KAMLOOPS TOMORROW

Planning for the 21st Century

BACKGROUND NEWSLETTER #2:

LAND USE

Information on the Backgrounder Series

The City has produced a series of background newsletters to provide some basic information and to help address some important questions now facing our community. For instance:

- *How do we retain or improve Kamloops' small city quality of life?*
- *How do we continue to provide services efficiently and economically?*
- *How do we respond to the emerging traffic problems?*
- *How do we address environmental impacts and ensure sustainability?*
- *How do we address regional growth and cost sharing issues?*
- *How do we resolve social concerns like public safety and affordable housing?*

Each Backgrounder is designed to focus on these major challenges, and to stimulate discussion on other related issues.

KAMPLAN 1995

Kamloops Development Services

Background: Land Use

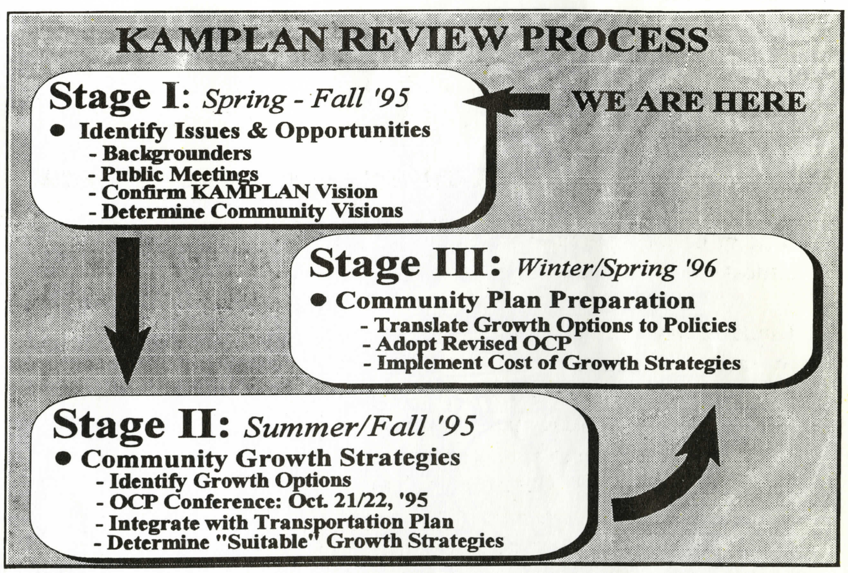
This is one of five backgrounder reports intended to introduce and to provide information on the ***1995 KAMPLAN*** *review.*

What is KAMPLAN?

KAMPLAN is the City's Official Community Plan. An Official Community Plan (OCP) is a community's ***"formal statement of the broad objectives of the local government respecting the form and character of existing and proposed land use and servicing requirements"*** (Municipal Act). **KAMPLAN** applies to all lands within the City of Kamloops and currently addresses several topics including:

- setting out in broad terms the location, type and density of future land use.
- providing guidance on municipal servicing needs.
- providing direction on preserving and protecting hazard lands and environmentally sensitive areas.
- promoting the conservation of important heritage features.
- providing guidance on the supply of parkland and open space.

Why is KAMPLAN being changed?



The City is reviewing and considering changing **KAMPLAN** for several reasons:

- the current version of **KAMPLAN** is five years old, typically the lifespan of a comprehensive plan of this nature.
- the significant growth and change that have occurred in the city since 1990 has had an impact on our community. Some existing **KAMPLAN** policies may require alteration.
- as a result of a number of amendments to the *Municipal Act* an OCP can or must address several issues, including: setting goals for affordable housing, rental housing and special needs housing; establishing social needs, social well-being and social development policies as they relate to the community; and, working towards a regional growth strategy.

RESIDENTIAL LAND USE

The City of Kamloops has a total land area of approximately 29,000 ha. Of this, 20% or 5,500 ha is considered to be urban land. The predominant land use within the urban area is residential, accounting for almost 60% of the land area.

In total, there are 28,257 dwelling units in Kamloops. The current population is estimated to be 75,000, resulting in an average of 2.7 persons per dwelling unit.

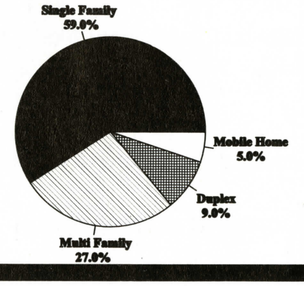
DWELLING UNIT TYPE BY NEIGHBOURHOOD [December 1994]

	SINGLE FAMILY	DUPLEX	MULTI-FAMILY	MOBILE HOMES	TOTAL
SOUTHWEST					
• **Aberdeen/Mt. Dufferin**	1,590	49	757	111	2,507
• **Sahali**	1,883	314	2,079	1	4,277
• **South Shore**	1,973	325	1,849	15	4,162
NORTHWEST					
• **Brocklehurst**	2,510	634	938	54	4,136
• **North Shore/Batchelor**	2,968	863	1,388	697	5,916
• **Westsyde**	1,931	200	136	299	2,566
SOUTHEAST					
• **Valleyview/Juniper**	1,548	87	350	150	2,135
• **Dallas/Barnhartvale**	1,562	27	0	112	1,699
• **Rayleigh/Heffley Creek**	730	55	5	67	857
TOTAL:	16,695	2,554	7,502	1,506	28,257

City housing stock is divided among 59% single family residences, 27% multiple family units (townhouses or apartments), 9% duplexes, and 5% mobile homes. However, this housing mix varies greatly by neighbourhood. For example, in the Dallas/ Barnhartvale neighbourhood, single family residences account for 92% of the housing stock, with no multiple family units. The Rayleigh and Westsyde neighbourhoods also have very high concentrations of single family dwellings, with little or no multiple family development. In contrast, multiple family units in the Sahali neighbourhood account for almost 49% of the housing stock, while single family residences represent just 44% of the dwelling units.

