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**NORTH SHORE BUSINESS IMPROVEMENT  
ASSOCIATION / KAMLOOPS AIRPORT AUTHORITY  
SOCIETY / CITY OF KAMLOOPS / KAMLOOPS AIRPORT  
LTD.**

***KAMLOOPS AIRPORT AREA LAND USE AND  
DEVELOPMENT PLAN***

***LAND USE COMPONENT***

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### 1.1 Background

Over the past two years, the North Shore Business Improvement Association (NSBIA) and the City of Kamloops have worked in partnership to study and identify potential sites for additional commercial and industrial development on Kamloops' North Shore. The results of this work – the “North Shore Development Opportunities Assessment” – identified thirteen potential development sites throughout the area and of those sites the Kamloops Airport and surrounding lands were singled out as being a high priority for future industrial and commercial development.

The Airport Area represents one of the largest vacant land bases on Kamloops' North Shore. Due to the proximity to rail, air and road linkages and flat topography, the area possesses tremendous development potential.

The North Shore study did not allow for thorough investigation of the Airport Area so the NSBIA, Kamloops Airport Authority Society and the City of Kamloops formed a partnership to assess these opportunities in greater detail. In November of 1998 these three groups came together to create a land use and development plan for this area. The general vision for the Kamloops Airport Area Land Use and Development Plan is to put land use planning mechanisms in place which will encourage development to proceed in and around the Kamloops Airport.

With regard to the future development of Airport lands, the Kamloops Airport Authority Society has entered into an operating agreement with Kamloops Airport Limited. The operating agreement specifies that the day-to-day operation of the airport, along with the leasing and marketing of the Airport lands is the responsibility of Kamloops Airport Ltd. Any development and leasing of lands at the Kamloops Airport will be directed and managed by Kamloops Airport Ltd. on behalf of the Airport Society. The other project partners will also have a continuing role in development of the Airport lands. The City of Kamloops retains the ability to manage land use on Airport lands through authority given to it under the *Local Government Act*. The Official Community Plan and Zoning Bylaw designations discussed later in this document are illustrative of the City's role in managing land use. The North Shore Business Improvement Association concentrates its efforts on enhancing business opportunities in this portion of the community, and will continue to make the Airport lands a focal point.

The land use component of the Airport Area Plan was created based on the following key principles:

- the plan must promote a fully functional airport as per Transport Canada regulations.
- the plan must help to facilitate the development of the Airport lands and adjacent lands east of Tranquille Road. As such the plan must be flexible and have reasonable regulations.

- the Airport is the gateway to the community and should leave a good first impression on travelers and business.
- the City of Kamloops, Kamloops Airport Authority Society and the NSBIA will work together as partners to advance the future development of the Airport Area.

This report summarizes work on the land use component of the Airport Area Plan and consists of the following sections:

- Existing Land Use Planning Issues
- Development Issues
- Land Use Plan
  - Broad Land Use Designations
  - Proposed OCP Designations
  - Proposed Zoning Classifications
  - Area Concept Plan
- Implementation Strategy

## 1.2 Study Area

The study area encompasses the Kamloops Airport lands (shown as “Airport Lands” on Figure 1) and the properties located on the east side of Tranquille Road (shown as “Tranquille Lands” on Figure 1). The study area is generally bounded by:

- Ord Road and the Kamloops Golf Club to the north
- Thompson River to the south
- Kamloops Airport boundary to the west, and
- Crestline Street to the east.

The study area is approximately 330 ha in size and the topography is generally flat. The area has full City services including water and sanitary sewer connections. Stormwater runoff is managed by a combination of catch basins and natural grass swales.

The study area is bisected by Tranquille Road which provides access to both the Ord Road connector to the north of the site and the Brocklehurst residential area to the east. The Airport Area is located approximately ten minutes from the Tranquille Market area and twenty minutes from the downtown core via the Overlander Bridge. Ord Road and Tranquille Road provide links to the Yellowhead (No.5) Highway via Halston Road, which in turn connects to the Trans Canada Highway.

Insert Figure 1 – Airport Development Area

### 1.3 Process

The process for completing this project involved the steps summarized below. The City, Kamloops Airport Authority Society and NSBIA worked closely together as project partners throughout each of these steps.

- Issue Identification and Development Opportunities – brainstorming sessions were held with the project partners to identify potential issues and land uses for the area.
- Review of Site Conditions – a review of existing Airport Area land uses, environmental considerations, airport operational regulations and City of Kamloops land use regulations was undertaken.
- Broad Land Use Classifications – a set of broad land use classifications was identified and presented to the project partners for review.
- Airport Area Concept Plan Design Charrette – the broad land use classifications were refined into an area concept plan using a design charrette approach. Guiding principles and visual images were discussed and a draft concept plan was prepared.
- Preparation of an Implementation Plan – implementation issues were discussed and an approach to carry forward the Land Use and Development Plan was developed.
- Consultation Program – the outcome of the above work was reviewed with the project partners and the public.

The focus of this plan is to lay the groundwork to be used to promote the development of the Kamloops Airport Area from a land use planning perspective. The background research and stakeholder consultation undertaken during the preparation of this plan identified a number of issues related to the operation, management and leasing arrangements at the Airport. These issues are beyond the scope of this exercise and must be addressed by other means.

