



CITY OF KAMLOOPS  
SUSTAINABLE KAMLOOPS PLAN



INFORMATION PACKAGE ON LAND

(Final Version -2009 December 08)

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## BACKGROUND AND BASELINE CONDITIONS

The City of Kamloops encompasses almost 30,000 hectares of land area, and stretches approximately twenty-five kilometres up the Thompson River valleys across diverse landscapes.

When one thinks of land within a community, its development for urban settlement typically comes to mind. This is the case in Kamloops, where lands within the City boundaries have been developed for residential, commercial, industrial, institutional, park and other activities. These land uses are required to house residents, provide employment, educate students, foster recreational pursuits and support myriad other activities.

There is a strong relationship between the manner in which a community's land base is developed and its long-term environmental sustainability. The uses placed on land require energy for heating and cooling given Kamloops' climate, as well as to support many other functions. Water is consumed for indoor purposes, as well as landscape irrigation. Wastewater is generated from indoor water use in our homes, businesses and industries. Stormwater is produced when rainfall and/or snowmelt occurs on surfaces hardened by pavement and roofs. Transportation systems are required to move from one location to another. Many of these aspects are linked to our community's air quality, including generation and use of energy for building heating and industrial processing, removal of vegetation to expose land for road construction and erection of buildings, and emissions from vehicles. The way in which our community develops at all scales – from individual sites to neighbourhoods to the entire urban settlement area – can profoundly effect the environment.

There are other dimensions of community sustainability which are influenced by land use form. A range of housing choice and density is required to satisfy the social and economic desires of community residents. People need open spaces and green areas in which to recreate, both passively and actively. Land must be provided for activities which may be considered undesirable, yet are vital to generating employment (such as industries), supplying resources which support development (such as gravel pits), and sheltering those in our community who are less fortunate.

The ability to ensure the security of our food supplies is a community sustainability topic which has recently garnered increased attention. At the scale of an individual or family, there are opportunities to further encourage the use of our land base for local food production. In the broader context, the preservation of lands which have capability for larger-scale agriculture deserves attention.

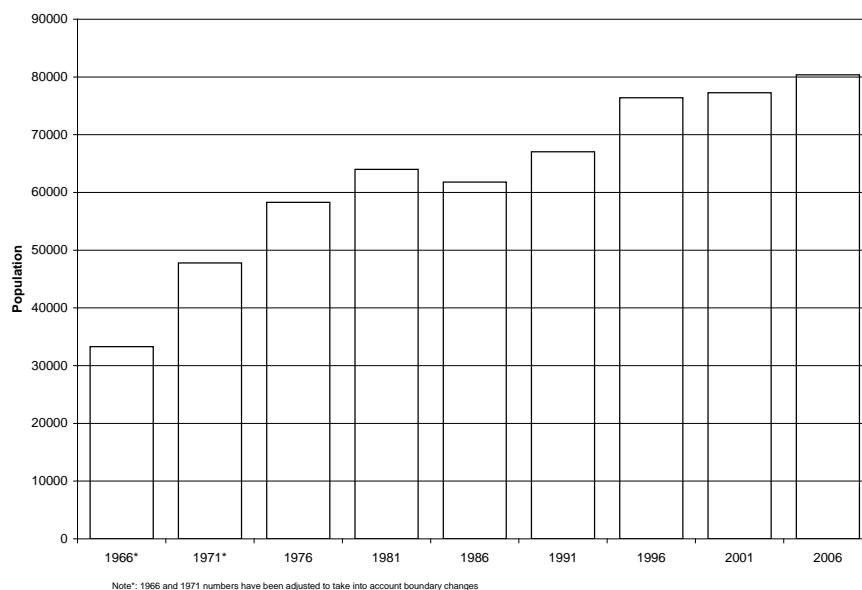
A further important perspective on land does not involve its 'use' in the traditional sense of the word. These are lands which contain significant environmental values, and those which are hazardous to develop. These topics are both dealt with under a companion document of the Sustainable Kamloops Plan entitled 'Natural Environment.'

## Population and Demographics

A fundamental aspect relating to a community's future land needs is projected population growth.

The current population of Kamloops is estimated to be about 86,500 (BC Stats). The community has evolved to this population following a period of growth which spans over 40 years. Figure 1 depicts this evolution.

