



N'Quatqua

IR 1 Land Use Plan

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1. IR 1 Land Use Plan

1.1 BUILDING ON THE CCP

N'Quatqua First Nation (N'Quatqua or the Nation) completed its Comprehensive Community Plan (CCP) in 2016 to guide community development over a 20-year period across the following areas of community life:

- » Lands and resources
- » Housing
- » Head Start, NCFDC, and education
- » Culture and language
- » Facilities and infrastructure
- » Governance and administration
- » Economic development
- » Health and recreation
- » Community wellness

The CCP identified a Land Use Plan for IR 1 as one of the Nation's top Lands and Resources priorities. The community recognized the need for strategic land use planning to ensure that N'Quatqua uses its lands in a careful, coordinated, and sustainable manner.

Land is a finite and valuable resource. As stewards of the land, N'Quatqua has developed this Land Use Plan to advance community development goals while ensuring its natural and cultural heritage is protected for future generations.

1.2 FOCUSING ON IR 1

N'Quatqua has an extensive traditional territory and six reserves. Rather than plan for all lands at once, this Land Use Plan focuses on IR 1, N'Quatqua's 'main' reserve and the heart of the Nation. In developing its plan for IR 1, N'Quatqua has carefully considered IR 1's unique character, challenges, and opportunities and has established a strong planning process that can be applied when planning for the Nation's other reserves and traditional territory. This process has included:

- » Building on the collaborative process established during the development of the CCP
- » Identifying shared goals related to land
- » Building a collective understanding of how reserve land will be used
- » Educating members about planning processes
- » Engaging with a variety of land owners / holders
- » Clarifying existing land uses and identifying unique character areas
- » Establishing direction for changes in land use

Reserve land is a shared resource. This Land Use Plan will help N'Quatqua make informed decisions about its land in the future for the benefit of the community.



2. Developing the Plan

2.1 COMMUNITY WORKING GROUP

The N'Quatqua IR 1 Land Use Plan was developed through a participatory planning process led by the Lands and Resources Department. The process involved close collaboration with the community working group who provided vital input and feedback regarding all aspects of the plan. The community working group was comprised of the following dedicated N'Quatqua members, many of whom were also involved in the CCP process:

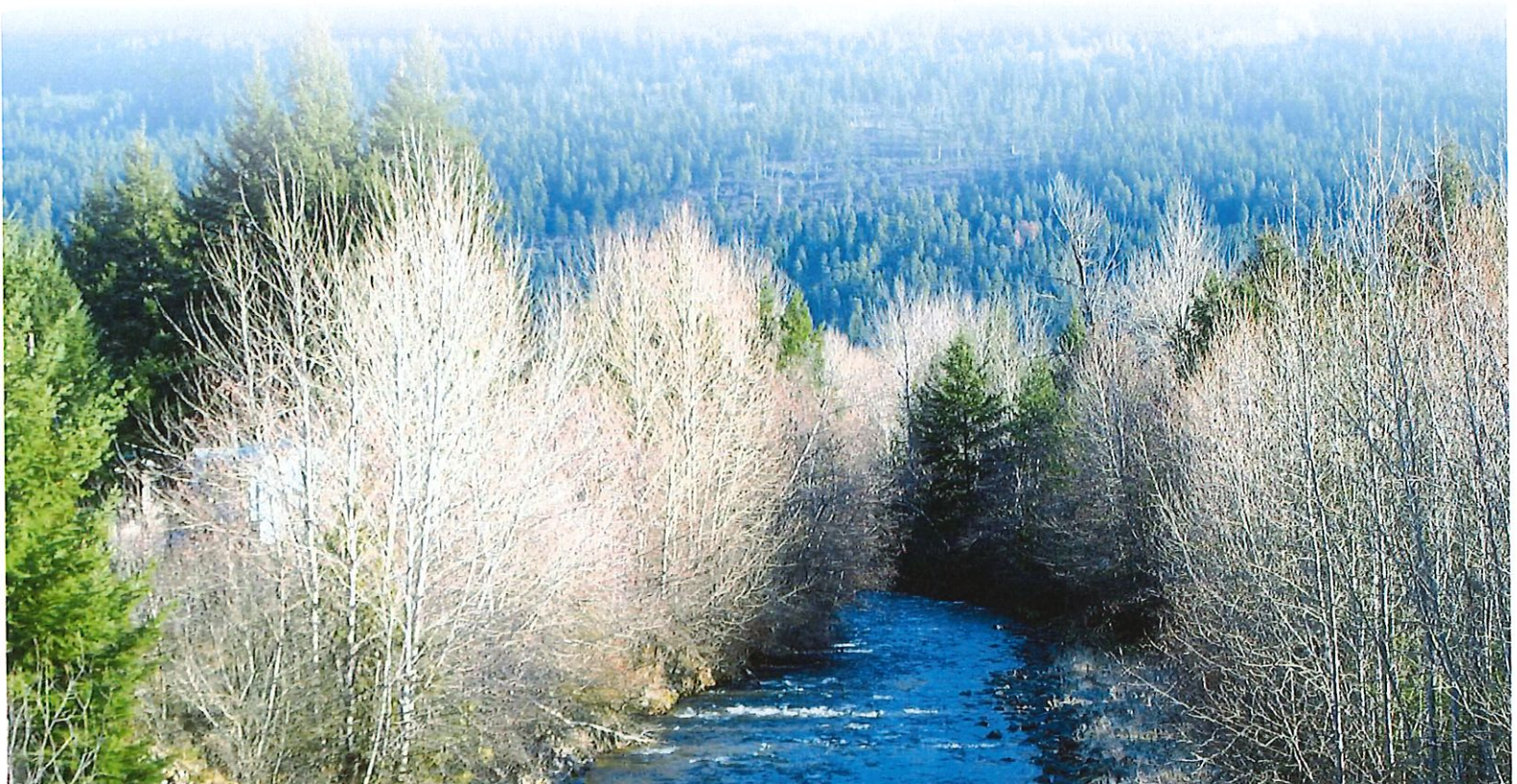
- » Ralph Thevarge
- » Wirt Thevarge
- » Delphine Thevarge
- » Annette Thevarge
- » Juanita Peters
- » Margaret Peters
- » Arlene Peters
- » Cheryl Lafreniere
- » Joyce Thevarge

The working group met three times between October 2016 and March 2017 for day-long planning workshops. The first session was used to identify broad land-based issues and goals for IR 1; the second session narrowed down action items for the goals; and the third session confirmed and refined the final recommendations of the Land Use Plan.

2.2 GUIDING PRINCIPLES

The following guiding principles emerged during the land use planning process and underpin the directions established in the Plan:

- » Plan for IR 1 as one complete community.
- » Build off the unique character of the different areas of the reserve.
- » Provide a clear direction for the future, but remain flexible to respond to new opportunities.
- » Create opportunities for partnerships between land owners / holders and the Nation.
- » Limit disruption to existing uses while allowing for potential new uses in the future.
- » Protect and enhance the cultural and environmental heritage, while identifying strategic opportunities for growth and development.



2.3 STRENGTHS & CONSIDERATIONS

Meetings with the community working group uncovered a number of concerns, values, and ideas that helped shape the Land Use Plan. Among the topics raised were a number of key strengths that could be harnessed in planning for IR 1, including the following:

- » The Nation has strong leadership and a mandate for long-term planning.
- » IR 1 is uniquely located to benefit from the natural heritage of the region.
- » The community has a shared vision and common goals.
- » There are a number of opportunities for undeveloped land that could benefit the Nation.
- » There are opportunities for additional housing in the residential subdivision and through infill on shared family lots.
- » There is potential for collaboration, both within the N'Quatqua community and with external stakeholders.

Along with strong opportunities, the community working group identified a number of considerations to be taken into account when planning for development on IR 1, including the following:

- » Protecting and preserving the natural beauty and environmental integrity of the areas is an important community priority.
- » Members have a deep connection to the land.
- » The land supply on IR 1 is limited, though the demand for land is increasing.
- » While there is support for growth on IR 1, the capacity of infrastructure and services must be considered for new development.
- » Expanding and increasing revenue sources is an important component of the community's economic sustainability.

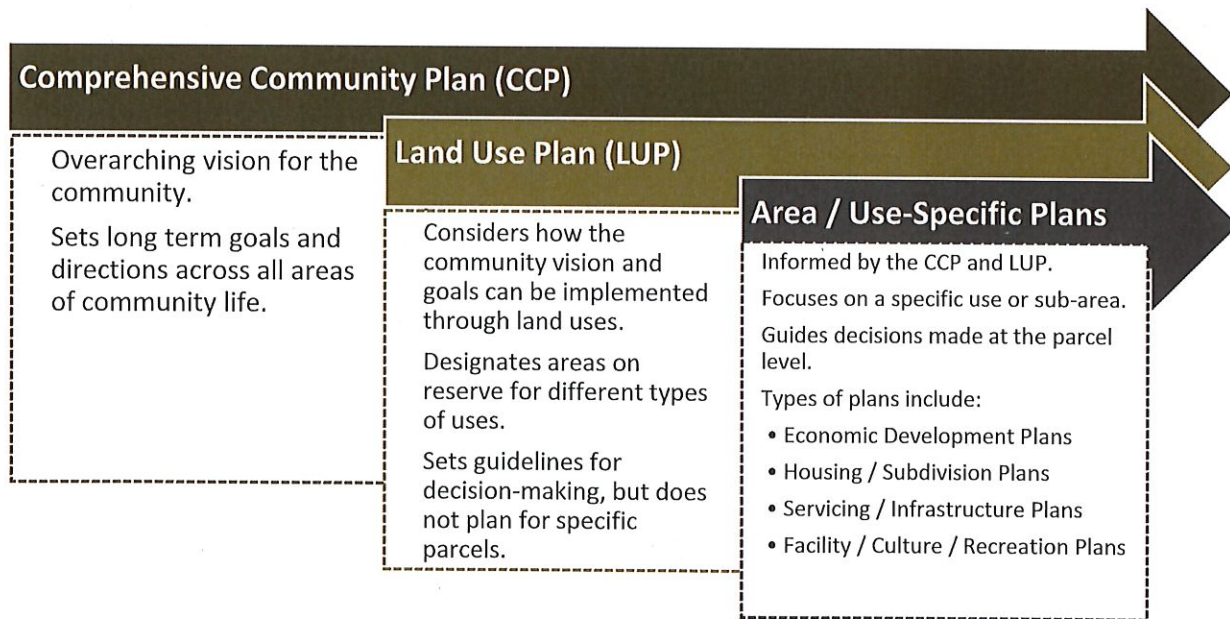
These strengths and considerations are reflected throughout the Land Use Plan.

2.4 ROLE OF THE LAND USE PLAN

Many of N'Quatqua's community goals are connected to the land. This Plan is to be used to guide decision-making by the Nation on the use of its IR 1 lands moving forward. Before investing in a new project, staff, leadership, and land owners / holders must consult the Land Use Plan and meet with the Lands Department to determine if a type of development is appropriate based on the directions established in the Plan. Consider a few scenarios:

- » A member wants to know where new N'Quatqua-owned housing and/or serviced lots for member housing will be built. The Land Use Plan identifies where future housing investment will be focused.
- » Staff is pursuing funding for a new community facility on IR 1. The Land Use Plan identifies the area of the community best-suited for this use.
- » Council is considering investing in a new N'Quatqua-owned business on IR 1. Council members and staff would review the Land Use Plan to determine which areas are identified for economic development.

