

SECTION III - NEIGHBOURHOODS

The Shuswap people have lived in villages comprised of pit houses at the confluence of two rivers for thousands of years. The first Europeans came less than 200 years ago, in 1811, when two fur traders from the Pacific Fur Company crossed the height of land from the Okanagan and spent a winter "among a powerful nation called the She-Waps". The fur traders returned the following year and "encamped at a place called by the Indians Cumclouds, near the entrance to the North Branch of Thompson's River." (The spelling of the place name is probably a misprint; other early references spell it Kamaloops, with three syllables.)

These first American fur traders were joined in November 1812 by traders from the Montreal-based North West Company. Eventually, the North West Company was bought by the Hudson's Bay Company, which operated a fort north of the Thompson River from 1821 until moving to the North Shore in 1842 then over to the South Shore in 1862.

The discovery of gold in the late 1850s brought the first wave of fortune seekers into the Interior of BC. One of those early entrepreneurs was James McIntosh who arrived in 1866. McIntosh invested in land and various businesses, including the first townsite along what is now Victoria Street West and the West End.

The construction of the Canadian Pacific Railway along the southern bank of the Thompson River in the early 1880s solidified Kamloops' position as a major supply and distribution point for ranches, lumber, and mining in the surrounding region. One of the newcomers was John Andrew Mara who, along with two partners, formed the New Townsite Syndicate in 1884. The Syndicate bought up John Peterson's ranch, everything from 1st Avenue east to where 6th Avenue now runs, down to the river, and up the hill past what is now Columbia Street. They had the land properly surveyed with streets, blocks, and lots on a perfect grid which stood in contrast to McIntosh's jumble of streets, crooked lanes, and odd shaped lots in the West End. Thus 1st Avenue became the border between two visions of development, a pattern that has continued to this day.

Mara and his partners set about enticing businesses, schools, and residents to locate in the new townsite. A real coup was achieved with the construction of St. Andrew's Presbyterian Church in 1887 well inside the new townsite. Nevertheless, many members of the establishment remained faithful to McIntosh and built lavish homes in the West End.

These conflicting forms of development placed the Bank of Commerce in a quandary. It could see the way of the future lay eastward with Mara and his partners, but its reputation dictated that it choose McIntosh on the establishment side. This explains why the bank was located in the middle of 1st Avenue, on an awkward triangle of land where Victoria, Lansdowne, and 1st Avenue all come together.

The feuding between Mara and McIntosh raged for years. It eventually forced people to lobby hard for incorporation, the only way to wrest control of Kamloops from private hands into those of elected community officials. Kamloops was incorporated in 1893. One of the first acts of new Mayor Sibree Clark and Council was to buy McIntosh's water and electrical companies.

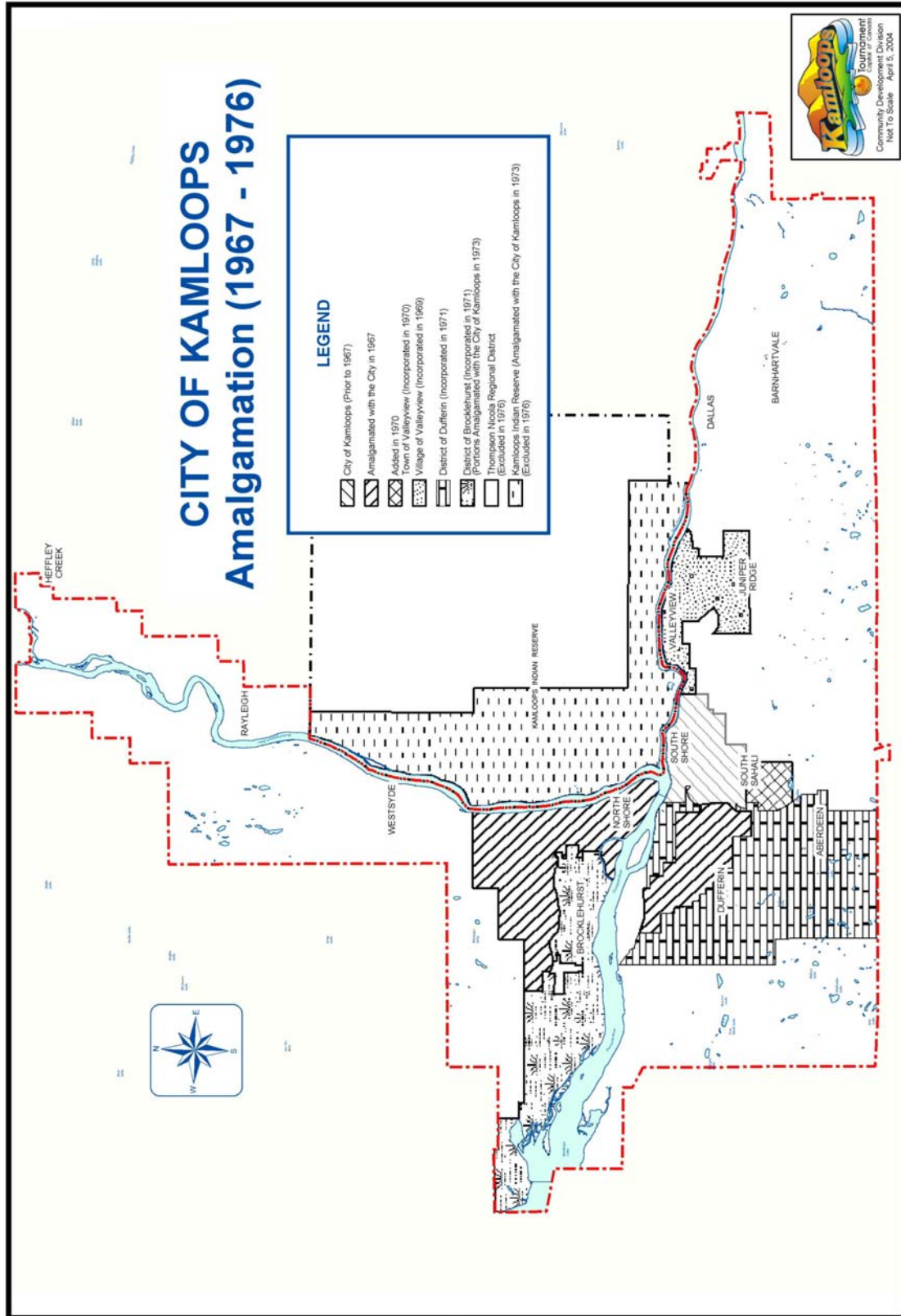
Development on the north side of the river proceeded at a much slower pace. The first ranch was pre-empted in 1866. In 1903, Canadian Real Properties, an English syndicate, planned an irrigation scheme for its properties on the North Shore. Progress was slow until 1909, when they incorporated as BC Fruitlands and more capital became available. The superb irrigation scheme, using water from Jamieson Creek, was a major achievement and served a massive orchard on Blocks A, B, and C, roughly equivalent to what is now Westsyde, Brocklehurst, and North Kamloops.