Duplexes have their highest concentration in the Brocklehurst and North Shore neighbourhoods at approximately 15% of the housing stock in each neighbourhood. Mobile homes are most common in the Westsyde and North Shore neighbourhoods, where they account for 12% of the housing stock. (For a more complete analysis of dwelling type by neighbourhood, consult *Kamloops Trends*, available from the City of Kamloops Development Services Department.)

City of Kamloops
Housing Mix by Dwelling Type - Dec. '94



The policies of KAMPLAN have encouraged a mix of housing types in each urban neighbourhood. It has also supported higher densities where new development can be sensitively integrated into the neighbourhood; however, recent planning exercises such as the Westsyde Neighbourhood Plan have found some neighbourhoods highly resistant to the incursion of multiple family development into predominantly single family neighbourhoods.

- **Should KAMPLAN continue to encourage a mix of housing types in each neighbourhood?**
- **Should KAMPLAN include policies which allow each neighbourhood to maintain a unique character?**
- **Will the preservation of predominantly single family neighbourhoods force multiple family development into neighbourhoods with already high densities?**
- **What does "sensitive integration" mean to you?**

Given the variety of housing types found in each neighbourhood and the various minimum lot sizes found in the City's residential zones, the density of each neighbourhood also varies greatly.

The highest density to be found in a residential neighbourhood is in the Pineview Valley development currently under construction in the Southwest Sector. Here, a density of 18 units per hectare was achieved through increasing the amount of multiple family development to 53% of the housing mix, including approximately 16% mobile home development and reducing the minimum lot sizes on approximately 12% of the overall dwelling units provided.

REPRESENTATIVE NEIGHBOURHOOD DENSITIES

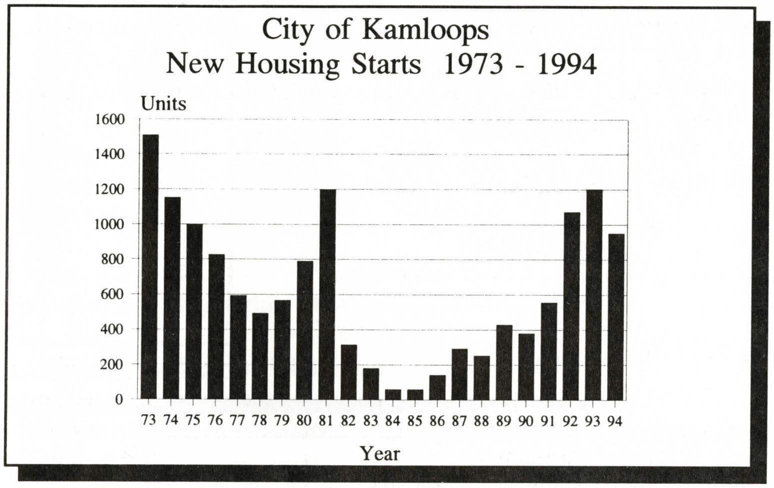
	UNITS/ HECTARE	UNITS/ ACRE
Pineview Valley (*Copperhead*)	18	7.5
Lower Sahali (*Bestwick*)	13	5.2
North Shore (*McDonald Park*)	12	4.8
Westsyde (*Oak Hills*)	12	4.8
Aberdeen (*Highlands*)	12	4.8
Sahali (*Monmouth*)	12	4.8
Sahali (*Coach Hills*)	10	4.0
Mt. Dufferin	9	3.3
Brocklehurst/Valleyview	8	3.2
Westsyde	5	2.1

