

SECTION II: GROWTH MANAGEMENT

The City's growth management approach emphasizes infill and the intensification of land use in order to make efficient use of existing infrastructure and reduce environmental and financial costs of growth. Senior governments are encouraging municipalities to grow and develop in a more sustainable manner, conserving land, energy, and other resources, and reducing the impact on the environment. In principle, this approach is widely supported by the public, but in practice, is often difficult to achieve due to neighbourhood opposition to increased densities in existing neighbourhoods and reluctance to use transit. For the term of this plan, the City will continue to pursue its long-term goal of a more compact, efficient, and sustainable community.

Since 1997, the City has integrated land use and transportation planning [*TravelSmart (1999)*] as part of the OCP process to assist in developing a growth strategy that will achieve community goals for sustainable growth, quality of life, mobility, and cost-effectiveness. *TravelSmart (1999)* evaluated a wide variety of land use scenarios to see if altering current trends will produce measurable improvements. Each scenario concentrated development in one or more sectors of the City to determine where growth could be accommodated to make the best use of the existing transportation network and reduce the costs of future improvements. These scenarios were repeated as part of the KAMPLAN 2003 process and confirmed the preferred distribution of growth outlined in previous Official Community Plans.

Starting with a base population of 80,000 (2001), land use scenarios were analyzed at the 100,000 and 120,000 population horizons. Using a projected growth rate of 1.25%, it is anticipated that the population may reach 100,000 by the year 2021 and 120,000 by 2036. Currently there is sufficient land designated for development to accommodate a population of 100,000 (vacant lots and zoned land). In addition, there are a number of proposed development parcels which could accommodate a population well in excess of 120,000.

The results show that equivalent long-term growth in all sectors of the City will cause significant long-term costs for road network improvements or, alternatively, high levels of congestion in key locations. *TravelSmart (1999)* results indicate the need for growth limitations in Batchelor Heights and Juniper (Northwest and Southeast Sectors) and managed growth in the Central Core (Downtown/Tranquille) and Southwest.

Growth To 100,000 (2021)

Growth to a population level of 100,000 can be supported relatively easily since sufficient land is already zoned and the major infrastructure is available. The following table shows the distribution of this growth if no additional lands were zoned and if all existing development parcels achieved full build-out. This includes a modest amount of redevelopment within the Central Core (Downtown/Tranquille).

GROWTH DISTRIBUTION - 100,000 (2021)			
AREA	EXISTING IN 2003	GROWTH	% OF GROWTH
Northwest	27,950	4,150	21%
Northeast	4,100	3,300	17%
Southwest	20,550	7,150	36%
Southeast	12,100	1,500	7%
Central Core	15,300	3,900	19%
Total	80,000	20,000	100%

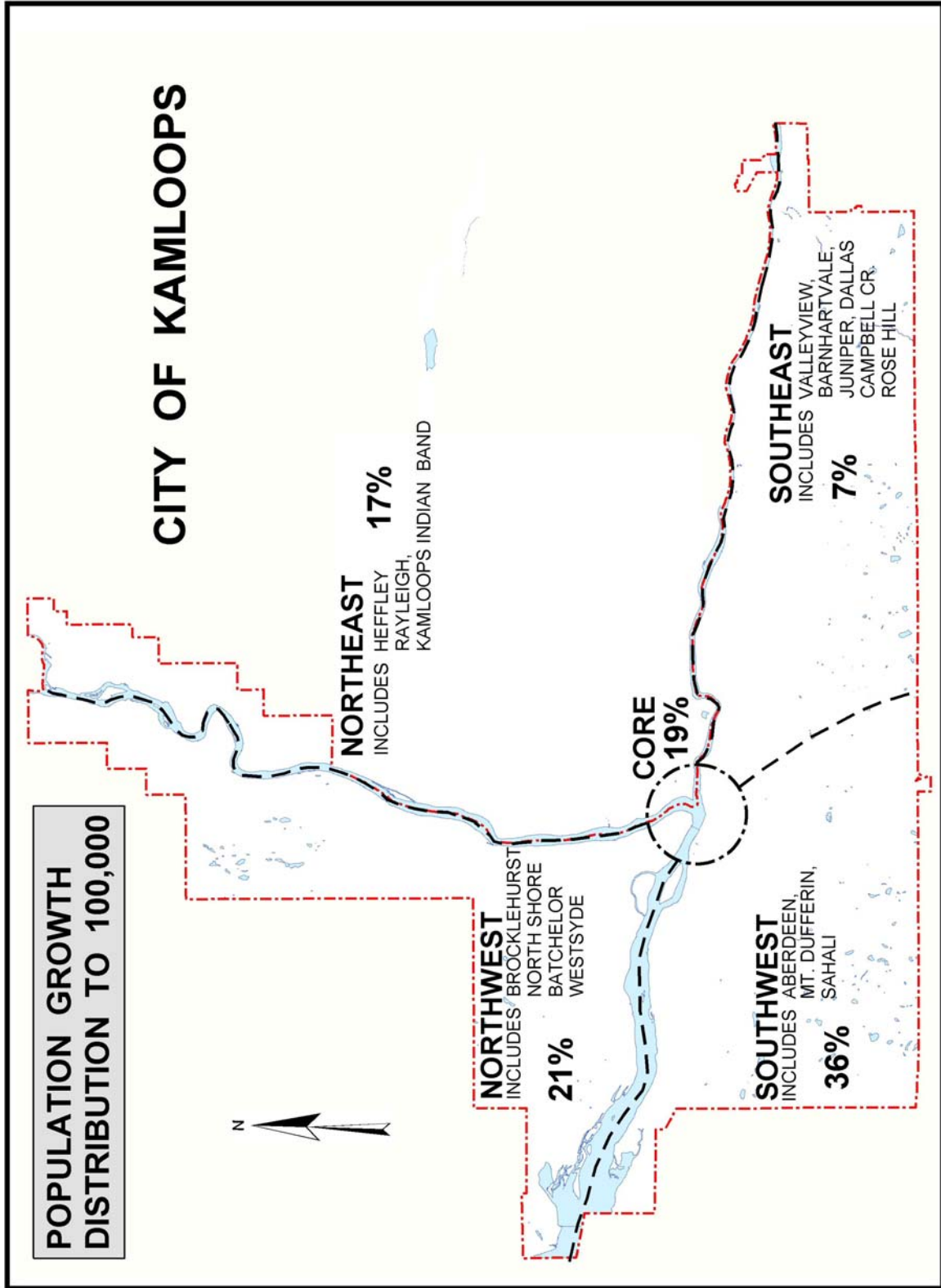
Basic road network improvements required to accommodate this population include:

- Columbia Street - road widening between 3rd and 6th Avenues (\$2 million)
- Hillside Drive Extension - west of Home Depot to Summit Drive (\$8.5 million)

Other infrastructure improvements required include:

- Water
 - North Shore upgrade (\$6 - \$12 million)
 - intake/supply improvements (\$5 - \$10 million)
- Sewer
 - system upgrading (\$3 - \$5 million)
 - effluent treatment upgrading - partial biological nutrient removal (BNR) plant (\$25 - \$30 million)

Within individual development areas, there will be additional site-specific requirements such as drainage, local roads, water/sewer mains, and reservoirs which are provided by the developer at the time of development, as needed.



Growth on the Kamloops Indian Band lands (Northeast Sector) may also affect the timing of infrastructure improvements. The Red Bridge is nearing the end of its useful life (ten to fifteen years) and will need to be replaced. The preferred design crosses from the Kamloops Indian Band lands over the South Thompson River to connect to Lorne Street (estimated cost \$25 million).

Growth to 120,000 (2036)

Growth from 100,000 to 120,000, however, will require significant investment in new infrastructure. While areas have been identified in all sectors to accommodate this level of population (Special Development Areas), the distribution of this growth will have an impact on the costs and the consequences to the community. A comparative analysis of development costs by growth sector indicated that road costs were roughly three times higher than all other servicing costs combined and therefore should be considered the most critical factor.

The need to construct the 6th Avenue extension from downtown to the Sahali neighbourhood, estimated at \$20 million, will be required prior to the 120,000 population horizon to alleviate congestion on the Columbia Street corridor, regardless of the growth scenario evaluated.