### 2.1 Introduction

The purpose of this section is to provide an overview of the relevant land use planning issues focusing on the existing uses, current Official Community Plan (OCP) and zoning designations. Relevant documents that were consulted include:

- KAMPLAN 1997: A Community Plan for Kamloops
- City of Kamloops Zoning Bylaw No. 5-1-200
- North Shore Development Opportunities Assessment
- Kamloops Airport Zone/Plan, 1996
- Transport Canada Kamloops Airport Land Use Plan TP 7193E, 1993
- Transport Canada Aerodrome Standards and Recommended Practices TP 312E, 1993
- Transport Canada Land Use in the Vicinity of Airports TP 1247E

### 2.2 Existing Land Uses

The study area includes a variety of land uses which can be separated into the Airport lands and the Tranquille lands. The Kamloops Airport lands, known locally as Fulton Field, have a broad range of aircraft and non-aircraft oriented uses which include:

- Airport operations, terminal buildings, control tower and parking facilities
- Ministry of Forests Tanker Base
- Kamloops Flying Club
- Aircraft Communications and Maintenance Businesses
- Aircraft Charter Operations
- Parachuting Centre
- Provincial Government Office
- RV Storage Yard
- Agriculture

The Tranquille lands largely consist of industrial uses with the balance being undeveloped. The Petro Canada Tank Farm and distribution centre is located directly north of the Airport lands west of Tranquille Road. The Tranquille lands east of Tranquille road are largely vacant with the exception of two developed areas. There is a small warehousing/courier facility located at the

southern portion of the study area where Tranquille Road curves north. The Trans Mountain Pipeline station and storage tank is located on the northern edge of the study area near the existing railway spur. The Trans Mountain Pipeline traverses the properties east and parallel to Tranquille Road and these lands are currently vacant.

### 2.3 Existing Official Community Plan (OCP) Designations

As outlined on Figure 2, the Airport Area includes a number of designations under KAMPLAN 97, the Official Community Plan (OCP). The OCP designates the Airport lands as Community Facilities, Special Development Area and Parkland. The Community Facility designation covers the airport operations facilities and the runway system including the control tower and airside commercial operations located adjacent to the Thompson River. The Special Development Area (SDA) designation covers the terminal building and parking area as well as the vacant lands located north, south and east of the terminal building. Within this Special Development Area the OCP calls for the development of a combination of commercial and industrial uses. However, KAMPLAN 97 states that the Special Development Area for the Airport land requires further study to identify appropriate uses for the under-developed or vacant lands in order to provide direction for the future development of the area.

For the Tranquille lands there are five OCP designations. The Petro Canada Tank Farm located north of the Airport lands is designated Heavy Industrial. The parcel located near the end of Greenfield Avenue and owned by School District #73 is designated Community Facilities. A large undeveloped area west of Crestline Street is designated Urban Residential. A smaller area east of Tranquille Road near Joyce Avenue is designated as Service Commercial. The balance of the Tranquille lands are designated as a Special Development Area. In this area, the OCP calls for the development of residential housing for the lands adjacent to the Crestline residential area and a combination of mixed commercial and light industrial uses along Tranquille Road. KAMPLAN 97 states that the Tranquille lands Special Development Area, like the Airport lands, requires further study in order to provide direction for the future development of the area.

**Insert Figure 2 – Existing OCP**

## 2.4 Existing Zoning

Figure 3 provides an overview of the existing zoning for the Airport Area. The Airport lands are zoned largely T-2 – Airport. This zoning allows the following permitted uses:

- Aircraft Charter Businesses
- Aircraft Runways
- Aircraft Sales and Repairs
- Aircraft Terminal Buildings
- Flight Training Schools
- Flying Clubs
- Industrial and Airport Related Commercial Uses
- Restaurants Only in Conjunction with Aircraft Terminal Buildings
- Sale of Aircraft Fuel Only

Lands west and east of the main runway are zoned A-1 – Agriculture and P-1 – Parks and Recreation respectively.

As depicted on Figure 3 the Tranquille lands include a number of different zones including:

- I-1 – Light Industrial,
- C-4 – Service Commercial,
- I-3 – Heavy Industrial
- FD – Future Development.
- RT-1 – Two Family Residential
- RM-1 – Multiple Family - Low Density
- P-3 – Schools

The existing industrial and service commercial zoning reflects the industrial heritage of the area and accommodates the oil and gas industries as well as existing warehousing/trucking facilities. The FD zoning reflects the Special Development Area in KAMPLAN 97 and gives the City and prospective developers the ability to rezone the area to accommodate other uses. Low to medium density residential and public use zones also exist in the area. The parcel identified as P-3 on Figure 3 is currently owned by School District No. 73 and is suitable for residential development.

**Insert Figure 3 – Existing Zoning**

### 3.1 Introduction

The purpose of this section is to provide an overview of the issues facing the future development of the Airport Area. The content of this section is based on background information contained in the documents identified in Section 2 and consultation with the project partners and area land owners. The opportunities and constraints associated with these development issues provide the framework and background for the Land Use and Development Plan.

### 3.2 Land Base and Topography

The Kamloops Airport Area includes approximately 330 ha and of this area, over half is on land that is either vacant or underdeveloped and suitable for development. This land base represents a significant portion of the vacant commercial/industrial land in the City and the largest vacant development parcel on the North Shore. Southgate Industrial Park is the City's only higher end industrial/commercial park and it is fast reaching capacity. The Campbell Creek Industrial Park is under development but is located east of the City on the Trans Canada Highway. Due to the layout of existing uses, the Airport lands can accommodate both large and small parcels which provides flexibility as to the uses which can be advanced in the area. The Tranquille lands are readily developable and suitable for residential and light industrial development.

Topography is a crucial component of site development costs and as such, is an important factor determining the attractiveness of land for future development. Topography is even more important when looking at industrial or commercial development as many of these uses require large parcels, storage sites and receiving areas. Undulating or sloping areas require costly site grading. The Airport Area is flat and would require little if any site grading to accommodate higher-order land uses. In Kamloops, flat land is at a premium and as a result, the Airport Area represents one of the best sites for development.

### 3.3 Infrastructure

#### 3.3.1 *Transportation Issues*

Industrial and commercial developments congregate around infrastructure that supports the operation of their businesses. Transportation and other infrastructure linkages are essential for the development of new industry. It is obvious that easy access to air transport is available in the area. A rail spur links to both the Airport and Tranquille lands. In the past, due to transportation costs, trucking has taken a significant portion of the market for industrial and commercial businesses away from the railway. This trend has reversed over the last five years. Rail transportation has re-emerged as a significant method of transport due to its ability to carry heavy loads efficiently and cheaply. As a result, rail access to the Airport Area represents a significant and attractive component for prospective developers interested in industrial development.