In addition to providing guidance to members, staff, and Council on how land should be used, the Land Use Plan also works with N'Quatqua's other plans and policies to support the community's vision for the future.



2.5 UPDATES & CHANGES TO THE LAND USE PLAN

This Land Use Plan is a living document. It has been designed to provide direction on land use planning over the coming years, but was not developed for a specific time horizon. Many factors will influence the direction of planning on IR 1, including availability of funding, demographic shifts, and economic opportunities. As a living document, the Plan should be updated from time to time to reflect changes in the community and to ensure it continues to align with the Nation's goals for its lands.

This Plan has been developed to provide significant flexibility. It is intended to set a general direction and parameters to facilitate the development of more detailed planning at the parcel level. If a particular use is not listed in this Plan, it should be considered as long as it is of a similar character to identified uses.

Major changes to the Land Use Plan should be discussed with the community working group and, if supported, approved through a formal amendment to the Land Use Plan.



3. Taking Stock

3.1 LOCATION & KEY FEATURES

IR 1 is located at the head of Anderson Lake and the mouth of the Gates River, approximately 45 km northeast of Pemberton, 75 km northeast of Whistler, and 200 km northeast of Vancouver. Directly adjacent to IR 1 is the unincorporated community of D'Arcy, which is part of Electoral Area C of the Squamish-Lillooet Regional District (SLRD).

IR 1 is the Nation's second largest reserve, totalling 177 hectares.¹ It is the primary residential centre for N'Quatqua and home to important community facilities and services, including:

- » Central Service Station
- » Administration Offices and Health Station
- » Child and Family Development Centre
- » Gates Creek Spawning Channel
- » Community hall
- » Church and cemetery
- » Fish hatchery
- » Fire hall
- » Youth and Elders Building
- » Indian Beach

3.2 POPULATION

N'Quatqua has 364 registered members, including 200 members living off N'Quatqua reserves and 164 members living on N'Quatqua reserves.² Of those living on N'Quatqua reserves, 152 live on IR 1 and 12 live on other N'Quatqua reserves.³ There are approximately 24 non-members also living on IR 1, including four that have applied for membership.⁴ For planning purposes, these non-members are considered part of the N'Quatqua community, resulting in an estimated IR 1 population of 176, total N'Quatqua reserve population of 188, and total N'Quatqua population of 388.

In addition to its permanent population, IR 1 has a significant population of seasonal campers during the summer months. While figures for the seasonal population are unavailable, these temporary residents should be considered when planning infrastructure and services.

¹ INAC First Nation Profiles (2017)

² INAC Indian Registration System (as of December 31, 2016)

³ N'Quatqua Lands & Resources (2017)

⁴ Ibid

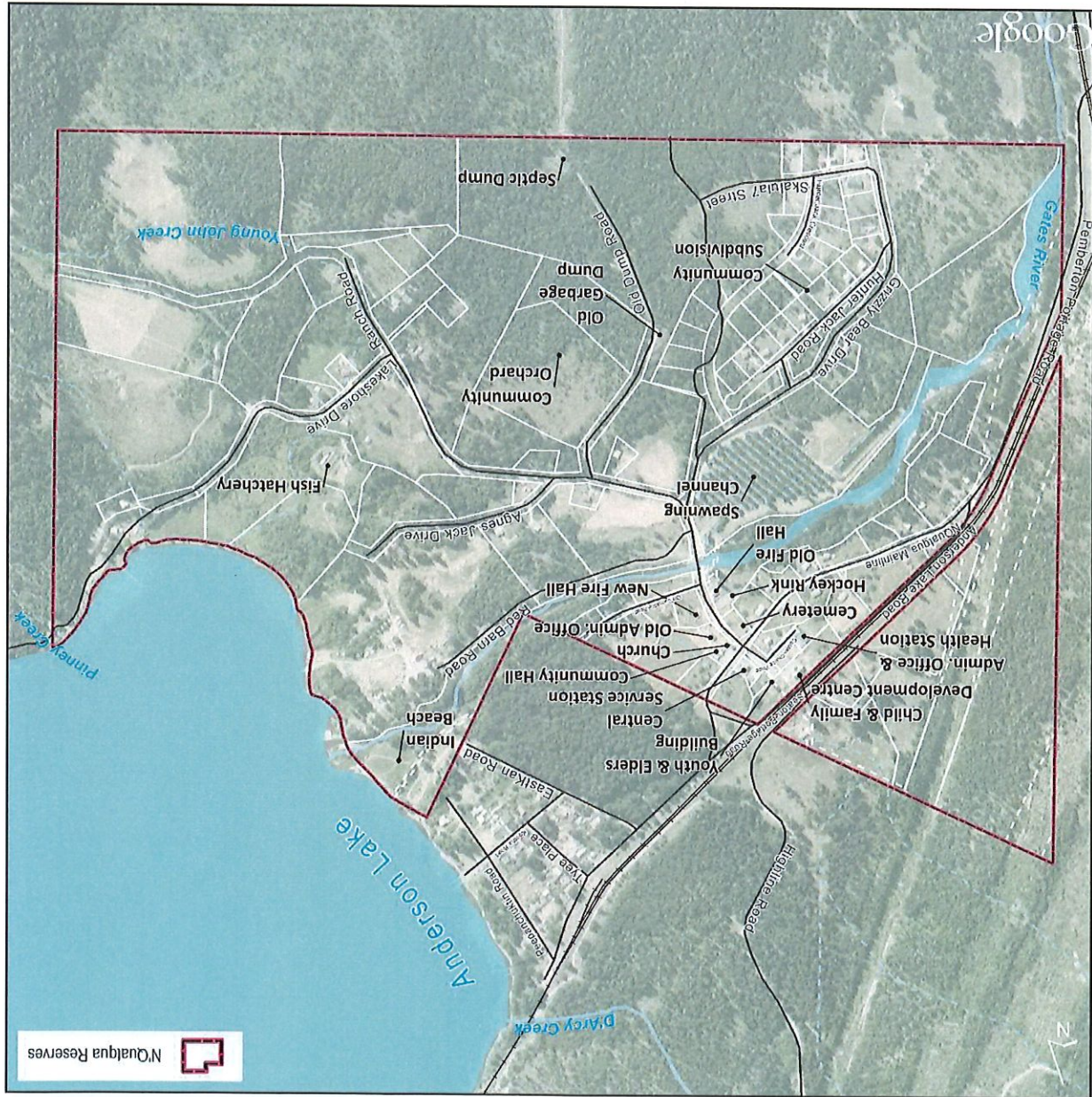


Figure 1: IR 1 Overview Map⁵

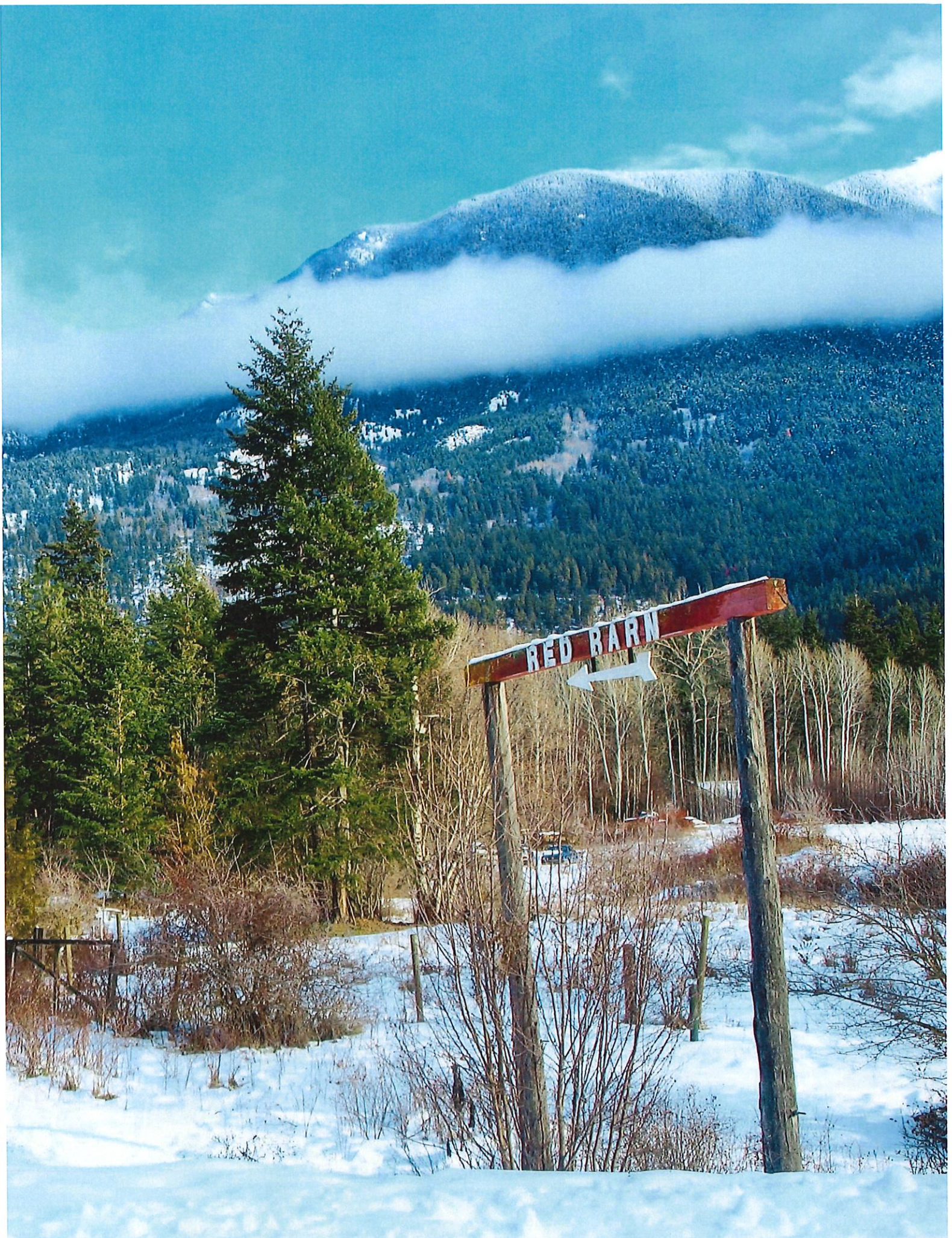
⁵ NRCAN (2016), Data BC (2016), Geogratis (2016), Esri (2016)

3.3 EXISTING CONDITIONS

3.3.1 Overview

The following key features were assessed to better understand the existing conditions on IR 1 and have directly informed the directions identified in the Plan:

- » Existing land uses
- » Environmental conditions
- » Land ownership
- » Infrastructure and servicing
- » Culturally significant sites



3.3.2 Existing Land Uses

Before determining future uses on IR 1, it is important to understand how land is currently being used. By identifying existing land uses, N'Quatqua can better plan how to protect and enhance key uses, introduce new uses, or relocate uses to new areas. It also helps to identify smaller sub-areas within the reserve that may require different planning approaches due to their unique conditions and character. Existing land uses on IR 1 generally fall within the following categories:



Community

Areas where buildings and services for community uses are located.

