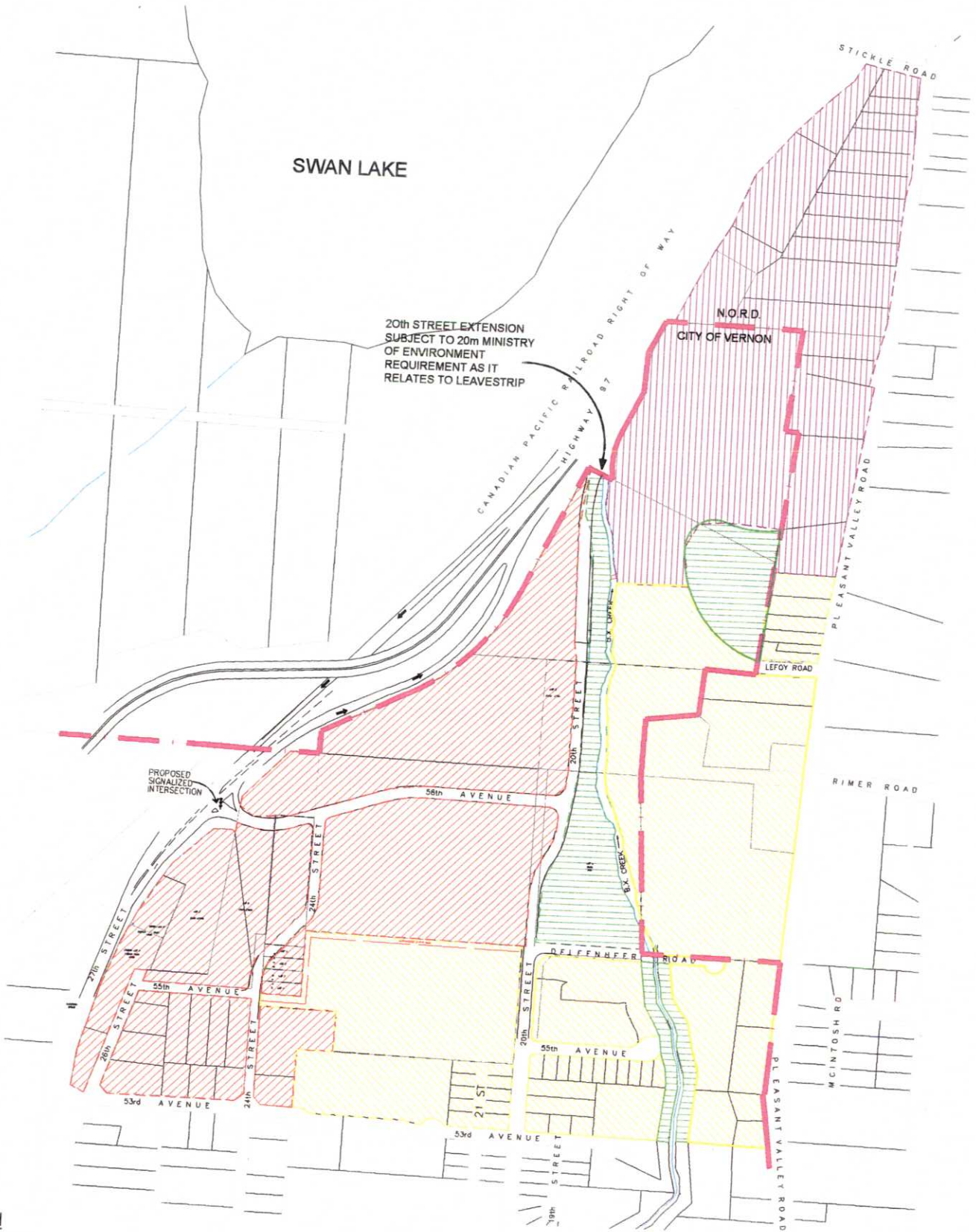
6.1 Proposed Land Use

The proposed land use within the Neighbourhood Plan area is illustrated by Figure 5. The land use configuration is strongly influenced by the open space corridor along BX Creek. This corridor is in effect a major barrier between the eastern and western portions of the Plan area. Twentieth Street is the main north-south internal roadway, and has the potential to create another divider or barrier between land uses. For this reason, 20th Street north of Deleenheer Road will be located immediately adjacent to the BX Creek corridor. This will have the effect of creating only one barrier, and allow maximum flexibility for development planning. This will also enhance achievement of City Council's objectives with respect to protection of and accessibility to BX Creek. Primarily only pedestrian crossings are planned over the creek between Deleenheer Road and Highway 97.

The area north of Deleenheer Road and west of the Creek is designated for Commercial use, as are the lands on both sides of 24th Street. To the east of B.X. Creek, a small 'viewpoint' park is proposed on the height of land north of Lefoy Road. This park forms the boundary between proposed Light Industrial / Service Commercial uses to the north, and residential development to the south. This proposal infers a small change to the Regional District's Swan Lake Corridor Plan, which should be viewed as fine-tuning based on site specific consideration.

An additional neighborhood scale park area is proposed immediately adjacent to BX Creek and north of Deleenheer Road. This area is approximately 2.4 hectares in area and is quite flat. Both pedestrian and vehicular access is excellent.