In addition, the local road network linking this area with the major inter-provincial transportation routes (Trans Canada and Yellowhead Highways) has been identified as being inadequate. Currently, access to the area comes via Ord Road or Tranquille Road and both routes have short comings from a development perspective. The Ord Road/Halston Road linkage to the Yellowhead Highway involves a number of constraints including the width and road standard of Ord Road and the impact that heavy truck or industrial traffic has on adjacent residential areas.

Tranquille Road is identified as a major arterial linkage, but using this route for heavy traffic is problematic because it passes through the Brocklehurst residential area of the City. This route involves a number of intersections and direct residential access points.

KAMPLAN 97 transportation policies identify the study area as needing improved linkages. The Major Road Network Plan calls for the upgrading of Parkcrest Road/Edgemont Road as a new east-west arterial connector through Brocklehurst adjacent to the existing railway tracks. This arterial will intersect with Tranquille Road. The approximate location of this upgraded linkage is outlined on Figure 2. This new arterial would create a good quality route for traffic accessing the Airport Area and would represent a substantial improvement over the existing Ord Road route.

### *3.3.2 Water, Sanitary Sewer and Storm Drainage Infrastructure*

The capacity of off-site water services in the Airport Area is believed to be adequate. There are however, limitations in the ability of the system to serve future development needs of the Airport lands due to the size of on-site water lines. This issue is being further investigated by the City.

Community sanitary sewer services are available on the Airport lands and are adequate to provide for future development. Storm drainage is managed by a system of overland flow, grassed swales and drainage pits. This level of storm drainage may require review depending on the nature, scope and location of future development.

### *3.3.3 Information Technology*

With the changing nature of our provincial and national economy, e-commerce and high-tech sectors are growing significantly. Initiatives like Advantage Kamloops and the technology incubator at University College of the Cariboo are focusing on marketing the City as a significant player in this market. There is potential for a “Smart Park” or a higher-end business/light industrial park developed on the Airport lands. The land base provides an opportunity for this type of industry but access to information technology that these firms require is currently limited and represents a constraint to the future development of this area. Installation of the appropriate type of infrastructure would greatly enhance the attractiveness of this site to potential developers and high tech firms.

### 3.3.4 *Airport Operations*

Fulton Field provides regional air service not only to the communities of the interior but also to the major centres of Vancouver and Calgary. The Kamloops Airport Authority Society along with the Advantage Kamloops group are actively lobbying the airlines to increase scheduled service to the City and this group has targeted West Jet to provide new air service to and from the area. Increasing service to the Airport is especially important given the changes expected with the restructuring of the Canadian airline industry. With increased service, access to and from the City is enhanced and with this comes exposure for area businesses. It is expected that this increase in service will have a multiplier effect on the services offered at the Airport and will spur new development in and around this facility.

### 3.4 Transport Canada Obstacle Limitation Surfaces

Transport Canada has regulations in place to limit heights and establish building envelopes for lands that are located adjacent to aircraft landing surfaces and along aircraft approaches. These are known as Obstacle Limitation Surfaces (OLS) and are illustrated on Figure 4. The OLS is in place to ensure the safe and efficient operation of aircraft while landing and approaching the runway system. As a result there are significant limitations placed on a large portion of the lands that lie adjacent to the two runways. The OLS directly impacts the commercial aviation areas along Aviation Way and the lands west of the terminal buildings. However, the OLS has little or no impact on the majority of the developable land north and south of Airport Road and to the west of the terminal area.

### 3.5 Environmental Issues

Because of the industrial heritage of lands located in the Airport Area, there are significant environmental issues which must be addressed in order for development to proceed on the Airport and Tranquille lands. There are two known or suspected contaminated sites located on the Airport lands. The first site is located east of the Progressive Air building. This area has soil and groundwater contamination and the site is currently being monitored. Hydrocarbons have been removed from the soil and groundwater cleanup is ongoing. It is expected that this area will be completely rehabilitated in the near future.

The second site is located directly south of the Petro Canada tank farm, north of Airport Road. There is no available information on this portion of the property but monitoring for hydrocarbon contamination in the soil and groundwater is ongoing. The Petro Canada site has been home to some type of petrochemical processing operation since the 1930s and it is suspected that a plume of hydro-carbon contamination ebbs and flows as the groundwater table rises and falls. This suspected pollution plume represents a constraint on the future development of the Airport Area. The City and the Kamloops Airport Authority Society must play an active role in encouraging the cleanup of this property in order to facilitate the redevelopment of the area.

Petro Canada also has land holdings east of Tranquille Road. There is little information with respect to environmental issues that is available for these lands.

**Insert Figure 4 – OLS Surfaces**

### 3.6 Agriculture and Agricultural Land Reserve (ALR) Issues

Currently a portion of the Airport lands are being used for forage crop production. These lands are located in the western portion of the study area, south and west of the runway system. This is a relatively low order agricultural use and depending on the land capabilities these agricultural lands may represent an opportunity to develop higher order or value-added agricultural uses. This issue can be further investigated as the majority of existing agricultural land will continue to be used for these activities into the future. In addition, the agricultural land base may represent an opportunity for spray irrigation of treated sewage effluent. The City is currently investigating this method of sewage disposal and this area may be suitable for this type of activity.

As outlined on Figures 2 and 3, a portion of the Airport lands are located in the ALR. The majority of this land is currently used for agriculture or is adjacent to the runway system, and due to OLS limitations will not be developed in the future. A very small portion of the ALR land is located in a readily developable area north of the existing parking lot adjacent to the golf course. There is no intention to use this ALR land for agricultural purposes but this designation is a constraint to developing this area for industrial uses. It is the intent of this plan to apply to the Land Reserve Commission to have this area and a portion of the agricultural land west of the existing runway for a runway extension excluded from the ALR.

### 3.7 Floodplain

The floodplain level has a significant impact on the Airport Area as Ministry of Environment Lands and Parks (MELP) Floodplain mapping and the Hazard Lands Map in KAMPLAN 97 indicate that the entire study area is located within the floodplain. Currently, this portion of the City is protected by a series of standard protective dykes which run along the Thompson River.