**Figure 1 – 40 Year Historical Population**



Projections of a community's future population cannot be based solely on historic trends. There are a multitude of economic, social and other factors which will influence the extent to which a community will grow. An approach which merges historic trends derived from Census data from Statistics Canada, coupled with population projections derived from BC Stats' PEOPLE model, was used to simulate population growth in Kamloops over the next 10 years. Three average annual rates of growth were selected – 1%, 1.25%, and 1.5%. As a reference, Kamloops has experienced an annual average rate of population growth of about 1.25% since amalgamation of the City in the early 1970s. Figure 2 contains projections over the next decade.

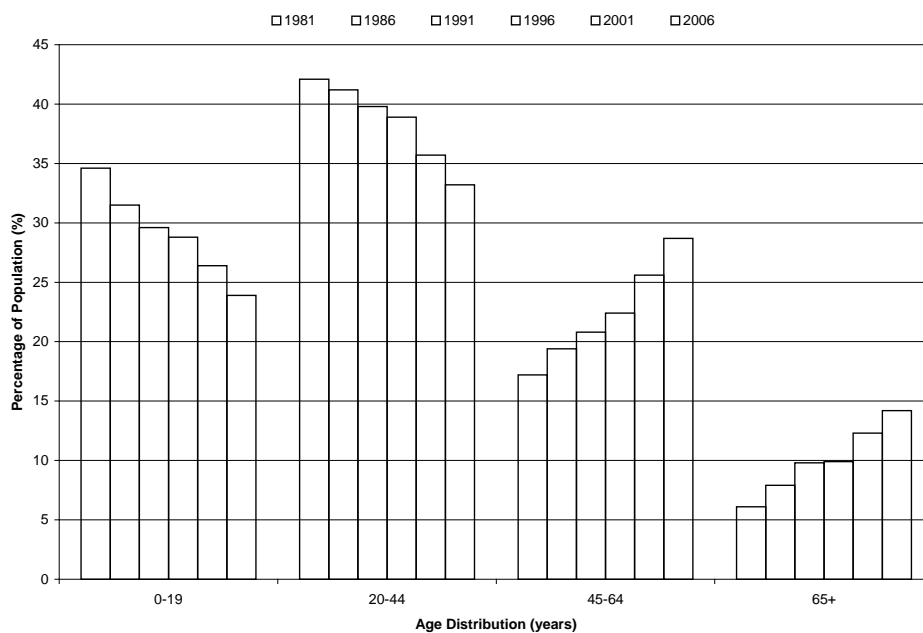
**Figure 2 – 10 Year Population Projections (2009 – 2018)**



At a 1% annual average rate of growth, Kamloops will reach a population of about 95,250 in 2018. If a 1.25% growth rate is realized, our population will be almost 98,000 in 2018. The community will reach the 100,000 threshold by the year 2020 if we grow at an average annual rate of 1.5% over the next decade.

As is the case with many other communities in BC, Canada and North America, Kamloops is experiencing a significant shift in the age characteristics of residents. In order to illustrate this shift, Census data for 5 year intervals between 1981 and 2006 were analyzed. These data are presented in Figure 3.

**Figure 3 – Population change by Age Group (1998 – 2006)**



Two closely-related trends are evident from these data:

- The proportion of population under the age of 45 is dwindling. In 1981, this group made up 76% of Kamloops' population; in 2006 – 57%;
- The proportion of population over the age of 45 is growing. In 1981, this group made up 25% of the community's population; in 2006 – 43%.

There are many implications of these shifting age characteristics, ranging from preferred choice of housing to recreation and leisure-time trends, health care and educational needs, employment dependency, and transportation mode / facility requirements.