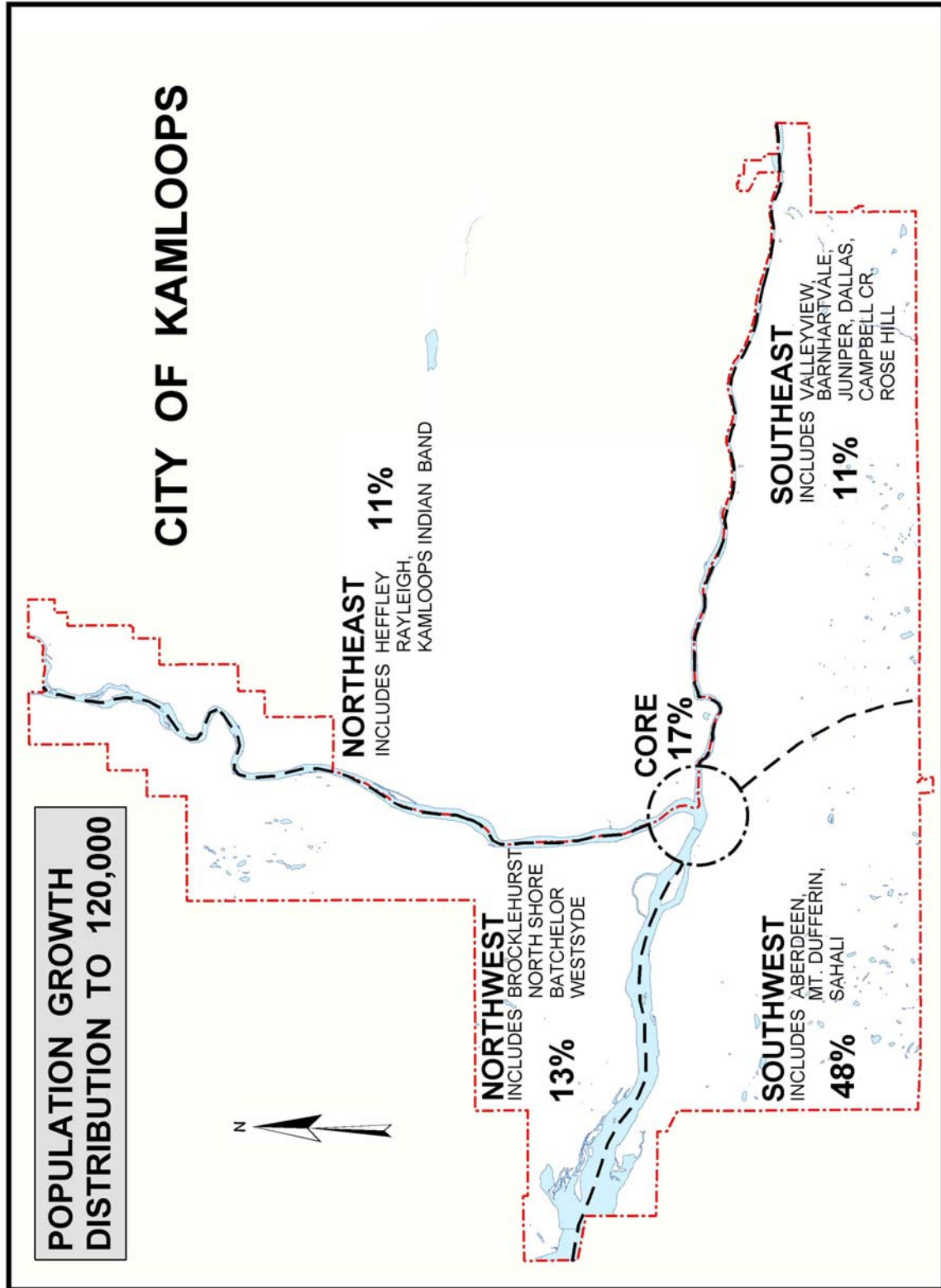
Growth in the Northwest Sector will lead to increased congestion on the Overlander Bridge and will advance the need for construction of the Singh Street bridge and approaches, estimated to cost between \$50 million and \$70 million. Directing growth as shown in the growth distribution will defer the need for this bridge to beyond the 120,000 population horizon. The City will continue to protect the bridge corridor and approaches to keep this option open.

The recommended growth distribution showed that even with no improvements to the existing system, changing the pattern of growth could reduce the expected levels of congestion and improve network performance. For example, as the population grows from 80,000 to 120,000 (50% increase), if the growth follows historical patterns, there would be a doubling of the *vehicle hours*. Directing growth as shown on the following table would result in an increase in *vehicle hours* of only 50%, or about equal to the growth in population. This would mean that the increase in vehicle use during the afternoon peak hour could be reduced by 50% through managing growth alone and with no road network improvements. Since *vehicle hours* may be considered a direct indicator of congestion and mobility, managing growth results in less increase in congestion than historical or unmanaged growth.

GROWTH DISTRIBUTION - 120,000 (2036)			
AREA	EXISTING IN 2003	GROWTH	% OF GROWTH
Northwest	27,950	5,000	13%
Northeast	4,100	4,400	11%
Southwest	20,550	19,200	48%
Southeast	12,100	4,600	11%
Central Core	15,300	6,800	17%
Total	80,000	40,000	100%

Other network performance indicators give similar, if less dramatic, results. Average network speed is 7% higher, while the total number of kilometres travelled during the peak hour is reduced by 17%. Managing growth also offers shorter travel times between key locations with and without network improvements. *TravelSmart (1999)* maximizes efficiency in the existing road network and minimizes the costs of transportation improvements needed to maintain reasonably acceptable levels of mobility.

TravelSmart (1999) also supports the OCP policies for encouraging mixed use development to balance the peak load on streets and encourage alternative modes of travel.



Recommended Growth Management Approach

The City will adhere to the following Guiding Principles:

- Infill, intensification, mixed use, and redevelopment will be encouraged, particularly within the town centres and neighbourhood centres.
- Existing zoning commitments for development will be honoured, and services will be upgraded on a planned and phased basis to meet demands.
- The *TravelSmart (1999)* recommended growth distribution will be used as the general guideline for considering levels of development within the Special Development Areas.
- *TravelSmart (1999)* results will be monitored to determine the success of land use adjustments, travel demand management techniques, and network improvements on travel behaviour, with a major review as the population nears the 100,000 level.
- Where development proposals are proposed which do not reflect the City's planned phasing, all required infrastructure improvements, including major off-site upgrades, will be the responsibility of the developer.

1.0 COMMUNITY GROWTH

GOAL

- To develop in a manner which will lead to a more compact, sustainable, and efficient land use form while maintaining and enhancing the community's liveability.

Community Growth Policies

1.1 The City's land use pattern, accompanying service structure, and support for new development initiatives will be based on several general growth management principles. These include the following:

1.1.1 The City will support development opportunities where:

- infill or redevelopment of existing serviced land is proposed,
- public services and utilities can be provided in an efficient and cost-effective manner, and
- development is to occur in designated Special Development Areas.