According to MELP standards, the 20-year flood elevation is 344.85 and the 200-year floodplain elevation is 346.91. The 200-year flood level is outlined on Figure 2. The elevation of the land base at the airport varies slightly but the apron elevation is 344.1 and the central elevation of the runway is 344.7.

KAMPLAN 97 policies state that development will be permitted in these areas provided that structures are built to the 200-year plus 0.5 m level as per MELP requirements. In order to meet the flood elevation for structures, approximately 2.0 m of fill will be required for new development at the Airport lands.

### 3.8 Trans Mountain Pipeline Rights-of Way

The Trans Mountain Pipeline rights-of-way (ROW) runs parallel to Tranquille Road along the east side of the road. This transmission pipeline is 610 mm in diameter and has a significant impact on the development potential for the area. Trans Mountain Pipeline establishes the regulations regarding their ROW and they allow no building or planting within the ROW. Outside the ROW there are no setback requirements. In addition, ROW crossings are regulated and roadway linkages through the area are encouraged to be as close to 90 degrees as possible.

As such this is a significant portion of land that is effectively removed from the developable area for the lands east of Tranquille Road. While the ROW may be viewed as a significant building constraint, it also provides a green belt or buffer between the residential areas in Brocklehurst and the airport, commercial and industrial uses envisioned in this plan. In addition, the location of this pipeline and the refined petroleum products it carries could be attractive to energy intensive industries wishing to locate in the Airport Area.

### 3.9 Leasing and Land Tenure

The Kamloops Airport Authority Society took over responsibility for ownership and operation of the Kamloops Airport in 1996 subject to a number of existing leases and other property rights of third parties. As part of the Airport transfer, Transport Canada required a number of conditions that are challenging from a tenant/leasing perspective. Transport Canada has an Option to repurchase the Kamloops Airport for One Dollar (\$1.00) if the Society fails to operate and maintain the Kamloops Airport as a going concern. The Option expires August 26, 2012. The Option also allows Transport Canada to reacquire the Kamloops Airport free and clear of any leases entered into by the Society or its Tenant after August 26, 1996.

In recognition of the right of Transport Canada to not honor new leases, Kamloops Airport Ltd., the head tenant of the Kamloops Airport Authority Society, has included in their form of sub-lease, Clause 3.6 - Termination Upon Purchase by Her Majesty which states:

“If during the Term, Her Majesty exercises Her Option to Purchase in respect of the Airport lands, then the Landlord shall have the right to terminate this lease by giving the Tenant forty-five (45) days notice in writing. After the expiration of such period of notification, this Lease shall be determined and ended, and the Tenant shall not, by reason of such termination, be entitled to any compensation whatsoever.”

This is a significant impediment to future development of the Airport lands. It will be difficult to market the Airport lands to prospective developers if they do not know that the capital investments in their businesses will be secure. Tenants on the Airport lands have consistently pointed to these clauses in their leases and have indicated that they are obstacles, if not complete blocks, to business investment and expansion.

### 3.10 Airside Commercial vs. Light Industrial Land Use

As discussed previously, the Airport lands have inherent attributes that make them attractive for certain types of development, primarily airport or aircraft-oriented land uses. These types of uses have been identified as higher-order land uses, having attractive multipliers and “spin off” effects for employment, servicing and job training. These airside-oriented uses are very valuable and any land use and development plan for the Airport Area must pay special attention to the provision of adequate land to service these industries.

At the same time, there is a need in Kamloops for flat, serviced land for industrial development. Industrial uses have long driven the local economy and Kamloops has a skilled labour force, readily available resources and good transportation linkages to move industrial products. The Airport lands have many of the attributes attractive for non-airport oriented industrial development.

For the Airport Area a dichotomy exists, because in order to protect airside access, a significant portion of the land base must be reserved. Once areas are developed into ground-oriented uses it is very difficult if not impossible to regain these areas for airside use in the future. At the same time there is pressure to use vacant land to fuel local industrial development and traditional employment for the area.

This process of identifying and setting aside lands for airside and industrial uses is an important one which can be seen as both an opportunity and constraint. The balance between these two types of uses is a delicate one, because preserving land for airside uses represents an opportunity for aircraft and aircraft related development but also a constraint because valuable flat industrial land can only be used for specific types of uses.

### 3.11 Conclusion

The sections above outline a variety of opportunities and constraints which have an impact on the development of the Kamloops Airport and Tranquille lands. It is apparent that there are a number of constraints including road and water infrastructure capacity, location in the flood plain, environmental contamination and land tenure/leasing conditions.

On the other hand, the opportunities that this area presents out-weigh the constraints. The location has excellent air and rail linkages essential for light industrial businesses. The topography is flat which translates into low site development costs. Potential industrial lands are well separated from other types of land uses. And finally, the location is one of the most easily accessible and visible industrial areas in the City and forms a gateway to the community. Given all of the opportunities and issues raised in the previous sections, a clear picture or overall land use plan is essential to stimulate and encourage development of the Airport Area. The following section articulates this plan.

#### 4.1 Introduction

Based on the information gathered by the project partners, the following land use plan was prepared. This plan consists of four components. First, the land use plan identifies broad land use designations which will allow for the orderly development of the Airport Area while protecting the efficient operation of Kamloops Airport. The second component is the proposed Official Community Plan (OCP) designations and third is the proposed Zoning for the study area. The fourth and final component is the area concept plan.

#### 4.2 Land Use Plan

In order to provide direction for the future development of the Airport Area a number of broad land use designations were identified and applied to the Airport and Tranquille lands. Figure 5 illustrates these designations and Table 4.1 below explains typical uses proposed for these areas. The operational and functional core of the Kamloops Airport lands will remain the same with the airport operations and reserve areas to be located adjacent to the central terminal area. Airside commercial uses will be concentrated along the existing runway and taxiway system.