On IR 1, these uses are primarily located in the community core and adjacent to the residential subdivision.



Residential

Areas where the primary land use is residential, including both N'Quatqua-owned homes and member-owned homes. It includes areas where housing is already built and areas that are anticipated to be residential in the future.

On IR1, the more compact residential development is located in the western portion of the reserve, including the community core and subdivision, while the more rural / large-lot residential is located in the central and eastern portions of the reserve.



Economic Development

Areas where the primary use is a business. It includes both N'Quatqua-owned and private businesses.

N'Quatqua-owned businesses are presently limited to the gas station. Private businesses are located along the waterfront and consist of seasonal campgrounds.



Parks and Natural Areas

Greenspaces and natural areas that are set aside for preservation and/or outdoor recreation.

These areas are located along the Gates River and at Indian Beach.



Rural / Undeveloped

Areas that are currently used for rural agricultural-type uses (e.g. farming, livestock) or that are undeveloped but not set for parks, recreation, or preservation.

These uses are spread throughout IR 1, with the largest concentration in the south-eastern portion of the reserve.

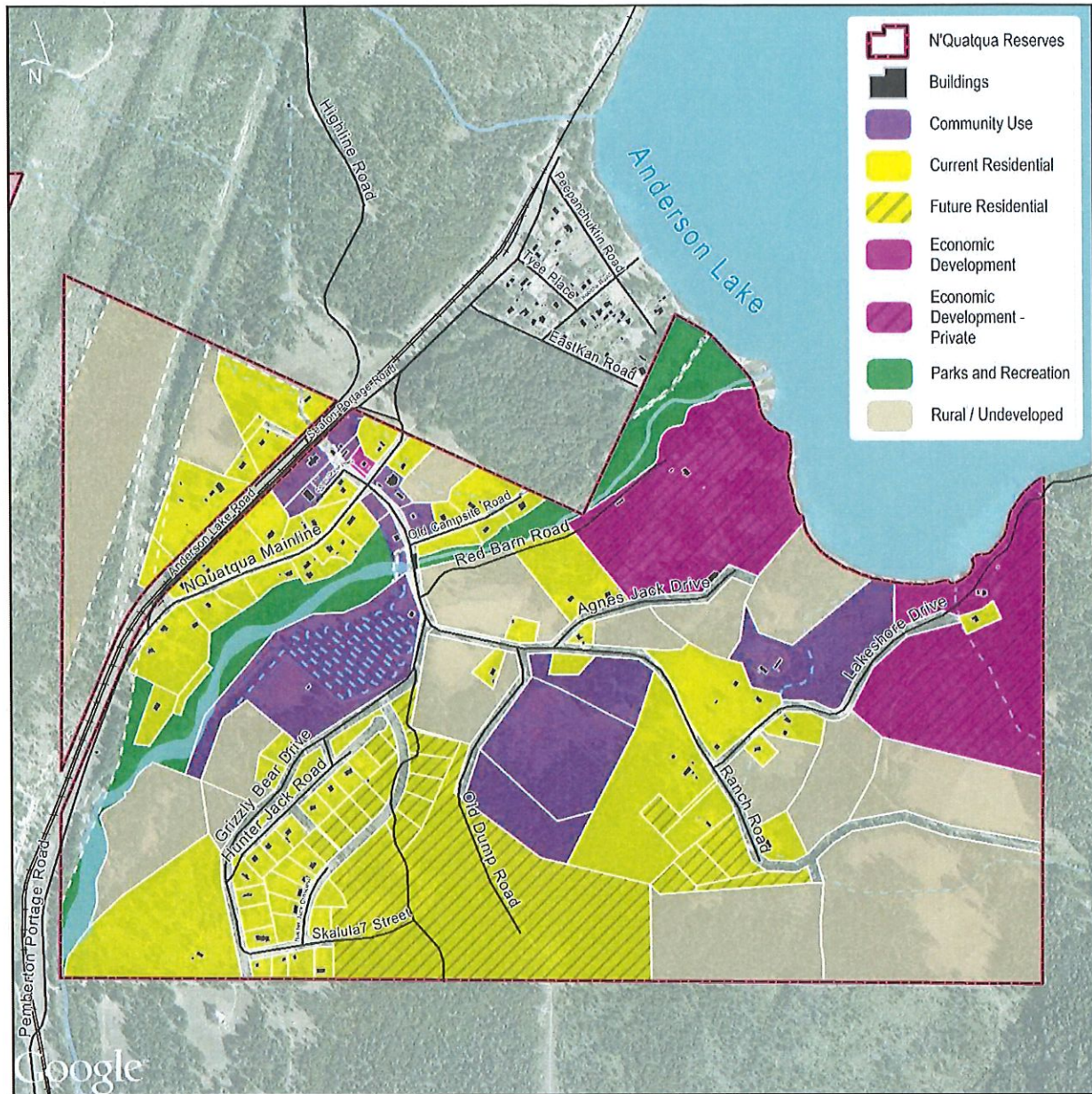


Figure 2: Existing Land Uses by Parcel⁶

⁶ NRCAN (2016), N'Quatqua Lands & Resources (2017). Note: In many instances, only a portion of a parcel is being used for the identified (primary) use, with remaining land undeveloped or used for other (accessory) purposes.

3.3.3 Environmental Conditions

Key environmental features on IR 1 were mapped to identify areas that may be sensitive to or prohibit future development (Figure 3). These features include riparian areas, wetlands, vulnerable aquifer areas, and steep slopes. Approximately 55 ha of land on IR 1 – almost one-third of the reserve – contain these features.

3.3.3.1 Riparian Areas

IR 1 is located next to Anderson Lake and along the Gates River. To protect these vital, fish-bearing waterways, this Land Use Plan establishes a 30m riparian zone buffer to limit development adjacent to these sensitive areas.

3.3.3.2 Wetlands

There is a significant wetland that extends from Anderson Lake up to the fish hatchery, between Agnes Jack and Lakeshore Drives. Further environmental investigation is required before pursuing development within this area.

3.3.3.3 Aquifer

The northwest portion of IR 1, which includes the community core, falls within an area of high aquifer vulnerability. This makes the area vulnerable to contamination if polluting activities are introduced and may limit the types of economic activities that may take place. The remainder of the reserve falls within an area of moderate vulnerability.

3.3.3.4 Topography

IR 1 is generally flat, however, there are steep portions (greater than 30% slope) located along the eastern and northwestern boundaries of the reserve. There are limited options for development on these steeply sloped lands.



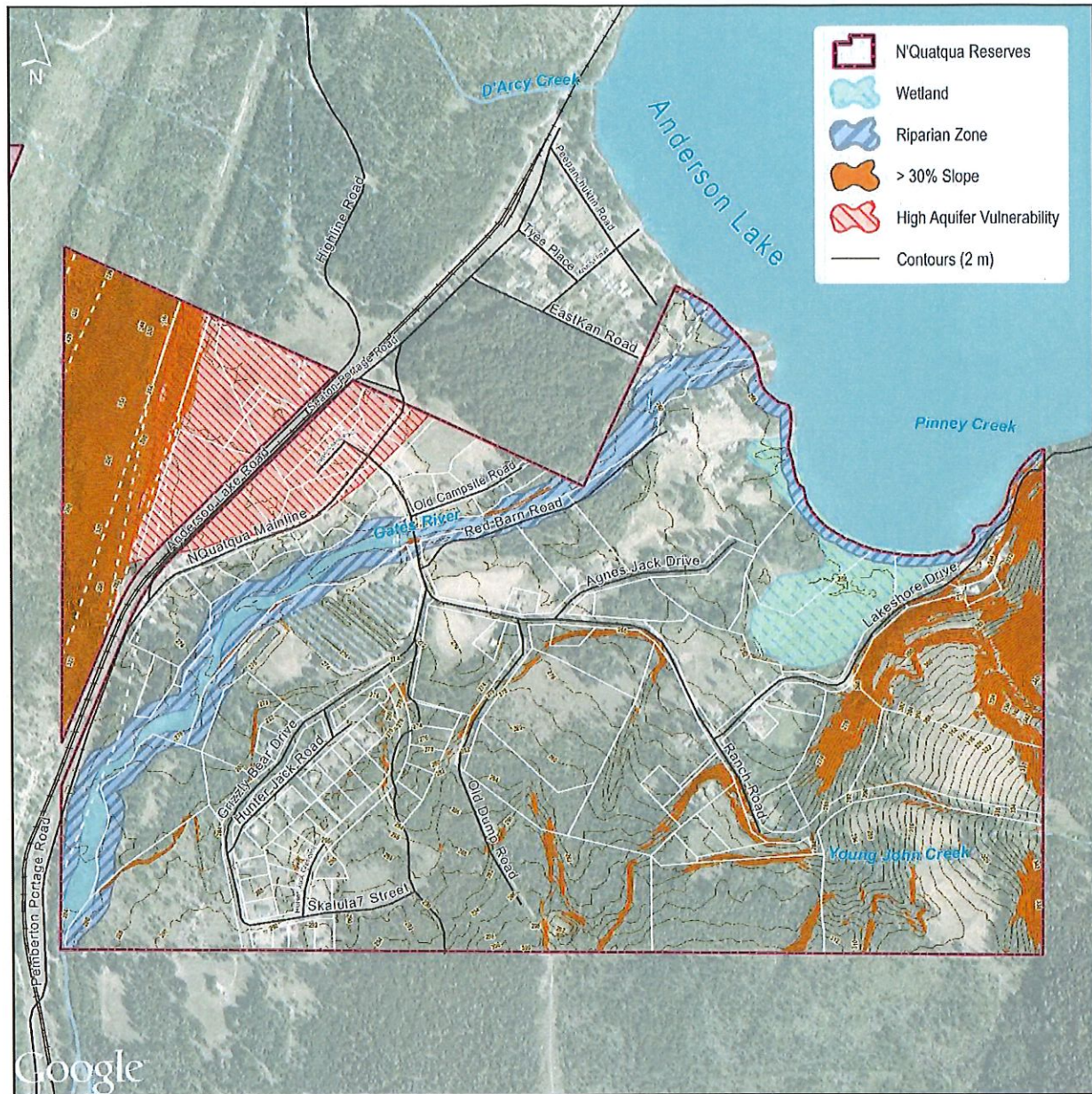


Figure 3: Environmental Conditions⁷

⁷ Data BC (2016), McElhanney (2011)

3.3.4 Land Ownership

IR 1 is comprised of a mix of N'Quatqua-owned land, Certificate of Possession (CP) land, and traditional land holdings (Figure 4).⁸ Combined, CP lands and traditional holdings comprise 45% of the total IR 1 land area.

The majority of N'Quatqua-owned land is located in the community core and in-and-around the existing subdivision. Traditional land holdings and CP lands are concentrated along the entrance to the community, the waterfront, and the eastern portion of the reserve.