## **Housing**

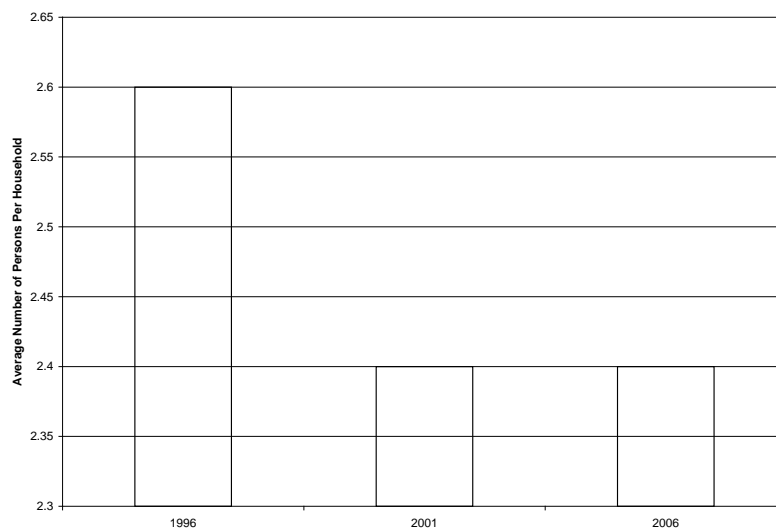
One of the fundamental uses of land in an urban settlement area is housing. Setting aside variables which are external to the community (such as interest rates and global economic conditions), there are three main quantitative variables which influence the need for new housing in a community:

- Population growth;
- Number of people living in each housing unit;
- Preferred style of housing unit.

Layered onto these quantitative variables are other housing market influences which effect a community's housing requirements. These include:

- Need for social housing for affordability (often non-market) and special needs purposes;
- Broader economic influences such as those noted above (interest rates and economic conditions). A good example of this was the period early this century when interest rates were low, credit widely available, and economic conditions in Kamloops and elsewhere very strong. This set of circumstances influenced the behaviour of many people to 'trade-up' in their choice of housing, creating demand for new-home construction.

Projected population growth in Kamloops is documented in the prior section of this information package. As our population grows, however, fewer people are living in each housing unit. Figure 4 shows the average number of persons per household revealed in the 1996, 2001 and 2006 Census. At present, the average number of occupants in each Kamloops household is pegged at 2.4 people.

**Figure 4 – Population Per Household (1996 – 2006)**

It is possible to project the future general housing needs of the community (not including social housing) based upon population growth, number of people per household, and one other factor – preferred style of housing unit. Recent trends in Kamloops housing starts provide a foundation upon which to project future needs. These trends are shown in Figure 5.

**Figure 5 – Housing Starts (2004 – 2008)**

Type of Housing Unit	2004	2005	2006	2007	2008	2009*	Totals	% of Total
Single-Family	257	368	377	353	226	125	1,706	46%
Mobile Home	12	32	60	18	10	7	139	4%
Multi-Family	176	332	210	187	275	229	1,409	37%
Duplex	89	123	133	54	63	26	488	13%
<b>Totals</b>	<b>534</b>	<b>855</b>	<b>780</b>	<b>612</b>	<b>574</b>	<b>387</b>	<b>3,742</b>	

\* to 2009 October 31

These data show that over the 2004 – 2009 period:

- 46% of the housing starts are single family homes;
- 4% are mobile homes;
- 13% are two family homes (duplexes);

- 37% are multi-family units in buildings containing 3 or more units.

If these trends are carried forward over the next decade (2010 to 2019), the housing needs set out in Figure 6 for the three optional population growth scenarios can be anticipated.

**Figure 6 – Projected Housing Needs (2010 – 2019)**

Type of Housing Unit	Total Units Required	Average Number of Units Per Year
Single-Family	1,890 – 2,890	190 – 290
Two Family (Duplex)	570 – 870	60 – 90
Multi-Family	1,320 -2,020	130 – 200
<b>Totals</b>	<b>3,780 – 5,780</b>	<b>380 - 580</b>

*Notes: Values rounded; single-family includes mobile homes.*

These housing needs can be translated into developable land requirements (see Figure 7). Average densities of housing development are required to conclude these estimates. Based on recent experience in Kamloops, the densities used are:

- Single Family - 15 units per hectare;
- Two Family (Duplex) – 25 units per hectare (each unit contains 2 dwellings);
- Multi-Family – 100 units per hectare

**Figure 7 – Projected Land Requirements for Housing**

Type of Housing Unit	Total Units Required	Land Requirements (Hectares)
Single-Family	1,890 – 2,890	125 - 200
Two Family (Duplex)	570 – 870	25 - 35
Multi-Family	1,320 -2,020	15 - 20
<b>Totals</b>	<b>3,780 – 5,780</b>	<b>165 - 255</b>

### Social Housing Needs

This important aspect of our community's housing requirements will be addressed within the topic of social sustainability.