The Valleyview neighbourhood got its start in 1946 as a Veteran's Land Administration subdivision for veterans returning from World War II. It incorporated as the Village of Valleyview in 1969 and as the Town of Valleyview in 1970.

When the Trans Canada Highway was completed in 1962, it was routed along the South Thompson River, and Columbia Street became a segment of the new highway. This explains the presence of motels along Columbia, which have continued in business to this day. The bypass was built in 1973.

Kamloops' first enclosed shopping mall, Thompson Park Mall, opened in 1970. Early department stores, such as the Hudson's Bay Company (now the Kamloops Daily News building) and Woodward's (now BC Lottery Corporation), were also located in the City Centre. Commercial development on the North Shore occurred more slowly, with the Northhills Mall being built on the site of the Skyway Drive-In in the late 1970s. Both these early shopping centres were challenged in 1980 with the construction of Kamloops' first regional shopping centre, Aberdeen Mall in the Southwest Sector.

On the political front, Kamloops saw significant changes in the 1960s and 70s. The first change occurred in 1967 when the Town of North Kamloops was amalgamated with the City of Kamloops. 1967 also saw the construction of the Yellowhead Bridge over the South Thompson River and the construction of a control tower at Kamloops Airport.



The 1967 amalgamation was followed six years later by a more widespread amalgamation which brought the Town of Valleyview, the District of Dufferin, the District of Brocklehurst, and unincorporated parts of the Thompson-Nicola Regional District such as Westsyde, Rayleigh, Heffley, Dallas, and Barnhartvale into the City of Kamloops. (The amalgamation initially included parts of the Kamloops Indian Band land, but these were removed from the City in 1976.) The legacy of the 1973 amalgamation, including different standards of development in different neighbourhoods as required by the previously five separate jurisdictions, is still a factor in Kamloops thirty years later.

Land Use Map

Land use designations are shown on Map 1 - Generalized Land Use Plan. Individual lots are not identified, and the boundaries between land use zones are approximate. Following are explanations of each land use category and policy guidelines governing future development. The land use map designates a sufficient land base for each category to the year 2036 (120,000 population horizon).

1.0 RESIDENTIAL DEVELOPMENT

GOALS

- To encourage infill, intensification and full utilization of existing service capacity prior to peripheral expansion.
- To ensure a broad range and choice of housing types and locations capable of meeting the needs of residents of various age groups, family types, lifestyles and income levels.
- To ensure that residential development proceeds in an orderly, cost-effective manner.
- To retain established neighbourhood character, amenities, and quality while encouraging more diversity.
- To encourage innovation, flexibility, and quality in the provision of housing.
- To encourage suitable housing opportunities and convenient community services for residents having special housing requirements.
- To encourage suitable affordable housing options for Thompson Rivers University students.

Residential Development Policies

- 1.1 There are three residential categories: **Urban**, **Suburban**, and **Rural**. These are identified on Map 1.

- 1.2 Residential development will continue to be modelled on the following neighbourhood concept in **Urban** areas:
- elementary school within walking distance,
 - complementary local commercial/service uses,
 - mix of uses,
 - range of housing types/densities,
 - separation of local/through traffic,
 - pedestrian and bicycle linkages,
 - combined neighbourhood park/elementary school, and
 - parks, including passive and active space, that provide for a wide range of recreational opportunities and purposes.
- 1.3 The City will consider residential development proposals within **Urban** areas in order to encourage infill, intensification, redevelopment, and cost-effectiveness.
- 1.4 The **Urban** category identifies the principal residential areas housing most of the community (88% of the City's residents). There are 28,180 dwellings in the **Urban** area compared to 3,280 (10%) dwellings in the **Suburban** areas and 620 (2%) **Rural** dwellings (2001 census).

Urban areas generally have complete City services and incorporate a full range of housing types (single, duplex, secondary suites, townhouses, apartments and mobile homes) with net densities ranging from about 10 to 150 units per hectare. The City strongly encourages the infill of urban areas prior to peripheral expansion.

1.4.1 Appropriate urban land uses include:

- single and two family dwelling units,
- garden suites/secondary suites,
- multiple family residential,
- mobile home development,
- community care facilities (limited by regulation),
- home-based businesses (limited by regulation), and
- parks and public open space.

1.4.2 Associated urban uses which require individual evaluation include the following:

- schools, churches and other institutions,
- neighbourhood commercial,
- recreation facilities, and
- larger scale community care facilities.

- 1.4.3 Criteria used to evaluate urban development proposals will include:
- community consultation,
 - compatibility with adjacent land uses,
 - access and transportation considerations, including pedestrian and bicycle linkages and transit,
 - proximity to arterial routes,
 - availability and standard of services,
 - interaction with related facilities and amenities, including shopping, community facilities, parks and leisure services, and schools,
 - scale and intensity of development consistent with existing neighbourhood standards, and
 - landscaping, parking, and site design standards.
- 1.5 Multiple family residential development is considered an appropriate form of development within the **Urban** designated areas and in some commercial locations. The City will encourage the distribution of multiple family accommodation throughout the community in a variety of locations to avoid large concentrations of higher density housing and to encourage more diversity within neighbourhoods. Dispersed multiple family development should be limited to a size and scale appropriate to the neighbourhood. As a general guideline, new low- and medium-density multiple family development may be limited to a maximum size of approximately 50 units per development cell to ensure sensitive integration. Development Permit Area designation may be used for multiple family residential projects to ensure integration.
- 1.5.1 Multiple family developments shall provide sufficient amenity space for the recreational needs of their residents. Where multiple family developments are located in close proximity to neighbourhood parks, the City will explore partnership/funding opportunities with the developer to provide recreational equipment for all neighbourhood residents in the neighbourhood park space.
- 1.5.2 Low-density multiple family development includes townhouses and other cluster forms of development at net densities of about 25 to 50 units per hectare.
- 1.5.3 Medium-density multiple family residential includes stacked townhouses and walk-up apartments with net densities ranging from 40 to 100 units per hectare.
- 1.5.4 High-density multiple family residential is limited to the City Centre, North Shore Towne Centre and Tranquille Commercial District and is designed to accommodate high-rise apartments at net densities of 80 to 150 units per hectare.