With a limited overall land base and a variety of ownership interests on IR 1, it is essential that N'Quatqua plan for IR 1 as one community. This requires working together with members to identify a common direction for the future and a shared understanding of how changes in land use will occur. Decisions regarding specific parcels should be underpinned by the following principles:

- » Existing land users should be engaged as partners.
- » Local business opportunities should provide clear collective benefits.
- » Where possible, when an existing land use is no longer appropriate in a particular area, it should be relocated rather than eliminated.

To preserve N'Quatqua's limited lands, it is recommended that the Nation continue its moratorium on new CP lands and that it develop a policy to formally address traditional land holdings.

⁸ Traditional land holdings are reserve lands that have been set aside by Chief and Council for the sole use of a particular individual or family for historic reasons, but remain under N'Quatqua ownership.

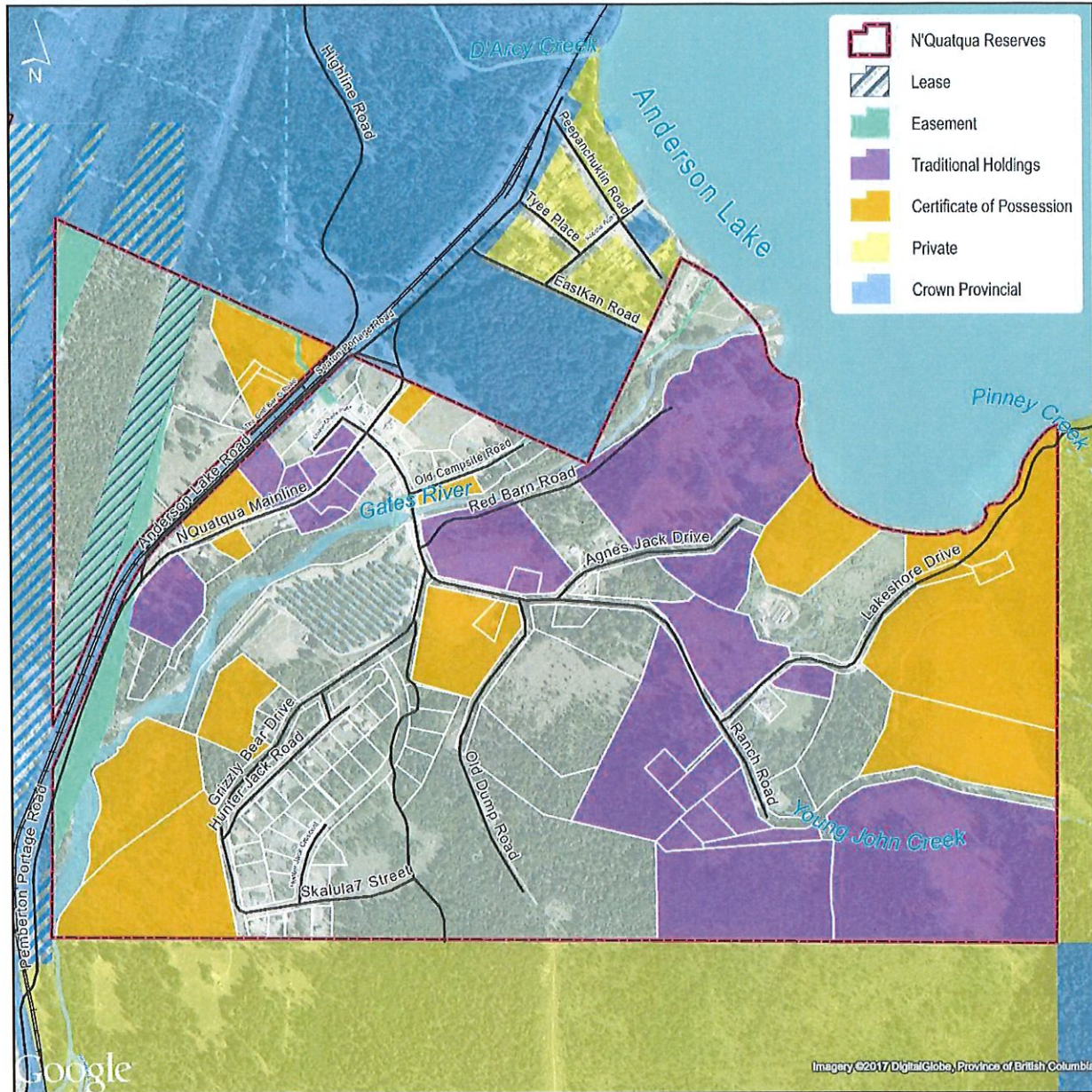


Figure 4: Land Ownership Map⁹

⁹ ICIS (2017), INAC Indian Land Registry (2017), N'Quatqua Lands & Resources (2017)

3.3.5 Infrastructure & Servicing

N'Quatqua faces infrastructure challenges that are similar to many small communities. Due to low housing density, many homes do not receive formal services. Future housing development must consider these realities and, where appropriate, plan for the expansion of infrastructure to service more homes. Figure 5 illustrates servicing connections on IR 1.

3.3.5.1 Water

N'Quatqua's community water system provides water to IR 1 and the nearby village of D'Arcy. The system consists of ground water supply wells, which feed a reservoir that provides domestic, fire protection, and emergency storage capacity. The water distribution system consists of a network of buried watermains that are gravity supplied from the reservoir. Most of the homes and community buildings are serviced by the community water system, but there are homes on the central and east sides of the community that are serviced by individual wells.

Proposed infill lots that front the existing water distribution system are expected to be able to connect to the system, while an expansion of the existing subdivision will require an extension of the water distribution main. For both infill lots and subdivision expansion, a review of the water system is needed to determine if the system has sufficient capacity for additional connections.

Due to the low housing density and distance from the community system, it is anticipated that homes on the central and east sides of the community will remain serviced by individual wells for the foreseeable future.

3.3.5.2 Sanitary

IR 1 does not have a community sanitary sewer system. Houses and buildings are serviced by individual septic systems. As there are no known issues with the existing septic systems, it is anticipated that future development will continue to use individual septic systems.

For infill and newly proposed lots, the lot dimensions will need to be reviewed to ensure that they are appropriately sized to accommodate an in-ground disposal field. A soil assessment is also needed to determine if in-ground disposal is feasible. The community may consider reviewing the feasibility of a community sewer system for proposed developments. If a community sanitary system is desired, the location and size of community disposal field will need to be reviewed.

As N'Quatqua grows, it may be desirable for the community to consider reviewing the feasibility of a community sewer system, including the potential location and size of a community septic field.

3.3.5.3 Hydro

All homes on IR 1 are connected to the electrical grid. Power outages, which occur from time to time, create water access issues for homes on individual wells.

3.3.6 Culturally Significant Sites

Archeological sites are located throughout N'Quatqua's traditional territory, with a number of sites located on IR 1 (Figure 6). Any new development should consider the location of archeological sites and take steps to ensure that culturally significant sites are not negatively impacted. This may include establishing cultural protection areas around the most important sites.

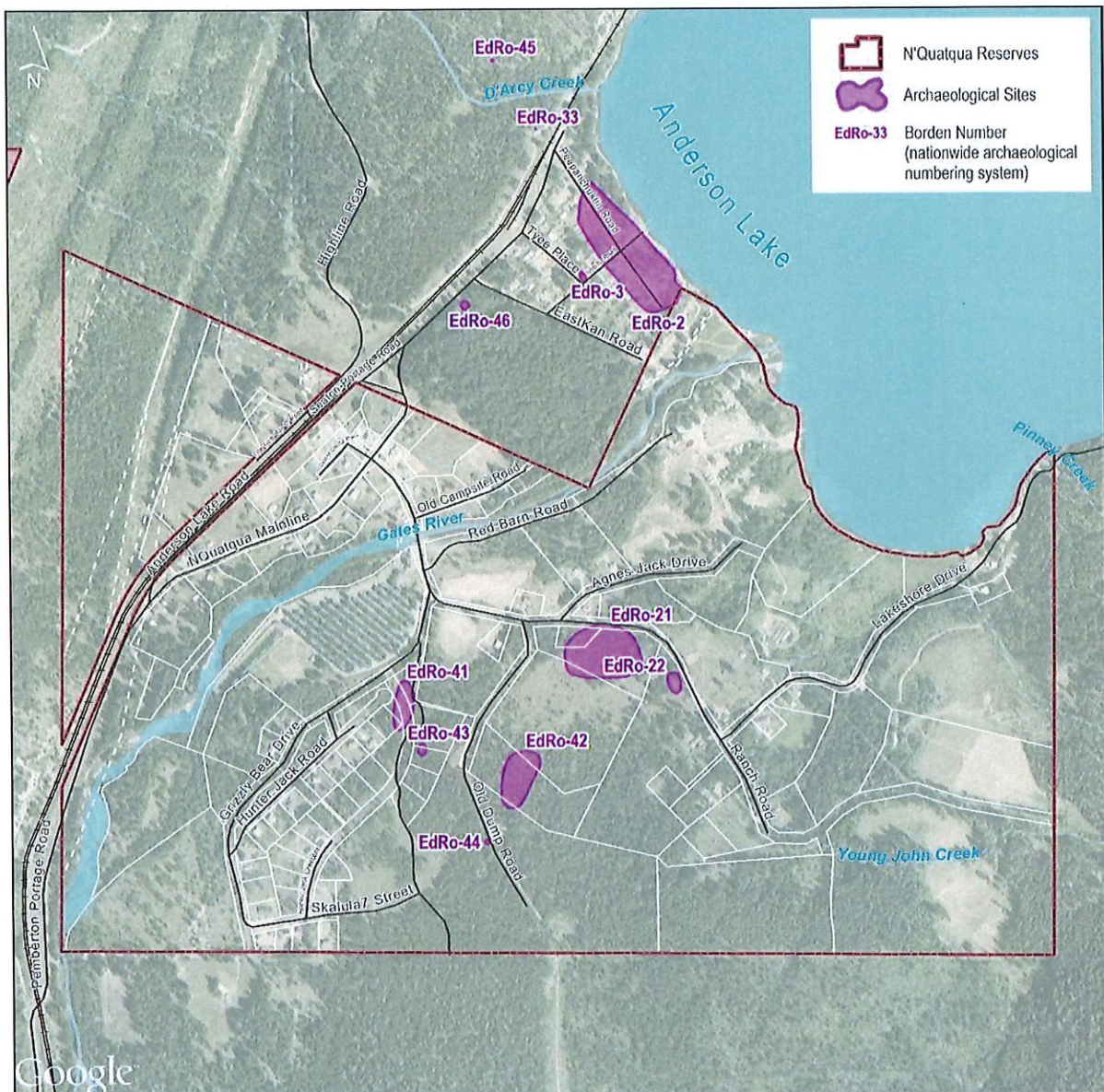


Figure 6: Archeological Sites¹¹

¹¹ BC Archaeology Branch (2017)

4. Population Analysis

4.1 OVERVIEW

An analysis of N'Quatqua's historic population trends and a projection of current demographics was completed to estimate the future growth of the N'Quatqua population over the next 50 years, as well as to anticipate the future demands on its reserve lands.