A significant amount of land is identified as industrial and future industrial, representing a departure from the existing land use pattern. Currently these areas are largely undeveloped and represent a significant portion of the new development expected for the area. The first priority for development of industrial lands are those lying north of Airport Road. Lands carrying the industrial designation located south of Airport Road will be developed as a later phase, in order to retain the option for airside commercial use in this area if warranted. The ultimate use of the area south of Airport Road will be determined by the relative strength of the markets for industrial and/or airside commercial lands.

Two areas are identified as “Future Development” on Figure 5. The first area is located northwest of the terminal area between the airside commercial and industrial lands, adjacent to the golf course. The second area is located west of Tranquille Road in the triangular parcel between the two runway systems. Due to their proximity and location, these two areas may be developed as either airside commercial or groundside/light industrial uses depending on market demand. The area northwest of the terminal is especially important given its strategic location between industrial and airside commercial uses. This area will act as a reserve area. As development proceeds it may be developed as light industrial, or the existing road can be realigned to the north to allow for taxiway access and therefore airside commercial use.

For the Tranquille lands located north of the Airport lands, the Petro Canada Tank Farm will continue to be industrial. For the Tranquille lands east of Tranquille Road a mix of industrial, service commercial, residential development and park lands are identified as outlined on Figure 5. Taking advantage of the rail spur, the lands located at the northern edge of the study area are designated industrial. The service commercial area is located along Tranquille Road and will act

**Insert Figure 5 General Land Use Plan**

as a transitional use from the heavy industrial and light industrial uses located on the Airport lands to the residential uses to the east. The Trans Mountain Pipeline rights-of-way and the rail spur act to provide separation and an additional physical buffer between the industrial and airport uses and the Crestline residential area. Lands east of Aviation Way will remain as Park.

**Table 4.1 – Land Use Plan - Land Use Designations**

<b>Designations</b>	<b>Comments</b>
Runway System	<ul style="list-style-type: none"> <li>• includes 2 runways, taxiways and aprons</li> <li>• land has been protected for potential future runway extensions</li> </ul>
Public Access and Parking	<ul style="list-style-type: none"> <li>• access roads to main terminal area and sea plane base area</li> <li>• parking area has capacity of 250 spaces</li> </ul>
Parking Reserve	<ul style="list-style-type: none"> <li>• land north of existing parking lot reserved for parking lot expansion when demand warrants</li> </ul>
Airport Operations	<ul style="list-style-type: none"> <li>• main terminal area, control tower, operations building and meteorological compound are all part of airport operations</li> </ul>
Airport Operations Reserve	<ul style="list-style-type: none"> <li>• land east of main terminal designated for future expansion as demand warrants</li> </ul>
Airside Commercial	<ul style="list-style-type: none"> <li>• portion of lands with direct access to runway system (existing or potential) designated for airside commercial</li> <li>• appropriate uses include aircraft engine repair, communications, fueling, storage and similar uses; charter/commuter services; cargo and courier operations and other uses which depend on direct runway access</li> </ul>
Service Commercial	<ul style="list-style-type: none"> <li>• uses could include commercial sales, business services, warehousing and food/ beverage services</li> </ul>
Industrial	<ul style="list-style-type: none"> <li>• lands which do not have or require direct runway access</li> <li>• airport is good location due to presence of existing industrial and commercial uses, and separation from residential neighbourhoods</li> <li>• uses could range from heavy industry (i.e., manufacturing) to lighter industry (i.e., fabrication, storage) and business parks</li> </ul>
Future Industrial	<ul style="list-style-type: none"> <li>• future industrial use pending ALR removal</li> </ul>
Future Development	<ul style="list-style-type: none"> <li>• lands which could be used either for airside commercial or industrial</li> <li>• market demand will determine future use</li> </ul>
Agriculture	<ul style="list-style-type: none"> <li>• lands which are difficult to develop because of floodplain, navigation or Agricultural Land Reserve restrictions</li> </ul>
Residential	<ul style="list-style-type: none"> <li>• lands east of Trans Mountain Pipeline Corridor and south of rails spur designated for urban residential development</li> </ul>
Park	<ul style="list-style-type: none"> <li>• lands set aside for active and passive recreational use</li> </ul>

#### 4.3 Proposed Official Community Plan (OCP) Designations

Based on the land use plan a number of OCP amendments will be required. Figure 6 illustrates the proposed OCP designations for the Tranquille and Airport lands. The Special Development Area designation for the lands east of Tranquille Road is replaced with Service Commercial along Tranquille Road (Light Industrial on one parcel), and an Urban Residential designation east of the Service Commercial area. The Community Facility designation for the parcel at the end of Greenfield Avenue is replaced with an Urban Residential designation. These designations directly reflect the policies for the area outlined in KAMPLAN 1997.

Taking advantage of the rail linkage the northern portion of the lands east of Tranquille are designated Light Industrial. As outlined on Figure 6, the Petro Canada site continues to have the Heavy Industrial designation but the City and the Airport Society are encouraged to approach the land owner regarding screening along the southern boundary of the property to try to improve the visual image presented to residents and visitors to the City.

The airport operations, runway and taxiway system retain their Community Facility (Airport) designation while the terminal buildings and parking areas are redesignated Community Facility (Airport) from Special Development Area. In addition, a number of new OCP designations are added. Lands under agricultural use subject to Obstacle Limitation Surfaces and operational restrictions are expected to continue as agricultural lands into the foreseeable future so they have been designated Agriculture/Resource Lands.

Airside Commercial areas located west of the terminal buildings and along Aviation Way have been designated Community Facility (Airport) to reflect their existing or potential use. The land located adjacent to Airport Road is redesignated to Light Industrial from Special Development Area. Finally, the transitional areas identified as Future Development on the land use plan have been designated Special Development Areas. Development proposed for these areas will be evaluated on a case by case basis but generally, these lands will be reserved until the airside and light industrial areas have been largely developed. This policy is especially critical for the parcel located northwest of the parking area.