- 1.5.5 The City will encourage higher densities and mixed use clusters in **Urban** neighbourhoods, particularly in areas of greatest accessibility, along transit routes, or adjacent to major services and amenities such as schools, recreation facilities, or places of worship.
- 1.5.6 The City will encourage a variety of affordable student housing for Thompson Rivers University students, both on campus and in the "Main Street" section of the McGill corridor.
- 1.5.7 Where a townhouse multiple family development exceeds 50 units, the City will encourage the use of various building forms, exterior finishes, and architectural details to ensure design variation.
- 1.6 The **Suburban** designation comprises outlying low-density residential settlement areas, including Rayleigh, Hefley Creek, Rose Hill, Viking Estates, Dallas, and central Barnhartvale. These areas are serviced by community or City water systems. Sewage disposal is by means of connection to the central sanitary sewer system (Dallas, central Barnhartvale). In some areas, sewage disposal is by on-site septic tank or by community septic field (Rayleigh). Densities range from about two to five units per hectare.
- 1.6.1 Appropriate land uses in suburban areas include:
- single family residential development,
 - low-density cluster development,
 - community care facilities (limited by regulations),
 - home-based businesses (limited by regulations), and
 - parks and public open space.
- 1.6.2 Associated uses which may be appropriate subject to individual evaluation include:
- two family residential development and garden suites, subject to servicing,
 - schools, churches, other institutions,
 - neighbourhood commercial, and
 - recreation facilities.

- 1.6.3 These uses would be subject to individual evaluation prior to development. Criteria used to evaluate such proposals will include:
- community consultation,
 - access and transportation considerations, including pedestrian and bicycle linkages and transit,
 - availability and standard of services,
 - interaction with related facilities and amenities,
 - scale and intensity of development consistent with existing neighbourhood, and
 - landscaping, parking and site design standards.
- 1.6.4 The City will limit additional subdivision in **Suburban** areas subject to current zoning, existing servicing, and area specific constraints (topography, access, soils, etc.).
- 1.6.5 Dallas is included in the **Suburban** category and will continue to develop on that basis, as outlined in the *Southeast Sector Plan (1992)*.
- 1.7 The **Rural** designation outlines existing areas of isolated single family residential development, including Knutsford, Iron Mask, south and east Barnhartvale, Karindale, and Noble Creek, with lot sizes ranging from 0.5 to 8 ha and greater. City services and utilities generally are not provided, although several of these areas are serviced by the central water system. Sewage disposal is primarily on-site septic tank.
- 1.7.1 Standards of servicing for these areas will continue to be rural. Domestic water service generally will be provided by individual wells. Where extension of City water service has been provided or is requested, it shall be designed to accommodate existing use only and not to provide or encourage further subdivision. Sewage disposal will be by individual septic tanks, subject to Ministry of Health approval.
- 1.7.2 The City will support the retention of large farms and/or ranches having a minimum parcel size of greater than 8 ha in order to ensure the continued economic viability of the ranch or farm.
- 1.7.3 The City will discourage further subdivision and development of **Rural** residential areas.
- 1.7.4 The City will not support additional rural residential development proposals which will result in the creation of parcels smaller than 8 ha in size beyond those areas currently zoned.

- 1.7.5 Appropriate uses in rural areas include:
- single family dwellings,
 - mobile homes,
 - farming,
 - the keeping of livestock subject to the Animal Control By-law, and
 - home-based businesses (limited by regulations).
- 1.8 The City will consider assigning priority for development proposals based on the following criteria:
- High - infill, intensification or redevelopment of existing serviced areas.
 - Medium - incremental expansion, including special development areas, where cost-effectiveness can be demonstrated.
 - Low - peripheral expansion, requiring upgrading of infrastructure.
- 1.9 In order to maximize cost-effectiveness, the City will continue to use development cost charges or other means of reducing general municipal costs.
- 1.10 The City supports the redesignation of lands between Ord Road and the CNR tracks for residential purposes. The City will require submission of an overall development plan addressing land use and servicing concerns, in particular drainage, prior to approving individual development proposals.

2.0 AFFORDABLE HOUSING

The provision of clean, safe, suitable, and affordable housing for all residents is a fundamental component of any healthy and sustainable community. Housing is a basic need which is essential to the physical and social well-being of all residents. Once shelter needs are met, a person can focus on employment, training, education, raising one's children, and being able to budget for food, clothing, and other expenses. Research has demonstrated that having an adequate supply of affordable housing reduces the demand on social services, including health care and correctional services.

The City of Kamloops has a long history of supporting the creation of affordable housing in the community. Over the past decade, the City has partnered with non-profit agencies to create 526 affordable housing units, including 303 seniors units (Legion, Cottonwood, Greenfield, Bedford Manor), 135 family units (Hilltop, Spencer Court, Stokstad, Elizabeth Court, Habitat), 67 singles/at risk units (New Life Mission, Lighthouse, Victory Inn), and 21 special needs units (Corner House, Hospice).

KAMPLAN 97: The Official Community Plan supported the use of grants in lieu to offset the cost of development cost charges (DCCs) for social/special needs housing. Since 1995, the City has provided \$672,588 in grants to ten projects to offset DCCs.

KAMPLAN 97 also included the policy that the City will partner into affordable housing projects by "identifying surplus City-owned land which could be used for social/special needs housing or directing a portion of proceeds from the sale of City-owned land to social/special needs housing through a Housing Reserve Fund". This policy has allowed City Council to provide \$1.36 million worth of City-owned land to six projects and to use revenue from the sale of land for the Legion Manor and Cottonwood seniors' housing projects to provide a direct cash contribution of \$100,000 to the Elizabeth Court family housing project through the Housing Reserve Fund.

In addition, the City has deferred receipt of \$935,000 for 25 years for the Legion and Cottonwood Manor projects. These projects are subject to an agreement between the City and the non-profit agencies to use 15% of the profit on the resale of units to purchase additional rental units tied to the SAFER (Shelter Assistance for Elderly Renters) guidelines.

More recently, senior levels of government have changed their focus and funding allocations in support of affordable housing. At the federal level, funding is focused on addressing issues of homelessness through the Supporting Community Partnership Initiative (SCPI). The SCPI program was initiated in 2002 and runs to 2006. Most of the \$3.4 million in SCPI funding received in Kamloops to date has been directed to programs, with minimal amounts going to transitional housing or shelters. At the provincial level, funding is currently (2003/2004) targeted to frail seniors through the Independent Living BC program. Given the limited focus of these two programs, the City's housing policy needs to address all segments of the affordable housing market, particularly those segments not covered by other programs.

In the spring of 2003, the City of Kamloops in conjunction with the University College of the Cariboo (Thompson Rivers University) conducted a housing needs analysis. The study concluded that female lone parent families, low income singles, and seniors were all in need of affordable housing. Due to the Statistics Canada privacy policy which creates data limitations, the need for special needs housing was not able to be identified.

Also in the spring of 2003, as part of the budget review process, City Council approved an annual allocation of \$50,000 to the Affordable Housing Reserve Fund. This money is intended to be used by Council to support appropriate affordable housing projects.