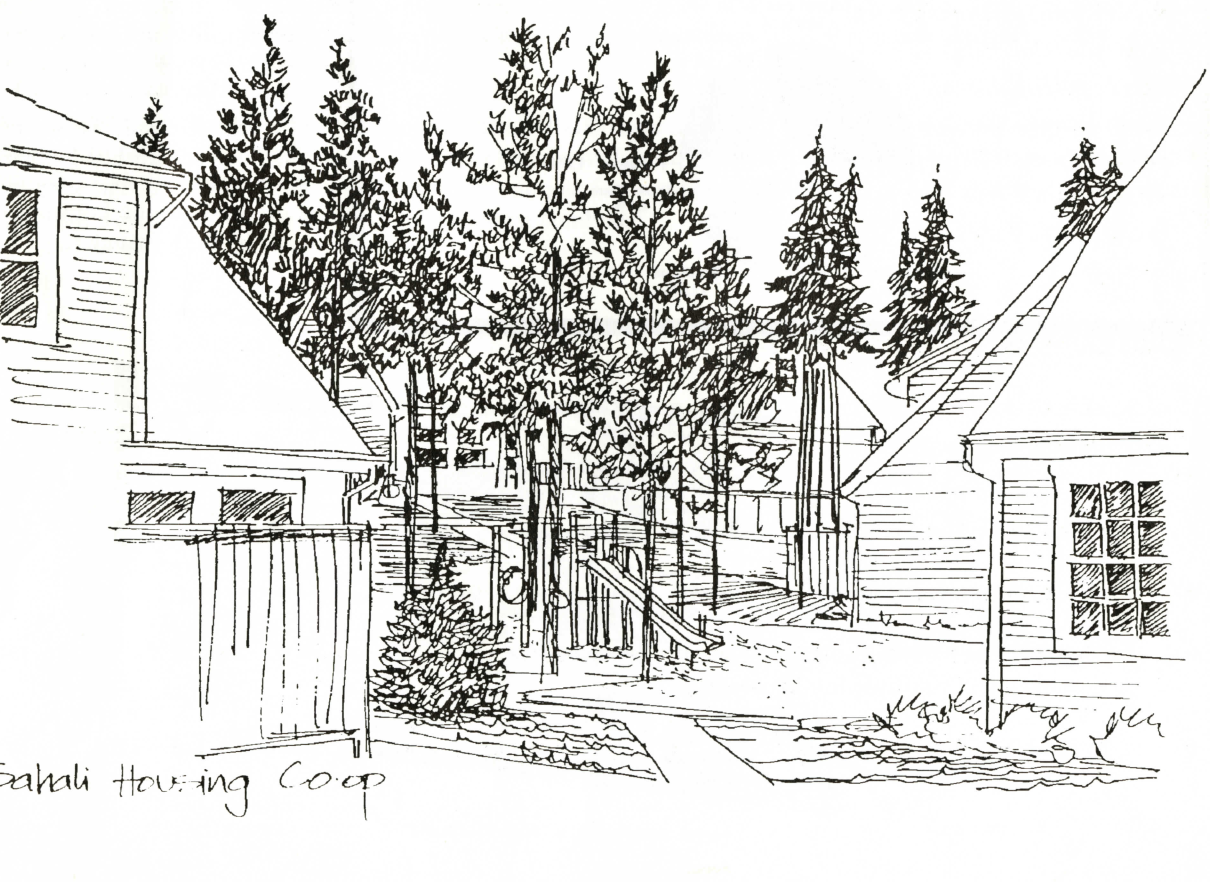
Most Kamloops residential neighbourhoods fall within a range of 8 to 13 units per hectare, with the outlying neighbourhoods, such as Westsyde and Dallas, having 5 units per hectare, with lower densities in Barnhartvale and Rayleigh.

- **Should Kamloops continue to develop at urban densities of 8 to 13 units per hectare?**
- **Will continuance of existing densities lead to urban sprawl?**
- **Should future development be encouraged at higher densities through smaller lot sizes and a larger percentage of multiple family housing?**
- **Will higher densities reduce our quality of life or allow for a more cost effective delivery of services?**

BUILDING PERMIT ACTIVITY

Residential building activity in Kamloops has fluctuated wildly over the past two decades since amalgamation. The strong growth of the 70s gave way to a deep recession in the mid 80s. In 1984, just 60 dwelling units were constructed in Kamloops. The local economy strengthened throughout the late 80s and up to the present, with 1993 marking a record year with building permit activity in excess of $134 million.





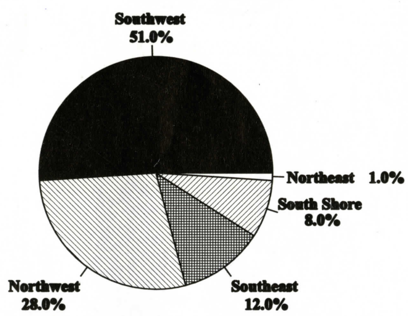
Sahali Housing Co-op

Between July of 1991 and December of 1994, almost 3,500 residential dwelling units were constructed. Of these, 51% were built in the Southwest Sector, with only 28% in the Northwest Sector and 12% in the Southeast Sector. Other areas of the City made up the remaining 9%.

RESIDENTIAL BUILDING ACTIVITY BY NEIGHBOURHOOD
JULY 1991 - DECEMBER 1994

	SINGLE FAMILY	DUPLEX	MULTI-FAMILY	MOBILE HOMES	TOTAL
SOUTHWEST					
• Aberdeen/Mt. Dufferin	440	39	507	21	1,007
• Sahali	338	14	434	1	787
• South Shore	23	10	224	0	257
NORTHWEST					
• Brocklehurst	135	89	113	49	386
• North Shore/Batchelor	98	28	223	12	361
• Westsyde	121	50	41	4	216
SOUTHEAST					
• Valleyview/Juniper	203	2	80	0	285
• Dallas/Barnhartvale	127	2	0	7	136
• Rayleigh/Heffley Creek	60	0	0	2	62
TOTAL:	**1,545**	**234**	**1,622**	**96**	**3,497**

City of Kamloops
Building Activity July '91 - Dec. '94
By Sector



During this period, multiple family development (townhouses and apartments) accounted for 46% of new housing starts, whereas single family residences represented only 44%. Duplexes at 7% and mobile homes at 3% made up the remainder.

New apartment in Brocklehurst

The predominance of multiple family development reflects two trends in the local housing market: The Kamloops population is aging, and the local construction industry has sought to provide ground oriented town homes and apartments to meet the demands of "empty nester" and seniors home buyers. This period also saw a doubling of the student population at the University College of the Cariboo from 3,000 to 6,000 students, and home builders sought to provide purpose built rental accommodation for these students.