#### 4.4 Proposed Zoning

The third component of the Airport Area land use plan is the proposed zoning, illustrated on Figure 7. The existing zoning classification for the Airport lands was T-2 – Airport, which covered most of the Airport land base. Under the proposed zoning, this would change to incorporate five zones. The terminal building, airport operations area, runway and taxiway system (including the proposed western extension), and airside commercial areas retain the T-2 Airport zoning. The agricultural lands are zoned A-1 – Agriculture. The transitional areas are zoned FD – Future Development in recognition of their reserve status. The industrial lands located along Airport Road are zoned I-1S – Industrial Park. This zoning reflects the higher standard of development that is expected for this portion of the area. It is envisioned that this area, to be known as the Fulton Industrial Park, will attract a mix of light industrial, manufacturing and high technology uses similar to those contained in the Southgate Industrial Park for which this zoning was created. The first phase of the Fulton Industrial Park development will take place north of Airport Road. Potential later phases south of Airport Road will be examined in the context of airside commercial land demands. Finally, the area bordered by Tranquille Road, Aviation Way and Crestline Street which contains the equestrian area will retain its P-1 – Parks and Recreation zoning. In the event of future long-term runway extension, some land in the area zoned P-1 may be required to accommodate runway facilities.

The proposed zoning for the Tranquille lands continues for a large part the existing zoning patterns. The Petro Canada and Trans Mountain parcels retain their I-3 – Heavy Industrial zoning. The vacant industrial parcel retains its I-1 zoning. The warehousing/trucking parcel at the corner of Tranquille continues as C-4 – Service Commercial. East of Tranquille Road the existing residential zoning of RM-1 – Multiple Family Low Density Residential remains in place.

**Insert Figure 6 Proposed OCP**

**Insert Figure 7 Proposed Zoning**

Some zoning adjustments are proposed for the Tranquille lands that are currently zoned FD – Future Development. The land north of the rail spur has the proposed zoning of I-1S reflecting the higher standard of development envisioned for the Airport Area. The land adjacent to the Crestline residential area is zoned RS-1 – Single Family Residential-1. The lands adjacent to Tranquille Road are zoned C-4 – Service Commercial, and land use covenants which will restrict unsightly and noxious uses are suggested. Finally, the area currently zoned RT-1 Two Family Residential is redesignated to RS-1

#### 4.5 Area Concept Plan

##### 4.5.1 *Introduction and Overview*

Based on the proposed OCP designations and zoning provisions, the next step in the process was to visualize the form and character of development in the study area. A design charrette involving the project partners was used to develop an area concept plan and basic site development guidelines.

The area concept plan is intended to provide an overview of the layout and design features of development that is expected to take place on the Airport Area. The area concept plan attached as Figure 8, provides a visual interpretation of the potential development patterns for the Airport Area. The emphasis for this work was placed on the Airport lands, with less attention paid to the Tranquille lands. Figure 8 identifies development cells and concepts based on the existing location of Airport Road. The project partners recognize that the potential exists to relocate Airport Road to create an alternative lot configuration. In order to accommodate new development the potential to relocate Airport Road will be explored by the City, prospective developers and the Airport Authority Society.

#### Airport Lands

The Airport is the gateway to the Thompson Region, and should create a good first impression on travelers arriving in Kamloops and provide a positive image for the City as a whole. The exterior spaces and building facades along Airport Road and Tranquille Road are critical in forming an identity for the area. Landscape and building materials should reflect the Airport's local and regional setting and should introduce travelers to regional amenities like the Sun Peaks Ski Resort, Sun Rivers, and Six Mile Ranch. In order to accent these natural and cultural features xeriscape landscape techniques which emulate Kamloops' semi-arid landscape should be encouraged.

A gateway to the new industrial park including signs and landscaping should be located at the intersection of Airport Road and Tranquille Road. Buildings flanking this intersection need to display gateway architectural elements. Also, a major airport sign and regional landscape feature is to be created at the terminus of Airport Road. Areas of high visible impact include the ground transportation systems and commercial reserve lands adjacent to Airport Road on the approach to the main terminal. Commercial lots beyond the terminal and northwest of Airport Road will require less architectural detailing and landscaping. Secondary gateway features should be created at the Ord Road and Tranquille Road intersection, the Aviation Way and Tranquille Road intersection, and at the point where Tranquille Road turns north, just west of Aviation Way.

**Insert Figure 8 Area Concept Plan**

The plan must promote a fully functional airport (Transport Canada Regulations). Any new development must comply with the Airport Operator and NAV Canada electronic and transitional zoning restrictions, in addition to the various City By-laws, the National Building Code and the many other guidelines available for airport development. The conceptual development lots located within the airside component of the Airport Lands have been arranged to capitalize on their proximity to the runways. Taxiways are extended to maximize airside development lots, while several groundside development lots have rail access. The plan aims to facilitate the development of the Airport lands; therefore flexibility is built into the plan organization. It can accommodate a range of potential new businesses, and development lots may be combined to create larger development areas.

### Tranquille Lands

With regards to the Tranquille lands, the area concept plan continues the low density residential development characteristic of the adjacent Brocklehurst neighbourhood. This plan envisions a grid-based development pattern with single family residential development and one low density multi-family residential site. Under the proposed zoning, approximately 200 single family units could be developed in this area along with approximately 80 low density multi-family residential units. The form and character of development in the Tranquille lands was not contemplated as part of this area concept plan.

Overall, the area concept plan provides an illustration of how the Airport and Tranquille lands could be developed. The area concept plan may be used as a tool to evaluate conceptual designs, and the degree to which those designs address long term development opportunities on Airport lands.

#### *4.5.2 Buffering/Landscape Guidelines for Proposed Uses*

The installation of plant material is a cost-effective method of enhancing public and private lands, signifying direction, and screening undesirable views. Generally, landscaping should define the edges of a development while providing continuity between buildings within a given development area. The landscaping along Airport Road and Tranquille Road, for example, is highly visible, and needs to celebrate Kamloops' regional character to promote the regional image to visitors. Site developments should install indigenous, xeriscape plant material as much as possible. The use of berms, shrub beds, low walls, grove and hedgerow plantings should be considered. These may be used to screen undesirable vistas, soften views of expansive architectural features, and provide visual interest to obtrusive site features such as parking and loading areas. Any outdoor storage areas need to be visually screened with evergreen plant material, earth berms, and fencing to a minimum height of 3m.