## Industry

Projecting industrial land needs is a challenging exercise. In order to address this challenge, Venture Kamloops commissioned a study of the supply of and demand for industrial land in Kamloops in 2005. The key conclusions of this work are as follows:

- There was approximately 890 hectares of land zoned for industrial use, of which 140 hectares (about 15%) were vacant;
- The projected annual average absorption rate for industrial land was 5 hectares per year;
- While this supply and demand situation indicated that the City would have sufficient industrial land to last 25 – 30 years, there were several related issues and concerns. These included the higher apparent demand for certain types of industrial land (especially light industrial such as that in the Southgate Industrial Park), the land's location, and the ease with which the land may be developed (due to topographic, access and other constraints);
- Additional effort could be directed toward identifying and attracting appropriate industrial activities to Kamloops, and ensuring a land base is available to support this activity.

The City of Kamloops is currently updating the inventory of available industrial lands. The results of this work will be woven into the summary of land requirements.

## Commercial

A wide array of commercial businesses are located in Kamloops. These include retail, office, restaurant, entertainment and accommodation activities to serve local needs, as well as those of travelers to our community. In some instances these activities are grouped in areas such as town centres (City Centre and Tranquille Market Street), shopping centres serving neighbourhoods and broader areas, and highway commercial groupings (such as along the Valleyview corridor). In other cases commercial activities are more dispersed, and may include small neighbourhood convenience stores, and home-based businesses.

In total, there are about 300 hectares of land zoned for commercial activity in Kamloops.

Recent work by the City of Kamloops points to the need for about 70,000 square metres of new commercial floor area (not land area) over the next decade. As a reference, the Costco store in Aberdeen is about 12,500 m<sup>2</sup>.

## Institutional

Institutional uses in our community include community facilities such as schools, hospital and care facilities, Thompson Rivers University and various government offices. The need for institutional uses will change as the community grows and evolves. Discussions between the City of Kamloops and various institutions in Kamloops point to the need for about 20,000 square metres of new institutional floor space over the next decade.

## Density of Development

The density at which development takes place can significantly impact a community's land requirements. This is particularly the case with residential development, which comprises the single-largest user of the City's land base.

Population density is a useful indicator of the overall density of development. Figure 9 provides a comparison of population densities amongst a number of municipalities in BC. The information is presented in two ways – one which includes all land within a municipality's boundaries, and the second which includes only developed land. This is an important distinction as many communities, including Kamloops, have large tracts of resource (such as Agricultural Land Reserve), hazardous (such as floodplains and steep slopes) and environmentally-sensitive lands within their boundaries.

**Figure 9 – Population Densities in Selected BC Communities**

Community	Total Land Area (km <sup>2</sup> )	Developed Land Area (km <sup>2</sup> )	Population (BC Stats)	Population Density	
				Total	Developed
Penticton	44.5	21.6	34,669	779/km <sup>2</sup>	1,605/km <sup>2</sup>
Kelowna	214.3	57.0	112,775	526/km <sup>2</sup>	1,979/km <sup>2</sup>
Vernon	92.3	14.6	36,785	399/km <sup>2</sup>	2,520/km <sup>2</sup>
Prince George	315.4	49.5	77,343	245/km <sup>2</sup>	1,562/km <sup>2</sup>
Nanaimo	125.6	66.8	80,949	645/km <sup>2</sup>	1,212/km <sup>2</sup>
Abbotsford	372.8	48.0	128,940	346/km <sup>2</sup>	2,686/km <sup>2</sup>
Chilliwack	268.7	32.2	72,621	270/km <sup>2</sup>	2,255/km <sup>2</sup>
Coquitlam	144.2	41.6	119,319	828/km <sup>2</sup>	2,868/km <sup>2</sup>
<b>Kamloops</b>	<b>311.4</b>	<b>50.1</b>	<b>86,500</b>	<b>278/km<sup>2</sup></b>	<b>1,727/km<sup>2</sup></b>
<b>AVERAGES</b>				<b>480/km<sup>2</sup></b>	<b>2,046/km<sup>2</sup></b>

The information contained in Figure 9 indicates the following:

- Kamloops has a low population density when this metric is calculated on a total land area basis (278 people per square kilometre, compared to average of 480 per km<sup>2</sup> for other BC municipalities shown). This is due to the large tracts of undeveloped land within the City's boundaries;
- Kamloops has a higher population density (1,727 people per square kilometre) when only developed land area is considered. Our development density exceeds that of Penticton, Prince George and Nanaimo, yet is not as high as some comparative communities in the Lower Mainland and Okanagan.