BACKGROUNDER BULLETIN:

1990 - 1994
Multiple Family Housing

In the last five years multiple family housing has edged out single family dwellings for dominance in new housing starts with 1,884 units being constructed between January 1990 and December 1994. Multiple family housing accounted for 46% of new housing starts compared to only 44% for single family housing. Of this row housing accounted for 59%, or 1,112 dwelling units and apartments made up the remaining 41%, or 772 units.

As development continues up the hillsides, there has been criticism directed at some multiple family projects in Kamloops.

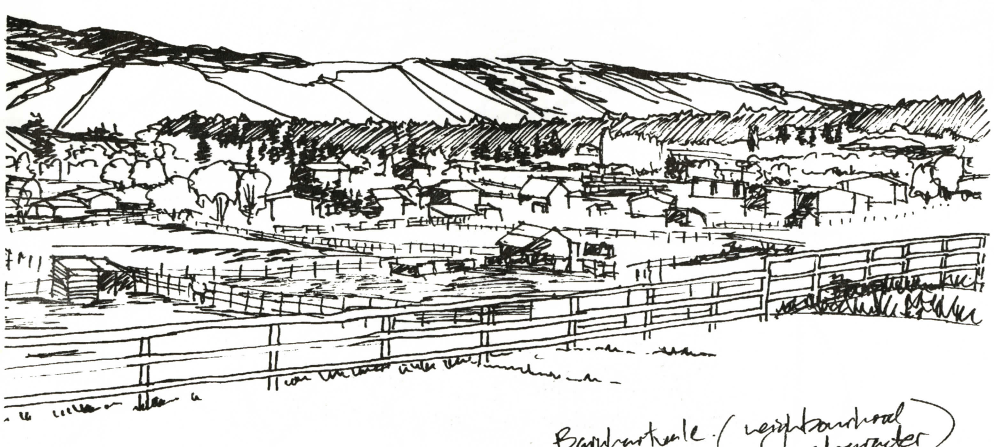
- **Should multiple family sites be restricted in size?**

- **Should more design controls be introduced to regulate the appearance of multiple family developments?**