4.2 HISTORIC TRENDS

Between 1996 and 2016, N'Quatqua's registered member population grew by 48%, from 246 to 364. This included members living on N'Quatqua reserves, other First Nation reserves, and off reserve. The majority of the member growth was driven by the off-reserve population, which grew by 85%. In contrast, the number of members living on N'Quatqua reserves grew by 23%. It is important to note that the majority of the off-reserve growth occurred between 2010 and 2016. This was likely due to changes in First Nation status requirements during this period, rather than a significant increase in births. In comparison, the population on N'Quatqua reserves remained relatively stable since 2000, likely due to limited economic opportunities and housing growth.

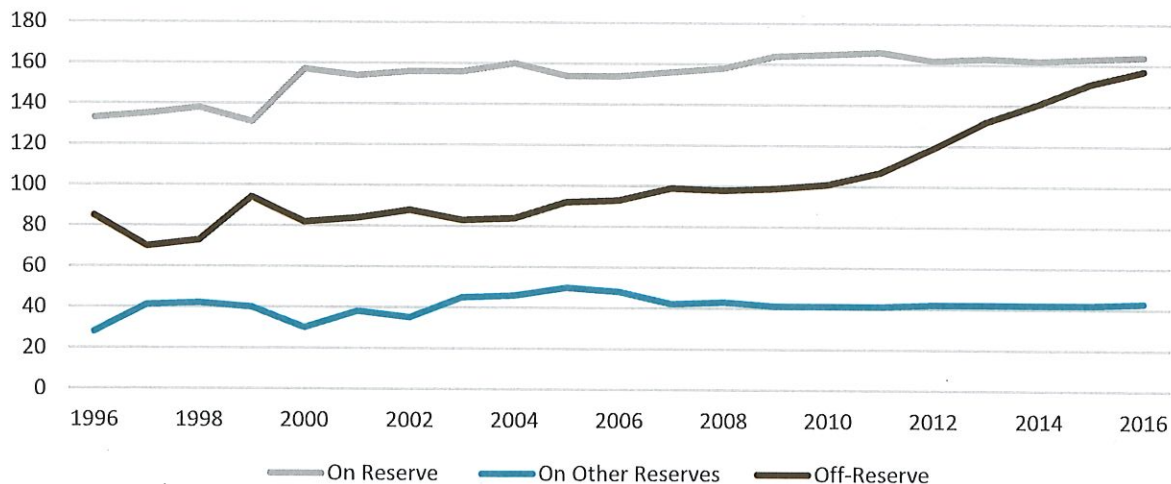


Figure 7: Population Change from 1996 to 2016 (Registered Members)¹²

¹² INAC Indian Registration System (as of December 31, 2016)

4.3 DEMOGRAPHIC PROJECTIONS

4.3.1 Cohort Survival Model

A population forecast was prepared for the N'Quatqua population for the period of 2016 to 2066 based on the current demographics. For purposes of this analysis, the 'N'Quatqua population' includes all registered N'Quatqua members (364 people) plus non-members living on IR 1 (24 people), for a total base population of 388.¹³ Non-members living on IR 1 are included so that N'Quatqua can consider this additional population when planning for future services. The forecast predicts that the N'Quatqua population will reach 478 by 2066. During this time period, the population will rise and fall as people have children and grow old at different paces.

The method used is called the cohort survival model and it allows population forecasts to be made that consider the following variables:

- » Age (5-year cohort groupings)
- » Gender
- » Fertility rates
- » Mortality rates
- » Changes in membership status (gain / loss)

This model estimates birth, death, and migration rates for an existing population over time. It is an established method of projecting population changes and is considered more accurate than fixed growth methods. This is especially relevant for N'Quatqua, as past population figures were likely influenced by changes to First Nation status requirements rather than the variables identified above.

Figure 8 illustrates the expected population fluctuations over the next 50 years. Notably, the N'Quatqua population is projected to grow by approximately 7% between 2016 and 2026, before starting to decline from 2026 to 2036. Post-2036, the population will rebound and continue to grow over the time horizon until 2066.

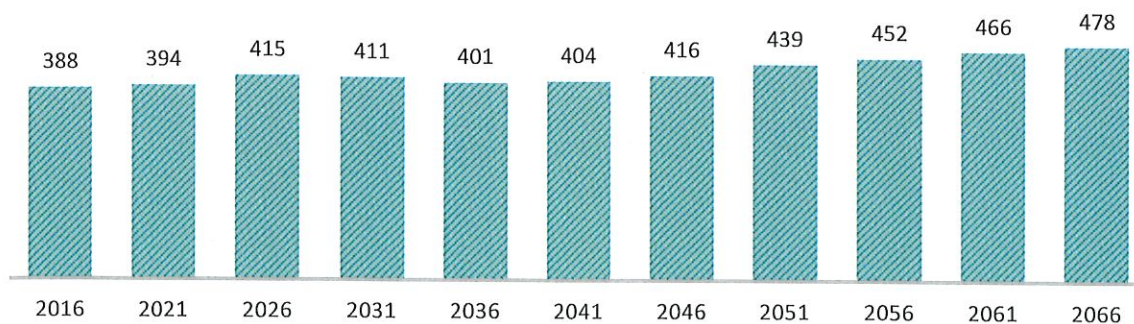


Figure 8: Population Projection (2016 to 2066)

¹³ INAC Indian Registration System (as of December 31, 2016), N'Quatqua Lands & Resources (2017)

Figure 9 illustrates how the proportion of different age groups will change over time. Notably, the cohort survival model forecasts that N'Quatqua's population will become considerably younger over the next 50 years. The population of children and youth ages 19 and younger is projected to grow dramatically from 19% of the population in 2016 to 42% of the population in 2066. This could indicate that N'Quatqua's proportion of young families, both on-and off-reserve, will grow over time. This may be important to consider in planning for N'Quatqua's on-reserve population.

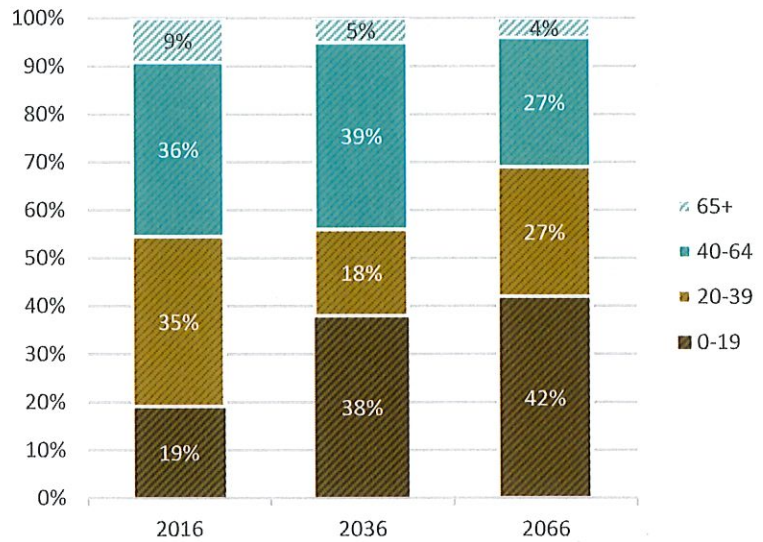


Figure 9: Age Distribution 2016 to 2066

For the purposes of this forecast, it is important to note that the cohort survival model makes a number of assumptions due to limitations in available data:

ASSUMPTION
1

This forecast uses an average fertility and mortality rate for Western Canada's indigenous population from 2003-2007. These rates are held constant over the 100 years of the forecast, which may not accurately reflect future trends. Further, due to limited data accessibility, the mortality rates for cohorts of ages 65 and older have been averaged to estimate the mortality rate for a single 65+ cohort in order to match the cohort groupings of INAC data.

ASSUMPTION
2

The number of people added to or removed from N'Quatqua membership (excluding births and deaths) has been estimated as a 'net zero' change on average. As a result, this variable does not affect the numbers forecasted here. In reality, there may be small changes to membership numbers. For example, in 2017, four people have applied for membership.

ASSUMPTION
3

Cohort data has been estimated for non-members living on IR 1. Data provided by N'Quatqua included 24 total non-members grouped within general age ranges. The distribution of male and female individuals within each 5-year cohort has been estimated for the purpose of this analysis.

4.4 FUTURE POPULATION OF IR 1

As noted previously, there are currently 176 people living on IR 1 out of a total N'Quatqua population of 388. This is equal to approximately 45% of the N'Quatqua population living on IR 1.

If the proportion of the population living on IR 1 remains similar over the next 20 years, it is anticipated that the number of people living on IR 1 will total 180 by 2036 and 215 by 2066. This would mean an increase of four people over the next 20 years and an increase of 39 people over the next 50 years.

However, on-reserve population is influenced by many factors, not just demographic changes. Members make decisions to move on or off reserve for many reasons, including the supply of land and housing, job opportunities, and the quality of life available to them and their families. While N'Quatqua's total population is anticipated to experience only modest demographic-based growth in the coming decades, it is likely that non-demographic factors will be the primary drivers of the IR 1 population over the coming decades.

N'Quatqua is working towards expanding services, housing, and economic opportunities so that its members can return home. This Land Use Plan sets a framework to guide that future growth.

5. Planning Areas

5.1 OVERVIEW

The Land Use Plan looks at IR 1 through two lenses: first, as a single community; and second, as distinct sub-areas with unique features and opportunities. The Plan draws from the community working group, population analysis, existing conditions, and land use planning principles.

This chapter is divided into sections based on the following five Planning Areas that have been identified by their existing character and future opportunities (Figure 10).