The City's affordable housing policy is based on a number of principles. These are:

- that senior levels of government will continue to be the prime source of funding to address issues of homelessness and housing affordability;
- that the City of Kamloops' role in housing is to assist in the timely processing of development applications and to partner with the non-profit sector where appropriate to address the needs of specific target groups;
- that the City of Kamloops is not a housing provider or manager; and
- that the non-profit sector will continue to initiate the construction of and be responsible for the ongoing management and maintenance of affordable housing projects.

The City of Kamloops recognizes the need for and benefits from ensuring an adequate supply of affordable housing. The City will continue to be a leader in providing innovative solutions that increase the supply of affordable housing to meet the needs of Kamloops residents. The City will continue to work with other levels of government and the non-profit sector to address issues of housing affordability.

DEFINITIONS

Affordable housing means:

- rental or owned housing provided to low income households who have an affordability problem (pay in excess of 30% of their income on housing) and earn less than the median income for Kamloops;
- is subsidized by senior levels of government or by a non-profit agency, which enables rents to be provided below-market rates on a "geared to income" basis;
- which are typically publicly owned or owned and operated by a non-profit agency; and
- do not include shelters or transitional housing.

Affordable housing is permitted in all residentially zoned areas of the City including the CBD (Central Business District), and C1-T (Tranquille Road Commercial) zones.

Shelters or hostels are emergency or temporary housing for males, females, youth, or families, including temporary housing for transient individuals who have no suitable permanent housing and include uses such as the Y Women's Shelter and the Men's Christian Hostel. Shelters or hostels are permitted in the P-4 (Public and Quasi-Public Use) zone under the Zoning By-law No. 5-1-2001.

Transitional housing means short-term housing for persons who, in addition to needing affordable housing, need non-housing support services including meals, housekeeping, medical care, counselling, and skills training to enable them to maintain occupancy in permanent housing. These non-housing support services may be funded by a variety of provincial programs, including health, social, and corrections-based programs.

ROLES

Senior levels of government are the best suited to be the prime source of policy development and funding to address issues of homelessness and housing affordability.

The City of Kamloops will participate, where appropriate, in federal and provincial initiatives that address housing needs in Kamloops.

The City of Kamloops is not a housing provider or manager.

The City of Kamloops will seek opportunities to partner with the non-profit and private sector to provide affordable housing in either new construction or in rehabilitating existing housing stock.

Partnership with the City of Kamloops will be on the basis of exempting development cost charges for not for profit rental housing in accordance with Section 933 (12) of the *Local Government Act*; making City-owned land available either at market value or below market value; supporting variances for innovative housing types; direct cash contributions; a combination of any of the above-noted mechanisms; or such other means as supported by City Council.

The Social Planning Council will advise City Council on housing issues, including recommendations on City of Kamloops funding support for affordable housing projects.

The Social Planning Council will identify research and public education needs related to housing. The research and public education may be conducted by the City of Kamloops, the Thompson Rivers University, or the non-profit sector.

The non-profit sector, including partnerships with the private sector, will build and manage affordable housing for the residents of Kamloops.

Affordable Housing Policies

- 2.1 The City will continue to monitor the housing market and pursue strategies designed to ensure that there is a reasonable balance between market demand and supply.
- 2.2 The City will continue to pursue the following affordable housing strategy:
- encourage a housing mix and a broad range of housing choice in all neighbourhoods in the City, including multiple family housing and affordable housing in all areas of the City designated as urban residential;
 - encourage infill development on existing serviced lots prior to peripheral development which requires the construction of extensions to municipal utilities;
 - encourage higher densities and intensification;
 - encourage the physical design of multiple family housing projects to reflect the characteristics of and be sensitive to the neighbourhood. As density increases, so does the need for good urban design;
 - expedite development applications for affordable housing projects by assisting non-profit sector applicants, providing guidance on the approvals process, assisting with neighbourhood consultation, and making recommendations to City Council in a timely manner;
 - support site specific variances and zoning changes to permit unique forms of housing that are sensitive to neighbourhood characteristics;
 - support, where appropriate, large-scale rezoning and subdivision that will increase the supply of housing to meet demand and provide choice for residents;
 - utilize housing agreements to allow affordable housing in market (for profit) housing projects;
 - update the housing needs survey, which provides statistical data on segments of the population in need of affordable housing, every five years as new census data becomes available;
 - continue to work with the non-profit sector to monitor the supply and demand (wait-lists) for affordable housing; and

- encourage places of worship, service clubs, and non-profit agencies to work co-operatively to provide affordable housing for the residents of Kamloops.
- 2.3 The City will continue to provide financial assistance to affordable housing projects by:
- exempting the requirement to pay development cost charges for not for profit rental housing as provided under Section 933 (12) of the *Local Government Act*; and
 - considering the waiving of Building Permit fees and other development fees for affordable housing projects upon application.
- 2.4 The City may partner with the non-profit sector on affordable housing projects by:
- identifying surplus City-owned land which could be used for affordable housing, including the closure of surplus road rights-of-way or lanes where appropriate;
 - deferring payment for City-owned lands or making them available at below-market rates;
 - making a cash contribution to the project from the Affordable Housing Reserve Fund; or
 - such other mechanism that may be suitable to increase the supply of affordable housing.
- 2.5 The City will allocate \$50,000 per year to the Affordable Housing Reserve Fund. City Council may use these funds to assist the non-profit sector in providing affordable housing. Projects shall be considered based on the following guidelines:
- priority shall be given to non-market affordable housing projects for lone parent families, low income singles, including homeless and at-risk individuals, seniors, and residents having special needs, including physical and/or mental disabilities;
 - primary funding is to be provided by a senior level of government or by the private sector;
 - provide rental housing;
 - managed by a not-for-profit organization which is incorporated;

- be located on sites suitably zoned for the proposed housing project;
- be of scale and design sensitive to the surrounding neighbourhoods;
- providing rents equal to the shelter allowances permitted to tenants in receipt of social assistance;
- the housing project can be new construction, an upgrade of an existing dwelling/apartment building, or a purchase of units in market housing for persons identified above;
- is within the City of Kamloops boundaries;
- projects that displace existing tenants will not be considered; and
- a minimum of four new units created.

2.6 The City will encourage developers of large-scale housing projects (over 20 units) to provide an additional 5% of units as affordable or rent geared-to-income dwelling units through a density bonus over and above the density allowed under existing zoning. Affordable housing units provided through density bonusing will be:

- exempt from development cost charges in accordance with Section 933 (12) of the *Local Government Act*, and
- subject to a housing agreement with the City of Kamloops.

The City will encourage developers to set up rental agreements with non-profit housing providers to manage the 5% affordable housing units on a rent geared-to-income basis.

2.7 The City consider affordable housing projects that:

- adhere to the principles of the City of Kamloops Social Plan;
- strengthen and enhance the well-being of the community;
- address affordable housing concerns;
- follow the affordable housing policies of KAMPLAN 2004;
- address the need for clean, safe, suitable, and affordable housing;
- where possible, provide support and training to address barriers that individuals are facing;
- demonstrate partnerships with other service providers and businesses in the community;
- provide statistical data on numbers that access the affordable housing once it is established; and

- exhaust other funding options such as BC Housing, Provincial; SCPI, Federal, and CMHC partnership programs.