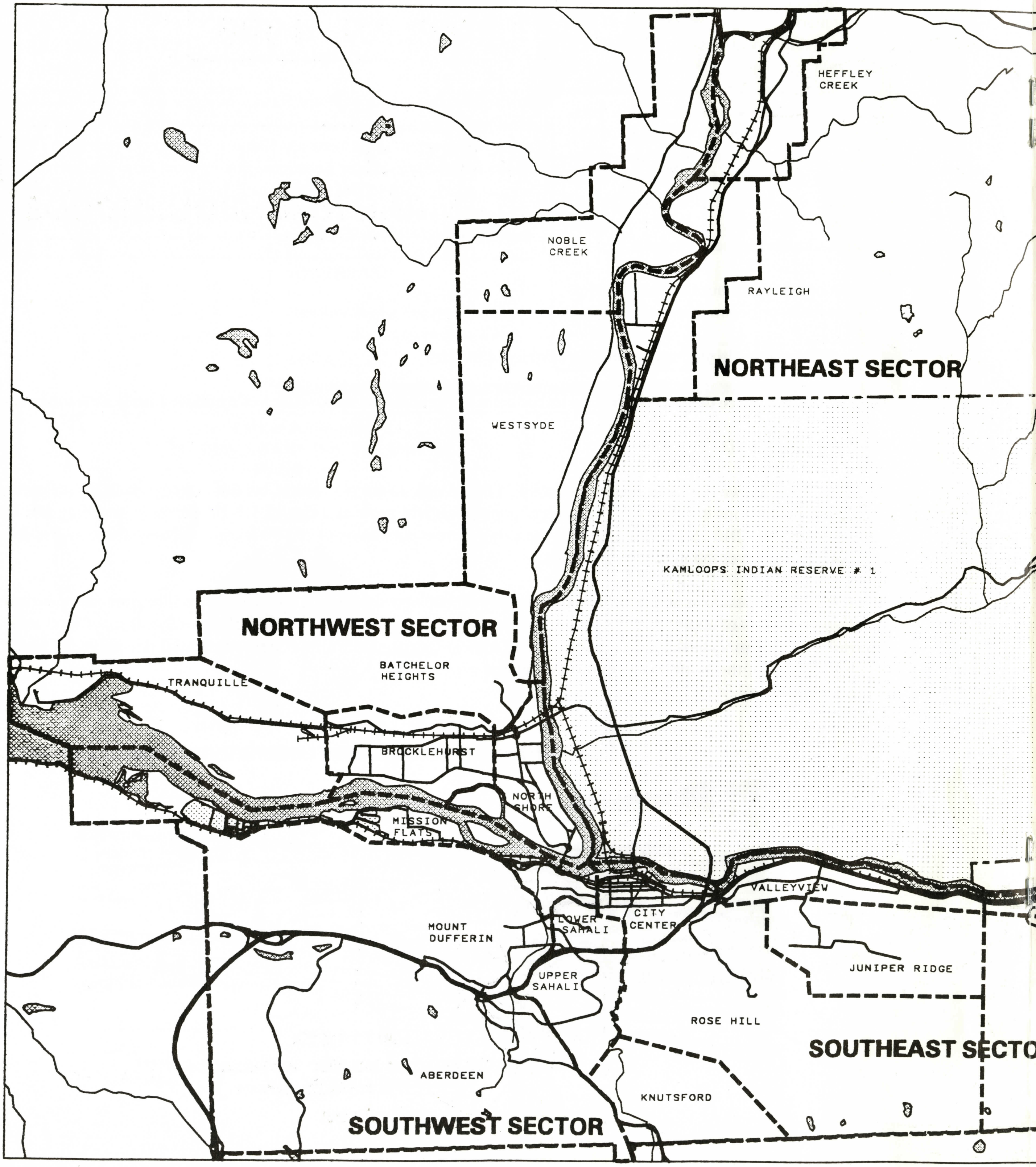
HOUSING DEMAND

In the last 25 years, we have added approximately 25,000 people to our population, but our rate of growth is accelerating. Population projections estimate that Kamloops' population will grow at a rate of 1.5-2% per year, reaching 100,000 people by the year 2010. Stated another way, the City's current population of 75,000 is expected to increase by one-third, or 25,000 people over the next 10 to 15 years.

These 25,000 new residents will require approximately 10,000 new dwelling units. If these dwelling units are developed at existing densities of approximately 10 units per hectare or 4 units per acre, then 1,000 ha or 2,470 ac. of land will be required to accommodate the new growth. That's almost four square miles of new residential development, an area roughly the size of the North Shore and Brocklehurst combined.

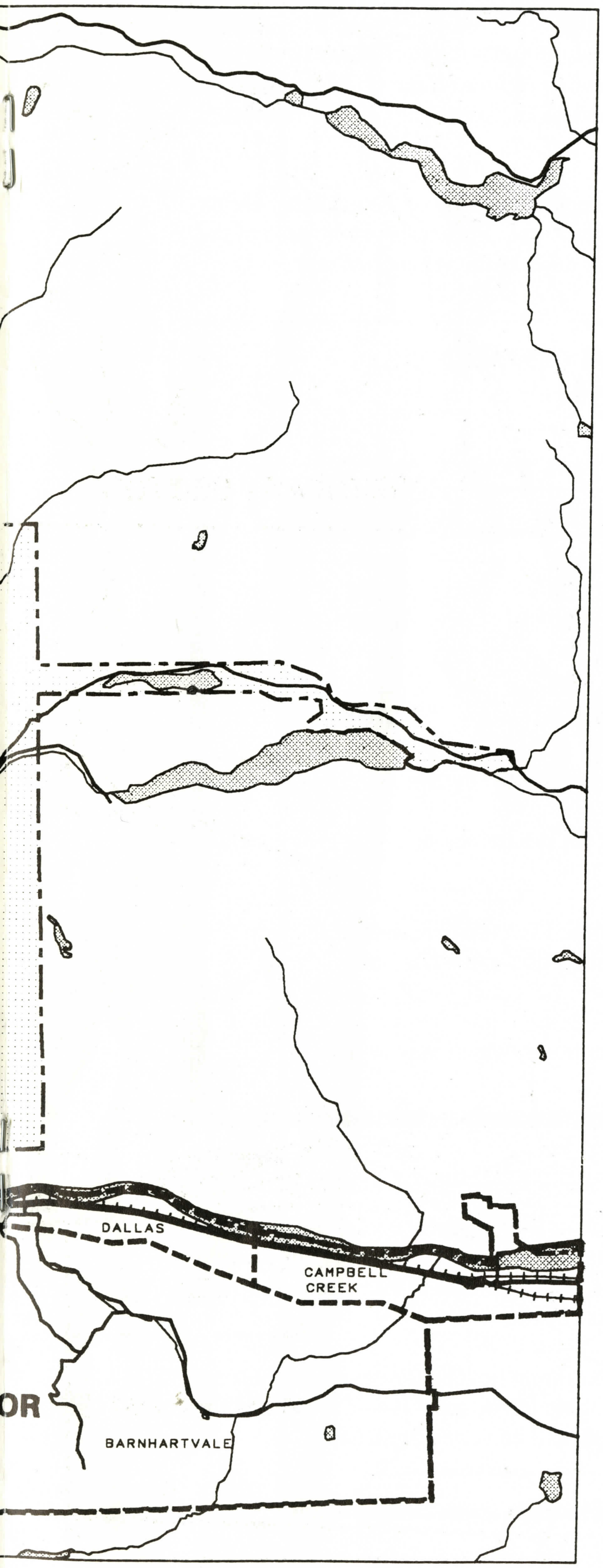


Barnhartvale. (neighbourhood character)


HEFFLEY
CREEK
NOBLE
CREEK
RAYLEIGH
NORTHEAST SECTOR
WESTSYDE
KAMLOOPS INDIAN RESERVE # 1
NORTHWEST SECTOR
BATCHELOR
HEIGHTS
TRANQUILLE
BROCKLEHURST
NORTH
SHORE
MISSION
FLATS
VALLEYVIEW
MOUNT
DUFFERIN
LOWER
SAHALI
CITY
CENTER
JUNIPER RIDGE
UPPER
SAHALI
ROSE HILL
SOUTHEAST SECTO
ABERDEEN
KNUTSFORD
SOUTHWEST SECTOR

KAMPLAN 1995

MAP 2
PLANNING NEIGHBOURHOODS



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METERS

SUPPLY OF RESIDENTIAL LAND

One of the major policies contained in KAMPLAN was to encourage infill development on existing lots and prezoned land. The past five years has seen considerable development within existing neighbourhoods, however, there remain 961 vacant lots throughout the City available for immediate development. In addition, there is sufficient zoned land which has not yet been subdivided to accommodate a further 6,426 dwelling units. At an average of 2.7 persons per household, these 7,387 vacant lots and residentially zoned lands can accommodate approximately 20,000 additional people.