- 1.1.2 The City will encourage higher density land use activities to be clustered in nodes where accessibility, services, and amenities are provided and along major transit routes. Land use density will be highest in and adjacent to the City Centre and in the Tranquille Market area.
- 1.1.3 The City will promote compact community techniques such as urban villages, pedestrian pockets, mixed use development, and well defined neighbourhood centres in specific locations, including (by priority):
- in or adjacent to the City Centre,
 - in or adjacent to the Tranquille Market Street,
 - as part of the "Main Street" area on McGill Road,
 - in conjunction with existing neighbourhood centres, including Westsyde, Brocklehurst, and Valleyview, and
 - in new or developing neighbourhoods.
- 1.2 The City will discourage the following development:
- intensification or expansion of rural or peripheral areas,
 - peripheral expansion requiring upgrading of existing service infrastructure, and
 - urban expansion into the Agricultural Land Reserve.
- 1.2.1 The City will prohibit or restrict development in designated hazard land areas, depending on the degree of risk associated with the hazard and the ability to mitigate any potential impacts.
- 1.3 The City will use the provision of municipal services and utilities as a means of supporting the land use policies and community goals outlined in this plan.
- 1.4 The City will require the preparation of comprehensive development plans for all new development areas. The comprehensive development plans should address the following issues:
- municipal infrastructure requirements,
 - need for schools, parks, and community facilities,
 - public input into the planning process,
 - commercial and institutional needs, and
 - residential mix and density, and
 - connectivity to adjacent neighbourhoods.

2.0 NEIGHBOURHOOD GROWTH

Over the years, the City has undertaken a number of neighbourhood and sector plans to provide more detailed analysis and policy guidance within certain areas of the City.

In the core area, both the *City Centre Plan (2005)* and the *North Shore Neighbourhood Plan (2008)* strongly encourage mixed use development (commercial and residential) which provides increased employment opportunities and an increased market for goods and services in the downtown and North Shore areas. Mixed use also reduces dependence on the automobile by balancing the peak load on streets and encouraging alternate modes of travel. The recommended growth distribution will see 10% to 17% of the City's growth in the core area. Both the *City Centre Plan (2005)* and the *North Shore Revitalization Strategy and Concept Plan (1995)* need to be reviewed and updated within the term of this plan.

In the Northwest Sector, three neighbourhood plans will direct growth: the *Westsyde Neighbourhood Plan (1994)*, the *Batchelor Hills Land Use Plan (1997)*, and the *Airport Area Land Use and Development Plan (2000)*.

The *Westsyde Neighbourhood Plan (1994)* focused on infill and intensification opportunities. At the time of the plan, only limited multi-family sites and only a modest increase in the base zoning of the neighbourhood (from a minimum lot size of 10,000 sq. ft. to a minimum lot size of 7,000 sq. ft.) were identified. A recent rezoning application indicates that residents may now be willing to consider further intensification.

The *Batchelor Hills Land Use Plan (1997)* will guide development along the bench running north from Batchelor Hills to McQueen Road and Alpine Terrace. The plan identifies up to 950 residential units able to support a population of about 2,500 people. These lands have been rezoned to allow development to proceed. In the very long term, the Singh Street Bridge and other network improvements may allow much greater levels of development. In the short term, the single access and intersection with Ord and Westsyde Roads may prove to be critical limiting factors.

The *Airport Land Use Plan (2000)* proposes that the lands closest to the existing residential neighbourhood be used for housing, lands along Tranquille Road be used for service commercial uses, and lands on the Airport itself be used for light industrial. A population of 500 - 600 would be suitable in about 280 residential units. These lands were rezoned in 2001 to encourage development of the Airport. Major development of the airport lands may require further upgrading of Ord and Tranquille Roads. The Airport should continue to be supported as an employment base as well as a critical municipal service.

Additionally, in 2004, a unique neighbourhood plan, the *McDonald Park Neighbourhood Plan*, was completed as a result of a joint effort between the University of British Columbia's School of Community and Regional Planning and the City of Kamloops. The Plan does not specify direction for growth, but rather identifies ways in which the McDonald Park neighbourhood can be maintained and enhanced as a livable and sustainable community by focusing on identity, neighbourhood safety, design, beautification, and transportation connectivity.

In the Southeast Sector, the *Southeast Sector Plan (1992)* was recently reviewed in the context of the *South Thompson Settlement Strategy (2002)*, which was a joint planning strategy conducted by the City of Kamloops, the Village of Chase, and the Thompson-Nicola Regional District. The *South Thompson Settlement Strategy* confirmed that the development policies contained in the *Southeast Sector Plan* are still valid and that further rural residential development is not supported except in those parts of the Barnhartvale neighbourhood with sufficient servicing capacity.

A neighbourhood plan for the Juniper and Rose Hill neighbourhoods was initiated in 1997, but put on hold to allow the Ministry of Transportation to conduct a public process examining options for the future of the East Trans Canada Highway corridor. With the 2001 announcement that a bypass along the Valleyview bench is the preferred alignment, it is recommended that this neighbourhood plan be reactivated.