While landscaping is promoted for all new development, special care needs to be taken on lands near airport operations to ensure that plant materials do not encourage bird nesting, roosting and feeding.

### 4.5.3 *Parking Areas*

Access and circulation for new development areas needs to be effective and efficient for both pedestrians and vehicles. Parking areas are a large part of this system, and should enhance the image of the Airport. The organization of parking spaces can reduce conflicts between the pedestrian/vehicular realm and private/service realm. For this reason, public and employee parking, service vehicle access, and pedestrian access from streets/sidewalks should be separate entities. To lessen the visual impact of large areas of surface parking shared driveway access between adjacent buildings is encouraged, and parking lots should be located at the rear of buildings as much as possible. Where parking bays must be located near the front or side of buildings, tree planting and landscape medians within the parking lots are important. Special street markings and signage should be considered to enhance identification and use of on-street parking areas.

### 4.5.4 *Building Setback and Relationship to the Street*

The location and design of buildings should enhance public streets in all instances, in order to promote the Airport development lands as a quality location to do business. Buildings should be located adjacent to the street with parking and storage in the rear (or side yard if not feasible). Buildings should promote a sense of public presence. Special attention needs to be paid to all faces of structures that have public exposure. For example, some buildings may have more than one public face. Corner sites, or sites that front on both roadways and the main runway have several facades that require architectural detailing. Public entrances should be clearly identified. They need to be accessible from the street or parking area by sidewalks.

### 4.5.5 *General Policies – Building Character, Building Materials and Exterior Treatment of the Building*

The intent of providing general policies for the character of new buildings at the Kamloops Airport is to guide the design and construction of new buildings to reinforce a sense of place. Some flexibility is acceptable in building materials, but the overall design for each building needs to present organized, yet varied facades, with superior detailing and signage. The use of locally available materials and colours that reflect the surrounding landscape are encouraged. In building on the regional theme, natural materials should be applied to highlight entries and foundations.

The primary building façade(s) in public view should be emphasized. A continuous linear front would not be appropriate for this gateway area. The primary façade may have recesses, overhangs, canopies, and sunscreens. All public entryways and public functions should be used as opportunities to enhance the building image. The main entry to a building in particular should be a focal point for orientation and visual interest. It should be designed to express a pedestrian scale and clearly identifiable entry. It can be emphasized by the use of canopy extensions that include visible wood brackets or heavy timber columns and oversize trellis. Canvas or acrylic awnings are discouraged.

Building foundations should be articulated. Building foundations should be expressed so that the base of the structure and its relationship to the ground plane is clear. It should have a thicker wall, ledge, or sill at the base of the building. This may be made of integrally textured materials such as stone, “cultured stone” veneer, or masonry. The roofline and its relationship to the skyline should also be expressed through architectural detailing.

Quality materials, finishes and details should be incorporated into all components of the structure. Where prefabricated structures are used, attention should be paid to create interesting entrances and public facades by using materials and finishes which highlight those parts of the building. Where concrete masonry is used, split faced textures, in natural earth tones should be used. Standard concrete masonry block should not be used by itself. The use of garish or neon colours will not be permitted. Furthermore, wherever possible, colours should be integral to the material and not applied.

#### *4.5.6 Signage*

The concept plan encourages a system of signs that complements the image of the Airport. Signs for the terminal should be distinct from the signs of business park uses, but similar in character. Directional signage needs to be of a consistent character, to avoid confusion for visitors.

Building signs deserve special mention. They should be limited in scale, and integrated with the design and colours of the building facades. Building walls should not be treated as billboards. Individual tenancies can be identified by articulation to entries and signs. Furthermore, building signage should reflect the character of the building function, to assist in overall airport orientation.

### 5.1 Introduction

In order to facilitate the development of the Airport Area a number of important steps are necessary. Cooperation and coordination of efforts between the City, the NSBIA, Kamloops Airport Ltd. and the Kamloops Airport Authority Society is essential to the implementation of the Airport Area land use plan. The following paragraphs outline the specific actions and next steps that are required to facilitate the development of this area. This section concludes with a description of areas for further study.

### 5.2 Official Community Plan (OCP) Amendments

In order to implement the land use plan for the Airport Area, a series of OCP amendments will be required. These amendments involve both the Airport and Tranquille lands, and are set out in Section 4.3 of this report. All of these proposed amendments refine and carry forward the Special Development Area policies regarding the future development of the Airport Area contained in KAMPLAN 97. These amendments promote development which reflects the spirit of KAMPLAN 97 including encouraging infilling of industrial and residential areas, mixed use development and efficient use of infrastructure.

### 5.3 Rezoning Applications

The proposed zoning for the Airport Area will require a re-zoning application in order to implement the proposed zoning identified in the land use plan. Proposed zoning amendments for the Airport and Tranquille lands are discussed in Section 4.4 of this report.

### 5.4 Development Permit Area

In order to implement the guidelines outlined in the area concept plan, to encourage a higher standard of development and to ensure that the public perception of this important gateway area is protected, a Development Permit Area (DPA) for the lands adjacent to Airport Road and Tranquille Road is required. This DPA will only be applied to lands located within 30 m (100') of either side of these two roadways. Further, the DPA will be consistent with the requirements outlined in the Local Government Act with regards to regulating the form and character of commercial and industrial development.

### 5.5 Agricultural Land Reserve (ALR) Adjustments

An application must be made to the Land Reserve Commission (LRC) to exclude the portion of ALR land located in the northern portion of Airport lands adjacent to the golf course. This piece of ALR is approximately 0.2 ha and represents a constraint to the development of this parcel for industrial uses. In addition, the ALR lands west of the main runway should be the subject of an

application to the LRC to allow an eventual runway extension. The area of this ALR exclusion is approximately 11.3 ha.