The fund shall not:

- provide direct financial assistance to individuals or families in the affordable housing project;
- make the City of Kamloops, if in receipt of funding, responsible for maintaining the project or of being a housing provider or manager; nor
- provide assistance to nursing homes, retirement homes, student residences, and crisis line facilities.

2.8 The City will encourage non-profit housing providers to locate affordable housing projects in all neighbourhoods in the City. Affordable housing projects should be located:

- on transit routes in close proximity to schools;
- in close proximity to shopping and medical services;
- where support services such as counselling, training are accessible to residents; and
- not within 1 km of a similar affordable housing project.

2.9 Areas of the City that are not suitable for multiple family, designed affordable housing are Heffley Creek, Rayleigh, Campbell Creek, Iron Mask, Karindale, Noble Creek, and Barnhartvale due to their remote location.

2.10 Ideally, affordable housing projects located on infill lots should be small scale to more sensitively integrate into the surrounding neighbourhood. However, small scale adds to the per unit cost, making such projects less affordable. Larger projects are more economically viable, but require a higher level of design to mitigate the potential impact on the surrounding neighbourhood. Projects in excess of 50 units will be discouraged by the City.

2.11 City Council shall consider partnership opportunities on the basis of the approved evaluation criteria, which may be amended from time to time. City Council reserves the right to not partner with any project. Funds requested will be reviewed with other requests. The City of Kamloops reserves the right to not allocate any funds. Funds may be distributed to one project or to several projects. The receipt of an Affordable Housing Reserve Fund does not guarantee funding in the years following. A presentation may be requested as part of the evaluation.

2.12 The City recognizes that secondary suites are an alternative form of affordable rental housing. The City will:

- continue to encourage the use of Development Variance Permits to allow secondary kitchens for aged, disabled, or immediate family members;
 - encourage the rezoning of proposed and existing neighbourhoods to allow secondary suites where they can be sensitively integrated; and
 - continue a limited enforcement procedure for illegal suite complaints.
- 2.13 The City recognizes that rooming house accommodation is an important low income housing option. The City will continue inspections of licensed rooming house facilities to ensure rooming houses meet fire safety standards.

3.0 COMMERCIAL DEVELOPMENT

GOALS

- To encourage efficient utilization of existing serviced and designated lands prior to outward expansion.
- To support the role and function of the City Centre, North Shore Towne Centre and Tranquille Commercial District as the primary commercial and cultural centres.
- To encourage a high standard of development to enhance the urban environment.
- To establish an orderly framework for guiding commercial activity.
- To encourage innovation and quality in design and development.
- To provide sufficient locational opportunities for commercial enterprises.
- To establish a strong, diversified commercial base to provide employment and a high level of service to residents and visitors.

Commercial Development Policies

3.1 There are three major commercial categories within the City:

- **Town Centres**
 - City Centre
 - North Shore Towne Centre
 - Tranquille Commercial District
- **Shopping Centres**
 - Shopping Centres
 - Neighbourhood Centres
 - Southwest Sector Commercial Area
 - Southeast Commercial Area
- **Service/Highway Commercial**

These are identified on Map 1. The City will consider commercial development proposals in these designated areas within the term of this plan.

3.2 There are three major **Town Centres** within the City: **City Centre, North Shore Towne Centre and Tranquille Commercial District**. Each town centre functions as a high activity, high density, major focal point for the City and includes opportunities to live, work, and play within the **Town Centre**. The **Town Centre** designation includes:

3.2.1 The City will support the role of the **Town Centres** as the focal points of economic activity in the community, particularly with respect to its:

- specialized retail and office functions,
- governmental, institutional and cultural functions,
- convention and hospitality industry functions,
- transportation focus, and
- high density residential function.

3.2.2 The City will encourage hotels, cultural, entertainment, performing arts, and convention facilities to locate within the **Town Centres** in order to develop the areas as the cultural and entertainment district for Kamloops. The City may consider use of appropriate approaches to encourage such development including, but not limited to:

- municipal real estate assets,
- municipal authority to close lanes,
- joint venture/partnership,
- senior government grant programs,
- off-site requirements waiver, and
- revitalization tax exemptions program as per the *Community Charter*, Division 7, Permissive Exemptions, Section 226.

3.2.3 The **City Centre** identifies the City's central commercial core, commonly referred to as the Central Business District (CBD), which will remain as the focal point for the community and the surrounding region. The concentration of existing intensive commercial, major public facilities, cultural and high density residential activities creates a vibrant and recognizable centre of the community. High density development will be encouraged, with floor area ratios ranging from 3.0 to 6.0.

Government offices (except those with extensive storage requirements and those providing neighbourhood decentralized services) and major office buildings will be encouraged in the **City Centre**.

High density residential development will be encouraged within and adjacent to the **City Centre**. Mixed use residential/commercial will be encouraged, with residential above the ground floor.

Pedestrian oriented commercial activity will be encouraged within and adjacent to the **City Centre**, while land extensive and automobile oriented commercial uses will be discouraged. Parking will be provided primarily by way of parkades and underground parking incorporated within developments rather than at grade. Development will be encouraged by the elimination of parking requirements, continuation of the designated parking area, and the development of parkades.

The **City Centre** is subject to Development Permit Area designation in order to ensure appropriate consideration is paid to design and site development concerns (form and character, landscaping, streetscape, signage, etc.).

Many of the projects identified in the *City Centre Plan (2005)* have now been completed. The plan needs to be reviewed in light of these changes, and new capital projects and priorities need to be identified.

3.2.4 The *North Shore Towne Centre* and *Tranquille Commercial District* are identified from the intersection of Tranquille Road and Fortune Drive, running south along Tranquille Road to finish near the intersection of Royal Avenue and Tranquille Road. These areas function as major commercial centres for the North Shore and the city as a whole. Tranquille Road is a relatively intensive mixed use shopping street with a distinctive character, appealing to many city-wide shoppers. The Towne Centre, on the other hand, has the biggest potential for redevelopment with some large vacant parcels of land ready for new construction initiatives. Extensive revitalization and continuing beautification efforts along Tranquille Road have successfully built on and enhanced its image. High density development, including office complexes and intensive commercial activities, will be encouraged, with maximum floor area ratios in the range of 2.0-4.0 and maximum residential densities permitted to 150 units per hectare.

Residential development will be encouraged above the ground floor. Intensive mixed use development will be encouraged, with limited peripheral expansion into adjacent residential areas.

Hotel/motel/restaurant and other tourism and recreation related facilities will be encouraged to take advantage of the opportunities created by McArthur Island Park and the City's Tournament Capital program.