In the Southwest Sector, development in the Aberdeen neighbourhood has been guided by the *Aberdeen Hills General Development Plan (1982)* for the past two decades. Given other developments in this sector, it is recommended that this plan be reviewed and updated within the term of this plan.

Among the decisions that may affect the outcome of a revised *Southwest Sector Plan* is the 1994 decision to proceed with the Pineview Valley development. This development was originally proposed to contain up to 1,200 residential units at densities approximately 50% greater than any other neighbourhood in Kamloops. A weaker real estate market in the late 1990s has led to that projection being reduced to 900 residential units supporting a population of approximately 2,200 people.

In 1996, the City adopted the *Mt. Dufferin Land Use Plan (1996)* which led to the creation of Kenna Cartwright Park. The plan also identified up to 600 residential units to round out the Mt. Dufferin neighbourhood. The first phase of development is currently under construction adjacent to Dufferin Elementary School.

The most recent neighbourhood plan in the Southwest Sector is the *McGill Corridor/Southgate Concept Plan (2002)* which seeks to create a mixed use "Main Street" along the south side of McGill Road, a technology park in much of Southgate, and an arterial commercial corridor along Notre Dame Drive.

GOALS

- To maintain and develop integrated, sustainable, and liveable neighbourhoods.
- To develop more compact and cost-effective neighbourhoods.

Neighbourhood Growth Policies

- 2.1 The City will encourage the sensitive integration of higher density and mixed use development in new and existing neighbourhoods. The design of this type of development is critical to ensure sensitive integration, particularly within existing neighbourhoods. Development Permit Area designation may be used. The evaluation of new projects will be determined on the following principles/guidelines:
- 2.1.1 A street environment that increases pedestrian activity, such as placing buildings closer to the street line, providing multiple storefronts, and awnings or canopies over the sidewalk, should be promoted.
- 2.1.2 New development in existing neighbourhoods should respect, or be consistent with, established neighbourhood standards, while recognizing that a mix and diversity of land use types should be encouraged and that neighbourhoods change over time. These standards can be addressed through the following design elements:
- scale and size,
 - landscaping,
 - siting and setbacks,
 - building height,
 - exterior finish, and
 - rooflines.
- 2.1.3 An appropriate balance of built form and open space (including public roads, parks, and open space) should be provided.
- 2.1.4 A public network of streets, sidewalks, boulevards, walkways, and trails that integrates the proposed development with the existing neighbourhood pattern should be encouraged.
- 2.1.5 Play areas, parks, and recreational facilities that provide focal points for activities should be promoted.
- 2.1.6 The development should not excessively alter or modify the natural landscape or environment.
- 2.2 The City will encourage higher densities and mixed use clusters in neighbourhoods, particularly in areas of greatest accessibility, along

transit routes or adjacent to major services and amenities such as schools, shopping, recreation facilities, or places of worship.

2.3 The City will encourage the establishment or evolution of liveable neighbourhoods having the following qualities or characteristics:

2.3.1 Neighbourhoods should have identifiable centres or focal points which may be exhibited in forms such as commercial areas, community centres, places of worship, or amenity areas.

2.3.2 Neighbourhoods should provide a balanced mix of activities including housing, shopping, employment opportunities, schools, places of worship, and recreational space.

2.3.3 Neighbourhoods should have parks or school fields, including passive and active space, that provide for a range of recreational opportunities and purposes.

2.3.4 Neighbourhoods should have a mix and choice of housing opportunities. The City will encourage a minimum 65%:35% split of single to multiple family as an appropriate mix. New multiple family development should be limited in size to avoid creating large concentrations of a single housing type. The City will encourage the maximum size of low- and medium-density multiple family development to be limited to 50 units per development cell as a guideline for ensuring sensitive integration.

2.3.5. The Development Permit areas for multiple family development may be considered to ensure integration.

2.3.6 Neighbourhoods should promote community interaction among all residents. The City will discourage the development of large gated communities which promote isolation from the neighbourhoods in which they are situated.

2.4 The City will support the continuation of home-based businesses within neighbourhoods and will review the home-based business regulations to consider the following:

- increasing the range of uses or services that may be permitted;
- limiting the size of the use in the residential dwelling; and
- limiting the level of traffic that may be generated by the home based business.

- 2.5 The City may consider utilizing unique or alternative local street and servicing standards in new development areas within the context of an overall neighbourhood or development plan.
- 2.6 The City may consider traffic-calming measures in existing neighbourhoods.
- 2.7 The following neighbourhood plans need to be prepared or reviewed and updated within the term of this plan (by 2008):
- *City Centre Plan (2005),*
 - *North Shore Revitalization Strategy (1994),*
 - *Juniper Rose Hill Neighbourhood Plan, and*
 - *Southwest Sector Plan (1992).*

3.0 SPECIAL DEVELOPMENT AREAS

Special Development Areas are lands proposed to be developed at some future date in order to accommodate population growth between the 100,000 and 120,000 population horizons and to accommodate development that requires specialized design and sensitive integration considerations. Some of the lands are zoned to reflect current or historical uses others are not zoned specifically for development, but are the subject of active development interest and are logical extensions of existing subdivisions. In most cases, individual land use, servicing, traffic and design studies will be required prior to development approvals.