The Southwest Sector will continue to receive the major proportion of new development as 43% of the available vacant lots and land are located in the Southwest Sector, while 24% is located in the Northwest Sector. The core area of the North Shore and South Shore and the Southeast Sector each have approximately 15% of the vacant lots and land.

SUPPLY OF LAND AVAILABLE FOR DEVELOPMENT
(*DWELLING UNITS* - December 1994)

	EXISTING		POTENTIAL DEVELOPMENT	
AREA	VACANT LOTS	VACANT LAND	MEDIUM TERM	LONG TERM
Southwest	334	2,830	2,238	8,500
Southeast	240	824	2,000	3,000
Northwest	227	1,522	420	6,200
Core Area	0	1,250	1,500	0
Other	160	0	0	0
Total:	**961**	**6,426**	**6,158**	**17,700**

Vacant Lots are those currently zoned and subdivided to the density permitted by zoning.

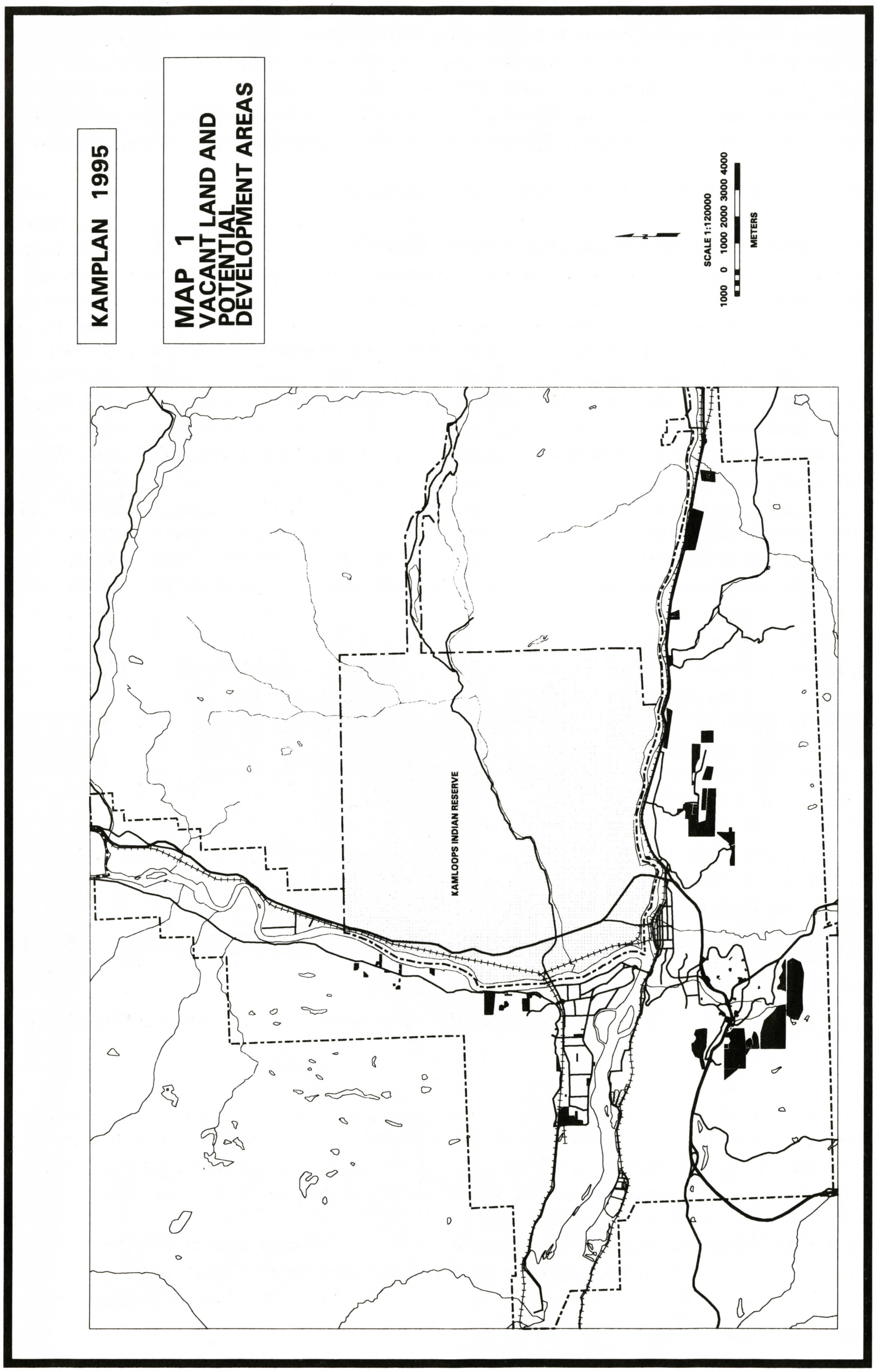
Vacant Land is land that has been zoned for residential use but not yet subdivided or developed to maximum density.

Medium Term Potential Development includes land zoned FD (Future Development) and identified as "*Special Development Areas*" in KAMPLAN or intensification in the core area (North and South Shores).

Long Term Potential Development includes land zoned A-1 (Agricultural) which may or may not be in the Agricultural Land Reserve.