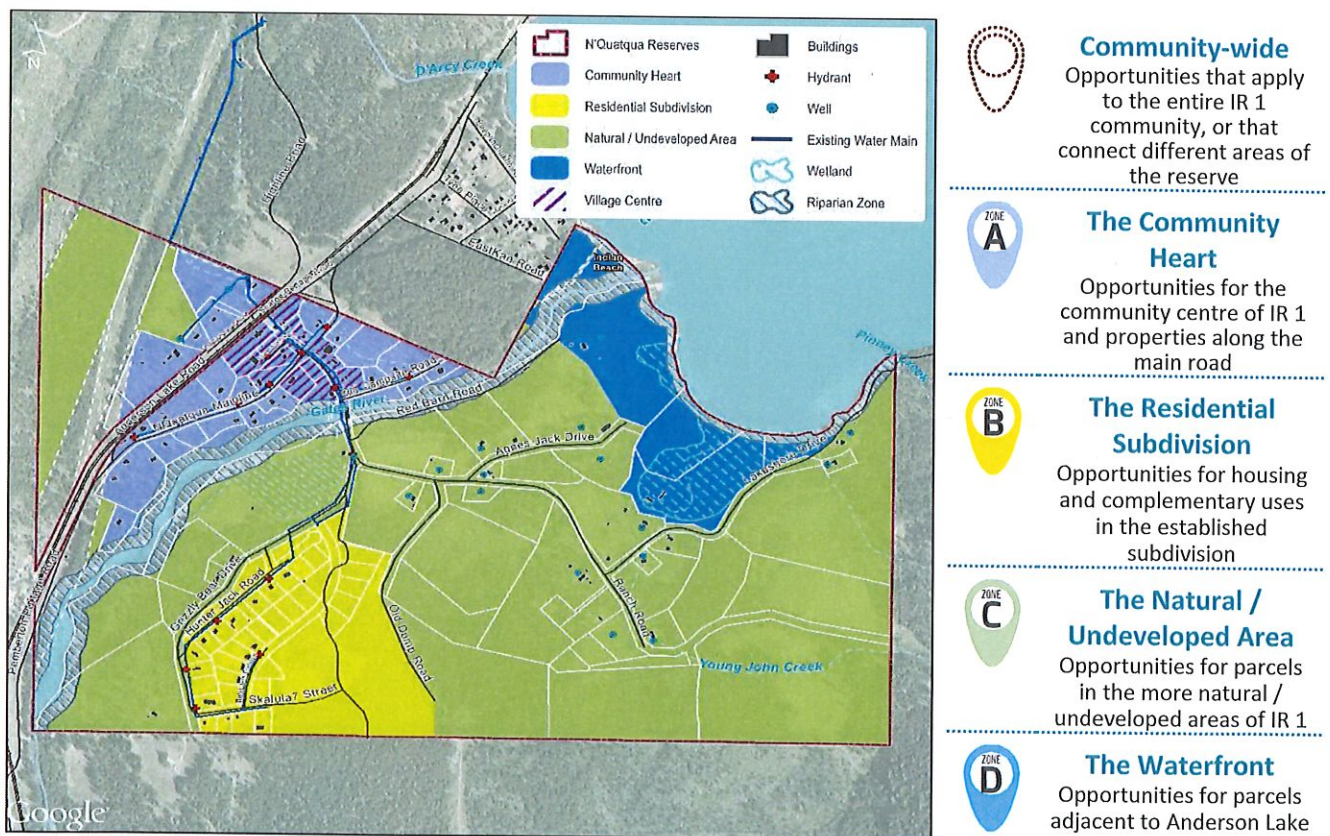


Figure 10: Planning Areas

Land use opportunities in each planning area are categorized by the following three core uses:



Community

Uses that add to the quality of life for all members living on IR 1 or benefit the Nation as a whole.



Residential

Housing and related uses; includes N'Quatqua, CP, and traditional lands.



Local Business

Uses that contribute to economic development on IR 1, including N'Quatqua and member-owned businesses.



5.2 COMMUNITY-WIDE



Community-wide

Opportunities that apply to the entire IR 1 community, or that connect different areas of the reserve

5.2.1 Context & Vision

At its core, the Land Use Plan presents a vision for the future of the IR 1 community. It lays the ground work for shaping the land uses that will define IR 1 over time. The following vision guides community-wide planning for IR 1:

- » A complete community with unique character areas
- » A connected community with strong community amenities and infrastructure
- » A welcome community with adequate housing for all members
- » A thriving community with economic opportunities for its members

This community-wide vision builds off the long-term vision for the Nation set out by the Comprehensive Community Plan (CCP) and works to support the components of the CCP vision that relate to land use planning, including the following:¹⁴

- » More members are living in the community
- » More members are building their own homes
- » We are financially strong and self-sustaining
- » Our indoor and outdoor facilities are top notch
- » We have well-maintained and diverse housing options
- » Our cultural and environmental heritage is protected
- » Economic development brings jobs and revenue to the community
- » There is sharing and teaching of cultural traditions
- » Elders get the care they need in the community

¹⁴ N'Quatqua Comprehensive Community Plan (2016)

5.2.2 Community

Community members strongly support enhancing and expanding community uses across IR 1 – from new facilities in the core, to upgrades at Indian Beach. To enhance connectivity throughout IR 1, community working group members strongly support the development of a walking path and trail network. To support cultural education and to help visitors learn more about N'Quatqua, an information kiosk and benches could be built along paths. Where possible, old hunting routes through IR 1 and in surrounding lands should be preserved as heritage trails. Youth walking tours could facilitate connection between young members, the land, and N'Quatqua's heritage.

There are a number of culturally significant sites located on IR 1. Working group members expressed a strong desire to not only protect, but also enhance important sites for cultural use and education for members. This may include clearing around the sites and improving access, as well as completing restoration of key features.

5.2.3 Housing

Housing is one of the most important issues for N'Quatqua members. The lack of housing is one of the biggest barriers for members who wish to return to IR 1. Adequate housing across generations is a key priority for the coming years. The Land Use Plan advocates for new N'Quatqua-owned housing to be built in the Residential Subdivision – a goal of two homes per year for the next five years has been set. The Land Use Plan also envisions additional housing through family infill on existing parcels.

Future housing on IR 1 should consider a variety of housing types to better utilize land, meet the needs of different residents, and offer opportunities for different family types and multiple generations to live near one another.

Three key types of new housing were identified during the Land Use Plan process:

- » Compact single-family infill in the community core;
- » Compact single-family and low density multi-family dwellings (duplex, triplex, fourplex) in the existing subdivision; and
- » Single-family infill on larger lots in the natural / undeveloped areas of IR 1.

5.2.4 Local Business

Economic development is important to N'Quatqua members. This Land Use Plan identifies where local business development could take place over time and provides ideas for future directions. The following key directions emerged from the planning process:

- » The Community Heart should remain the primary location for new commercial businesses on IR 1.
- » The Waterfront offers opportunities for tourism and larger community projects in the future.
- » Home-based businesses are encouraged, provided they are compatible with the adjacent uses and consistent with the Land Use Plan's direction for the area in which they are located.

Home-Based Businesses:

Home-based businesses are increasingly important for N'Quatqua members, however regulating them can be a challenge. From a land use perspective, home-based businesses should be compatible with the adjacent uses and consistent with the Plan's direction for the area in which it is located. From an operational perspective, they should not negatively impact neighbours through noise, smell, traffic, or other nuisances and should be operated in accordance with health and safety standards. A policy framework for home-based businesses in N'Quatqua-owned housing has been established in the Housing Policy. However, due to the importance of the topic, the amount of member-owned housing, and the variety of land ownership / tenure on reserve, it is recommended that N'Quatqua develop a separate, expanded policy to address home-based businesses on IR 1.

5.2.5 Alternative Energy Production

The community working group expressed interest in producing alternative energy such as solar photovoltaic (PV) on N'Quatqua land. To explore this possibility, a preliminary solar PV analysis was completed. Key outcomes related to IR 1 include:¹⁵

- » Two scenarios were considered for IR 1. It is assumed that both scenarios continue to be connected to BC Hydro's grid:
 - The first analysed a 300-kW, ground-mount system on a flat, vacant site. If installed it will produce enough energy from the sun to power 42 homes. This system would require 1000, 300-watt solar panels, inverters and other electrical components.
 - The second analysed an 8-kW, rooftop system on an individual home and if installed it will produce enough energy from the sun to power one home. This system would require 32, 320-watt solar panels, inverters and other electrical components.
- » The analysis completed demonstrates sufficient solar potential in N'Quatqua IR 1. However, to harness a successful project, substantial subsidies would be required.
- » If the community remains interested in potentially generating revenue and reducing impacts associated with frequent power outages, it is recommended that potential sites are identified and more detailed analysis is undertaken.
- » This detailed analysis would support a more comprehensive understanding of the project's opportunities and its potential benefits to the community. It would explore a hybrid approach that supports a battery and grid-tied option and interconnection costing. It would also explore additional clean energy opportunities, such as wind, hydro and biomass, as well as the community's current use of energy.

¹⁵ Urban Systems (2017)

5.3 COMMUNITY HEART



The Community Heart

Opportunities that consider the community centre of IR 1 and properties along the main road

5.3.1 Context & Vision

The Community Heart is the way members describe the core of the community, located around the junction of the N'Quatqua Mainline and Lakeshore Drive (Figure 11).

This Planning Area includes the Village Centre, where community facilities and services are concentrated, and nearby member housing.

This area is envisioned to continue to grow as a community hub where members gather with each other, celebrate N'Quatqua culture and history, access services, and visit local businesses.

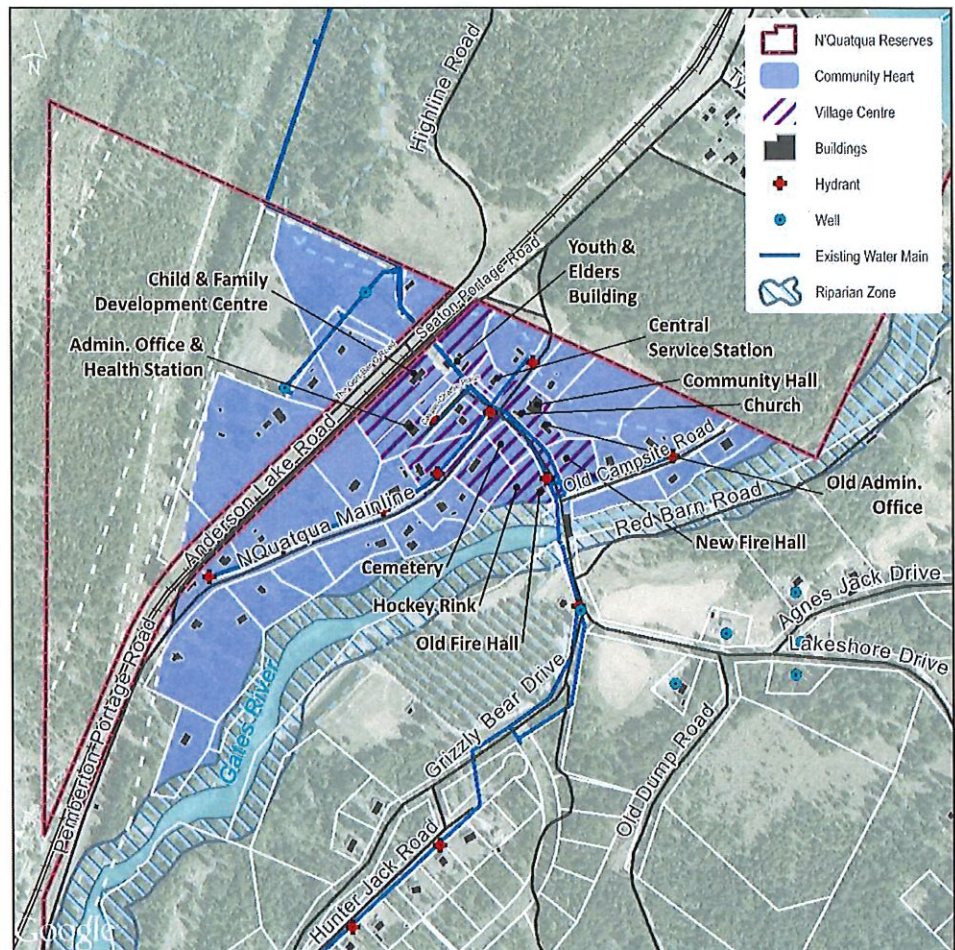


Figure 11: Community Heart

5.3.2 Community

Members value strong community facilities. On IR 1, these facilities are concentrated in the Village Centre. Due to this existing concentration of community uses, its central location, and its main road access, it is recommended that any new facilities that service the entire IR 1 community be located within the Community Heart. Key facilities identified by N'Quatqua moving forward include (but are not limited to):

- » New community multi-use facility
- » Community sports field
- » Upgraded hockey rink
- » Upgraded youth / Elders facilities
- » Cultural / education / visitor centre

The Community Heart also includes the church site which represents the legacy of residential schools. Any future use of this site must consider this history. The building contains carvings from ancestors which should be preserved. There may be potential to convert the building or the site to a community use or local business or to convert the site into a communal gathering area.