Parking will be provided through on-site, at grade parking, on-street parking, and, where appropriate, parking structures should be incorporated into developments. Where parking is to be provided on-site, it should be provided underground or located to the rear of the lot. This area is well served by transit and is the location of the City's second major transit exchange.

The *North Shore Towne Centre* and *Tranquille Commercial District*, as all other commercial areas of the North Shore, are subject to a Development Permit Area designation in order to ensure appropriate consideration is paid to design and site development concerns, such as landscaping, streetscapes, signage, facade design, and building height and mass. Variances to further these regulations may be considered through the Development Permit process.

The *North Shore Neighbourhood Plan* (2008) promotes mixed commercial/residential land use, pedestrian and bicycle access, sustainable development, and green building practices and provides specific policy guidance for the continued development and enhancement of the *North Shore Towne Centre* and *Tranquille Commercial District* shopping areas.

- 3.3 The **Shopping Centre** designation identifies existing areas of concentration of retail use, primarily in the form of shopping malls. This includes major shopping centres, which serve City-wide and regional shopping needs, and minor or neighbourhood centres, which cater primarily to the shopping needs of the immediate neighbourhood. Neighbourhood centres include the Westsyde and Brocklehurst Shopping Centres and a proposed shopping centre adjacent to the Trans Canada Highway in Dallas.

The **Shopping Centre** designation also includes two distinct areas of commercial activity which are distinguished not by type of land use activity, but by the scale and scope of development and the primary market areas served. These two areas are:

- the Southwest Sector commercial area extending from the Sahali Mall and Superstore in the north to Costco in the south; and
- the Southeast commercial area in Valleyview extending from the Valleyview interchange along the Trans Canada Highway to Tanager Road.

All shopping centre categories permit a wide range of retail, entertainment, and personal service uses, including restaurants.

3.3.1 Shopping Centres

Appropriate uses include retail, personal service, automobile oriented service, convenience uses, restaurants and entertainment, small clinics and limited office, and motel/motor hotels. Residential use is not considered appropriate within the confines of a regional shopping centre, but may be appropriate in adjacent commercial development and should be encouraged nearby in the form of multiple family accommodation.

Densities will continue to be limited to a scale associated with shopping centre and similar development, with maximum floor area ratios of 0.5 to 1.0.

Parking will be at grade and on-site for the most part. Landscaping, screening, access, signage, and other site design and development concerns may require additional consideration by way of Development Permit Area designation.

Commercial activity adjacent to existing centres will be encouraged to develop in clusters and nodes and integrate with existing development through use of shared access points, parking, and sympathetic site development.

3.3.2 Neighbourhood Centres

Neighbourhood centres range from about 5,000 m² to 20,000 m² in size. These centres provide a similar range of goods and services in terms of retail, personal service, office, convenience, and food outlets as the larger centres do, but generally service a smaller market. Accordingly, there is less pressure to develop complementary and associated satellite commercial facilities.

For the term of this plan, these centres should be encouraged to redevelop in a manner consistent with the urban village/town centre concept. Residential development in conjunction with a neighbourhood centre should be encouraged. Development and intensification of land use will be considered in light of potential impact on surrounding residential neighbourhoods, particularly with respect to site design, landscaping, lighting, signage, parking and access. Density of development should be encouraged to increase from floor area ratios of about 0.3 - 0.4 to 1.0 - 1.5.

3.3.3 Southwest Sector Commercial Area

In the late 1990s, the Southwest Sector of the city evolved rapidly into a regional shopping centre serving a regional market in

excess of 120,000 population. Shoppers from throughout the Thompson-Nicola Regional District and the South Cariboo travel to Kamloops for their shopping needs.

Originally anchored by the Sahali Mall and Aberdeen Mall, the Southwest Sector commercial area saw modest expansion in the mid-1980s with the construction of the Columbia Square Shopping Centre. It was not until the mid-1990s that the Southwest Sector's role as a regional shopping centre was solidified with the construction of the City's first big box retailers, Costco and Real Canadian Superstore. These big boxes have been joined more recently by Wal-Mart and Home Depot. The Southwest Sector has achieved "critical mass", which will likely ensure its continued dominance of the regional retail sector for the term of this plan.

The City will encourage large-scale, big box retailers catering to a regional market to locate on arterial roads, where the road network is able to handle the anticipated traffic demands.

3.3.4 Southeast Commercial Area

The Valleyview area is unique in the Kamloops commercial context. It contains elements of a neighbourhood centre for the residents (e.g. Cooper's and the Valleyview Shopping Centres), a service commercial area (along Falcon Road), and a highway commercial area along the Trans Canada Highway. In addition, the Valleyview commercial area hosts Convergys, which employs over 1,000 people, and the Kamloops Auto Mall between River and Tanager Roads, as well as the Kelly Douglas light industrial area.

Given the wide variety of commercial and light industrial uses in the southeast commercial area, any new development or redevelopment must be compatible with adjacent land uses and use high quality design standards to improve or enhance the appearance of the area, reflecting its location on the eastern gateway to the City.

The City will support redevelopment of the Flamingo Road area of Valleyview for commercial or multiple family residential use on an individual application basis. In order to minimize the impact of redevelopment on neighbouring properties, special attention must be paid to building massing, landscaping and screening, views, lighting, signage, access, and parking.

- 3.4 The **Service/Highway Commercial** designation identifies those commercial areas which cater primarily to automobile oriented enterprises or which rely on arterial and highway exposure for their business. Generally the uses permitted in this category include a broad range of service and convenience uses, uses requiring relatively large land areas

in relation to building size, including tourist and accommodation and strip commercial development, automobile sales and service, and related outlets.

This category includes strip or ribbon commercial development along arterial routes on the Trans Canada Highway East and West as well as service or highway commercial clusters such as the Rogers Way area, the Tranquille Road/Briar Avenue area, Victoria Street West, and Victoria/Battle Street between 7th Avenue and the Valleyview interchange.

Excluded are general retail and office uses which are more appropriately located in the **City Centre, North Shore Towne Centre and Tranquille Commercial District**, or **Shopping Centre** categories, although some limited retail and office activity is permitted. Land use intensity should remain generally low, with floor area ratios from about 0.3 - 1.0.

3.5 The City will encourage more intensive utilization of existing serviced land and existing commercial floor space prior to outward expansion.

3.5.1 Small scale local commercial developments serving the needs of the immediate neighbourhood have not been specifically identified, but generally will be encouraged and are permitted in areas designated other than commercial, including residential, subject to the following criteria:

- community consultation;
- access and transportation considerations, including pedestrian linkages and transit usage;
- availability and standard of services;
- scale and size of development appropriate to the neighbourhood;
- minimum distance of 0.5 km to nearest elementary school;
- distance/access to other neighbourhood facilities, services, amenities and institutions;
- landscaping, screening, parking, signage and site development standards;
- combining residential development with local commercial; and
- zoning approval and Building Code requirements.