In recognition of the mandate of the LRC, the City could make application to include some of the existing agricultural land in the ALR in exchange for the exclusion so that there will be no net loss of ALR in the area. This application for inclusion would add approximately 31 ha of land to the ALR. Figure 9 provides an overview of the potential inclusions and exclusions of ALR land. This application would work to reinforce the role of agriculture in the Airport Area and provide a net increase in ALR land. This initiative is also linked to the City's investigation of spray irrigation of wastewater, and may offer some tax relief on Airport lands.

## 5.6 Airport Leasing Provisions

It is generally regarded that the tenure and leasing terms provide a significant impediment to the further development of the Airport lands. Existing leaseholders have identified what they feel are onerous lease conditions. In order to facilitate the development of these lands and make Fulton Industrial Park possible, a number of changes to the terms of the existing leases and future leases are required.

Transport Canada's Option to Purchase should be amended to remove their right to ignore new leases should the Option to repurchase be exercised. Currently, the option terms state that Transport Canada will be under no obligation to honor leases signed after the transfer of ownership in 1996 in the event that ownership of the Airport reverts back to Transport Canada before August 26, 2012. Once Transport Canada has amended its Option to repurchase the Kamloops Airport, then clause 3.6 can be deleted from the Kamloops Airport Ltd. Sub-leases.

In the event that Transport Canada must take over operation, under this clause leases signed during that period do not bind them. This is particularly onerous and makes investing in buildings and other structures a potentially risky endeavor given that Transport Canada is under no obligation to honor the terms of these leases.

Clause 10.2 in Kamloops Airport Ltd.'s sub-lease is also problematic as it provides "all fixtures, alterations, additions, improvements and buildings which may be installed or constructed on the Land shall upon termination of this lease, become the property of the Landlord without any compensation to the Tenant". This "Vesting Clause" is discriminatory and does nothing to promote the further development of the Airport Lands. Typically these clauses are included in leases and reflect the viable life of the buildings subject to the lease. In this case the lease terms are not long enough to make such a Vesting Clause fair from the Tenants perspective.

**Insert Figure 9 ALR Exclusions and Inclusions**

In order to address these shortcomings, the City's Solicitor has contacted Transport Canada on the City's behalf and requested that the Option Agreement be amended so that the Crown's ability to supersede new leases is removed. The Vesting Clause and the term of the Leases should be amended to reflect the lifespan of the affected structures. These minor revisions to the Option and Leasing Agreement will not effect the day to day operation of the Airport or endanger the operation of the Airport should Transport Canada be forced to resume operation of the Airport. Rather, they put the Leaseholders on a more equal footing, providing some security in exchange for developing their parcels, buildings and parking areas to a higher standard.

With regards to amending the Airport leasing provisions, the operating agreement signed between the Kamloops Airport Authority Society and Kamloops Airport Ltd., gives Kamloops Airport Ltd. the responsibility to negotiate and enter into sub-leases with tenants at the Airport. The leasing of lands at the Kamloops Airport will be directed and managed by Kamloops Airport Ltd. and as such, the changes proposed to clauses of existing and future leases must be done with the involvement and agreement of Kamloops Airport Ltd. as well as Transport Canada. Having identified the issues related to leasing/leasing arrangements, it is not the role of this plan to resolve these issues. Discussions are ongoing between the Kamloops Airport Authority Society, Kamloops Airport Ltd., Transport Canada and the Airport Tenants Society to address the leasing issues to provide a measure of security which has the potential to encourage investment and development at the Airport.

#### 5.7 Address Environmental Issues on Petro Canada Lands

Petro Canada should be strongly encouraged by the Kamloops Airport Authority Society to clearly determine the nature and extent of hydrocarbon contamination on their lands, the impact on the Airport lands, and subsequently to move forward with any necessary remediation.

#### 5.8 Airport Area Marketing Plan

A number of important marketing initiatives are currently underway at the Kamloops Airport. Kamloops Airport Ltd. and the Kamloops Airport Authority Society have been focusing on increasing passenger traffic at the Airport and dialog is ongoing with Westjet and other regional carriers. Recently, it was announced that NavCanada will be relocating to Kamloops, bringing significant flight services and a number of skilled professionals to the City. While Kamloops Airport Ltd. and the Kamloops Airport Authority Society have made progress on these fronts, the land base at the Airport land has not been actively marketed. The purpose of this plan is to promote the development of the land base and an excellent opportunity exists to move forward on marketing this area. These distinct but equally important components can be done at the same time and, with a coordinated effort, can be very successful.

An essential step to facilitate the development of the Airport land is to create a marketing plan. The NSBIA has accessed funding from Human Resources Development Canada (HRDC) to undertake this marketing plan. This plan will identify potential airside commercial and industrial

markets and aggressively pursue them. A marketing package which outlines the many advantages of the Kamloops Airport (such as unique access to road, rail and water transportation links) and incorporates the outcome of the land use plan should be developed for use in this marketing program. In addition, a web site and static marketing display for use at industrial and airport tradeshow should be developed.

The project partners will work together to take the information contained in the Marketing Plan and target select industries. Kamloops Airport Ltd. is responsible for the marketing of the Airport lands and they will use the information contained in the marketing plan as part of their overall marketing strategy for the Airport. An opportunity exists to pool the collective resources, experience and personnel to push the marketing of the Airport and the Airport Area forward at the same time.

### 5.9 Areas for Further Study

A number of issues were identified during the preparation of this plan. The following issues have a direct impact on the development of the Airport Area and cannot be addressed without further study and review.

#### Infrastructure Review

In order for the land use pattern in the Airport Area to unfold as envisioned, some upgrading of infrastructure may be required. A review of present water, transportation (including off-site links to the highway system), sanitary and storm sewer and communications services is an important step in determining present capabilities and issues, and in articulating future requirements.

#### Cost Recovery Analysis

It is likely that the infrastructure review will reveal the need for various upgrading projects. There are various mechanisms which can be used to recover the costs of these projects. Senior government grants, development cost charges, contributions from the City and charges to Airport property holders are some examples of cost recovery options which should be explored.