5.3.3 Housing

Housing is a major priority for N'Quatqua members. The Community Heart is well-suited for housing due to its proximity to the Village Centre and access to the community water system.

There is an opportunity for additional housing in the Community Heart through infill on existing parcels, primarily on family lands (CP and traditional). However, space in this area is constrained due to the existing development and septic requirements. For some, additional housing may make the Community Heart feel too crowded or busy, therefore new infill should be at a modest scale and level of density.

Important factors to consider:

- » New housing development in the Community Heart will occur primarily through family infill.
- » The N'Quatqua Mainline provides convenient access to the Community Heart, however traffic and speeding are issues on the main road. Increased activity in the Community Heart may require additional traffic mitigation measures.
- » This area is serviced by the community water system and individual septic systems. Unless there is an opportunity to develop a community sanitary sewer system, future housing development in this area will be constrained by the spatial requirements for in-ground septic.

5.3.4 Local Business

With its central location, access to the main road, and existing concentration of community facilities and local business uses, the Community Heart is an attractive area for the location of future businesses uses on IR 1. This Plan envisions that new commercial businesses – those not tied to the waterfront – will be concentrated in the Community Heart.

N'Quatqua Central Service Station

The Central Service Station is N'Quatqua's primary commercial business on IR 1 and is the only place to get gas or basic food in-and-around the community. This makes it an important year-round business, not only for members of the N'Quatqua community, but also for D'Arcy residents and local visitors. N'Quatqua is currently exploring the potential to expand the Central Service Station and incorporate prepared food operations, including a food truck, as part of its Economic Development Plan. Future use of the Central Service Station should be consistent with the Economic Development Plan.



5.4 RESIDENTIAL SUBDIVISION



The Residential Subdivision

Opportunities for housing and complementary uses in the established subdivision

5.4.1 Context & Vision

The Residential Subdivision is the only planned housing development on IR 1. The area is envisioned as a welcoming neighbourhood that meets the housing needs of a diverse range of members.

The area is only partially developed and has substantial capacity to accommodate new units, including new N'Quatqua-owned homes and member-built housing on serviced lots.

This Land Use Plan initiates an ambitious goal for N'Quatqua – aiming to build two new homes every year for the next five years.

It is envisioned that this growth will be focused in the Residential Subdivision.

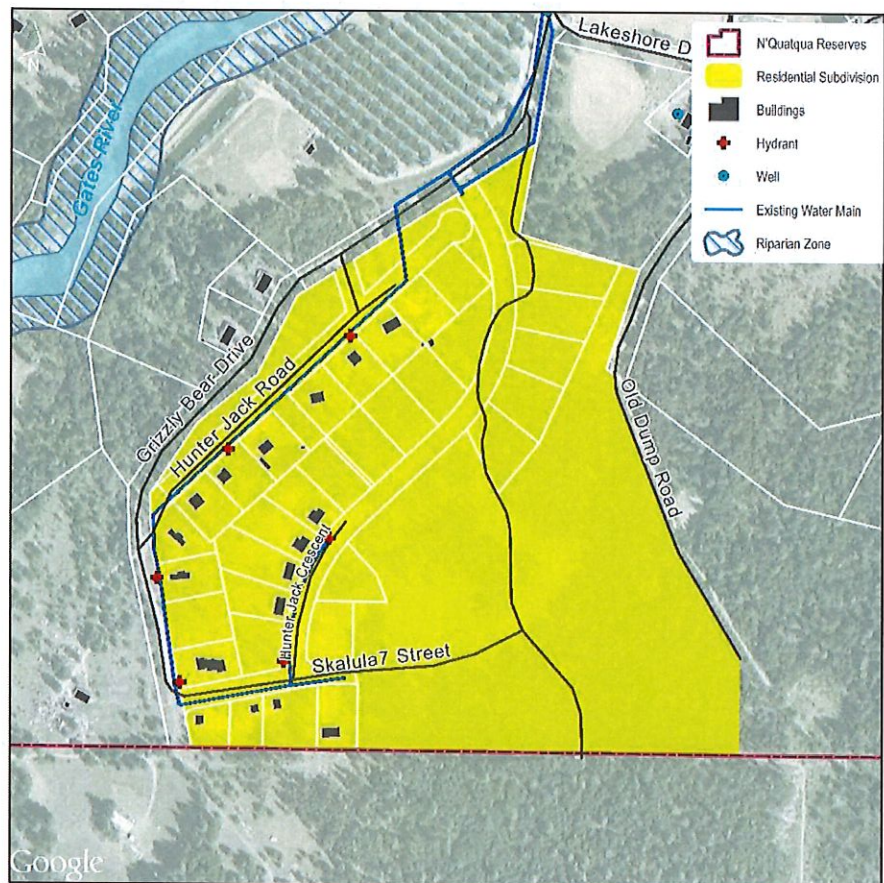


Figure 12: Residential Subdivision

5.4.2 Community

When the current subdivision plans were developed in 2008 – 2011,¹⁶ space was allocated for a community school. During the Land Use Plan process, it was determined that this option may no longer be financially and/or operationally feasible. Additionally, this Plan recommends that major community facilities (such as a school) be located in the Community Heart. However, due to the anticipated residential growth in the Residential Subdivision, N'Quatqua should consider a small community amenity – a small park or playground – to service the residents living here.

5.4.3 Housing

The Residential Subdivision is the only part of IR 1 that has a subdivision plan. This means that parcels and servicing have been designed to be as efficient as possible. The subdivision is also connected to the community water system and is the largest concentration of N'Quatqua-owned land on IR 1 not traditionally held.

Moving forward, new N'Quatqua-owned homes should be concentrated in the Residential Subdivision. Members of the community working group identified a need for new homes for Elders, singles, and small families. To meet these unique needs, there is potential to develop compact single or multi-family dwellings in the Residential Subdivision dedicated to members who may benefit from smaller units and closer neighbours. N'Quatqua should also pursue opportunities to provide serviced lots for members to build their own homes in this area. It is recommended that N'Quatqua develop a policy towards Ministerial Loan Guarantees to facilitate this process.

The current subdivision plans anticipate a full buildout of approximately 48 lots. This is likely a larger scale of development than is needed in the short to medium term. The plan may also require reconfiguration if the school site is no longer considered viable. Prior to moving forward with development in the Residential Subdivision, it is recommended that N'Quatqua revisit the subdivision plan to confirm its layout, phasing, and size and assess infrastructure and servicing needs.

Currently, the Residential Subdivision Planning Area is bounded by Old Dump Road to the east. This is due to anticipated demand and existing site constraints, including the old garbage dump and the septic dump. If it is determined that the Residential Subdivision Planning Area is to be extended in the future, further investigation into the condition of these two sites will be required.

Due to the lack of housing on IR 1, N'Quatqua should prioritize building new homes in the subdivision. As growth on reserve is likely to be driven by member demand rather than demographic growth, it is important that N'Quatqua determine the amount and type of housing that is required. A number of steps can be taken in this direction:

- » Maintain and regularly update a list of members who have requested housing.
- » Pursue a goal of building two new N'Quatqua-owned homes every year for the next five years.

¹⁶ McElhanney (2008 – 2011)

- » Apply for funding to meet the five-year new housing goal.
- » Develop a Ministerial Loan Guarantee (MLG) policy to encourage members to build their own homes on serviced lots; establish a policy addressing the use of N'Quatqua land for private housing.
- » Assess goals each year to determine if demand has been met or if demand is changing; goals should be adjusted as new housing is built.

Important factors to consider:

- » The subdivision plan should be reviewed and updated and water system capacity assessed. Efficient use of the land in this area requires following the subdivision plan.
- » The plan for building new housing and/or providing MLG's should be communicated to members interested in new N'Quatqua-owned housing or building their own housing on N'Quatqua land.
- » New forms of housing in the Residential Subdivision should be considered to expand options for members on reserve.
- » The adjacent septic dump and old garbage dump may constrain expansion of the Planning Area.

5.4.4 Local Business

Home-based businesses are encouraged in the Residential Subdivision. Members should contact the Lands Department to ensure their business ideas complement a residential neighbourhood and the Housing Department to ensure consistency with the Housing Policy regarding N'Quatqua owned-units / land.



5.5.2 Community

Enhancing the natural features that already exist on the reserve is an important goal for the Land Use Plan. The Natural / Undeveloped Area reflects the natural beauty of N'Quatqua – the land, forests, streams, and mountains – and offers many opportunities for enhanced community uses.

5.5.2.1 Archeological Sites

Committee members expressed a desire to restore important archaeological sites in this area and use trails to connect the sites and create opportunities for educational tours. N'Quatqua should work with members to identify those sites that are most important to the community and develop a plan for restoration. Future development should not disrupt these sites.

5.5.2.2 Orchard

The community orchard is a large area in the centre of IR 1 where a number of fruit-bearing trees and shrubs are located. It is unclear the extent to which the orchard is currently being used. Depending on member interest, there may be an opportunity to better utilize the orchard for community use, through a community garden or greenhouse. This may also provide a small-scale, local business opportunity.

5.5.2.3 Spawning Channel

The spawning channel is a key feature of IR 1, offering a unique and beautiful community amenity for walking, sitting, and learning about salmon. The future operation of the channel is currently under review by the Department of Fisheries and Oceans (DFO). If operations continue, there may be an opportunity to use the spawning channel for educational opportunities for N'Quatqua youth. If operations cease, N'Quatqua will need to determine whether the channel should be kept as a community amenity or repurposed for another use.

5.5.2.4 Old Garbage Dump

The old garbage dump is no longer in active use by N'Quatqua, however it may be used informally by local residents. Moving forward, N'Quatqua should explore the potential to repurpose the old garbage dump to a more environmentally friendly use, such as an Eco Recycling Centre. If repurposing the former dump is not viable, the area should be cleaned up and returned to its natural state to the greatest extent possible.

5.5.3 Housing

Homes in the Natural / Undeveloped Area have been built by members over time and do not follow a plan like in the Residential Subdivision. This allows flexibility to members and freedom to share parcels with family. However, because housing is not concentrated, and due to the distance of many houses from the existing community water system, there is not enough density to support (piped) water services in this area for the foreseeable future. Nonetheless, there remains considerable interest among residents in the potential for community water in this area due to the issue of power outages affecting well operation. Moving forward, N'Quatqua should work with residents to better understand the conditions required to support community water in this area and to explore alternative solutions, such as natural sources of reserve power for wells.