Development Permit Area designation may be used in order to ensure sensitive integration into existing and planned neighbourhoods.

3.5.2 Commercial conversion developments will be considered in areas designated other than commercial subject to the following criteria:

- community consultation;

- uses shall be limited to those that are intended to serve the needs of the immediate neighbourhood;
- building style shall retain the basic form and character of a single family dwelling;
- landscaping, screening, parking, signage, and site development standards shall be consistent with the neighbourhood;
- residential development will be considered an appropriate ancillary use as part of a commercial conversion project; and
- zoning approval and Building Code requirements.

Development Permit Area designation may be used in order to ensure sensitive integration into existing and planned neighbourhoods.

- 3.5.3 The City will support the continuation and expansion of home-based businesses within residential areas provided they have minimal impact on other residents within the neighbourhood.
- 3.6 The City will ensure that the need for managing development is balanced by the need for maintaining a flexible marketplace orientation and business friendly climate in order to encourage development.
- 3.7 The City will encourage a high standard of quality in commercial development and will ensure that it complements and enhances the urban and natural environments. Development Permit Area designation may be used to help guide the form and character of commercial areas in the City.
- 3.8 The City will discourage further strip commercial development along arterials or highway routes. The City will encourage additional arterial commercial development to locate within existing designated development areas or in planned cluster developments. Careful attention must be paid to access, parking, landscaping, screening, and signage in these kinds of developments in order to avoid conflict with arterial and highway traffic patterns and to provide an attractive streetscape for residents and visitors alike.
- 3.9 The City will encourage the revitalization and beautification of existing arterial commercial developments and, for that purpose, may invoke Development Permit Areas or develop design guidelines.
- 3.10 The City will support and work with the two Business Improvement Areas (BIAs) and one Business Association as a means of maintaining, upgrading, and revitalizing commercial areas. The two BIAs are the North Shore BIA, the Kamloops Central BIA, and one Business Association is the Valleyview and East Business Association. In addition,

the City will support the efforts of the Kamloops Chamber of Commerce and Venture Kamloops to promote business in Kamloops. The Southwest BIA closed in December 2004.

- 3.11 The City will encourage the establishment or evolution of sustainable commercial centres having the following qualities or characteristics:
- higher densities should be encouraged in town and neighbourhood centres having the necessary urban services;
 - residential development should be encouraged above the ground floor in commercial development;
 - building forms should be encouraged to promote a more transit and pedestrian friendly environment; and
 - a mix of uses should be encouraged, with strong emphasis placed on good design and a high standard of development.
- 3.12 The City will support the establishment of neighbourhood centres which serve local neighbourhood needs including personal services, convenience/food outlets, and small-scale offices. Mixed use development will be encouraged in conjunction with the neighbourhood centre concept.
- 3.13 The City will discourage commercial activity in the Iron Mask area for the term of this plan.

4.0 INDUSTRIAL DEVELOPMENT

GOALS

- To encourage industrial development as a means of expanding and diversifying the City's economy and tax base.
- To encourage a high standard of development to enhance and protect the urban and natural environment.
- To encourage efficient utilization of existing services and serviced land.

Industrial Development Policies

- 4.1 Land designated industrial on Map 1 will be considered for industrial development within the term of this plan. Included in this category is the full range of industrial activity: **Light, Medium and Heavy**.
- 4.2 Land designated **Light** industrial shall be oriented towards warehousing, storage and distribution, light manufacturing, high technology industries including research and development, and wholesaling, with some retailing of large bulky goods requiring extensive storage and display space.

Office uses will be prohibited except those related to high technology uses and research and development. The City will discourage further encroachment of retail commercial and general office uses into industrial areas. Service uses serving industrial employees such as recreation facilities and restaurants are appropriate in industrial areas.

4.2.1 Southgate Industrial Park

The Southgate Industrial Park, situated adjacent to the Thompson Rivers University is a high standard, light industrial park in transition. Southgate has evolved from a district exclusively permitting a range of light industrial uses to an area now permitting a broader range of activities including service commercial, government, and major utility office space, as well as technology based offices.

In 2001, the City, in partnership with the University College of the Cariboo (Thompson Rivers University) and the Southwest BIA, examined the evolution of Southgate and how to enhance its relationship to the university. Given its proximity to UCC and the southwest regional shopping centre, the City supports the continued evolution of Southgate in accordance with the policies of the *McGill Corridor/Southgate Concept Plan (2002)*.

The City recognizes that the offices currently located in the government precinct in the City Centre may relocate to the government office complex at Dalhousie Drive and McGill Road within the time frame of this plan.

A node of service commercial development will continue to evolve on Notre Dame Drive between Columbia Street West and Hillside Drive. New arterial and service commercial development along Notre Dame Drive will need to give careful attention to site planning and design to minimize impact on surrounding industrial uses. As well, new activities should not limit the ability of Notre Dame Drive to function as an arterial roadway.

Future development within the Southgate Industrial Park will be considered in light of the following criteria:

- new development needs special attention to site planning and design to minimize impact on surrounding industrial uses;
- new activities will not limit the ability of the roads to function as movers of large truck and transport traffic. Parking will be provided through on-site at grade parking. On-street parking will be discouraged; and
- continuation of the current landscaping, screening, signage and site development standards will be required.

The Southgate Industrial Park is subject to Development Permit Area designations: one for the "Main Street" area along McGill Road, and one for the arterial commercial area along Notre Dame Drive. The main street designation along McGill Road seeks to strengthen the City's role as a university city and to enhance the expansion of the university by encouraging compatible mixed use development off campus. The detailed design guidelines for these two areas are contained in Schedule 1 of this plan.

The *McGill Corridor/Southgate Concept Plan (2002)* provides specific policy guidance for the term of this plan.

- 4.3 Land designated for **Medium** and **Heavy** industrial purposes will continue to be oriented towards more extensive manufacturing activities including the storage and processing of raw materials, such as logs and wood products, sand/gravel, concrete and minerals, metallic industries, and petroleum products. These activities require special attention by reason of their potential impact on the urban and natural environment, and accordingly, the City may undertake special initiatives such as Development Permit Area designation, an environmental assessment, or other appropriate mechanisms.
- 4.4 The City will encourage infill and the development of existing serviced industrial lands prior to considering outward expansion. Cost-effectiveness will be a significant criterion in evaluating development proposals. Current land supply appears to be sufficient for the foreseeable future, but must be reviewed regularly to ensure that long-term industrial needs can be met.
- 4.5 The City will ensure that access to industrial development is designed in such a manner as to minimize conflict between industrial and residential traffic.