The School District has been contacted to determine if a site for a public school is necessary within the Plan area, and District officials have indicated that a school site is not required at this time, or in the foreseeable future.



Legend

- Community Commercial
- Residential - Low Density
- Light Industrial / Service Commercial
- Parks and Open Space



7.1 Neighbourhood Plan Analysis

7.2 **Land Use** – The plan assumes development or redevelopment of some 14 ha (34.6 acres) of land having moderate to good residential development capability. Assuming an overall gross density in the order of 10 units per ha. (4 units per acre) a total of 140 housing units can be supported. It is anticipated that most housing in this area would be small-lot detached housing or town house clusters in proximity to the BX Creek corridor.

Two parks are proposed within the plan area. One at the northeast corner of Deleenhneer Road and 20th Street and the second one located on the knoll situated northwest of Lefoy Road

The balance of the plan area is devoted to various forms of commercial development. To the north, some 4 ha (9.9 acres) of land are proposed as a logical extension of the existing automobile oriented highway commercial uses. An automobile or equipment dealership might be a logical use in that area. The balance of the area is proposed for a combination of retail and service commercial uses. The exact configuration and distribution of those uses must be the subject of a detailed development plan to be approved subsequent to the adoption of this Neighbourhood Plan.

The foregoing landuse configuration involves some redesignation of some areas within the City limits. In particular, the area north of 55th Avenue and west and east of 24th Street is now shown as commercial. The current OCP designates the area for Light Industrial / Service Commercial uses. The Zoning Bylaw allows only service Commercial use in this area.

7.3 Traffic and circulation – Traffic Analysis by Reid Crowther and Partners Ltd. indicates that the commercial component of the plan, located on the Anderson Ranch lands designated community commercial, when fully developed will generate in the order of 12000 vehicle trips per day. The morning peak hour will entail 145 inbound and 85 outbound trips. The development will generate 640 inbound trips and 640 outbound trips during the afternoon peak hour. Based on the observed traffic pattern for the Village Green Mall, the majority of traffic to and from the plan area will utilize the 27th Street access. Because of the number of vehicles entering the site from the north, as well as the number of vehicles exiting the site and heading southbound on 27th Street, traffic signals will be required at this access point.

The existing 27th Street and 48th Avenue and 48th Avenue and 20th Street intersection configurations will accommodate the 1998 background plus development traffic. The 27th Street and 48th Avenue intersection requires modification as a result of the 2009 background traffic. With the addition of a north bound right turn lane the intersection operates at an acceptable level of service. With the addition of the development traffic the intersection requires the westbound right turn lane to be modified to allow for through traffic. Both of the above noted modifications require relocation of the adjacent signal control device. The existing 48th Avenue and 20th Street intersection requires modification as a result of the 2009 background plus development traffic. A right turn lane is required for the westbound traffic.

The Neighbourhood Plan does not incorporate the extension of Rimer Road for a number of reasons. The extension to the east would require disruption of lands in the Agricultural Land Reserve located in the B.X. area, and would expose the agricultural areas to increased traffic flows. This would be contrary to the intent and philosophy of Plan Vernon and the Regional District's Official Community Plan associated with the B.X. area with respect to the protection of agricultural lands. The Rimer Road extension would also have the effect of attracting volumes of commercial traffic to pass through quiet residential areas. This is contrary to good planning practice, and should be avoided where possible

An extension of Rimer Road from 20th Street to Pleasant Valley Road would add little enhancement to traffic distribution to and from the commercial area, but would have a very significant impact on BX Creek and the adjacent open space. (Were Rimer Road to be extended, it would cross B.X. Creek on an embankment of some 8 meters [26 Feet] in height!)

8.1 Development Form Within Neighbourhood Plan Area

8.2 Commercial Uses - The development form must be consistent with the design guidelines in place for Vernon. It is important that the architectural choice of materials be of a similar vocabulary. The building form should express the uniqueness of Vernon by reflecting its physical character and unique landscape.

The typical Big Box developments provide for abundant amounts of parking and are generally anchored by one or more stand alone retailers. This planning strategy reinforces the need to articulate the space between the buildings as both pedestrian friendly and environmentally responsible. Given the extreme summer temperatures it is necessary to incorporate landscape features which will provide shaded areas within the large parking areas.

The large scale commercial development must respond to the following key issues:

- Architectural character of the building
- Color and material
- Relationship to the surrounding community
- Pedestrian flows
- Visual screening of service areas
- Parking

8.3 Residential Uses - The lands located east of BX Creek are designated residential and given the topography of the land, should be governed by hillside land use principles. The development should:

- Preserve natural features
- Minimize visual impact of hillside land use activities
- Incorporate a street system responsive to topography
- Maintain view corridors

9.1 Conclusion

The objective of this neighbourhood plan is to amend the Official Community Plan in response to changes in the commercial sectors of our economy. The proposed changes in land use designation are the culmination of this planning study and have involved the local consultants as well as city staff. The implementation of this study will provide a framework to guide future development for the plan area. The proposed amendment will provide for commercial growth in conjunction with pockets of residential development adjacent to the BX Creek linear path and will maintain a balance of natural land features and urban development.