5.5.3.1 Orchard

After the Residential Subdivision, the community orchard is the largest undeveloped land area owned by N'Quatqua without traditional interests. If more land for housing is needed over the long-term, the community may consider repurposing the orchard. However, the priority should be to maintain this area as a community use. Housing should only be considered if opportunities in the Residential Subdivision have been exhausted.



5.5.4 Local Business

The Land Use Plan process identified local business opportunities and important factors to consider in each of the key areas of the Natural / Undeveloped Area. These opportunities are tied to the natural features and existing infrastructure on N'Quatqua.

5.5.4.1 Orchard

The community orchard may provide small-scale employment / revenue generating opportunities through a community garden or greenhouse operation. This will depend on member interest.

5.5.4.2 Spawning Channel

Provided the Spawning Channel remains in operation, there may be opportunities to leverage the channel to generate revenue and promote eco-tourism at N'Quatqua. In particular, tours of the channel may attract school groups, tourists, and local residents, particularly during spawning season. Should there be a change in operations, N'Quatqua should consider potential business opportunities involving the channel.

Important factors to consider:

- » Operation of the spawning channel is in partnership with DFO and subject to continued funding.
- » Tours of the channel could complement future eco / cultural tourism operations anticipated by N'Quatqua. However, further exploration into demand and logistics would be required.

5.6 WATERFRONT



The Waterfront
Opportunities for parcels adjacent to Anderson Lake

5.6.1 Context & Vision

The Waterfront is the crown jewel of IR 1, overlooking the beautiful Anderson Lake (Figure 14). This area includes Indian Beach, the Fish Hatchery, and two year-round campgrounds on traditional and CP lands.

As N'Quatqua's major natural asset, the Waterfront should be protected and enhanced for future generations.

The community working group identified the waterfront as having strong economic development potential and offering opportunities for tourism or new community uses in the future.

This section summarizes some of those ideas should there be interest in investing in the waterfront area in the future.

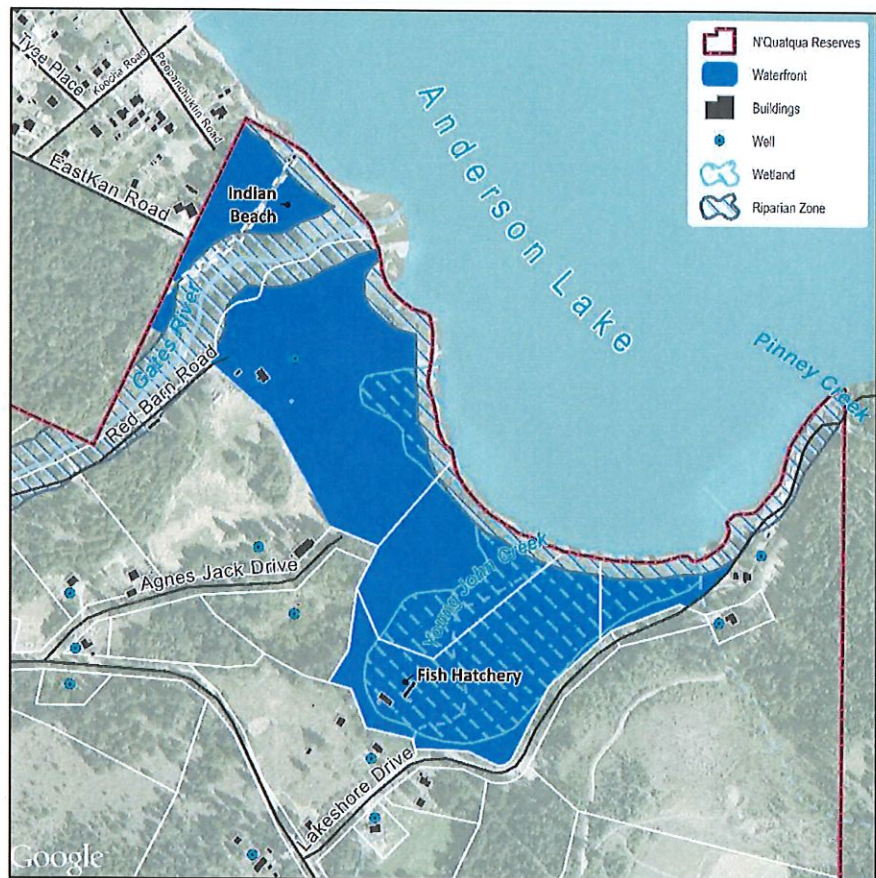


Figure 14: Waterfront

5.6.2 Community

The waterfront is a major community amenity for N'Quatqua members. Beach access and scenic views make it an asset to the community. The Land Use Plan process identified various ways that community use of the waterfront could be improved as funding becomes available.

5.6.2.1 Indian Beach

The Land Use Plan envisions Indian Beach to be maintained for community and recreational use. Several improvements for Indian Beach were identified if resources became available, including the following:

- » Clean and upgrade public access areas;
- » Connect Indian Beach to other parts of IR 1 by trails; and
- » Install seating along the beach and trails.

Committee members also proposed that a kiosk or information centre be installed on Indian Beach to educate visitors about N'Quatqua.

5.6.3 Local Business

The natural and cultural features of the waterfront may offer significant local business opportunities for N'Quatqua. These new businesses should enhance the waterfront and minimize impacts on this vital water body. As the waterfront is at risk for erosion, activities that contribute to waterfront erosion are discouraged.

Getting new businesses off the ground will require strong partnerships between N'Quatqua and existing CP owners and traditional holders. A few examples of partnership opportunities are listed below:

- » Starting a new business can be expensive. N'Quatqua can support business owners with funding applications.
- » Support from INAC for businesses on traditionally-held or N'Quatqua-owned land requires Council to designate the land for economic development. To achieve this, consent and participation from current land users would be needed.
- » A land owner/holder may need changes to neighbouring land to support their business (for example, road access through a neighbour's parcel). N'Quatqua can help coordinate between land owners/holders to help achieve their goals.
- » A land owner/holder may be interested in sharing or leasing parts of their parcel for local business use. These parties could work / partner with N'Quatqua to get their project started.

In addition to exploring partnership opportunities, N'Quatqua should explore the potential of expanding its lands to pursue economic development on or near the waterfront. This may include purchasing adjacent parcels or acquiring Lot 100, currently under negotiation.

5.6.3.1 Indian Beach

N'Quatqua has developed a business plan for a low-impact boat rental operation at Indian Beach. This N'Quatqua owned and operated business would create a boating destination for visitors and offer jobs to members. It is recommended that N'Quatqua move forward with the establishment of this operation.

Important factors to consider:

- » The waterfront is at risk for erosion. Activities that contribute to erosion are discouraged.
- » Only low-impact tourism opportunities should be considered on Indian Beach in accordance with N'Quatqua's existing business plan.

5.6.3.2 Fish Hatchery

Currently, the fish hatchery is a member-driven operation with limited involvement from the Nation. However, there is interest in formalizing and expanding operations of the hatchery to increase revenue and job opportunities. N'Quatqua is exploring this opportunity in greater detail through its Economic Development Plan.

Important factors to consider:

- » Expanding operations at the hatchery will require additional capital investment. Sources of funding / financing will need to be identified.
- » N'Quatqua will need to bring together members that have knowledge of, or are willing to learn about, the business of running a fish hatchery and selling fish to off-reserve buyers.
- » Additional site planning and investigation will be required if the hatchery is to be physically upgraded / expanded due to the proximity of the wetlands.
- » Future use of the hatchery should be consistent with N'Quatqua's Economic Development Plan.

5.6.3.3 Red Barn

The Red Barn property is traditionally held by a N'Quatqua member and is currently used for residential and business purposes. The campground on this property hosts a number of permanent and vacation trailers and is a major business on IR 1.

Due to its size and location along Anderson Lake, the Red Barn is the property with the highest opportunities for tourism or waterfront-oriented business use. The community working group raised the potential for the current landholder and N'Quatqua to work together in the future to invest in the site to create more opportunities on IR 1.

Important factors to consider:

- » The land is traditionally held. Any decisions about this parcel will be made in partnership with the current landholder.

5.6.3.4 Tourist Accommodation

There may be opportunities for tourist accommodation along the waterfront, including cabin rentals and/or a small resort. A key constraint is the lack of N'Quatqua land near or adjacent to the waterfront (excluding Indian Beach, which is to remain for community / recreational use). N'Quatqua is currently exploring the potential for tourist accommodation as part of its Economic Development Plan.

Important factors to consider:

- » Due to ownership / land interests along Anderson Lake, moving forward with tourist accommodation will require that N'Quatqua acquire additional lands on-or-around Anderson Lake or partner with a local land owner/holder.
- » Future use should be consistent with N'Quatqua's Economic Development Plan.

5.6.3.5 Marina Facility

The community working group also raised the idea of a marina facility on the northeast corner of IR 1. A number of possibilities were identified, including the following:

- » Paid marina
- » Float plane hub
- » Accommodation (cabin, hotel)
- » Cultural tours
- » Café
- » Boathouse

This would be a substantial development requiring significant investment and cooperation between N'Quatqua and the CP land owner.

Important factors to consider:

- » Any development of this land will need to be initiated or supported by the current landowner.
- » N'Quatqua and the landowner could work together to develop a larger facility.
- » An economic feasibility study and business plan would be required prior to moving forward.



6. Moving Forward

This Land Use Plan was prepared to help put in motion the land-based goals of the Comprehensive Community Plan. It outlines the vision of N'Quatqua First Nation for its land and development over the coming years, and identifies future uses and opportunities to enhance the quality of life for members. To move forward and put this plan into action, the Nation is currently undertaking several initiatives that build off of the work completed here, including the following:

- » Preparing a Traditional Territory Plan to establish guidelines for consultation and land use within N'Quatqua's Traditional Territory; and
- » Preparing an Economic Development Plan to identify strategic opportunities on IR 1 for revenue generation and job creation.

In addition to these initiatives that are already underway, there are a number of short-term actions that will need to be accomplished to implement the goals of this plan. These include, but are not limited to, the following:

- » Prepare a servicing strategy to plan for servicing new lots and extending services over time.
- » Update the subdivision plan and develop a phasing strategy to provide clear direction on where new homes will be built on N'Quatqua land.
- » Prepare an internal strategy for applying for and securing funding to construct two new N'Quatqua-owned homes per year for the next five years.
- » Develop a policy to formally address traditional land holdings to increase certainty regarding its future use and tenure.
- » Resolve negotiations regarding Lot 100.
- » Develop a policy regarding Ministerial Loan Guarantees and determine N'Quatqua's financial capacity to support loans for members to build homes on-reserve; establish a policy addressing the use of N'Quatqua land for private housing.
- » Develop a plan for the Village Centre and establish a clear vision for its future enhancement and development.
- » Establish a policy to regulate home-based businesses.

These initiatives and future actions are intended to support the quality of life of N'Quatqua members and provide a foundation for decision-making for the Nation. This Land Use Plan is a living document and reaching the goals set out here will be the product of the collective effort of the entire community—including N'Quatqua Council, staff, and individual members. As the goals of the collective community change and evolve, the Land Use Plan should be updated to reflect new directions.

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