Moving into the medium term, it is estimated that lands currently zoned FD (Future Development), lands identified as Special Development Areas under the existing KAMPLAN, and further intensification in the core area could accommodate a further 6,158 dwelling units, or a further 16,626 people. This is sufficient land to take Kamloops well beyond the 100,000 population level which we are expected to reach by the year 2010.

In the long term, there is further potential for development on the extensive plateau areas beyond the development areas already identified above. Very little, if any, planning work has been done on these areas, but it is fair to say that the infrastructure expansion requirements and associated cost to develop these areas will be very significant.


KAMPLAN 1995
MAP 1
VACANT LAND AND
POTENTIAL
DEVELOPMENT AREAS
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METERS
KAMLOOPS INDIAN RESERVE

One of the key questions facing the City is where new development should be encouraged. While the southwest sector accounts for the largest percentage of vacant lots and land, new development in the southwest sector will require costly extensions to the arterial road network (Sixth Avenue extension, Hillside Drive connector) and the City's water and sewer systems. While there may be less cost in extending water and sewer into the northwest sector (Batchelor Hills), roadway upgrading would require a second bridge over the Thompson River (Singh Street bridge) to provide access to employment centres on the South Shore. Development in the southeast sector on the Juniper/Rose Hill bench lands face similar servicing problems and are constrained by hazard lands to the north and steep slopes to the south.

- **Where should new residential development be encouraged?**

- **What are the servicing costs of each development option?**

COMMERCIAL LAND USE

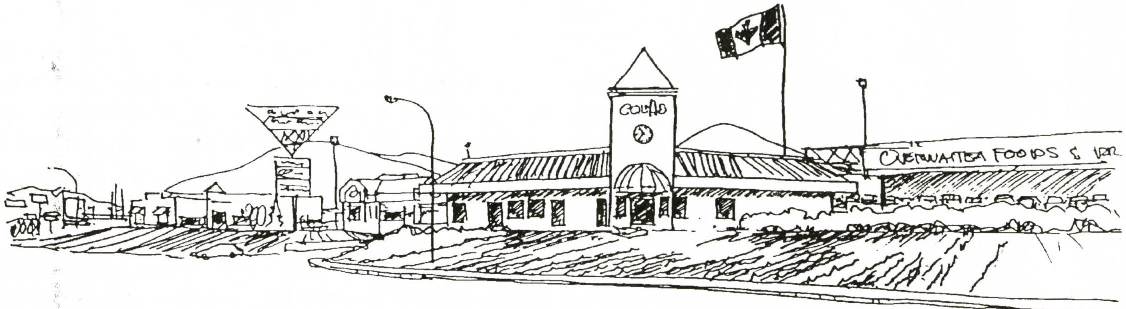
Commercial land use is dispersed throughout the City, with each neighbourhood having distinct commercial characteristics. The data presented in this section is based on an inventory initially conducted in 1976 and updated annually with building permit information. The 1976 base line grouped the Sahali Mall/Columbia Place area with Victoria Street East and identified this as "core fringe". The Aberdeen area was listed separately. As a result, it is difficult to get an accurate breakdown on the amount of commercial land in each of the three sectors of the City used elsewhere in this report.

The South Shore neighbourhood is the traditional "downtown" of Kamloops and still accounts for approximately 21% of the retail floor space and 64% of the office space in Kamloops. In contrast, the North Shore neighbourhood, which is often viewed as Kamloops' second downtown, has only 17% of the retail floor space and just 6% of the office space.

COMMERCIAL FLOOR SPACE INVENTORY 1994 (m^2)

TYPE OF SPACE	CORE	CORE FRINGE*	ABERDEEN	NORTH SHORE	VALLEYVIEW	TOTAL
Retail	43,706	45,663	58,522	35,073	23,214	206,178
Service	14,476	36,751	8,315	10,734	3,808	74,084
Office	87,154	33,575	0	9,017	4,518	134,264
Total:	**145,336**	**115,989**	**66,837**	**54,824**	**31,540**	**414,526**

*includes Victoria Street East and Columbia/Sahali areas



Columbia Place Shopping Centre

The Aberdeen neighbourhood accounted for 28% of the City's retail space at the end of 1994. With the expansion of the Columbia Place Mall, recent development adjacent to the Aberdeen Canadian Tire store, and proposed development of the "Cooper's site", the Southwest Sector of the City will play an even stronger role in the commercial development of Kamloops.

Highway commercial uses are concentrated in the Valleyview and Aberdeen neighbourhoods, while service commercial uses are concentrated on the North Shore and to the east and west of downtown.

COMMERCIAL DEMAND

With an overall estimated vacancy rate of less than 10%, downtown is prime for new office construction. However, the reluctance of the financial community to invest in commercial ventures will hamper any new projects for the foreseeable future. Any new office space will likely require off-site equity as financial security and construction loans in the amount of 60-65%. Projects will be small in dollar value and developed by well-heeled investors with a solid track record.

Also hampering development in the downtown is the inability of developers and landlords to raise rental rates to levels that would support new construction. The discounted rental rates offered during the tough economic times of the 1980s are returning to haunt landlords as they attempt to raise rent to cover increasing costs. Currently, downtown rates range from $8 to $12 per square foot, with operating expenses anywhere from $5 to $10 per square foot. Basic downtown rates would have to be in the range of $15 per square foot plus all operating expenses, including taxes and common expenses, to the tenant. This could bump effective rental costs into the range of $20 to $25 per square foot.