GOAL

- To reserve sufficient lands to accommodate growth to the year 2036 or a population horizon of 120,000.
- To ensure appropriate design and sensitive integration considerations are made when introducing new development into existing neighbourhoods.

Special Development Area Policies

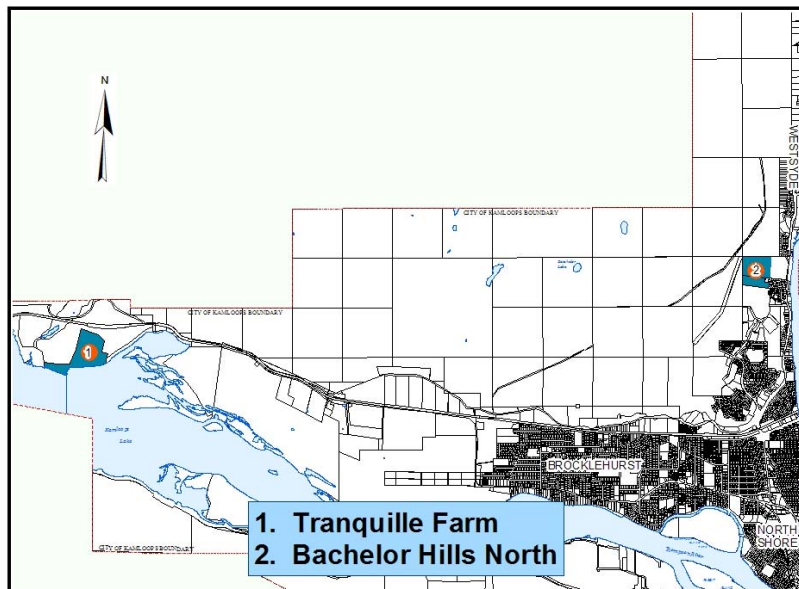
- 3.1 A number of **Special Development Areas (SDAs)** are shown on Map 1. These identify areas which may be considered for development within the term of this plan and which require special study and evaluation prior to designating specific land uses. These areas will be evaluated individually on the basis of consistency with the policies contained in this plan. Land use compatibility will be important, but the most significant criterion will be cost-effectiveness. Development cost charges may be used to achieve cost-effectiveness. Alternative financing mechanisms may be utilized in accordance with the *Local Government Act*.

Each of the SDAs has development constraints associated with it which may affect the timing and scale of development. It is anticipated that the individual evaluations will outline recommended strategies for addressing any development issues.

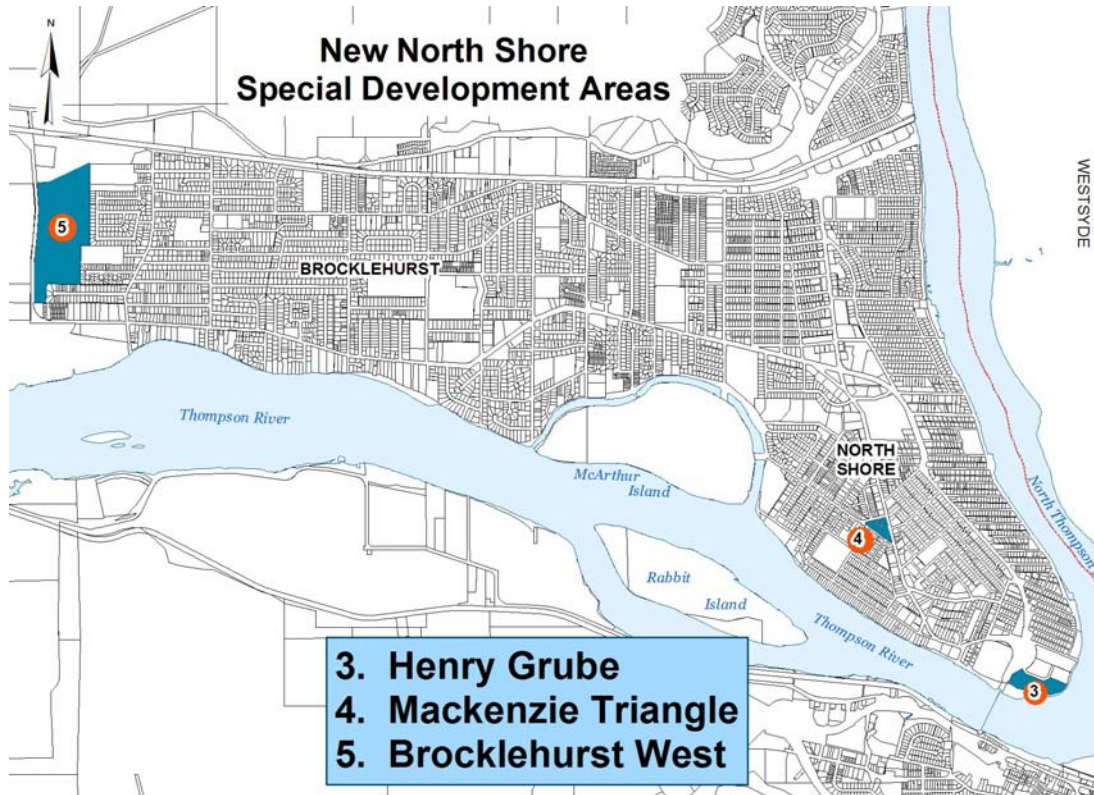
3.2 The following lands are identified as SDAs:

Northwest Sector

- Tranquille Farm - This is a unique area with a number of heritage buildings dating back to 1908. Any development of this site should be sensitive to these heritage resources and should be developed for a resort or similar destination facility with public access to Kamloops Lake. Employment opportunities are critical, and tourist accommodation and adult-oriented resort residential communities will be supported. A satellite family-oriented residential community will not be supported. Agricultural Land Commission input for any modifications must be sought through the Agricultural Land Reserve (ALR) application process.
- Batchelor Hills - The preferred development scenario identified for the area recommends the population of approximately 2,500 on the benchlands. At the 120,000 population mark the Singh Street bridge and other road network improvements may allow much greater levels of development in this area. In the short-term, the single access road and intersections at 8th Street, Ord Road, and Westsyde Road continues to be a limiting factor to additional residential growth in this neighbourhood.



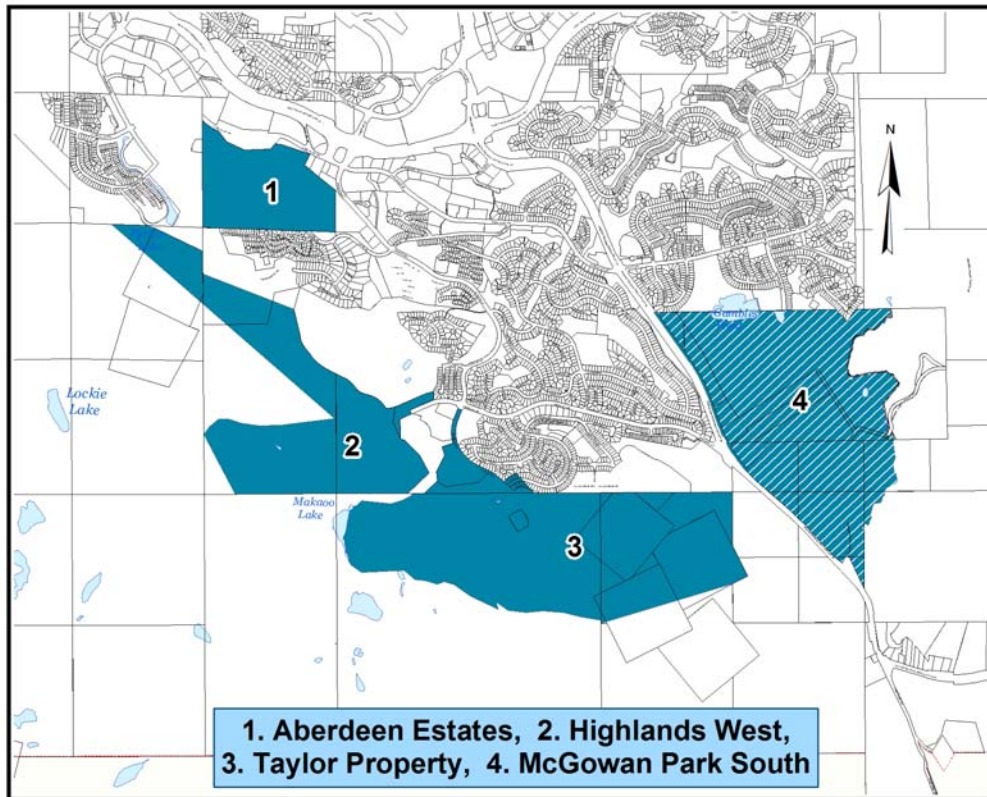
- Henry Grube - located along one of the City's greatest assets, the Thompson River, the Henry Grube site is a potential location for redevelopment on the North Shore. Prior to any development approvals, a comprehensive development review is required which must include: details on how the water's edge will continue to be used by the public; what types of land uses will be appropriate in the area given traffic and circulation constraints, keeping in mind sensitive integration into the existing residential neighbourhood; details about traffic impacts through a traffic impact assessment; and details about how the greater community can maintain access to the uses of the recreational space and Rivers Trail currently available on this site.
- MacKenzie Triangle - located along and adjacent to the Tranquille Commercial District, the MacKenzie Triangle requires a comprehensive development review prior to development approval that includes: details on how development will support the use of Kamloops' Spirit Square; on the type of intensive residential development that can take place, combined with commercial uses; and the potential for the use of a portion of the laneway to be incorporated into development of the area.
- Brocklehurst West - located within the Airport Entry Corridor and comprising the largest undeveloped greenfield site within the Brocklehurst neighbourhood, this location requires a comprehensive development review prior to development approval addressing the following: incorporating a mix of residential, commercial and light industrial, airport-oriented uses, with any new residential uses being oriented adjacent to the existing residential areas; including a minimum of a 10 m buffer strip or a roadway, between any residential and industrial areas; preparing a comprehensive servicing plan for both storm sewer and water services; detailing a road network pattern providing a minimum of two road connections from the existing residential neighbourhood through to Tranquille Road; and including a pedestrian buffer strip along the railway spur line.