- 4.6 The City will ensure that the impact of industrial development on adjacent land uses will be minimized through the use of buffers, screening, landscaping, site design and the arrangement of buildings, parking, and circulation. This will be critical in areas where industrial development is close to residential land use. The City may invoke Development Permit Areas to control and manage these site development concerns.
- 4.7 Where large areas of land are designated for industrial purposes (e.g. Campbell Creek), the City will require an overall development plan addressing land use and servicing concerns to be prepared prior to approving individual development proposals.
- 4.8 The City will support the establishment of increased employment generating industrial and commercial activity on the North Shore, particularly as this relates to the future development of the airport lands for light industrial uses.

5.0 AGRICULTURAL/RESOURCE LANDS

GOALS

- To preserve and protect environmentally sensitive and unique natural areas.
- To ensure that agricultural lands are preserved for agricultural purposes and to enhance the viability of agricultural operations within the City.
- To discourage urban development into the Agricultural Land Reserve.
- To retain public access to Crown lands for recreation and other public use purposes.

Agricultural/Crown Land Policies

- 5.1 This category includes lands within the Agricultural Land Reserve (ALR), lands outside the ALR but used for agricultural and grazing purposes or for resource development, Crown lands used for grazing or other specified purposes including public enjoyment and recreation, and lands not contemplated for urban development within the term of this plan.
- 5.2 The City will support the maintenance and enhancement of farming on land designated for Agricultural/Resource use on Map 1, except as noted in Policy 5.3 below.
- 5.3 The City will not support applications for exclusion from the ALR, with the exception of the following:
- minor adjustments/fine tuning of the ALR boundary in the East Barnhartvale area to reflect the Agricultural Land Commission

endorsement of exclusion for the easterly portion of parcel A-D, Plan 22553.

- three remnant parcels along the South Thompson River between Valleyview and Dallas; and
- the McGowan Park South Special Development Area shown on Map 1. This area is a Special Development Area within the Agricultural Land Reserve and further discussions must occur with the Agricultural Land Commission (ALC) for possible exclusion.
- airport runway expansion to remove 21.37 ha from the Agricultural Land Reserve to extend the runway 915 m and to create buffer zones required by NAVCANADA. Some of the buffer zone will continue to have spray irrigation and be farmed for hay. Further discussions must occur with the Agricultural Land Commission (ALC) for possible exclusion.
- when a site specific request is made that the City deems to be in the public's best interest, consultation will occur with the Agricultural Land Commission (ALC) to explore exclusion options from the Agricultural Land Reserve.
- "Softball City" is adjacent to the Kamloops Airport runway at the southwest corner. Two of the ten ball fields are within the Agricultural Land Reserve. There is interest to remove approximately 5.5 ha so as to proceed with the Tournament Capital of Canada Facility Expansion. Further discussions must occur with the Agricultural Land Commission (ALC) for possible exclusion.

The City considers utility installations, landfills, and composting sites as appropriate uses within the ALR. Agricultural Land Commission input must be sought through the ALR application process.

- 5.4 The City will encourage the use and development of private lands within this category for agriculture, including intensive agriculture, or for farming purposes. Single family residential uses on large lots are appropriate, including mobile homes, and ancillary residential uses where necessary for agricultural or for farming purposes. Other uses may include utility installations; municipal facilities including landfills, composting sites, and spray irrigation activities; and open land recreational activities such as hiking and horseback riding trails. The City will consult with the Agricultural Land Commission (ALC) about how it intends to mitigate any negative impacts of open land, recreation, and other non-farm uses on agriculture, for example, fencing, signage, etc.

- 5.5 The City supports the expansion of the Lac du Bois Grasslands Provincial Park as part of the *Land and Resource Management Plan* initiative.
- 5.6 The City recognizes the agricultural, recreational, and public use potential of Crown land in this category and supports the provincial government's general policy of integrated multiple use land management.
- 5.7 The City will discourage subdivision of lands within this category. City utilities and services generally will not be provided to these lands. Where water extensions have been approved, they will be limited to domestic supply only on the basis of one connection per existing lot.
- 5.8 The City will attempt to minimize conflicts between agricultural and other land uses (residential/recreational) through the use of:
- access restrictions, where appropriate;
 - minimum distance setbacks for intensive agricultural operations;
 - fencing requirements and landscape buffers for residential developments adjacent to agricultural operations;
 - restriction of further residential development in outlying areas; and
 - continued liaison with Provincial Ministries and Crown agencies in the planning, disposition, and management of Crown lands.

Development Permit Area designation may be used to protect farming on lands designated for agricultural use.

- 5.9 The City supports the ALR and the role of the Provincial Agricultural Land Commission in its efforts to protect and enhance farmland. Where land is in the ALR, minimum parcel sizes shall apply only when that land is:
- excluded from the ALR; or
 - approved for subdivision within the ALR pursuant to the *Agricultural Land Commission Act*, regulations thereto, or orders of the Commission; or
 - exempted by the *Agricultural Land Commission Act*, regulations thereto, or orders of the Commission.

- 5.10 The City will encourage all farming operations to comply with the following regulations and guidelines as administered by the province:
- environmental guidelines for farming practices as produced by the provincial ministries;
 - regulations pertaining to agricultural waste control; and
 - code of Agricultural Practice for Waste Management.
- 5.11 As the City of Kamloops is surrounded by grassland, the City will encourage preservation of large tracts of grassland areas for grazing and ranching. The City values the ecological diversity found in grassland areas:
- The City will encourage landowners to maintain the quality, integrity, and continuity of grassland habitats.
 - The City will consider partnering with the Grasslands Conservation Council of British Columbia and other similarly interested groups on future community planning and land use designation as it relates to conservation and stewardship of grasslands within City boundaries.

6.0 SAND/GRAVEL EXTRACTION

GOALS

- To designate areas of existing and future sand and gravel extraction.
- To minimize land use conflicts between sand and gravel extraction operations and neighbouring properties.

Sand/Gravel Extraction Policies

- 6.1 Map 1 identifies the location of existing and potential areas of sand and gravel extraction. Sand and gravel extraction will be limited to the areas designated on Map 1 for the term of this plan. Non-commercial operations which involve only the excavation or deposit of material for limited construction purposes may be permitted where necessary, subject to the Earthwork Control By-law.
- 6.2 Sand and gravel extraction is limited to the excavation, screening and storage of materials. No additional processing of any kind is permitted, including crushing or the manufacturing of asphalt, concrete, or other materials. Such activities are permitted only in **Heavy** industrial areas or where permitted by Temporary Industrial Use Permits under conditions imposed by City Council.

- 6.3 The City will require sand and gravel extraction to be conducted in a manner which limits the impact on neighbouring properties including control of hours of operation, dust control, screening, access, traffic circulation, and site reclamation. The City may utilize the powers available to it under the *Local Government Act* including, but not necessarily limited to, the Earthwork Control By-law, the Zoning By-law, Development Permit Area designation and Temporary Use Permits to ensure that operations are conducted in an appropriate manner.