Victoria Street

A third deterrent to downtown development is the lack of on-site parking for high traffic generators. Accordingly, retail users and "flex" users will continue to seek locations other than the downtown core. As noted in the Coldwell Banker First Quarter 1995 Office Space Report, "Flex buildings generally have higher asking rental rates than conventional space, but their lower operating costs and free parking translate into lower gross rates for the tenants." This trend will see continued pressure on Southgate Industrial Park to convert to a conventional business park model. It should be noted that even with the lower operating costs associated with flex space, Southgate rental rates are lower than downtown. Commercial land pricing in Southgate may force traditional industrial users to relocate to Campbell Creek, Kamloops Indian Band lands, or spur the development of raw lands available in the Iron Mask/Dufferin corridor.

Office users wishing to locate downtown (doctors, lawyers and professionals) may be forced to consider renovating residences along the Seymour strip or elsewhere within the downtown fringe. As owner/occupiers able to secure financing against personal investments and facing dramatically lower construction costs than those developing office towers, this portion of the market is expected to expand.

The most probable candidate for significant office construction will be the Bank of BC site at the corner of Third and Victoria. With self-financing capabilities and a large portion of the space owner occupied, this building may be one of the few downtown office buildings, excluding the TNRD/Art Gallery/Library building, constructed during the remainder of this decade.

With the construction of the TNRD building at the corner of Fifth Avenue and Victoria Street, the opportunity exists to expand the downtown core to Fifth from the current boundaries of Second, Fourth, and between Victoria Street and Seymour Street.

KAMPLAN has encouraged office space to locate in the downtown core; however, given the deterrents to development noted above, the development potential of the downtown core is expected to be limited.

- **Should the City consider reduced Development Cost Charge rates in the downtown core to encourage new office construction?**

- **Should the City adopt a "town centre" model of development to encourage mixed use redevelopment (offices and residential) of the city's shopping centres?**

- **Should the Southgate Industrial Park be allowed to convert to a "business park" model with a higher concentration of office use?**

In retailing, the trend in recent years has been towards super stores or "big box retailers". While these stores are a single business entity rather that a group of businesses which is typical of the conventional shopping centre, they are in all other respects (size, parking and site development) similar to conventional shopping centres. These developments require large vacant sites (10-15 ac.) with good highway access to be feasible.

The first big box retailer in Kamloops was the Overwaitea "Mega Market" constructed in 1987, this was followed in 1994 by Costco, who built a 134,000 sq. ft. store with 780 parking spaces. Two more recent developments that follow this trend are the Toys R Us and Office Depot stores currently under construction in the Columbia Place expansion project. Whereas Costco was a stand alone site, the latter two are part of a conventional shopping centre. Further big box retail developments are likely within the foreseeable future as stores such as Canada Safeway redevelop using the super store format.

The other commercial sector that has seen considerable expansion in the past five years is the highway or tourist commercial sector. In 1990, there were 1,650 hotel and motel rooms in Kamloops. By 1995, that number had increased to 2,400 rooms available, an increase of 750 rooms, or 45%. However, the amount of vacant C-3 (Highway Commercial) zoned land is being rapidly depleted.

- **As the supply of vacant shopping centre and highway commercial land becomes depleted, where should new commercial development be encouraged?**

INDUSTRIAL LAND USE

Industrial land use is described by the degree to which bulk or raw materials are used or the nature of the manufacturing or processing involved. Heavy industrial uses are the major resource based industries in town. The Weyerhaeuser Pulp and Sawmills, the Lafarge Cement Plant, the Tolko Sawmill and the various tank farms associated with pipeline operations. Most heavy industrial zoned lands are fully utilized, and growth in this sector is not expected in the near future.

General industrial uses include processing or manufacturing as well as wholesale distribution uses. Most of the vacant industrial land in Kamloops is zoned for this type of use and is located in the Campbell Creek area.

Light industrial uses are primarily uses involved in the assembly of prefinished parts and includes warehousing. These uses are located in Southgate Industrial Park, in the Kelly Douglas Road area of Valleyview, in the Halston/Ord Road area of the North Shore and in the Versatile and Iron Mask areas of the Southwest Sector.

Each of the industrial areas has constraints or pressures which will affect its development. As noted earlier, Southgate is experiencing continued pressure for office and service commercial use. Access to the Kelly Douglas area is constrained by the CP Rail main line and the area's river front location makes it suitable for residential development. The Halston/Ord Road area is also facing residential development pressure, and the Versatile and Iron Mask areas are constrained by steep slopes.

- **Where should future industrial development be located?**

VACANT INDUSTRIAL LAND BY AREA (HA) 1994

AREA/ZONING	NUMBER OF HA
Southgate (I-1S)	12.6
Versatile (I-1)	54.0
Valleyview (I-1)	0.6
Halston/Ord (FD)	24.6
Campbell Creek (I-2)	133.8
Tolko/Rayleigh (I-3)	0.7
Mission Flats (I-3)	7.0
Total:	**233.3**

Weyerhaeuser Pulpmill

The City of Kamloops would like your input into the KAMPLAN process. If you have any comments or concerns on this or any other backgrounder, or if you wish to make a general statement, please provide your comments below and submit them to:

Development Services Department - City of Kamloops
Attention: Greg Toma, Community Planning Manager
7 Victoria Street West
Kamloops BC V2C 1A2 Phone 828-3572 Fax 828-7848

Thank you.