There is limited information on density of development on a neighbourhood basis in Kamloops. The compilation of such information would inform the baseline land use conditions in the community.

The City of Kamloops' policy of infill development has encouraged the creation of a more dense urban form within areas where community infrastructure is in place. This policy has contributed to the advancement of a number of residential development projects over the last 5 years. Several of these projects are shown in Figure 10 on the following page.

The images which accompany the information in Figure 10 also provide a visual illustration of different densities of development.

- Single family residential development such as West Briar Estates in Brocklehurst, or Guerin Estates in Power's Addition, exhibit densities of about 10 units per hectare. Smaller lot single family residential developments on Manning Court (Upper Sahali) and Cannel Drive (Mt. Dufferin) have densities of about 15 units per hectare.
- Mixed developments containing single family homes and townhouses, such as Orchards Walk in Valleyview and Saddleback Hills in Batchelor Heights, have densities of about 25 units per hectare;
- Multiple-family residential developments show a wide range of development densities, from townhouses such as Sahali Ridge Estates at the corner of Summit Drive and Highway 5A (35 units per hectare to Berwick on the Park and The Gables (70 units per hectare) to recent higher-density projects containing 150 units per hectare and more (Mosaic, The Dorchester and the Landmark One project by Culos Developments).

There are a number of proposed higher-density multi-family residential projects in various parts of the City, including:

- Library Square on Tranquille Road (215 units per hectare);
- Cottonwood project near Tranquille Road (410 units per hectare); and
- Mayfair project at Tranquille Road and Mayfair Street (125 units per hectare).

**Figure 10 – Recent Residential Developments**

Project Name: **West Briar Estates – Phases 1 and 2**  
 Address: Briarwood Avenue, Rosewood Avenue, Stanko Way, Moray Street  
 Neighbourhood: Brocklehurst  
 Zoning: RS-1 (Single-Family Residential – 1)  
**Density (Units/Ha): 10**



Project Name: **Riverstone**  
 Address: 1836 Gre...  
 Neighbourhood: Brocklehurst  
 Zoning: RM-1 (M...)  
**Density (Units/Ha): 35.3**

Project Name: **Guerin Estates**  
 Address: Guerin Creek Way, Fernie Place, Fernie Court  
 Neighbourhood: Power's Addition  
 Zoning: RS-1 (Single Family Residential – 1)  
**Density (Units/Ha): 11.9**



Project Name: **The Gallop**  
 Address: 576 Nico...  
 Neighbourhood: City Centre  
 Zoning: RM-3 (D...)  
**Density (Units/Ha): 67.5**

Project Name: **Manning Court and Cannel Drive Small Lot Residential**  
 Neighbourhoods: Upper Sahali and Mt. Dufferin  
 Zoning: RS-4 (Single Family Residential - 4)  
**Density (Units/Ha): 16 (Manning) and 14 (Cannel)**



Project Name: **Berwick**  
 Address: 60 White...  
 Neighbourhood: Sahali  
 Zoning: RM-2 (M...)  
**Density (Units/Ha): 70.56**

Project Name: **Aberdeen Estates (Craftsman Ventures)**  
 Address: 1055 Aberdeen Drive (corner of Pacific Way)  
 Neighbourhood: Aberdeen  
 Zoning: RM-1 (Multi-Family Low Density)  
**Density (Units/Ha): 21**



Project Name: **Culos Park**  
 Address: 795 McG...  
 Neighbourhood: Sahali  
 Zoning: CD-2 – M...  
 Comprehensive  
**Density (Units/Ha): 150**

Project Name: **Orchards Walk – Phase 1**  
 Address: 2920 Valleyview Drive  
 Neighbourhood: Valleyview  
 Zoning: CD-1 (Comprehensive Development – 1)  
**Density (Units/Ha): 23.4**



Project Name: **Mosaic**  
 Address: 460 5<sup>th</sup> S...  
 Neighbourhood: City Centre  
 Zoning: RM-3 (D...)  
**Density (Units/Ha): 179**

## Use of Land for Food Security

Many residents of Kamloops who live in single family homes, duplexes and some townhouses use portions of their property to grow food, including vegetables and fruits.