Southwest Sector

- Aberdeen Estates - A development plan was prepared in 1984 and proposes a population of about 1,000 persons. The site is considered to be infill since Pineview Valley and development to the south in Aberdeen have proceeded.
- Highlands West - Part of the *Aberdeen Hills General Development Plan (1982)*. This is a logical extension of the existing Aberdeen Hills neighbourhood and is projected to accommodate about 1,200 residential units (3,000 people). Major issues involve water, roads, geotechnical considerations, and integration within the larger potential upper Aberdeen community.
- Taylor Property - Originally part of the *Aberdeen Hills General Development Plan (1982)*, *TravelSmart (1999)* allocates a population of over 7,000 people to these lands by the 120,000 horizon. Major issues involve roads, including the timing and costs of a new southwest link, and sanitary sewer. The Agricultural Land Commission excluded part of these lands from the ALR in 1983.

The Aberdeen Estates, Highlands West, and Taylor Property Special Development Area policy statements as follows are superseded by the Aberdeen Plan (2008).

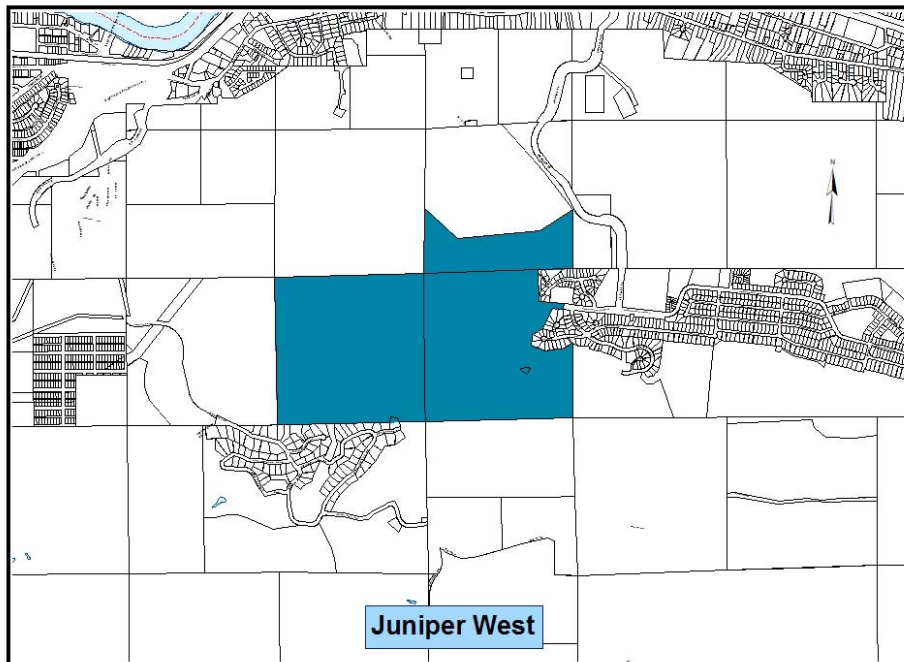


- McGowan Park South - This area, which includes properties owned by R-450 Holdings Ltd., the Frolek Cattle Company, and others, is located to the south of Gamble pond between Peterson Creek and Highway 5A and has been identified as having the potential to accommodate between 800 and 1,000 residential units in a more cost-effective manner than other potential development cells in the Southwest. The property is currently located within the Agricultural Land Reserve, and an application to the Agricultural Land Commission will be required. Further study in the context of an overall Southwest Sector Plan will be required to address servicing, geotechnical, phasing, and other issues.

The potential urban development of McGowan Park South is uncertain because the land is currently within the Agricultural Land Reserve and the Commission has not indicated that it supports the use of this area for residential development. Discussion with the Agricultural Land Commission will be necessary, as will further study in the context of a Southwest Sector Plan to address geotechnical issues, servicing, and phasing.

Southeast Sector

- Juniper West - Part of a development area which has a potential for adding several thousand more people to the Juniper benchlands. *TravelSmart (1999)* recommends limiting the development to about 150 more units (400 people) until such time as major upgrading occurs in the road connections to these benchlands. Issues involve not only the capacity of Highland Drive, but also the impact of adding major traffic volumes to the Valleyview Drive/Trans Canada Highway east-west corridor. Construction of the Valleyview bypass is expected to reduce these constraints.



These are the only additional lands contemplated for development to accommodate growth prior to the 120,000 population horizon.

3.3 Development Cost Charges for development within the City:

- All urban areas of the City shall be subject to DCCs.
- Special development areas shall be subject to DCCs. On-site mitigation measures necessary to allow development to proceed and any off-site costs that may be required in order to support the development shall be at the developer's cost.