For those residents who do not have access to land on which to grow food, the City of Kamloops currently provides land in several locations for community gardens. These are shown on Figure 11 (page 14).

Farmer's markets held bi-weekly during the months of April through October in the City Centre, as well as weekly in North Kamloops, provide venues both for local food producers to sell their wares, as well as for residents to purchase locally-grown vegetables, fruits and other food stuffs. In addition, selected local retail outlets carry local products.

A large proportion of the land base within the City of Kamloops' boundaries is located within the Agricultural Land Reserve. This area is shown on Figure 12 (page 15).

There are other dimensions to the question of food security beyond the availability of land to produce food. These will be explored as part of social sustainability section.

## GOALS

- Ensure sufficient land is available on an on-going basis to meet the community's needs for housing, business, industry, institutions and other activities
- Develop land in a compact and efficient manner
- Increase local food production

## TARGETS

- Increase density of development (as measured by population density) by 25% by 2050;
- Manage overall growth of the urban area to achieve a rate of growth which is 50% of the rate of population growth (ie. if population is growing by 10%, the urban area should grow by a maximum of 5%);
- Allow a minimum overall density of residential developments in new neighbourhoods of 25 units per hectare;
- Encourage mixed use developments comprising appropriate commercial, institutional, recreational and related activities in all neighbourhoods;
- Increase the area contained in community gardens in Kamloops by 100% by 2020; and
- Increase the number of active farms in the Kamloops area.

## PROPOSED DIRECTIONS

### City Influencing Community

- Undertake an industrial land review which:
  - Gauges the demand for industrial land by type (ie. light, heavy), infrastructure requirements (ie. rail, water, sewer, etc.) and air emissions
  - Reviews land currently available to accommodate industry, according to type, infrastructure and emissions
  - Identifies future industrial development areas, also by type, infrastructure requirement, and emissions
- Review projected commercial land demands, including the ability to accommodate a portion of these demands within existing vacant space and developed land
- Where existing commercial vacant space and developed land is no longer required for those purposes, examine alternative uses for the land, including residential development
- Ensure appropriate commercial activities are located within all City neighbourhoods to provide for frequent neighbourhood needs (such as convenience stores)
- Continue to examine methods to increase the density of residential development within both existing and new neighbourhoods. These methods could include zoning adjustments (such as minimum permitted densities and minimum heights of multi-family residences), development incentives (such as tax relief), density bonuses and other means. When introducing higher density development into neighbourhoods, utilize the City's Multi-Family Residential Development Permit Area guidelines (including those related to exterior finish and other design elements) to encourage proper integration
- Recognize market demands for type, form and density of residential developments when considering increases in density of residential development
- Encourage infill development in existing neighbourhoods in a variety of ways, including secondary suites, permitting of smaller lot sizes, allowing garden suites and granny flats, and other innovative techniques. In order to encourage these initiatives, recognize that incentives may be required, as well as unique approaches to addressing servicing (ie. transportation, drainage), fire protection and other issues

- Review areas of the City where there are high concentrations of employment activity, yet little residential use. This review should focus particularly in the plateau area between the City Centre and Upper Sahali / Aberdeen, generally centred on the Southgate business area
- Consider establishment of an urban growth boundary. This assessment should incorporate future demands for all types of land use, current supply of land for various uses, and a review of infrastructure location / capacity, environmental features, hazard lands and resource lands as constraints to development
- Proceed with the Agriculture Plan slated for 2010. This Plan should include consideration of minimum densities of development for any lands which the City may support for removal from the Agricultural Land Reserve (ALR)
- Promote local food security in a number of ways:
  - Protection of viable ALR lands in order to safeguard local food production capabilities
  - Encourage use of edible landscapes, such as fruit trees versus decorative soft woods, and food plants versus ornamental flowers
  - Review potential for seniors with large yards to make garden areas available to other members of the community who do not have access to land
  - Establish more community gardens

#### City Working with Others

- Maintain dialogue with Tk'emlups Kamloops Indian Band regarding the land needs of the collective community, and share information regarding plans to accommodate those needs
- Work with the Agricultural Land Commission to develop the Agriculture Plan
- Collaborate with Venture Kamloops on the Industrial Land Review

Figure 11 – Locations of Community Gardens

